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South Yorkshire Housing Framework

3rd November 2022

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PREFACE

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Oliver Coppard

South Yorkshire's Mayor

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EXECUTIVE SUMMARY

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INTRODUCTION

Purpose

This South Yorkshire Housing Framework identifies the key strategic housing issues facing our region, and the actions which SYMCA and our Partners will take to address them.

It sets out the collective vision, priorities and actions of partners for delivering affordable, high quality and sustainable homes and places for those who live within South Yorkshire.

It establishes a stronger focus on placemaking and improving the existing housing stock, particularly the energy efficiency improvements required to tackle poor quality housing and fuel poverty within the region.

Good quality homes, the neighbourhoods in which they sit, and the connections to jobs, facilities, recreation and open spaces are intrinsic to our quality of life in South Yorkshire, and to delivering a **Stronger, Greener and Fairer** economy and society.

Good housing is a basic human right, and the people of South Yorkshire need homes which both meet their needs now as well as being flexible to adapt and meet changing needs over their lifetime. They need to be in sustainable, well-connected locations, and be affordable across a range of tenures.

Our homes and sites for new development also need to be resilient to the impacts of the climate emergency and fit for a low carbon future.

Well-connected, good quality homes and neighbourhoods which provide choice and affordability help improve the health and wellbeing of our residents and can play a vital role in attracting and retaining new employees and residents as part of growing and developing the regional economy.

The availability of well-connected and attractive development land for new homes is a major competitive advantage for South Yorkshire.

Investing in housing, infrastructure and public realm, and focusing on priority

growth areas will help unlock our region's potential.

There are, however, key challenges and barriers to overcome, including widening inequalities, homelessness and the rising cost of living. Many households live in poor quality energy inefficient homes.

A range of solutions will be required with a key focus on creating successful places where people want to live - places with the right infrastructure including attractive public spaces. We need improvements to existing homes and neighbourhoods as well as new, affordable housing development.

In response to the current cost of living and energy crises, the Framework emphasises the increasing importance of improving our existing housing stock over the coming years, investing particularly in energy efficiency retrofit improvements to reduce fuel bills and tackle rising fuel poverty.

These actions will also be critical in addressing the Levelling Up agenda for South Yorkshire: connecting residents with opportunities, improving health and wellbeing outcomes, and increasing pride in place.

Delivering Change

This Framework takes forward our response to strategic housing challenges and opportunities by:

- establishing a clear vision behind which all interested parties in the region can mobilise,
- establishing the priority areas where activity will be focused, and
- setting out the detailed actions to implement and deliver these.

It provides a clear line of sight from our overall vision through to the delivery of actions and their outcomes; identifying what collectively we are currently doing, and progress made in addressing our priorities, as well as setting out what more we need to do to achieve our vision.



Figure 1: Delivering change through the South Yorkshire Housing Framework

OUR OPPORTUNITIES AND CHALLENGES

Building on our opportunities and developing effective solutions to our challenges is vital if we are to deliver the attractive and successful homes and places which meet the needs of our communities, provide great places to live and support a **Stronger, Greener and Fairer** economy.

To do this we need a clear understanding of what these opportunities and challenges are. The South Yorkshire Housing Review (2020) provided a strong basis for understanding the key issues facing the housing market in South Yorkshire.

OPPORTUNITIES AND CHALLENGES



Responding to the climate emergency and net zero challenges, improving design quality and the energy efficiency of existing homes, and bringing empty homes back into use



Creating attractive and successful places to live through regeneration of existing areas as well as new development.



Increasing development in urban centres and areas around transport hubs, particularly on brownfield sites, as part of town and city centre restructuring and repurposing.



Addressing the affordability of homes in the housing market across all tenures.



Balancing inclusive housing growth across tenures with sustainability, protecting and delivering new open spaces and delivering a net gain in biodiversity



Supporting the development of a quality and effectively functioning private rented sector



Working together to reduce and prevent homelessness within South Yorkshire.



Developing resilient communities with improved health, wellbeing and independence outcomes, and seeking to ensure that our priorities and actions help communities respond to the cost of living crisis.



Responding to the supply, demand and design challenges of an increasing and ageing population.



Population and household change

South Yorkshire is **home to over 1.4m residents**¹. This is projected to rise to 1.55m by 2043, with an estimated 683,000 households².

- Average household size is projected to be smaller by 2043, at 2.23 people per household (compared to 2.33 in 2018), reflected in the projected growth in single person households. At 22%, this group is projected to grow faster than other household types.
- However, households with one or more dependent children are also expected to grow to over 163,000 households.
- Significant growth in the 70+ age groups is also projected, with almost 279,000 people expected by 2043. An increasing and ageing population will impact on the supply and demand for housing and has implications for the design and flexibility of homes and places.

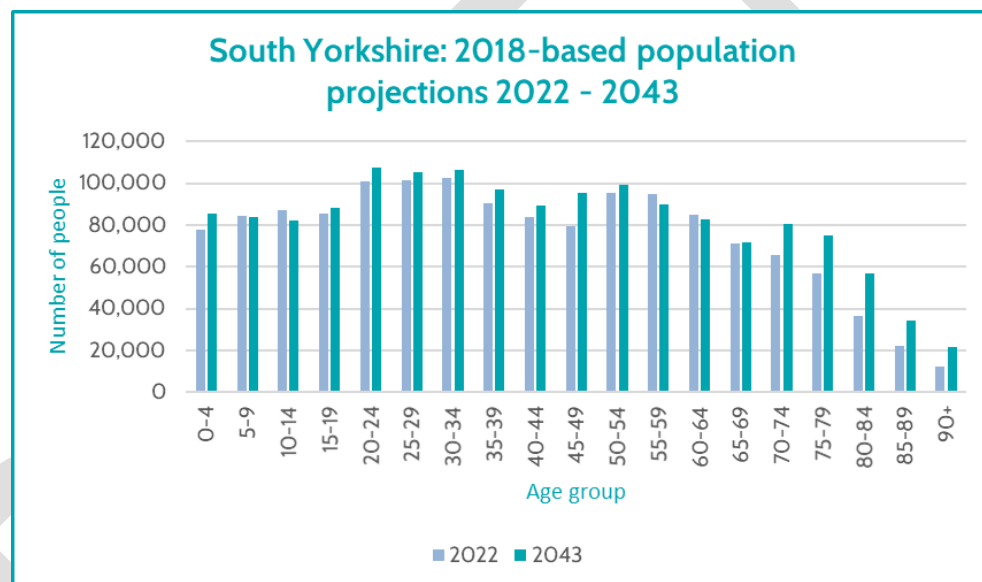


Figure 2: 2018-based population projections for south Yorkshire (2022 - 2043)

¹ ONS mid-year population estimates, 2020

² ONS 2018 based sub-national population and household estimates

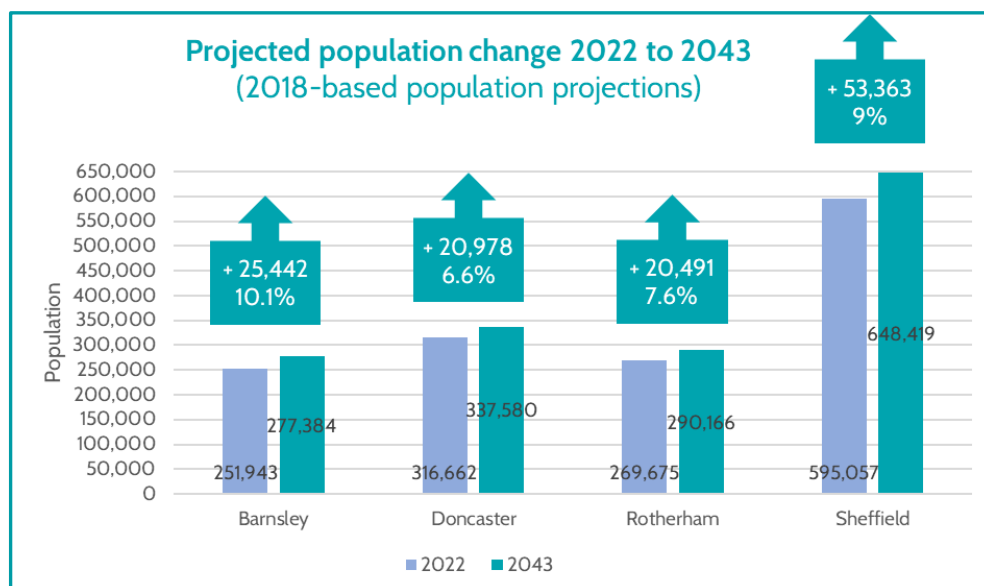


Figure 3: Projected population change across South Yorkshire: 2022 - 2043 (2018-based population projections)

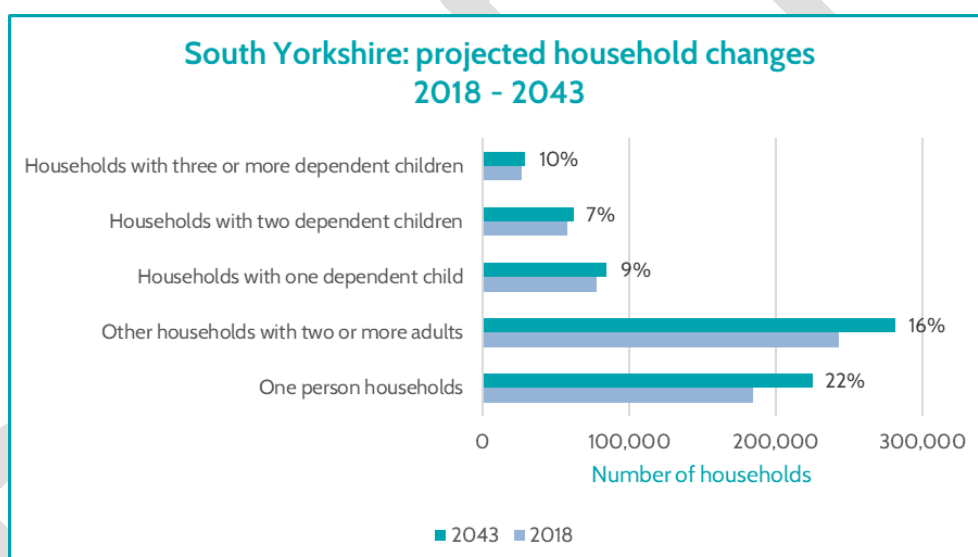


Figure 4: South Yorkshire: projected household changes 2018 - 2043



Housing stock

There are **624,000** existing homes in South Yorkshire. 79% of this stock is privately owned; 16% is local authority owned; and 5% is Housing Association stock³. Rates of home ownership are relatively high in South Yorkshire and the 2020 Housing Review found that there is a relatively well-balanced housing market⁴. [Comparator figures to be inserted]

³ ONS dwelling stock estimates, 2021

⁴ Sheffield City Region Housing review (Part 1). Respublica. 2020.

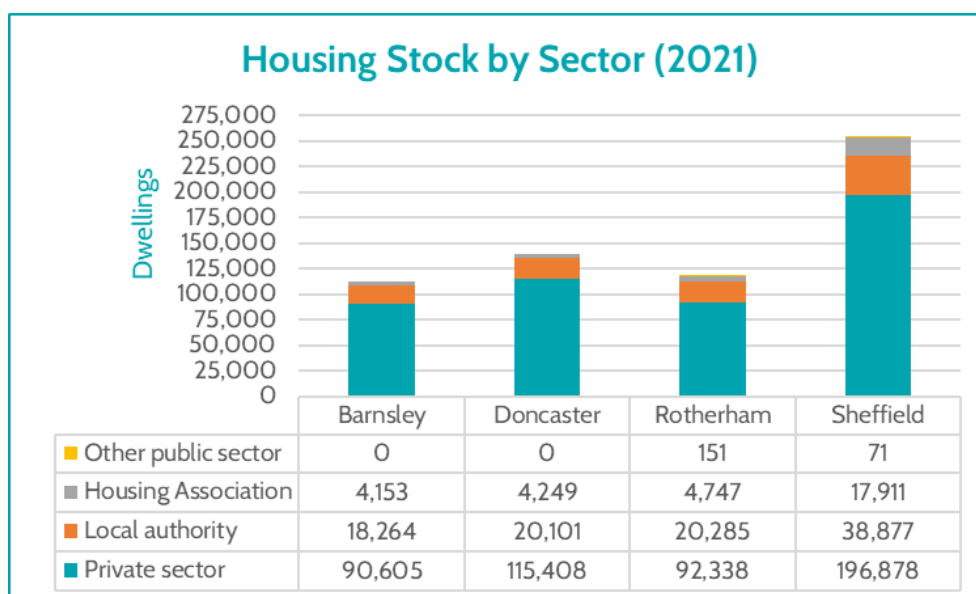


Figure 5: Housing stock within South Yorkshire by sector

There are almost 6,500 long term empty dwellings⁵ across South Yorkshire; the largest proportion of which are in Sheffield⁶. Data from the 2011 Census indicated that whilst there is some evidence of overcrowding (homes having one or more fewer rooms than required), only Sheffield had a higher rate than the average across England⁷. Bringing empty homes back into use and delivering new housing growth will help provide opportunities to meet our housing needs and reduce overcrowding.

Long-term vacant dwellings (October 2021)

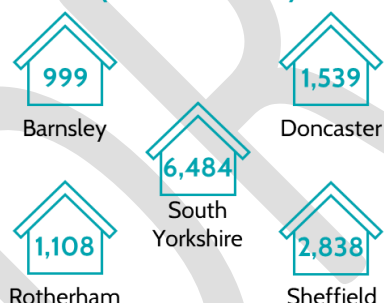


Figure 6: Long-term vacant dwellings (October 2021)

Overcrowding of homes based on number of rooms (2011)

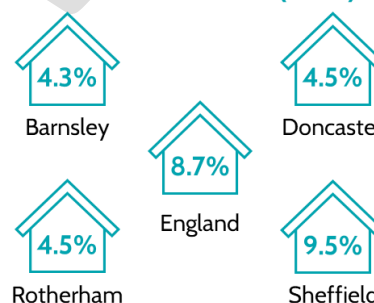


Figure 7: Overcrowding of homes based on number of rooms (2011)

As home to two Universities, Sheffield has a sizeable student population. Recent research⁸ identified that private rented sector student housing has reduced in recent years, from just over 6,000 Council Tax exempt student properties in 2019 to around 4,300 in 2021. However, there is a significant purpose-built housing sector.

⁵ Properties liable for council tax that have been empty for more than six months and that are not subject to Empty Homes Discount class D or empty due to specific flooding events

⁶ Live tables on dwelling stock: Table 615: vacant dwellings by local authority district: England, from 2004. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

⁷ Occupancy rating of rooms 2011. <https://statistics.ukdataservice.ac.uk/dataset/occupancy-rating-rooms-2011> Based on the number of rooms in a household, the number of occupants and their ages and relationships to each other.

⁸ Purpose-Built Student Accommodation Market Study. December 2021. Cushman & Wakefield for Sheffield city Council. <https://www.sheffield.gov.uk/sites/default/files/2022-09/sheffield-city-council-pbsa-study-161221.pdf>

With a total of 28,710 bed spaces for the 2021/22 academic year, Sheffield has the third largest purpose-built student accommodation market behind London and Liverpool. This tends to be good quality, with a low proportion of bed spaces at the lowest room quality rating.

This research noted that an average healthy student to bed ratio is around 2.0:1. The Sheffield market currently has a ratio of 1.4:1, which is indicative of a relative ‘oversupply’ of accommodation.



Housing costs

As of September 2021, the average house price across South Yorkshire was **£196,522**. Within the region, average house prices range from £172,087 in Barnsley to £196,522 in Sheffield.⁹

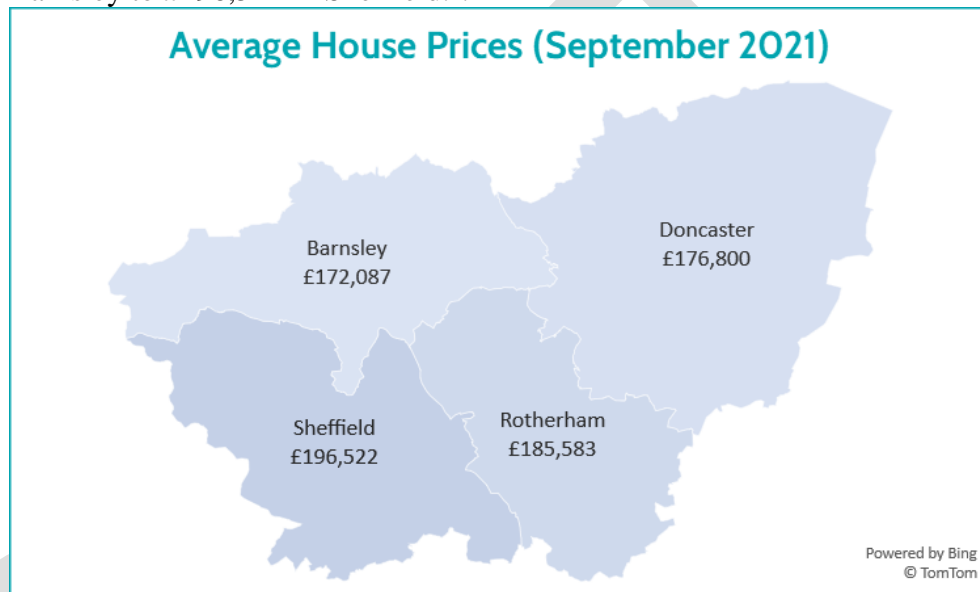


Figure 8: Average house prices in South Yorkshire (September 2021)

Comparing house prices to annual earnings, housing in South Yorkshire is more affordable compared to England and Yorkshire & Humber¹⁰. However, over 50% of new houses are currently unaffordable for people on average incomes, and an average deposit on an entry level home (£15,000) would take households in the bottom 20% of incomes, over 9 years to save¹¹. Higher property values are found in the suburban fringes with more affordable housing concentrated in the urban centres.

⁹ House Price Statistics for Small Areas (HPSSAs). Dataset 12. Mean price paid for administrative geographies

¹⁰ Ratio of median house price to median gross annual residence-based earnings, 2021. A higher ratio indicates that on average, it is less affordable for a resident to purchase a house in their local authority district.

Conversely, a lower ratio indicates higher affordability

¹¹ Sheffield City Region Housing Review (Part 2). ResPublica. 2020.

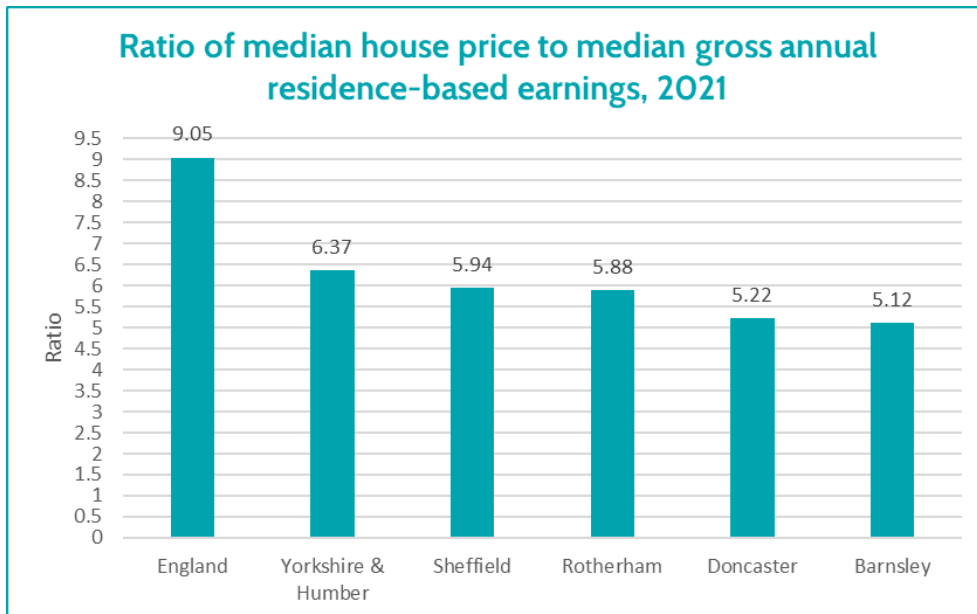


Figure 9: Ration of median house price to median gross annual residence-based earnings (2021)

Average monthly private sector rental prices in South Yorkshire range from £511 in Barnsley to £668 in Sheffield¹². Data¹³ shows that the annual percentage growth in private sector rental prices has increased significantly since the start of 2021 across Yorkshire and the Humber, a trend which is also reflected nationally.

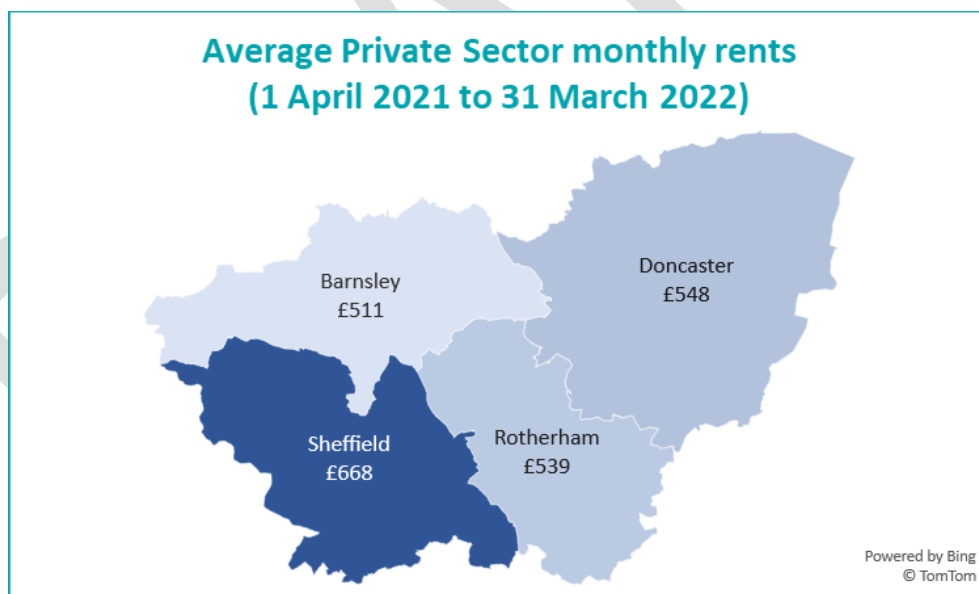


Figure 10: Average Private Sector monthly rents in South Yorkshire

¹² ONS Private rental market summary statistics in England

¹³ ONS Index of Private Housing Rental Prices, UK: May 2022

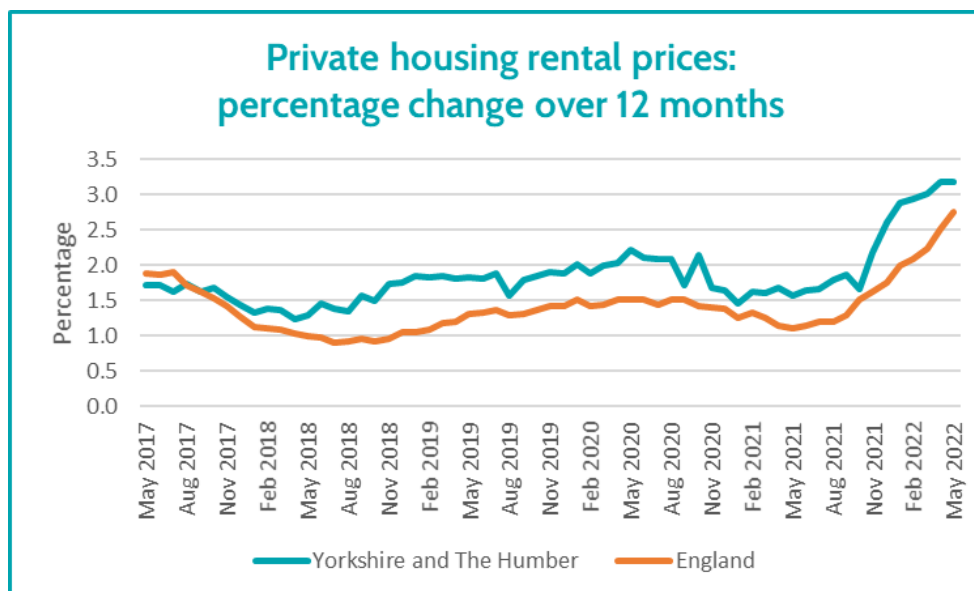


Figure 11: Private housing rental prices: percentage change over 12 months (May 2017 to May 2022)



Housing need, delivery and growth

Although adopted and emerging Local Plans across South Yorkshire cover differing timescales, together they are planning to accommodate around 93,000 net new homes.

The Government's Housing Delivery Test¹⁴, published annually since 2018, compares the net number of new homes delivered over 3 years to the homes required over the same period. The data shows that South Yorkshire has delivered more new homes than required over the past seven years and build-out rates in South Yorkshire compare favourably with other regions in England, with only between 5 and 10% of planning permissions unimplemented¹⁵.

	Local Plan	Plan Period	Number of new homes planned for (net)
Barnsley	Adopted 2019	2014 - 2033	21,546
Doncaster	Adopted 2021	2015 - 2035	15,640 (2018-2035)
Rotherham	Core Strategy adopted 2014 Sites and Policies adopted 2018 Core Strategy under review	2013 - 2028	14,371
Sheffield	Core Strategy adopted 2009 Local Plan in preparation	2004 - 2026	41,490 (Emerging preferred option; 2021-2039)
Total			93,047

Figure 12: Housing provision in adopted and emerging Local Plans

¹⁴ <https://www.gov.uk/government/collections/housing-delivery-test>

¹⁵ Sheffield City Region Housing Review (Part 1). Respublica. 2020.

Housing Delivery Test Results for South Yorkshire			
Housing Delivery Test Year (and period covered)	Total net no. of homes required	Total net no. of homes delivered	Difference
2018 (2015/16-2017/18)	11,594	13,786	+2,192
2019 (2016/17-2018/19)	11,911	14,458	+2,547
2020 (2017/18-2019/20)	11,846	15,613	+3,767
2021 (2018/19-2020/21)	10,709	14,387	+3,678

Figure 13: Housing Delivery Test results for South Yorkshire

However, whilst **7,782** additional affordable homes were provided in South Yorkshire between 2011/12 and 2020/21¹⁶, research indicates that the region is not delivering sufficient affordable housing units with an annual shortfall of around 2,000 dwellings¹⁷.

Although the number of households on local authority housing waiting lists has reduced in South Yorkshire over the past decade (in part due to changes to approaches in measurement), there is a noticeable rise since 2020 in all areas apart from Sheffield. The latest data shows that in 2021 over 43,000 households remained on the waiting lists¹⁸. [Graph to be inserted]

The Homelessness Reduction Act 2017 introduced a duty of relief on local authorities for those who are homeless, and a duty of prevention for those threatened with homelessness. The number of households in South Yorkshire owed a duty under the Act reached a peak of over 2,000 in early 2020, subsequently falling to levels of around 1,600 households during 2021 and early 2022¹⁹.

As of March 2022, over 1,200 households are identified as homeless in South Yorkshire, with over 100 households rough sleeping. A further 663 households are threatened with homelessness. The greatest concentration of homeless households or those threatened with homelessness are in Sheffield²⁰.

¹⁶ Live tables on affordable housing supply. Table 1008C. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-affordable-housing-supply>

¹⁷ [Sheffield and Rotherham Strategic Housing Market Assessment 2018](#); [Barnsley Strategic Housing Market Assessment 2021](#); [Doncaster Council Housing Needs Study 2019](#).

¹⁸ Live tables on rents, lettings and tenancies. Table 600. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-rents-lettings-and-tenancies>

¹⁹ Live tables on homelessness. Detailed local authority level tables. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-homelessness>

Note: no data recorded for Rotherham in October - December 2021 or Barnsley in January – March 2022. The actual level of households in South Yorkshire owed a duty during these periods is therefore expected to be higher than the recorded data.

²⁰. Data as of March 2022 except for Barnsley where the latest available data from December 2021 is included.

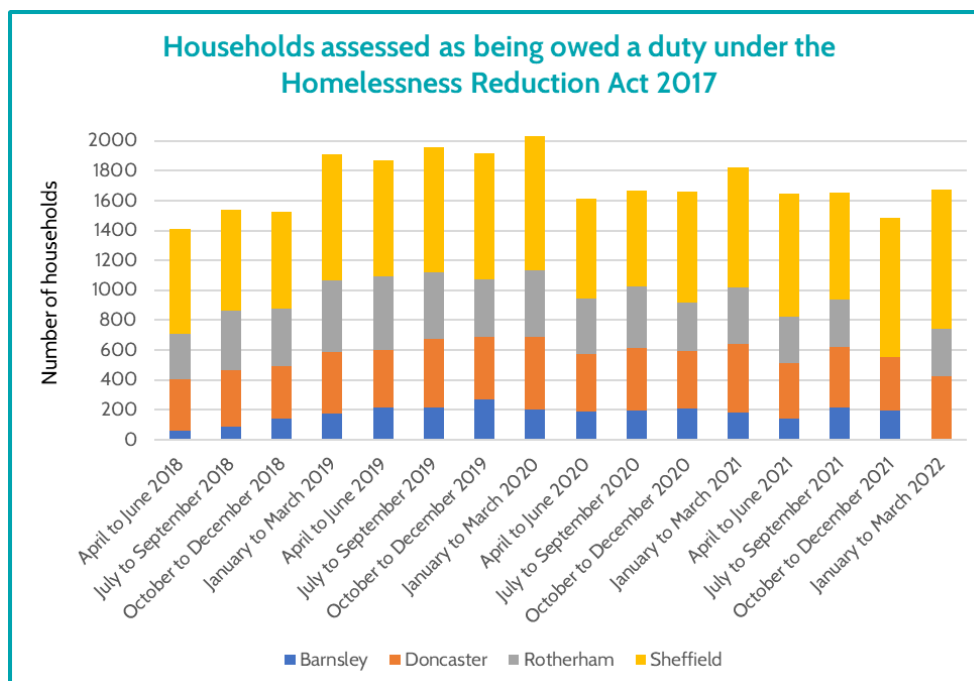


Figure 14: Households assessed as being owed a duty under the Homelessness Reduction Act 2017

There is a need to ensure that the right type of housing is delivered in the right areas to meet need and maximise the potential for inclusive growth. In particular, densifying the urban centres, will help drive economic growth and promote sustainability. The existing housing offer is not meeting the needs of graduates and young professionals, and the low level of new, quality city and town centre housing development is a current regional weakness. Alongside this, phased housing renewal and estate regeneration in the most disadvantaged areas is required to improve the quality of the existing housing stock.



Inclusion and costs of living

Housing markets are strongly linked with the distribution and concentration of social and economic deprivation, including low incomes, low skills and educational attainment, and poor health. The highest property prices and higher income households are furthest from the urban centres. There are opportunities through housing development and placemaking to build socially and economically mixed communities which will help address these challenges.

For example, providing suitable housing can enable disabled people to live more independently and safely, with greater choice and control over their lives. In 2020/21, 20.4% of disabled people in Yorkshire and the Humber lived in social rented housing, compared to 7% of non-disabled people. Whilst this is a pattern seen across the UK it highlights the importance of ensuring good quality, affordable social (and private) housing which is flexible enough to meet the needs of all our communities.

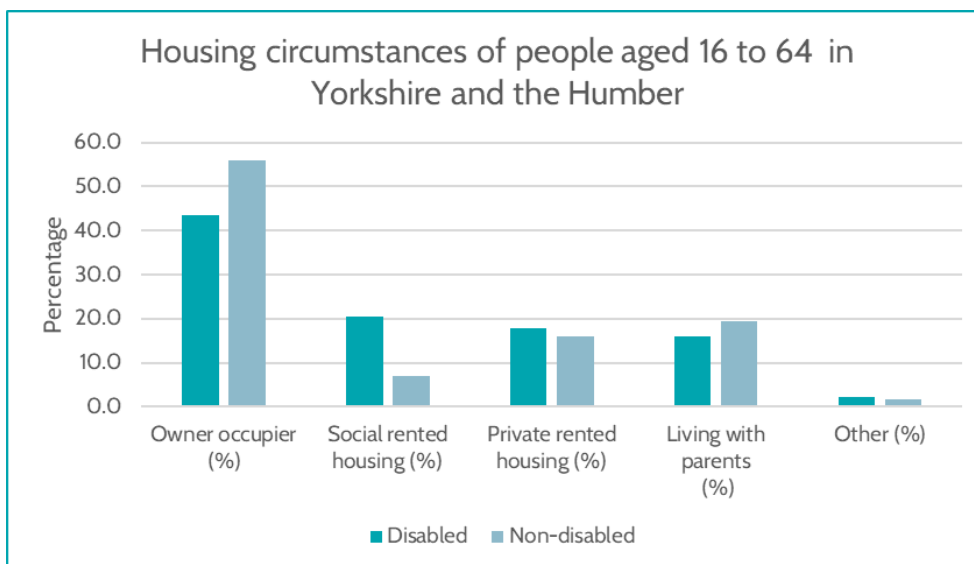


Figure 15: Housing circumstances of people aged 16-64 in Yorkshire and Humber (2020/21)

Energy performance certificates (EPC), required whenever properties are built, sold or rented, summarise the energy efficiency of dwellings on a scale of A to G, with A being the most efficient and cost effective to run.

Across South Yorkshire less than 40% of properties are at EPC band C and above. Whilst for much of the region the levels are close to the national average, increasing the number of properties in the higher EPC bands is vital given rising energy prices and costs of living alongside the need to meet carbon reduction targets.

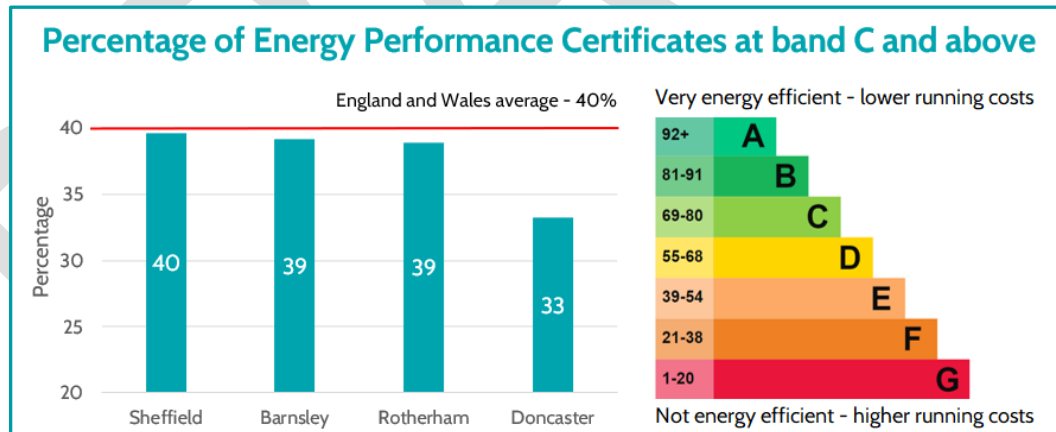


Figure 16: Percentage of Energy Performance Certificates at band C and above in South Yorkshire (as of 31 March 2022)

In 2020, Yorkshire and the Humber had the second highest rate of fuel poverty (17.8% of households) for regions within England²¹, and **almost 19% of households in South Yorkshire were defined as being in fuel poverty**²².

²¹ Sub-regional fuel poverty data 2020 <https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-data-2022>

²² Defined as living in a property with an energy efficiency rating of band D or below and when, after spending the required amount to heat their home, they are left with a residual income below the official poverty line

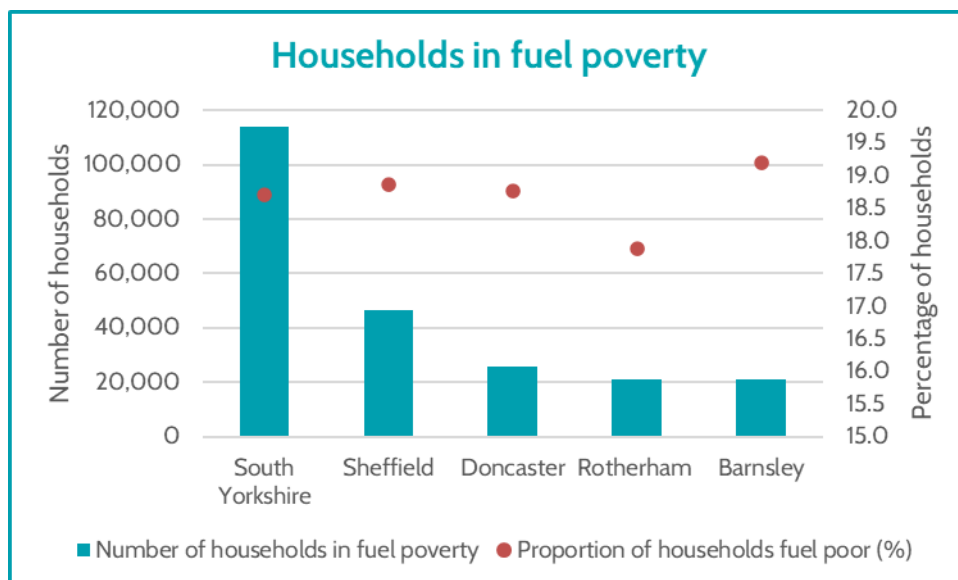


Figure 17: Households in fuel poverty in South Yorkshire (2020)

Fuel costs are a key component of measuring fuel poverty then the current energy cost crisis means that this figure is likely to be higher at present and will rise further.

The Government's measure of fuel poverty excludes households in homes at EPC rating C or above²³ and could act to hide those lower income families living in these properties who are struggling. In 2020 2.6 million households in England were in the lowest two income deciles (10% groups) but were not deemed to be in fuel poverty because their property had an EPC rating of C or better.

Recent research²⁴ which takes an alternative definition of fuel poverty (based on spending over 10% of net household income on fuel) suggests that by January 2023 over half of households in the UK and over 58% of households in Yorkshire & the Humber (almost 1.38m) will be in fuel poverty.



To insert information on private sector properties Category 1 hazards

²³ This means that a household in a property with an energy efficiency rating of C or better cannot be defined as being in fuel poverty, regardless of their income or the level of energy prices.

²⁴ <https://cpag.org.uk/news-blogs/news-listings/fuel-poverty-updated-estimates-uk> Published 04/08/22

SYMCA Strategic Economic Plan

The Strategic Economic Plan (SEP) sets out a twenty-year economic strategy for South Yorkshire. It provides the vision and policy objectives for growing the economy at pace; ensuring that all people and places have a fair opportunity to contribute to and benefit from prosperity and protecting and enhancing our environment.

It establishes how we can unlock our housing potential, through new homes and placemaking, improving our existing homes and neighbourhoods, taking a strategic, place based approach and adopting innovation to deliver.

SYMCA has a role in helping drive growth by prioritising investment in infrastructure, working to accelerate the provision of new homes through co-investment and

overcoming barriers to delivery; and strengthening partnership working with public and private sector organisations.

Housing growth, particularly on brownfield sites and as part of town and city centre restructuring and repurposing, will continue to be an important goal for SYMCA as part of providing the homes for a growing population and supporting economic growth and regeneration.

Since the SEP was adopted in 2021 South Yorkshire has elected a new Mayor. The Housing Framework will play a role in helping deliver a number of the Mayor's manifesto commitments, particularly in relation to building our foundations and strengthening our communities.

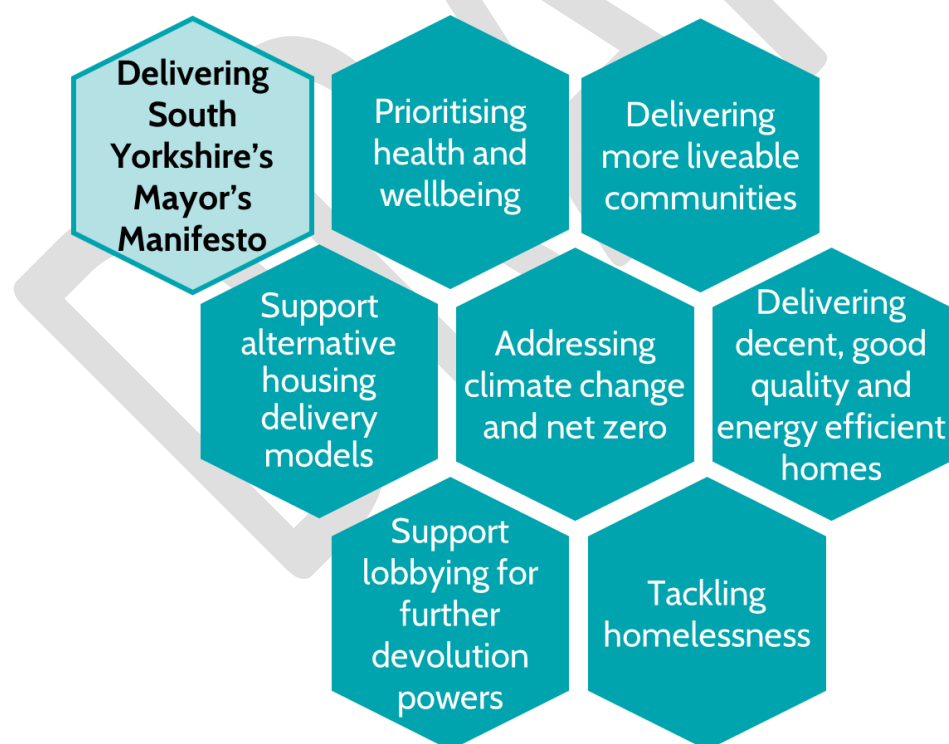


Figure 18: The Mayor's Manifesto housing commitments:

The local context

Local housing strategies in Barnsley, Doncaster, Rotherham and Sheffield establish ambitions for housing provision, investment and management (see Figure 19), whilst Local Plans set out long term housing requirements, allocate the sites needed to meet these requirements, and provide planning policies which guide new developments.

Alongside this, regeneration activities are being taken forward across the region, drawing on a range of funding programmes and sources, including from the Government's Towns Fund, Levelling Up Fund and Future High Streets Fund

programmes, and SYMCA, local authority and Homes England investments

There are clear shared priorities across South Yorkshire:

- Delivering new high quality, affordable, sustainable, greener homes to meet our needs.
- Improving and making best use of our existing housing stock.
- Developing resilient communities with a focus on younger, older and vulnerable people, as well as improving health, wellbeing and independence.

Local Authority Housing Strategy Priorities			
Barnsley	Doncaster	Rotherham	Sheffield
Support new housing development	Meet housing need and aspirations, support our local economy and help revitalise town centres and communities	High quality new homes	Increase the supply of new homes in the city
Build high quality, desirable and sustainable homes		Affordable homes to meet local need	
Make best use of and improve existing housing stock.	Enhance the safety and condition of homes, the main setting for our wellbeing throughout our lives	Investment in existing homes	Make best use of the city's existing housing stock
	Make homes greener and more energy efficient to reduce carbon emissions and keep energy costs affordable	Bringing empty homes back into use	
Develop strong and resilient communities.	Enable and support people to plan, act and invest in their homes, to protect their independence and wellbeing for the future	Supporting people to live independently	Help younger, older and vulnerable people to live Independently
Support younger, older and vulnerable people to live independently.		Strengthening communities	
Sources: Barnsley Housing Strategy 2014-2033; Doncaster Housing Strategy Update 2020 -2025; Rotherham's Housing Strategy 2022 – 2025; Sheffield Housing Strategy 2013 - 2023			

Figure 19: Local Authority Housing Strategy priorities

Rotherham Council is playing a major role in building and enabling more affordable homes alongside housing associations. Since 2018, Rotherham Council has delivered hundreds of homes through its new build programme and has committed to delivering hundreds of additional new homes for council rent by March 2026.

The Council are working with private developers to purchase the affordable homes provided as part of Section 106 Planning policy requirements, to bring into the Council's housing stock.

The Council has also adopted an Affordable Housing Supplementary Planning Document, which sets out affordable housing needs and requirements and continues to work with developers to

unlock sites and deliver more homes in the Borough.

Barnsley – information to be inserted.....

Doncaster – information to be inserted

Sheffield – information to be inserted.....

Housing Associations manage almost 31,000 homes across South Yorkshire (around 5% of the total stock) and will continue to play a role in delivering new affordable homes for rent and homes for sale. The South Yorkshire Housing Prospectus (2022) shows how the region’s housing associations working in partnership with SYMCA and the Local Authorities, aim to work together to deliver South Yorkshire’s housing priorities. The Prospectus highlights five key themes:

1. delivering new affordable homes
2. contributing towards net zero carbon reduction targets
3. creating healthier homes and communities
4. supporting economic growth and employment, and
5. Preventing homelessness.

The Prospectus and the South Yorkshire Housing Partnership’s ‘offers’ around identified priorities have informed and are reflected in this Framework.

Homes England have provided significant investment over recent years to support the development of new homes of a range of types, tenures and locations across the region. They continue to work collaboratively with SYMCA and local authorities in South Yorkshire to deliver more high quality new homes, of the right types and tenures to meet local need and in the places where people want to live.

Homes England’s Affordable Homes Programme provides grant funding to support the capital costs of developing affordable housing for rent or sale. As the Government’s housing accelerator, £7.4 billion has been made available from April 2021 to deliver up to 130,000 affordable homes by March 2026 in England. Alongside this, Homes England’s £1.5 billion Levelling Up Home Building Fund, offers loans, equity and joint venture opportunities to enable SMEs to grow their business and get on with building new homes. [insert HE SY investment figures]

OUR VISION AND PRIORITIES

Our Vision for housing in South Yorkshire

To ensure that everyone has access to good quality, warm homes that are affordable and meet needs, whilst helping achieve our ambitions for a net zero economy and sustainable, attractive places to live, work and invest.

We will strive to raise both the energy efficiency of existing homes and the design quality and environmental standards of new housing, with a particularly focus on new housing supporting both regeneration and the repurposing of our urban centres.

Our housing priorities

1

Increasing energy efficiency and decarbonisation of the existing housing stock to help tackle net zero and the long-term cost of living crisis, and reduce the health impacts of poor housing

2

Increasing housing growth and delivering affordable new homes for sale and rent, in sustainable, well-connected locations, particularly within urban centres with a focus on brownfield sites and conversions

3

Improving the standard and quality of new and existing homes and places, including private rented homes, as part of wider regeneration and placemaking

4

Working to secure further devolution of housing powers and funding, and leveraging in further complementary public and private investment

Delivering the Vision above will address our challenges, whilst making the most of our opportunities and delivering better places to live. Delivery will rely on all partners to align their collective priorities and actions.

This vision and our priorities target the key areas where we can maximise the impact

of our collective resources and actions, and where a strategic partnership approach will add value to the activities of partners.

The Framework proposes a stronger focus on improving the existing housing stock, particularly energy efficiency improvements required to tackle poor quality housing and fuel poverty within the

region. This would directly help reduce carbon emissions and meet our zero carbon targets, reducing energy bills and subsequently help tackle the cost of living and the negative health impacts of cold and damp homes.

Maintaining housing growth is also important if we are to address changing and rising housing needs. Housing growth needs to be in the right sustainable locations and contribute to wider placemaking ambitions; looking beyond bricks and mortar development and creating well designed, quality places where people want to live, and which respond to wider environmental and social priorities.

Rising house prices, rents and the cost of living present significant and growing challenges for our communities. Homelessness is an issue in South Yorkshire which could become even more prevalent due to the cost of living crises over the coming years.

inequalities and improve health and wellbeing outcomes across South Yorkshire. They will support the delivery of well designed, inclusive homes and places which meet the needs of existing and future residents across all home ownership and rental tenures.

We will ensure that interventions positively contribute to the challenges of climate change and meeting our net zero targets, as well as helping communities facing the challenges of rising costs of living.

To deliver on our vision and priorities we must work to develop new ways to fund new homes and the upgrading of homes at scale. We will work with our partners to explore new innovative ways of delivering new homes such as utilising modern methods of construction, co-investment opportunities, and continue to lobby Government for further devolution of housing powers and funding which would enable a longer term planned approach to housing investment and delivery.



Taken together, actions to deliver our vision and priorities will help reduce

PRIORITY 1 - Increasing energy efficiency and decarbonisation of the existing housing stock to help tackle net zero and the cost of living crisis, and reduce the health impacts of poor housing

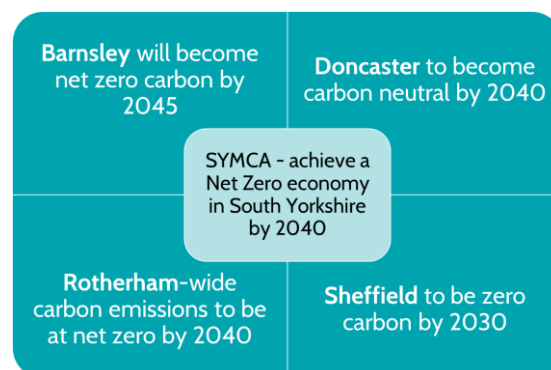
With over 620,000 dwellings across South Yorkshire²⁵, the majority of homes serving the needs of our residents have already been built. The private rented sector stock has some of the worst quality housing in both South Yorkshire and the rest of the Country.

To ensure that these homes and the neighbourhoods they are located within provide efficient, healthy and attractive places to live, we need to improve the quality of this existing stock, including private rented sector homes in the most deprived areas of the region.

Prioritising the health and wellbeing of our communities is vital to address the significant health inequalities we face as a region. Fuel poverty, poor housing and health inequalities are closely linked. Our region's homes and neighbourhoods play a vital role in our physical and mental health and wellbeing; providing us with the public and private spaces in which we live our lives and gather together as communities. We will ensure that the region's housing is fit for purpose.

Alongside this, as part of our response to repurposing and revitalising our urban centres there is opportunity to explore ways of utilising empty commercial properties which no longer serve their original purpose. There is potential for such buildings to be converted to provide new homes where this is suitable, sustainable and can deliver appropriate levels of amenity for residents and nearby businesses.

SYMCA and the four local authorities have all declared climate emergencies and put in place targets for reducing carbon emissions.



Domestic homes are one of the major sources of carbon emissions - around one third of all territorial emissions. Recent changes to Building Regulations mean that new homes will produce around 30% less carbon emissions than previously, and the Future Homes Standard to be introduced in 2025 will improve the energy efficiency of new homes further, requiring 75 - 80% reductions in carbon emissions.

However, there is a need to develop solutions which assist in reducing reliance on fossil fuel use and high energy consumption in existing domestic properties. This is crucial in also helping reduce the number of people in fuel poverty.

This is a significant issue across the region (as well as nationally and globally) which requires a co-ordinated, strategic response. We are exploring the benefits of strategic partnership approaches to housing retrofit in South Yorkshire, which could allow us to take advantage of economies of scale in the use of resources and in delivering positive benefits and outputs for the region.

What have we done?

- £6.4m funding has been secured from the Government's domestic retrofit

²⁵ 2020 dwelling stock estimates:
[https://www.gov.uk/government/statistical-data-](https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants)

[sets/live-tables-on-dwelling-stock-including-vacants](https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants)

programme to deliver housing retrofit schemes to vulnerable households in three of the four South Yorkshire districts (including Council, Housing Association and privately owned homes).

- The MCA has allocated £2.7m for a domestic retrofit and housing decarbonisation project in Doncaster.
- Commissioned a Housing Retrofit Study that will explore collective responses to maximise the delivery of housing retrofit across South Yorkshire.

What more can we do?

- Develop a collaborative approach to housing retrofit building on the outcomes from the Housing Retrofit Study with a 'fabric first' approach.
- SYMCA will explore how we can promote decarbonisation of heating within new and existing homes and raise the number of homes at EPC rating C or above in South Yorkshire.
- Support local authority partners to explore opportunities for landlord licensing to help address net zero / housing quality challenges.



PRIORITY 2 - Increasing housing growth and delivering affordable homes for sale and rent in sustainable, well-connected locations, particularly within urban centres with a focus on brownfield sites and conversions

Partners within South Yorkshire are working together to promote the development of new homes at scale and pace, to help meet the region's need for more homes for sale and to rent at affordable prices.

Local Authorities in the region and SYMCA are already investing resources into social house building programmes [figures to be inserted], alongside the affordable homes being provided through Housing Association developments. However, affordability remains an issue, with significant shortfalls across the region.

Adopted and emerging Local Plans across South Yorkshire cover differing timescales, however, currently together they are planning to accommodate around 93,000 net new homes. These new homes will contribute to the fabric and changing functions of our existing neighbourhoods and urban centres. In many cases they will help create new or enhanced open spaces, environmental improvements, new infrastructure and new services and facilities.

A key focus will be working to deliver new homes as part of wider regeneration schemes, particularly on brownfield sites in urban locations and 'growth nodes'. Increasing the density of residential buildings in city and town centres, close to transport hubs, can help create places where high skilled workers want to live, and businesses want to locate.

Increasing the stock of housing in the region, including social housing, will also create additional homes that can help meet the needs of homeless households and those at risk of homelessness.

What have we done?

- The MCAs £53m Brownfield Housing Programme is focussed on supporting the development of brownfield sites and buildings, particularly within the key urban centres.
- Over 7,700 additional affordable homes were provided in South Yorkshire between 2011/12 and 2020/21.
- Local Authorities have put strategies and actions in place to deliver new social housing in their areas.

What more can we do?

- Complete the delivery of the Brownfield Housing Fund (Phase 3)
- Work with local authorities and other partners to identify a long term pipeline of schemes.
- Ensure that future policies and strategies continue to concentrate housing development in existing urban areas with a particular focus on town and city centres.
- Support housing growth around sustainable public transport hubs.
- Work with partners to increase urban densification through the preparation of masterplans and other guidance, and Place-based Plans.
- Work with Housing Associations and Local Authorities to explore opportunities to raise the level of new affordable housing delivery.
- Work with Homes England and the South Yorkshire Housing Partnership to improve data and intelligence about barriers to housing development and develop proposals to address these.
- Support opportunities for co-operative and community led housing projects, such as co-housing, community land

trusts, and self-help. These approaches can take different forms, but each give communities greater involvement in delivering housing solutions which meet their needs. Housing co-operatives are organisations controlled, managed and owned by its members. . Data indicates that in 2020 there were around 130 community led schemes in Yorkshire and the Humber²⁶.



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<https://www.communityledhomes.org.uk/community-led-housing-data>

PRIORITY 3 - Improving the standard and quality of new and existing homes and places, including private rented homes, as part of wider regeneration and placemaking

Our homes and neighbourhoods must meet the needs and expectations of our residents. Affordable homes and high quality places which function well are also vital to helping develop a stronger economy, by attracting and retaining new skilled workers and residents.

We will place a greater emphasis on housing's contribution to placemaking; ensuring our new homes and neighbourhoods are sustainable, well planned, and well connected to amenities and employment opportunities.

” *Placemaking is ensuring that each new development or intervention contributes positively to creating or enhancing environments within which people, communities, businesses and nature can thrive.*

Placemaking Guide 2020. Placemaking Wales.

We need a balance of housing tenures, and the value the private rented sector brings must not be underestimated. Private landlords provide much needed homes, and Yorkshire & the Humber has the highest proportion of private renting of any English region outside London.

As well as delivering new affordable homes for sale and rent, it is important that the existing housing stock is improved to ensure that it is good quality, energy efficient and fit for purpose. In many cases this will go beyond just energy efficiency measures to address general poor quality housing.

The current private rented stock is unaffordable to a large proportion of households reliant on the sector, which as a consequence tend to only be able to access properties operating at the lower quality end of the market. Nearly 4 in 10 Yorkshire private rentals fail the government's own basic 'decent homes' standard.

Barnsley Private Sector Housing Plan
Outlines the Council's approach to regulating and enhancing private sector

housing for all current and future residents to raise and maintain housing standards in Barnsley, irrespective of tenure, location or occupancy.

The ambition for residents living in the private sector is that homes are safe, warm and sustainable, and people feel invested in and connected to their home and local community.

Four key commitments are:

- Ensuring that housing standards and living conditions in Barnsley are of good quality and contribute towards better health outcomes for all.
- To do all the Council can to make sure those residents who are hardest to reach or vulnerable know how access support understand how they can contribute and know their rights and responsibilities.
- To value the contribution of the private rented sector in meeting housing needs, supporting good landlords and dealing robustly with those who act unlawfully.
- Ensuring all areas, neighbourhoods and streets in Barnsley, irrespective of housing tenure or type, are places where people want to live and are proud to live.

Consistent housing standards and shared urban design principles across South Yorkshire are vital to delivering sustainable, high quality 'green' developments which improve energy

efficiency and helps the region meet its net zero targets.

Sheffield City Council have established the Sheffield Design Panel. Consisting of experts from a range of built environment professions, the Panel provides independent advice on major development schemes, aiming to support and encourage well designed, environmentally sustainable buildings and public spaces.

Local Plans and supporting supplementary guidance are vital tools which can help establish standards and requirements for new development. From working collaboratively to pursue consistent approaches across the region, to joint working on evidence base documents SYMCA has a role in working with and supporting Local Authorities to ensure up to date Local Plans are in place across South Yorkshire.

Local Authorities are leading on addressing homelessness through their homelessness prevention strategies; however, we can tackle homelessness more effectively through a collaborative approach to policy, strategy and investment; for example, considering the benefits of expanding the Housing First approach across the region.

As of October 2021, there were almost 6,500 long term empty dwellings in South Yorkshire. Tackling these empty properties and bringing them back into use is an ongoing area of activity, with Local Authorities taking a lead through their empty home's strategies and activities. We will work together to identify further ways to make the most effective use of this exiting stock.

Doncaster Council and St Leger Homes

Doncaster Council and St Leger Homes are working together to help bring back empty residential properties back into use.

Measures include:

- Empty Property Matching Service - matching owners wanting to sell their empty homes with people who want to buy
- Empty Homes Loan Scheme
- Empty Property Grants
- Empty Property Acquisitions

What have we done?

- A number of Local Authorities have been successful in securing Levelling Up Funding designed to support town centre and high street regeneration, local transport projects, and cultural and heritage assets:
 - Doncaster town Centre - £18.6m
 - Rotherham Town Centre and the leisure economy - £39.5m
 - Sheffield Gateway and Attercliffe - £37m
- Submissions to round 2 of this funding include £26m to improve areas of Barnsley town centre and Elsecar, and up to £50m for improvements to public transport in South Yorkshire.
- SYMCA and the local authorities are working collectively to prepare Place Plans for their Districts and the SEP's 'Growth Areas'. These will set out high-level ambitions for each growth area, their economic purpose, and what role they will play in supporting region-wide growth; as well as a package of infrastructure required to unlock each Areas' ambitions.
- SYMCA and Local Authorities are also working to prepare plans which will establish how the South Yorkshire Renewal Fund, which provides long-term funding for the next 26 years from 2024, will be invested.
- Commissioned consultants to advise on the scope for updating the South Yorkshire Residential Design Guide.

- Commissioned research on a Modern Methods of Construction (MMC) Ecosystem, particularly exploring its potential contribution to housing growth and growing the regional economy. MMC refers to a wide range of construction products, techniques, and technologies, including off-site manufacture, on-site assembly, and smart construction. The research highlighted the role that MMC can play in accelerating the pace of delivery, enhancing density of developments, driving productivity and generating significant carbon savings.
- Local Authorities have put strategies and actions in place to address homelessness in their areas. [Further detail to be inserted]
- Work with Local Authority partners to prepare and adopt an updated South Yorkshire Residential Design Guide.
- Develop a South Yorkshire Modern Methods of Construction approach, enabling the region to benefit from the opportunities this growing sector offers.
- Support Local Authorities in ensuring an up-to-date Local Plan is in place, through working collaboratively to address strategic, cross-boundary issues (for example, through joint commissioning of evidence and supporting the alignment of policy approaches across the region).
- Explore opportunities to bring more empty homes back into use and repurpose vacant commercial properties to provide new dwellings. [SYMCA's role to be clarified]
- Explore the opportunities and benefits of expanding the Housing First approach across the region.

What more can we do?

- Investigate opportunities to raise the quality of development across the region, such as through design panels.
- Work to finalise city / borough-wide Place Plans.
- Work with local authorities and other partners to support masterplanning of urban centres and sites, including those close to transport hubs.

PRIORITY 4 - Working to secure further devolution of housing powers and funding, and leveraging in further complementary public and private investment

To deliver on our vision and priorities we must work to develop new ways to fund new and upgraded homes at scale. It could become increasingly important over the coming years of potential fiscal constraints, to provide additional finance to seek to maintain housing development and installation of retrofitting measures.

Many funding opportunities are ad-hoc and time limited, focused on short-term delivery. This lack of certainty can prevent longer-term planning, alignment of strategies and funding, and lead to peaks and troughs in delivery.

Recent research²⁷ highlighted this concern in relation to the Government's Affordable Homes Programmes, noting that a long-term commitment would enable long-term development programmes to be developed, boost the productivity and resilience of the sector, support investment and secure savings.

We must develop a package of new innovative long-term funding and financial models that better utilises public investment to lever in new private investment to support both housing growth and the renewal of existing homes. Further, we must utilise SYMCA Renewal Fund investment to influence the better alignment of other public resources and deliver the vision and priorities of this Housing Framework.

What have we done?

- Engaging with potential investors such as the British Business Bank, UK Green Investment Bank, and the UK Infrastructure Bank to explore the opportunities for investment in housing.

- Engaging with Pension Funds to explore the opportunities for investment in housing.
- Engaging with Homes England on potential new co-investment models.
- Consider the most effective use of SYMCA secured borrowing powers to support longer term investment in economic development, including housing.

What more can we do?

- Working with Homes England and other partners we will:
 - Develop a 'package' of innovative housing funding and financial models.
 - ensure that we are aligning and making the most effective use of existing resources and funding across all partners
 - develop a longer term pipeline of housing schemes where funding and finance interventions may be required to accelerate or enable housing schemes to be go ahead and be delivered.
 - Exploring the role that a restructured South Yorkshire JESSICA Fund could provide in support commercial and housing schemes.
 - explore with all partners and potential funding and finance investors, potential future new co-investment funding models.
- We will continue to lobby Government for further devolution of housing funding to deliver the long-term housing pipeline.
- We will seek to develop a long-term funding framework which aligns

²⁷ Double or Quits: The influence of longer-term grant funding on affordable housing supply. Dr Stanimira Milcheva. September 2020. Report

commissioned by the Consortium of Associations in the South East (CASE), the National Housing Federation and Shelter.

funding opportunities with our vision and priorities.

SCR Jessica Fund

This fund provides development debt funding for commercial property and regeneration projects in the region at commercial rates.

Launched in 2013 with an initial pool of £23 million to invest, CBRE act as Fund Manager to source, develop, administer and monitor investments, with an Investment Board made up of representation from Local Authorities and the Local Enterprise Partnership.

JESSICA has enabled the development of schemes unable to attract other funding in the current constrained environment. It has unlocked private sector capital, including bank debt and property company equity that would not otherwise have been invested in the region.



HOW WE WILL DELIVER

The actions set out in the Delivery Plan section aim to deliver the change our region needs through working creatively to implement solutions that work for South Yorkshire.

No single organisation can deliver our collective vision for housing in South Yorkshire; it requires a joined up, considered partnership approach, drawing on a range of public and private sector skills, resources and expertise.

It will be important for SYMCA and local authorities to strengthen and develop our relationships with the development sector, and work effectively with South Yorkshire Housing Partnership partners and other stakeholders. These relationships will be crucial to enable delivery of the actions in this Framework.

SYMCA will continue to work with local authorities, Homes England and Partners to explore new opportunities, learning from the experience of others, and developing innovative approaches to overcome barriers to delivery of our priorities and actions.

SYMCA, Homes England, Local Authorities and the South Yorkshire Housing Partnership will work to improve data and intelligence about housing

markets and barriers to housing development and develop proposals to address these in South Yorkshire.

We will also ensure effective ‘horizon scanning’ to identify early signs of potential change which may impact this Framework and our priorities and actions. This will include identifying implications arising from changes to Government policy and working with partners to develop appropriate responses.

This Framework helps provide the roadmap by providing a clear line of sight from vision through to actions and outcomes.



Figure 20: South Yorkshire Housing Framework partner's and stakeholders

Partnership working approach

Implementing this Framework and delivering our Vision requires strong leadership and a collaborative approach, with partnership working between the MCA, Local Authorities, housing providers, and other funding and delivery partners. It is recognised that individual organisations operate and take decisions in different ways, and therefore maintaining lines of communication and effective partnership approaches will be vital.

We will seek to utilise existing collaboration routes wherever possible, for example working closely with the South Yorkshire Housing Partnership and explore new opportunities to work with partners to ensure effective delivery of our actions and priorities.



Figure 21: Partner organisation governance summary - DRAFT - MAY NEED AMENDING / REFINING

The Delivery Plan at the end of this Framework sets out the actions which we will pursue in order to deliver our vision and priorities; both in the short term and those which will take longer to develop and implement. Work is already underway in some areas; in other cases, further work is required to refine activities and identify budget and resource requirements.

It is recognised that delivering our vision and priorities is set within a fluid and dynamic environment. To ensure flexibility to respond to market, policy, funding and other changes it will be important to keep this Framework under review and to be responsive to opportunities and challenges as they arise.

As such, monitoring this Framework will be vital to:

- track progress with the implementation of actions and understand any barriers or constraints and how these can be overcome, and
- review our ambitions, priorities and actions in light of new data, evidence and the outcome of implementing actions.

SYMCA

Under the South Yorkshire Devolution Deal, the MCA and Mayor were granted a range of devolved powers from Government, relevant to this housing agenda, including:

- The ability to borrow for non-transport investments.
- Devolved budgets to improve the supply and quality of housing and secure the development of land or infrastructure.
- Land assembly, including compulsory purchase powers.
- The ability to establish Mayoral Development Corporations.

Since 2020 SYMCA has received £53m in funding from Government to support the development of housing schemes on brownfield land. This Brownfield Housing

Fund aims to deliver between 3,300 and 4,600 new homes started on site by the end of March 2025.

20 projects have been approved or accepted as part of the pipeline of schemes, and further eligible schemes for funding and investment are being sought via housing associations and the wider market.

SYMCA has also committed Gainshare funding to commission a Housing Retrofit Study that will identify actions to be undertaken to support the delivery of housing retrofit programmes across South Yorkshire.

The South Yorkshire Renewal Fund consolidates a range of funding sources into a single pot of circa £500m to invest in economic development. This will support projects identified in place-based

investment plans being developed by Local Authorities, as well as transformational projects to help deliver the SEP ambitions (a SYMCA Transformational Impact Investment Plan will be prepared).

SYMCA will also administer the £46.2m UK Shared Prosperity Fund (UKSPF) allocation for South Yorkshire. This three-year fund running from 2022/23 replaces European Structural and Investment Funds. Its purpose is to build pride in place and increase life chances across the UK, through three priorities:

- Communities and Place
- Local Business Support
- People and Skills

Developed in conjunction with the four local authorities, a regional Investment

Plan setting out our local priorities for UKSPF funding over the next three years has been submitted to Government.

There are a range of targeted outcomes including:

- Increased take up of energy efficiency measures.
- Improved green spaces.
- Greenhouse gas reductions
- Increase amount of low/zero carbon energy infrastructure installed.
- Increased visitor numbers and footfall in town centres and high streets.
- More jobs created and safeguarded, and more new businesses created and supported.
- More people gaining qualifications, skills and in employment.

Local Authorities

South Yorkshire's four local authorities play a significant role in driving the delivery of good quality, successful homes and neighbourhoods, through the provision of social housing; housing and regeneration delivery activities; and in the ability to influence partners, including in the private sector, through their wider partnership working. They also guide the delivery of development through their role as Local Planning Authorities.

They deliver energy efficiency and housing retrofit programmes, meet the homelessness prevention duty, and act as private rented sector housing licensee, for example where selective licensing schemes are introduced.

It will be important to ensure that the development of plans and programmes by partners take account of Local Authority activity and investment plans.

Registered Housing Providers / South Yorkshire Housing Partnership

Housing Associations provide and manage almost 31,000 homes across South Yorkshire. They also make a valuable contribution through new development; over the last five years, housing associations have built over 1,300 homes in South Yorkshire.

The combined resources and investment capacity of the housing associations working across the region are significant. Through the South Yorkshire Housing Partnership housing association partners have set out how they will work collaboratively with SYMCA and local authorities.

The South Yorkshire Housing Prospectus focuses on how we can work together to provide new affordable homes, address the challenges of net zero carbon, address housing and health issues, support economic growth and employment and prevent homelessness.

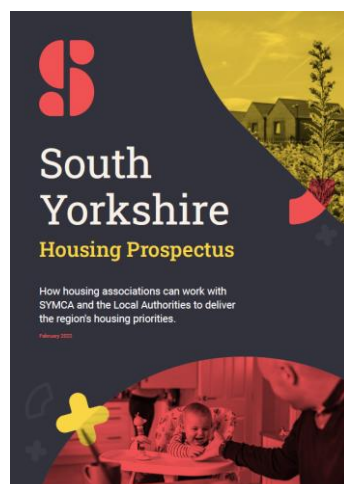


Figure 22: South Yorkshire Housing Partnership's Housing Prospectus (2022)

The Partnership's remit includes leading the delivery of the Prospectus, including setting targets and publishing progress against these on an annual basis.

Homes England

Homes England are the government's housing accelerator, with a role to work with partners to intervene in the market to get more homes built where they are needed to ensure more people in England have access to better homes in the right places.

Homes England will seek to work collaboratively with partners and establish ways of working that support the delivery of more new homes and better place making in South Yorkshire. A joint Housing Pipeline of sites will be progressed, with a focus on an Integrated Affordable Housing Programme. Partners own existing land ownerships will be reviewed alongside key third party owned

acquisition opportunities which will support the delivery of residential developments initiatives across the sub-region.

Partners market relationships with developers and funders will be utilised to target sites and to try to resolve any development constraints to their delivery. Homes England will seek to secure access to public funding sources and private sector finance to assist in programmes of acquisition, land remediation and the provision of core infrastructure; including the co-development of business cases to support investment in critical infrastructure to support growth.

Landowners and developers

The majority of new housing for sale or rent in South Yorkshire will come forward through sites brought forward and built out by landowners and developers. The availability of good quality, well connected and attractive development land for new homes is a major competitive advantage for South Yorkshire. But there are challenges, particularly in delivering brownfield sites and those in urban areas. We will work in partnership with the

private sector to understand barriers to development and seek solutions to unlock sites and accelerate delivery.

Homes England is currently embarking upon land owner interviews with 32 large housing site land owners in the core city of Sheffield, to understand their aspirations for their sites and any blockages that may need resolving.

Communities and the voluntary and community sectors

Housing is for people. We will work with communities across South Yorkshire, drawing on their local knowledge and understanding, seeking to deliver South Yorkshire's Mayor's manifesto commitments around engaging better with local communities and community representatives.

There are also opportunities to explore how the voluntary and community sectors can be supported to help contribute

towards delivering our vision and priorities.

For example, community led housing can have a role in creating affordable homes and contribute to regeneration of our urban areas. In Sheffield the Sheffield Community Land Trust (SCLT) is looking to bring a disused Sheffield city centre building back into use as an example of a low carbon retrofit project, providing affordable housing and workspace for local people.



DELIVERY PLAN – work in progress

Ref	Key Actions	Delivery lead	Partners	Timescales	Comment/outcomes
PRIORITY 1: Increasing energy efficiency and decarbonisation of the existing housing stock to help tackle net zero and the long-term cost of living crisis, and reduce the health impacts of poor housing					
	Develop a shared strategic approach to housing retrofit				
	Explore opportunities to promote decarbonisation of heat and energy eg. solar potential study				
	Improve data on energy efficiency of existing stock using innovative measures				
	Explore opportunities to join up health and housing policy and investment to improve shared outcomes				
	Develop and implement a Green Skills Plan				
PRIORITY 2: Increasing housing growth and delivering affordable new homes for sale and rent, in sustainable, well-connected locations, particularly within urban centres with a focus on brownfield sites and conversions					
	Complete delivery of the Brownfield Housing Fund programme				

Ref	Key Actions	Delivery lead	Partners	Timescales	Comment/outcomes
	Develop a long term housing South Yorkshire pipeline, particularly on brownfield sites				
	Further embed urban densification into Local Plans, masterplans and other guidance and place-based plans.				
	Review affordable housing delivery and barriers to increasing supply.				
	Develop and implement a South Yorkshire Modern Methods of Construction Ecosystem approach.				
	Enhance relationships between SYMCA and the housing development industry				
	Support opportunities for co-operative and community led housing projects.				
PRIORITY 3: Improving the standard and quality of new and existing homes and places, including private rented homes, as part of wider regeneration and placemaking and places					
	Promote high quality design across South Yorkshire, including through investigating the benefits of Design Panels and design competitions				

Ref	Key Actions	Delivery lead	Partners	Timescales	Comment/outcomes
	Develop place-based Investment Plans, including the contribution of housing to regeneration				
	Scope and revise the South Yorkshire Residential Design Guide				
	Explore opportunities for landlord licensing to help address net zero / housing quality challenges within the private rented housing stock.				
	Explore opportunities to bring more empty homes back into use and repurpose vacant commercial properties for new housing				
	Develop a more strategic shared approach to tackling homelessness, including through Housing First.				
PRIORITY 4: Working to secure further devolution of housing powers and funding, and leveraging in further complementary public and private investment					
	Develop a housing investment toolkit incorporating a range of housing funding and co-investment models				
	Explore opportunities with the Finance industry to lever further private institutional investment for housing				

Ref	Key Actions	Delivery lead	Partners	Timescales	Comment/outcomes
	Utilise SYMCA investment to seek flexibilities and the better alignment of other public resources for housing				
	Expand the South Yorkshire JESSICA Fund to also support housing mixed use schemes.				
	Lobby Government for further devolution of housing powers and investment				

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