Doncaster
Metropolitan Borough Council

HOUSING NEED ASSESSMENT 2015

Update March 2016

DONCASTER

Contents

1. BACKGROUND

The Housing Need Assessment 2015 (HNA[2015]) was published in summer 2015 and contained detailed analysis of the housing market area, area profile, population & household projections, and future housing need of the general population and specific groups. The housing need calculations included in the report were the overall objectively assessed housing need (OAHN), the affordable housing need (AHN) and the gypsy/traveller accommodation need (GTAN).

Since its publication, the Government has announced a 1% rent decrease for 4 years for social housing tenants. The subsequent reduction in income has had a significant effect on the proposed council house and housing association build programmes; and as such has prompted a recalculation of AHN. The GTAN[2015] has undergone testing at numerous appeals and coinciding with its scheduled annual review, has undergone some changes to its methodology and presented an updated, more robust GTANA. The GTAN is also accompanied by an updated accommodation need figure for travelling show people (TSPAN). The overall objectively assessed housing need has not been amended. However, further analysis is presented showing the projection of the baseline element of the OAN by settlement.

2. OBJECTIVELY ASSESSED HOUSING NEED (OAHN)

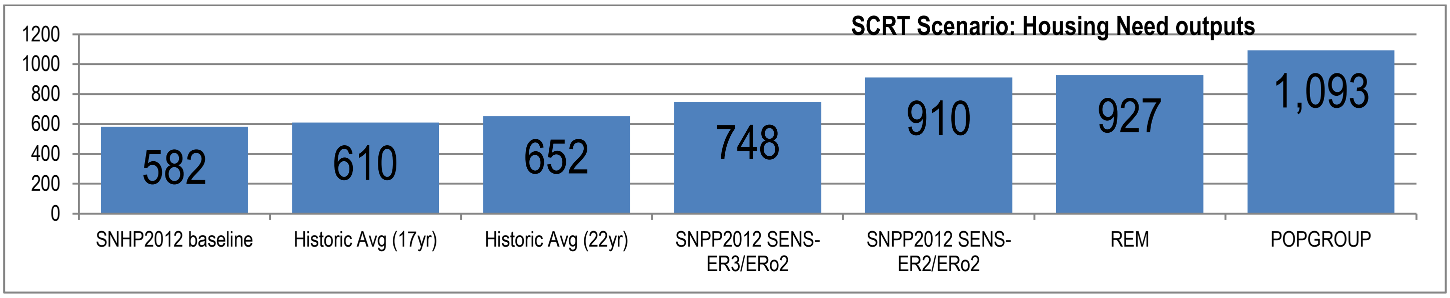
2.1 Extract from HNA[2015], Chapter 6: Housing Need

The analysis throughout section 6.2 of HNA[2015] shows that as a minimum, Doncaster can expect to have a baseline household growth rate of around 582[1] additional households per year across 2015-32. This comes from the Government issued sub-national household projections (SNHP2012). However, given the economic growth forecasts for the Sheffield City Region and specifically for Doncaster, the number of additional households is likely to be higher than this.

Through analysis of a number of jobs growth scenarios and sensitivity testing, and review of historic trends and various market signals, the scenario representing the targeted jobs growth set out in the SCRT scenario is deemed the most appropriate scenario upon which to assess OAHN. Albeit using PB1 scenario as a marker for which actual growth should be monitored against, prompting a review of Doncaster’s OAHN should growth match more closely to this scenario than the SCRT scenario.

Shortfall in actual delivery against SNHP2012 has been included; and the borough’s empty homes strategy has been used to consider a minimum likely number of empty homes that will be brought back into use, which in turn has been offset against modelled results to give estimates for housing need.

If the SCR LEP jobs target is achieved, then an average household growth of between 748 and 1,093 per year is expected. The SCR LEP jobs growth scenario is a challenging one – it represents a growth requirement for Doncaster that is 80% higher than the national average and makes the assumption that this rate of growth will continue afterwards until the end of the Local Plan period. PB1 forecasts show that the borough has forthcoming developments with the potential to achieve this target, but for the reasons outlined within HNA[2015], PB1 represents a riskier base upon which to solely determine housing need.



On consideration of the range of results from the various modelling methods, as well as historic demand and market signals analysis, it is proposed that the **Objectively Assessed Need (OAN) for Doncaster is 920 homes per year** (15,640 in total between 2015-32).

This OAN represents a housing need figure that is both *ambitious* (58% higher than the official government projection of 582 per year (SNHP2012), and around 41% higher than the long term historic average demand (652 per year)), and *realistic* – as shown by the potential jobs growth forecasted from forthcoming transformational projects.

[1] The HNA[2015] overview section contains a typing error which references ‘529p.a.’ instead of 582p.a..The analysis section 6.2.1 contains the correct figure.

2.2 Analysis of OAHN by settlement/zone

The following table shows how the projection of the baseline element of the OAN by settlement (for all settlements with more than 1% of the total borough households)

The existing number and proportions of households in each settlement is estimated using council tax records. This proportion is then combined with the annual baseline growth projection to give the number of new homes required to meet baseline population growth. If the baseline growth of 582 is distributed pro rata by settlement (according to current no. of households) then the number of new homes needed per year in each settlement would be as set out in the Table below. For illustration purposes a figure for 15 x this growth is provided because the local plan will make allocations for 15 years' housing. The actual distribution of the baseline growth and the economic growth elements of the OAN will be a matter for the local plan.

a	b	c	d	e
Town/Village	**Existing households**	**Existing households as % of the borough's total households** (rounded)	**New homes required each year to meet base line growth** (582 x column c)	**Proposed housing allocation to meet base line growth (approx.)** (15 years x column d)
Doncaster town centre, Balby/ Woodfield, Belle Vue, Bentley, Bessacarr, Cantley, Clay Lane, Cusworth, Edenthorpe, Hexthorpe, Hyde Park, Intake, Kirk Sandall Richmond Hill, Scawsby, Scawthorpe, Warmsworth and Wheatley)	56,308	43%	252	3,780
Hatfield, Stainforth Dunscroft, Dunsville,	9,120	7%	41	615
Thorne and Moorends	7,501	6%	34	510
Mexborough	7,026	5%	31	465
Conisbrough and Denaby	6,813	5%	30	450
Armthorpe	6,282	5%	28	420
Rossington	5,683	4%	25	375
Adwick and Woodlands	4,041	3%	18	270
Carcroft and Skellow	3,826	3%	17	255
Edlington	3,342	3%	15	226
Tickhill	2,468	2%	11	165
Askern	2,374	2%	11	165
Bawtry	1,606	1%	7	105
Auckley and Hayfield Green	1,582	1%	7	105
Barnby Dun	1,523	1%	7	105
Sprotbrough	1,392	1%	6	90
Barnburgh and Harlington	854	1%	4	60
Finningley	718	1%	3	45
Sub Total	**122,459**	**94%**	**547**	**8,206**
Other settlements	7,706	6%	35	524
Total	**130,165**	**100%**	**582**	**8,730**

2. AFFORDABLE HOUSING NEED (AHN)

2.1 Background

In Summer 2015, the Council published its HNA[2015] report which identified an AHN of 255p.a.; this was over and above the expected delivery from the Council House Build programme and Housing Association build programme.

Central Government has since introduced a mandatory 1% social rent decrease for four years, which significantly reduces the income for both the Council and our partner housing associations – income that was earmarked for use in the new build programmes. The forecasted delivery over the Local Plan period from these 2 programmes must therefore be reduced. All forecasted delivery for these two programmes after 2018 is therefore reduced to zero.

Reducing the supply from circa 200 per year has a significant impact on the AHN figure and subsequent AHN% figure (i.e. the amount and proportion of AH that would be required from planning permissions if affordable housing need was to be met).

2.2 Updating the AHN calculation

Replicating the 10-year AHN need calculation from HNA[2015] gives the following revised figures:

	HNA[2015]	HNA[2016 update] (same method)
AHN	255 p.a.	361p.a.
AHN%	43%	60%

A requirement for 60% of new developments (15+ units) to be affordable homes is unlikely to be viable in the current market. The previous target, 26%, has been achieved in some parts of the borough and on attractive sites but has proved to be unachievable in some parts of the borough and particularly on brownfield sites and consequently smaller or phased requirements have had to be negotiated and in some cases no affordable housing element has been viable. . To set a figure so much higher than what has already been in some cases too high for the market would not assist the delivery of more affordable housing.

The Council and its partners therefore need to re-consider how we plan for AHN by reconsidering who's needs we plan for.

2.3 Updating the AHN methodology

Upon analysis of the HWL, it is clear that most households fall into the lower of the 5 bands. Platinum, Gold and Silver (priority need) account for around only a fifth of the households on the HWL. Bronze band, for example, is for households not in priority need or for households that have previously been allocated to the priority need bands but have lost their priority status following refusal of suitable properties on 2 occasions. General Band, which falls below Bronze band, is for those households with savings/asset valuing £60k or more.

We could choose to not include the need/demand for council homes from households in Bronze band, but we recognise the importance of mixed, sustainable communities, rather than developments made up of purely the most in-need households of our community. We also recognise that a large proportion (around 50%) of all new allocations for vacant properties come from Bronze band.

So how can this be? How can people with lower (in some cases, much lower) priority status be allocated a property yet a household in a higher priority band remain in need?

Analysis of households on the HWL shows that there are many households that despite identifying themselves as being in need of social housing, do not try to obtain such housing when homes become available.

We recognise that a suitable home does not become available as soon as a household is place on the HWL, and so have looked at all households that have been registered on the HWL for 1 year or more.

Of these households, overall, 36% have never bid on a property – despite circa 1,600 council homes becoming vacant each year. The result of this analysis broke down by band is as follows:

Band	Total hh in band*	Households that have not placed a bid on any available property	% of 'inactive bidders'
Platinum	20	4	20%
Gold	249	74	30%
Silver	759	293	39%
Bronze	5,245	1,859	35%
Total	**6,273**	**2,230**	**36%**

*registered for 1year or more

Given that more than one-in-three households (registered for over a year) don't actively bid on properties; it suggests that to take the raw HWL data as a proxy to need would inflate the need figure artificially.

2.4 Updated AHN calculation

Recalculating backlog need with the reduced figures (taking into account proportions of active bidders only) suggests that the AHN reduces significantly from previous calculations. By calculating AHN using active bidders only, the updated AHN figure for the period 2015-25 is 149 per year.

<table>
<tr><th colspan="4">Backlog Need</th><th></th></tr>
<tr><td rowspan="8">B1</td><td rowspan="7">Unsuitable Housing</td><td rowspan="5">HWL in priority need (HH registered for <1yr and active bidders registered 1yr+):</td><td>Platinum:</td><td>40</td></tr>
<tr><td>Gold:</td><td>312</td></tr>
<tr><td>Silver:</td><td>652</td></tr>
<tr><td>Bronze:</td><td>4,177</td></tr>
<tr><td>Total in priority need</td><td>5,181</td></tr>
<tr><td colspan="2">Unable to maintain or tackle repair issues: 11% of survey responses indicated inability to physically/ financially manage the main repair problems needing attention. Extrapolating this to the whole population (total owned households) gives:</td><td>8,805</td></tr>
<tr><td colspan="2">Couples, people with children and single adults over 25 sharing a kitchen, bathroom or WC with another household: Just less than 1% of survey responses indicated sharing these facilities. Extrapolating this to the whole population (total households) gives:</td><td>1,236</td></tr>
<tr><td colspan="3">Total unsuitable housing</td><td>15,223</td></tr>
<tr><td rowspan="6">B2</td><td rowspan="6">Total already in affordable</td><td colspan="2">HWL in priority need:</td><td></td></tr>
<tr><td colspan="2">Platinum:</td><td>8</td></tr>
<tr><td colspan="2">Gold:</td><td>170</td></tr>
<tr><td colspan="2">Silver:</td><td>733</td></tr>
<tr><td colspan="2">Bronze:</td><td>146</td></tr>
<tr><td colspan="2">Total in priority need</td><td>1,057</td></tr>
<tr><td rowspan="3">B3</td><td rowspan="3">% cannot afford open market prices/rents</td><td colspan="2">- People on HWL in need excl those already in affordable housing</td><td>89%</td></tr>
<tr><td colspan="2">- Unable to maintain or tackle repair issues</td><td>21%</td></tr>
<tr><td colspan="2">- Couples, people with children, single adults 25+yrs sharing a kitchen, bathroom or WC</td><td>100%</td></tr>
<tr><td rowspan="4">B4</td><td rowspan="4">Total Backlog Need</td><td colspan="2">HWL</td><td>4,124</td></tr>
<tr><td colspan="2">maintain/tackle repair</td><td>1,849</td></tr>
<tr><td colspan="2">Sharing facilities</td><td>1,236</td></tr>
<tr><td colspan="2"></td><td>7,209</td></tr>
<tr><td></td><td colspan="3">Number of years to clear backlog need</td><td>10</td></tr>
<tr><td>B5</td><td colspan="3">Quota to reduce over 1 year</td><td>10%</td></tr>
<tr><td>B6</td><td colspan="3">Annual backlog reduction (B5*B6)</td><td>721</td></tr>
<tr><th colspan="4">Newly Arising Need</th><th></th></tr>
<tr><td>N1</td><td colspan="3">New Household formation p.a.</td><td>582</td></tr>
<tr><td>N2</td><td colspan="3">% cannot afford open market prices/rents</td><td>53%</td></tr>
<tr><td>N3</td><td colspan="3">New HHs requiring Affordable p.a. (N1*N2)</td><td>308</td></tr>
<tr><td>N4</td><td colspan="3">Current Households falling into need</td><td>880</td></tr>
<tr><td>N5</td><td colspan="3">Total Newly Arising Need p.a. (N3+N4)</td><td>1,189</td></tr>
<tr><th colspan="4">Total Affordable Need</th><th></th></tr>
<tr><td>T1</td><td colspan="3">Total annual affordable need (B6+N5)</td><td>1,910</td></tr>
<tr><th colspan="4">Affordable Housing Supply</th><th></th></tr>
<tr><td>A1</td><td colspan="3">Social Rented properties vacated/available for re-let</td><td>1,821</td></tr>
<tr><td>A2</td><td colspan="3">Affordable units removed from supply</td><td>108</td></tr>
<tr><td>A3</td><td colspan="3">Confirmed additions to supply</td><td>48</td></tr>
<tr><td>A4</td><td colspan="3">Total Affordable Housing Supply p.a. (A1-A2+A4)</td><td>1,761</td></tr>
<tr><th colspan="4">Final Calculation</th><th></th></tr>
<tr><th colspan="4">Net Annual Shortfall (T1-A4)</th><th>149</th></tr>
</table>

2.5 Affordable housing percentage for planning permissions (AHN%)

As the policy only relates to developments of 15 units or more; an estimate must be made as to how many of the OAHN (920) homes per year will be delivered on such sites. As per the analysis in section 6.4 of HNA2015, this proportion is taken as 65% (as per average previous delivery). This means around 598 of the 920 homes per year can be expected to be subject to this policy requirement. Taking the AHN as a proportion of 598 gives an AHN% of 25%.

OAN	920
% delivery on developments of 15+ units	65%
number of total OAN to be delivered on 15unit+ developments	598
AHN%	**25%**

2.6 Affordable housing need summary

In summary, HNA^{2015} gave an AHN and AHN% that now require recalculation due to reduced council and housing association build programmes. Using the same methodology as per HNA^{2015} presents a figure that is not realistic in terms of development viability and therefore not of practicable use in negotiating the provision of affordable housing as a cross-subsidised element of commercial schemes. . A revised methodology whereby backlog need only considers active bidders on the housing waiting list gives an AHN figure of 149 homes per year, which in turn suggests a policy ask of around 25% affordable homes for planning permissions of 15 units or more. This is very similar to the previous target which whilst challenging in some parts of the borough has been achieved elsewhere and provides a realistic starting point for negotiations around the issue of viability.

	HNA^{2015}	**$HNA^{2016\ update}$** (same method)	**$HNA^{2016\ update}$** (active bidder proportions only)
AHN	255 per year	361 per year	149 per year
AHN%	43%	60%	25%

As with the HNA^{2015} calculation, this only covers the backlog need as at the base date, and the Newly Arising Need over 10 years. A further assessment would be required after this period to determine the AHN and AHN% from year 10 to year 17 of the Local Plan period.

3. GYPSY/TRAVELLER ACCOMMODATION NEED ASSESSMENT 2016 (GTANA2016)

3.1 Background

A specific GTANA has taken place each year since 2014. This followed (and is in addition to) the statutory bi-annual caravan counts. In 2014, the council published GTANA^{2014} which included a revised methodology for assessing pitch need in Doncaster.

A fundamental enhancement was that assessment of need would be based upon information obtained from discussions with residents and site owners rather than caravan counts; in effect, identifying actual households and specific information about their specific needs, rather than estimates based on caravan counts and assumed ratios for households, concealed households etc.

The new methodology applied from 2014 underwent independent review by Professor Robert Home (see credentials in main GTANA documents), and as a result of the endorsement received, the approach was embedded and used across 2014 and 2015.

Both GTANA^{2014} and GTANA^{2015} assessments were used regularly as the evidence base for planning appeals. Challenge and feedback received during and following these planning appeals has prompted further enhancement of the methodology for GTANA^{2016}. Building on the strength of previous assessments, further analysis has been undertaken relating to hidden need from G/Ts living in ‘bricks and mortar’ housing and further analysis of migration. The new assessment methodology and its application in the actual assessment have undergone further independent review by Professor Home and once again, as a result of the endorsement received, will become the embedded approach from now on.

3.2 GTANA^{2016}

The overall need for G/T pitches over the next 5 years is -16 pitches; this considers demand/need from unauthorised temporary permissions, pitches, waiting lists, planning applications, hidden demand from B&M housing, demand from outside Doncaster and household growth. This is offset against current unused supply.

This result is consistent with previous assessments in that there is still an overall surplus of pitches; though there has been a slight decrease in need from the -12 (surplus) last year to the -16 (surplus) this year. A number of methodological changes mean a direct comparison of all elements is not possible. Specifically, the different GTAN is a result of the following *(*= rounded figures)*:

Unauthorised pitches (raw)	+4*
Reduced number of pitches likely to be completed/gain permission within 1 year	+28
Pitches immune from enforcement action now offset against demand figure	-5
Reduced number of temporary permission contributing to demand	-1
More households on the pitch waiting list	+5
Additional need identified from analysis of planning applications	+1
Lower household growth forecast due to lower rate being applied	-20*
Supply from council turnover no longer offset against demand	+9
Increased number of vacancies on private sites	-20
Additional pitches not in use, but likely to come into use within 1 year	-5
Overall	**-4**

Note: Although the number of unauthorised pitches has reduced by 4 from 76 to 72, previous assessments used an average number of unauthorised pitches from previous counts. The net effect of the latest counts gives an increase of 4 for this element of the calculation.

In GTANA^{2016} and additional ‘GTAN banding’ has been introduced with categorises the level of unmet need with a descriptor (None, Low. Medium, High etc). The current GTAN is -16 which equates to a ‘*Surplus/None’* unmet need. Specifically, when considering the average size site in Doncaster, this equates to a surplus of around 2.7 sites over 5 years (or 0.5 sites per year).

In addition, GTANA^{2016} also identifies the likely supply coming forward to meet this unmet need figure based on information known at the base date. Turnover from council-owned sites will provide an estimated 50 pitches over 5 years, and confirmed sites with planning permission include another 27 pitches.

In summary, need for G/T pitches is low over the next 5 years; specifically, the 5-year GTAN at the base date is -16 pitches, with a forecasted supply from council site turnover and confirmed sites of 77 pitches.

The full assessment, which provided detail on the methodology and data collected, can be found the GTANA/TSPANA^{2016} report and appendices.

4. TRAVELLING SHOW PEOPLE ACCOMMODATION NEED ASSESSMENT 2016 (TSPANA)

4.1 Background

Travelling Show People have different accommodation needs to the G/T community due to their need for storage of equipment, and so are therefore not included in the assessment of GTAN. A separate TSP accommodation need assessment has been completed for Doncaster but it must be acknowledged that consultation with the Showmen's Guild suggests that a regional/sub-regional assessment should be completed because the community have indicated they would live in other local authority areas if land was available.

The same assessment has been completed as for GTAN. However, as there is an organisation that represents all TSP in Doncaster; this organisation has been liaised contacted with a view to determining what they think their community's TSPAN is. A Principal Planning Officer has reviewed planning records and conducted individual site visits to all existing sites and held discussions with all households (willing to engage) to determine their current status and future need.

4.2 TSPANA^{2016}

The overall need for TSP pitches/yards over the next 5 years considers demand/need from unauthorised temporary permissions, pitches, waiting lists, planning applications, hidden demand from B&M housing, demand from outside Doncaster and household growth. This is offset against current unused supply.

In TSPANA^{2016} and additional 'TSPAN banding' has been introduced with categorises the level of unmet need with a descriptor (None, Low. Medium, High etc).

The current TSPAN is -13 which equates to a *'Surplus/None'* unmet need category. Specifically, when considering the average size site in Doncaster, this equates to a surplus of around 1.5 sites over 5 years (or 0.3 sites per year).

The surplus is mainly due to a lack of unauthorised plots needing replacing, a relatively low total number of households (& therefore low household growth), and the forthcoming supply of a site in Hatfield that will provide 18 authorised plots/yards.

The full assessment, which provided detail on the methodology and data collected, can be found the GTANA/TSPANA^{2016} report and appendices.

5. LOCAL PLAN TARGETS – G/T PITCHES AND TSP YARDS

The Local Plan period runs from 2015 to 2032, 10 years longer than the GTANA/TSPANA assessment period. Further analysis has therefore been undertaken to determine a suitable need-based target for G/T and TSP pitches/yards in the Local Plan.

It should be noted that the GTAN and TSPAN figures calculated earlier are the 5-year need figures for Gypsies/Travellers and Travelling Show People respectively.

However, this analysis considers a longer period and provides an average 5-year need figure for each group across the Local Plan i.e. considering year 1-5 and year6-15.

5.1 G/T pitch target

Considering the following 10 years to the end of the Local Plan period, household growth over year 6 to 15 is expected to be 53 additional households (based on the growth rate used in formula element M). Considering 10 further years at an average 10 pitches per year turnover from council sites (based on formula element Q) gives a total supply of 100 pitches. Overall this gives a surplus of 47 across year 6-10.

Examining the analysis for years 1-15 together gives an overall likely surplus of around 140 pitches.

Local Plan period	Need	Supply	Net shortfall
Year 1-5	-16	77	-93
Year 6-15	53	100	-47
Overall	**37**	**177**	**-140 (surplus)**

In summary, over the Local Plan period there is an *average* annual need of 2.5 pitches per year (i.e. 37pitches / 15yrs). The *average* 5-year need over the Local Plan period is therefore 12.5 pitches – which is expected to be provided for from existing sites.

Other factors exist that are less quantifiable – some affect demand, some affect supply.

- Possible shift from zero net in/out migration to net out-migration; or net in-migration.
- Possible shift from zero net movement between houses/sites to net movement to houses; or to sites.
- Identification of robust turnover data for private sites (currently taken to be zero).
- Possible extensions to existing sites.
- Possible additional windfall sites.
- Possible reduction in number of tenancy terminations on council sites.

In the absence of robust estimates for a number of factors, it would be prudent to review the GTANA on at least a 5-yearly basis.

5.2 TSP pitch/yard target

Considering the following 10 years to the end of the Local Plan period, household growth over year 6 to 15 is expected to be 11 additional households (based on the growth rate used in formula element M).

Examining the analysis for years 1-15 together gives an overall likely need of around 2 pitches/yards.

Local Plan period	Need	Supply	Net shortfall
Year 1-5	-13	0	-13
Year 6-15	11	0	11
Overall	**2**	**0**	**2**

In summary, over the Local Plan period there is an *average* annual need of 0.1 pitches per year (i.e. 2pitches / 15yrs). The *average* 5-year need over the Local Plan period is therefore 0.5 pitches/yards.

As with the assessment for GTAN, it would be prudent to review the TSPANA on at least a 5-yearly basis.