

**Doncaster Council**

**Housing Needs Study 2019**

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**Doncaster Council**

**Final Report**

**April 2019**

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**Main Contact:** Michael Bullock  
**Email:** [michael.bullock@arc4.co.uk](mailto:michael.bullock@arc4.co.uk)  
**Telephone:** 0800 612 9133  
**Website:** [www.arc4.co.uk](http://www.arc4.co.uk)

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*Registered Address: arc4, 41 Clarendon Road, Sale, Manchester, M33 2DY*

*Email: [contact@arc4.co.uk](mailto:contact@arc4.co.uk) [www.arc4.co.uk](http://www.arc4.co.uk)*

*arc4 Limited Registered in England & Wales 6205180 VAT Registration No: 909 9814 77*

*Directors - Helen Brzozowski - Michael Bullock*

# Executive Summary

## Introduction

The Doncaster 2019 Housing Needs Survey provides the latest available evidence to help to shape the future planning and housing policies of the area. The study will help inform the production of the Council's Local Plan and other strategies. It considers the need for affordable housing and the size, type and tenure of housing need for different groups within the community. This research provides an up-to-date analysis of the social, economic, housing and demographic situation across the area.

The 2018 study comprises:

- A comprehensive household survey which was completed by 4,966 households, representing a 14.2% response rate from the sample surveyed;
- A review of existing (secondary) data;
- An online survey of stakeholders; and
- Interviews with estate and letting agents.

The findings from the study provide an up-to-date, robust and defensible evidence base for policy development, in accordance with Government policy and guidance.

## Housing market context

### House prices

Overall, median prices have increased from £117,323 in 2007 to £125,000 in 2017, an increase of 6.5%. Lower quartile house prices across Doncaster were £88,000 at 2017.

The pattern of median house price change is similar to that of the Yorkshire and Humber region albeit with Doncaster's prices being lower and fairly flat with over the period. This is different to England as a whole which has seen a steady 23.6% rise in prices overall since 2009.

Lower quartile house prices across Doncaster were £88,000 at 2017.

Like other local authority areas there was no significant growth in lower quartile prices - with some even falling over the period 2007 to 2017 - notably Sheffield, Kirklees and Bradford. The overall average for the region fell slightly too, compared to 10% growth for England as a whole.

### Dwelling stock

Based on 2017 VOA data there are 130,820 dwellings households across Doncaster:

- bungalows form 15.6% of the housing stock;
- flats form 7.8% of the housing stock;
- terraced houses form 24.8% of the housing stock;

- semi-detached houses form 38.1% of the housing stock;
- detached houses form 13.8% of the housing stock;

There is considerable variation of these proportions across the wards

Regarding number of bedrooms:

- 1-bedroom housing is 6.3% of the stock
- 2-bedroom housing is 23.8% of the stock
- 3-bedroom housing is 58.2% of the stock
- 4-or more bedroom housing is 11.7% of the stock

Based upon census 2011:

- 64.5% of occupied dwellings are owner-occupied (31.0% owned outright and 34.4% owned with a mortgage or loan);
- 0.3% are shared ownership);
- 14.8% are private rented or living rent-free; and
- 17.7% are affordable (rented from a social landlord).

Household characteristics vary between the tenures. 61% of private rented households are headed by someone aged between 25 and 49 whereas this is 36% for social renters and 38% for home owners. 35% of social renters are aged 65 or over whereas only 11% are in this age group in the private rented sector and 24% are owner occupiers.

## Demographic drivers

The population of Doncaster is projected to increase by 2.4% over the period 2016 to the end of the plan period in 2032, from 307,400 in 2016 to 314,900 in 2032<sup>1</sup>. There will be a marked increase in the number and proportion of older residents. The population aged 65+years is expected to increase by 32% from 57,200 in 2016 to 75,500 in 2032<sup>2</sup>.

## Economic drivers

The 2018 Household Survey found that, across the borough, 54% of Household Reference People are economically active and a further 29% are retired from work and 17% are economically inactive. The 2018 Household Survey identified that across the borough 17.5% of households receive less than £10,400 gross per year, 17.5% receive between £10,401 and £15,600 per year, 27.9% receive between £15,600 and £26,000 per year, 17% receive between £26,001 and £39,000 and 19.9% receive at least £39,000 each year.

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<sup>1</sup> ONS 2016-based Subnational Population Projections – note data only starts in 2016

<sup>2</sup> ONS 2016-based Subnational Population Projections

## Dwelling need, type and mix

The housing requirement for Doncaster is 920 dwellings each year. The purpose of the 2018 HNS is to break this figure down by the various types of need as expressed in the NPPF.

There has been an average new build rate of 1,002 each year over the past 5 years (2014/15 to 2017/18) with 158 being affordable and 844 being open market dwellings

Detailed analysis of the relationship between households and their current housing circumstances, the future aspirations of moving households and what households would expect has been carried out. This helps to set out the range of dwellings by type and size appropriate over the plan period. Table ES1 illustrates the range of dwellings appropriate for Doncaster borough under a baseline scenario which maps the current profile of dwelling stock by type and size onto household projections over the plan period. This assumes an overall tenure mix of around 75% market and 25% affordable dwellings.

Analysis has considered the need for affordable housing (Table ES2) and an annual net imbalance of 209 (based on the assumption that it would take 10 years to clear the backlog of existing need; reducing this to 5 years would increase the annual imbalance to 509) and confirms to a need to maintain affordable housing delivery across the borough.

Table ES1 Overall dwelling type/size and tenure mix under baseline demographic scenario			
Dwelling type/size	Tenure		
	Market	Affordable	Total
1/2 Bed House	0	15	15
3 Bed House	390	45	435
4+ Bed House	169	12	181
1 Bed Flat	15	31	46
2/3 Bed Flat	-1	33	32
1 Bed Bungalow	-5	48	43
2 Bed Bungalow	96	19	115
3+ Bed Bungalow	42	3	45
Other	5	3	8
<b>Total</b>	<b>711</b>	<b>209</b>	<b>920</b>
Dwelling type	Market	Affordable	Total
House	536	95	631
Flat	55	24	78
Bungalow	124	79	203
Other	-4	11	8
<b>Total</b>	<b>711</b>	<b>209</b>	<b>920</b>
Number of bedrooms	Market	Affordable	Total
1	24	52	76
2	57	121	178
3	452	32	484
4 or more	177	4	181
<b>Total</b>	<b>711</b>	<b>209</b>	<b>920</b>

Note: Data subject to rounding errors

**Table ES2** Net annual affordable housing imbalance by district and no. of bedrooms 2018/19 to 2022/23

Ward	Number of bedrooms (%)				Annual imbalance
	1	2	3	4 or more	Net
Adwick le Street & Carcroft	-6	0	-5	0	-11
Armthorpe	5	13	9	4	30
Balby South	-8	-5	-7	-1	-20
Bentley	40	39	19	5	102
Bessacarr	11	41	12	5	68
Conisbrough	-8	-13	-22	-5	-48
Edenthorpe & Kirk Sandall	-2	-2	-4	-2	-11
Edlington & Warmsworth	4	12	1	1	17
Finningley	-1	-1	-1	-3	-6
Hatfield	2	2	6	1	11
Hexthorpe & Balby North	9	27	18	1	56
Mexborough	-18	-28	-14	-9	-69
Norton & Askern	6	5	9	1	20
Roman Ridge	0	-2	-2	-1	-6
Rossington & Bawtry	-1	-3	-2	-1	-8
Sprotbrough	3	2	4	3	12
Stainforth & Barnby Dun	5	11	18	5	39
Thorne & Moorends	0	-4	-6	-3	-13
Tickhill & Wadworth	2	3	4	2	10
Town	15	29	16	3	63
Wheatley Hills & Intake	-3	-5	-19	-2	-29
<b>Total</b>	52	120	32	4	209

Note: Data subject to rounding errors

In terms of the split between social/affordable rented and intermediate tenure products, it is recommended that the affordable tenure split for the borough is 75% social/affordable rented and 25% intermediate tenure. In terms of the size of affordable housing required, the overall shortfall is broken down as 24.9% one-bedroom, 57.9% two-bedroom, 15.3% three-bedroom and 1.9% four or more bedroom. Analysis of property type preferences of existing and new-forming households in need, suggests that a mix of houses (23.3%), flats/level access (72.7%), and other types of dwelling (4%) would be appropriate for affordable housing delivery.

# 1. Introduction

## Background and objectives

- 1.1 The Doncaster Housing Needs Study 2018 was commissioned by Doncaster Council ('the Council') to provide an up-to-date evidence base to inform the development of the Council's Local Plan and other strategies.
- 1.2 The study supports the requirements of the National Planning Policy Framework (NPPF, July 2018) and Updated Planning Practice Guidance (PPG), *Housing and economic development needs assessments* (July 2018) including the standard method for assessing housing need.
- 1.3 This final housing needs study will include a review of the housing market, an assessment of future need, the identification of the housing needs of specific groups and a consideration of the requirement for affordable housing.
- 1.4 Collectively, the overall evidence base will satisfy the requirements of government policy and guidance, as set out within NPPF and PPG.

## Government policy and guidance

- 1.5 The Revised National Planning Policy Framework (NPPF) was published in July 2018 and updated in February 2019, following the Government's consideration of the consultation on the Draft Revised NPPF (March 2018).
- 1.6 The NPPF 2019 sets out the Government's planning policies for England and how these are expected to be applied. Paragraph 11 of the NPPF states that plans and decisions should apply a '*presumption in favour of sustainable development*'. As part of this, in relation to plan-making, it sets out that this means that '*strategic policies should, as a minimum, provide for objectively assessed needs for housing...*'<sup>3</sup>
- 1.7 Paragraph 59 provides an important context to the policy for housing delivery, as follows:  
  
*'To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.'*
- 1.8 It goes on to state (paragraph 60) that:  
  
*'To determine the minimum number of homes needed, strategic plans should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met*

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<sup>3</sup> NPPF July 2018, Paragraph 11

*within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.'*

1.9 Paragraph 61 continues:

"Within this context, the size, type and tenure of housing need for different groups in the community should be assessed and reflected in planning policies (including, but 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.

1.10 In addition, paragraph 62 sets out that:

*'Where a need for affordable housing is identified, planning policies should specify the type of affordable housing required', and expect it to be met on-site unless:*

- a) Off-site provision or an appropriate financial contribution in lieu can be robustly justified; and*
- b) The agreed approach contributes to the objective of creating mixed and balanced communities."*<sup>4</sup>

1.11 Paragraph 63 considers affordable housing provision:

*"Provision of affordable housing should not be sought for residential developments that are not major developments, other than in designated rural areas (where policies may set out a lower threshold of 5 units or fewer). To support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount"*

1.12 Paragraph 65 states that

*"strategic policy-making authorities should establish a housing requirement figure for their area which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations."*

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<sup>4</sup> NPPF 2018, paragraph 62

- 1.13 The Localism Act 2010 introduced the 'Duty to Co-operate' as a replacement for Regional Spatial Strategy and this requirement is also established in national planning policy (NPPF 2019, paragraphs 24-27). Section 110 of the Localism Act requires local authorities to co-operate with other local authorities in maximising the effectiveness with which strategic matters within development plan documents are prepared. The provision of housing development is a strategic priority and the Council will have to ensure that they are legally compliant with the Localism Act at Examination. The Duty to Co-operate applies to all local planning authorities, working with neighbouring authorities and other bodies, including Local Enterprise Partnerships, on strategic priorities.

## Definitions

- 1.14 Definitions relating to affordable housing have been updated in 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.

## Geography

- 1.15 In this report household survey data will be provided at borough and where possible at ward level. For planning policy purposes, Doncaster has been subdivided into the Doncaster Main Urban Area (comprising 25 localities), 7 main towns, 10 service towns and larger villages and defined villages (40 in total).

## Research methodology

- 1.16 To deliver the Doncaster HNS 2019, a multi-method approach has been adopted, which comprises:
- a review of relevant secondary data including the 2011 Census, house price trends, 2016 ONS sub-national population projections and 2014 ONS household projections, CORE lettings data and DHCLG Statistics;
  - a comprehensive ward-based household survey;
  - stakeholder consultation;
  - interviews with estate and letting agents operating within the borough; and
  - detailed interviews with adult social care and housing service commissioners.
- 1.17 Further information on the research methodology is presented at Appendix A.

## Report structure

- 1.18 The report of the Doncaster HNS 2019 is structured as follows:
- **Chapter 2** reviews the national and strategic 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 market 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 within the borough;

- **Chapter 8** concludes the report with a summary of findings and a consideration of strategic issues.
- 1.19 The report includes a substantial technical appendix, which provides detailed material that underpins the core outputs of the HNS. The technical appendix material includes:
- general methodology (Appendix A);
  - policy review (Appendix B);
  - housing need calculations (Appendix C);
  - stakeholder consultation feedback (Appendix D).

## 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 Doncaster.

### National context

- 2.2 Under the previous Coalition Government, the period 2010-2015 saw a radical and sustained programme of reform of welfare, housing and planning policy, set within the context of national austerity and an economic policy of deficit reduction and public spending cuts. These reforms championed localism, decentralisation and economic growth.
- 2.3 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.
- 2.4 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.
- 2.5 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 appear keen to keep housing as a key domestic policy priority.

### Strategic context

- 2.6 The metropolitan borough of Doncaster lies within South Yorkshire. It sits within the Sheffield City Region Local Enterprise Partnership (LEP) area. The LEP is a strong public and private-sector partnership with a programme of investment for growth. Whilst LEPs have no statutory land use planning powers, they are responsible for determining local economic priorities and undertaking activities to drive economic growth and local job creation.

- 2.7 The Sheffield City Region Enterprise Partnership was established in 2010 and includes the council areas of Barnsley, Bassetlaw, Bolsover, Chesterfield, Doncaster, Derbyshire Dales, North East Derbyshire, Rotherham and Sheffield. The LEP sets out the Strategic Economic Plan for the area, providing strategic direction for the SCR. The LEP also supports the public sector decision-making process.
- 2.8 The Sheffield City Region Mayoral Combined Authority is a formal membership of councils, including Sheffield, Rotherham, Barnsley and Doncaster. Formed in 2014, the Mayoral Combined Authority defines policy and takes the lead in making decisions.
- 2.9 The Strategic Economic Plan (approved in 2014) is prepared by the LEP and sets out the Sheffield City Region's plans to transform the local economy over the next decade. The vision set out in the Strategic Economic Plan is to create *'a City Region with a stronger and bigger private sector that can compete in national and global markets'*<sup>5</sup>. It identifies the following strategic objectives<sup>6</sup>:
- Ensure SCR businesses have the support they need to realise their full growth potential;
  - Become more outward looking; and
  - Provide the conditions that businesses need to prosper and become more resilient.
- 2.10 To achieve these objectives, action will be taken in six areas<sup>7</sup>:
- Ensure new businesses receive the support they need to flourish;
  - Facilitate and proactively support growth amongst existing firms;
  - Attract investment from other parts of the UK and overseas, and improve the brand;
  - Increase the sales of SCR's goods and services to other parts of the UK and abroad;
  - Develop the City Region's skills base, labour mobility and education performance; and
  - Secure investment in infrastructure where it will do most to support growth.
- 2.11 The ambition of the Plan is that by 2024 the SCR will have<sup>8</sup>:
- Created 70,000 net new jobs (more in gross terms to offset losses), with 30,000 in highly skilled occupations;
  - Increased GVA by £3.1 billion; and
  - Generated 6,000 new start-up businesses.
- 2.12 The Strategic Economic Plan identifies Doncaster as *'a high-quality urban centre, attractive retail opportunities and excellent rail links that contribute to its multimodal logistics and advanced engineering offer'*<sup>9</sup>.

<sup>5</sup> Sheffield City Region Strategic Economic Plan, page 34, Figure 14

<sup>6</sup> Sheffield City Region Strategic Economic Plan, page 34, Figure 14

<sup>7</sup> Sheffield City Region Strategic Economic Plan, page 34, Figure 14

<sup>8</sup> Sheffield City Region Strategic Economic Plan, page 34, Figure 14

<sup>9</sup> Sheffield City Region Strategic Economic Plan, page 16, Figure 4: Role of places in the Sheffield City Region

- 2.13 As part of the commitment to promote economic growth in the SCR, the Government has identified the Sheffield City Region as one of 48 Enterprise Zones across the UK. Hosting manufacturing, engineering and technology, there are Enterprise Zone sites in seven of the local authority areas within the SCR area, including Doncaster. The SCR has put in place an Enterprise Zone Accelerator Fund to help unlock further commercial development<sup>10</sup>.
- 2.14 Doncaster is identified as an Opportunity Area by the Department for Education, with a local delivery plan in place which seeks to drive social mobility through educational improvement. With an initial timeframe of 2017-2020, the delivery plan seeks to build on Doncaster's strengths to overcome entrenched failure in schools and remove the barriers that prevent many children and young people from achieving their full potential<sup>11</sup>. Led by a partnership board made up of representatives from organisations across Doncaster, the Opportunity Area has set the following priorities:
- (1) Building solid foundations for all children;
  - (2) Brilliant teaching and leadership for all secondary pupils;
  - (3) No career out of bounds; and
  - (4) Opportunities extend to all.

### Local policy context

- 2.15 The Borough Strategy for Doncaster is a long-term document which sets out the following Borough Strategy Vision<sup>12</sup>:
- a strong local economy;
  - progressive, healthy, safe and vibrant communities;
  - all residents are able to achieve their full potential in employment, education, care and life chances; and
  - pride in Doncaster will have increased.
- 2.16 Doncaster Council's Housing Strategy 2015-2025 focuses primarily on the local priorities for the local authority area, but also takes account of wider plans for the Sheffield City Region (as set out above). The Strategy places significant emphasis on the need for partnership working, both within the Council and between the Council and its strategic partners.
- 2.17 The Housing Strategy sets out the following housing vision<sup>13</sup>:
- 'Residents will be able to access suitable, quality accommodation to meet their needs. Viable, quality options will exist within the social rented, private rented or home ownership sectors; and homes in the rented sectors will be managed by high quality housing providers.'*

<sup>10</sup> <https://sheffieldcityregion.org.uk/project/sheffield-city-region-enterprise-zones/>

<sup>11</sup> Department for Education, Doncaster Opportunity Area 2017-2020, page 15

<sup>12</sup> Doncaster Borough Strategy, A Refresh (2014)

<sup>13</sup> Doncaster Housing Strategy 2015-2015, page 12

*Residents will be able to live in safe, healthy and supported communities within vibrant and well-managed neighbourhoods.'*

2.18 In order to achieve the vision, the Council has set three key objectives<sup>14</sup>:

- Objective 1: Meet housing need,
- Objective 2: Raise standards, and
- Objective 3: Support independent living.

2.19 In terms of meeting housing need (objective 1)<sup>15</sup>, the Housing Strategy sets out that an estimated 920 homes per year are needed to meet the borough's needs. This reflects forecasted growth in the existing population and predicted in-migration resulting from economic growth opportunities. The council will increase the amount of single-person and shared units in response to reducing household sizes and the impact of welfare reform, whilst the council house build programme will seek to address the shortage of affordable homes for larger families. The trend towards an ageing population is also acknowledged and the strategy sets out that the council will build more homes that are suitable for older people including 200-300 units on 4 Extra Care schemes. In terms of affordable homes, the Housing Strategy states that the Council will continue its investment in the development of new council homes which, combined with joint ventures with housing associations will deliver around 190 affordable homes per year. A further 255 affordable homes will need to be delivered from private developments and through the re-use of existing private sector stock. This will help meet backlog need and newly arising need, and mitigate the loss of stock resulting from Right to Buy. The Housing Strategy also emphasises the importance of programmes to reduce the number of empty homes by making the best use of existing stock.

## Planning policy context

2.20 Some of the Doncaster Unitary Development Plan (UDP) 1998 policies continue to be used for the determination of planning applications, forming part of the statutory development plan. The Local Development Framework (LDF) Core Strategy Development Plan Document (DPD) was adopted in May 2012 and has replaced parts of the UDP. The Core Strategy sets out the spatial vision for the area and key strategic objectives and strategic policies for development over the plan period of 2011-2028.

2.21 The Core Strategy Policy CS10 deals with the housing requirement, land supply and phasing. This sets out that sufficient land will be provided to deliver a net addition of 1,230 new homes each year 2011-2028 (20,910 in total).

2.22 Doncaster Council is currently preparing a new Local Plan for the area, which will replace the adopted Core Strategy and remaining UDP policies. Following a Call for Sites in 2014, the Council published an Issues and Options Paper for consultation in Summer 2015 and a Homes and Settlements Strategy in 2016.

<sup>14</sup> Doncaster Housing Strategy 2015-2015, page 12

<sup>15</sup> Doncaster Housing Strategy 2015-2015, page 13

- 2.23 Consultation on Draft Policies and Proposed Sites is being undertaken in September and October 2018. It is anticipated that the publication of the Local Plan will take place in February/March 2019 and Submission to the Secretary of State in June 2019.
- 2.24 The new Local Plan will have a plan period of 2015-2032.

### Concluding comments

- 2.25 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, fundamental changes to welfare, a changing role for social rented housing, and a need for future housing investment to support economic growth.
- 2.26 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 and taking into account updated national planning policy, the HNS 2019 will provide the Council with an excellent range of material to inform the new Local Plan and shape local and sub-regional strategic housing priorities.

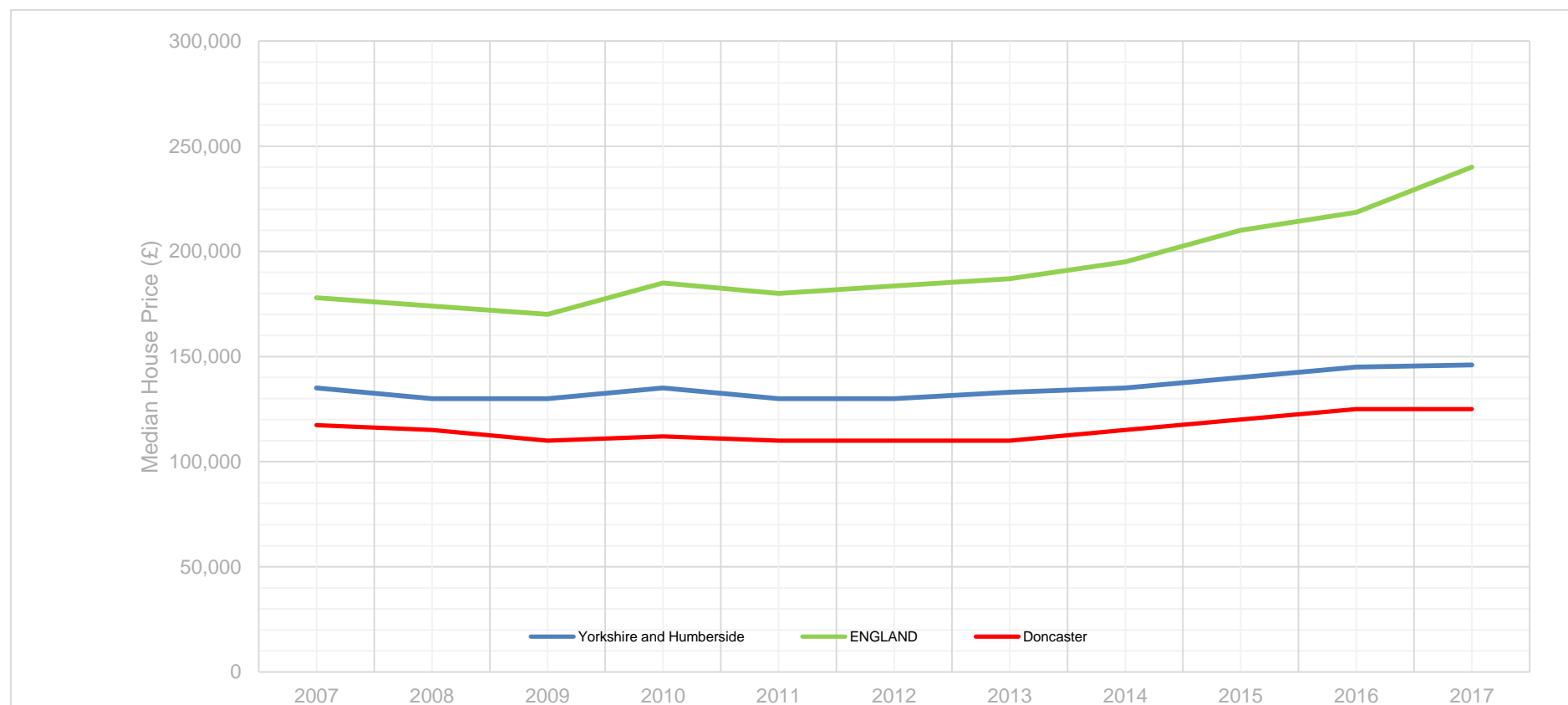
### 3. Understanding housing market dynamics and drivers

#### Introduction

- 3.1 The purpose of this chapter is to assess the geographical context of the housing market in the Doncaster and its inter-relationships with other areas. By reviewing house prices, migration and travel to work patterns, a picture of the dynamics of the market emerges. This chapter considers house price trends, relative affordability, household migration, travel-to-work patterns and dwelling completions data for Doncaster. Qualitative research has been used to more fully understand other factors that are driving the housing market and how they vary across Doncaster's various "character areas". Overall a clear overview of the housing market dynamics of the area emerges, providing the key evidence needed to determine the appropriate approach to assessing housing need. It also provides information crucial to a deeper understanding of Doncaster's wards and settlements in later chapters and the economic and social market drivers that are present.

#### House price trends

- 3.2 Figure 3.1 shows how median house prices in the borough have changed over the period 2007 to 2017, based on full-year Land Registry price paid data. This is compared with the Yorkshire and Humber region and England as a whole.
- 3.3 The pattern of median house price change has been consistently similar to that of the Yorkshire and Humber region albeit with Doncaster's prices being lower. The pattern of change is fairly flat with only minor upward change over the period.
- 3.4 The pattern for England as a whole is different with a 23.6% rise in prices overall a steady rise since 2009.

**Figure 3.1** Median house price trends 2007 to 2017: Doncaster, the Yorkshire and Humber region and England

Source: Data produced by Land Registry © Crown copyright 2018

- 3.5 For Doncaster overall, median prices have increased from £117,323 in 2007 to £125,000 in 2017, an increase of 6.5%.
- 3.6 Table 3.1 sets out a comparative house price change over this period for nearby local authorities compared to national regional and sub-regional geographies. This indicates that the rate of growth in Doncaster is ranked 3<sup>rd</sup> lowest in terms of price growth, below the averages for the Yorkshire and Humber region and England as a whole.

**Table 3.1 Comparative house price change 2007-2017 with neighbouring Districts, Yorkshire and Humberside and England**

Location	Median price by year (£)		% change 2007-2017
	2007	2017	
Doncaster	£117,323	£125,000	6.5
Rotherham	£123,125	£135,000	9.6
Barnsley	£114,000	£120,000	5.3
Wakefield	£128,500	£145,000	12.8
Sheffield	£130,000	£140,000	7.7
Selby	£170,000	£190,999	12.4
Kirklees	£132,000	£133,500	1.1
Leeds	£146,428	£160,000	9.3
Bradford	£125,000	£133,473	6.8
York	£180,000	£230,000	27.8
City of Kingston Upon Hull UA	£92,500	£110,000	18.9
North Lincolnshire UA	£121,000	£129,950	7.4
North East Lincolnshire UA	£108,000	£139,950	29.6
Yorkshire and Humberside	£135,000	£146,000	8.1
Bassetlaw	£125,350	£145,500	16.1
Bolsover	£110,000	£125,000	13.6
Chesterfield	£127,500	£145,000	13.7
Derbyshire Dales	£220,000	£245,000	11.4
North East Derbyshire	£145,000	£173,995	20.0
England	£178,000	£220,000	23.6

Source: Data produced by Land Registry © Crown copyright 2018

- 3.7 Table 3.2 shows the level of change in median house prices between 2007 and 2017 in Doncaster as a whole and by ward.
- 3.8 The ward showing the biggest change in median house prices across the Metropolitan Borough is Norton & Askern, with a 19.6% rise over the ten-year period.
- 3.9 In comparison Hexthorpe and Balby North showed the biggest decrease overall.

<b>Table 3.2 Comparative house price change 2007-2017 for Doncaster and at Ward Level</b>			
<b>Location</b>	<b>Median price by year (£)</b>		<b>% change</b>
	<b>2007</b>	<b>2017</b>	<b>2007-2017</b>
<b>Doncaster</b>	<b>£87,973</b>	<b>£88,000</b>	<b>0.0</b>
Adwick le Street & Carcroft	£95,000	£101,000	6.3
Armthorpe	£125,000	£120,000	-4.0
Balby South	£110,500	£107,500	-2.7
Bentley	£95,000	£94,000	-1.1
Bessacarr	£150,000	£162,000	8.0
Conisbrough	£99,995	£98,995	-1.0
Edenthorpe & Kirk Sandall	£127,500	£140,000	9.8
Edlington & Warmsworth	£95,000	£100,000	5.3
Finningley	£165,864	£180,000	8.5
Hatfield	£120,000	£130,000	8.3
Hexthorpe & Balby North	£84,000	£70,000	-16.7
Mexborough	£79,995	£92,500	15.6
Norton & Askern	£112,500	£134,500	19.6
Roman Ridge	£125,000	£129,950	4.0
Rossington & Bawtry	£124,998	£140,000	12.0
Sprotbrough	£176,000	£162,000	-8.0
Stainforth & Barnby Dun	£113,995	£115,500	1.3
Thorne & Moorends	£112,000	£102,000	-8.9
Tickhill & Wadsworth	£179,950	£179,995	0.0
Town	£99,000	£117,000	18.2
Wheatley Hills & Intake	£112,000	£105,500	-5.8

Source: Data produced by Land Registry © Crown copyright 2018

- 3.10 During 2017, lower quartile house prices across Doncaster were £88,000. Like other local authority areas there was no significant growth in lower quartile prices - with some even falling over the period 2007 to 2017 - notably Sheffield, Kirklees and Bradford (table 3.3). The overall average for the region fell slightly too compared to 10% growth for England as a whole.

**Table 3.3 Comparative house price change 2007-2017 with neighbouring Districts, Yorkshire and Humberside and England**

Location	LQ price by year (£)		% change 2007-2017
	2007	2017	
Doncaster	£87,973	£88,000	0.0
Rotherham	£93,000	£95,000	2.2
Barnsley	£85,000	£85,000	0.0
Wakefield	£100,500	£105,000	4.5
Sheffield	£104,950	£100,000	-4.7
Selby	£130,000	£149,995	15.4
Kirklees	£100,000	£95,000	-5.0
Leeds	£115,000	£115,000	0.0
Bradford	£95,950	£93,000	-3.1
York	£150,000	£180,000	20.0
City of Kingston Upon Hull UA	£69,000	£80,000	15.9
North Lincolnshire UA	£95,000	£110,000	15.8
North East Lincolnshire UA	£76,500	£79,950	4.5
Yorkshire and Humberside	£101,000	£100,000	-1.0
Bassetlaw	£95,000	£105,000	10.5
Bolsover	£85,000	£89,000	4.7
Chesterfield	£103,400	£109,500	5.9
Derbyshire Dales	£158,500	£169,950	7.2
North East Derbyshire	£110,000	£120,000	9.1
England	£127,000	£140,000	10.2

Source: Data produced by Land Registry © Crown copyright 2018

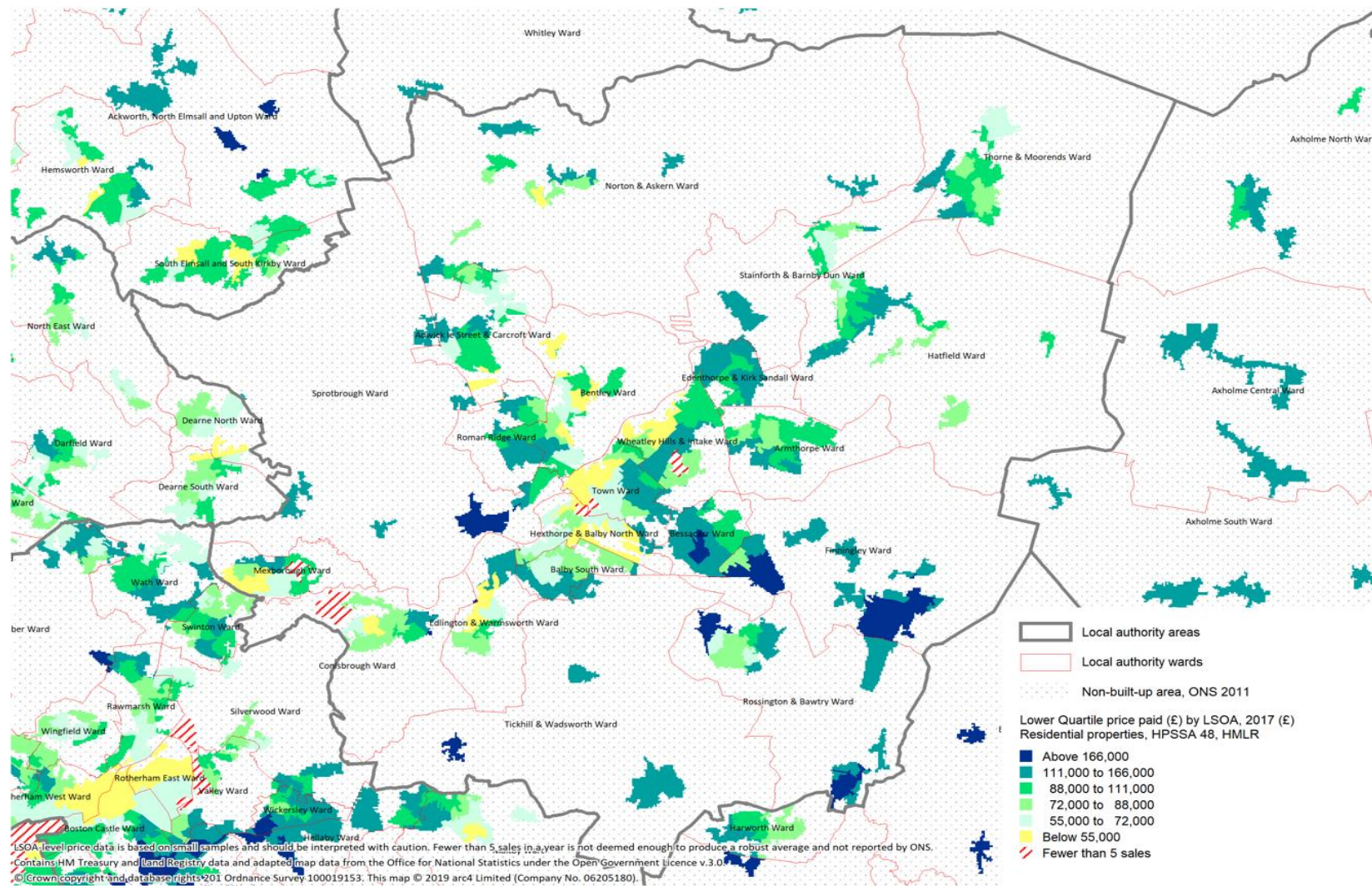
- 3.11 Lower quartile house prices in Hexthorpe and Balby North fell more than in the other wards within the borough (-30.8%), during the ten-year period, (Table 3.4). The ward that showed the highest increase in lower quartile house prices was Norton & Askern (+19.0%).

<b>Table 3.4 Comparative house price change 2007-2017 for Doncaster and at Ward Level</b>			
<b>Location</b>	<b>LQ price by year (£)</b>		<b>% change</b>
	<b>2007</b>	<b>2017</b>	<b>2007-2017</b>
<b>Doncaster</b>	<b>£87,973</b>	<b>£88,000</b>	<b>0.0</b>
Adwick le Street & Carcroft	£80,000	£81,500	1.9
Armthorpe	£110,506	£103,000	-6.8
Balby South	£88,000	£80,000	-9.1
Bentley	£80,000	£70,000	-12.5
Bessacarr	£119,850	£120,000	0.1
Conisbrough	£87,500	£73,950	-15.5
Edenthorpe & Kirk Sandall	£113,000	£112,000	-0.9
Edlington & Warmsworth	£70,000	£79,000	12.9
Finningley	£128,995	£147,999	14.7
Hatfield	£95,000	£100,000	5.3
Hexthorpe & Balby North	£73,700	£51,000	-30.8
Mexborough	£70,000	£59,000	-15.7
Norton & Askern	£84,000	£100,000	19.0
Roman Ridge	£102,000	£100,000	-2.0
Rossington & Bawtry	£96,396	£100,000	3.7
Sprotbrough	£142,000	£129,000	-9.2
Stainforth & Barnby Dun	£79,000	£86,995	10.1
Thorne & Moorends	£86,000	£79,000	-8.1
Tickhill & Wadsworth	£147,500	£145,000	-1.7
Town	£76,000	£80,000	5.3
Wheatley Hills & Intake	£94,500	£85,000	-10.1

Source: Data produced by Land Registry © Crown copyright 2018

- 3.12 The distribution of lower quartile house prices during 2017 is illustrated in Map 3.1. This indicates relatively higher prices in settlements to the south of the borough and lower prices in the Main Urban Area of Doncaster

**Map 3.1** Lower quartile house prices 2017 by Lower Super Output Area with ward boundaries shown



Source: Data produced by Land Registry © Crown copyright 2018

## Relative affordability

- 3.13 The relative affordability of open market dwellings in Doncaster is compared to the other local authorities in the region in Tables 3.5 and 3.6. These tables are produced by the MHCLG, based on a ratio of earnings to house prices using Land Registry Price Paid and ONS Annual Survey of Hours and Earnings data.
- 3.14 In terms of relative affordability Doncaster is the 7th most affordable local authority area of the 19 local authority areas listed, with a lower quartile house price to income ratio in 2017 of 5.3:1, i.e. lower quartile house prices are 5.3 times lower quartile gross earnings. Comparing lower quartile house prices with earnings in 2017, Doncaster was less affordable than its immediate neighbours Rotherham, Barnsley and North East Lincolnshire but more affordable than Wakefield and Selby. Doncaster has consistently been slightly more affordable than the regional average and significantly more affordable than England as a whole. On average Doncaster occupies a mid-point within the Sheffield City Region with Barnsley being the most affordable and North East Derbyshire the least. However, the latter is still below the average for England as a whole. Borough/District/City averages mask significant variations within each area.

District	2015	2016	2017
Doncaster	5.16	5.17	5.30
Rotherham	5.39	5.26	5.15
Barnsley	4.44	4.42	4.38
Wakefield	5.41	5.32	5.65
Sheffield	5.49	5.51	5.61
Selby	6.35	6.55	7.38
Kirklees	5.20	5.34	5.09
Leeds	5.92	5.86	6.08
Bradford	4.65	4.91	4.94
York	8.64	8.95	9.15
City of Kingston Upon Hull UA	4.53	4.63	4.74
North Lincolnshire UA	4.77	5.09	5.25
North East Lincolnshire UA	4.86	4.76	5.19
Chesterfield	4.99	5.11	5.73
North East Derbyshire	6.59	6.16	6.42
Bolsover	4.88	4.62	4.93
Bassetlaw	5.26	5.54	5.25
Derbyshire Dales	8.91	8.25	7.71
Yorkshire and Humberside	5.58	5.63	5.73
England	7.11	7.16	7.26

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

- 3.15 Similarly, in terms of relative affordability based on median prices, Doncaster is the fifth most affordable local authority area, with a median income to house price ratio in 2017 of 5.25, as illustrated in Table 3.6. In relation to neighbouring authorities in the region, it is less affordable than North East Lincolnshire, Rotherham and Wakefield but more affordable than Wakefield and Selby. On average Doncaster occupies a mid-

point within the Sheffield City Region with Barnsley being the most affordable and North East Derbyshire the least. However, the latter is still below the average for England as a whole. Borough/District/City averages mask significant variations within each area.

**Table 3.6 Relative affordability of median prices by District (residence base)**

District	2015	2016	2017
Doncaster	5.18	5.08	5.25
Rotherham	5.20	5.41	5.08
Barnsley	4.47	4.81	4.82
Wakefield	5.51	5.60	5.82
Sheffield	5.46	5.37	5.57
Selby	5.96	6.23	6.45
Kirklees	5.28	5.47	5.36
Leeds	5.88	5.84	6.04
Bradford	5.33	5.29	5.32
York	8.20	8.30	8.79
City of Kingston Upon Hull UA	4.41	4.45	4.94
North Lincolnshire UA	4.40	4.52	4.86
North East Lincolnshire UA	4.98	4.66	5.48
Chesterfield	5.05	5.24	5.51
North East Derbyshire	5.92	5.93	6.61
Bolsover	4.98	4.87	5.29
Bassetlaw	5.16	5.14	5.56
Derbyshire Dales	8.34	7.53	7.91
Yorkshire and Humberside	5.69	5.78	5.91
England	7.53	7.72	7.91

Source: ONS Ratio of house price to residence-based earnings

- 3.16 Table 3.7 shows the affordability ratio in 2017 for each ward within the Metropolitan Borough. This provides a comparison between the following at ward level:
- Lower quartile house prices and lower quartile household incomes (which considers the relative affordability of buying a home based on ward-level incomes);
  - Lower quartile house prices compared with lower quartile borough-level household incomes (which considers the relative affordability of buying a home based on borough-level incomes)
  - Lower quartile borough price compared with lower quartile ward-level household incomes (showing how relative affordability of borough prices vary by ward)).
  - Median house prices and median household incomes;
  - Median house prices compared with borough-level median household incomes; and
  - Median borough price compared with median ward-level incomes.
- 3.17 This analysis assists in understanding how the relative affordability of buying a home varies within the borough.

**Table 3.7 Relative affordability by Ward**

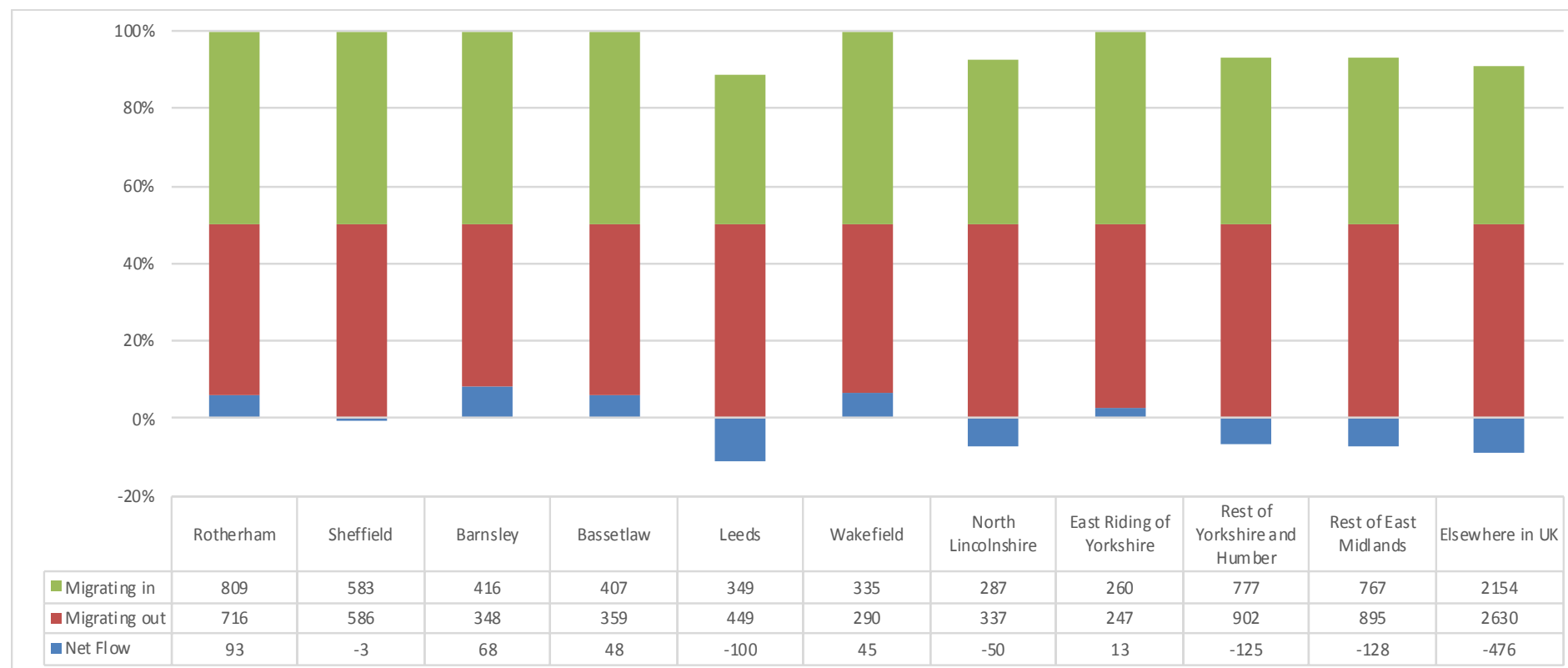
Ward	2017					
	Lower Quartile (Ward Price/ Ward Income)	Lower Quartile (Ward Price / Borough Income)	Lower Quartile (Borough Price/ Ward Income)	Median (Ward Price/ Ward Income)	Median (Ward Price/ Borough Income)	Median (Borough Income / Ward Price)
Adwick le Street & Carcroft	5.4	5.4	5.9	6.7	4.0	8.3
Armthorpe	6.9	6.9	5.9	4.8	4.8	5.0
Balby South	5.3	5.3	5.9	7.2	4.3	8.3
Bentley	4.7	4.7	5.9	6.3	3.8	8.3
Bessacarr	8.0	8.0	5.9	6.5	6.5	5.0
Conisbrough	4.9	4.9	5.9	6.6	4.0	8.3
Edenthorpe & Kirk Sandall	4.5	7.5	3.5	5.6	5.6	5.0
Edlington & Warmsworth	5.3	5.3	5.9	6.7	4.0	8.3
Finningley	5.9	9.9	3.5	5.1	7.2	3.6
Hatfield	6.7	6.7	5.9	5.2	5.2	5.0
Hexthorpe & Balby North	3.4	3.4	5.9	4.7	2.8	8.3
Mexborough	3.9	3.9	5.9	6.2	3.7	8.3
Norton & Askern	6.7	6.7	5.9	5.4	5.4	5.0
Roman Ridge	6.7	6.7	5.9	5.2	5.2	5.0
Rossington & Bawtry	6.7	6.7	5.9	5.6	5.6	5.0
Sprotbrough	5.2	8.6	3.5	4.6	6.5	3.6
Stainforth & Barnby Dun	5.8	5.8	5.9	7.7	4.6	8.3
Thorne & Moorends	5.3	5.3	5.9	6.8	4.1	8.3
Tickhill & Wadsworth	5.8	9.7	3.5	5.1	7.2	3.6
Town	5.3	5.3	5.9	7.8	4.7	8.3
Wheatley Hills & Intake	5.7	5.7	5.9	7.0	4.2	8.3
<b>Doncaster Average</b>	<b>5.9</b>	<b>5.9</b>	<b>5.9</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>

Source: Land Registry House Price Paid data and CAMEO income data 2017

- 3.18 In Table 3.7 there is considerable variation in terms of affordability, with Hexthorpe and Balby North showing as the most affordable when using lower quartile data and Bessacarr being the least affordable. Examining median data, Town is the least affordable ward to live in and Sprotbrough is the most affordable. It should be remembered that the affordability ratio in this table is a comparison of two variables, local prices and local income: a high price/high income area might have the same ratio as a low price/low income area.
- 3.19 This analysis assists in understanding how the relative affordability of buying a home varies within the borough through the consideration of both ward-level and borough-level incomes. It shows that at ward level, properties can be more affordable to residents from within the ward compared with those moving from elsewhere in the Borough. For instance, lower quartile ratios in Sprotborough are 5.2 (ward-level income) and 8.6 (borough-level income) meaning local residents are more likely to be able to afford to buy with Sprotborough. In contrast the lower quartile affordability ratios in Conisborough are 4.9 but compared with the borough average are 5.9, meaning it would be more challenging for households in Conisborough to afford a lower quartile property priced at the borough average.
- 3.20 Arguably the most significant factor is house price distribution across Doncaster as shown previously in Map 3.1 This shows the price differences within each LSOA and allows us to see other locational options for the households living in the least affordable wards. Households living in Bessacarr and needing to move for affordability reasons have the option of moving to the more affordable neighbouring wards such as Hexthorpe and Balby North and Balby South. There are many wards where a range of prices are available potentially offering choice to households seeking to move home or set up home for the first time.

## Household migration

- 3.21 The 2011 Census provides an analysis of migration patterns showing the extent to which people have re-located in and out of the area. The analysis is presented in Figure 3.2.
- 3.22 Figure 3.2 shows that the most notable outflows are to Rotherham, Sheffield, Rest of Yorkshire and the Humber, Rest of the East Midlands and Elsewhere in the UK. The most notable inflows are also from these areas. Overall, there are strong net inflows from Rotherham, Barnsley and Bassetlaw; and strong net outflows to Leeds, North Lincolnshire, Rest of Yorkshire and Humber and Elsewhere in the UK.

**Figure 3.2 Migration flows to and from Doncaster**

Source: 2011 Census 2011

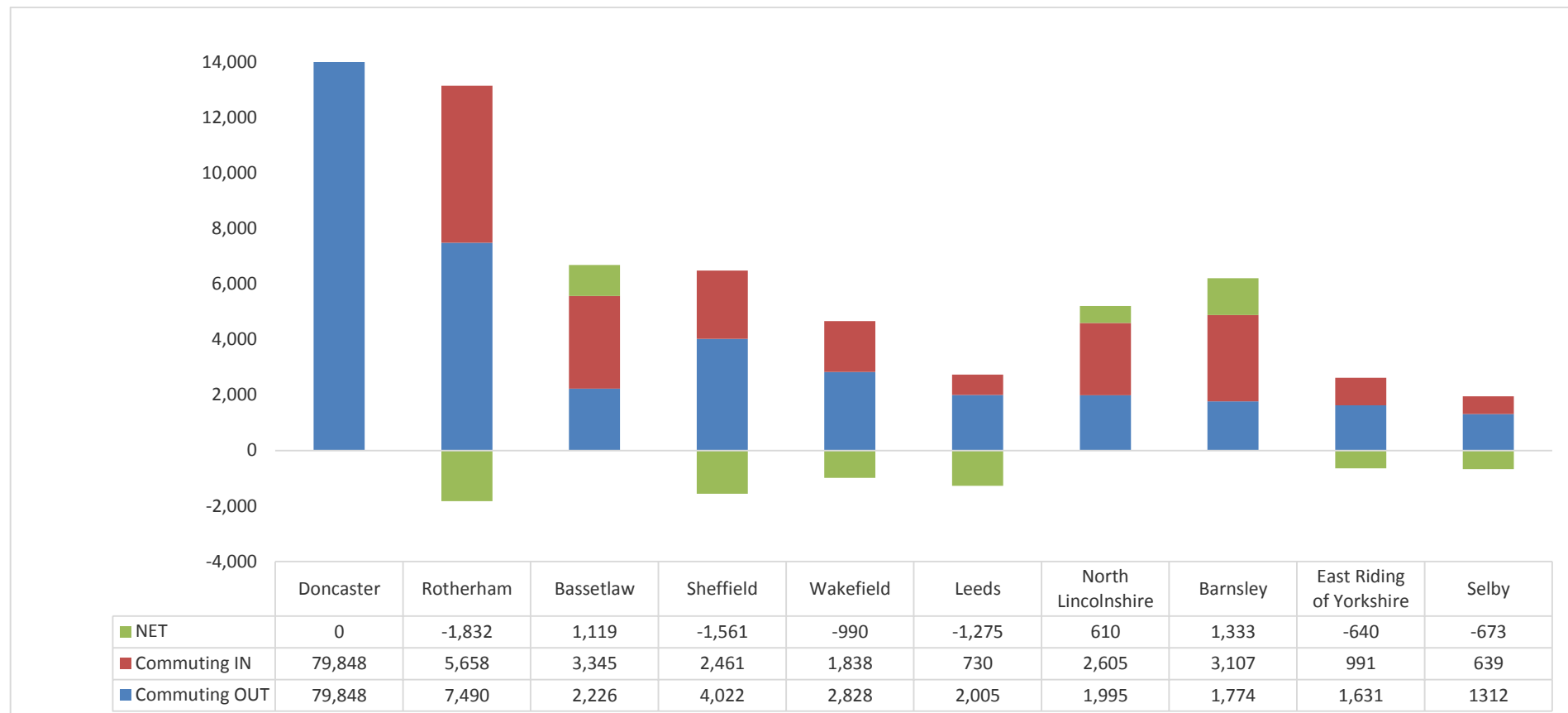
- 3.23 The 2018 household survey identified that around 30.5% (around 39,600) of households had moved home in the preceding five years. Of these households, 76% had moved within the borough and 24% had moved in. The most significant features of households moving into the borough are:
- incoming households moved to dwellings across all wards, with the largest proportions moving into Rossington and Bawtry (11% of in-migrant households), Mexborough (9.9%), Bessacarr (7.4%), Thorne and Moorends (6.8%), Conisborough (6.7%), Norton and Askern (6.7%), Finningley (5.9%) and Tickhill and Wadworth (5.1%).;
  - a majority (78.1%) moved into a house, 13.7% to a bungalow, 6.6% to a flat and 1.6% to other property types. Of households moving, 45.4% moved to a three bedroom house and 18.9% to a four or more bedroom house;
  - 30.2% moved to property with one or two bedrooms, 49.8% to a three bedroom and 20% to a four or more-bedroom dwelling;
  - in terms of tenure, 59.8% moved into an owner-occupied dwelling, 33.8% into private renting and 6.5% into affordable housing;
  - the age profile of in-migrant households was broad as measured by the age of the household reference person (HRP). 31.3% of in-migrant households had an HRP aged under 34, 16.4% aged 35-44, 28.5% aged 45-49 and 23.6% aged 60 and over; and
  - the three main reasons for moving were to be closer to family/friends (13.8%), closer to work/new job (13%) and wanted own home/live independently (10.6%).
- 3.24 The 2018 household survey found that 18.4% households plan to move home in the next five years (around 23,900). A further 6.1% (around 7,900) households would like to move but are unable to. Of all the reasons listed for being unable to move, 69.7% said that this is because they cannot afford to move and 20% mentioned a lack of suitable accommodation in the area they want to move to.
- 3.25 The household survey identified the following characteristics of households planning to move in the next five years:
- in terms of the number of bedrooms, around 71.8% of households would like three or more bedrooms and 63.6% would expect three bedrooms as a minimum in their next home;
  - 47.4% of households would like a detached house although only 26.6% would expect this type of property, and 19.1% would like a semi-detached house but 32.6% would expect this type of housing;
  - there was a strong tenure preference for owner occupation (72.5%), affordable tenure options (17.5%) and private renting (9.9%); and
  - the main reasons why households plan to move are because they would like a larger property or one that is better in some way (22.3%) wanting to buy (16.2%) and to move to a better neighbourhood / more pleasant area (8.9%).
- 3.26 Table 3.8 sets out the first-choice destination of households planning to move in the next 5 years.

<b>Table 3.8 First choice destination of households planning to move home in the next five years</b>	
<b>Destination</b>	<b>% stating as first preference</b>
Bessacarr	8.6
Balby	5.9
Armthorpe	4.9
Conisbrough / Denaby	3.7
Adwick / Woodlands	3.7
Rossington	3.6
Edenthorpe	3.5
Thorne / Moorends	3.5
Dunscroft / Dunsville / Hatfield / Stainforth	3.1
Bawtry	2.6
Elsewhere in Doncaster	32.5
Rotherham	1.7
Sheffield	2.6
Barnsley	0.6
Bassetlaw	0.6
Chesterfield	0.2
North East Derbyshire	0.3
West Yorkshire	2.6
North Yorkshire	3.6
East Riding of Yorkshire / Kingston upon Hull	1.1
North Lincolnshire / North East Lincolnshire	0.9
Elsewhere in East Midlands	0.8
Elsewhere in UK	8.2
Outside UK	1.2
Total	100.0
Base (valid responses)	15,108

Source: 2018 Household Survey

## Travel to work

- 3.27 The 2011 Census identified the travel to work patterns of 112,371 working people who live in Doncaster. Of these, 79,848 (71.5%) also worked in Doncaster. Figure 3.3 illustrates where people from Doncaster work, the number of people who live outside Doncaster but work in the borough, and the net flow of people working between Doncaster and other areas.
- 3.28 Figure 3.3 shows that the largest outflow of commuters from Doncaster is to Rotherham and Sheffield. There are particular inflows of workers from Rotherham, Bassetlaw and Barnsley. Overall strongest net outflows workers are to Rotherham, Sheffield, Leeds and Wakefield.

**Figure 3.3** Travel to work flows to and from Doncaster

Source: 2011 Census

## A qualitative perspective on housing market dynamics and drivers

- 3.29 Previous sections of this report have focussed on describing the policy context and the widely accepted 'big picture' quantitative indicators such as price and affordability trends and flows of people. However, the price and rental maps 3.1 and 3.2 illustrate that housing costs vary considerably across Doncaster. An understanding of why price and affordability vary across Doncaster is crucial. The following qualitative research is designed to explain this at a local level and add context to the analysis of Doncaster's sub areas in later chapters of the report.
- 3.30 The information is quite detailed, so we lead with the key findings with supporting evidence below.

### Key findings

- 3.31 Interviews and observations revealed that:
- the borough, although part of the Sheffield City Region, has a self-contained housing market however the housing sub-market boundary to the south and south east is difficult to define;
  - the vagueness of the south and south eastern housing sub market boundary is due to the existence of many rural settlements that form a sub market that share similar characteristics across boundaries with Bassetlaw and Rotherham;
  - much of the borough's housing market, including part of the urban area, has characteristics associated with large scale coal mining some of which was operational until relatively recently;
  - the impact of the borough's economic regeneration on its local housing markets are most apparent in the south and south east of the borough due to the rail port, distribution along the M18 corridor and the presence of the airport;
  - further regeneration is planned that will benefit other communities, meanwhile housebuilders are active and the additional supply they are creating is largely meeting local needs at locally affordable prices, most with Help to Buy assistance in spite of the low value markets in which they operate;
  - even with low house prices, demand for private rented sector housing is thought to be increasing but agents told us that investors are not keeping up with rising demand in parts of the borough as many are leaving the sector;
  - the urban area, like most large towns, offers a considerable range of market and affordable housing in terms of price and quality ranging from areas of premium housing to low-priced, low quality areas;
  - we would highlight 4 areas which were identified as low price and low quality they are all areas of terraced housing in Hexthorpe, Mexborough, New Edlington and the town centre;

- all agents interviewed across the borough were unanimous in their view that further apartment development should be avoided due to low demand and weak prices;
- supply from re-sale and re-let market housing is currently constrained because of uncertainty arising from the Brexit process;

### Qualitative evidence and method

- 3.32 The following information has been obtained from 13 interviews with estate and letting agents and 7 on-site new build sales agents. We have also included in this report our observations when visiting most parts of the borough. Our aim was to get a better understanding of housing market dynamics and the geography of sub markets. We have reported agent views and perceptions as stated by them.
- 3.33 All re-sale agents stressed that supply was down mostly because of the economic uncertainty associated with Brexit. As a result, houses coming onto the market sold quickly and prices remained strong due to excess demand.
- 3.34 The structure and content of this report is based upon our analysis of the qualitative evidence from agents and our observations. It is apparent that there are 5 functional housing sub markets. This approach is considered to be more informative than one based upon purely spatial analysis. The 4 functional sub markets are:
- areas of higher quality housing;
  - rural and semi-rural areas;
  - former mining towns and villages;
  - the urban area.

### Areas of higher quality housing

- 3.35 We asked agents to describe Doncaster's premium housing market. Agents agreed that these were, in alphabetical order:
- Bawtry;
  - Bessacarr;
  - Brodsworth;
  - Sprotbrough; and
  - Tickhill.
- 3.36 Bessacarr and Sprotbrough can be described as part of Doncaster's suburban area however Bawtry and Tickhill are large villages to the south of the borough. Agents told us that these areas had the highest house values and rentals.
- 3.37 The area around Brodsworth consists of the villages of Brodsworth, Hickleton, Marr and Hooton Pagnell to the west of the A1M accessed by the A635. Historic halls, landed estates and arable farming describe this area. Villages were largely owned and managed by the estates to house their workers. Town centre agents told us that this

- is a premium residential area but felt that its impact is less significant than others in the Doncaster area as there are relatively few homes, many belong to farms and vacancies are rare and expensive.
- 3.38 There were no estate or letting agents based in Sprotbrough or in the general area of Brodsworth.
- 3.39 Agents based in Bawtry told us that there is a shortage of larger detached homes and high-end rentals. Such dwellings rarely come onto the market but there is strong demand for them. We were told that the area attracted a proportion of incomers who tended to be older professionals. Agents also stated that there was a lack of move-on housing for older people. Agents stated that investors were keen to invest and anticipated significant capital growth. We observed 2 small sites under construction in Bawtry, one site was retirement housing, the other was apartment housing for the general market.
- 3.40 Agents based in Tickhill told us that there was a significant supply of bungalows locally, although some would sell to younger households. Agents told us there were no imbalances in the market but up to 40% of sales and lettings would attract incomers. Our attention was drawn to high quality development in the historic part of the village that they believed had enhanced the quality of the housing market. We were told that interest from investors was rare.
- 3.41 The Bessacarr based agent told us that his branch catchment area included Bawtry and Tickhill. He thought that the area (Bessacarr) needed housing affordable to first time buyers. He considered that it was important to retain young households in the area as currently many had to move to other parts of Doncaster, to find suitable housing they could afford. The agent suggested that a supply of 2-bedroom semi-detached homes priced at up to £135,000 would be affordable to local first-time buyers. We observed some premium housing to the south of the area and also new build housing. Along Bawtry Road Bessacarr, we observed several large residences that had been converted to care homes.
- 3.42 At Bessacarr we interviewed sales agents for the Persimmon/Charles Church development. We were told that nearly all sales had been to local households with a small number re-locating from Sheffield. We were keen to understand the impact on the market due to the airport. We were told that the development had not attracted airport workers or air crew. Agents estimated that 15% of sales had been from Bawtry, Tickhill and nearby villages, due to households seeking to move away from the airport flight path.

### The rural, semi-rural villages and their local housing market

- 3.43 Here we highlight villages that do not contain housing built for mine workers. There are several clusters of villages.
- 3.44 Agents in Bessacarr, Bawtry and Tickhill all regarded these villages within Doncaster to the east as part of their market area: Austerfield, Auckley and Finningley. However, they also covered villages of similar character in Bassetlaw such as Blyth, Everton, Gringley and Misterton. Other similar villages in North Lincolnshire include Epworth, Haxey and Westwoodside. Agents were clear that most residents of all of the above

felt more connected to Doncaster than Bassetlaw or North Lincolnshire. The Tickhill agent also covered Tuxford in Bassetlaw and Firbeck in Rotherham.

- 3.45 We interviewed a new build sales agent in Austerfield offering mid-range housing. We were told that the sales were almost entirely to Doncaster households seeking to occupy more aspirational housing. These were almost entirely families seeking a more rural setting and were attracted by a high-quality primary school.
- 3.46 To the east of Tickhill there are residential villages that are close to the Rotherham border: Stainton, Braithwell, Old Edlington and Micklebring. These too are part of a character area of villages and hamlets that are within the Rotherham district such as Firbeck, Ravenfield, Brampton and Hooton Roberts. Agents based in Mexborough and Tickhill told us that the villages were attractive, quiet, residential areas that attracted older people. The villages create little supply to the housing market. Wadworth, to the north of Tickhill has similar characteristics but is some way from the border with Rotherham.

### Former mining towns and villages

- 3.47 The town of Doncaster is surrounded by many settlements where a large proportion of the housing stock is semi-detached or terraced housing, purpose built to house mineworkers. We visited villages and towns in the outer area (clockwise): Moorends, Stainforth/Hatfield, Armthorpe, Rossington, Edlington, Conisbrough/Denaby/Mexborough, Adwick, Carcroft and Askern. Others are part of or close to the Doncaster urban area: Bentley, Kirk Sandall/Edenthorpe.
- 3.48 This is part of a character area that runs into Bassetlaw, Barnsley, Rotherham and Wakefield, with similar settlements close to the boundary being Harworth, Maltby, Wath, Goldthorpe and Thurnscoe.
- 3.49 From observations we conclude that the current common characteristics from a landscape perspective are:
- colliery sites, mostly converted into country parks with some former colliery buildings being re-used for industrial or commercial purposes; and
  - purpose built housing estates of similar layout and house types served by small local shops and services.
- 3.50 Agents were only present in Thorne and the urban areas and unless otherwise noted the common characteristics of the housing markets are:
- a large supply of purpose-built family homes with gardens of similar design and appearance in large estates, originally rented from the local authority or the mine owners or National Coal Board;
  - former mineworkers housing being low value - £60,000 - £80,000 typically;
  - a mix of social rented, private rented and owner-occupied housing due to the right to buy;
  - investors active to acquire more stock cheaply especially if in need of renovation and offering below asking prices;

- under used or vacant public buildings shops etc;
  - visible levels of community support; and
  - partial evidence of regeneration, gentrification or new build housing.
- 3.51 The exception to this generalised picture of former mining settlements is Armthorpe. Whilst the housing estates remain, we observed a large central shopping area that had received substantial investment and occupied by high street multiples. The re-sale agent told us that the town was benefitting from investment along the M18 corridor and the rail port. Distribution warehouses have been established along the corridor and many new jobs had been created. Agents told us that this resulted in more demand for housing in Armthorpe and the southern part of the Doncaster urban area. In particular, eastern European workers were being attracted or retained in the area due to the combination of employment and rents and house prices that were affordable to them. The letting agents told us that demand was such that there was upward pressure on rents and prices citing rises in the last 2 years.
- 3.52 It would be misleading to suggest that the former mining towns consisted entirely of housing connected to the industry. To a varying degree the housing stock is diversified with non-industrial speculative development. For example, Rossington is formed of two distinct parts, Moorends is connected to Thorne which was not directly connected with the industry, Askern and Edlington have mining estates that are less visible.
- 3.53 We observed derelict buildings and closed shops in Askern, Carcroft, Edlington and Moorends. A stalled development was evident development in Stainforth.
- 3.54 The former Bentley colliery was situated within Doncaster's urban area. The mixed urban area runs along the A19 and has a large collection of shops and leisure facilities. Agents told us that a large proportion of the housing stock overall is in the private rented sector and is in high demand. We were told that the community was very settled and very few incomers sought housing in the area. However, agents told us that due to government fiscal measures, landlords were no longer investing in this area and some were selling their portfolios. The agent told us that in this area, first time buyers were returning to the market. The agent thought there was little prospect of new build housing in the area as it was almost fully developed.
- 3.55 Mexborough and Conisbrough are towns outside the urban area. Conisbrough attracts tourists to its castle and has a distinctive town centre. In addition, it has large social rented estates and estates that housed mineworkers. It is difficult to distinguish it from the adjacent area of Denaby. Mexborough has similar characteristics to the Rotherham towns of Swinton and Wath and agents based in Mexborough service re-sale and rental vacancies in all 3 towns. All are connected by providing workers for the former Manvers, Wath and Cortonwood collieries. We were told that demand is lower in Mexborough and according agents cited very low asking prices and rentals (from £325pcm). Resale prices are similar to those in Hexthorpe. The agents told us that the biggest market gap was 3-bedroom housing for rent.
- 3.56 It is interesting to consider the role and impact of new build housing in these areas. We interviewed sales agents of Gleeson Homes in Moorends, Stainforth, Hatfield, and Denaby. This company specialises in building entry level homes on brownfield sites. Their products are relatively low cost with small semi-detached homes having an

asking price of under £100,000. We asked agents to describe the customer for these products. We were told that they were invariably young local first-time buyers, being assisted by Help to Buy who were keen to occupy a new home yet remain connected with their family and community. The company has a policy of not selling to investors. We also interviewed the sales agent for Keepmoat at Denaby. We were told that the company has worked with the local authority for many years to place new build housing within a regeneration strategy. The impact on the appearance of the estate, especially fronting the main road was noteworthy. The agent told us that that sales were overwhelmingly to local first-time buyers and some elderly downsizers.

### The urban area

- 3.57 In addition to the higher quality rural areas and former coal mining residential areas, Doncaster has a significant town centre and surrounding urban area. There are large suburban developments in areas such as Cusworth, Wheatley, Intake and Cantley. We briefly visited these areas but found the following areas noteworthy: Balby/Hexthorpe, Lakeside and the town centre.
- 3.58 Woodfield Way is the road that connects Balby to the A6182. The A6182 is a major connecting route from central Doncaster to the M18 and its distribution hubs, the railport and the airport. Two large phases of residential development are now complete and further residential development is being prepared. In addition, self-build plots are advertised but construction has not commenced. Superstores and commercial development are in place and more is planned. This area is significant to Doncaster's economic growth and future housing stock supply.
- 3.59 Lakeside is an older extension linking the A6182 with the racecourse area. It has a large retail and leisure component. Whilst there is traditional family housing, a great deal of the new build was in the form of apartments, some in a waterside setting. Agents told us that there is an over-supply of apartments and this is particularly apparent in Lakeside. Agents told us that prices were considerably lower than when originally purchased. The agent at Armthorpe also told us that new build apartments at Armthorpe and Edenthorpe were also subject to losses and were slow to sell or let.
- 3.60 The Balby area generally runs along the A630 and A60 from the town centre. Part of the area contains an area of terraced housing called Hexthorpe. We were told that this large area of terraced housing is unpopular with families due to social problems. The local agent told us that the area was of interest to Manchester and London investors. We were told that the predominant house type is the two-bedroom terraced home and there was a shortage of 3-bedroom homes for local families. Prices here are very low with Rightmove having examples of terraced housing for sale by auction from £25,000. Many other 2-bedroom homes were advertised at around £50,000.
- 3.61 The area of Balby nearest to the town centre contains a large social housing estate with some high-rise development which appears to be well managed in good condition.
- 3.62 With the exception of the Intake area of the town centre, the remainder of the town centre consist mainly of densely developed terraced housing some of which has been

the subject of regeneration and renewal initiatives. We observed two areas in particular that offered a poor living environment. This is the area north of the A18 with Somerset Road as the centre point and east of the market place centred on Copley road. In this area we also noted converted 6 to 10-bedroom homes for sale that appear to be part of the multi-occupation market. Agents told us that these areas were largely private rented often let as rooms which was also apparent from the 'room to let' and 'house to let' street signage. Closer examination on Rightmove revealed individual terraced homes for sale with similar low entry level asking prices to Hexthorpe and Mexborough.

### Stakeholder views on market drivers

- 3.63 Stakeholders were asked to identify what they perceive to be the main drivers of housing demand in Doncaster. Drivers identified included:
- affordability – private rented accommodation is often unaffordable and welfare reform has also impacted what is affordable to households;
  - population, including an ageing population which affects some local areas more than others and more single households (including family breakdown);
  - in-migration from overseas;
  - growing economy but weighted towards low skills/zero hours/minimum wage jobs, so affordability is an issue for many households;
  - high unemployment and low social mobility; and
  - strong family ties, with lots of local moves within Doncaster.

### Concluding comments

- 3.64 The purpose of this chapter has been to consider the general housing market context of Doncaster and its inter-relationships with other areas. By reviewing house prices, relative affordability, migration, travel to work patterns and dwelling completions, a picture of the market dynamics of the borough emerges.
- 3.65 The pattern of median house price change is similar to that of the Yorkshire and Humber region albeit with Doncaster's prices being lower and fairly flat with over the period. This is different to England as a whole which has seen a steady 23.6% rise in prices overall since 2009.
- 3.66 Overall, median prices have increased from £117,323 in 2007 to £125,000 in 2017, an increase of 6.5%.
- 3.67 Doncaster is ranked 3<sup>rd</sup> lowest in terms of price growth, below the averages for the Yorkshire and Humber region and England as a whole.
- 3.68 Lower quartile house prices across Doncaster were £88,000 at 2017. Like other local authority areas there was no significant growth in lower quartile prices - with some even falling over the period 2007 to 2017 - notably Sheffield, Kirklees and Bradford.

The overall average for the region fell slightly too compared to 10% growth for England as a whole.

- 3.69 In 2017, based on lower quartile prices, Doncaster is the 7th most affordable local authority area of the 13 local authority areas listed, with a lower quartile house price to income ratio in 2017 of 5.3:1. Doncaster was less affordable than its immediate neighbours Rotherham, Barnsley and North East Lincolnshire but more affordable than Wakefield and Selby. Doncaster has consistently been slightly more affordable than the regional average and significantly more affordable than England as a whole.
- 3.70 In 2017, based on median prices, Doncaster is the fifth most affordable local authority area, with a median income to house price ratio. In relation to neighbouring authorities in the region, it is less affordable than North East Lincolnshire, Rotherham and Wakefield but more affordable than Wakefield and Selby
- 3.71 Regarding migration, the most significant outflow of people is to Rotherham and Sheffield. The most significant inflow is also from Rotherham and Sheffield. However, inflows and outflows are at a significant level for all other neighbouring authorities as well as the City of Leeds and the East Riding District.
- 3.72 Significant net migration flows inward are from Rotherham, Barnsley and Wakefield. Significant net flows outward are to Leeds and North East Lincolnshire.
- 3.73 The most significant outflow of commuters is to Rotherham and Sheffield. The most significant inflow of commuters in descending order are from Rotherham, Bassetlaw and Barnsley.
- 3.74 The largest net inflow is Bassetlaw and Barnsley. The largest net outflow is from Rotherham and Sheffield.
- 3.75 There are significant inflows and outflows to the East Midland region as a whole excluding Bassetlaw but no other English region including other parts of the Yorkshire and Humber region.
- 3.76 Qualitative evidence provides a detailed picture of Doncaster's housing sub markets and character areas. This leads to an understanding of how and why there is variation of house prices and affordability across Doncaster and the economic and social factors that led to this.

## 4. Housing stock review

### Introduction

- 4.1 The purpose of this chapter is to explore the characteristics of Doncaster's housing stock focusing on the current stock profile, condition and tenure characteristics. The characteristics of the current dwelling stock.
- 4.2 This 2018 study assumes a total of 129,818 households and 130,820 dwellings<sup>16</sup> in total across the borough (Table 4.1). In 2016 there were 519 second homes<sup>17</sup> and according to council data there were an average of around 3,473 vacant homes. There is an implied vacancy rate of 2.7%, compared with a vacancy rate of 2.6% across England<sup>18</sup>. The vacancy rate in the borough is below the 'transactional vacancy level' of 3%, which represents the proportion of stock which would normally be expected to be vacant to allow movement within the market.

Ward	Total Dwellings	Total Households
Adwick le Street & Carcroft	6,820	6,871
Armthorpe	5,700	6,289
Balby South	4,060	4,497
Bentley	7,650	7,944
Bessacarr	6,650	6,208
Conisbrough	7,120	7,133
Edenthorpe & Kirk Sandall	4,460	3,690
Edlington & Warmsworth	5,110	5,074
Finningley	6,900	6,353
Hatfield	6,340	6,498
Hexthorpe & Balby North	6,320	5,961
Mexborough	7,230	6,778
Norton & Askern	6,520	6,604
Roman Ridge	5,190	4,889
Rossington & Bawtry	7,560	7,567
Sprotbrough	4,640	4,658
Stainforth & Barnby Dun	4,290	4,859
Thorne & Moorends	7,350	7,468
Tickhill & Wadworth	4,820	4,465
Town	8,620	8,175
Wheatley Hills & Intake	7,470	7,837
Grand Total	130,820	129,818

Source: 2016 Council Tax (vacant, second homes), 2018 Household Survey (households)

<sup>16</sup> 2017 Council tax records

<sup>17</sup> 2017 Council Tax records

<sup>18</sup> 2015 CLG Dwelling and Vacancy data

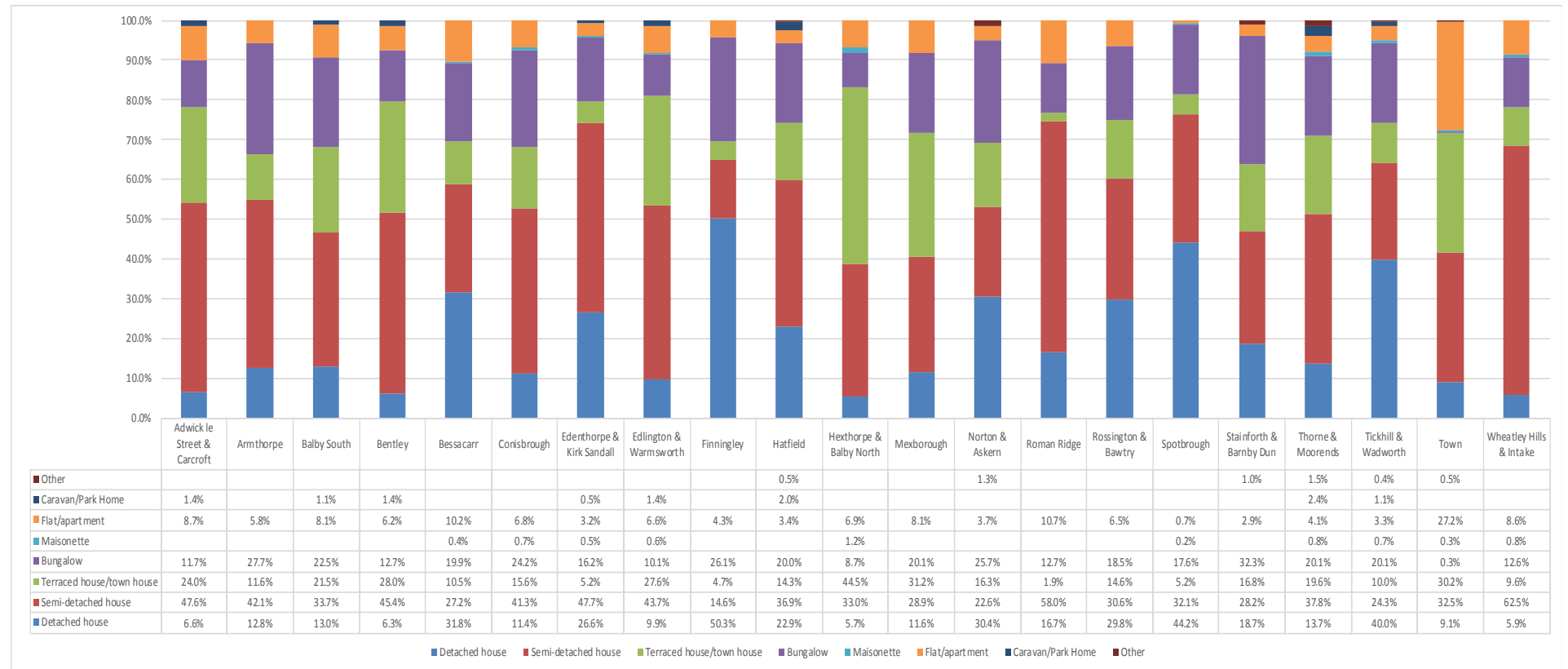
## Property size

- 4.3 Based on the 2018 Household Survey, the vast majority (73.8%) of properties are houses of which 18.9% are detached, 36.9% are semi-detached and 18.0% are terraced/town houses, 7.7% are flats/apartments and maisonettes, 17.7% are bungalows and 0.7% are other types of property including park homes/caravans.
- 4.4 Of all occupied properties, 8.1% have one bedroom/bedsit/studio, 23.8% have two bedrooms, 51.2% have three bedrooms, 13.6% have four bedrooms and 2.4% have five or more bedrooms.

## Property type

- 4.5 How property type varies in each ward is set out in Figure 4.1. The highest proportions of detached dwellings were found in Finningley (50.3%), Sprotbrough (44.2%), Tickhill and Wadworth (40.0%) and Bessacarr (31.8%).
- 4.6 Bungalow dwellings were more prevalent in Stainforth, Barnby Dun, followed by Armthorpe and Finningley.

Figure 4.1 Dwelling Type by Ward



Source: 2018 household survey

## Size (number of bedrooms)

- 4.7 Table 4.2 states the breakdown of occupied dwelling stock by the number of bedrooms by ward. The majority of homes in Doncaster have 3-bedrooms (51.7%) and this is a characteristic of all wards. The highest proportion of 3-bedroom properties was found in Adwick le Street and Carcroft (70.4%) and 4 or more-bedroom properties were most prevalent in Finningley (41.6%) and Sprotbrough (39.2%). The highest proportion of smaller units (with 1 and 2 bedrooms) were found in Mexborough (50.6%), Town ward (45.7%) and Hexthorpe and Balby North (44.4%).

**Table 4.2** Number of bedrooms (% by ward)

Ward	1-bedroom	2-bedroom	3-bedroom	4 or more-bedrooms	Total	Base (valid responses)
Adwick le Street & Carcroft	11.4	14.4	70.4	3.9	100.0	6,805
Armthorpe	7.0	26.5	53.7	12.8	100.0	6,258
Balby South	13.2	26.1	52.5	8.1	100.0	4,448
Bentley	11.5	28.9	54.0	5.6	100.0	7,844
Bessacarr	10.3	23.2	35.3	31.1	100.0	6,152
Conisbrough	12.5	20.1	60.0	7.3	100.0	7,021
Edenthorpe & Kirk Sandall	6.9	16.9	56.2	20.0	100.0	3,639
Edlington & Warmsworth	6.8	30.3	51.5	11.4	100.0	5,031
Finningley	7.8	17.5	33.2	41.6	100.0	6,330
Hatfield	2.5	21.7	56.9	18.8	100.0	6,435
Hexthorpe & Balby North	11.5	32.9	51.4	4.3	100.0	5,921
Mexborough	8.1	42.5	35.6	13.8	100.0	6,728
Norton & Askern	4.0	24.9	49.7	21.4	100.0	6,449
Roman Ridge	12.1	14.7	58.7	14.6	100.0	4,850
Rossington & Bawtry	7.9	20.1	51.1	21.0	100.0	7,426
Sprotbrough	2.2	14.5	44.2	39.2	100.0	4,620
Stainforth & Barnby Dun	5.6	26.7	53.6	14.1	100.0	4,858
Thorne & Moorends	2.1	27.0	57.1	13.8	100.0	7,401
Tickhill & Wadworth	4.4	17.9	43.9	33.7	100.0	4,412
Town	13.7	32.0	42.8	11.5	100.0	8,156
Wheatley Hills & Intake	7.4	17.3	69.1	6.2	100.0	7,766
Doncaster Total	8.2	24.0	51.7	16.1	100.0	128,550

Source: 2018 Household Survey

## Property Tenure

- 4.8 Based on the 2011 Census, the tenure profile of Doncaster is summarised in Table 4.3. Overall, 65.4% of occupied dwellings were owner-occupied, 17.7% were rented from a social housing provider and 14.8% were private rented (including tied accommodation).

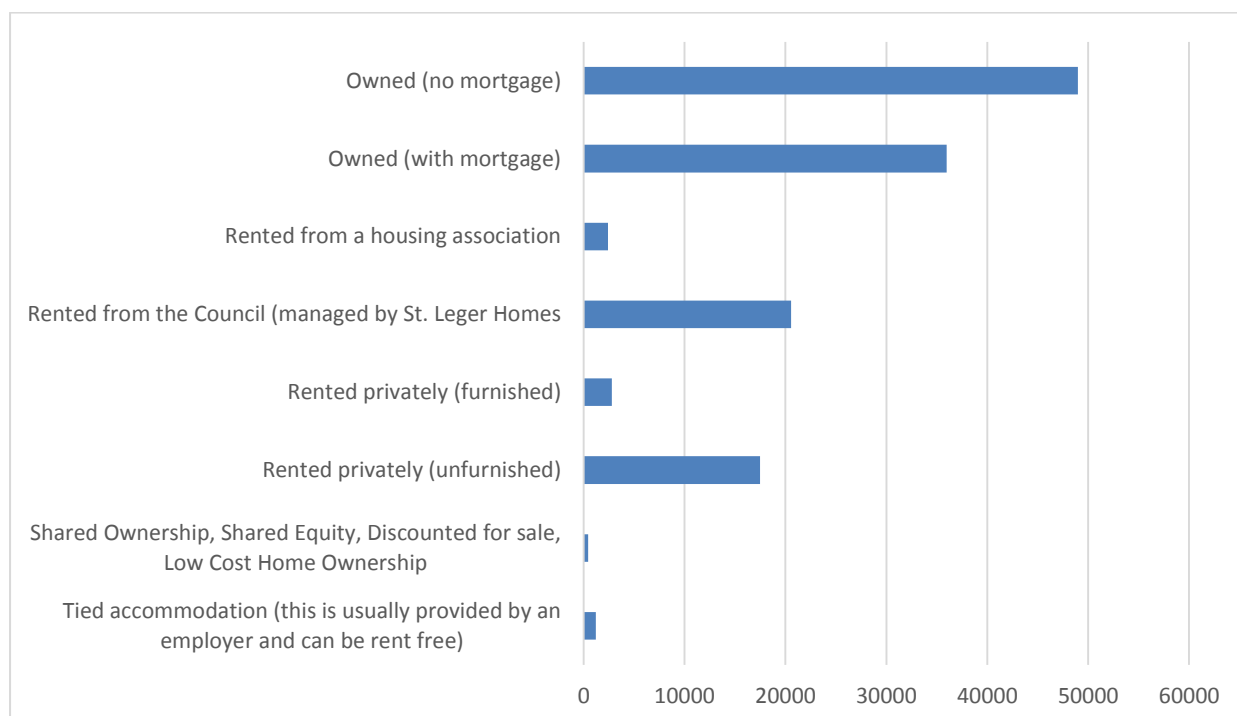
**Table 4.3 Tenure (occupied dwellings, proportion by ward 2011)**

2011 Census	Owned outright	Owned (mortgaged)	Shared ownership	Social rented	Private rented	Living rent free	Total
Doncaster MBC	31.0	34.4	0.3	17.7	14.8	1.7	100.0

Source: Census 2011

- 4.9 Utilising the findings of the 2018 Household Survey, the tenure profile of the Metropolitan Borough of Doncaster area is summarised in Figure 4.2. Overall, based on the household survey evidence, 65.4% of occupied dwellings are owner-occupied, 16.5% are private rented (including tied accommodation), 15.8% are rented from the council and 1.9% a social housing provider and 0.3% are intermediate tenure dwellings.

**Figure 4.2 Metropolitan Borough of Doncaster: tenure profile of occupied dwellings**



Source: 2018 Household Survey

- 4.10 The tenure profile varies across the borough, as set out in Table 4.4, based on the findings of the 2018 Household Survey. The wards of Sprotbrough, Edenthorpe and Kirk Sandall and Tickhill and Wadworth recorded the highest proportion of owner-occupied properties . Private rented accommodation was highest in Hexthorpe and Balby North in comparison to other wards. Affordable housing was more prevalent in the wards of Adwick le Street & Carcroft, Mexborough, Wheatley Hills & Intake and Conisbrough.

<b>Ward</b>	<b>Owner occupied</b>	<b>Private rented</b>	<b>Affordable</b>	<b>Total</b>	<b>Base</b>
Adwick le Street & Carcroft	57.5	14.6	27.9	100.0	6,871
Armthorpe	71.3	15.7	12.9	100.0	6,289
Balby South	60.8	17.0	22.2	100.0	4,497
Bentley	60.5	21.1	18.4	100.0	7,944
Bessacarr	70.3	15.3	14.4	100.0	6,208
Conisbrough	59.4	13.3	27.3	100.0	7,133
Edenthorpe & Kirk Sandall	79.2	11.6	9.2	100.0	3,690
Edlington & Warmsworth	66.2	15.9	18.0	100.0	5,074
Finningley	81.4	10.8	7.8	100.0	6,353
Hatfield	75.1	12.6	12.3	100.0	6,498
Hexthorpe & Balby North	47.3	30.7	22.0	100.0	5,961
Mexborough	55.0	17.1	27.9	100.0	6,778
Norton & Askern	72.6	14.2	13.2	100.0	6,604
Roman Ridge	73.7	10.5	15.8	100.0	4,889
Rossington & Bawtry	69.3	13.5	17.2	100.0	7,567
Sprotbrough	84.2	12.6	3.3	100.0	4,658
Stainforth & Barnby Dun	65.3	12.7	21.9	100.0	4,859
Thorne & Moorends	63.6	16.7	19.7	100.0	7,468
Tickhill & Wadworth	78.2	13.8	8.0	100.0	4,465
Town	48.5	34.0	17.5	100.0	8,175
Wheatley Hills & Intake	57.8	13.8	28.4	100.0	7,837
<b>Doncaster Total</b>	<b>65.4</b>	<b>16.5</b>	<b>18.0</b>	<b>100.0</b>	<b>129,818</b>

Source: 2018 Household Survey

## The owner-occupied sector

- 4.11 The household survey identified that 65.4% (84,940) of households across the borough are owner-occupiers. 37.7% of all households (48,966) own outright and 27.7% of all households (35,974) have a mortgage.
- 4.12 The household survey provides the following information on owner occupied stock:
- most owner-occupied properties are houses (83.4%), with 26.3% detached, 41.0% semi-detached and 16.1% terraced; a further 14.5% are bungalows, 1.1% flats/maisonettes and 1.0% other property types;
  - 58.9% of owner occupied properties have three bedrooms, 23.0% have four more bedrooms; a further 17.4% have two bedrooms and 0.7% have one bedroom; and
  - 9.3% of owner-occupied stock was built pre-1919, 42.3% was built between 1919 and 1964; 24.0% was built between 1965 and 1984 and 24.4% has been built since 1985.
- 4.13 A range of socio-economic and demographic information on residents has been obtained from the 2018 household survey. Some interesting observations relating to owner-occupiers include:
- 29.3% of owner occupiers are older (65 or over) singles and couples, 24.2% are couples (under 65 with no children), 17.2% are couples with children under 18, 12.4% are singles (under 65), 9.1% are couples with adult children (18+), 2.0% are lone parents with child(ren) under 18, 2.4% are lone parents with adult children and 3.5% are other household types;
  - 58.3% of Household Reference People (Heads of Household) living in owner occupied dwellings are in employment and a further 33.7% are wholly retired from work, 2.9% are permanently sick/disabled, 2.3% looking after the home, 1.6% unemployed and 1.2% other (including in education/training);
  - 17.2% of owner-occupied households receive less than £13,000 gross per year, 14.6% receive between £13,200 and £18,200, 22.1% receive between £18,200 and £26,000 per year, 29.3% receive between £26,000 and £49,400 per year, and 16.9% receive more than £49,400 per year, and
  - 43.5% of owner occupiers have lived in the same property for 20 years or more, 24.6% between 10 and 20 years, 11.5% between 5 and 10 years and 20.5% less than 5 years.
  - Overall, 8.4% of owner occupier Household Reference People are aged under 35, 11.7% are aged 35-44, 34.6% are aged 45-59 and 45.3% are aged 60 and over. 71.1% of HRPs aged 60 and over are owner occupiers.
- 4.14 Over the period 2007 to 2017, Land Registry data reveals that lower quartile house prices in Doncaster were virtually unchanged. Median house prices across the Doncaster increased marginally. This is summarised in table 4.5.
- 4.15 It is noteworthy that in 2007, a household income of £22,622 was required to service a mortgage for a lower quartile priced home. By 2017 this was virtually unchanged. In comparison, an income of £30,169 was required for a median priced home compared with £32,143 in 2017 - an increase of 6.5%.

**Table 4.5 Lower Quartile and median price and income required to service a mortgage**

Doncaster	House Price (£)		Income required*	
	2007	2017	2007	2017
Lower Quartile	£87,973	£88,000	£22,622	£22,629
Median	£117,323	£125,000	£30,169	£32,143

Source: Data produced by Land Registry © Crown copyright 2018

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

## The private rented sector

- 4.16 The Government's Housing Strategy (November 2011)<sup>19</sup>, 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. This policy priority was strengthened by the updated National Planning Policy Framework (NPPF) in 2018.
- 4.17 The private rented sector in England is growing. Census data states that the proportion of private rented sector homes nearly doubled from 8.8% in 2001 to 16.8% in 2011. Increasing house prices pre-2007 and the struggling sales market due to tightening mortgage lending criteria 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 pivotal role in meeting housing needs as well as providing an alternative to homeownership.
- 4.18 Local authorities have an important role in regulating the private rented sector with the aim of balancing good quality supply with demand 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.
- 4.19 The 2018 household survey found that the private rented sector accommodates around 16.5% (21,457) of households across the borough; of these 15.6% are privately rented and 0.9% live rent free or in tied accommodation.
- 4.20 The household survey provides the following information on private rented stock:
- most private rented properties are houses (73.4%) (of which 36.3% are semi-detached, 29.6% are terraced/town house and 7.5% are detached); a further 17.1% were flats/maisonettes, 9% were bungalows and 0.5% other types of housing;

<sup>19</sup> *Laying The Foundations; A Housing Strategy for England, 2011*

- 12% of privately rented properties have one bedroom/bedsit, 36.3% have two bedrooms, 46.5% have three bedrooms and 5.2% have four or more bedrooms;
  - 13.1% of private rented stock was built before 1919, 40.1% between 1919 and 1964, 14.6% between 1965 and 1984 and 32.2% has been built since 1985.
- 4.21 A range of socio-economic and demographic information on residents living in the private rented sector has been obtained from the 2018 household survey:
- The characteristics of tenants are diverse and the household survey revealed that in particular the private rented sector accommodates singles (under 65) (24.9%), couples (under 65 with no children) (21.3%), couples with children under 18 (18.9%), lone parents with children under 18 (11.7%), older singles and couples (10.9%), lone parents with adult children (6.1%), couples with adult children (3%), student households (0.4%) and other household types (2.9%).
  - 63.1% of Household Reference People (Heads of Household) living in the private rented sector are in employment, 10.6% are unemployed, 9.7% are permanently sick/disabled 8.7% are wholly retired from work, 4.4% are looking after the home and 3.5% are other (including in education/training);
  - 34% of private renting households receive less than £13,000 gross per year, 16.8% receive between £13,200 and £18,200, 19.4% receive between £18,200 and £26,000 per year, 22.7% receive between £26,000 and £49,400 per year, and 7% receive more than £49,400 per year;
  - 24.2% of private renters have lived at their address for less than one year, 25.3% between 1 and up to 3 years, 16.4% between 3 and less than 5 years, 17.7% between 5 and less than 10 years and 16.2% for 10 or more years;
  - Overall, 32% of private renting Household Reference People are aged under 35, 16.1% are aged 35-44, 29.2% are aged 45-59 and 22.8% are aged 60 and over
  - Across Doncaster, almost half (48.8%) of Household Reference People aged 15-24 and 42% of HRPs aged 25-34 privately rent compared with 8.9% of HRPs aged 60 and over.
- 4.22 In terms of the cost of renting, Tables 4.6 and 4.7 set out the comparative median and lower quartile rents for Doncaster, the region and England as a whole. The tables indicate that 2017 median (£477 pcm) and lower quartile (£399 pcm) rental prices are lower than the region and national levels.
- 4.23 Comparing the rental price in 2017 with that in 2010 indicates that there has been an inflation increase of around 1.1% in median and a 6.1% decrease in lower quartile rental prices in Doncaster. This is a lower rate of change than for the region and a significantly lower rate of change than for England as a whole. The deflation of lower quartile prices is of concern, pointing to an excess supply of this lower quality segment of the rental market. It is in contrast to a trend of static prices for lower quartile price re-sales (Table 4.5).

<b>Table 4.6 Comparative median rental price 2010-2017</b>			
<b>Location</b>	<b>Median price by year (£)</b>		<b>% change</b>
	<b>2010</b>	<b>2017</b>	<b>2010-2017</b>
Doncaster	472	477	1.10%
Yorkshire and Humber	524	550	5.00%
England	<b>893</b>	<b>1,101</b>	<b>23.30%</b>

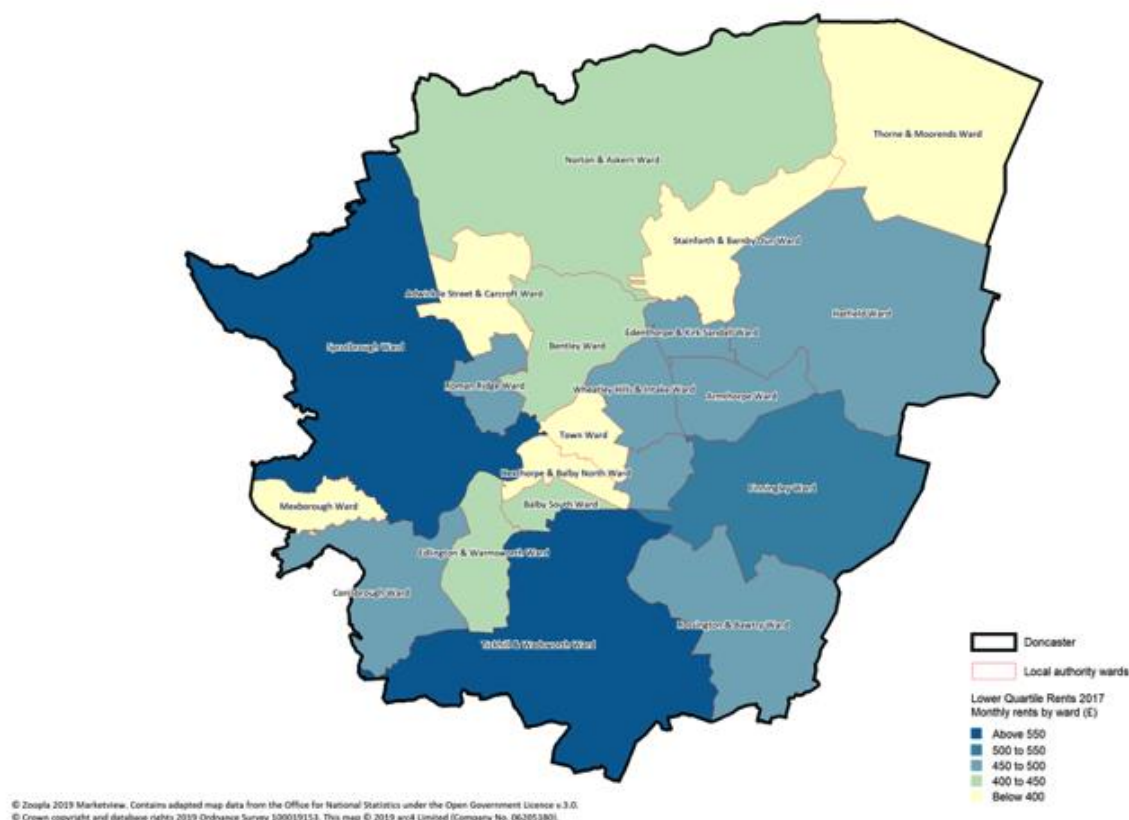
Source: Zoopla PPD 2018

<b>Table 4.7 Comparative lower quartile rental price 2010-2017</b>			
<b>Location</b>	<b>Lower quartile price by year (£)</b>		<b>% change</b>
	<b>2010</b>	<b>2017</b>	<b>2010-2017</b>
Doncaster	425	399	-6.10%
Yorkshire and Humber	429	451	5.10%
England	<b>598</b>	<b>676</b>	<b>13.00%</b>

Source: Zoopla PPD 2018

- 4.24 In terms of spatial variation, Table 4.8 and Map 4.1 shows 2017 lower quartile and median rents across Doncaster's wards. This indicates that private rents tend to be lowest across Town ward, Hexthorpe and Balby ward, Thorne and Moorends ward and Mexborough wards.

<b>Table 4.8 Lower quartile and median rents by 2017 ward</b>		
<b>Ward</b>	<b>Lower quartile</b>	<b>Median</b>
Adwick le Street & Carcroft	£399	£451
Armthorpe	£496	£550
Balby South	£412	£451
Bentley	£412	£451
Bessacarr	£496	£550
Conisbrough	£451	£494
Edenthorpe & Kirk Sandall	£494	£559
Edlington & Warmsworth	£425	£494
Finningley	£511	£576
Hatfield	£451	£498
Hexthorpe & Balby North	£368	£425
Mexborough	£377	£399
Norton & Askern	£412	£451
Roman Ridge	£477	£550
Rossington & Bawtry	£451	£524
Sprotbrough	£555	£650
Stainforth & Barnby Dun	£399	£473
Thorne & Moorends	£399	£464
Tickhill & Wadworth	£550	£624
Town	£368	£433
Wheatley Hills & Intake	£477	£524
Total	£399	£477

**Map 4.1 Lower quartile rents 2017 by ward**

Source: Zoopla PPD 2018

4.25 The Local Housing Allowance rates for the Doncaster Broad Rental Market Area (BRMA)<sup>20</sup> are stated below:

**Doncaster BRMA:**

- shared accommodation rate - £55.12 per week
- 1-bedroom rate - £78.08 per week (£338.35 pcm);
- 2-bedroom rate - £93.23 per week (£404.00 pcm);
- 3-bedroom rate - £103.56 per week (£448.76 pcm); and
- 4-bedroom rate - £143.84 per week (£623.31 pcm).

4.26 Regarding stock condition, private renters were most likely to express dissatisfaction (10.6%) but this is not considerably higher than for all households (6.1%).

4.27 Stakeholders were asked to state their key concerns regarding the PRS:

<sup>20</sup> 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

- conditions in the PRS are typically worse than in other tenures, with negative impacts on health and wellbeing, including a growing population and children – ensuring private sector housing is of a decent standard is essential;
  - consider the extent to which poor properties are being tackled;
  - rents need to be affordable with reasonable contract terms – possible rent capping was proposed;
  - private sector licensing should be expanded and landlords monitored effectively, including enforcement;
  - look at improving access for those on low incomes, the homeless and other vulnerable groups who are often declined by landlords – promoting a greater partnership between the Council and private sector landlords to reduce the ‘risk’ to landlords. Landlords need guarantees and reassurance from the Council/SLHD so that there are less barriers to entry for those in need of accommodation. Supporting vulnerable people in their tenancies is also important; and
  - a commission is needed to understand Doncaster’s PRS and its complexities, including a stock condition survey.
- 4.28 Analysis of long-term tenure trends (discussed in detail in Chapter 7) would suggest that the private rented sector is unlikely to grow much more over the plan period. This is based on demographic analysis which indicates a marked fall in the number of households who would traditionally rent privately. In contrast, the owner occupied and affordable sectors are expected to increase.

## The affordable sector

- 4.29 The 2018 household survey found that there are around 23,421 households who live in an affordable (social rented or intermediate tenure) property across the borough, accounting for around 18.0% of all occupied dwellings. Of these, 20,558 households live in accommodation rented from the council (managed by St. Ledger Homes) (15.8%) and 2,416 (1.9%) live in accommodation rented from a housing association and 449 (0.3%) live in intermediate tenure properties, (shared ownership).
- 4.30 The 2018 household survey provides the following information on affordable dwelling stock:
- houses account for 38.3% of occupied affordable accommodation (of which 22.2% are semi-detached, 14.1% are terraced/town house and 1.9% are detached); 37.8% are bungalows; 23.5% are flats/apartments and 0.5% are caravans/park homes;
  - In terms of size, affordable dwellings in the borough are mainly one/bedsit (31.8%), two (36.9%) and three (30.2%) bedrooms, with a further 1% having four or more bedrooms;
  - 2.3% of private rented stock was built before 1919, 49.1% between 1919 and 1964, 29.7% between 1965 and 1984 and 18.9% has been built since 1985.
- 4.31 A range of socio-economic and demographic information on residents living in the private rented sector has been obtained from the 2018 household survey:

- In terms of household composition, 26.3% are singles under 65, 34.3% are older singles and couples (one or both aged over 65 years), 9.2% are couples or lone parents with adult children living at home, 11.4% are couples under 65 with no children, 6.3% are lone parents with children under 18, 9.1% are couples with children under 18, and a further 3.4% are other household types;
  - 27.8% of Household Reference People living in affordable housing are in employment. A further 31.1% are wholly retired from work, 24.8% are permanently sick/disabled, 4.8% are unemployed, 6.5% look after the home, 4.7% are caring for someone and 0.3 are other (including education and training);
  - 63.2% of households living in affordable housing receive less than £13,000 gross per year, 18.5% receive between £13,200 and £18,200, 12.9% receive between £18,200 and £26,000 per year and 5.3% receive at least £26,000 per year;
  - 8.1% of affordable households have private renters have lived at their address for less than one year, 13.3% between 1 and up to 3 years, 13.5% between 3 and less than 5 years, 20.4% between 5 and less than 10 years, 25.1% between 10 and less than 20 years and 19.7% for 20 or more years;
  - Overall, 8.7% of affordable households have Household Reference People aged under 35, 10.6% are aged 35-44, 30.4% are aged 45-59 and 50.3% are aged 60 and over (this accounts for 20% of all older person HRP households).
- 4.32 Asked what they considered the key messages should be regarding affordable housing, the stakeholders highlighted the following:
- establish the true level of demand for affordable housing;
  - more good quality social / affordable housing is needed in Doncaster;
  - stop the loss of stock via Right to Buy;
  - more small, affordable homes for young people, potentially through S.106 agreements;
  - the affordable housing rent calculation is higher rent than DMBC Social Housing Rent, which can affect demand in areas with a low cost PRS;
  - availability of land (at an affordable cost) for development; and
  - The need to speed up the planning process.

## The age and condition of Doncaster's housing

- 4.33 The age profile of Doncaster's dwelling stock is summarised in Table 4.9.

Table 4.9 Age of dwelling		
Age of Dwellings	Number	%
pre-1919	18,740	14.2
1919-44	29,610	22.4
1945-64	28,560	21.6
1965-82	28,050	21.3
1983-99	14,600	11.1
post 1999	12,410	9.4
<b>Total</b>	<b>131970</b>	<b>100.0</b>
<b>Unknown</b>	<b>3,350</b>	
<b>Grand Total</b>	<b>135320</b>	

Source: Valuation Office Agency 2016

- 4.34 The English Housing Survey produces national data on housing condition. Applying national trends to the dwelling age stock profile of Doncaster would suggest that around 20.5% of dwelling stock is non-decent, which is similar to the national average of 20.6%. The number of dwellings likely to fail the minimum standard of decent homes criteria is estimated to be 11.3% (compared with 11.9% nationally).
- 4.35 A full definition of what constitutes a decent home is available from MHCLG<sup>21</sup> but in summary a decent home meets the following four criteria:
- It meets the current statutory minimum for housing;
  - It is in a reasonable state of repair;
  - It has reasonably modern facilities and services; and
  - It provides a reasonable degree of thermal comfort.

<sup>21</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/7812/138355.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7812/138355.pdf)

Table 4.10 Dwelling stock condition in England and Doncaster Estimates								
England			Fails decent homes criteria				All dwellings in group (000s)	% dwellings
Dwelling age (ehs)		Non-decent	Minimum standard	Repair	Modern facilities and services	Thermal comfort		
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
<b>Total</b>		<b>20.6</b>	<b>11.9</b>	<b>4.6</b>	<b>1.9</b>	<b>7.5</b>	<b>23,253</b>	<b>100.0</b>
Doncaster			Fails decent homes criteria (estimate)				All dwellings	% dwellings
Dwelling age (ehs)	Dwelling age (voa)	Non-decent	Minimum standard	Repair	Modern facilities and services	Thermal comfort		
pre-1919	pre-1919	7,519	5,376	2,099	722	2,236	18,740	14.2
1919-44	1919-44	7,122	3,880	2,236	508	2,249	29,610	22.4
1945-64	1945-64	4,752	2,274	1,040	557	1,632	28,560	21.6
1965-80	1965-82	4,901	2,459	513	533	2,125	28,050	21.3
1981-90	1983-1992	2,570	691	*	137	1,966	14,600	11.1
post 1990	Post 1992	182	182	*	*	*	12,410	9.4
<b>Total</b>		<b>27,045</b>	<b>14,862</b>	<b>5,888</b>	<b>2,457</b>	<b>10,208</b>	<b>131,970</b>	<b>100.0</b>
<b>% of all stock</b>		<b>20.5</b>	<b>11.3</b>	<b>4.5</b>	<b>1.9</b>	<b>7.7</b>		
<b>National %</b>		<b>20.6</b>	<b>11.9</b>	<b>4.6</b>	<b>1.9</b>	<b>7.5</b>		

Source: English Housing Survey 2013 data applied to 2016 Valuation Office Agency dwelling stock age profile

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

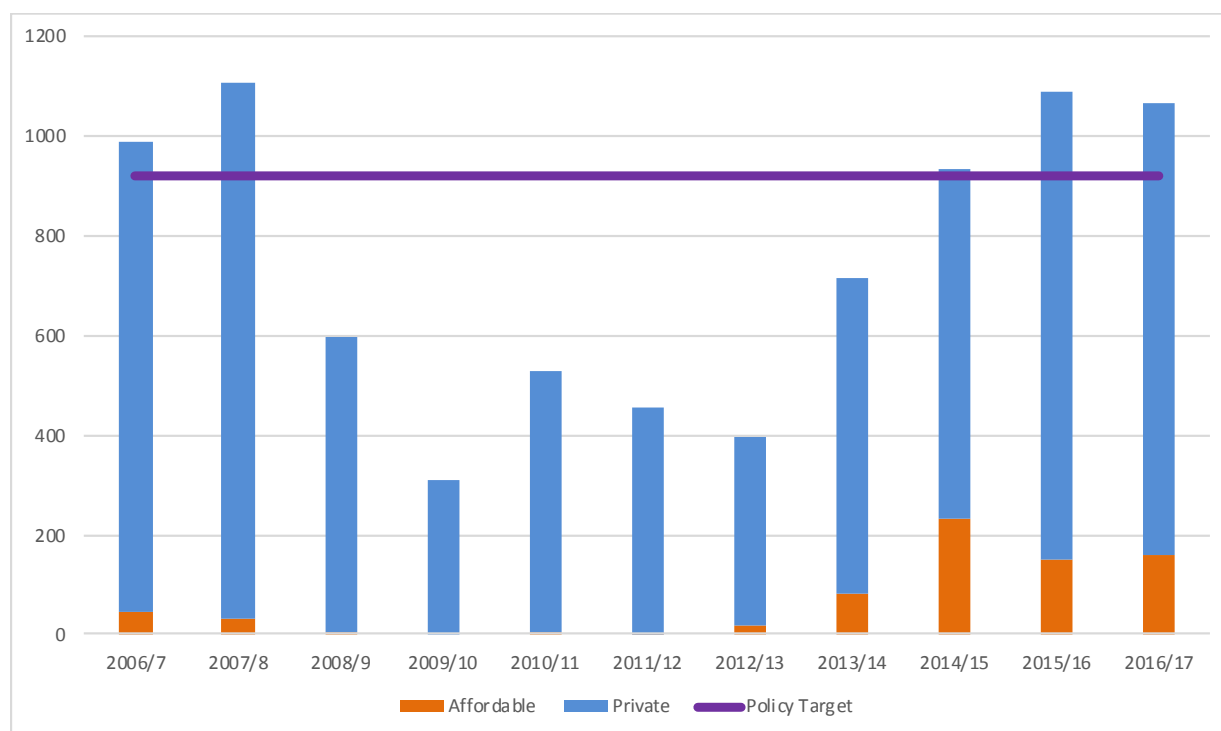
## Housing development (past and planned)

### Past trends in housing delivery

- 4.36 Over the period 2006/7 to 2017/18 a total of 9,395 years dwellings have been built across Doncaster which equates to an average of 793 dwellings completed each year (Table 4.11). Of these, an average of 74 have been affordable completions and 709 have been private completions. In the past 5 years, 5009 dwellings have been completed of which 789 were affordable dwellings (15.8% of completions) and 4,220 private were completions (84.2%)
- 4.37 A comparison of annual completions and relevant policy targets is presented in Figure 4.3. This compares with proposed housing requirement of 920 dwellings each year in the proposed local plan 2015-32.

Table 4.11 Dwelling completions 2006/07 to 2017/18			
Year	Affordable Completions	Private Completions	Total Dwelling Completions
2006/07	43	945	988
2007/08	32	1,077	1,109
2008/09	6	592	598
2009/10	0	309	309
2010/11	3	526	529
2011/12	1	454	455
2012/13	19	379	398
2013/14	80	633	713
2014/15	231	702	933
2015/16	151	937	1,088
2016/17	161	906	1,067
2017/2018	166	1,042	1,208
<b>12-year Total</b>	<b>893</b>	<b>8,502</b>	<b>9,395</b>
<b>Annual Average</b>	<b>74</b>	<b>709</b>	<b>783</b>

Source: Five-year deliverable land statement 2018 and Local Authority Statement; affordable completions from Housing Strategy Statistical Appendix data 2006/7 and 2007/8

**Figure 4.3 Dwelling completions compared with the annual policy targets**

Source: AMR and Doncaster 5-year deliverable land supply statement August 2017

Note: The level of dwelling completions is compared with the 920 annual housing need established in the 'Doncaster Housing Need Assessment 2015'

### House condition and repair problems

- 4.38 The 2018 household survey reviewed the extent to which all households were satisfied with the state of repair of their dwellings. Overall 82.9% of respondents expressed satisfaction (44.5% were very satisfied and 38.4% were satisfied); 11.0% were neither satisfied nor dissatisfied; a total of 6.1% expressed degrees of dissatisfaction, of whom 5.1% were dissatisfied and 1.0% were very dissatisfied.
- 4.39 Table 4.12 explores how the level of dissatisfaction with the state of repair varied by tenure, type and age of property. Note that the data relates to perception and across the private and social rented sectors this may be more reflective of tenant expectations in landlord responses to repairs.
- 4.40 Household survey data indicates that households in private rented (11.4%) and affordable (10.5%) accommodation expressed higher levels of dissatisfaction than those living in owner occupation (3.6%).
- 4.41 In terms of house type and age, dissatisfaction with the state of repair was highest amongst respondents living in maisonettes (26.3%), terraced houses (11.9%), semi-detached houses (6.4%) and flats/apartments (6.2%); and amongst residents in properties built pre-1919 (10.6%).

<b>Table 4.12 Dissatisfaction with state of repair by tenure, property type and property age</b>			
<b>Tenure</b>	<b>No. Dissatisfied</b>	<b>% Dissatisfied</b>	<b>Base</b>
Owner Occupier	2,980	3.6%	82,862
Private Rented	2,386	11.4%	21,000
Affordable	2,425	10.5%	23,116
<b>Total (all dwellings)</b>	<b>7,791</b>	<b>6.1%</b>	<b>127,078</b>
<b>Property Type</b>	<b>No. Dissatisfied</b>	<b>% Dissatisfied</b>	<b>Base</b>
Detached house	495	2.1%	23,881
Semi-detached house	2,950	6.4%	46,091
Terraced house / town house	2,693	11.9%	22,664
Bungalow	863	3.9%	22,138
Maisonette	100	26.3%	380
Flat / Apartment	584	6.2%	9,338
Other	0	0.0%	335
Missing data	106		1,553
<b>Total (all dwellings)</b>	<b>7,791</b>	<b>6.1%</b>	<b>127,078</b>
<b>Property Age</b>	<b>No. Dissatisfied</b>	<b>% Dissatisfied</b>	<b>Base</b>
Pre 1919	1,058	10.6%	10,021
1919 to 1944	1,905	8.8%	21,602
1945 to 1964	1,980	7.4%	26,848
1965 to 1984	903	3.4%	26,485
1985 to 2004	361	2.0%	18,433
2005 onwards	179	1.9%	9,746
Missing data	1,404		13,943
<b>Total (all dwellings)</b>	<b>7,791</b>	<b>6.1%</b>	<b>127,078</b>

Note: Response rate variations result in slight differences between base levels.

Source: 2018 Household Survey

## Repair problems

- 4.42 The 2018 Household Survey asked respondents if their home had any repair problems. Around 60.5% of households across the borough stated that they have no repair problems. The repair problems mentioned most frequently across the include windows (12.9%), dampness/mould growth (11.7%) and bathroom/toilet (10.1%).
- 4.43 Table 4.13 summarises the range of repair problems by tenure. The main repair problem among households living in owner occupation stated was with windows (11.7%) and in private rent the main repair issue was dampness/mould growth (21.5%). In affordable housing the main repair problem was with dampness/mould growth (17.7%) and around 50.6% said they had no repair problem, the lowest proportion amongst all the tenure categories.

**Table 4.13 Repair problems by property tenure**

Repair problem	Tenure (%)			Total
	Owner Occupier	Private rented	Affordable	
No repair problems	65.1	52.7	50.6	60.5
Brick / stonework	7.4	9.2	10.7	8.3
Roof	10.1	10.0	10.3	10.1
Windows	11.6	18.0	12.3	12.9
Kitchen	8.6	9.3	7.7	8.6
Doors	5.3	8.8	9.4	6.6
Bathroom / toilet	8.4	14.9	11.6	10.1
Cold/heating problems	3.5	9.1	8.1	5.3
Dampness / mould growth	7.5	21.5	17.7	11.7
Wiring / electrics	7.5	7.0	5.2	7.0
<i>Base (households responding)</i>	76,327	19,807	20,572	116,706

Source: 2018 Household Survey; note respondents could tick more than one option

- 4.44 The Household Survey also asked respondents why the repairs have not been done<sup>22</sup>. 41.7% of respondents said that they could not afford to and 33.5% said that the repairs were not their responsibility.
- 4.45 The reasons why repairs have not been done was also examined by the age profile of respondents. The full breakdown can be seen in Table 4.14 below.

**Table 4.14 Reasons for repairs not been done by age**

Repair problem	Age (%)						Total
	15-24	25-34	35-44	45-59	60-84	85+	
Haven't the time / planning to do	13.9	24.2	33.5	32.8	26.2	16.7	28.9
Cannot physically manage	0.0%	6.1	5.7	7.6	16.7	45.9	11.0
Cannot afford	25.8	40.1	48.4	44.1	39.9	21.9	41.7
Not my responsibility	67.3	47.1	31.4	27.7	31.8	35.6	33.5
Repair problems too severe	4.2	4.3	1.6	3.2	2.4	1.2	3.0
<i>Base (households)</i>	738	6,375	6,883	14,540	11,817	752	43,718

Source: 2018 Household Survey; note respondents could tick more than one option

- 4.46 For older households (85+) the main reason was that they cannot physically manage to do the repairs themselves. Affordability reasons were highest in the 35-84 age group.
- 4.47 Table 4.15 shows the results for the reasons repairs were not carried out by economic activity of the responding household.

<sup>22</sup> 2017 Household Survey Question 11

**Table 4.15** Reasons for repairs not been done by economic activity

Repair problem	Economic activity (%)							
	Employed	Unemployed	Retired	Full-time Education	Sick/ Disabled	At Home with Children	Volunteer/ Carer	Total
Haven't the time / planning to do	32.9	22.0	30.6	16.3	14.0	20.2	19.5	29.2
Cannot physically manage	5.2	0.9	21.4	0.0	31.9	1.9	9.1	10.3
Cannot afford	48.4	20.8	34.3	26.2	27.5	40.0	33.1	41.7
Not my responsibility	26.8	59.6	29.3	73.8	54.5	42.8	56.5	33.2
Repair problems too severe	2.4	2.8	2.8	0	2.6	7.5	0.0	2.7
<i>Base (households)</i>	24,854	1,948	7,315	252	3,834	2,007	1,008	41,218

Source: 2018 Household Survey; note respondents could tick more than one option

4.48 The main reason amongst households in employment and those in retirement was that they cannot afford to carry out the repairs. The other economic groups stated it was not their responsibility to carry out the repairs.

4.49 Households in owner occupation and shared ownership tenures stated the main reason was affordability (Table 4.16). The main reason amongst households in private rent and social rent was that it wasn't their responsibility to carry out the repairs.

**Table 4.16** Reasons for repairs not been done by tenure

Repair problem	Tenure								
	Owned (no mortgage)	Owned (with mortgage)	Rented Privately (furnished)	Rented Privately (unfurnished)	Council Rent (St. Ledger Homes)	HA Rent	Shared Ownership	Tied accommodation	Total
Haven't the time / planning to do	46.7	39.7	8.3	6.7	11.9	4.1	0.0	11.1	28.9
Cannot physically manage	17.5	6.4	8.3	5.6	14.3	18.1	0.0	27.3	11.0
Cannot afford	51.7	71.0	0.0	11.1	12.1	1.9	100.0	29.5	41.7
Not my responsibility	0.3	1.3	86.4	89.1	73.5	78.5	0.0	63.4	33.5
Repair problems too severe	3.0	2.1	13.6	1.7	4.7	5.5	0.0	0.0	3.0
Base (households)	10,770	15,014	966	7,479	8,090	855	39	505	43,718

Source: 2018 Household Survey; note respondents could tick more than one option

4.50 Households in owner occupation and shared ownership tenures stated the main reason was affordability. The main reason amongst households in private rent and social rent was that it wasn't their responsibility to carry out the repairs.

## Concluding comments

- 4.51 The purpose of this chapter has been to explore the current characteristics of Doncaster's housing stock and its residents.
- 4.52 Based on 2017 VOA data there are 130,820 dwellings across Doncaster:
- bungalows form 15.6% of the housing stock;
  - flats form 7.8% of the housing stock;
  - terraced houses form 24.8% of the housing stock;
  - semi-detached houses form 38.1% of the housing stock; and
  - detached houses form 13.8% of the housing stock.
- 4.53 There is considerable variation of these proportions across the wards.
- 4.54 Regarding number of bedrooms:
- 1-bedroom housing is 6.3% of the stock;
  - 2-bedroom housing is 23.8% of the stock;
  - 3-bedroom housing is 58.2% of the stock; and
  - 4 or more-bedroom housing is 11.7% of the stock.
- 4.55 Based upon census 2011:
- 64.5% of occupied dwellings are owner-occupied (31.0% owned outright and 34.4% owned with a mortgage or loan);
  - 0.3% are shared ownership);
  - 14.8% are private rented or living rent-free; and
  - 17.7% are affordable (rented from a social landlord).
- 4.56 Household characteristics vary between the tenures. 61% of private rented households are headed by someone aged between 25 and 49 compared to 36% for social renters and 38% for home owners. 35% of social renters are aged 65 or over whereas only 11% are in this age group in the private rented sector and 24% are owner occupiers.

## 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 The 2019 PPG considers how the housing need of particular groups relates to overall housing need calculated using the standard model:

*‘The need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is on the basis that the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method.*

*When producing policies to address the need of specific groups strategic policy-making authorities will need to consider how the needs of individual groups can be addressed within the constraint of the overall need established.*

*The standard method for assessing housing need does not breakdown the overall figure into different types of housing. Therefore, the need for particular sizes, types and tenures of homes as well as the housing needs of particular groups should be considered separately.*

*The household projections that form the baseline of the standard method are inclusive of all households including Gypsies and Travellers as defined with Planning Policy for Traveller Sites’<sup>23</sup>*

- 5.4 In considering the need for different types of housing, the 2019 PPG makes specific reference to: affordable housing, housing for older people, housing for people with disabilities, the private rented sector, self-build and custom housebuilding and student housing.
- 5.5 This chapter uses evidence from the household survey to assess affordable housing requirements in the borough. 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.

<sup>23</sup> PPG 2018 Paragraph 020 Reference ID: 2a-004-20180913

## The Affordable Housing Needs Assessment

- 5.6 As set out in the 2019 NPPF, a robust and defensible assessment of affordable housing need is essential for the development of housing policies.
- 5.7 PPG 2019 states ‘all households whose needs are not met by the market can be considered (to be) in affordable housing need’<sup>24</sup>.
- 5.8 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).
- 5.9 The 2019 NPPF provides detailed definitions of different forms of affordable housing; these definitions are set out in Chapter 1 of this report.
- 5.10 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.
- 5.11 A detailed analysis of the following factors determines the extent to which there is a 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 (backlog need);
  - new households forming who cannot afford to buy or rent in the market;
  - existing households expected to fall into need; and
  - the supply of affordable housing through social/affordable renting and intermediate tenure stock.
- 5.12 Two sources of evidence have been considered in the assessment of affordable housing need: firstly, analysis based on household survey evidence and relevant secondary data.

## Housing need in Doncaster Borough

- 5.13 The 2018 household survey provided a range of evidence on the scale and range of need within communities across the borough. Detailed analysis is presented in Appendix C of this report and follows PPG.
- 5.14 Table 5.1 sets out housing need across the borough based on the household survey and reasons for household need. This shows that there are 9,343 existing households in need, which represents 7.2% of all households.

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<sup>24</sup> Paragraph: 021 Reference ID: 2a-021-20190220

Table 5.1 Housing need in Doncaster Borough		
Category	Factor	Doncaster Borough Total
Homeless households or with insecure tenure	N1 Under notice, real threat of notice or lease coming to an end	596
	N2 Too expensive, and in receipt of housing benefit or in arrears due to expense	1,268
Mismatch of housing need and dwellings	N3 Overcrowded according to the 'bedroom standard' model	3,734
	N4 Too difficult to maintain	1,814
	N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household	277
	N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation	2,390
Dwelling amenities and condition	N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit	118
	N8 Subject to major disrepair or unfitness and household does not have resource to make fit	194
Social needs	N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move	1,729
<b>Total no. households in need (with one or more housing needs)</b>		<b>9,343</b>
Total Households		129,818
<b>% households in need</b>		<b>7.2%</b>

Note: The total number of households in need (9,343) is the total number of households with one or more needs. It is NOT the sum of the number of households identified as having a particular need

5.15 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 district and the extent to which housing need varies across the borough. The proportion of households in need is highest in Adwick-le-Street & Carcroft (12.3% of households), Balby South (10.8%), Roman Ridge (10.8%) and Bentley (10.5%).

Table 5.2 Households in need by ward			
Ward	No. of households in need	% of households in need	Total No. households
Adwick le Street & Carcroft	842	12.3	6,871
Armthorpe	483	7.7	6,289
Balby South	487	10.8	4,497
Bentley	836	10.5	7,944
Bessacarr	352	5.7	6,208
Conisbrough	279	3.9	7,133
Edenthorpe & Kirk Sandall	187	5.1	3,690
Edlington & Warmsworth	479	9.4	5,074
Finningley	241	3.8	6,353
Hatfield	496	7.6	6,498
Hexthorpe & Balby North	383	6.4	5,961
Mexborough	556	8.2	6,778
Norton & Askern	389	5.9	6,604
Roman Ridge	526	10.8	4,889
Rossington & Bawtry	254	3.4	7,567
Sprotbrough	265	5.7	4,658
Stainforth & Barnby Dun	340	7.0	4,859
Thorne & Moorends	475	6.4	7,468
Tickhill & Wadworth	217	4.9	4,465
Town	613	7.5	8,175
Wheatley Hills & Intake	646	8.2	7,837
<b>Total</b>	<b>9343</b>	<b>7.2</b>	<b>129,818</b>

Source: 2018 Household Survey

Note: table subject to rounding errors

- 5.16 Table 5.3 demonstrates how the proportion of households in housing need varies by tenure and household type for the borough. Private rented households are more likely to be in housing need, at 11.4% of households, followed by 7% in affordable housing and 6.2% of owner occupiers.

Table 5.3 Housing need by tenure			
Tenure	No. H'holds in need	% H'holds in need	Total no. households
Owner Occupier	5,258	6.2	84,939
Private Rented	2,442	11.4	21,457
Affordable	1,645	7.0	23,422
<b>Borough Total (All households in need)</b>	<b>9,345</b>	<b>7.2</b>	<b>129,818</b>

Source: 2018 Household Survey

- 5.17 Table 5.4 sets out housing need by type of household. Larger families with dependent children (couples and lone parents) are more likely to be in housing need (28.3% of couples with three or more children under 18 are in housing need). The household

survey data identifies 13,729 households with adult children living with parent(s), which provides a broad indication of the scale of hidden housing need. Of these, 1,046 were categorised as being in housing need (7.6%).

**Table 5.4 Housing need by household type**

Household Type	No. H'holds in need	% H'holds in need	Total no. households
Single Adult (under 65)	1,470	6.8	21,767
Single Adult (65 or over)	626	3.8	16,282
Couple only (both under 65)	1,373	5.0	27,572
Couple only (one or both over 65)	696	3.7	18,636
Couple with at least 1 or 2 child(ren) under 18	1,116	6.5	17,275
Couple with 3 or more children under 18	946	28.3	3,346
Couple with child(ren) aged 18+	641	6.9	9,346
Lone parent with at least 1 or 2 child(ren) under 18	448	9.9	4,528
Lone parent with 3 or more children under 18	127	11.4	1,110
Lone parent with child(ren) aged 18+	405	9.2	4,383
Other type of household	1,299	29.4	4,425
Total	9,345	7.2	129,818

Source: 2018 Household Survey

## Affordable Housing Needs Assessment

- 5.18 A detailed analysis of the following factors determines the extent to which there is a 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 (backlog need);
  - new households forming who cannot afford to buy or rent in the market;
  - existing households expected to fall into need; and
  - the supply of affordable housing through social/affordable renting and intermediate tenure stock.
- 5.19 Table 5.1 summarises the various stages of the analysis at borough level. The assumptions underpinning each stage of the needs assessment model and ward-level analysis are presented in Appendix C.
- 5.20 In addition to establishing the overall affordable housing requirements, analysis considers the supply/demand variations by ward 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). Modelling suggests an annual gross imbalance of 1,688 dwellings and after taking account of affordable supply the annual net imbalance is 209 affordable dwellings across the borough as shown in Table 5.5.

- 5.21 In terms of the size of affordable housing required, when the likely annual affordable supply is taken into account, the overall shortfalls are 24.9% one-bedroom, 57.9% two-bedroom, 15.3% three-bedroom and 1.9% four or more bedroom. It is therefore appropriate for the continued delivery of affordable housing to reflect underlying need.
- 5.22 Analysis is based on the next five years and in the absence of any updated information this should be extrapolated forward to the local plan period.
- 5.23 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). Modelling suggests an annual gross imbalance of 1,688 dwellings across the borough and a net imbalance of 209.
- 5.24 In terms of the size of affordable housing required, when the likely annual affordable supply is taken into account, the overall shortfalls are 24.9% one-bedroom, 57.9% two-bedroom, 15.3% three-bedroom and 1.9% four or more bedroom (Table 5.6). It is therefore appropriate for the continued delivery of affordable housing to reflect underlying need.
- 5.25 Analysis is based on the next five years and in the absence of any updated information this should be extrapolated forward to the Local Plan Period.

Table 5.5 Needs Assessment Model Summary for Doncaster Borough			
Step	Stage and Step description	Calculation	Doncaster Borough Total
<b>Stage1: CURRENT NEED</b>			
1.1	All households in need	Current need	9,343
1.2	% in need who could not afford open market prices or rents	Current need taking into account affordability of open market price and rents	55.4%
1.3	Total of households in affordable need	Current need (1.1) x 1.2	5,174
1.4	of which: can afford private renting, cannot afford to buy but wants to		1,563
<b>Stage 2: FUTURE NEED</b>			
2.1	New household formation (gross per year)	Based on national rate and aspiration	1,972
2.2	% and number of new households requiring affordable housing	% Based on actual affordability of households forming	59.2%
		Number	1,165
2.3	Existing households falling into need	Annual requirement	222
2.4	TOTAL newly-arising housing need (gross each year)	2.2 +2.3	1,387
<b>Stage 3: AFFORDABLE HOUSING SUPPLY</b>			
3.1	Affordable dwellings occupied by households in need	(based on 1.1)	1,645
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	0
3.3	Committed supply of new affordable units	Estimated 3 years	526
3.4	Units to be taken out of management	None assumed	0
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	2,171
3.6	Annual supply of social re-lets (net)	Annual Supply	1,478
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply	0
3.8	Annual supply of affordable housing	3.6+3.7	1,478
<b>Stage 4: ESTIMATE OF ANNUAL HOUSING NEED</b>			
4.1	Total backlog need	1.3-3.5	3,003
4.2	Quota to reduce over Plan Period	Annual reduction	10%
4.3	Annual backlog reduction	Annual requirement	300
4.4	Newly-arising need	2.4	1,387
4.5	Total annual affordable need	4.3+4.4	1,687
4.6	Annual social rented capacity	3.8	1,478
4.7	<b>NET ANNUAL SHORTFALL (4.5-4.6)</b>	<b>NET</b>	<b>209</b>

**Table 5.6 Net annual affordable housing imbalance by district and no. of bedrooms 2018/19 to 2022/23**

Ward	Number of bedrooms (%)				Annual imbalance Net
	1	2	3	4 or more	
Adwick le Street & Carcroft	-6	0	-5	0	-11
Armthorpe	5	13	9	4	30
Balby South	-8	-5	-7	-1	-20
Bentley	40	39	19	5	102
Bessacarr	11	41	12	5	68
Conisbrough	-8	-13	-22	-5	-48
Edenthorpe & Kirk Sandall	-2	-2	-4	-2	-11
Edlington & Warmsworth	4	12	1	1	17
Finningley	-1	-1	-1	-3	-6
Hatfield	2	2	6	1	11
Hexthorpe & Balby North	9	27	18	1	56
Mexborough	-18	-28	-14	-9	-69
Norton & Askern	6	5	9	1	20
Roman Ridge	0	-2	-2	-1	-6
Rossington & Bawtry	-1	-3	-2	-1	-8
Sprotbrough	3	2	4	3	12
Stainforth & Barnby Dun	5	11	18	5	39
Thorne & Moorends	0	-4	-6	-3	-13
Tickhill & Wadworth	2	3	4	2	10
Town	15	29	16	3	63
Wheatley Hills & Intake	-3	-5	-19	-2	-29
<b>Total</b>	52	120	32	4	209

Sources: 2018 Household Survey; RP CORE Lettings and Sales

Note: data subject rounding errors

## Tenure split

- 5.26 In order to consider an appropriate affordable housing tenure split, the LHNA considers national policy, past trends in delivery and the relative affordability of alternative tenure options.
- 5.27 The NPPF states that 10% of dwellings on larger sites should be made available for affordable home ownership.
- 5.28 Table 5.7 sets out the tenure split based on the tenure preferences of existing and newly-forming households. The proposed tenure split satisfies the NPPF and takes account of the relative affordability of alternative tenure options. It is therefore recommended that the affordable tenure split for the borough is around 75% social/affordable rented and 25% intermediate tenure. Further tests of affordability confirm that 82% of existing households in need and 79.5% of newly-forming households could afford intermediate tenure based on a 50% shared ownership property.

Table 5.7 Affordable tenure split			
Tenure option	Existing households in need	Newly-forming households	Overall (rounded)
Affordable/Social	66.3	78.9	76.2 (75.0)
Intermediate	33.7	21.1	23.7 (25.0)
Total	100	00	100
Base	414	1539	1,953

Source: 2018 Household Survey

## Property type preferences

- 5.29 Analysis of property type preferences based on what existing households in need expect to move to and what newly-formed households have moved to suggests that a mix of houses (23.3%), flats/level access accommodation (72.7%) and other types of dwelling (4%) would be appropriate for affordable housing delivery.

## Summary

- 5.30 This chapter and the associated appendices provide a clear definition of housing need and affordable housing required, along with a step-by-step explanation of the housing needs assessment model.
- 5.31 Analysis has identified a total of 9,343 existing households in housing need, representing 7.2% of all households across the borough based on household survey evidence.
- 5.32 Affordable housing need analysis reveals that there is a net annual imbalance of 209 affordable dwellings across the borough (assuming the backlog of existing need is cleared over 10 years; if it is cleared over 5 years, the annual imbalance is 509 each year).
- 5.33 Overall, analysis would suggest an affordable tenure split of 75% social/affordable rented and 25% intermediate tenure would be appropriate based on household preference, but 50% shared equity is affordable to a majority of existing and newly-forming households in need. In terms of the size of affordable dwellings required, the overall imbalances are 24.9% one-bedroom, 57.9% two-bedroom, 15.3% three-bedroom and 1.9% four or more bedroom.

## Relative affordability of housing tenure options

- 5.34 The relative cost of alternative housing options and income required to access different tenures across Doncaster and its wards are explored in Table 5.8. This includes affordable and market rent options and intermediate tenure options, including shared ownership. Table 5.9 presents the assumptions underpinning the analysis.
- 5.35 This analysis indicates that for open market housing in Doncaster the minimum income required is £19,152 for rent (for lower quartile or entry-level renting) or

£22,629 for buying (for lower quartile or entry-level house prices). These amounts vary by ward, for example income requirements for entry-level renting (lower quartile prices) range from £17,664 in Hexthorpe and Balby North ward and Town ward to £26,640 in Sprotbrough ward. For entry-level home ownership, income requirements range between £13,114 in Hexthorpe and Balby North ward and £38,057 in Finningley ward.

**Table 5.8a Cost of alternative tenure options by ward (wards A to H)**

Tenure option	Price (2017)										
	Adwick le Street & Carcroft	Armthorpe	Balby South	Bentley	Bessacarr	Conisbrough	Edenthorpe & Kirk Sandall	Edlington & Warmsworth	Finningley	Hatfield	Hexthorpe & Balby North
Social Rent (average)	£374	£374	£374	£374	£374	£374	£374	£374	£374	£374	£374
Affordable Rent (80% of median private rent)	£361	£440	£361	£361	£440	£395	£447	£395	£461	£398	£340
Market Rent - Lower Quartile	£399	£496	£412	£412	£496	£451	£494	£425	£511	£451	£368
Market Rent - Median	£451	£550	£451	£451	£550	£494	£559	£494	£576	£498	£425
Market Rent - Upper Quartile	£524	£594	£524	£498	£624	£546	£624	£550	£676	£576	£451
Market Sale - Lower Quartile	£81,500	£103,000	£80,000	£70,000	£120,000	£73,950	£112,000	£79,000	£147,999	£100,000	£51,000
Market Sale - Median	£101,000	£120,000	£107,500	£94,000	£162,000	£98,995	£140,000	£100,000	£180,000	£130,000	£70,000
Market Sale - Average	£165,000	£141,600	£139,000	£139,999	£212,500	£126,000	£174,000	£128,995	£239,999	£160,000	£96,000
Starter Home	£80,800	£96,000	£86,000	£75,200	£129,600	£79,196	£112,000	£80,000	£144,000	£104,000	£56,000
Shared ownership (50%)	£50,500	£60,000	£53,750	£47,000	£81,000	£49,498	£70,000	£50,000	£90,000	£65,000	£35,000
Shared ownership (25%)	£25,250	£30,000	£26,875	£23,500	£40,500	£24,749	£35,000	£25,000	£45,000	£32,500	£17,500
Help to buy	£101,000	£120,000	£107,500	£94,000	£162,000	£98,995	£140,000	£100,000	£180,000	£130,000	£70,000
Tenure option	Income required (2017)										
	Adwick le Street & Carcroft	Armthorpe	Balby South	Bentley	Bessacarr	Conisbrough	Edenthorpe & Kirk Sandall	Edlington & Warmsworth	Finningley	Hatfield	Hexthorpe & Balby North
Social Rent	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952
Affordable Rent (80% of median private rent)	£17,318	£21,120	£17,318	£17,318	£21,120	£18,970	£21,466	£18,970	£22,118	£19,123	£16,320
Market Rent - Lower Quartile	£19,152	£23,808	£19,776	£19,776	£23,808	£21,648	£23,712	£20,400	£24,528	£21,648	£17,664
Market Rent - Median	£21,648	£26,400	£21,648	£21,648	£26,400	£23,712	£26,832	£23,712	£27,648	£23,904	£20,400
Market Rent - Upper Quartile	£25,152	£28,512	£25,152	£23,904	£29,952	£26,208	£29,952	£26,400	£32,448	£27,648	£21,648
Market Sale - Lower Quartile (assumes 10% deposit)	£20,957	£26,486	£20,571	£18,000	£30,857	£19,016	£28,800	£20,314	£38,057	£25,714	£13,114
Market Sale - Median (assumes 10% deposit)	£25,971	£30,857	£27,643	£24,171	£41,657	£25,456	£36,000	£25,714	£46,286	£33,429	£18,000
Market Sale - Average (assumes 10% deposit)	£42,429	£36,411	£35,743	£36,000	£54,643	£32,400	£44,743	£33,170	£61,714	£41,143	£24,686
Starter Home	£20,777	£24,686	£22,114	£19,337	£33,326	£20,365	£28,800	£20,571	£37,029	£26,743	£14,400
Shared ownership (50%)	£20,221	£23,709	£21,414	£18,936	£31,419	£19,853	£27,380	£20,037	£34,723	£25,544	£14,530
Shared ownership (25%)	£16,866	£19,723	£17,843	£15,814	£26,038	£16,565	£22,730	£16,716	£28,744	£21,226	£12,205
Help to buy	£14,429	£17,143	£15,357	£13,429	£23,143	£14,142	£20,000	£14,286	£25,714	£18,571	£10,000

Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018, CLG

**Table 5.8b Cost of alternative tenure options by ward (wards M to W)**

Tenure option	Price (2017)										
	Mexborough	Norton & Askern	Roman Ridge	Rossington & Bawtry	Sprotbrough	Stainforth & Barnby Dun	Thorne & Moorends	Tickhill & Wadsworth	Town	Wheatley Hills & Intake	DONCASTER TOTAL
Social Rent (average)	£374	£374	£374	£374	£374	£374	£374	£374	£374	£374	£374
Affordable Rent (80% of median private rent)	£319	£361	£440	£419	£520	£378	£371	£499	£346	£419	£382
Market Rent - Lower Quartile	£377	£412	£477	£451	£555	£399	£399	£550	£368	£477	£399
Market Rent - Median	£399	£451	£550	£524	£650	£473	£464	£624	£433	£524	£477
Market Rent - Upper Quartile	£472	£576	£650	£650	£823	£498	£498	£750	£550	£576	£563
Market Sale - Lower Quartile	£59,000	£100,000	£100,000	£100,000	£129,000	£86,995	£79,000	£145,000	£80,000	£85,000	£88,000
Market Sale - Median	£92,500	£134,500	£129,950	£140,000	£162,000	£115,500	£102,000	£179,995	£117,000	£105,500	£125,000
Market Sale - Average	£145,000	£187,500	£159,000	£228,945	£248,000	£153,000	£147,500	£249,500	£165,000	£132,000	£174,725
Starter Home	£74,000	£107,600	£103,960	£112,000	£129,600	£92,400	£81,600	£143,996	£93,600	£84,400	£100,000
Shared ownership (50%)	£46,250	£67,250	£64,975	£70,000	£81,000	£57,750	£51,000	£89,998	£58,500	£52,750	£62,500
Shared ownership (25%)	£23,125	£33,625	£32,488	£35,000	£40,500	£28,875	£25,500	£44,999	£29,250	£26,375	£31,250
Help to buy	£92,500	£134,500	£129,950	£140,000	£162,000	£115,500	£102,000	£179,995	£117,000	£105,500	£125,000
Tenure option	Income required (2017)										
	Mexborough	Norton & Askern	Roman Ridge	Rossington & Bawtry	Sprotbrough	Stainforth & Barnby Dun	Thorne & Moorends	Tickhill & Wadsworth	Town	Wheatley Hills & Intake	DONCASTER TOTAL
Social Rent	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952	£17,952
Affordable Rent (80% of median private rent)	£15,322	£17,318	£21,120	£20,122	£24,960	£18,144	£17,818	£23,962	£16,627	£20,122	£18,317
Market Rent - Lower Quartile	£18,096	£19,776	£22,896	£21,648	£26,640	£19,152	£19,152	£26,400	£17,664	£22,896	£19,152
Market Rent - Median	£19,152	£21,648	£26,400	£25,152	£31,200	£22,680	£22,272	£29,952	£20,784	£25,152	£22,896
Market Rent - Upper Quartile	£22,656	£27,648	£31,200	£31,200	£39,504	£23,904	£23,904	£36,000	£26,400	£27,648	£27,024
Market Sale - Lower Quartile (assumes 10% deposit)	£15,171	£25,714	£25,714	£25,714	£33,171	£22,370	£20,314	£37,286	£20,571	£21,857	£22,629
Market Sale - Median (assumes 10% deposit)	£23,786	£34,586	£33,416	£36,000	£41,657	£29,700	£26,229	£46,284	£30,086	£27,129	£32,143
Market Sale - Average (assumes 10% deposit)	£37,286	£48,214	£40,886	£58,872	£63,771	£39,343	£37,929	£64,157	£42,429	£33,943	£44,929
Starter Home	£19,029	£27,669	£26,733	£28,800	£33,326	£23,760	£20,983	£37,028	£24,069	£21,703	£25,714
Shared ownership (50%)	£18,660	£26,370	£25,583	£27,476	£31,563	£23,075	£20,644	£35,010	£23,494	£21,431	£25,058
Shared ownership (25%)	£15,588	£21,903	£21,267	£22,826	£26,182	£19,238	£17,256	£29,032	£19,608	£17,927	£20,907
Help to buy	£13,214	£19,214	£18,564	£20,000	£23,143	£16,500	£14,571	£25,714	£16,714	£15,071	£17,857

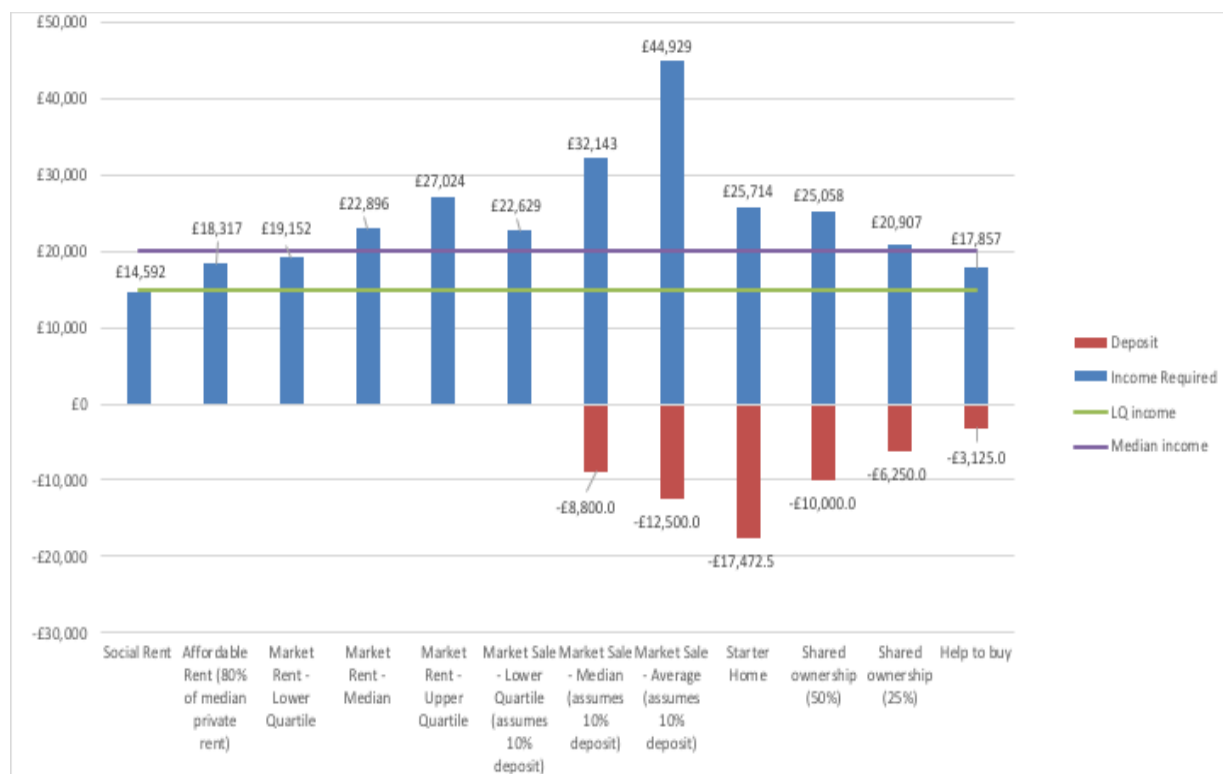
Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018, CLG

Assumes a 10% deposit

Table 5.9 Assumptions in assessing income required for alternative tenure options		
Tenure	Tenure price assumptions	Affordability assumptions
Social rent	Prevailing prices	Affordability 25% of gross income
Affordable rent	80% of average market rent	Affordability 25% of gross income
Market Rent – lower quartile	Prevailing prices	Affordability 25% of gross income
Market Rent – median	Prevailing prices	Affordability 25% of gross income
Market Rent – upper quartile	Prevailing prices	Affordability 25% of gross income
Market Sale – lower quartile	Prevailing prices	90% LTV, 3.5x gross income
Market Sale – median	Prevailing prices	90% LTV, 3.5x gross income
Market Sale – average	Prevailing prices	90% LTV 3.5x gross income
Starter Home	20% discount on full value (assumed to be median), 10% deposit on discounted portion, remainder mortgage based on 3.5x income	90% LTV, 3.5x gross income
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	90% LTV, 3.5x gross income for equity and 25% of income for rental element
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	90% LTV, 3.5x gross income for equity and 25% of income for rental element
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%	70% LTV, 3.5x gross income

- 5.36 Figure 5.1 below summarises in graphical form the relative affordability of alternative tenures at the Doncaster level, setting out the income and deposit required for different options set against prevailing lower quartile and median earnings. It uses lower quartile and median earnings derived from CAMEO for 2018.

**Figure 5.1 Affordability by tenure**



Source: Data produced by Land Registry © Crown copyright 2018, Zoopla 2018, CLG, CAMEO 2018

Note: The deposit requirements are shown on the table as a negative number

- 5.37 Table 5.10 illustrates each step of the calculation to arrive at the household income required for selected affordable and low-cost home ownership options. It is clear that on the basis of monthly expenditure and deposit required, 25% shared ownership is the most affordable solution, followed by help to buy.

**Table 5.10a Detailed income required calculations for selected affordable and low-cost home ownership options (Wards A to H)**

<b>Starter Home</b>	<b>Adwick le Street &amp; Carcroft</b>	<b>Armthorpe</b>	<b>Balby South</b>	<b>Bentley</b>	<b>Bessacarr</b>	<b>Conisbrough</b>	<b>Edenthorpe &amp; Kirk Sandall</b>	<b>Edlington &amp; Warmsworth</b>	<b>Finningley</b>	<b>Hatfield</b>	<b>Hexthorpe &amp; Balby North</b>
Full price (based on median)	£101,000	£120,000	£107,500	£94,000	£162,000	£98,995	£140,000	£100,000	£180,000	£130,000	£70,000
Starter home price (20% less than median)	£80,800	£96,000	£86,000	£75,200	£129,600	£79,196	£112,000	£80,000	£144,000	£104,000	£56,000
10% deposit on equity share	£8,080	£9,600	£8,600	£7,520	£12,960	£7,920	£11,200	£8,000	£14,400	£10,400	£5,600
Mortgaged amount	£72,720	£86,400	£77,400	£67,680	£116,640	£71,276	£100,800	£72,000	£129,600	£93,600	£50,400
<b>Income required for mortgage</b>	<b>£20,777</b>	<b>£24,686</b>	<b>£22,114</b>	<b>£19,337</b>	<b>£33,326</b>	<b>£20,365</b>	<b>£28,800</b>	<b>£20,571</b>	<b>£37,029</b>	<b>£26,743</b>	<b>£14,400</b>
<b>Shared ownership 50%</b>	<b>Adwick le Street &amp; Carcroft</b>	<b>Armthorpe</b>	<b>Balby South</b>	<b>Bentley</b>	<b>Bessacarr</b>	<b>Conisbrough</b>	<b>Edenthorpe &amp; Kirk Sandall</b>	<b>Edlington &amp; Warmsworth</b>	<b>Finningley</b>	<b>Hatfield</b>	<b>Hexthorpe &amp; Balby North</b>
Full price (based on median)	£101,000	£120,000	£107,500	£94,000	£162,000	£98,995	£140,000	£100,000	£180,000	£130,000	£70,000
Equity 50%	£50,500	£60,000	£53,750	£47,000	£81,000	£49,498	£70,000	£50,000	£90,000	£65,000	£35,000
10% deposit on equity share	£5,050	£6,000	£5,375	£4,700	£8,100	£4,950	£7,000	£5,000	£9,000	£6,500	£3,500
Mortgaged amount	£45,450	£54,000	£48,375	£42,300	£72,900	£44,548	£63,000	£45,000	£81,000	£58,500	£31,500
Service Charge (monthly)	£35	£35	£35	£35	£35	£35	£35	£35	£35	£35	£35
Rent (per month based on 2.75% on remaining equity pa)	£116	£138	£123	£108	£186	£113	£160	£115	£206	£149	£80
Income required for mortgage	£12,986	£15,429	£13,821	£12,086	£20,829	£12,728	£18,000	£12,857	£23,143	£16,714	£9,000
Income required for rent/service charge	£7,235	£8,280	£7,593	£6,850	£10,590	£7,125	£9,380	£7,180	£11,580	£8,830	£5,530
<b>TOTAL</b>	<b>£20,221</b>	<b>£23,709</b>	<b>£21,414</b>	<b>£18,936</b>	<b>£31,419</b>	<b>£19,853</b>	<b>£27,380</b>	<b>£20,037</b>	<b>£34,723</b>	<b>£25,544</b>	<b>£14,530</b>
<b>Shared ownership 25%</b>	<b>Adwick le Street &amp; Carcroft</b>	<b>Armthorpe</b>	<b>Balby South</b>	<b>Bentley</b>	<b>Bessacarr</b>	<b>Conisbrough</b>	<b>Edenthorpe &amp; Kirk Sandall</b>	<b>Edlington &amp; Warmsworth</b>	<b>Finningley</b>	<b>Hatfield</b>	<b>Hexthorpe &amp; Balby North</b>
Full price (based on median)	£101,000	£120,000	£107,500	£94,000	£162,000	£98,995	£140,000	£100,000	£180,000	£130,000	£70,000
Equity 25%	£25,250	£30,000	£26,875	£23,500	£40,500	£24,749	£35,000	£25,000	£45,000	£32,500	£17,500
5% deposit on equity share	£1,263	£1,500	£1,344	£1,175	£2,025	£1,237	£1,750	£1,250	£2,250	£1,625	£875
Mortgaged amount	£23,988	£28,500	£25,531	£22,325	£38,475	£23,511	£33,250	£23,750	£42,750	£30,875	£16,625
Service Charge (monthly)	£35	£35	£35	£35	£35	£35	£35	£35	£35	£35	£35
Rent (per month based on 2.75% on remaining equity pa)	£174	£206	£185	£162	£278	£170	£241	£172	£309	£223	£120
Income required for mortgage	£6,854	£8,143	£7,295	£6,379	£10,993	£6,718	£9,500	£6,786	£12,214	£8,821	£4,750
Income required for rent/service charge	£10,013	£11,580	£10,549	£9,435	£15,045	£9,847	£13,230	£9,930	£16,530	£12,405	£7,455
<b>TOTAL</b>	<b>£16,866</b>	<b>£19,723</b>	<b>£17,843</b>	<b>£15,814</b>	<b>£26,038</b>	<b>£16,565</b>	<b>£22,730</b>	<b>£16,716</b>	<b>£28,744</b>	<b>£21,226</b>	<b>£12,205</b>
<b>Help to buy</b>	<b>Adwick le Street &amp; Carcroft</b>	<b>Armthorpe</b>	<b>Balby South</b>	<b>Bentley</b>	<b>Bessacarr</b>	<b>Conisbrough</b>	<b>Edenthorpe &amp; Kirk Sandall</b>	<b>Edlington &amp; Warmsworth</b>	<b>Finningley</b>	<b>Hatfield</b>	<b>Hexthorpe &amp; Balby North</b>
Full price (based on median)	£101,000	£120,000	£107,500	£94,000	£162,000	£98,995	£140,000	£100,000	£180,000	£130,000	£70,000
Equity 75%	£75,750	£90,000	£80,625	£70,500	£121,500	£74,246	£105,000	£75,000	£135,000	£97,500	£52,500
Loan 20%	£20,200	£24,000	£21,500	£18,800	£32,400	£19,799	£28,000	£20,000	£36,000	£26,000	£14,000
Deposit 5%	£5,050	£6,000	£5,375	£4,700	£8,100	£4,950	£7,000	£5,000	£9,000	£6,500	£3,500
Mortgaged amount	£50,500	£60,000	£53,750	£47,000	£81,000	£49,498	£70,000	£50,000	£90,000	£65,000	£35,000
Income required for mortgage	<b>£14,429</b>	<b>£17,143</b>	<b>£15,357</b>	<b>£13,429</b>	<b>£23,143</b>	<b>£14,142</b>	<b>£20,000</b>	<b>£14,286</b>	<b>£25,714</b>	<b>£18,571</b>	<b>£10,000</b>
Loan fee (1.75% in yr 6)	£354	£420	£376	£329	£567	£346	£490	£350	£630	£455	£245

Source: arc4

**Table 5.10b Detailed income required calculations for selected affordable and low-cost home ownership options (Wards M to W)**

<b>Starter Home</b>	<b>Mexborough</b>	<b>Norton &amp; Askern</b>	<b>Roman Ridge</b>	<b>Rossington &amp; Bawtry</b>	<b>Sprotbrough</b>	<b>Stainforth &amp; Barnby Dun</b>	<b>Thorne &amp; Moorends</b>	<b>Tickhill &amp; Wadsworth</b>	<b>Town</b>	<b>Wheatley Hills &amp; Intake</b>	<b>DONCASTER TOTAL</b>
Full price (based on median)	£92,500	£134,500	£129,950	£140,000	£162,000	£115,500	£102,000	£179,995	£117,000	£105,500	£125,000
Starter home price (20% less than median)	£74,000	£107,600	£103,960	£112,000	£129,600	£92,400	£81,600	£143,996	£93,600	£84,400	£100,000
10% deposit on equity share	£7,400	£10,760	£10,396	£11,200	£12,960	£9,240	£8,160	£14,400	£9,360	£8,440	£10,000
Mortgaged amount	£66,600	£96,840	£93,564	£100,800	£116,640	£83,160	£73,440	£129,596	£84,240	£75,960	£90,000
<b>Income required for mortgage</b>	<b>£19,029</b>	<b>£27,669</b>	<b>£26,733</b>	<b>£28,800</b>	<b>£33,326</b>	<b>£23,760</b>	<b>£20,983</b>	<b>£37,028</b>	<b>£24,069</b>	<b>£21,703</b>	<b>£25,714</b>
<b>Shared ownership 50%</b>	<b>Mexborough</b>	<b>Norton &amp; Askern</b>	<b>Roman Ridge</b>	<b>Rossington &amp; Bawtry</b>	<b>Sprotbrough</b>	<b>Stainforth &amp; Barnby Dun</b>	<b>Thorne &amp; Moorends</b>	<b>Tickhill &amp; Wadsworth</b>	<b>Town</b>	<b>Wheatley Hills &amp; Intake</b>	<b>DONCASTER TOTAL</b>
Full price (based on median)	£92,500	£134,500	£129,950	£140,000	£162,000	£115,500	£102,000	£179,995	£117,000	£105,500	£125,000
Equity 50%	£46,250	£67,250	£64,975	£70,000	£81,000	£57,750	£51,000	£89,998	£58,500	£52,750	£62,500
10% deposit on equity share	£4,625	£6,725	£6,498	£7,000	£8,100	£5,775	£5,100	£9,000	£5,850	£5,275	£6,250
Mortgaged amount	£41,625	£60,525	£58,478	£63,000	£72,900	£51,975	£45,900	£80,998	£52,650	£47,475	£56,250
Service Charge (monthly)	£35	£35	£36	£37	£38	£39	£40	£41	£42	£43	£44
Rent (per month based on 2.75% on remaining equity p	£106	£154	£149	£160	£186	£132	£117	£206	£134	£121	£143
Income required for mortgage	£11,893	£17,293	£16,708	£18,000	£20,829	£14,850	£13,114	£23,142	£15,043	£13,564	£16,071
Income required for rent/service charge	£6,768	£9,078	£8,875	£9,476	£10,734	£8,225	£7,530	£11,868	£8,451	£7,867	£8,987
<b>TOTAL</b>	<b>£18,660</b>	<b>£26,370</b>	<b>£25,583</b>	<b>£27,476</b>	<b>£31,563</b>	<b>£23,075</b>	<b>£20,644</b>	<b>£35,010</b>	<b>£23,494</b>	<b>£21,431</b>	<b>£25,058</b>
<b>Shared ownership 25%</b>	<b>Mexborough</b>	<b>Norton &amp; Askern</b>	<b>Roman Ridge</b>	<b>Rossington &amp; Bawtry</b>	<b>Sprotbrough</b>	<b>Stainforth &amp; Barnby Dun</b>	<b>Thorne &amp; Moorends</b>	<b>Tickhill &amp; Wadsworth</b>	<b>Town</b>	<b>Wheatley Hills &amp; Intake</b>	<b>DONCASTER TOTAL</b>
Full price (based on median)	£92,500	£134,500	£129,950	£140,000	£162,000	£115,500	£102,000	£179,995	£117,000	£105,500	£125,000
Equity 25%	£23,125	£33,625	£32,488	£35,000	£40,500	£28,875	£25,500	£44,999	£29,250	£26,375	£31,250
5% deposit on equity share	£1,156	£1,681	£1,624	£1,750	£2,025	£1,444	£1,275	£2,250	£1,463	£1,319	£1,563
Mortgaged amount	£21,969	£31,944	£30,863	£33,250	£38,475	£27,431	£24,225	£42,749	£27,788	£25,056	£29,688
Service Charge (monthly)	£35	£35	£36	£37	£38	£39	£40	£41	£42	£43	£44
Rent (per month based on 2.75% on remaining equity p	£159	£231	£223	£241	£278	£199	£175	£309	£201	£181	£215
Income required for mortgage	£6,277	£9,127	£8,818	£9,500	£10,993	£7,838	£6,921	£12,214	£7,939	£7,159	£8,482
Income required for rent/service charge	£9,311	£12,776	£12,449	£13,326	£15,189	£11,401	£10,335	£16,818	£11,669	£10,768	£12,425
<b>TOTAL</b>	<b>£15,588</b>	<b>£21,903</b>	<b>£21,267</b>	<b>£22,826</b>	<b>£26,182</b>	<b>£19,238</b>	<b>£17,256</b>	<b>£29,032</b>	<b>£19,608</b>	<b>£17,927</b>	<b>£20,907</b>
<b>Help to buy</b>	<b>Mexborough</b>	<b>Norton &amp; Askern</b>	<b>Roman Ridge</b>	<b>Rossington &amp; Bawtry</b>	<b>Sprotbrough</b>	<b>Stainforth &amp; Barnby Dun</b>	<b>Thorne &amp; Moorends</b>	<b>Tickhill &amp; Wadsworth</b>	<b>Town</b>	<b>Wheatley Hills &amp; Intake</b>	<b>DONCASTER TOTAL</b>
Full price (based on median)	£92,500	£134,500	£129,950	£140,000	£162,000	£115,500	£102,000	£179,995	£117,000	£105,500	£125,000
Equity 75%	£69,375	£100,875	£97,463	£105,000	£121,500	£86,625	£76,500	£134,996	£87,750	£79,125	£93,750
Loan 20%	£18,500	£26,900	£25,990	£28,000	£32,400	£23,100	£20,400	£35,999	£23,400	£21,100	£25,000
Deposit 5%	£4,625	£6,725	£6,498	£7,000	£8,100	£5,775	£5,100	£9,000	£5,850	£5,275	£6,250
Mortgaged amount	£46,250	£67,250	£64,975	£70,000	£81,000	£57,750	£51,000	£89,998	£58,500	£52,750	£62,500
Income required for mortgage	<b>£13,214</b>	<b>£19,214</b>	<b>£18,564</b>	<b>£20,000</b>	<b>£23,143</b>	<b>£16,500</b>	<b>£14,571</b>	<b>£25,714</b>	<b>£16,714</b>	<b>£15,071</b>	<b>£17,857</b>
Loan fee (1.75% in yr 6)	£324	£471	£455	£490	£567	£404	£357	£630	£410	£369	£438

Source: arc4

## 6. Household Groups with specific housing needs

### 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 Chapter 5. The following sections look at other groups and consider their particular housing needs.

### The private rented sector

- 6.3 The 2018 Household Survey found that the private rented sector accommodates around 16.5% (21,129) of households across the borough of Doncaster. The characteristics of the private rented sector in Doncaster have been reviewed in Chapter 4.

### Self-build and custom housebuilding

- 6.4 The National Planning Policy Framework (NPPF) 2012 set out that the government wants to enable more people to build their own homes and wants to make this form of housing a mainstream housing option. The Self-Build and Custom Housebuilding Act 2015 and subsequent Self-Build and Custom Housebuilding (Register) Regulations 2016 require authorities to maintain a register of those who have expressed an interest in buying serviced plots. Local authorities are under a duty to have regard to these registers in carrying out their planning function.
- 6.5 The council's self-build register as at late summer 2018, listed 18 applications. 3 appear to originate from people currently living outside Doncaster and it is possible that 1 application is duplicated. However, the following information provides a broad profile of applicants and a summary of what applicants are seeking:
- current tenure: 13 are home owners, 5 are private renters;
  - all are seeking individual plots - no group build schemes are proposed;
  - 15 are seeking to self-build, 3 custom-build with 3 applicants indicating both; and
  - the most frequent location cited are the Bawtry; Tickhill Finningley Austerfield Auckley areas others are more vaguely classified as rural or north rural.
- 6.6 Reasons cited for seeking a self/custom build solution are (multiple choice responses):
- to be involved in the design (16);

- low running costs (15);
  - low impact on the environment (14);
  - to be in a nice environment (11); and
- 6.7 Preferences for the built form are:
- detached homes 15 (of which 6 are bungalows (7 bungalows in total));
  - no other types were stated;
  - 2 were seeking a 2-bedroom home;
  - 9 were seeking 3-bedroom (2 were seeking 2 or 3-bedroom);
  - 9 were seeking 4-bedroom (2 were seeking 3 or 4-bedroom);
  - 3 were seeking 5-bedroom 2 were seeking 4 or 5-bedroom;
- 6.8 Regarding timescales, 13 were seeking a solution within a year and 3 households, more than a year.
- 6.9 Also noteworthy is that a significant site has been made available near to central Doncaster as noted in our qualitative report. We were told that these plots were in high demand. However, none of the register applications cited this location and presumably would not have registered.
- 6.10 By way of context we examined the weekly planning lists to understand the scale of planning application for market (as opposed to affordable) individual dwellings as new build or conversions. Accepting that some of these may be speculative building rather than for self-use we found over a 13-week period, 31 applications featured within Doncaster's weekly planning list, equivalent to around 120 per annum.
- 6.11 The 2018 household survey recorded a response from 38 existing households moving within the Metropolitan Borough who said they were registered on the self-build register.

## Family housing/households with children

- 6.12 The 2018 household survey found that families (that is couples and lone parents) with dependent children (aged under 18) account for one fifth (20.2%) of households across the borough. A further 10.6% of all households are couples and lone parents with adult children (aged 18 or over) living with them. The analysis assumes therefore a total of 30.8% of households who are families (including those with non-dependent children still living at home).
- 6.13 The current dwelling profile and market aspirations of families (including those with adult children living at home), as identified in the household survey, are summarised in table 6.1. This suggests a particular aspiration for houses with three, four or more bedrooms (79% of families). Of these, 46.4% would like to move to a dwelling with 4 or more-bedrooms. In comparison, 28% would expect a move to a 4 or more-bedroom homes. Relatively few families aspire or expect to move to a flat but 12.5% would like to move to a bungalow and 10.8% expect to move to a bungalow.

<b>Table 6.1 Property type preferences – proportion of households (%)</b>			
<b>Dwelling type</b>	<b>Current dwelling %</b>	<b>Like %</b>	<b>Expect %</b>
1-bedroom house	0.1	0.5	0.0
2-bedroom house	9.7	5.7	13.4
3-bedroom house	56.2	32.7	46.8
4 or more-bedroom house	25.7	46.4	28.0
1-bedroom flat	0.5	0.0	0.8
2-bedroom flat	2.0	2.0	0.0
3 or more-bedroom flat	0.0	0.0	0.0
1or 2-bedroom bungalow	2.4	4.4	3.9
3 or more-bedroom bungalow	2.7	8.1	6.9
1-bedroom other	0.0	0.0	0.0
2-bedroom other	0.2	0.3	0.3
3-bedroom other	0.4	0.0	0.0
<b>Total</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
<b>Base (Valid responses)</b>	<b>39,463</b>	<b>6,578</b>	<b>6,344</b>
<b>SUMMARY</b>			
Houses 1/2 Bedrooms	9.9	6.2	13.4
Houses 3 Bedrooms	56.2	32.7	46.8
Houses 4 or more Bedrooms	25.7	46.4	28.0
Bungalow	5.1	12.5	10.8
Flat	2.6	2.0	0.8
Other	0.6	0.3	0.3
<b>Total</b>	<b>100</b>	<b>100</b>	<b>100</b>
<b>Base (Valid responses)</b>	<b>39,463</b>	<b>6,578</b>	<b>6,344</b>

Source: 2018 Household Survey

## Housing for older people

- 6.14 The 2018 Planning Practice Guidance (PPG) states that ‘The health and lifestyles of older people will differ greatly, as will their housing needs. Strategic policy-making authorities will need to determine in relation to their plan period the needs of people who will be approaching or reaching retirement as well as older people now’. It continues ‘Strategic policy-making authorities will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish. Supporting independent living can help to reduce the costs to health and social services and providing more options for older people to move could also free up houses that are under occupied.’
- 6.15 The PPG recommends the following are considered in an assessment of older persons need:
- the future need for specialist accommodation (e.g. sheltered, enhanced sheltered, extra care, registered care), broken down by type and tenure;
  - the need for care in residential institutions (planning use class C2); and

- the role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs.
- 6.16 A major strategic challenge for the council is to ensure a range of appropriate housing provision, adaptation and support for the borough's older population. The number of people across the borough aged 65 or over is projected to increase from 57,200 in 2016 to 75,500 by 2035 (32.0% increase)<sup>25</sup>.
- 6.17 According to 2014-based household projections<sup>26</sup>, the number of households headed by someone aged 60 and over is expected to increase by 13,774 (28.7%) by 2035.
- 6.18 Household survey data (Table 6.2) indicates that around 47.7% of older people live in three and four-bedroom houses, around 37.4% live in bungalows, 8.2% in smaller houses and 5.7% live in flats. There are strong aspirations and expectations towards bungalows, 'other' property types which includes specialist provision and small flats. 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.

Table 6.2 Older person housing choices			
	Current Dwelling (%)	Aspiration (%)	Expectation (%)
1 or 2 -bedroom house	8.2	2.9	3.5
3-Bedroom house	38.2	10.6	7.5
4 or more-bedroom house	9.5	3.8	4.3
1 or 2-bedroom flat	5.5	9.0	8.2
3+ Bedroom Flat	0.2	0.0	0.0
1 or 2 -Bedroom Bungalow	26.5	43.2	41.7
3+-Bedroom Bungalow	10.9	22.5	25.1
Other	1.0	8.1	9.7
TOTAL	100.0	100.0	100.0
Base	34,287	1,359	955

Source 2018 household survey

### Future need for specialist older person accommodation and residential care institutions

- 6.19 Table 6.3 sets out the categories of specialist older person accommodation as shown on the Elderly Accommodation Counsel (EAC) website<sup>27</sup> and the Private Registered Provider Social Housing Stock Statistical Data Return (SDR) 2017 return.
- 6.20 Across the borough, there are around 6,045 units of specialist older persons accommodation. This includes 2,022 units of residential care (C2) dwellings.
- 6.21 Analysis would indicate that 65.9% of specialist older person provision including sheltered housing is owned by registered providers and 34% by private organisations.

<sup>25</sup> ONS 2016-based Subnational population projections

<sup>26</sup> CLG 2014-based household projections are the latest available at the time of drafting this report

<sup>27</sup> [www.housingcare.org](http://www.housingcare.org)

Table 6.3 Categories of older person accommodation		
Category	Number of units	Description
Age-exclusive housing	3,191	Schemes or developments that cater exclusively for older people, usually incorporate design features helpful to older people, and may have communal facilities such as a residents' lounge, guest suite and shared garden, but do not provide any regular on-site support to residents.
Care homes	999	A residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all homes in England, Scotland and Wales are known as 'care homes', but are registered to provide different levels of care A home registered simply as a <b>care home</b> will provide personal care only - help with washing, dressing and giving medication
Care home with nursing	1,023	A home registered as a <b>care home with nursing</b> will provide the same personal care but also have a qualified nurse on duty twenty-four hours a day to carry out nursing tasks. These homes are for people who are physically or mentally frail or people who need regular attention from a nurse.
Enhanced sheltered/close care	0	Sheltered housing that provides more in facilities and services than traditional sheltered housing but does not offer the full range of provision that is found in an Extra Care housing scheme
Retirement housing	552	Housing developments of a similar type to sheltered housing (see below), but built for sale, usually on a leasehold basis.
Extra Care housing	280	Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home.
Sheltered housing*		Sheltered housing means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors.
Total	6,045	Including Registered Provider dwellings

Source: EAC database [www.housingcare.org](http://www.housingcare.org);

\* No sheltered housing was reported in the EAC database however it did include 3,893 units of social rented dwellings. The Private Registered Provider Statistical Data Return (SDR) 2017 reports a total of 2,270 older person dwellings which reflects the scale of provision outlined in the EAC data.

- 6.22 Table 6.4 considers the ratio of older people to current provision and then applies this ratio to future household projections. This results in the need for 1,713 additional specialist older persons accommodation (C3) and 861 additional units of residential care provision (C2) over the plan period to 2035.

Table 6.4 Analysis of future need for specialist older person accommodation				
Current provision	Number of units 2018	Number aged 75 and over 2018	Number aged 75 and over 2032 (projected)	Change in need
-	-	25,900	36,500	
		Proportion of population to current provision	Applied to 2032 population	
Residential Care	2,022	7.9%	2,850	<b>828</b>
Older person housing	4,023	15.7%	5,669	<b>1,646</b>
Total	6,045		8,519	<b>2,474</b>

Source: Household Survey 2018

### Need for specialist older person housing evidenced in the household survey

- 6.23 Question 27 of the household survey asked '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'. Based on the data from respondents aged 65 and over (Table 6.5), 83.7% were planning to continue to live in their current home with support when needed. It was also noted that 16.2% would consider renting sheltered accommodation, 14.2% would rent Extra Care housing, 7.7% would consider buying on the open market and 7.2% would consider renting from a housing association. . Note that respondents could tick more than one option

Table 6.5 Older persons' housing options	
Housing option	% would consider
Continue to live in current home with support when needed	83.7
Buying a property in the open market	7.7
Rent a property from a private landlord	1.6
Rent from a housing association	7.2
Sheltered Accommodation – Renting	16.2
Sheltered Accommodation – Buying	8.0
Sheltered Accommodation - Shared Ownership	4.6
Extra Care Housing – Renting	14.2
Extra Care Housing – Buying	6.6
Extra Care Housing - Shared Ownership	3.7
Residential Care Home	7.2
Co-housing	8.2
Go to live with children or other relatives	4.5
Other	3.4
<i>Base (total households responding)</i>	23,709

Source: Household Survey 2018

6.24 Tables 6.6 and 6.7 summarise the data at ward level. This evidence suggests a need to continue to diversify the range of older persons' housing provision. Additionally, providing a wider range of older persons' accommodation has the potential to free-up larger family accommodation. Note that columns and rows do not sum to 100% of the total number of older persons households because this was a multiple-choice question.

Table 6.6 Older person housing options being considered (%)

Settlement	Housing option (number)														
	Continue to live in current home with support when needed	Buying a property in the open market	Rent a property from a private landlord	Rent from HA	Sheltered Accommodation - Renting	Sheltered Accommodation - Buying	Sheltered Accommodation - Shared Ownership	Extra Care Housing - Renting	Extra Care Housing - Buying	Extra Care Housing - Shared Ownership	Residential Care Home	Co-housing	Go to live with children or other relatives	Other	Base (weighted households responding)
Adwick le Street & Carcroft	82.8	6.7	1.7	5.9	19.7	2.9	4.7	12.6	5.0	1.3	7.1	5.9	4.2	4.2	1,161
Armthorpe	91.6	4.2	0.0	2.8	9.6	2.8	4.2	11.1	4.2	4.2	2.8	7.0	4.1	1.4	1,161
Balby South	81.7	2.8	6.0	14.9	22.7	10.0	5.1	19.2	7.1	5.1	7.3	7.3	0.0	0.0	919
Bentley	78.8	4.6	4.1	9.3	18.2	4.6	7.8	18.3	4.6	3.0	2.6	7.1	3.0	3.0	1,333
Bessacarr	89.5	8.8	0.0	6.1	15.8	10.6	7.0	11.4	11.4	7.0	11.4	9.6	6.1	2.6	1,561
Conisbrough	79.6	4.8	0.0	9.3	23.0	10.9	4.8	21.7	9.3	4.8	10.9	6.4	3.2	3.2	1,164
Edenthorpe & Kirk Sandall	84.9	9.6	0.0	3.9	8.4	8.1	5.1	7.4	6.1	3.0	4.1	5.5	3.5	2.0	690
Edlington & Warmsworth	66.9	4.5	0.0	14.8	35.4	7.4	6.0	28.0	1.5	3.0	3.3	9.0	1.5	3.0	957
Finningley	90.5	14.6	1.7	2.6	11.2	9.5	1.7	7.8	6.9	2.6	6.4	8.1	2.6	2.6	1,284
Hatfield	89.5	5.4	4.9	5.1	13.9	7.5	4.3	11.6	4.3	3.2	5.4	7.5	4.3	0.0	1,299
Hexthorpe & Balby North	87.4	10.5	0.0	9.2	14.6	7.2	3.8	14.4	1.9	1.9	0.0	3.8	6.9	0.0	783
Mexborough	80.0	5.3	0.0	5.9	22.5	5.3	0.0	12.5	5.3	0.0	5.3	5.3	1.8	5.3	1,044
Norton & Askern	87.0	6.7	0.0	3.1	10.4	11.3	3.1	8.4	5.1	3.1	3.2	3.1	3.1	3.1	1,327
Roman Ridge	81.3	4.2	0.0	7.9	11.0	4.2	5.4	3.3	2.1	5.4	9.6	6.4	5.4	3.3	1,040
Rossington & Bawtry	88.4	12.4	2.2	6.0	15.5	9.0	3.4	14.5	9.0	4.5	6.3	4.5	9.3	1.1	1,253
Spotbrough	79.2	11.7	3.5	8.7	13.8	14.3	6.2	14.0	16.9	5.3	10.7	13.4	5.3	4.2	1,071
Stainforth & Barnby Dun	88.1	5.2	1.0	2.2	8.1	11.6	9.6	9.2	10.6	8.4	2.2	8.7	5.8	5.2	972
Thorne & Moorends	81.3	5.0	2.0	10.6	12.6	5.7	2.0	19.5	3.8	2.0	15.2	10.8	0.0	3.9	1,114
Tickhill & Wadworth	79.1	17.8	1.8	4.6	10.7	11.5	0.9	9.3	8.0	0.0	10.9	5.4	3.6	3.6	927
Town	74.7	17.9	1.8	16.2	27.5	10.9	9.0	26.1	10.9	7.2	13.0	18.0	10.7	9.0	1,071
Wheatley Hills & Intake	87.5	2.6	1.3	6.3	16.5	3.9	2.6	17.9	2.6	1.3	9.1	14.7	8.0	8.0	1,579
Total	83.7	7.7	1.6	7.2	16.2	8.0	4.6	14.2	6.6	3.7	7.2	8.2	4.5	3.4	23,709

Source: 2018 Household Survey

**Table 6.7 Older person housing options being considered (number)**

Settlement	Housing option (number)														
	Continue to live in current home with support when needed	Buying a property in the open market	Rent a property from a private landlord	Rent from HA	Sheltered Accommodation - Renting	Sheltered Accommodation - Buying	Sheltered Accommodation - Shared Ownership	Extra Care Housing - Renting	Extra Care Housing - Buying	Extra Care Housing - Shared Ownership	Residential Care Home	Co-housing	Go to live with children or other relatives	Other	Base (weighted households responding)
Adwick le Street & Carcroft	961	78	20	68	229	34	54	146	58	15	83	68	49	49	1,161
Armthorpe	1,064	49	0	33	112	33	49	129	49	49	33	81	48	16	1,161
Balby South	751	26	55	137	209	92	47	176	65	47	67	67	0	0	919
Bentley	1,050	61	55	124	242	61	104	244	61	40	35	95	40	40	1,333
Bessacarr	1,397	137	0	96	247	165	110	178	178	110	178	150	96	41	1,561
Conisbrough	926	56	0	108	268	127	56	253	108	56	127	75	37	37	1,164
Edenthorpe & Kirk Sandall	586	66	0	27	58	56	35	51	42	21	28	38	24	14	690
Edlington & Warmsworth	640	43	0	142	339	71	57	268	14	29	32	86	14	29	957
Finningley	1,162	188	22	33	144	122	22	100	88	33	82	104	33	33	1,284
Hatfield	1,162	70	64	66	180	98	56	151	56	42	70	98	56	0	1,299
Hexthorpe & Balby North	684	82	0	72	114	56	30	113	15	15	0	30	54	0	783
Mexborough	835	55	0	62	235	55	0	130	55	0	55	55	19	55	1,044
Norton & Askern	1,155	89	0	41	138	150	41	111	68	41	42	41	41	41	1,327
Roman Ridge	846	44	0	82	114	44	56	34	22	56	100	67	56	34	1,040
Rossington & Bawtry	1,108	155	28	75	194	113	42	182	113	56	79	56	117	14	1,253
Spotbrough	848	125	37	93	148	153	66	150	181	57	115	143	57	45	1,071
Stainforth & Barnby Dun	856	51	10	21	79	113	93	89	103	82	21	85	56	51	972
Thorne & Moorends	906	56	22	118	140	63	22	217	42	22	169	120	0	43	1,114
Tickhill & Wadworth	733	165	17	43	99	107	8	86	74	0	101	50	33	33	927
Town	800	192	19	173	294	117	96	279	117	77	139	193	115	96	1,071
Wheatley Hills & Intake	1,381	41	21	100	260	62	41	282	41	21	143	232	126	127	1,579
Total	19,849	1,829	369	1,713	3,843	1,892	1,085	3,370	1,553	868	1,698	1,935	1,071	800	23,709

Source: 2018 Household Survey

- 6.25 Of all households where the household representative person (HRP) was 65 or over, the 2018 household survey found that 7.4% (1,758) would like to move in the next 5 years; 4.2% would like to move but are unable to; and 88.4% do not want to move.
- 6.26 Of households with a HRP aged 65 and over who are unable to move, over half (61.5%) stated they could not afford to; 27.1% stated that it was due to reasons not listed, 22.4% stated that there is a lack of suitable property in the area wanted and 21.3% stated that there is a lack of suitable property of the type wanted, 16.6% stated a lack of suitable accommodation with adaptations needed (table 6.8). Respondents could choose more than one response.

<b>Table 6.8      Reasons why households with an HRP aged 65 and over are unable to move home</b>		
<b>Reasons</b>	<b>(%)</b>	<b>Count</b>
Cannot afford to	61.5	579
Negative Equity	2.7	25
Lack of suitable accommodation with adaptations needed	16.6	156
Lack of suitable accommodation in area wanted	22.4	211
Lack of suitable accommodation of type wanted	21.3	200
Need to give support	5.6	53
Need to receive support	11.6	109
Would disrupt child(rens) education	2.0	19
Employment (work locally)	2.0	19
Economic Uncertainty	3.4	32
Other reasons	27.1	255
<i>Base (households responding)</i>	<i>941</i>	<i>941</i>

Source: 2018 Household Survey

- 6.27 Of households with a HRP aged 65 and over and planning to move, the household survey found that the main reasons for moving were health problems or they need housing suitable for an older/disabled person (38%), needing a smaller property (for instance too big to manage) (35.2%), wanting a smaller garden (25.5%) and needing a smaller property for other reasons (25.4%).
- 6.28 Table 6.9 considers the number of older person households who want to downsize to a smaller property, remain in the same size of property or upsize. The table shows the number of bedrooms the household currently has and the number they would like.

**Table 6.9 Older person rightsizing**

Current property size	Number of bedrooms would like?				Total
	One	Two	Three	Four	
One	49	0	0	0	49
Two	169	209	65	0	443
Three	356	286	114	18	774
Four	21	28	222	29	300
Five or more	0	0	36	34	70
Total	595	523	437	81	1636

Source: 2018 Household Survey

	Downsize
	Remain same size
	Upsize

- 6.29 Table 6.10 considers the future housing choices being considered by older households within the next 5 years by reference to their current number of bedrooms and the number of bedrooms aspired towards and expected to move to. In terms of moving to a smaller property, 64.9% of older households aspired to downsize and 74.4% expected to achieve this (i.e. move to a property with fewer bedrooms). 29.4% aspired to move into a property with the same number of bedrooms as they presently occupy; 23.4% expected to achieve this. A further 5.1% of older households aspired towards upsizing to a property with a larger number of bedrooms, and 2.2% expected to achieve this.

**Table 6.10 Future housing choices of older households (downsizing/upsizing)**

Housing choice	Aspiration (%)	Expectation (%)
Downsizing (moving to a smaller property)	70.4	74.4
Staying same	24.5	23.4
Upsizing (moving to larger property)	5.1	2.2
Total	100.0	100.0
Base (households responding)	1,636	1,215

Source: 2018 Household Survey

### Assistance in the home

- 6.30 The range of assistance required from all households including older person households by 60-74 and 75+ age groups is explored in Table 6.11. The level of assistance required increases with age group and the majority of 85+ households require help with gardening and around half require help with cleaning the home, other practical tasks and repair and maintenance of the home.

Table 6.11 Type of assistance required either now or in next five years by age group				
	Under 60 (%)	60-74 (%)	75+ (%)	All households (%)
Help with repair and maintenance of home	20.6	34.5	52.5	28.6
Help with gardening	14.4	31.9	62.5	25.4
Help with cleaning home	12.5	23.5	50.8	20.3
Help with other practical tasks	10.1	19.0	41.8	16.6
Help with personal care	10.3	15.6	28.7	14.1
Want company / friendship	10.1	14.2	23.3	12.9
Base (All households)	69,587	37,069	14,171	120,827

Source: 2018 Household Survey

- 6.31 Given the high proportion of older households who want to continue living in their own home Table 6.6 and associated discussion shows that 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.

### Conclusions of the need for older persons housing

- 6.32 In accordance with PPG, the LHNA has considered the future need for specialist accommodation, the need for residential care institutions and considered the role of general housing in meeting needs, in particular bungalows and homes that can be adapted to meet a change in needs.
- 6.33 The number of households headed by someone aged 60 or over is expected to increase by 13,774 by 2035. The majority (79.2%) want to continue to live in their current home with support when needed according to the household survey, with help with repair/maintenance, gardening, cleaning and other practical tasks key support which would help people remain in their own home. However, the household survey also points to a need to deliver a range of bungalows and flats for older people in the general market and specialist older housing provision.
- 6.34 There are currently around 6,045 units of specialist older persons accommodation including 2,022 units of residential care (C2) units. 65.9% is provided by a registered provider, 19.2% by a private organization and 13.8% by Housing Associations. It is estimated that an additional 1,713 units of specialist older person (C3 and 861 units of residential care (C2) will be required to 2035.
- 6.35 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the LHNA has provided evidence of scale and range of dwellings needed.

## Housing for people with disabilities and additional needs

- 6.36 A range of data has been examined to consider the housing needs of people with disabilities and additional needs. This section considers data which sets out the likely scale of residents who have particular disabilities and additional needs; and then considers any evidence regarding the nature of dwelling stock required to help meet the needs of different groups.
- 6.37 The data assembled falls into the following categories:
- national sources including the Census, national disability prevalence rates applied to the Borough population, Disability Living Allowance statistics;
  - data from the household survey
  - qualitative data obtained from service providers within the council through in-depth discussions;
  - feedback from general stakeholder consultation carried out as part of the research process.
- 6.38 It should be noted that there can be variation in the estimates of residents with particular disabilities and additional needs. There are several reasons for this, for instance a person may self-report as having an illness/disability on the 2011 Census or the 2018 household survey but not be known to service providers; and some data may be collected for specific administrative purposes, for instance when someone presents themselves to service providers for assistance. There are also variations in the timescales for data reported across different groups. Therefore, the data is not necessarily consistent across each of the needs group, but a genuine attempt has been made to compile available data from published sources, primary research and data from council officers and consider the accommodation needs of particular groups.
- 6.39 Arc4 considers that the following categories of need should be considered in an assessment of needs for people with disabilities and additional needs. This forms the basis of our assessment of housing need for people with disabilities and additional needs:
- A. People with disability and health needs:**
- People with learning disabilities,
  - People with profound intellectual and multiple disabilities (complex needs),
  - People with Autism including Asperger's,
  - People with behaviours which challenge e.g. people with complex mental health needs, learning disabilities and autism (Transforming Care cohort) who may be a risk to self and to others,
  - People with physical disabilities,
  - People with sensory impairments,
  - Rehabilitation or Reablement support (e.g. acquired brain injury, stroke, following a hospital stay),

- People with profound/complex needs who have a combination of conditions which can also include long-term conditions (e.g. diabetes, heart disease),
- People experiencing early onset dementia.

**B. Other people with support needs**

- People with multiple disadvantages,
- People with mental health issues,
- Rehabilitation support for substance users (e.g. drugs, alcohol),
- People experiencing homelessness and rough sleepers,
- Young people with support needs (including NEET, floating support, leaving care and at risk),
- People fleeing domestic abuse,
- Ex-offenders and people using probation services,
- People with learning difficulties (e.g. ADHD, dyslexia, dyspraxia, dysphasia),
- Ex-armed forces,
- People without recourse and access to finances (not in receipt of benefits) – e.g. asylum seekers, refugees and people unable to claim benefits.

6.40 Whilst information is not necessarily readily available for all these groups, it is recommended that this analysis provides basis for future reviews of supported and special needs housing across the borough.

### Establishing the overall level of disability/support and adaptation needs across the borough

- 6.41 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.
- 6.42 The data available from a range of sources are now explored to establish a broad measure of the overall level of disability/support needs across the borough, drawing upon: the 2011 Census; Household Survey evidence; and likely prevalence based on national rates.

### Census 2011 data

- 6.43 The Census 2011 recorded a baseline of broad measures of disability across the population. Table 6.12 reports that across the borough, 7.1% of residents stated they were in bad or very bad health (and particularly associated with older age groups) and a further 14.9% were in 'fair' health. The majority (78%) were in 'very good or good health'. Overall, the 2011 Census estimated that around 65,333 residents were in fair or bad/very bad health (22% of residents). This compares with 18.3% for England.

Table 6.12 Long-term health problem or disability			
Age Group	Measure of health (%)		
	Very good or good health (%)	Fair health (%)	Bad or very bad health (%)
Age 0 to 15	97.2	2.1	0.6
Age 16 to 24	94.4	4.4	1.2
Age 25 to 34	90.7	7.0	2.3
Age 35 to 49	83.0	11.7	5.3
Age 50 to 64	66.3	21.9	11.8
Age 65 to 74	51.0	33.4	15.6
Age 75 to 84	35.7	43.3	21.0
Age 85 and over	22.1	48.8	29.1
All categories: Age	78.0	14.9	7.1
Total by measure of health	<b>231,867</b>	<b>44,225</b>	<b>21,108</b>

Source: 2011 Census Table DC3302EW

- 6.44 The Census also reported that around 31,688 (10.7%) of residents reported that their daily activities were limited 'a lot' and 31,156 (10.5%) 'a little'. This compares with slightly lower figures for England (8.3% and 9.3% respectively).

### Household Survey evidence

- 6.45 Across the borough, the 2018 household survey identified around 82,200 people who stated they had an illness/disability (26.6% of residents). A total of 61,720 households (47.5%) contained at least one person with at least one illness/disability.
- 6.46 Table 6.13 summarises the proportion of households containing someone with a particular illness or disability at borough level. The most frequently mentioned illnesses/disabilities across the whole borough are long-standing health conditions (10.5%), physical mobility/impairment (7.5%) and mental health (4.7%).

Table 6.13 Number of people stating illness/disability		
Illness/disability	Number of people	As % of population
Physical / mobility impairment	23,069	7.5
Learning disability / difficulty	5,808	1.9
Mental health problem	14,492	4.7
Visual impairment	9,185	3.0
Hearing impairment	15,057	4.9
Long standing illness or health condition	32,443	10.5
Older Age-related illness or disability	6,601	2.1
Other	17,169	5.6
Total residents with one or more illness/disability	82,209	26.6

Source: 2018 household survey

Note a resident may have more than one disability so the total of 82,209 is not the sum of the numbers in the rows above the total

### *Adaptations and home improvements*

- 6.47 The 2018 household survey found that overall 9% of all properties across the borough have been adapted or purpose built for a person with a long-term illness, health problem or disability. 9.1% of households said they require care or support to enable them to stay in their current home. 66.6% of households stated that there is sufficient space for a carer to stay overnight if this was needed.
- 6.48 Table 6.14 summarises this data by ward and highlights areas with high levels of adaptation and high levels of need for care/support. It also highlights areas where there are lower levels of space available for a carer to stay overnight. In terms of adaptations, these are most prevalent in Adwick le Street & Carcroft (12.4%), Bentley (12.0%) and Hatfield (11.8%). Adwick le Street & Carcroft and Bentley also had the highest levels of care/support needs to enable household members to stay at their home, 15.8% and 12.5% respectively. Adwick le Street & Carcroft has the second lowest proportion of dwellings with sufficient space for a carer to stay overnight (58.3%).

**Table 6.14 Adaptations, support requirements and space for carer to stay by Ward**

Ward	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 (%)
Adwick le Street & Carcroft	12.4%	15.8%	58.3%
Armthorpe	8.8%	11.8%	62.2%
Balby South	11.5%	11.4%	59.0%
Bentley	12.0%	12.5%	63.1%
Bessacarr	7.8%	6.4%	69.3%
Conisbrough	10.6%	13.5%	67.5%
Edenthorpe & Kirk Sandall	7.4%	5.9%	65.4%
Edlington & Warmsworth	7.1%	8.5%	62.3%
Finningley	3.4%	5.7%	79.2%
Hatfield	11.8%	6.2%	72.1%
Hexthorpe & Balby North	10.6%	7.5%	57.8%
Mexborough	9.8%	10.9%	62.0%
Norton & Askern	7.0%	7.5%	77.2%
Roman Ridge	8.4%	10.7%	63.9%
Rossington & Bawtry	9.2%	5.8%	64.0%
Sprotbrough	7.5%	7.4%	77.8%
Stainforth & Barnby Dun	8.5%	6.7%	68.6%
Thorne & Moorends	9.2%	10.5%	72.2%
Tickhill & Wadworth	6.2%	5.1%	73.8%
Town	6.4%	7.3%	60.3%
Wheatley Hills & Intake	10.4%	10.4%	66.3%
<b>Total</b>	<b>9.0%</b>	<b>9.1%</b>	<b>66.6%</b>

Source: 2018 Household Survey

- 6.49 The 2018 household survey asked whether adaptations were required by households (Table 6.15). This takes account of the PPG which asks councils to consider the extent to which existing dwelling stock can help meet the needs of older people. The most frequently reported adaptations were better heating (13.2%), more insulation (12.3%), double glazing (11.1%) and adaptations to bathroom (10.8%). Table 6.15 identifies the proportion of households where the HRP is aged under 60 and 60 and over who require adaptations. A more detailed breakdown of data for the older age group is also provided.

Table 6.15 Adaptations and home improvements required either now or in next 5 years by age					
Adaptation/improvement required	Age group (% of households)				Total
	Under 60 years	60 and over	Further breakdown of 60+		
			60-74	75+	
Better heating	14.0	12.1	12.3	11.4	13.2
More insulation (loft, wall cavities)	13.9	10.2	11.3	7.2	12.3
Double glazing	12.0	9.8	11.5	5.5	11.1
Adaptations to kitchen	7.4	5.6	5.7	5.2	6.6
Adaptations to Bathroom (e.g. level-access shower)	8.0	14.6	14.4	15.3	10.8
Internal handrails / grab rails	5.5	12.6	11.8	14.7	8.5
External handrails /grab rails	4.6	10.4	9.2	13.5	7.0
Downstairs WC	6.1	7.4	7.4	7.7	6.7
Stair lift / vertical lift	3.1	9.2	8.4	11.4	5.7
Improvements to access (e.g. level access in and around home)	3.1	5.7	5.5	6.2	4.2
Wheelchair adaptations (including door widening and ramps)	2.9	5.4	4.9	6.7	3.9
Lever door handles	1.7	2.8	2.9	2.7	2.2
Room for a carer	1.8	3.5	3.4	3.8	2.5
Community alarm service	2.0	7.3	5.8	11.4	4.3
Security alarm	7.9	7.8	8.0	7.2	7.9
Increase the size of property (e.g. extension, loft conversion)	8.0	2.9	3.3	1.7	5.9
Sound proofing	5.6	4.1	4.8	2.4	5.0
Improved ventilation	5.7	3.7	4.5	1.6	4.9
Base (all households)	69,587	51,240	37,069	14,171	120,827

Source: 2018 Household Survey

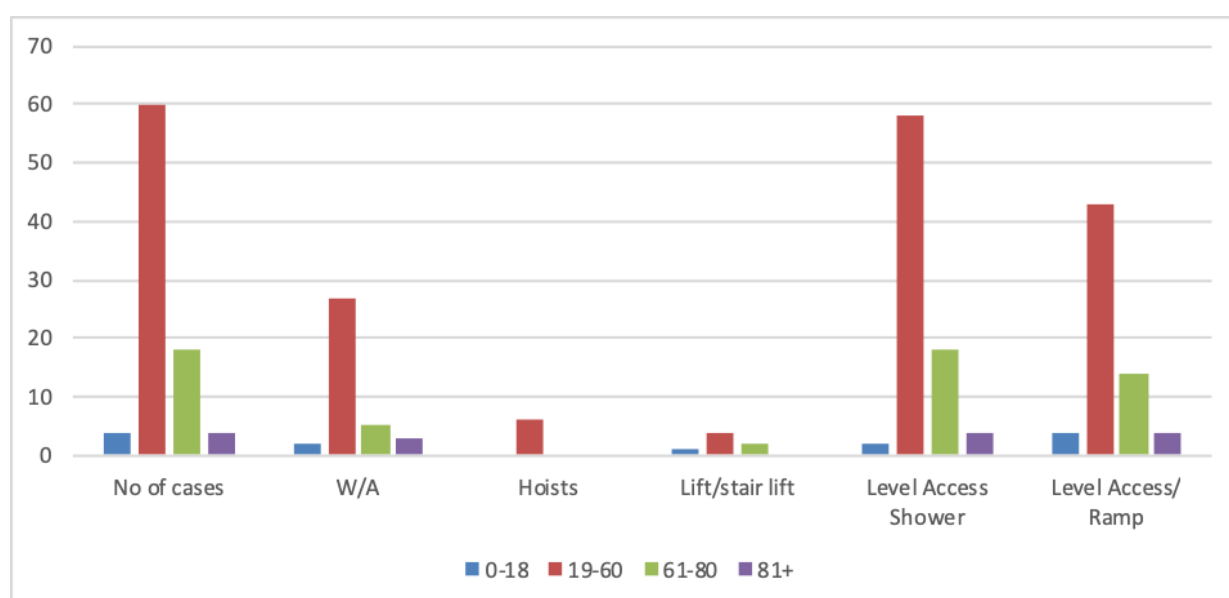
- 6.50 Where the HRP is over 60 , the most frequently reported adaptations were adaptations to bathroom (14.6%), internal handrails/grab rails (12.6%), better heating (12.1%), external hand/grab rails (10.4%) and more insulation (10.2%).
- 6.51 By comparison, households where the HRP is under 60 years, the most frequently mentioned better heating (14%), more insulation (13.9%) and double glazing (12%).

- 6.52 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 many will self-fund.
- 6.53 As a preventative measure, the government has given local authorities discretionary powers to require housebuilders to build a proportion of new homes to defined access standards. This is explored further in this chapter.

### Information from the council

- 6.54 The following information has been obtained from the service commissioning team. We were told that the council's strategy for physical disability was under review.
- 6.55 Doncaster is seeking to reduce reliance on home care and want people to live more independently, using family support more. The council maintains an accessible housing register (AHR). Currently there are 86 households on the register. In the last year 80 households on the register were rehoused. Figure 6.1 shows the age of applicants on the register and the adaptation required.

**Figure 6.1** Number of AHR applicants by age, with the adaptation required

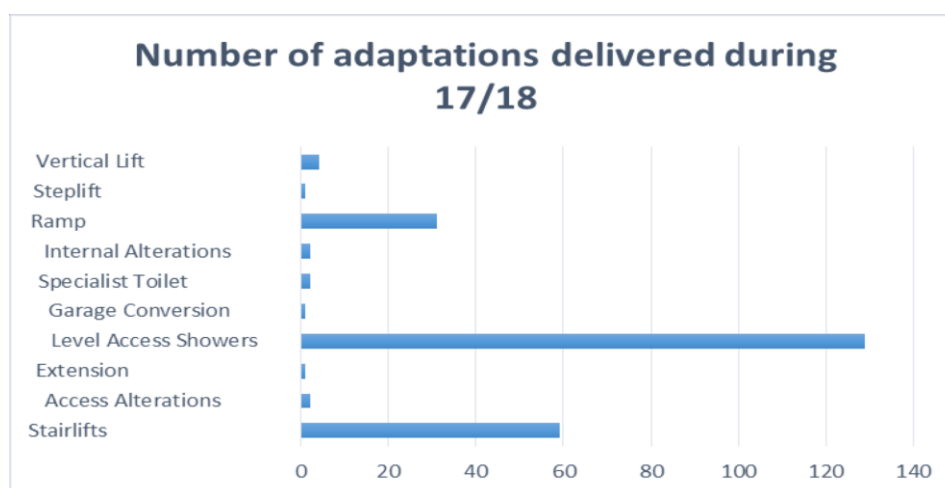


Source: Doncaster Council (W/A= wheelchair adaptation)

- 6.56 We were told that the main barriers to re-housing people are the lack of suitably adapted or ground floor properties in the individuals chosen location. Properties will become available in areas but the people needing them will want to live in a specific

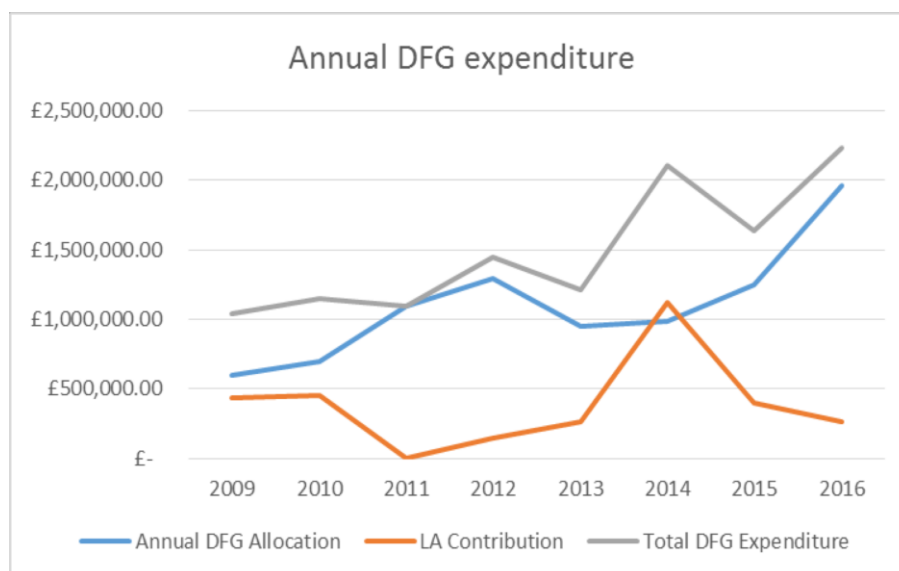
- area. A mix of one and two bed accessible/adapted properties are needed, these are popular, the 'bedroom tax' for under occupation has affected these changing needs. As a consequence, the council needs to adapt family homes to enable families to stay in the same property building an extension for example. Families want locations near schools, amenities and access and transport.
- 6.57 We were told that the most complex cases are paediatric cases. It is more difficult to house families with children with health needs or disabilities. Particularly, larger families. They may be limited to geographical areas and have complex needs including lots of 'unknown' factors making housing difficult to find and the children often have changing needs.
- 6.58 Officers considered that a mix of one and two bed accessible/adapted properties are needed for younger clients, driven by the 'bedroom tax'.
- 6.59 We were told that the council can struggle to provide home care support in rural areas and villages so not only housing is an issue but also finding support providers.
- 6.60 Officers suggested that it would be beneficial if the Housing Solutions Panel was reinstated. The panel worked with the AHR, adaptations, assets, strategic housing. It met quarterly to look at the individuals who were proving difficult to house.
- 6.61 More widely we were told that there is a lack of supported housing for people coming out of hospital with mental health problems and young people leaving care with support needs or behavioural issues. Doncaster needs more housing with support provided to enable independent living skills. There is a revolving door problem with the same people struggling to maintain their tenancies and becoming homeless. Officers told us that a step-down (from hospital) approach is needed. People with mental health issues may have specific needs, for example, someone experiencing psychosis may not cope in a flat and may need a bungalow or detached property.
- 6.62 The following slides were provided by the council regarding the volume and nature of adaptations delivered in the previous financial year. The volume of requests for level access showers and stairlifts is noteworthy.

**Figure 6.2** Number and type of adaptations delivered during 2017



- 6.63 The cost of adaptations delivered through the disabled facilities grant system is significant.

**Figure 6.3 Annual cost of DFG adaptations delivered**



### Recommendations for optional accessibility and wheelchair standard housing

- 6.64 The 2018 household survey indicates that 9.0 % 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 adapted properties will need to increase by 1,392 over the plan period (Table 6.16). 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.
- 6.65 As reported above, the volume of adaptations and their cost is significant and in the long-term adoption of these standards would help to reduce the need for adaptations.

**Table 6.16** Future need for adapted properties

Age Group	Year			% properties with adaptations	Number of adapted properties required by age group		
Year:	2018	2032	change		2018	2032	Change
Under 65	91,578	87,872	-3,706	7.4	6,777	6,503	-274
65+	39,174	50,166	10,992	12.6	4,936	6,321	1,385
Total	130,752	138,038	7,286	9.0	11,713	12,823	1,100
Source	ONS 2016-based hh projections	ONS 2016-based hh projections		2018 Household Survey	2018 survey applied to ONS 2016-based hh projections	2018 survey applied to ONS 2016	

- 6.66 Residents in 4% of all properties across the borough require wheelchair accessibility. Demographic modelling of data would suggest that the number of wheelchair accessible dwellings needs to increase by around 665 dwellings over the plan period.
- 6.67 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.
- 6.68 In 2015, the Government introduced new optional accessibility standards for dwellings which 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<sup>28</sup> as set out in Table 6.17. 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 6.4 and 6.5 define these optional accessibility standards further. The optional standards are now being proposed by local authorities in their local plans<sup>29</sup>.

<sup>28</sup>[https://www.planningportal.co.uk/info/200135/approved\\_documents/80/part\\_m\\_-\\_access\\_to\\_and\\_use\\_of\\_buildings](https://www.planningportal.co.uk/info/200135/approved_documents/80/part_m_-_access_to_and_use_of_buildings)

<sup>29</sup> In Greater London, the target is 90% for M4(2) and 10% for M4(3). In Greater Manchester, the Greater Manchester Spatial Framework policy GM H3 calls for all new dwellings to be built to the 'accessible and adaptable' standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable

Table 6.17 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 6.4 Explanation of optional accessibility standard M4(2)**

In the Secretary of State's view, optional requirement M4(2) will be met where a new dwelling makes reasonable provision for most people to access the dwelling 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. Reasonable provision is made if the dwelling complies with all of the following.

- Within the curtilage of the dwelling, or of 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 intended for the occupants to use.
- 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.
- A wide range of people, including older and disabled people and some wheelchair users, are able to use the accommodation and its sanitary facilities.
- Features are provided to enable common adaptations to be carried out in future to increase the accessibility and functionality of the dwelling.
- Wall-mounted switches, socket outlets and other controls are reasonably accessible to people who have reduced reach.

**Figure 6.5 Explanation of optional accessibility standard M4(3)**

In the Secretary of State's view, optional requirement M4(3) will be met where a new dwelling makes reasonable provision, either at completion or at a point following completion, 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. Reasonable provision is made if the dwelling complies with all of the following.

- Within the curtilage of the dwelling or of 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 facility for occupants' use.
- Access to the WC and other accommodation within the entrance storey is step-free and the dwelling is designed to have the potential for step-free access to all other parts.
- There is sufficient internal space to make accommodation within the dwelling suitable for a wheelchair user.
- The dwelling is wheelchair adaptable such that key parts of the accommodation, including sanitary facilities and kitchens, could be easily altered to meet the needs of a wheelchair user or, where required by a local planning authority, the dwelling is wheelchair accessible.
- Wall-mounted switches, controls and socket outlets are accessible to people who have reduced reach.

6.69 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 5% of new dwellings are built to M4(3) wheelchair accessible standard<sup>30</sup>; and
- The Council should consider building all remaining dwellings to M(4) 2 standard, subject to viability considerations.

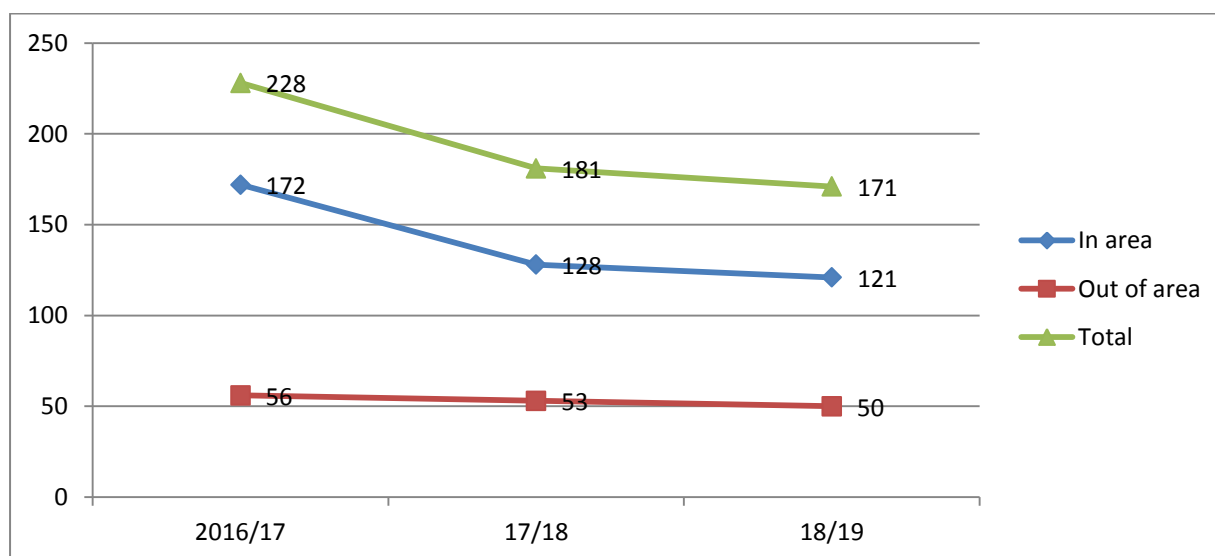
6.70 It should be noted however that any percentage requirements for accessible housing are subject to cumulative viability testing. It is also recommended that needs are monitored closely given the ageing population over the Plan Period.

### Learning Disability and Autism

6.71 Arc4 was advised that a project to identify accommodation and support needs from this group had been separately commissioned. Reporting is therefore limited to the following overview provided by the service commissioning team.

6.72 Doncaster Council and Doncaster CCG have both committed to increase the number of people with Learning Disabilities and/or Autism living in their own home and reduce the number of people living in residential care homes. The current position as reported by the Rotherham Doncaster and South Humber HNS trust (RDaSH) shows an apparent shift in provision having taken place over the past 3 years (Figure 6.6).

**Figure 6.6 People in Residential Services 2016-2018/19**



Source: RDaSH

<sup>30</sup> This is based on a need for 665 wheelchair dwellings to be built over the plan period to 2032 out of a total of 13,800 ((920 x 15years) = 4.8% rounded up to 5%)

- 6.73 St Leger Homes identified 376 people living in their properties who identify themselves with a learning disability or autistic spectrum condition. It is assumed that most of these people will not be eligible for adult social care or specialist health care, but in the context of the Autism strategy and preventative services this is useful context.
- 6.74 There are only 6 older people with learning disabilities and/or autism living in Extra Care Schemes, and 1 couple currently on the waiting list.

## Benefit claimants - disability living allowance (DLA) by disabling condition

- 6.75 The Department of Work and Pensions (DWP) publishes information about the number of people receiving Disability Living Allowance (DLA) and the conditions associated with the claim. Table 6.18 indicates that 4.3% of the population receive DLA, with 4.4% of all residents under 16, 2.8% of residents aged 16-49, 4.3% of residents aged 50-64 and 10.8% of all residents aged 65 and over in receipt of DLA. The disabling conditions reported by borough residents in receipt of DLA are shown in Table 6.19 which indicates that the most prevalent conditions are arthritis and learning difficulties.

Table 6.18 DLA claimants by age group				
Age group	Number of claimants	% of claimants	Population 2018 (est.)	% population DLA claimant
Under 16	2,380	17.9	55,400	4.3
16-24	330	2.5	34,100	1.0
25-49	1,810	13.6	99,900	1.8
50-64	2,630	19.7	60,800	4.3
65 and over	6,170	46.3	57,200	10.8
Total	13,320	100.0	307,400	4.3

Source: NOMIS

Table 6.19 DLA claimants by disabling condition				
Disabling Condition	Age Group			Total %
	<65	65+	Total	
Total	7,150	6,170	13,320	
Arthritis	510	2,290	2,800	21.0
Learning Difficulties	2000	80	2,080	15.6
Disease of the Muscles, Bones or Joints	400	370	770	5.8
Back pain - other / Precise diagnosis not Specified	260	380	640	4.8
Heart Disease	110	500	610	4.6
Psychosis	420	110	530	4.0
Neurological Diseases	390	130	520	3.9
Spondylosis	90	390	480	3.6
Behavioural Disorder	450	0	450	3.4
Unknown / Transfer from Attendance Allowance	250	190	440	3.3
Chest Disease	90	340	430	3.2
Psychoneurosis	280	140	420	3.2
Cerebrovascular Disease	130	260	390	2.9
Epilepsy	230	40	270	2.0
Blindness	150	110	260	2.0
Deafness	190	40	230	1.7
Diabetes Mellitus	150	80	230	1.7
Trauma to Limbs	110	90	200	1.5
Malignant Disease	70	130	200	1.5
Multiple Sclerosis	140	50	190	1.4
Hyperkinetic Syndromes	150	0	150	1.1
Other (conditions each representing less than 1% of total recipients)	580	450	1,030	7.7

### National disability prevalence rates applied to Doncaster borough

- 6.76 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 by age group to establish the potential number of residents who have a disability at the start of the plan period and how this is likely to change over the plan period 2016-2032 (Table 6.20). Although the number of people does not necessarily translate to a specific housing need, it provides a further insight into the likely level of disability experienced by residents in the borough. A total of around 65,578 people experiencing a disability is suggested which represents 21.3% of residents in households and this is expected to increase to 23.3% by 2032. This results in an additional 7,779 people.

Table 6.20 Estimate of the number of people with a particular disability			
Year:	Estimate of residents with a disability		
	2016	2032	Change
Base (total in households with disability)	65,578	73,357	7,779
% of population with disability	21.3	23.3	2.0

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

## Homeless and previously-homeless households

- 6.77 Ministry of Housing, Communities and Local Government (MHCLG) Homelessness Statistics for the year 2017/18 indicate that a total of 661 decisions were made on households declaring themselves as homeless across the borough (Table 6.21). Of these households, 315 were unsuccessful applicants and 346 were accepted as homeless. Over the three years 2015/16 to 2017/18, there has been an increase in the number accepted as homeless. Over the eight-year period an annual average of 347 decisions were made across the borough and an average of 197 households were declared as eligible but not homeless, homeless but not in priority need and intentionally homeless.

<b>Year</b>	<b>Total Decisions</b>	<b>Accepted as Homeless</b>	<b>Homeless but not Priority</b>	<b>Eligible but not homeless</b>	<b>Intentionally homeless</b>
2010-11	227	53	85	80	9
2011-12	212	61	52	80	19
2012-13	179	58	54	56	11
2013-14	178	88	21	61	8
2014-15	307	177	40	72	18
2015-16	389	139	61	152	37
2016-17	620	276	98	208	38
2017-18	661	346	85	199	31
<b>Total</b>	<b>2,773</b>	<b>1,198</b>	<b>496</b>	<b>908</b>	<b>171</b>
<b>Annual Average</b>	<b>347</b>	<b>150</b>	<b>62</b>	<b>114</b>	<b>21</b>

Source: MHCLG Homelessness Statistics

- 6.78 The 2018 household survey identified 745 households that had been previously homeless or living in temporary accommodation and had moved to their present accommodation in the past five years.
- 6.79 Table 6.22 presents a range of information relating to the characteristics of previously homeless households and the dwelling choices that they made. 42% of households previously homeless have moved into the private rented sector, 37.3% of households moved into social rented or affordable accommodation and 20.7% now live in owner-occupied dwellings. Over half (52%) of previously homeless households have moved into flats or apartments, with most moving into smaller dwellings (23% with one bedroom and 43.3% with two-bedrooms). 30.6% moved into houses and 33.7% moved into properties with three or more-bedrooms. Over two thirds (71.4%) of previously homeless households have moved within the borough area.
- 6.80 The incomes of previously homeless households are generally low with 20.7% receiving less than £150 each week, and a further 44% receiving between £150 and £350 each week. While 43.4% of previously homeless households identified as single

adults under 65 years, 17.5% of households include three or more children under the age of 18.

Table 6.22 Characteristics of households previously homeless			
Household Type	%	Property Type	%
Single Adult (under 65)	43.4	House	30.6
Single Adult (65 or over)	8.6	Flat/apartment	52.0
Couple only (both under 65)	25.1	Bungalow	17.4
Couple only (65 or over)	5.4		
Couple with 1 or 2 child(ren) under 18	0		
Couple with 3+ children under 18	17.5		
Couple with child(ren) aged 18+	0		
Lone parent with 1 or 2 child(ren) under 18	0		
Lone parent with 3+ children under 18	0		
Other	0		
Total	100.0	Total	100.0
Current tenure	%	Origin	%
Owner Occupied	20.7	Within the Borough	71.4
Private Rented	42.0	Outside the Borough	28.6
Social Rented/Affordable	37.3		
Total	100.0	Total	100.0
Current income (Gross weekly)	%	Property size	%
Under £150	20.7	Studio/1 Bed	23.0
£150 to <£350	44	2 Beds	43.3
£350+	35.3	3 or more Beds	33.7
Total	100.0	Total	100.0

Base: 375 households previously homeless

Source: 2018 Household Survey

- 6.81 There are a multitude of reasons why households become homeless. Some are relationship breakdown or financial problems that result in a mortgage provider or landlord seeking possession. A small but visible component are people that have chaotic lifestyles, some of whom are street homeless. The following section focuses on these groups

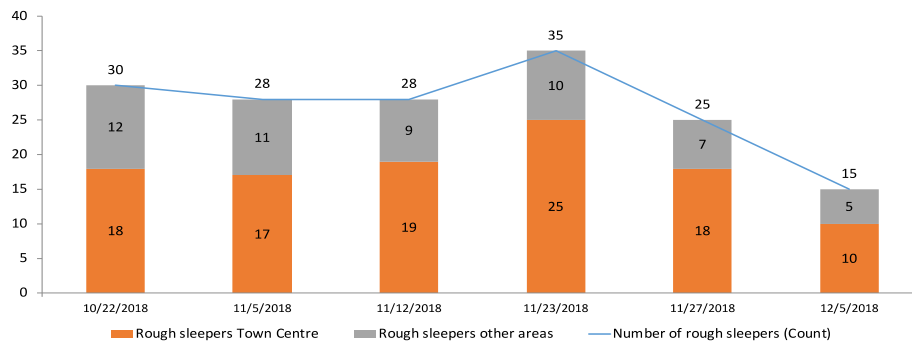
### *People with Chaotic Lifestyles and street homelessness*

- 6.82 The following insights were provided by service commissioning teams.
- 6.83 The recovery, resettlement and social inclusion of people in Doncaster living complex lives is a priority for the council. These are people with a combination of mutually reinforcing challenges including homelessness, drug and alcohol misuse, offending behaviour, mental ill health, poor physical health, including sex workers. People in these situations have often experienced childhood trauma, family breakdown, domestic abuse and other major life changing events.

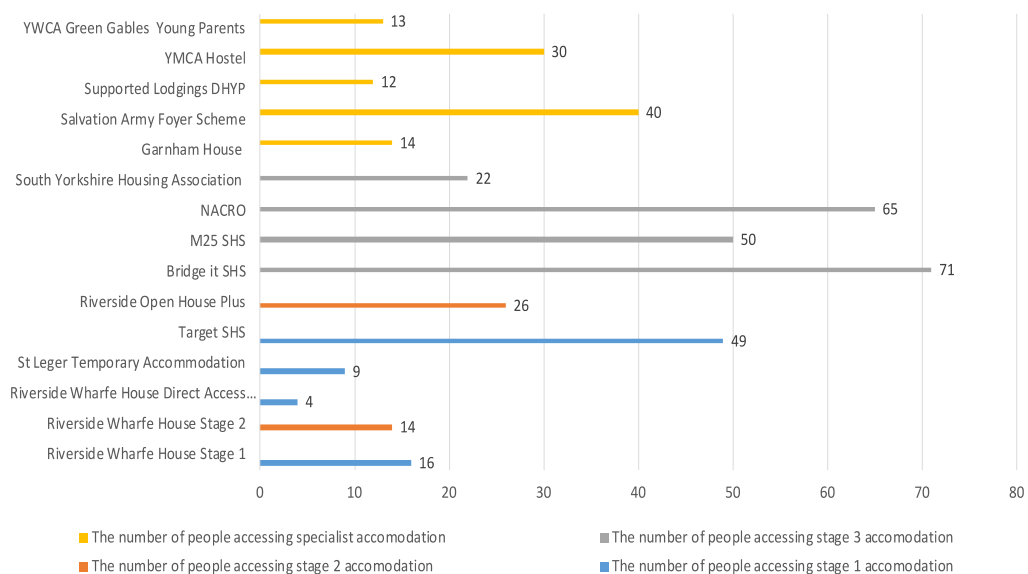
- 6.84 The council's goal is to transform outcomes for people with complex lives, for the families and communities in which they live and for Doncaster's town centre, which is affected by the issues surrounding this group. This is expected to reduce the disproportionate demand and cost of public services which this relatively small group of people cause.
- 6.85 The 'Doncaster Housing Plus Pathway' is for people with 'a combination of mutually reinforcing challenges, including homelessness, drug and alcohol misuse, offending behaviour, mental health, poor physical health, childhood trauma, family breakdown, domestic abuse and other major life changing events'.
- 6.86 Rough sleeping and homelessness is a 'severe challenge' in Doncaster. Rough sleepers and those temporally housed congregate mainly in Doncaster town centre. Doncaster has worked hard to reduce the level of homelessness and in the winter of 2017-18 reduced the number of rough sleepers to 5, however by the summer of 2018 there were 67 rough sleepers, highlighting the fluctuation and complexity of the situation in Doncaster.
- 6.87 The biggest challenge is the supply and demand for suitable accommodation and support and the quantity available. There is also an issue over the nature of the offer as Doncaster invested in hostel accommodation which is no longer fit for purpose and is currently being reviewed. Most of the single person accommodation is in the town centre which adds to the problems identified. The hostels are also in the town centre.
- 6.88 For people in a chaotic state, living in hostels is not working as there is limited peer support and therapeutic work in that setting. The plan is to change the offer regarding hostels and downsize, while providing more dispersed accommodation on a Housing First model, with support including therapeutic support. This model supports rapid re-housing and not using hostel or temporary accommodation. Staff were keen to point out that hostel or temporary accommodation means that the individual is still homeless.
- 6.89 Single person accommodation in the community is needed plus a level of accommodation for couples not in the town centre and two bed accommodation, but across the borough and closer to family and friends. The representative stated that the team does not support homeless families looking for accommodation, so this did not figure in the team's evidence.
- 6.90 Officers estimate that the cohort of people with complex lives is around 20 individuals but that the whole cohort of people at risk of losing accommodation or needing support regarding housing and these issues is around 200 people. These are people highly vulnerable to eviction and the 'revolving door' scenario in services and housing.
- 6.91 Doncaster also has four prisons meaning that on a regular basis people leave prison and become homeless, the officer gave an example of one week when 3 to 4 new people became homeless because they left prison; this can occur regularly in Doncaster. The leaving prison protocols and re-housing don't always work, leaving a number of people being added to the rough sleeping cohort.
- 6.92 Commissioners provided the following information (Figures 6.7 and 6.8) to summarise supply and demand levels for this group.

**Figure 6.7** Number of rough sleepers

## Demand: number of rough sleepers

**Figure 6.8** Number of beds for rough sleepers

## Supply: numbers of beds across the different stages of accommodation



## Armed forces personnel

- 6.93 The housing register currently has 13 armed forces applicants. Further analysis of the needs of personnel would not be appropriate for data protection purposes. None of the household survey respondents had moved from army accommodation in the past 5 years and stakeholders do not report any specific needs from armed forces personnel.

## Black and Minority Ethnic households (BAME)

- 6.94 The 2018 household survey indicates that 93.4% of Household Reference People (HRP) describe themselves as White British and 6.6% describe themselves as having other ethnicities. Of these, 2.7% are White Central and Eastern European, 1.6% other white, 1% are Asian or Asian British, 0.6% are Black/Black British, 0.5% have multiple ethnicities and 0.2% are other groups.
- 6.95 Highest proportions of BAME households were Town ward (with 12.5% White Central/Eastern European, 4.6% Asian/Asian British and 3.5% Black/Black British as the main non-white British groups), Hexthorpe & Balby. North (10.5% where 5% were Central/Eastern European) and Balby South (12.2% with White Other 5.5% and Central/Eastern European 2.8%).
- 6.96 Based on the 2018 household survey, housing information relating to BAME households includes:
- around 43% are owner-occupiers, 38.9% rent privately and 18.1% live in affordable housing (social rented or intermediate tenures);
  - 78.4% live in houses (of note 29.8% live in 3-bedroom semi-detached and 26% in terraced houses), 15.4% in flats (particularly 1 and 2-bedroom homes) and 3.7% live in bungalows;
  - 10% were dissatisfied with the quality of their accommodation;
- 6.97 13.8% of BAME households were in some form of housing need (compared with 7.2% of all households), with cost the most frequently mentioned reason for being in need (33.1%) followed by overcrowding (28.2%)
- 6.98 Of moving BAME households, one-third plan to move in the next 5 years. The vast majority want to remain in the borough (87.3%), with only 6.5% looking to move outside the UK. The main reasons for moving are wanting to buy (24.3%) and wanting a larger/better property (19.3%). 70.4% would like to move to a property with 3 or more-bedrooms (46.5% three-bedroom and 27.2% four or more-bedrooms) but expectations are primarily for a three-bedroom housing (55.5%) and 24.2% two-bedroom. Strongest aspirations and expectations are for houses over other property types.
- 6.99 The borough has a significant gypsy and traveller population. The 2011 census identified 178 households of whom 114 (64%) lived in bricks and mortar accommodation and 64 (36%) lived in caravans. The latest 2018 Gypsy and Traveller Accommodation Assessment identified no net need for additional gypsy and traveller pitches although this is not a barrier to the development of new or existing sites. A similar conclusion was reached for travelling showpeople.

## Overall Stakeholder views on housing and support for households within the special groups

- 6.100 The following information summarises the views expressed by stakeholder respondents to the on-line survey.
- 6.101 Several of the stakeholder survey respondents are directly involved in the specialist housing sector. They work with a range of client groups including: young people with education/training needs, older people, people with physical disabilities, people with learning disabilities, people with mental health problems, those involved in substance use, offenders and people who are homeless (or risk of homelessness).
- 6.102 Stakeholders were asked how housing policy changes have affected their ability to deliver services to vulnerable groups over recent years. One stakeholder reported that changes to welfare benefits have made it more difficult for young people to access suitable accommodation, with a detrimental impact on the lives of those young people. Another respondent stated that the rent caps and cuts to revenue budgets have made managing existing and building new specialist housing much riskier. It was noted that decreased funding has meant that commissioned services are delivering more for less, but this has an impact on the number of people who can be helped: whilst the number of vulnerable people is increasing there is no increase in funding or support.
- 6.103 Asked about areas of high and low demand for specialist housing, it was reported that most clients come from deprived areas, but often they want to remain close to their network of family and friends (where this exists). A lack of supported housing options for couples was reported; for example, learning disability accommodation is centred around schemes for single occupancy. A gap in supported housing for higher risk individuals was also noted (along with a risk aversion from some providers) and a lack of adapted housing in the east of the borough.
- 6.104 In terms of trends, the following were mentioned: more homeless young people; more rough sleepers; more people at risk of homelessness; more people on drugs; more young people with high support needs; more mental health needs; and more people with complex needs.
- 6.105 Barriers to the development of further supported housing and/or support services were identified as predominantly including viability issues relating to:
- uncertainty and lack of funding;
  - capital and revenue budget constraints;
  - problems with the Universal Credit system;
  - lack of move-on accommodation and floating support; and
  - lack of temporary accommodation for young people.
- 6.106 In terms of stock shortages for Independent living, stakeholders specifically mentioned supported accommodation for vulnerable adults who have drug and alcohol dependencies; one-bedroom flats and shared accommodation for young single people; and bungalows.

- 6.107 Stakeholders were asked to state the key issues surrounding the physical adaptation of properties. One respondent stated, 'cost and the ability to respond'. Another explained that adaptations tend to be based around an individual with specific needs, although circumstances and needs can change between commissioning and completion. One stakeholder mentioned that there is a wait for some adaptations, and some people are not covered by the disabled facilities grant; both of these issues may lead to people attempt to make their own adaptations.
- 6.108 An increase in demand for support services over the last three years was reported from the following client groups: young people with higher levels of need; people with mental health problems; people with drug and alcohol dependency; people with more complex needs; and homeless people.
- 6.109 Asked what type and size of housing should be built to meet the requirements of older people, stakeholders suggested bungalows, supported units in flatted blocks and Extra Care schemes. One stakeholder commented that Extra Care is expensive and proposed Extra Care 'Lite' as an alternative. In terms of housing for people with additional needs, stakeholders recommended grouped one-bedroom properties or flats where clients can live independently but access support 24/7. One respondent commented on the need for housing to be suitable to enable independent healthy living with the ability to adapt to changing needs, whilst being located to promote and maintain family and social connections. Another respondent also mentioned the benefit of flexible options to accommodate different sizes of households; not just single people.
- 6.110 Stakeholders were asked to identify the key messages regarding supported and independent living and older people's housing. The following were mentioned:
- Doncaster needs more supported housing;
  - a broad range of supported housing services need to be available;
  - the delivery of suitable homes for people with needs in owner occupation (e.g. older people) must be facilitated, including considering aspirations;
  - adaptable homes are needed, built to a high standard to promote good health and wellbeing;
  - detailed long-term needs analysis is required; and
  - land must be made available, along with capital and revenue costs.

## 7. Dwelling type and mix

### Introduction

- 7.1 The purpose of this chapter is to consider the dwelling type and size mix which is appropriate for Doncaster Borough over the plan period 2015-2032. There are two main data sources that inform this analysis: household projections and data exploring the relationship between households and dwellings derived from the 2018 household survey.
- 7.2 The latest ONS 2014-based household projections are used to establish the number of households by HRP and household type and how this is expected to change over the plan period 2015-2032.
- 7.3 Household survey data can be used to establish the relationship between HRP age group and household type and the dwelling types and sizes occupied (Table 7.1). The 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.
- 7.4 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 accept by HRP/household type (accept).

**Table 7.1** Age groups, household type and dwelling types used

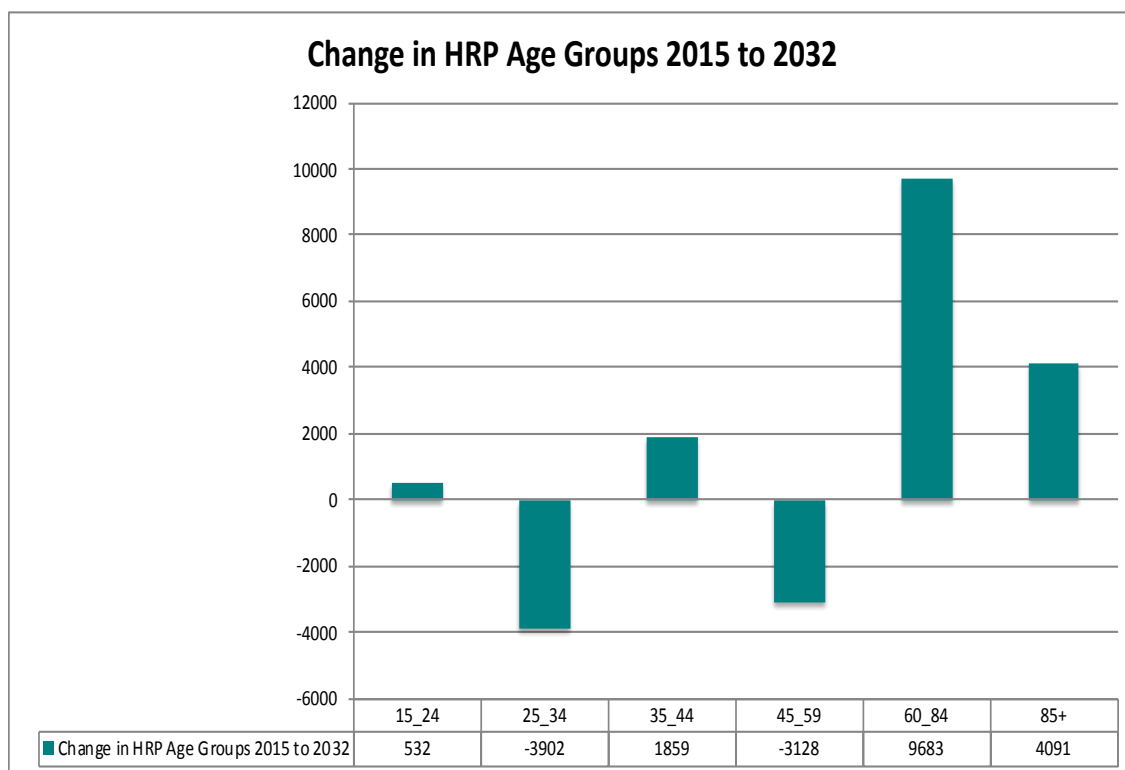
Age group of Household Reference Person	Household (HH) type	Dwelling type	Dwelling size
15_24	One Person	1 Bed House	1 Bedroom
25_34	Couple only	2 Bed House	2 Bedrooms
35_44	HH with 1/2 Child(ren)	3 Bed House	3 Bedrooms
45_59	HH with 3 Children	4 or more bed House	4+ Bedrooms
60_84	Other Multi-person	1 Bed Flat	All
85+	All	2 Bed Flat	
All		3+ Bed flat	
		1 Bed Bungalow	
		2 Bed Bungalow	
		3+ Bed Bungalow	
		All	

Source: Household Survey 2018

- 7.5 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 calculated. Further analysis considers the relationship between age and household type with what moving households within those groups would expect to move to.

### Applying the data at borough level

- 7.6 Applying the data at borough 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.
- 7.7 This is further explained by a worked example.
- In 2018, 27.5% of couples (839) with an HRP aged 25-34 lived in a two-bedroom house and there was a total of 3,052 households in this age and HRP cohort. By 2032, the number of households in this cohort is expected to reduce to 2,186 and assuming that 27.5% live in a two-bedroom house, the need will reduce to 601 two-bedroom houses. There will be a net reduction in need by 238 from this particular cohort for two-bedroom houses
  - In contrast, the number of couples aged 60-84 is expected to increase from 19,850 in 2018 to 26,649 in 2032. In 2018, 10.6% (2,104) lived in two-bedroom houses and this would increase to 2,825 in 2032. There would be a net increase in need of 721 from this particular cohort for two-bedroom dwellings.
- 7.8 Tables 7.2A and 7.2B present the baseline demographic data for the borough. This illustrates that the total number of households is expected to increase by around 9,135 over the Plan Period 2015-2032 using 2014-based DCLG household projections. Analysis however indicates an absolute decline in households where the HRP is aged under 60 (-4,639) and an increase in households where the HRP is aged 60 and over (13,774). Figure 7.1 illustrates how the number of households by HRP age is expected to change over the Plan period 2015-2032. This demonstrates a dramatic increase in the number of households with an HRP aged 60 and over.

**Figure 7.1**      **Change in HRP age groups 2015-2032**

Source: 2014-based MHCLG household projections

**Table 7.2A** Change in number of households by age group 2015-2032

Age group	Household (HH) Type	Year		Change in households 2015-2032
		2015	2032	
<b>15-24</b>	One Person	803	570	-233
	Couple only	800	693	-107
	HH with 1/2 child(ren)	2,349	2,869	520
	HH with 3 children	214	301	87
	Other Multi-person	549	814	265
	<b>Total</b>	4,715	5,247	532
<b>25-34</b>	One Person	3,415	2,618	-797
	Couple only	3,052	2,186	-866
	HH with 1/2 child(ren)	7,834	5,413	-2,421
	HH with 3 children	2,199	1,772	-427
	Other Multi-person	1,426	2,035	609
	<b>Total</b>	17,926	14,024	-3,902
<b>35-44</b>	One Person	3,992	5,609	1,617
	Couple only	1,941	1,960	19
	HH with 1/2 child(ren)	10,661	10,607	-54
	HH with 3 children	2,639	2,662	23
	Other Multi-person	1,408	1,662	254
	<b>Total</b>	20,641	22,500	1,859
<b>45-59</b>	One Person	8,772	9,389	617
	Couple only	8,731	4,917	-3,814
	HH with 1/2 child(ren)	9,811	10,526	715
	HH with 3 children	974	1,116	142
	Other Multi-person	9,269	8,481	-788
	<b>Total</b>	37,557	34,429	-3,128
<b>60-84</b>	One Person	16,457	17,267	810
	Couple only	19,850	26,649	6,799
	HH with 1/2 child(ren)	793	1,296	503
	HH with 3 children	37	40	3
	Other Multi-person	5,799	7,367	1,568
	<b>Total</b>	42,936	52,619	9,683
<b>85+</b>	One Person	3,471	5,556	2,085
	Couple only	997	2,071	1,074
	HH with 1/2 child(ren)	18	26	8
	HH with 3 children	0	0	0
	Other Multi-person	641	1,565	924
	<b>Total</b>	5,127	9,218	4,091

**Table 7.2B** Change in number of households 2015-2032

Age group	Household Type	Year		Change in households 2015-2032
		2015	2032	
<b>ALL</b>	One Person	36,911	41,007	4,096
	Couple only	35,372	38,477	3,105
	HH with 1/2 child(ren)	31,468	30,737	-731
	HH with 3 children	6,062	5,891	-171
	Other Multi-person	19,091	21,925	2,834
	<b>Total</b>	<b>128,904</b>	<b>138,037</b>	<b>9,133</b>

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

7.9 Table 7.3 summarises the change in the number of households by age group.

**Table 7.3** Change in number of households by age group 2015-2032

Year and Household Type	Household Reference Person Age Group						
<b>2015</b>	<b>15_24</b>	<b>25_34</b>	<b>35_44</b>	<b>45_59</b>	<b>60_84</b>	<b>85+</b>	<b>Total</b>
One Person	803	3,415	3,992	8,772	16,457	3,471	36,910
Couple only	800	3,052	1,941	8,731	19,850	997	35,371
HH with 1/2 Cldn	2,349	7,834	10,661	9,811	793	18	31,466
HH with 3 Cldn	214	2,199	2,639	974	37	0	6,063
Other Multi-person	549	1,426	1,408	9,269	5,799	641	19,092
<b>Total</b>	<b>4,715</b>	<b>17,926</b>	<b>20,641</b>	<b>37,557</b>	<b>42,936</b>	<b>5,127</b>	<b>128,902</b>
<b>2032</b>	<b>15_24</b>	<b>25_34</b>	<b>35_44</b>	<b>45_59</b>	<b>60_84</b>	<b>85+</b>	<b>Total</b>
One Person	570	2,618	5,609	9,389	17,267	5,556	41,009
Couple only	693	2,186	1,960	4,917	26,649	2,071	38,476
HH with 1/2 Cldn	2,869	5,413	10,607	10,526	1,296	26	30,737
HH with 3 Cldn	301	1,772	2,662	1,116	40	0	5,891
Other Multi-person	814	2,035	1,662	8,481	7,367	1,565	21,924
<b>Total</b>	<b>5,247</b>	<b>14,024</b>	<b>22,500</b>	<b>34,429</b>	<b>52,619</b>	<b>9,218</b>	<b>138,037</b>
<b>Change 2015-32</b>	<b>15_24</b>	<b>25_34</b>	<b>35_44</b>	<b>45_59</b>	<b>60_84</b>	<b>85+</b>	<b>Total</b>
One Person	-233	-797	1,617	617	810	2,085	4,099
Couple only	-107	-866	19	-3,814	6,799	1,074	3,105
HH with 1/2 Cldn	520	-2,421	-54	715	503	8	-729
HH with 3 Cldn	87	-427	23	142	3	0	-172
Other Multi-person	265	609	254	-788	1,568	924	2,832
<b>Total</b>	<b>532</b>	<b>-3,902</b>	<b>1,859</b>	<b>-3,128</b>	<b>9,683</b>	<b>4,091</b>	<b>9,135</b>

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

7.10 Table 7.4 applies household survey data on dwelling occupancy to the demographic trends in Doncaster over the period 2015-2032. 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. Initial analysis indicates that the majority of need will be for 3-bedroom (52.6%) followed by 4+-bedroom (19.7%), 2-bedroom (19.3%) and 1-bedroom (8.3%). Regarding dwelling type, analysis suggests a broad split of 68.6% houses, 22% bungalows (or level-access accommodation), 8.5% flats and 0.8% other (for instance self/custom build and specialist accommodation).

**Table 7.4 Impact of change in households by age group on dwellings occupied**

Dwelling type/size	Age group of Household Reference Person						Total	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1 Bedroom House	3	-183	0	0	39	12	-129	-1.4
2 Bedroom House	66	-1,159	296	-366	1,055	385	276	3.0
3 Bedroom House	207	-1,885	1,125	-1,633	4,793	1,718	4,320	47.3
4 or more Bed House	24	-238	180	-744	2,043	536	1,799	19.7
1 Bedroom Flat	40	0	82	-141	378	98	457	5.0
2 Bedroom Flat	26	-242	138	-122	378	123	300	3.3
3+ Bedroom Flat	4	0	0	0	10	8	22	0.2
1 Bedroom Bungalow	33	0	5	-12	178	214	424	4.6
2 Bedroom Bungalow	91	0	15	-34	490	591	1,146	12.5
3+ Bedroom Bungalow	29	-195	0	-53	300	364	444	4.9
1 Bedroom Other	3	0	0	0	0	4	7	0.1
2 Bedroom Other	4	0	13	-9	0	41	49	0.5
3+ Bedroom Other	2	0	6	-16	29	0	21	0.2
<b>Total</b>	533	-3,902	1,859	-3,131	9,693	4,095	9,135	100.0
Dwelling type/size	Age group of Household Reference Person						Total	% change
	15-24	25-34	35-44	45-59	60-84	85+		
1	80	-183	87	-153	594	329	759	8.3
2	188	-1,401	461	-532	1,923	1,140	1,771	19.4
3	241	-2,080	1,130	-1,702	5,132	2,091	4,806	52.6
4 or more	24	-238	180	-744	2,043	536	1,799	19.7
<b>Total</b>	80	-183	87	-153	594	329	759	8.3

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

Source: MHCLG 2014-based household projections and arc<sup>4</sup> survey data

## Aspiration scenario

- 7.11 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 7.5. Analysis indicates that the highest level of need is for 3-bedroom (46.1%) and 2-bedroom (37.6%) dwellings followed by one-bedroom (22.4%) but a reduction in demand for four+ bedroom (-6.1%) dwellings. Regarding dwelling type, analysis suggests a marked shift towards bungalow/level access accommodation, with broad split of 7.1% houses, 58.3% bungalows (or level-access

accommodation), with a marked increase in other property types (32.9% which is principally older persons specialist accommodation). This dramatic change in property type is a result of the ageing of the borough's population.

**Table 7.5 Impact of Change in households by age group on dwellings occupied: aspirations**

Dwelling type/size	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1 Bed House	0	0	0	-25	29	0	4	0.0
2 Bed House	84	-152	134	-294	513	0	285	3.1
3 Bed House	308	-1,713	731	-820	2,411	0	918	10.1
4 or more Bed House	115	-1,682	848	-766	930	0	-557	-6.1
1 Bed Flat	0	0	32	-131	194	0	94	1.0
2 Bed Flat	0	-152	32	-63	261	0	78	0.9
3+ Bed Flat	0	0	0	-19	0	0	-19	-0.2
1 Bed Bungalow	0	0	5	-114	629	0	528	5.8
2 Bed Bungalow	0	0	15	-314	1,734	0	1,429	15.6
3+ Bed Bungalow	25	-152	30	-513	2,721	1,256	3,370	36.9
1 Bed Other	0	0	0	0	0	1,420	1,421	15.6
2 Bed Other	0	0	0	-41	261	1,415	1,638	17.9
3+ Bed Other	0	-59	32	-28	0	0	-55	-0.6
<b>Total</b>	532	-3,910	1,857	-3,128	9,683	4,091	9,135	100.0
Dwelling size	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1	0	0	37	-270	852	1,420	2,047	22.4
2	84	-304	180	-712	2,770	1,415	3,431	37.6
3	333	-1,924	792	-1,379	5,132	1,256	4,214	46.1
4 or more	115	-1,682	848	-766	930	0	-557	-6.1
<b>Total</b>	532	-3,910	1,857	-3,128	9,683	4,091	9,135	100

## Expect scenario

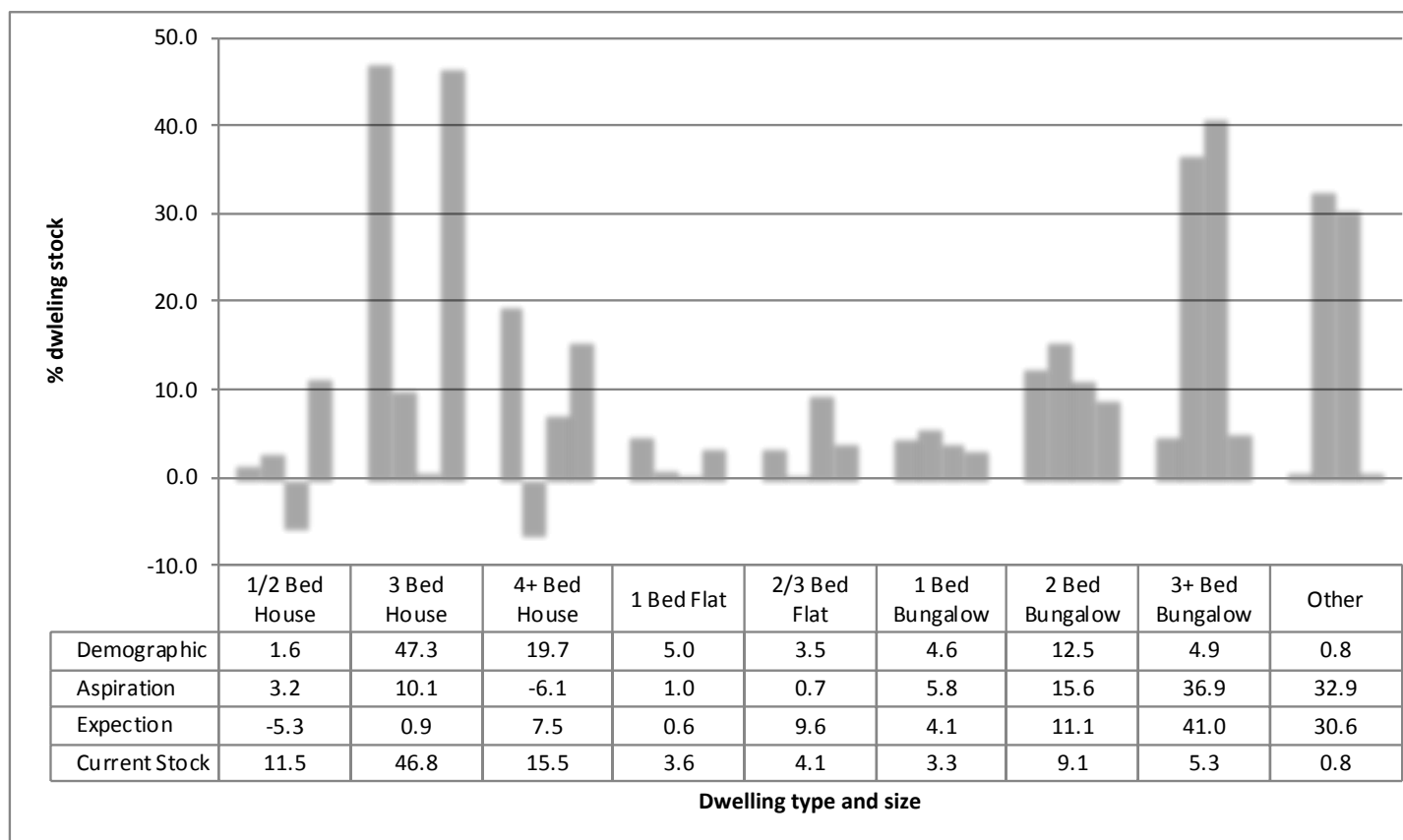
- 7.12 Under the expect scenario, the relationship between HRP/household type and dwelling type/size is based on what households would accept to move to if they are intending to move in the next 5 years. The profile of dwellings is applied to changes in HRP/household type over the plan period. The impact of this on overall dwelling type/mix is shown in Table 7.6. Analysis indicates a continued focus on the need for 3-bedroom (42.2%) and 2-bedroom (44.8%) dwellings, followed by 4-bedroom (7.5%) and 1-bedroom (5.6%). Regarding dwelling type, analysis continues to suggest a marked shift towards bungalow/level access accommodation, with broad split of 3% houses, 56.2% bungalows (or level-access accommodation), 10.1% flats and 30.6% other property types (principally older persons specialist accommodation).

**Table 7.6** Impact of Change in households by age group on dwellings occupied: accept

Dwelling type/size	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1 Bed House	0	-27	0	0	0	0	-27	-0.3
2 Bed House	59	-800	260	-694	717	0	-459	-5.0
3 Bed House	346	-2,427	915	-804	2,053	0	83	0.9
4 or more Bed House	127	-437	653	-572	910	0	681	7.5
1 Bed Flat	0	0	0	-84	136	0	51	0.6
2 Bed Flat	0	-59	33	-31	930	0	874	9.6
3+ Bed Flat	0	0	0	0	0	0	0	0.0
1 Bed Bungalow	0	0	0	-127	497	0	376	4.1
2 Bed Bungalow	0	0	0	-349	1,371	0	1,018	11.1
3+ Bed Bungalow	0	-152	0	-391	2,363	1,923	3,744	41.0
1 Bed Other	0	0	0	-28	136	0	107	1.2
2 Bed Other	0	0	0	-44	533	2,168	2,658	29.1
3+ Bed Other	0	0	0	0	29	0	29	0.3
<b>Total</b>	532	-3,902	1,861	-3,125	9,673	4,091	9,135	100.0
Dwelling size	Age group of Household Reference Person							% change
	15-24	25-34	35-44	45-59	60-84	85+	Total	
1	0	-27	0	-239	768	0	507	5.6
2	59	-858	294	-1,118	3,550	2,168	4,091	44.8
3	346	-2,579	915	-1,195	4,444	1,923	3,856	42.2
4 or more	127	-437	653	-572	910	0	681	7.5
<b>Total</b>	532	-3,902	1,861	-3,125	9,673	4,091	9,135	100

Note: data subject to rounding errors

- 7.13 Figure 7.2 provides a further illustration of the variance between current stock and the alternative dwelling mix scenarios. Under the baseline demographic scenario, delivery of three and four or more-bedroom houses and an increasing proportion of bungalows is identified. However, under aspiration and expectation scenarios, there is a marked shift towards bungalows/level access accommodation.

**Figure 7.2** Summary of dwelling types under baseline demographic and aspiration/expectation scenarios

## Summary of scenarios

- 7.14 Table 7.7 summarises the outcome of the dwelling type/mix scenario analysis. The key message is by taking into account what people aspire to and what they expect to, there is a marked shift towards a need for smaller dwellings and a reduced emphasis of houses in favour of flats and bungalows/level access accommodation. Of particular note is the marked increase in need for other property types, principally older persons specialist housing, under both the aspiration and accept scenarios.

Table 7.7 Summary of dwelling type/mix scenarios			
Dwelling type/size	Scenario		
	Demographic baseline (%)	Aspiration (%)	Expectation (%)
1/2 Bed House	1.6	3.2	-5.3
3 Bed House	47.3	10.1	0.9
4+ Bed House	19.7	-6.1	7.5
1 Bed Flat	5.0	1.0	0.6
2/3 Bed Flat	3.5	0.7	9.6
1 Bed Bungalow	4.6	5.8	4.1
2 Bed Bungalow	12.5	15.6	11.1
3+ Bed Bungalow	4.9	36.9	41.0
Other	0.8	32.9	30.6
Total	100.0	100.0	100.0
Dwelling type	Demographic baseline (%)	Aspiration (%)	Expectation (%)
House	68.6	7.1	3.0
Flat	8.5	1.7	10.1
Bungalow	22.0	58.3	56.2
Other	0.8	32.9	30.6
Total	100.0	100.0	100.0
Number of bedrooms	Demographic baseline (%)	Aspiration (%)	Expectation (%)
1	8.3	22.4	5.6
2	19.4	37.6	44.8
3	52.6	46.1	42.2
4	19.7	-6.1	7.5
Total	100.0	100.0	100.0

## Stakeholder views on dwelling mix

- 7.15 When asked what types of new housing should be built, stakeholders stated:
- A range of house types, sizes and tenures - including affordable housing of all sizes, Starter Homes and executive homes;
  - One-bedroom/studios/shared accommodation for young single households;
  - Family housing of a good size with gardens and driveways; and

- Developments should comprise of a mixture of housing types, sizes and tenures, including homes for older people and people with disabilities.

## Overall dwelling mix by tenure

- 7.16 Table 7.8 summarises dwelling type/size mix based on the demographic scenario. Note that the only major difference under the aspiration and expectation scenario is a higher proportion of larger dwellings. This assumes an annual target of 920 and an affordable housing target of around 25% (which relates to the underlying affordable shortfall evidenced in the affordable needs analysis) and factors in the dwelling type/size analysis carried out as part of the affordable housing need calculation at ward level.

Table 7.8 Overall dwelling type/size and tenure mix under baseline demographic scenario			
Dwelling type/size	Tenure		Total
	Market	Affordable	
1/2 Bedroom House	0	15	15
3 Bedroom House	390	45	435
4+ Bedroom House	169	12	181
1 Bedroom Flat	15	31	46
2/3 Bedroom Flat	-1	33	32
1 Bedroom Bungalow	-5	48	43
2 Bedroom Bungalow	96	19	115
3+ Bedroom Bungalow	42	3	45
Other	5	3	8
<b>TOTAL</b>	<b>711</b>	<b>209</b>	<b>920</b>
Dwelling type	Market	Affordable	Total
House	536	95	631
Flat	55	24	78
Bungalow	124	79	203
Other	-4	11	8
<b>Total</b>	<b>711</b>	<b>209</b>	<b>920</b>
Number of bedrooms	Market	Affordable	Total
1	24	52	76
2	57	121	178
3	452	32	484
4	177	4	181
<b>Total</b>	<b>711</b>	<b>209</b>	<b>920</b>

- 7.17 Analysis of the relationship between the age of the Household Reference Person (HRP) and tenure indicates that over the period 2015-2032, there is expected to be an increase in the number of households living in owner occupation and affordable housing but a very slight reduction in the numbers living in the Private Rented Sector. This is due to the underlying demographic change taking place in Doncaster and the fact there will be fewer HRPs in the household groups who were more likely to live in the private rented sector (in particular the 25-34 age group). The main growth across

Doncaster will be owner occupying households and households living in affordable accommodation.

**Table 7.9 Tenure profile by age group and potential change 2015-32**

Tenure profile (2015) by HRP age group				
Tenure (%)				
	Owner Occupied	Private	Affordable	Total
15-24	31.5	48.8	19.8	100.0
25-34	47.4	42.0	10.6	100.0
35-44	63.8	21.7	14.5	100.0
45-59	69.8	14.7	15.5	100.0
60-74	72.4	9.5	18.1	100.0
75-84	69.9	6.7	23.4	100.0
85+	62.3	9.1	28.6	100.0
All	66.6	16.6	16.8	100.0
Change in HRP 2015-32 and impact on number of households in different tenures				
Tenure (number)				
	Owner Occupied	Private	Affordable	Total
15-24	167	259	105	530
25-34	-1848	-1639	-415	-3902
35-44	1186	403	270	1860
45-59	-2185	-459	-485	-3128
60-74	3427	449	858	4734
75-84	3459	330	1159	4948
85+	2547	372	1171	4091
Total	6754	-285	2664	9133
% change	73.9	-3.1	29.2	

## Overall dwelling mix by planning policy settlement area

- 7.18 A breakdown of the overall dwelling mix by planning policy settlement area is presented in Table 7.10. This analysis distributes the 920 annual housing need by settlement based on the policy proposals for development outlined in the local plan.

**Table 7.10** Overall dwelling type and mix by planning policy settlement

SETTLEMENT	DWELLING TYPE/SIZE									
	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	Total
MUA	10	184	77	35	11	23	47	27	4	418
Main Town - Adwick/ Woodlands	0	16	2	2	8	3	8	0	2	41
Main Town - Armthorpe	1	24	11	0	0	1	13	2	0	52
Main Town - Conisbrough and Denaby	0	32	19	0	0	1	1	1	0	55
Main Town - Dunscroft / Dunsville / Hatfield / Stainforth	0	29	13	0	0	2	11	5	1	62
Main Town - Mexborough	1	36	7	0	4	4	4	0	0	56
Main Town - Rossington	1	27	11	4	1	1	4	0	1	49
Main Town - Thorne and Moorends	0	38	13	0	0	3	2	1	0	58
Service Towns and Villages - Askern	0	0	7	0	0	0	4	0	0	11
Service Towns and Villages - Auckley and Hayfield Green	0	4	2	0	0	0	1	1	0	8
Service Towns and Villages - Barnbrough and Harlington	0	1	0	0	0	0	2	0	0	4
Service Towns and Villages - Barnby Dun	0	0	2	0	1	1	2	1	0	7
Service Towns and Villages - Bawtry	0	1	3	1	0	0	0	1	0	7
Service Towns and Villages - Carcroft / Skellow	0	3	1	4	4	0	2	1	0	16
Service Towns and Villages - Edlington	0	6	5	0	1	1	2	0	0	15
Service Towns and Villages - Finningley	0	2	0	0	0	0	0	1	0	3
Service Towns and Villages - Sprotbrough	0	0	4	0	1	0	1	0	0	6
Service Towns and Villages - Tickhill	0	7	3	0	0	0	0	0	0	11
Defined Villages	0	24	3	0	0	3	8	3	0	42
<b>Total</b>	<b>15</b>	<b>434</b>	<b>182</b>	<b>47</b>	<b>31</b>	<b>43</b>	<b>114</b>	<b>46</b>	<b>8</b>	<b>920</b>

## Conclusions

- 7.19 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 Doncaster Borough over the plan period.
- 7.20 Having established future household change and the implications this has for dwelling type, size and tenure mix, the Council can make informed strategic decision in the range of dwellings to be built 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 strategic decision-making and the formulation of appropriate housing and planning policies. The work also takes account of existing and emerging Government policy and guidance.
- 8.2 This housing needs assessment 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.
- 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 and mix

- 8.4 The HNS assumes a dwelling need of 920 each year. The relationship between household change and dwelling type/size and tenure requirements have been fully explored. Evidence will help the council deliver an appropriate range of dwelling stock for residents over the plan period. Analysis concludes there is a particular need for three and four or more-bedroom houses and an increasing proportion of bungalows is identified. However, under aspiration and expectation scenarios, there is a marked shift towards bungalows/level access accommodation. There is also a marked increase in the need for older persons specialist accommodation.
- 8.5 Analysis of affordable housing need indicates an ongoing need for a range of affordable housing, with a broad range of requirements: 25% one-bedroom, 57.3% two-bedroom, 15.4% three-bedroom and 1.9% four or more bedroom. An appropriate affordable tenure split for the borough is 75% rented and 25% intermediate tenure split.

### Meeting the needs of older people and those with disabilities

- 8.6 Doncaster is currently undertaking a strategic review of many of its services affecting individual client groups with a view to improving quality and housing more people in a residential rather than institutional setting.
- 8.7 A key conclusion is that there needs to be a broader housing offer for older people across the borough and the HNS has provided evidence of scale and range of dwellings needed.
- 8.8 A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across the Borough's population. Although it is a challenge to quantify the precise accommodation and support requirements, the HNS has helped to scope out where needs are arising.
- 8.9 The HNS also recommends that around 5% should be built to optional M4(3) wheelchair accessible standard and all remaining dwelling built to M4(2) accessible ad

visitable standard subject to viability testing. This recommendation also assumes that there will be ongoing adaptation of existing dwellings to support those with additional needs.

## Final comments

- 8.10 The evidence presented in this HNS suggests that there are three main policy areas that require particular attention from both a planning policy and social policy perspective:
- the challenge of enabling the quantity and mix of housing that needs to be delivered;
  - the challenge of ensuring that the housing and support needs of older people are met going forward; and
  - ensuring that new development takes account of the particular needs across housing market areas within the borough.

## Introduction to Technical Appendices

- Technical Appendix A: Research methodology
- Technical Appendix B: Policy review
- Technical Appendix C: Housing need
- Technical Appendix D: Stakeholder feedback

## Technical Appendix A: Research methodology

### Overall approach

- A.1 A multi-method approach was adopted in order to prepare a robust and credible Local Housing Needs Assessment for Doncaster Borough:
- A random sample based structured survey of households across the borough. 35,007 households equally distributed across the 21 wards were contacted and invited to complete a questionnaire and 4,966 questionnaires were returned and used in data analysis. This represents a 14.2% response rate overall resulting in a borough-level sample error of +/-1.37%;
  - An online survey of key stakeholders including representatives from neighbouring local authorities, housing associations, voluntary groups and some independent representatives;
  - Interviews with estate and letting agents operating within the borough; and
  - A review of relevant secondary data including the 2011 Census, house price trends, CORE lettings data and CLG Statistics.

### Baseline dwelling stock information and Household Survey sample errors

- A.2 Table A1 summarises total dwelling stock and the number of households contacted by wards, achieved responses and sample errors.

Table A1 Household Survey sample information						
New Wards (2018)	Total Households (Council Tax)	Mail out	Achieved Response	Sampling Error (±)	Achieved Response Rate	
					Rate	Census or Sample
Adwick le Street & Carcroft	6,980	1,667	189	7.03%	11.3%	Sample
Armthorpe	6,439	1,667	223	6.45%	13.4%	Sample
Balby South	4,563	1,667	237	6.20%	14.2%	Sample
Bentley	8,512	1,668	196	6.92%	11.8%	Sample
Bessacarr	6,456	1,667	263	5.92%	15.8%	Sample
Conisbrough	7,340	1,667	213	6.62%	12.8%	Sample
Edenthorpe & Kirk Sandall	3,847	1,667	273	5.72%	16.4%	Sample
Edlington & Warmsworth	5,382	1,667	201	6.78%	12.1%	Sample
Finningley	7,319	1,668	324	5.32%	19.4%	Sample
Hatfield	6,694	1,667	263	5.92%	15.8%	Sample
Hexthorpe & Balby North	6,304	1,667	182	7.16%	10.9%	Sample
Mexborough	7,528	1,668	197	6.89%	11.8%	Sample
Norton & Askern	6,928	1,667	247	6.12%	14.8%	Sample
Roman Ridge	4,996	1,667	243	6.13%	14.6%	Sample
Rossington & Bawtry	7,900	1,668	280	5.75%	16.8%	Sample
Sprotbrough	4,765	1,667	286	5.62%	17.2%	Sample
Stainforth & Barnby Dun	5,008	1,667	237	6.21%	14.2%	Sample
Thorne & Moorends	7,836	1,668	175	7.32%	10.5%	Sample
Tickhill & Wadworth	4,874	1,667	331	5.20%	19.9%	Sample
Town	9,100	1,668	185	7.13%	11.1%	Sample
Wheatley Hills & Intake	8,020	1,668	221	6.50%	13.2%	Sample
Total	136,791	35,007	4,966	1.37%	14.2%	Sample

Source: Council Tax Data 2018

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 are keen to keep housing as a key domestic policy priority.

### 2010-2015 (Coalition Government)

- B.6 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.7 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.8 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.9 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.10 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.11 The first **National Planning Policy Framework (NPPF)** was published in March 2012 but it has now been superseded by the NPPF 2018 (July 2018), as set out below.

- B.12 National **Planning Practice Guidance** (PPG) 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.13 Revisions to both NPPF and PPG were published for consultation in March 2018. Revised NPPF was published in July 2018, alongside some revisions to PPG, with further revisions anticipated.

## 2015-2016 (Conservative Government under David Cameron)

- B.14 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.15 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.16 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 paid 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.17 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.18 The March 2018 publication of a Draft Revised NPPF is set out below.
- B.19 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.20 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.21 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.22 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.23 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.24 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 seems 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.25 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.26 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.27 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.28 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.29 ***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.30 The **Autumn Budget 2017** (November 2017) included a range of provisions focussed 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.31 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.32 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 bids 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 1<sup>st</sup> 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 18<sup>th</sup> 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.33 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.
- B.34 **Draft 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.35 **Draft 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 draft 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.36 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 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.37 **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.

# Technical Appendix C: Affordable Housing Need Calculations

## Introduction

- C.1 The purpose of this section is to set out the affordable housing need calculations for Doncaster Borough. It considers the framework for analysis established in the 2019 PPG.
- C.2 All households whose needs are not met by the market can be considered (to be) in affordable housing need<sup>31</sup>. 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).’<sup>32</sup>*
- C.3 2018 household survey data and data on affordable housing lettings provides an appropriate source of data from which a robust assessment of need can be calculated.
- C.4 Housing needs analysis and affordable housing modelling has been prepared in accordance with PPG guidance at borough and ward level. In summary, the model reviews in a step-wise 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 Table C2 provides data at ward level.

<sup>31</sup> Paragraph: 018 Reference ID: 2a-018-20190220

<sup>32</sup> Paragraph: 019 Reference ID: 2a-019-20190220

Table C1 Needs Assessment Model Summary for Doncaster Borough			
Step	Stage and Step description	Calculation	Doncaster Borough Total
<b>Stage 1: CURRENT NEED</b>			
1.1	All households in need	Current need	9,343
1.2	% in need who could not afford open market prices or rents	Current need taking into account affordability of open market price and rents	55.4%
1.3	Total of households in affordable need	Current need (1.1) x 1.2	5,174
1.4	of which: can afford private renting, cannot afford to buy but wants to		1,563
<b>Stage 2: FUTURE NEED</b>			
2.1	New household formation (gross per year)	Based on national rate and aspiration	1,972
2.2	% and number of new households requiring affordable housing	% Based on actual affordability of households forming	59.2%
		Number	1,165
2.3	Existing households falling into need	Annual requirement	222
2.4	<b>TOTAL newly-arising housing need (gross each year)</b>	<b>2.2 + 2.3</b>	<b>1,387</b>
<b>Stage 3: AFFORDABLE HOUSING SUPPLY</b>			
3.1	Affordable dwellings occupied by households in need	(based on 1.1)	1,645
3.2	Surplus stock	Vacancy rate <2% so no surplus stock assumed	0
3.3	Committed supply of new affordable units	Estimated 5 years	526
3.4	Units to be taken out of management	None assumed	0
3.5	Total affordable housing stock available	3.1+3.2+3.3-3.4	2,171
3.6	Annual supply of social re-lets (net)	Annual Supply	1,478
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	Annual Supply	0
3.8	<b>Annual supply of affordable housing</b>	<b>3.6+3.7</b>	<b>1,478</b>
<b>Stage 4: ESTIMATE OF ANNUAL HOUSING NEED</b>			
4.1	Total backlog need	1.1-3.5	3,003
4.2	Quota to reduce over Plan Period	Annual reduction	10%
4.3	Annual backlog reduction	Annual requirement	300
4.4	Newly-arising need	2.4	1,387
4.5	Total annual affordable need	4.3+4.4	1,687
4.6	Annual social rented capacity	3.8	1,478
4.7	<b>NET ANNUAL SHORTFALL (4.5-4.6)</b>	<b>NET</b>	<b>209</b>

Source: 2018 Household Survey; RP Core Lettings and Sales data

Data presented in the table may be subject to rounding errors

**Table C2 Affordable Needs Assessment Summary by Ward (wards A to H)**

	DONCASTER	Adwick le Street & Carcroft	Armthorpe	Balby South	Bentley	Bessacarr	Conisbrough	Edenthorpe & Kirk Sandall	Edlington & Warmsworth	Finningley	Hatfield	Hexthorpe & Balby North
	WARD TOTALS	6871	6289	4497	7944	6208	7133	3690	5074	6353	6498	5961
	<b>Stage 1: CURRENT NEED</b>	5%	5%	3%	6%	5%	5%	3%	4%	5%	5%	5%
1.1	<b>TOTAL in need</b>	841	483	487	836	352	279	187	478	241	496	383
1.2	% in need who cannot afford open market (buying or renting)	59.2%	33.1%	70.0%	70.3%	46.3%	64.5%	49.2%	67.2%	10.4%	47.7%	49.0%
1.3	<b>TOTAL in need and cannot afford open market lower quartile prices (buying or renting)</b>	498	160	341	588	163	180	92	321	25	237	187
1.3	<b>of which: can afford private renting, cannot afford to buy but wants to</b>	142	91	146	237	14	0	26	100	25	130	0
	<b>Stage 2: FUTURE NEED</b>											
2.1	New household formation (Gross per year)	84	103	79	121	80	110	38	74	93	68	108
2.2	% of new households requiring affordable housing	75.00%	46.33%	37.16%	75.50%	68.23%	74.88%	16.41%	85.27%	55.91%	45.65%	77.52%
	Number of new households requiring affordable housing	63	48	29	91	55	82	6	63	52	31	84
2.3	Existing households falling into need	31	11	36	52	9	0	0	6	17	10	0
2.4	<b>Total newly-arising housing need (gross each year)</b>	94	58	65	143	64	81	6	69	69	41	84
	<b>Stage 3: AFFORDABLE HOUSING SUPPLY</b>											
3.1	Affordable dwellings occupied by households in need	156	16	85	68	75	142	33	153	0	29	70
3.2	Surplus stock	0	0	0	0	0	0	0	0	0	0	0
3.3	Committed supply of new affordable units	74	0	25	23	0	41	14	20	4	41	50
3.4	Units to be taken out of management	0	0	0	0	0	0	0	0	0	0	0
3.5	Total affordable housing stock available	230	16	110	91	75	183	47	173	4	70	120
3.6	Annual supply of social re-lets (net)	132	42	108	90	4	128	22	67	77	47	35
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	0	0	0	0	0	0	0	0	0	0	0
3.8	Annual supply of affordable housing	132	42	108	90	4	128	22	67	77	47	35
	<b>Stage 4: ESTIMATE OF ANNUAL HOUSING NEED</b>											
4.1	Total backlog need	268	144	231	497	88	-3	45	148	21	167	67
4.2	Quota to reduce over plan period	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%
4.3	Annual backlog reduction	27	14	23	50	9	0	5	15	2	17	7
4.4	Newly-arising need	94	58	65	143	64	81	6	69	69	41	84
4.5	Total annual affordable need	121	73	88	192	73	81	11	84	71	58	91
4.6	Annual affordable capacity	132	42	108	90	4	128	22	67	77	47	35
4.7	<b>Net annual imbalance</b>	<b>-11</b>	<b>30</b>	<b>-20</b>	<b>102</b>	<b>68</b>	<b>-48</b>	<b>-11</b>	<b>17</b>	<b>-6</b>	<b>11</b>	<b>56</b>

**Table C2b Affordable Needs Assessment Summary by Ward (wards M to W)**

	DONCASTER	Mexborough	Norton & Askern	Roman Ridge	Rossington & Bawtry	Sprotbrough	Stainforth & Barnby Dun	Thorne & Moorends	Tickhill & Wadsworth	Town	Wheatley Hills & Intake	DONCASTER TOTAL
	WARD TOTALS	6778	6604	4889	7567	4658	4859	7468	4465	8175	7837	129818
	<b>Stage1: CURRENT NEED</b>	5%	5%	4%	6%	4%	4%	6%	3%	6%	6%	
1.1	<b>TOTAL in need</b>	556	389	526	254	265	340	475	217	614	646	9345
1.2	% in need who cannot afford open market (buying or renting)	64.7%	64.7%	23.8%	70.5%	39.6%	41.8%	37.5%	26.9%	75.6%	80.3%	55.4%
1.3	<b>TOTAL in need and cannot afford open market lower quartile prices (buying or renting)</b>	360	252	125	179	105	142	178	58	464	519	5174
1.3	of which: can afford private renting, cannot afford to buy but wants to	0	55	0	38	29	186	147	27	172	0	1563
	<b>Stage 2: FUTURE NEED</b>											
2.1	New household formation (Gross per year)	87	112	78	121	58	81	148	36	197	95	1,972
2.2	% of new households requiring affordable housing	62.60%	51.83%	31.72%	47.06%	21.12%	87.25%	59.35%	47.73%	53.43%	76.70%	59.08%
	Number of new households requiring affordable housing	55	58	25	57	12	70	88	17	105	73	1165
2.3	Existing households falling into need	9	0	12	0	0	17	0	8	4	0	222
2.4	<b>Total newly-arising housing need (gross each year)</b>	63	58	37	57	12	88	88	26	109	73	1387
	<b>Stage 3: AFFORDABLE HOUSING SUPPLY</b>											
3.1	Affordable dwellings occupied by households in need	100	14	80	90	34	46	58	0	43	350	1,645
3.2	Surplus stock	0	0	0	0	0	0	0	0	0	0	0
3.3	Committed supply of new affordable units	0	22	41	0	0	2	95	0	0	74	526
3.4	Units to be taken out of management	0	0	0	0	0	0	0	0	0	0	0
3.5	Total affordable housing stock available	100	36	121	90	34	48	153	0	43	424	2171
3.6	Annual supply of social re-lets (net)	158	59	43	74	8	59	104	21	88	111	1478
3.7	Annual supply of intermediate affordable housing available for re-let or resale at sub-market levels	0	0	0	0	0	0	0	0	0	0	0
3.8	Annual supply of affordable housing	158	59	43	74	8	59	104	21	88	111	1478
	<b>Stage 4: ESTIMATE OF ANNUAL HOUSING NEED</b>											
4.1	Total backlog need	260	216	4	89	71	94	25	58	421	95	3003
4.2	Quota to reduce over plan period	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%	10%
4.3	Annual backlog reduction	26	22	0	9	7	9	3	6	42	10	300
4.4	Newly-arising need	63	58	37	57	12	88	88	26	109	73	1387
4.5	Total annual affordable need	89	80	37	66	19	97	91	31	151	82	1688
4.6	Annual affordable capacity	158	59	43	74	8	59	104	21	88	111	1478
4.7	<b>Net annual imbalance</b>	-69	20	-6	-8	12	39	-13	10	63	-29	209

Source: 2018 Household Survey; RP Core Lettings and Sales data.

Data presented in the table may be subject to rounding errors

## Stage 1: Current households in affordable housing need

- C.6 PPG 2019 suggests<sup>33</sup> how current unmet gross need for affordable housing should be calculated with reference to past trends and recording 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);
  - 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 the 2018 household survey evidence, a broad and up to date position on the number of households in overall need can be established (Table C3).

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<sup>33</sup> Paragraph: 020 Reference ID: 2a-020-20190220

Table C3 Housing need in Doncaster Borough		
Category	Factor	Doncaster Borough Total
Homeless households or with insecure tenure	N1 Under notice, real threat of notice or lease coming to an end	596
	N2 Too expensive, and in receipt of housing benefit or in arrears due to expense	1,268
Mismatch of housing need and dwellings	N3 Overcrowded according to the 'bedroom standard' model	3,734
	N4 Too difficult to maintain	1,814
	N5 Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household	277
	N6 Household containing people with mobility impairment or other special needs living in unsuitable accommodation	2,390
Dwelling amenities and condition	N7 Lacks a bathroom, kitchen or inside WC and household does not have resource to make fit	118
	N8 Subject to major disrepair or unfitness and household does not have resource to make fit	194
Social needs	N9 Harassment or threats of harassment from neighbours or others living in the vicinity which cannot be resolved except through a move	1,729
<b>Total no. households in need (with one or more housing needs)</b>		<b>9,343</b>
Total Households		129,818
<b>% households in need</b>		<b>7.2%</b>

Note: The total number of households in need (9,343) is the total number of households with one or more needs. It is NOT the sum of the number of households identified as having a particular need

## Homelessness

- C.9 Table C4 considers trends in homelessness. Over the five years 2013/14 to 2017/18, the number accepted as homeless has increased from 88 to 346 each year. The table shows that there has been a marked annual increase in the number of homeless acceptances (although in 2015.16 there were fewer acceptances than the previous year)

Table C4 Homeless decisions 2013/14 to 2017/18			
Year	Accepted as homeless	Decisions made	% change in homeless acceptances
2013/14	88	178	51.7
2014/15	177	307	101.1
2015/16	139	389	-21.5
2016/17	276	620	98.6
2017/18	346	661	25.4

### Overcrowding and concealed households

- C.10 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.11 The model takes account of households in need due to overcrowding derived from household survey evidence. Overcrowding was one of the main reasons for housing need, with an estimated 3,734 households living in overcrowded conditions.

### Total current housing need summary

- C.12 Having established the scale of need in Step 1.1, total current housing need from existing households across the borough is 9,343
- C.13 Step 1.2 then considers the extent to which households can afford open market prices or rents, tested against median prices at the borough level (Table C5). This analysis has been based on lower quartile prices for 2017 derived from Land Registry address-level data and private sector rents from lettings reported by Zoopla during 2017.
- C.14 This analysis demonstrates that across the borough 55.4% of existing households in need could not afford open market prices or rents (5,174 households).

Table C5 Lower quartile house prices and private rent levels by Housing Market Area (2017 data)		
Locality	Lower quartile price (£)	Lower quartile Private Rent (Per calendar month)
Doncaster Borough	£88,000	£399

Source: Data produced by Land Registry © Crown copyright 2017, Zoopla 2017

## Stage 2: Future housing need

- C.15 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.’*<sup>34</sup>

### Step 2.1 New household formation (gross per year)

- C.16 The national household formation rate reported in the English Housing Survey is currently 1.55% based on the latest three-year average national rate reported in the English Housing Survey over the period 2013/14 to 2015/16. Applying the gross national household formation rate to household estimates, this establishes an annual household formation of 2,012 each year. Household survey evidence would suggest that 9,300 households have formed in the past 5 year (1,860 each year). The survey also identifies that 2,060 households expect to form annually and remain within the borough over the next 5 years. The model assumes an average of these figures as a reasonable expression of the scale of new household formation each year (1,972).

### Step 2.2 New households requiring affordable housing

- C.17 Analysis of lower quartile market prices relative to the income/savings of households who have formed in the past five years suggests that 59.1% could not afford lower quartile house prices or private sector rents.
- C.18 Therefore, the total number of newly-forming households who could not afford open market prices or rents across the borough is calculated to be 1,165 each year.

### Step 2.3 Existing households expected to fall into need

- C.19 The model takes account this step by considering households currently in the private sector who need to move to address a housing need. An annual figure of 222 is calculated.

### Step 2.4 Total newly arising housing need (gross per year)

- C.20 Total newly arising need is calculated to be 1,387 households each year across the borough.

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<sup>34</sup> 021 Reference ID: 2a-021-20190220

### Stage 3: Affordable housing supply

- C.21 The needs assessment model reviews the supply of affordable units, taking into account how many households in need are already in affordable accommodation, stock surpluses, committed supply of new affordable dwellings and dwellings being taken out of management (for instance pending demolition or being used for decanting).

#### Step 3.1 Affordable dwellings occupied by households in need

- C.22 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<sup>35</sup>.
- C.23 A total of 1,645 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 types of property they would 'free up' if they moved is considered in modelling.

#### Step 3.2 Surplus stock

- C.24 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 borough.

#### Step 3.3 Committed supply of new affordable units

- C.25 The model assumes a committed supply of 526 affordable dwellings. This is based on the latest Council data regarding committed supply.

#### Step 3.4 Units to be taken out of management

- C.26 The model assumes there will be no social rented units taken out of management over the next five years.

#### Step 3.5 Total affordable housing stock available

- C.27 It is assumed that there are 2,171 affordable dwellings available over the five-year period arising from households moving within the stock (1,645 from movement within the stock and 526 committed new build).

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<sup>35</sup> Strategic Housing Market Assessment Guidance (CLG, August 2007)

### Step 3.6 Annual supply of social re-lets

- C.28 The needs model considers the annual supply of social re-lets. Accurate lettings information was provided by the Council which identified an annual average of 1,478 social rented/affordable dwellings let each year over the three year period 2015/16 to 2017/18.

### Step 3.7 Annual supply of intermediate re-lets/sales

- C.29 Data from the Council would suggest only a very small number of intermediate sales have taken place in the past 3 years so the model assumes no intermediate tenure availability.

### Summary of Stage 3

- C.30 Overall, the model assumes a total affordable housing stock availability of 2,171 dwellings and an annual supply of 1,478 affordable/social rented lettings and no intermediate sales.

## Stage 4: Annual Housing Need

### Step 4.1 Total backlog need

- C.31 Step 4.1 is the total backlog need which is derived from the number of households in Step 1.1 minus total affordable housing stock available (Step 3.5). The total backlog need is 3,003.

### Steps 4.2 to 4.6

- C.32 Step 4.2 is a quota to reduce the total backlog need which is assumed to be 10% each year so that the backlog need is addressed over a 10 year period.
- C.33 Step 4.3 is the annual backlog reduction based on Step 4.2 (300 each year).
- C.34 Step 4.4 is a summary of newly-arising need from both newly forming households and existing households falling into need (1,387 each year).
- C.35 Step 4.5 is the total annual affordable need based on Steps 4.3 and 4.4 (1,688 each year) (this is the gross imbalance).
- C.36 Step 4.6 is the annual social rented/intermediate tenure capacity based on Step 3.8 (1,478 each year).

### Total net imbalance

- C.37 Step 4.6 takes account of gross need and expected affordable supply to establish an annual net imbalance of 209 dwellings each year.

- C.38 Note that the net imbalance would be 509 if the quota to reduce the backlog is increased to 20% each year and so the backlog is cleared over 5 years.
- C.39 Table C6 summarises the overall annual net affordable housing requirements for the borough by ward and property size (number of bedrooms).

Table C6 Net affordable housing need by ward and number of bedrooms							
Ward	Number of bedrooms						TOTAL
	1	2	3	4	5	6	
Adwick le Street & Carcroft	-6	0	-5	0	0	0	-11
Armthorpe	5	13	9	4	0	0	30
Balby South	-8	-5	-7	-1	0	0	-20
Bentley	40	39	19	5	0	0	102
Bessacarr	11	41	12	5	0	0	68
Conisbrough	-8	-13	-22	-5	0	0	-48
Edenthorpe & Kirk Sandall	-2	-2	-4	-2	0	0	-11
Edlington & Warmsworth	4	12	1	1	0	0	17
Finningley	-1	-1	-1	-2	-1	0	-6
Hatfield	2	2	6	1	0	0	11
Hexthorpe & Balby North	9	27	18	1	0	0	56
Mexborough	-18	-28	-14	-7	0	-2	-69
Norton & Askern	6	5	9	1	0	0	20
Roman Ridge	0	-2	-2	0	-1	0	-6
Rossington & Bawtry	-1	-3	-2	-1	0	0	-8
Spotbrough	3	2	4	3	0	0	12
Stainforth & Barnby Dun	5	11	18	5	0	0	39
Thorne & Moorends	0	-4	-6	-3	0	0	-13
Tickhill & Wadworth	2	3	4	2	0	0	10
Town	15	29	16	1	2	0	63
Wheatley Hills & Intake	-3	-5	-19	-1	0	0	-29
Total	52	120	32	6	-1	-2	209

Sources: 2018 Household Survey; RP CORE Lettings and Sales

## Technical Appendix D: Stakeholder responses

### Introduction

- D.1 Stakeholders were invited to participate in a questionnaire survey aimed at identifying a range of information, including establishing the key perceived housing market issues in Doncaster. Stakeholders were asked to respond to any of the questions within the survey that they felt related to their area of knowledge or experience. A total of 42 separate responses to the stakeholder consultation were obtained. For confidentiality reasons, the details of respondents cannot be disclosed but they represented a wide range of organisations. Respondents were asked to answer only the questions that they felt were relevant to their knowledge and experience. This is a qualitative summary of the views expressed by stakeholders responding to the online survey.

### Priorities

- D.2 Stakeholders were asked to rank a range of housing priorities as high, medium or low, their responses are summarised in Table D1

Table D1      Ranking of priorities by stakeholders			
Proposed priorities (base number of responses in brackets)	Low	Medium	High
Building homes to buy on the open market (34)	15%	62%	24%
Building affordable homes to rent (38)	5%	24%	71%
Building affordable homes to buy (shared ownership, shared equity, starter homes, rent to buy)(138)	13%	50%	37%
Building executive homes (34)	59%	26%	15%
Building properties designed for older people (37)	11%	46%	43%
Building properties designed for people with specialist needs (37)	14%	49%	38%
Improving the quality of existing stock (37)	11%	43%	46%
Encouraging and enabling self-build (35)	51%	31%	17%

- D.3 Building affordable homes to rent was ranked as the highest priority by stakeholders, with 71% of respondents considering this as a high priority. Improving the quality of existing stock and building properties designed for older people were ranked as high priority by 46% and 43% of respondents (respectively), with the majority of remaining respondents considering this to be medium priority.
- D.4 Building properties designed for people with specialist needs, building affordable homes to buy (shared ownership, shared equity, etc) and building homes to buy on the

open market were considered to be medium to high priorities by the majority of respondents.

D.5 Encouraging and enabling self-build and building executive homes were typically considered to be low- to medium-priorities.

D.6 Stakeholders gave a range of reasons for identifying these priorities, including:

- There is an overall shortage of housing of all types, tenures and sizes;
- Homes and the housing environment are essential to good health and wellbeing and to promote prosperity and regeneration;
- There is high demand for social housing and a large social housing register;
- Average incomes are low so there are affordability issues for many households;
- There is also high demand for older persons' housing, which would allow them to downsize;
- There are high levels of homelessness and a need for housing for vulnerable groups;
- Increasing supported living stock and homes for care leavers is important to maximise the number of people to live as independently as possible in their own homes;
- It is important for younger people to have access to housing – this will ultimately energise the housing market;
- Some areas have seen a concentration on open market housing, particularly executive homes, but not enough housing is provided to meet local needs;
- Improving the existing stock is important;
- Executive housing is needed to attract professionals into the Doncaster market; and
- It is disproportionately difficult to secure land for self-build development.

D.7 Asked what other key housing priorities there are in Doncaster, stakeholders identified the following, in addition to those above:

- Improving the private rented sector;
- Looking at housing units that are not fit for purpose;
- Making adaptations to existing stock for disabilities etc;
- Making social accommodation provision for single people – good quality small homes or shared housing;
- Looking at people with specialist needs – care leavers and people with learning and physical disabilities;
- Considering homelessness and vulnerable needs (including drug and/or alcohol support and chaotic/complex needs); and
- Improving move-on through supported services.

## Housing market drivers and characteristics

- D.8 Stakeholders were asked whether they are aware of employees who travel to work in Doncaster from outside the area. Several respondents were aware of people commuting into the area for work; reasons for this were considered to include a range of factors: family commitments, already being settled in an area, lack of suitable housing and choice. However, it was noted that some people have a poor perception of Doncaster as a place to live, without a good town centre or cultural offer. Asked if they think that employees who live outside of Doncaster would move to the area if suitable housing was available, 12 said yes and 11 said no. The perception of Doncaster was again mentioned; other factors that might influence whether or not people would move include travel costs, quality of local schools and amenities.
- D.9 Stakeholders were asked to identify what they perceive to be the main drivers of housing demand in Doncaster. Drivers identified included:
- Affordability – private rented accommodation is often unaffordable and welfare reform has also impacted what is affordable to households;
  - Population, including an ageing population which affects some local areas more than others and more single households (including family breakdown);
  - In-migration from overseas;
  - Growing economy but weighted towards low skills/zero hours/minimum wage jobs, so affordability is an issue for many households;
  - High unemployment and low social mobility; and
  - Strong family ties, with lots of local moves within Doncaster.
- D.10 The stakeholders were asked to describe the key characteristics of demand in Doncaster, including what type of households are driving demand. High levels of demand from low-income households and single-person households were identified by stakeholders, but these groups have the least financial means to meet their own needs within the market. A need for family homes and bungalows was also mentioned. In terms of tenure, the need for social/affordable rented housing was highlighted – some households cannot afford either owner occupation or private rented housing. A lack of movement within the housing market was also observed by some respondents, as households cannot afford to move up the ladder; this can then lead to more general market stagnation. The high value, executive market is more buoyant as these households have greater means and developers are incentivised by higher profit margins.
- D.11 The survey asked stakeholders what they consider the current limitations of the housing market are across Doncaster. The following were mentioned:
- Differences in demand and price between different areas;
  - Lack of affordable, social and supported housing (particularly single person rental properties – linked to the bedroom tax and also enabling independent living for people with disabilities/elderly) and to meet local needs for newly-forming young households and potential first-time buyers;

- Economic issues including unemployment and a lack of opportunities, so insufficient generation of values;
  - Environmental constraints on development (Green Belt to the west and flood zone to the north);
  - Political decisions regarding development;
  - A need for more planning consultation with builders and developers;
  - Viability for developers in regeneration areas, requiring subsidy;
  - Dominance by larger housebuilders – a need for scope for smaller developments and self-build; and
  - Factors such as transport links and schools in some areas are a constraint.
- D.12 Most stakeholders felt affordability to be a problem, as incomes are not increasing. Affordability was identified as a particular issue for households on lower incomes who would like to buy a home of their own. It is difficult for these households to save for a deposit, especially if they are paying more in rent than the equivalent mortgage payment. Security of employment was also identified as a barrier to home ownership for some lower income households. In addition, it was reported that more affordably priced houses often get *'snapped up by landlords'*, pushing first-time buyers out of the re-sale property market (being limited to Help to Buy newbuild).
- D.13 Anti-social behaviour (ASB) is considered to be a major problem, with an impact on the reputation of the wider area. Problems were reported in the town centre and some of the lower demand areas of Doncaster, including Edlington, Mexborough, Hexthorpe, Hyde Park, Bentley, Balby Bridge, Conisbrough, Stainforth, Wheatley and the ex-coalfield settlements. Links with terraced properties, private rented accommodation and shared housing were highlighted. Pockets of ASB make these local markets unattractive to developers.
- D.14 The key messages that stakeholders wanted to be considered regarding housing markets in Doncaster were as follows:
- Seeing housing as essential to promoting the health and wellbeing of Doncaster residents;
  - Supporting the housing market needs to be considered broadly – improving the economy, education and attitudes/aspirations;
  - The need for low-cost home ownership housing;
  - Consideration of a strategy for the private rented sector (PRS), including making provision for more newbuild rental housing;
  - The need for housing for vulnerable people, supported housing, older peoples' provision and affordable rented housing to meet local needs, newly-forming households and provision for split families;
  - Prioritising brownfield development;
  - Linking housing development with transport, infrastructure and job opportunities; and

- Bringing existing stock up to a good standard.

## New build development

- D.15 Stakeholders reported that there is a considerable amount of new build development taking place in Doncaster. One stated that there are '*record numbers of new build; 1000+ for the last few years*'. This includes some social/affordable housing development: in Balby, Askern, Wheatley. Private new build development includes middle market and executive properties. Locations identified include the town centre, Woodlands, Bentley, Lakeside, Woodfield, Carr Lodge, Manor Farm, Unity, Rossington, Finningley, Edenthorpe, Askern, Brodsworth, Balby, Dunscroft, Armthorpe, Bessacarr and Adwick.
- D.16 Stakeholders identified that new build developments tend to be on the outskirts of existing townships due to cheaper land and lower infrastructure costs; however, they can put additional weight on existing schools, doctors, utilities, etc. The cheapest land is often floodplain, so these impacts need to be carefully considered. Controversy regarding '*village creep*' were also highlighted, for example around the Hatfield and Edenthorpe areas where developments have been opposed by local communities. Factors influencing demand for new build housing were identified as being similar as for the wider housing stock: accessibility and good transport links; schools, amenities and services; a pleasant environment; and quality of life. One respondent expressed the view that there is high demand from newly-forming young households, but developers prefer to build three- and four-bedroom executive homes, rather than affordable homes to rent or buy.
- D.17 Demand for new-build homes is considered to be mixed, with demand for private rental properties as well as home ownership. There is demand across the market including larger family homes, mid-range family homes, smaller first-time buyer properties (either for rent or Help to Buy purchase) and bungalows for older people downsizing. The need for affordable accommodation was also emphasised.
- D.18 Most demand was considered to be from within Doncaster, including existing households, newly-forming households or others with a local connection. In addition, however, stakeholders reported that there is some relocation for work (e.g. Amazon) and an immigrant population from overseas.
- D.19 In terms of recommended locations for new build housing, stakeholders suggested that new housing should be developed in places where there is sufficient land, predominantly on brownfield sites as the first priority, with good access to Doncaster and the townships. One stakeholder recommended that smaller unused plots of land could usefully be redeveloped to assist in regeneration. There needs to be the appropriate infrastructure in place – including the road network, utilities, schools, shops, healthcare, etc. The need to support the market was highlighted, with the Council engaging with developers.
- D.20 When asked what types of new housing should be built, stakeholders stated:
- A range of house types, sizes and tenures - including affordable housing of all sizes, Starter Homes and executive homes;

- One-bedroom/studios/shared accommodation for young single households;
  - Family housing of a good size with gardens and driveways; and
  - Developments should comprise of a mixture of housing types, sizes and tenures, including homes for older people and people with disabilities.
- D.21 Some of the stakeholders participating in the survey expressed an interest in developing new build housing or encouraging new development in Doncaster. Stakeholders were keen to see local needs being met and local communities sustained. There was also an interest in promoting Doncaster as a place of choice and opportunity, linked with employment and regeneration. A few respondents indicated that their organisation was holding development land; this included both brownfield and greenfield land in the Doncaster area.
- D.22 Barriers to development were identified as including:
- Viability, partly linked to lower values and lower incomes,
  - Perception of Doncaster,
  - Increasing land costs,
  - Infrastructure,
  - Slow planning process, and
  - Flood zones.
- D.23 Stakeholders were asked how they envisage the market for new-build dwellings developing in the short- to long-term. There were a range of responses. Several respondents felt that this would depend upon the economy, with the creation of attractive well-paid jobs promoting further growth. Stakeholders were also aware of the balance between sustainable growth and allowing the market (profit-margins) to drive development. One stakeholder anticipates high growth until 2026, but followed by a slowdown between 2030-36.

## Owner-occupied sector

- 1.20 The survey asked stakeholders to identify the areas of high and low demand within the owner-occupied sector in Doncaster, and the factors that influence this. In general, it was noted that demand is highest in the south and west of the area, while the north and east are falling further behind. The highest demand tends to be in locations where there are good amenities, schools, infrastructure and an attractive environment. Popular locations identified to include Sprotbrough, Tickhill, Bawtry, Wheatley Hills, Finningley, Blaxton, Branton, Auckley, Bessacarr/Cantley, Barnburgh, High Melton, Armthorpe and Rossington. Lower demand was reported in areas including Toll Bar, Town Centre, Askern, Stainforth, Denaby, Dunscroft, Hexthorpe, Mexborough and Edlington. These areas are perceived as having a less pleasant environment and higher levels of crime, ASB, litter, rough sleepers and drug use.
- 1.21 Regarding house price trends, stakeholders reported that average house prices have been '*fairly static*' and have not changed very much over the past decade. It was considered that some 'hotspot' areas are showing signs of upward movement;

however, the gap between lower and higher value/demand areas is expected to increase unless there is regeneration in the north and west of the borough. Many local people cannot afford to buy local properties, which are instead being purchased for buy-to-let or as renovation projects which makes them even more unaffordable. In some cases, access to the housing market is being held back by mortgage opportunities (with higher deposit requirements than previously) and further anticipated rises in mortgage rates and possibly interest rates. Several stakeholders felt that it is becoming increasingly difficult for '*traditional*' first-time buyers to access owner occupation, with most going into the private rented sector instead.

## Private rented sector

- D.24 Regarding the private rented sector, stakeholders were asked about its size in Doncaster, and whether they felt it is too big, too small or about right. There was a range of responses. Some people felt that the sector is too big, with market saturation in some areas of the borough and some poor quality housing in the west and central areas particularly. On the other hand, some respondents considered that there is a clear lack of good, quality, affordable private rented accommodation in some parts of Doncaster – given this demand, they felt that this indicates that the sector is too small. Other stakeholders felt that the PRS in Doncaster is about right, with supply and demand tending to balance themselves within the open market. Irrespective of the size of the PRS, concerns were expressed by stakeholders regarding the lack of responsible landlords, the market being saturated with absent landlords and many properties falling into disrepair. Despite this, there is insufficient affordable social housing to meet the levels of need so the PRS fills the void.
- D.25 In terms of rental price trends, several stakeholders reported rising rental costs in recent years, although incomes typically remain low. The PRS is increasingly unaffordable but many households have no other option as they cannot access either owner occupation or social rented housing.
- D.26 Feedback from stakeholders regarding the typical characteristics of the PRS in Doncaster included the following:
- Expensive;
  - Low quality, poor repair, lack of maintenance;
  - Terraced and three-bedroom semi-detached houses;
  - Houses in multiple occupation (HMOs);
  - Less desirable areas; and
  - Some pockets of newbuild or higher value properties.
- D.27 Stakeholders stated that PRS stock is located across the whole area, although with higher concentrations in urban areas and ex-pit villages where house prices are lower. Locations identified include: Hyde Park, Lower Wheatley, Mexborough, Edlington, Lakeside, Rossington, Armthorpe. Popular locations include areas with good accessibility to work, shops and services. However, the market is driven by incomes

and affordability, the location of family, quality of accommodation, flexibility and alternative choices (if any).

- D.28 In terms of buy-to-let, several stakeholders acknowledged that this plays a significant role in the local market, although several expressed negative opinions on this. One felt that buy-to-let operates to *'fill the gap created by the sale of public sector housing'*. It was reported that these are frequently *'poor quality landlords – often from outside of the borough'*.
- D.29 The online survey asked stakeholders to identify the types of household seeking private rented housing in Doncaster. Some stakeholder mentioned a range of households; a consequence of a lack of accommodation in other sectors. However, the following household types were specifically mentioned: low income families, newly-immigrant families, ethnic minorities, young (vulnerable) single households, along with some higher income households. One stakeholder stated that there is not much, if any, demand from students as most students would be from Doncaster itself and would continue to live at home with parents while studying.
- D.30 When asked about changes in the economy and welfare regulations and their impact on the PRS, stakeholders reported that changes in the economy in recent years mean that employment is more insecure, lending criteria are stricter and accessing a mortgage is therefore harder. Higher deposits are required and saving is harder as rents have increased. As a result, more households have no option but to rent, and this increased demand allows landlords to increase rental prices. Stakeholders stated that benefit cuts are making PRS accommodation *'out of reach'*, being particularly *'unaffordable to young single people'*. The introduction of Universal Credit has made it more difficult for young people to access properties in the PRS as landlords are concerned about delays of receipt of the housing element of Universal Credit; young people on low incomes are considered a risk. Likewise, landlords often insist on a working guarantor, making it impossible for some households on benefits to access PRS accommodation. Greater levels of rent arrears are occurring, resulting in increased rates of repossession by eviction.
- D.31 In terms of movement between tenures, stakeholders did not provide very much feedback. However, it was noted that it is difficult to save for a mortgage deposit whilst paying private rent, so many households are *'stuck in rented properties'*. An increase in people presenting to Home Options was reported; this is due to people coming to the end of their shorthold tenancy in private rented accommodation and preferring a Council tenancy as they feel it is more settled accommodation. Clients are also reporting that they cannot afford to continue in PRS accommodation, or report that they are in poor quality PRS accommodation. In addition, fees and bond requirements are a barrier for some people taking on another PRS tenancy.
- D.32 Stakeholders were asked what they felt the key messages are that they want to be considered regarding the PRS. The following were mentioned:
- Conditions in the PRS are typically worse than in other tenures, with negative impacts on health and wellbeing, including a growing population and children – ensuring private sector housing is of a decent standard is essential;
  - Consider the extent to which poor properties are being tackled;

- Rents need to be affordable with reasonable contract terms – possible rent capping was proposed;
- Private sector licensing should be expanded and landlords monitored effectively, including enforcement;
- Look at improving access for those on low incomes, the homeless and other vulnerable groups who are often declined by landlords – promoting a greater partnership between the Council and private sector landlords to reduce the ‘risk’ to landlords. Landlords need guarantees and reassurance from the Council/SLHD so that there are less barriers to entry for those in need of accommodation. Supporting vulnerable people in their tenancies is also important; and
- A commission is needed to understand Doncaster’s PRS and its complexities, including a stock condition survey;

## Affordable housing

- D.33 The stakeholder survey included a number of registered providers and housing associations who operate within Doncaster. They reported managing the following stock profiles: general needs one-, two-, three- and four-bedroom properties, flats, bungalows, supported housing and older people’s provision. When asked about whether Decent Homes targets have been met by their organisation, if relevant; the majority confirmed that these standards have been met. In addition, some respondents mentioned that they build to building regulations standards, national space standards, above HQI minimum or lifetime homes. It was also noted that DMBC have an agreed template for Social Housing New Build.
- D.34 High demand for social rented and affordable housing was reported, focused on areas with access to town centres, transport links and local amenities including the hospital. Popular locations were identified as including Sprotbrough, Cantley, Tickhill, Bawtry, Rossington, Arksey, Bentley, Carcroft, Carr Lodge, Skellow, Woodlands, Scawsby, Scawthorpe, Edenthorpe, Armthorpe, Kirk Sandall, Barnby Dun, Hatfield, Intake and Wheatley. Less popular locations amongst affordable housing stock were identified as including: Moorends, Stainforth, Duncroft, Highfields, Mexborough, Balby, Denaby and Edlington. Drugs, crime and ASB were mentioned as negative factors, along with the general street scene, aesthetics and environment.
- D.35 Several of the stakeholders reported that their organisation is developing new social housing in Doncaster. The Council House Build Programme and the joint Council/Housing Association Build Programme were referenced. One stakeholder referred to a scheme involving mixed family homes and single person accommodation
- D.36 The survey asked stakeholders whether they felt that the reductions in rental income imposed by the Government in July 2015 have had an effect on the number and type of affordable housing developed since. Several respondents said yes, one stating that *‘this had a significant impact on our build programme’* and another reporting that this *reduced capacity by around 25%’* with a particular impact on delivering housing for rent in lower and middle value areas. However, another reported that *‘this situation is improving’*. In terms of the recently reinstated rent settlement (Consumer Price Index plus 1% from 2020), several stakeholders confirmed that this will have a positive

impact on encouraging their organisation to develop further social housing in the borough. However, one stated that this is not complete or immediate, with the current programme predicted on more homes for shared ownership and outright sale, with schemes for rent still needing a large subsidy input.

- D.37 In terms of affordable home ownership products, three respondents reported that their organisation is developing shared ownership products; one also mentioned rent to buy housing and another mentioned Starter Homes. Key client groups for affordable home ownership were identified as first-time buyers, smaller sized families and single parent families. These groups often rent in the PRS, cannot afford full market sale homes and maybe employed but in lower paid work. Three-bedroom houses were mentioned as a popular house type for affordable home ownership; but a range was also indicated, from one-bedroom flats and two-, three- and four-bedroom houses.
- D.38 Asked about the characteristics of people moving into and out of their stock, stakeholders said that there were a variety of client groups including single people, couples and family units. One reported that low demand stock is often let to people with mental health problems, substance users and complex needs.
- D.39 Anti-social behaviour (ASB) is considered to be a problem within the affordable stock in Doncaster. One stakeholder felt that *'all areas suffer with ASB; it is not unique to any one particular neighbourhood.'* However, others linked ASB with particular neighbourhoods, sometimes linked with gangs, drug-related activity and organised crime. Stakeholders involved in the provision of affordable housing generally reported high or very high levels of tenant satisfaction.
- D.40 Asked what they considered the key messages should be regarding affordable housing, the following were mentioned:
- Establishing the true level of demand for affordable housing;
  - More good quality social / affordable housing is needed in Doncaster;
  - Stop the loss of stock via Right to Buy;
  - More small, affordable homes for young people, potentially through S.106 agreements;
  - The affordable housing rent calculation is higher rent than DMBC Social Housing Rent, which can affect demand in areas with a low cost PRS;
  - Availability of land (at an affordable cost) for development; and
  - Need to speed up the planning process.

## Specialist Housing

- D.41 Several of the stakeholder survey respondents are directly involved in the Specialist housing sector. They work with a range of client groups including: young people with education/training needs, older people, people with physical disabilities, people with learning disabilities, people with mental health problems, those involved in substance use, offenders and people who are homeless (or risk of homelessness).

- D.42 Stakeholders were asked how housing policy changes have affected their ability to deliver services to vulnerable groups over recent years. One stakeholder reported that changes to welfare benefits have made it more difficult for young people to access suitable accommodation, with a detrimental impact on the lives of those young people. Another respondent stated that the rent caps and cuts to revenue budgets have made managing existing and building new specialist housing much riskier. It was noted that decreased funding has meant that commissioned services are delivering more for less, but this has an impact on the number of people who can be helped: whilst the number of vulnerable people is increasing there is no increase in funding or support.
- D.43 Asked about areas of high and low demand for specialist housing, it was reported that most clients come from deprived areas, but often they want to remain close to their network of family and friends (where this exists). A lack of supported housing options for couples was reported; for example, learning disability accommodation is centred around schemes for single occupancy. A gap in supported housing for higher risk individuals was also noted (along with a risk aversion from some providers) and a lack of adapted housing in the east of the borough.
- D.44 In terms of trends, the following were mentioned: more homeless young people; more rough sleepers; more people at risk of homelessness; more people on drugs; more young people with high support needs; more mental health needs; and more people with complex needs.
- D.45 Barriers to the development of further supported housing and/or support services were identified as predominantly including viability issues relating to:
- Uncertainty and lack of funding;
  - Capital and revenue budget constraints;
  - Problems with the Universal Credit system;
  - Lack of move-on accommodation and floating support; and
  - Lack of temporary accommodation for young people.
- D.46 In terms of stock shortages for Independent living, stakeholders specifically mentioned supported accommodation for vulnerable adults who have drug and alcohol dependencies; one-bedroom flats and shared accommodation for young single people; and bungalows.
- D.47 Stakeholders were asked to state the key issues surrounding the physical adaptation of properties. One respondent stated, '*cost and the ability to respond*'. Another explained that adaptations tend to be based around an individual with specific needs, although circumstances and needs can change between commissioning and completion. One stakeholder mentioned that there is a wait for some adaptations, and some people are not covered by the disabled facilities grant; both of these issues may lead to people attempt to make their own adaptations.
- D.48 An increase in demand for support services over the last three years was reported from the following client groups: young people with higher levels of need; people with mental health problems; people with drug and alcohol dependency; people with more complex needs; and homeless people.

Asked what type and size of housing should be built to meet the requirements of older people, stakeholders suggested bungalows, supported units in flatted blocks and Extra Care schemes. One stakeholder commented that Extra Care is expensive and proposed Extra Care 'Lite' as an alternative. In terms of housing for people with additional needs, stakeholders recommended grouped one-bedroom properties or flats where clients can live independently but access support 24/7. One respondent commented on the need for housing to be suitable to enable independent healthy living with the ability to adapt to changing needs, whilst being located to promote and maintain family and social connections. Another respondent also mentioned the benefit of flexible options to accommodate different sizes of households; not just single people.

1.22 Stakeholders were asked to identify the key messages regarding supporting/independent living and older people's housing. The following were mentioned:

- Doncaster needs more supported housing;
- A broad range of supported housing services need to be available;
- The delivery of suitable homes for people with needs in owner occupation (e.g. older people) must be facilitated, including considering aspirations;
- Adaptable homes are needed, built to a high standard to promote good health and wellbeing;
- Detailed long-term needs analysis is required; and
- Land must be made available, along with capital and revenue costs.