

Publication (Regulation 19) of the Doncaster Local Plan 2015-2035

Addendum to the Doncaster Local Plan 2015-2035 (Proposed Submission Version)

The following note sets out a number of revisions that have been made to policies in the Local Plan document since the Full Council papers went to print. These should be read as an addendum to the Local Plan document (Appendix 1) and supersede the relevant policies therefore as per the printed Full Council papers. For clarity, the updated policy text as per this note will be included in the Local Plan document to be published later this summer, subject to approval by Full Council first. New and additional text is identified via yellow highlighting and deleted text struck through.

Clarification of Local Plan Base Date and Planning Permissions for Housing/Starts on Site

The Local Plan includes some 'new' sites for development as well as a large number of developments that already have planning permission; both will contribute towards the Plan Period's growth requirement.

1 April 2015 is the date the plan period started, however all of the information in respect to sites with or without planning permission is as at 1st April 2018 (this is the base date). This means that some sites listed as not having planning permission will in fact now have permission (for example, Hungerhill at Edenthorpe) and likewise a site that says that it is not under construction may now have started on site (for example, Former McCormicks Tractors, Wheatley Hall Road). The Document Summary on the first inside page of the Local Plan makes this clear. The plan period will run until April 2035

Policy Addendums

Policies subject to this addendum are:

- Policy 8 - Delivering the Necessary Range of Affordable Housing (Strategic Policy);

There is a clear requirement for the provision of affordable housing to meet local needs in each individual community.

Affordable housing provision is a national issue with under provision occurring across the nation. . Housing market delivery is unable to meet the actual need that is required and this is also the case across Doncaster and the Sheffield City Region. This is a priority that we must address.

We are creating a housing programme that blends the council resources with external funding opportunities to close the gap in affordable housing across Doncaster. This will ensure we are delivering local homes for local people.

We will use relevant and current data to make decisions regarding our affordable housing needs to target local need on a settlement and sector basis This will include housing for our older people and those with special needs such as physical and learning disabilities.

The affordable housing policy in the local plan will make specific reference to offsite affordable housing provision being targeted to areas of most need in the borough to assist with rebalancing the housing market. Please see revised policy wording below.

There will be an annual commitment to review affordable housing provision as part of the local plan monitoring. Overview and Scrutiny will also play an important role in this.

- **Policy 10 – Houses in Multiple Occupation (HMOs);**

There is a need to address problems being caused by the increase in number of HMOs in recent years and the Local Plan needs to go further to address these issues. The policy has been strengthened further therefore to address these matters as per the extract below.

- **Policy 45 – Residential Design (Strategic Policy).**

There is a desire to introduce 20mph zones on all new residential developments. Currently, streets principally serving residential areas are designed to achieve traffic speeds of no more than 20mph, however this isn't currently enshrined in policy. This has now been included in the policy (see extract below).

Policy 8: Delivering the Necessary Range of Housing (Strategic Policy)

The delivery of a wider range and mix of housing types, sizes and tenures will be supported through the following measures:

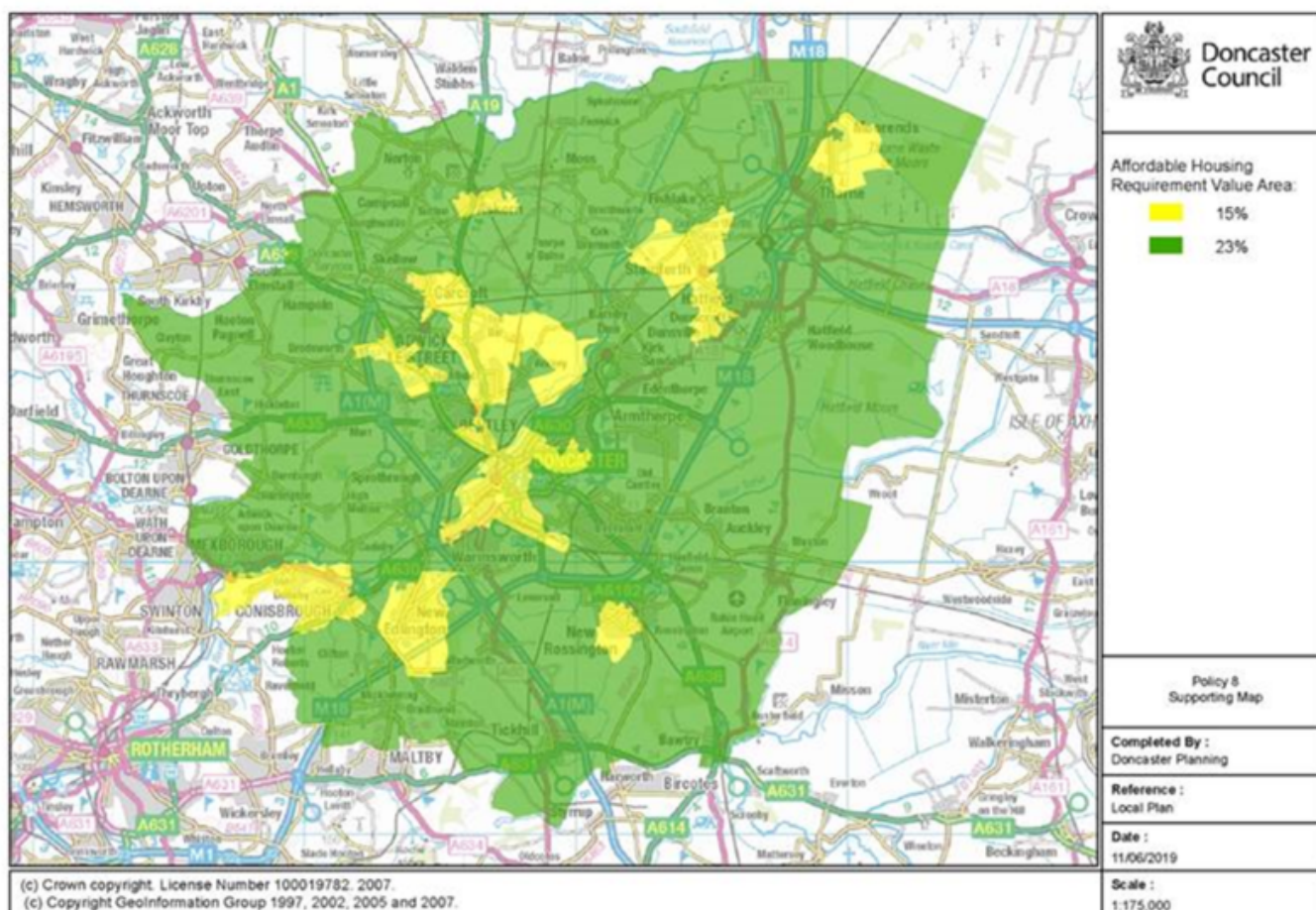
- A)** new housing developments will be required to deliver a mix of house size, type, price and tenure to address as appropriate the needs and market demand identified in the latest Housing Need Assessment / Study (or other robust evidence).
- B)** there is a clear requirement for the provision of affordable housing to meet local needs in each individual community. Housing sites of 15 or more homes (or 0.5 Ha or above) will normally be expected to include 23% affordable / social homes in the Borough's high value housing market areas (as defined in explanatory text below), or a lower requirement of 15% elsewhere in the Borough (including starter homes / discounted market sales housing which meet the definition in the NPPF) on-site. Proposals for affordable housing on developments of less than 15 units will be supported where these meet other development plan policies.
- C)** commuted sums in lieu of on-site affordable housing provision and of broadly equivalent value will only be accepted where this is robustly justified. These commuted sums will be used to target areas of need in the borough in order to assist with rebalancing the housing market. They may also be combined with council house building programmes that would take place on land that the council owns or subsequently needs to acquire.
- D)** in order to provide the necessary housing supply required for the changing needs of residents and to support independent living, new developments should include the provision of homes which are adaptable, accessible, and suitable for people with a wide range of needs in line with Policy 46. It must also be demonstrated how the provision of housing types suitable for older people can be increased, especially bungalows, extra care facilities and supported living accommodation. These will be supported on sites suitable for housing and which have good access to local services and facilities by means other than private car.
- E)** specialist student accommodation will be supported on sites with walk/cycle and/or public transport access to Doncaster College or other training facilities. Wherever possible, commuted sums relating to such accommodation will be used to target areas of need in the borough.
- F)** the provision of opportunities to accommodate custom build and self-build homes will be encouraged on housing allocations and elsewhere.

- 6.1. The NPPF aims to significantly boost the supply of homes. It requires that the needs of groups with specific housing requirements are addressed, including, amongst others, affordable housing, family housing, older persons housing, student accommodation, housing for people with disabilities, travellers (see Policy 12), and those who wish to self-build.
- 6.2. Delivering more homes, including more affordable homes, is a key Government priority which is also reflected within the City Region and in Doncaster. The need for more affordable homes is articulated through the Doncaster Housing Strategy 2015-2025 and reflected in the Living theme of Doncaster Growing Together (DGT). The Council has an existing programme of delivering affordable housing to meet local housing need through both direct delivery of new Council houses and an ongoing Housing Association Development Programme. In delivering these programmes the Council and its partners maximise external funding opportunities where applicable – primarily through our work with Homes England.
- 6.3. There remains, however, an unmet need for which we must plan over the coming years. It is essential that the future programme is informed by a detailed evidence base of affordable housing requirements, including types and locations, along with robust needs information. The future delivery programme will aim to meet the varied housing needs of our residents by delivering a range of property types including, but not limited to, accommodation for:
- General needs
 - Older people
 - Care leavers
 - Adults with learning disabilities and autism
 - Physical disabilities linking to the Accessible Housing Register
 - Homeless / at risk of homeless
- 6.4. The creation of the future programme will clearly articulate how the delivery programme will contribute to the wider Transformation Programme objectives across the Council.
- 6.5. The Economic Forecasts and Housing Need Assessment (June 2018) establishes the Borough's housing requirement. Following on from this, the 2019 Housing Need Study identifies the size, types and tenures required across the Borough, and also identifies affordable housing need, older peoples housing needs, and the housing needs of people with disabilities.
- 6.6. With regards to type and size, this report finds that whilst proportions vary across the Borough, generally the greatest need identified is for 3 bed houses, followed by larger 4+ bed houses and 2 bed bungalows. Appendix 4 sets out the main findings from the Study in terms of dwelling type and mix by each of the settlements identified in the top 3 tiers of the settlement hierarchy. This evidence should help inform applicant's drawing up planning applications of the need for certain house types and mix by area, including areas where there is already an oversupply of certain house types.
- 6.7. Affordable homes can be social rented, affordable rented, intermediate, starter and discounted market sales homes providing homes to eligible households whose needs are not met by the market. The 2019 Housing Need Study identified that overall, 209 affordable units are required per year over and above the Council's own build programmes, which equates to 23% of the Borough's housing target. However, this assessment does not factor in what levels of affordable housing have been secured already through commitments as it is just a percentage of the annual housing target of 920 net new homes. Nor does it consider whether the target is appropriate to adopt as a policy requirement as it takes no account of viability where national policy is clear that whatever requirement set through policy must be justified in terms of whole plan viability. The ratio between affordable homes for rent and low cost home ownership is 75%/25%.
- 6.8. The Doncaster Local Plan Viability Testing (2016) evidence base assessed a series of hypothetical housing sites across the Borough's housing market areas in line with national policy and the best practice guidance. The 2019 Viability Testing Update to this evidence also revised the typologies before modelling a number of actual Local Plan allocations. The conclusion being that development sites in the Borough's high and medium value areas are generally viable with a 23% affordable housing requirement when considered in conjunction with other Local Plan policy asks.

However, sites within the Borough's low value areas come under greater viability pressure. The evidence therefore recommends that it is more appropriate to adopt a reduced affordable housing requirement of 15% in these parts of the Borough. Appendix 5 identifies the Borough's two affordable housing requirement policy areas for the purposes of this policy.

- 6.9. Affordable housing should be provided on site, unless off-site provision or an appropriate financial contribution in lieu can be robustly justified, and the agreed approach contributes to the objective of creating mixed and balanced communities. Where a commuted sum is deemed appropriate, wherever possible this should be utilised to target areas of need in the borough in order to assist with rebalancing the housing market. This is to ensure that the policy provides much needed affordable housing to meet the needs of the area providing local housing for local people.
- 6.10. This policy seeks to ensure that the mix of house types and tenures addresses the particular needs of Doncaster residents; these are detailed in the 2019 Housing Needs Study but other assessments and evidence will emerge over the plan period. The most recent Housing Needs Study and Housing Design Standards Policy Evidence Paper 2019 shows there is a need for less bedrooms, more bungalows, homes suitable for older and/or disabled people or which are easily adaptable, supported living and extra care facilities and executive homes. Larger sites will be expected to include a good mix of house types to help create balanced communities and reflect identified needs, and should also consider whether parcels of land on such sites can be reserved for identified demand for self and custom build plots.
- 6.11. The provision of bespoke student accommodation to house expected increases in student numbers over the plan period is under active consideration and will also help reduce pressure on the existing housing stock.

Map indicating affordable housing requirement values referred to in Policy 8



Policy 10: Houses in Multiple Occupation (HMOs)

The growth in the number of Houses in Multiple Occupation (HMOs) in parts of the Borough has led to significant impacts on existing communities linked to the over concentration of people and pressures on local infrastructure. There are also concerns around the quality of living for occupants of these dwellings. Proposals for HMOs will only be supported under very strict circumstances where:

- A)** the internal standards of the property are suitable for multiple occupation, including bedrooms with good soundproofing, privacy, outlook, light, ventilation and communal facilities for washing, preparation and consumption of food;
- B)** external communal areas and facilities are of sufficient size and standard to satisfactorily accommodate waste and recycling bins, safe and secure cycle storage and on-site parking (unless it can be demonstrated that the site is sustainably located and therefore justifies reduced levels of on-site parking);
- C)** the overall size of the dwelling is sufficient to provide proper and adequate accommodation and living space for the number of residents intended to be accommodated;
- D)** the existing dwelling or building is capable of conversion in the first instance, and that the HMO will not cause detrimental harm to the area or the amenity of nearby residents particularly noise, disturbances and over-looking; and,
- E)** the proposal would not result in an over-concentration of HMOs within a community/locality/street/row of houses, or result in a significant adverse impact to local amenities. Proposals must not create:
 - 1. more than two HMOs side by side;
 - 2. the sandwiching of a single self-contained house or flat between two HMOs;
 - 3. more than two HMOs within a run of twenty properties on one side of the road; or
 - 4. more than one HMO in a road of fewer than twenty properties on one side of the road.
- F)** The Council will utilise all of its powers available, including licensing and enforcement, to ensure the negative impacts of HMOs are managed and that our communities are not negatively impacted by the provision of such accommodation.

Explanation

6.15 A House in Multiple Occupation (HMO) is defined as a house or flat occupied by a certain number of unrelated individuals who share basic amenities and is classified by the Use Class Order. HMOs can play an important role in meeting the housing need of a range of groups, including students, temporary work-training students, young professionals and individuals on low incomes. However, all too often such accommodation has unintended and unacceptable consequences for the established community as HMOs can have a high turnover of occupiers. Issues include insufficient car parking, problems with refuse disposal and collection, overcrowding, noise, and in some cases anti-social behaviour.

6.16 It is important that any proposals that do accord with this policy are delivered without detriment to existing communities, properties and businesses in the area. This can best be achieved through preventing the over concentration of such properties in particular areas and encouraging a more even distribution across the Borough.

6.17 The Council is fully aware of the issues that HMOs can create, and the impact they can have on existing established communities when poorly managed. As such, the Council is committed to tackling and managing the problems that proliferation of such housing can cause. This includes various Council Departments, for example Planning, Enforcement and Licensing; the Licensing Scheme and Article 4 Direction that are utilising powers of the Housing Act and Town and Country Planning Order to address housing issues identified. The council has given notice of the "making" of an Article 4 Direction on 9th August 2018. The Direction relates to developments comprising of changes of use from dwellinghouses (Class C3) to HMOs (Class C4) and applies to land within the areas of Town, Town Fields, Wheatley, Hexthorpe, Balby, Wheatley Hills, Intake and Belle Vue (the exact boundary is shown on the Policies Map). The Direction comes into force 14th October 2019 (subject to confirmation), and removes permitted development rights for this type of development i.e. planning permission will be required. The Council has also introduced additional licensing, which applies to certain HMOs not already covered by mandatory HMO licensing, which came into effect 1st October 2018. -

Policy 45: Residential Design (Strategic Policy)

New housing, extensions, alterations and changes of use to housing will be supported where they respond positively to the context and character of existing areas (refer to Policy 42), or the host property, and create high quality residential environments through good design. Proposals are therefore required to meet the following:

- A)** Developments must protect existing amenity and not significantly impact on the living conditions or privacy of neighbours or the host property (including their private gardens), be over-bearing, or result in an unacceptable loss of garden space.
- B)** Housing proposals will be supported where they meet the following key design objectives:
- 1.** there is good access to (or the development provides at the earliest opportunity) local services, community facilities, open space and public transport via walkable neighbourhoods;
 - 2.** layout, density, siting, spacing, scale, massing, form, detailing and materials are sympathetic to the character of the area, or the existing host property;
 - 3.** layouts are easy to understand and move through, are well-structured, with secure perimeter blocks, active frontages and dual aspect corner properties;
 - 4.** designs result in a decent outlook for new homes, with adequate privacy, and good access to daylight and sunlight;
 - 5.** there is adequate provision of internal living space, storage space, amenity and garden space;
 - 6.** there is sufficient convenient, safe and secure allocated and visitor car parking space designed so as not to dominate the appearance of the residential street-scene or impact negatively on the function or character of new and existing streets;
 - 7.** layout and street design will result in attractive, landscaped public realm, which includes community focal spaces that foster social interaction and creates an inclusive, safe and secure environment for people and property;
 - 8.** access points, street design, parking and operational highway requirements are safe and provide adequate footpaths, encourage vehicle design speeds of 10-20mph or less, and complement the character of the existing street-scene and highway functions;
 - 9.** plot boundaries (front, back and side) are demarcated with robust boundary walls, fences, railings or hedges appropriate to the area;
 - 10.** satisfactory arrangements are made for the storage and collection of refuse, recyclable materials and garden waste; and
 - 11.** flood resistance and resilience measures with an allowance for climate change are incorporated if located in, or adjacent to, flood risk areas.
- C)** Backland and tandem housing development proposals will be supported where the loss of rear domestic gardens is minimised due to the need to maintain local character, amenity, garden space, green infrastructure and biodiversity. In particular, Bessacarr, Sprotbrough and parts of Thorne Road at Edenthorpe will be protected from Backland and Tandem development. Modest redevelopment on backland sites may be considered acceptable, subject to proposals being subservient to the host property and meeting the criteria at A and B above. In addition such development should generally conform to existing plot sizes and not lead to overdevelopment and / or a cramped appearance.
- D)** Major applications (of over 0.5 hectares or 10 or more residential units) which include housing should utilise Building for Life throughout the design process, including at pre-application stage where the tool can be beneficial in helping shape high quality housing schemes.

Applicants will be expected to explain how these requirements have been met in their submitted Design and Access Statements, which should include a Building for Life assessment where required.