



Doncaster Council

Report

Date: 12 January 2021

To the Chair and Members of Cabinet

Doncaster's Housing Delivery Programme 2020 - 2025

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Cllr Glyn Jones	All	Yes

EXECUTIVE SUMMARY

1. The Council has ambitious plans to build on the success of delivering new homes in Doncaster to date, including much needed new affordable homes. Developed in conjunction with the updated Housing Strategy 2020-25, and in line with the emerging Borough Strategy, this 5 Year New Housing Delivery Plan sets out how the Council's priorities for new homes across the borough will be delivered over the coming 5 years, to support the wellbeing of our residents.
2. The purpose of this report is to seek approval for the 5 Year Housing Delivery Plan (HDP) 2020-2025, which will provide a range of new homes for all members of the community. The principal focus of the Plan is to ensure the delivery of new affordable homes, to meet the needs for housing identified in the 2019 Housing Needs Study. Appendix 2 sets out the forecast delivery across all housing tenures.
3. This report covers:
 - 1) Achievements in delivering new homes in the borough over the last 5 years,
 - 2) The foundations for the delivery of new homes over the next 5 years, and
 - 3) Our aspirations for 2025
4. The development of the new Housing Delivery Plan has been informed by the findings of the 2019 Housing Needs Study. The proposals and recommendations within the HDP have also been produced in conjunction with emerging thinking from the new Borough Strategy, the refreshed 2020-25 Housing Strategy, the new Local Plan and new Environment and Sustainability Strategy.

This HDP has four key components for the delivery of new homes:

1. **Council House Build Programme (CHBP)** - setting out an ambitious development programme with potential to deliver circa 534 new affordable and mixed tenure homes over the next 5 years, to be built to very high energy efficiency standards in response to the climate change carbon reduction targets

set by the Council; The report seeks agreement on the next 7 sites in Phase 2 of the programme, subject to consultation with local members and communities

- II. **Housing Association Development Programme (HADP)** – a pipeline estimated to contribute circa 467 new affordable homes on Council and housing association land. Those developments will also respond to demand for older persons housing and by the key delivery route for homes to address specialist housing need in the Borough;
 - III. **S106 Planning agreements and other contributions for affordable housing** - 457 new affordable homes are currently projected to be secured by housing associations through agreed S106 agreements with private housing developers and by direct purchases. Local Plan allocated sites indicate a potential further circa 693 affordable homes via S106 agreements by 2025;
 - IV. **Engagement with private developers** to maximise the provision of new homes for sale – providing a strategic enabling and support role and exploring new delivery mechanisms, to expand the choice and quality of new homes. Local Plan allocated sites indicate a potential further circa 4,157 homes for market sale by 2025, although we recognise that the pace and scale of delivery may be affected by the uncertain economic conditions.
5. The HDP 2020-25 will be funded from a range of sources, including the Council's Housing Revenue Account and borrowing to fund the Council House Build Programme. Additional investment will come from Housing Association capital investment and borrowing to finance their schemes; Grant funding from Homes England will be vital to support the programme; Sheffield City Region (SCR) funding where available; S106 Planning contributions for affordable housing and investment by housing developers in homes for sale.
6. The HDP will bring many benefits to the Borough and its residents including:
- providing more choice and opportunities for people to live independently, whatever their needs;
 - providing exemplar homes with high levels of energy efficiency and design standards;
 - a new model of accommodation for those people affected by homelessness;
 - improved resident wellbeing;
 - reducing the waiting time for a new affordable home and reducing homelessness;
 - offering more choice of homes for sale;
 - ensuring a suitable geographical balance of building across the borough; and
 - improving the quality of our places as a key driver to inclusive economic growth.
7. Over the five year period to 2025 new homes built should have increasingly higher energy efficiency standards, making them more affordable to heat and reducing carbon emissions. The Council will lead by example through the CHBP, increasing the already high standards further towards proposed standards for 2025. The new homes will offer scope for more people to live within the borough, attracted by new work opportunities delivered through our economic growth programme and supporting investment.

EXEMPT REPORT

8. Not exempt.

RECOMMENDATIONS

9. It is recommended that Cabinet:

- 1) Endorses the proposed approach to meeting housing need and demand as set out in this 5 Year Housing Delivery Plan 2020-25;
- 2) Agrees the accelerated pace and aspirational design standards set out for the Council House Build programme to 2025;
- 3) Agrees the seven sites identified in para 32 of the report as Phase 2 for the CHBP, subject to consultation with local elected members and communities and further reports to Cabinet for each scheme;
- 4) Agrees the proposal to identify suitable innovative options for meeting housing need across the borough and introducing mixed tenure development into the CHBP for Phase 3 onwards, subject to a further report to Cabinet;
- 5) Agrees to utilise resources already earmarked within the Housing Revenue Account to expand capacity to deliver the accelerated CHBP and note that acceleration of the programme from 10 years to 5 years may also require external expert support and additional capacity to achieve

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

10. The Council aims to work with its partners and developers to respond to both the current and future housing needs and aspirations of all the residents of Doncaster. The planned growth of the economy both locally within the borough and at wider regional and national levels will stimulate significant housing demand alongside the ambitions to grow employment, tourism and other forms of inward investment. The changing profile of our local residents means we need more homes suitable and attractive to us all in later life and homes that enable more residents to live independently whatever their personal needs.
11. The Council's ambition with the HDP is to help provide a housing offer that meets the needs and aspirations of all residents. Informing where those new homes are required is the 2019 Housing Need Study data and the Local Plan; along with market demand from buyers and house-builders alike which will encourage the development of a wider choice of homes for rent and sale.
12. The Council has high ambitions for its own Council House Building Programme (CHBP). In order to try and best meet the need for new, well designed, energy efficient affordable homes we aim to:
 - I. Accelerate the delivery of the next phases of the programme to complete them in 5 years, rather than 10;
 - II. Be an early adopter of the proposed 2025 Future Homes Standard (when fully confirmed);
 - III. Innovate to bring new sites to the programme and provide mixed tenure development where possible from Phase 3 onwards to meet the range of our resident's needs and create mixed communities;
 - IV. Meet housing needs where they have been identified in the 2019 Housing Need Study across the borough;
 - V. Maximise the investment from Homes England to deliver as many affordable homes with the resources available as possible; and
 - VI. Explore appropriate options for partnership working to increase the programme
13. All residents of Doncaster will benefit from the drive to provide many more affordable homes over the next 5 years. This will include family homes along with more supported and bespoke dwellings built for residents with specific housing needs such as older people

and those with learning disabilities and autism; severe mental health; physical disabilities; who are homeless; and who are leaving care.

14. The new homes built by the CHBP will meet Nationally Described Space Standards (NDSS) and be more energy efficient, provide people with more inside and outside space, as well as helping them spend less of their household income on fuel bills. Housing Associations will continue to make significant investment in good quality, affordable homes. The Council relies on housing associations to provide housing for specialised needs that it is not able to provide via the CHBP but which are essential in contributing to improved health and wellbeing, promoting independence, choice and reducing health inequalities. This will, in turn, help to reduce demand on health and social care services.
15. Our homes have a powerful influence on our health and wellbeing. Having a healthy and stable home allows families to thrive, contribute better to society and help people to stay independent at home for as long as possible.

BACKGROUND / CURRENT POSITION

16. The Delivery Plan will play a key part in contributing to, and complementing, the wider strategic plans the council is looking to set for the future. It will have consideration for the Council's wider aspirations set out within the emerging and new strategies which include:
 - 1) New Borough Strategy;
 - 2) New Environment and Sustainability Strategy;
 - 3) Updated Housing Strategy 2020-2025;
 - 4) The new Local Plan; and
 - 5) The Mayor's Covid-19 Restart, Recovery and Renewal Plan.
17. The HDP plays a key role in delivering on the aims of the updated Housing Strategy 2020-2025 which has a vision for the provision of **"Homes that enhance the wellbeing of our residents and our place"**
18. The updated aims for the Housing Strategy are:
 - 1) Enhancing the safety and condition of homes, the main setting for our wellbeing throughout our lives;
 - 2) Meeting housing need and aspirations, supporting our local economy and helping revitalise town centres and communities;
 - 3) Making homes greener and more energy efficient to reduce carbon emissions and keep energy costs affordable; and
 - 4) Enabling and supporting people to plan, act and invest in their homes, to protect their independence and wellbeing for the future.
19. The new Local Plan sets out that new housing development will be focussed in and around existing urban areas - primarily Doncaster's Main Urban Area, its' 7 main towns, 10 Service Towns & Villages. The annual housing requirement in the Local Plan aims to see 920 new homes (net) per annum over the Plan period.
20. The Affordable Housing Planning policy, currently applicable on sites of 15 or more homes (or 0.5Ha) aims to deliver 23% affordable housing in high value housing market areas or 15% elsewhere. Affordable Housing will be delivered on site in the first instance or, where appropriate, off-site via a Section 106 commuted sum payment. There are also numerous supporting policies in the Local Plan relating to matters such as open space provision, housing standards, sustainability, parking provision, access to broadband etc, which will be taken into account when sites come forward with detailed planning applications.

The Local Plan annual target of delivering 920 new homes has been exceeded in recent years with 5,425 new homes delivered since 2015. The number of new affordable homes needed is 209 per year, to meet identified housing need, and between 2015-2019 702 new affordable homes were delivered by all providers including the Council, and in the current year 2019-20 a further 223 will be completed. This delivery has placed Doncaster on a 'per capita' basis as the best performing Council across Yorkshire for 3 of the last 5 years. As set out in Appendix 1 and 2, this delivery includes:

- **Council House Build Programme** – 407 new affordable council homes built since 2015, with over £53m invested from the Council's Housing Revenue Account and from Homes England grant funding;
- **Housing Association Development Programme** - 196 new homes built for families, older people and to meet other specialised housing needs with c£30m of investment by housing associations and Homes England;
- **Other Housing Association Delivery (Section 106 agreements and direct purchases)** – 322 new homes provided, plus commuted sums in lieu of affordable homes on site taken to finance more affordable homes in the future

21. The Covid-19 pandemic has had a significant impact on how people use their homes, and thrown the spotlight on how homes are designed and their functionality and condition. There has been new learning about home-working practicalities. The quality and space available to people has a major impact on how people are managing with new working arrangements
22. Covid 19 has not only impacted upon how we use our homes but also on housing delivery especially in the shorter term. Issues include the availability of building materials, construction industry capacity, the timeframe of builds extended by new safe working practices; the availability of mortgage finance; and the speed and strength of the housing market recovery, which is inextricably linked to wider economic conditions.

What we know about the need for new homes over the next 5 years

23. As the number of households in the Borough grows, we need more homes for those households to live in. Every year we need 920 more new homes, of which 209 need to be affordable homes.
24. The HDP has factored in those sites that the Local Plan forecasts will come forward for development in the next 5 years. Further delivery of new homes will also come from 'windfall' sites. The HDP also aims to ensure geographic balance across the Borough to meet identified housing needs.
25. The development of the Housing Delivery Plan has principally been informed by the findings of the 2019 Housing Needs Study. By 2025 the Housing Needs Assessment will have been updated, to ensure that the Council has up to date information with which to plan its' housing delivery. In addition further data has come from:
 - I. Housing Register bidding data - as at January 2020 there were 7,300 households on the Housing Register looking for an affordable rented home with 1,662 properties advertised in the year to Jan 2020 and 82,891 bids made - an average of 50 bids per property;
 - II. New information from the Learning Disabilities, Autism and Severe Mental Health Study 2020 – this suggests 225 people will need accommodation with support over the next 10 years.

THE NEED FOR SPECIALIST HOUSING

The Council's aim is to ensure that as many people as possible can live in homes in their local communities, which are flexible and adaptable to whatever needs they have. However, in some instances, there will be the need to provide more specialised, bespoke kinds of housing.

26. **Homelessness:**

The Homelessness and Rough Sleeping Strategy 2019-24 sets out the Council's commitment to a new approach which includes the provision of a greater mix of types of accommodation, including a move away from large groupings of temporary accommodation in hostel settings and an expansion of the dispersed Housing First approach. A whole system approach across housing, health and care is essential to meet the needs of people affected by homelessness or rough sleeping.

27. **Older People's Specialist Housing:**

By 2028 there will be more people aged 65 and over than under 25 in the borough. Our ageing population means we need more housing suitable for, and attractive to, older people and whilst a key objective is to enable people to remain in their own homes through better enablement services, we recognise that other types of new homes including more bungalows, flexible retirement living, and some supported accommodation will be needed. The types and locations of new homes required are being developed, and our objectives are to:

- grow an attractive, accessible housing offer for later living, which will also help to free up larger homes for families
- ensure new homes are of high quality design with resident wellbeing the primary concern
- link new housing developments for older people with tailored care and support models, including Extra Care Housing for older people who would otherwise be at risk of losing their ability to live independently and having to move into a residential or nursing home

28. **People living with Physical Disabilities:**

For those people and families living with learning or physical disabilities, autism and ongoing mental health conditions the approach will be to:

- Step people down from institutional "care" that restricts their liberty and does not give the best outcomes. To do this we'll maximise links to the NHS Transforming Care programme
- Consider "supported living" or other specialist housing with support for people when general needs housing, even with support, feels insufficient to meet their needs

The offer of accommodation for adults and families living with physical disabilities needs to be expanded to help reduce the frequency for people having to travel outside the borough and away from friends and family to find suitable housing. Data from the Accessible Housing Register and other sources, suggests a borough-wide need for new homes to be designed with flexibility and which can adapt to changing personal needs. More new homes are needed for young people with disabilities who are reaching adulthood and aspire to have their own home, either to rent or to buy.

29. **People with Learning Disabilities, Autism and Severe Mental Health issues:**

A new in-depth assessment of the accommodation requirements of people with learning disabilities, autism or mental health issues over the next 10 years has been carried out on behalf of the South Yorkshire and Bassetlaw Integrated Care System. For Doncaster, this has found:

- 225 additional homes will be needed over time, mainly using a supported living model, some of which can be created by using existing properties differently
- There are also people with learning disabilities with children who are housed by the Council and some may be better accommodated in a supported living scheme

Key groups include:

- young people in transition from children to adults;
- people currently living in residential care homes or secure hospitals; and
- those living at home with families - particularly those living with older carers

30. Young people leaving care and Looked After Children:

The way accommodation is configured for vulnerable young people is changing. This is set out within the Future Placement Strategy developed by Doncaster Children's Services Trust. The strategy sets out a number of re-modelling requirements to meet children's home needs, ranging from the purchase of a number of two bed homes, to providing more transitional accommodation to Children in Care and Care Leavers, and the provision of a mixed economy 'Mockingbird' Hub to deliver foster care.

- 31** We will continue to monitor the demand for all types of accommodation within wards and settlements and use this data to assist informing our housing investment decisions. By 2025 we will have completed a new Housing Needs Study to ensure our understanding of housing needs is comprehensive and up to date, and so we can work with partners and communities to identify the most appropriate locations for new homes.

KEY DELIVERY MECHANISMS

The Housing Delivery Plan has four key components for the delivery of new homes:

Council House Build Programme (CHBP)

- 32.** The next phase (Phase 1) of delivery, previously approved by Cabinet in December 2019, will include the development on sites at Adwick Lane, Toll Bar, Athelstane Crescent, Edenthorpe, and Appleby Road, Intake. This will be followed by a second phase (the proposed Phase 2) of c.160 new homes across 7 sites which are currently subject to a bid for Sheffield City Region Brownfield Sites Funding to support development costs. These sites are:

- The former Archives site, King Edward Rd, Hexthorpe (circa 20 homes)
- The former Nightingale School site, Cedar Road, Balby (circa 60 homes)
- Plantation View, Cantley (circa 10 homes)
- Springfield Avenue, Hatfield (circa 5 homes)
- Barnburgh House site, Edlington (circa 4 homes)
- Moor view, Branton (circa 3 homes)
- Adwick former depot site, Adwick (circa 60 homes)

Further development work will take place to identify the most appropriate design, number and mix of properties for these sites, including consultation with local members and communities, with further reports presented to Cabinet and with the aim to start delivering the new homes on site by March 2022.

- 33.** Phase 3 of the 2020-25 CHBP, which is forecast to include more than 300 new homes, will be developed during 2021 with the aim of meeting as much identified housing need as possible in settlements across the borough, and will be subject to a further report to Cabinet.

Housing Association Development Programme (HADP)

- 34.** The Council will continue to support Housing Associations to develop in the borough, with a current pipeline of c.467 new homes over the next 5 years on Council and housing association land. Those developments will include schemes to help meet the needs for

older persons housing and other specialist homes, and are essential in the drive to deliver 209 new affordable homes each year. The HADP schemes are included in the information in Appendix 2.

Housing Association S106 and Direct Purchase Properties from Private Developer sites

35. The scope for Housing Associations to purchase affordable homes required by the Local Plan on private developments is an important part of the HDP. Current forecasts indicate that 457 affordable homes may be secured by housing associations via these routes by 2025. Additionally there are sites allocated in the Local Plan that could deliver c.693 more affordable homes by 2025, depending on the pace at which they come forward for development.
36. It should be noted however that the Government's recently launched White Paper consultation on changes to the Planning System (August 2020) contains a range of proposals which, if adopted, could adversely affect the current S106 process and reduce the delivery of affordable homes via this route in future. The Government is also introducing new affordable home ownership products through the Homes England grant programme, which will reduce resources for the provision of new affordable rented homes and prioritise affordable home ownership options.

Private Developers

37. The majority of new homes built in recent years in Doncaster have been homes for sale built by private developers. The Local Plan determines the locations for new housing development. Through working in partnership with developers, the Council is able to bring a positive influence to their contribution towards meeting the Borough's housing needs. Current estimates are for approximately 4,157 new homes for sale to be built over the coming 5 year period; however the pace and scale of house building may be affected by the very uncertain economic conditions arising from Covid-19 and the UK's exit from the EU.

FUTURE COUNCIL HOUSE BUILD PROGRAMME HOUSE DESIGNS

38. The Council recognises that designs will need to constantly evolve to meet a growing number of technical and legislative challenges and requirements. The Council already builds homes to exceed the current Building Regulations, e.g. providing electric car charging points, enhanced insulation etc. Some of the key areas of design development and technical research currently underway include:
- I. 'Future Homes Standards' consultation – we are committed to move towards early adoption once details are confirmed;
 - II. Modern Methods of Construction – we continue to explore options that best meet the Councils' needs and are working with the Sheffield City Region to better understand and navigate these new products;
 - III. Space standards – meeting as a minimum those required by the Nationally Designated Space Standards;
 - IV. Flood resilient construction and design; and
 - V. Anew concept higher density bungalow design under development to help improve scheme viability
39. **The 2025 Future Homes Standards (FHS)** - the specific requirements of the FHS have yet to be confirmed by the Government and their proposed timetable indicates the draft requirements may not be known for 2 years. However, as part of the pathway to 2025 the updated Part L Building Regulation Standards offer two options to improve energy efficiency of new homes; a 20% reduction in carbon emissions and a 31% reduction in carbon emissions. Our current estimate is that a 20% reduction in carbon emissions will add circa £1,750 per house to build costs, and a 31% reduction will add circa £4,750, achieved with a variety of specification changes. The Council is committed to building at the enhanced 31%

reduction level for new CHBP schemes now in development until the Future Homes Standard is finalised. The higher design standards to be delivered through the CHBP, combined with the small and complex sites available to the programme, mean that per property build costs are increasing, but represent good value for money in terms of liveability and future proofed design

OPTIONS FOR MIXED TENURE DEVELOPMENT IN THE CHBP

40. In order to achieve the aspiration for mixed tenure delivery through the CHBP, research into potential innovative development models has been undertaken. Whilst there are a range of potential options the most deliverable are:
- I. **The Council builds new mixed tenure homes itself as part of the CHBP** – widening the scope of the CHBP to include shared ownership homes and properties for market sale.
 - II. **The Council establishes a Local Housing Company** – a Local Housing Company would be wholly owned and funded by the Council
 - III. **The Council enters a Joint Venture or Partnership arrangement with a Housing Association or a Private Developer** – the Council could procure a partner to work via a Joint Venture or other form of partnership to build mixed tenure homes.

Including mixed tenure development within the CHBP would be a significant change for the programme and would introduce new risks to be managed. It is therefore proposed that during 2021 the options for developing a mixed tenure offer are further evaluated and a forward direction agreed at Cabinet, for Phase 3 of the proposed CHBP onwards.

FUNDING THE COUNCIL HOUSE BUILD PROGRAMME

41. The Council has made a £100m funding commitment to the next phases of the CHBP. Of this, £8.98m has been committed to 3 schemes approved at Cabinet in December 2019 and previously approved acquisitions. The remaining funding has the potential to deliver an estimated 550 new homes. The Council does expect to secure grant from Homes England towards the costs of the new affordable homes, which should increase the capacity of the programme to 600+ new homes. In order to access Homes England grant the Council must set the rents for the new homes at Affordable Rent levels.
42. The Council is currently in discussion with Homes England regarding the future approach to securing grant funding for the programme. The usual route to secure grant is through the Continuous Market Engagement (CME) process for individual scheme bids. In January 2021, however, Homes England is launching a Prospectus for new Strategic Partnership arrangements with local authorities. The Council will evaluate this new option to see if it offers useful new opportunities for securing grant funding for the CHBP.

DELIVERY CAPACITY FOR THE HDP

43. Accelerating the delivery of the CHBP and delivering the combined HDP will require additional capacity. It will need a significant and dedicated internal resource team to manage schemes and monitor progress across the Council. Specifically this will impact upon a number of service areas such as Strategic Housing, Technical Services (i.e. architects), Legal, Assets, Planning etc. As the HDP is developed further the specific additional resource needs will be identified and brought forward for consideration. It may also be necessary to employ external expertise and capacity in some instances.
44. Externally there will be implications for contractors and supply chains to ensure capacity is available. This will be a factor when recommending schemes and will influence the shape of some aspects of the plan.

THE 5-YEAR HOUSING DELIVERY PLAN

45. Across the Borough and through the delivery streams outlined below, there is a maximum pipeline capacity for development of c.6,300 new homes across all tenures up to 2025 (as per Appendix 2). This capacity consists of:
- I. c.1,000 dwellings on 40 currently available Council sites, with the £90m+ funding available capable of supporting approx. 550 of those through the CHBP. It should be noted that some of the available sites may prove to be unviable or unsuitable for development once more closely considered and consulted on. It is expected that the Council will secure Homes England grant to support the CHBP, which should increase the number of new homes that can be afforded to more than 600.
 - II. In excess of 900 new homes currently identified by Housing Associations through delivery on Council owned sites, private land, via direct purchase and through committed S106 acquisitions;
 - III. Circa 4,157 homes for market sale identified in the Local Plan on sites where the S106 affordable housing policy may deliver an additional c.693 more new affordable homes.
46. There is not a perfect match between the current availability of sites and the Housing Need profile. The programme for new affordable homes includes all currently available Council sites for housing, with their indicative capacity. It may be necessary for the Council to purchase additional sites and work with partners to bring new sites into the programme, to allow the provision of new affordable homes as required in our settlements.
47. There is continued high demand for all land for housing in the Borough. However, the option of acquiring land will be further explored, as will the options for re-purposing sites currently in use for other purposes and working in partnership with other organisations who have access to land in the right locations to meet housing need. Land for housing can be an expensive commodity, and buying sites will add costs to the CHBP.

OPTIONS CONSIDERED

48. Option 1: Support the proposed Housing Delivery Plan 2020-2025 (Preferred Option)
To enable the continued development of new homes across Doncaster to help the Borough meet the various housing needs of the local community.
49. Option 2: Do nothing
This is not an option. The Borough needs to have a clear, evidence-led Housing Delivery Plan to enable the Council to prioritise investment to meet the housing needs of its residents.

REASONS FOR RECOMMENDED OPTION

50. The HDP will provide large, modern, energy efficient, affordable and market sale new homes to help meet the housing needs and aspirations of residents across the borough. The Plan ultimately will help reduce the call on Council resources from residents requiring care and support through the provision of more adapted homes, which allow more independent living and improvements to health and wellbeing.
51. The HDP will bring private funding and public capital grant funding from Housing Associations and Homes England to help develop much needed specialist affordable

housing for the residents of Doncaster borough. It will also support key economic growth projects, attracting investment, new businesses and new residents to the borough.

52. The HDP brings in revenue through Council Tax and New Homes Bonus payments to the Council.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

	Outcomes	Implications
	<p>Doncaster Working: Our vision is for more people to be able to pursue their ambitions through work that gives them and Doncaster a brighter and prosperous future;</p> <ul style="list-style-type: none"> • Better access to good fulfilling work • Doncaster businesses are supported to flourish • Inward Investment 	<p>Increasing housing development across Doncaster supports economic growth</p>
	<p>Doncaster Living: Our vision is for Doncaster's people to live in a borough that is vibrant and full of opportunity, where people enjoy spending time;</p> <ul style="list-style-type: none"> • The town centres are the beating heart of Doncaster • More people can live in a good quality, affordable home • Healthy and Vibrant Communities through Physical Activity and Sport • Everyone takes responsibility for keeping Doncaster Clean • Building on our cultural, artistic and sporting heritage 	<p>Increasing the number of affordable homes across the borough will provide more good quality, affordable homes, which are energy efficient and larger in size. A new focus on repurposing sites in town centres for residential use will support the on-going vibrancy of our local economy</p>
	<p>Doncaster Learning: Our vision is for learning that prepares all children, young people and adults for a life that is fulfilling;</p> <ul style="list-style-type: none"> • Every child has life-changing learning experiences within and beyond school • Many more great teachers work in Doncaster Schools that are good or better • Learning in Doncaster prepares young people for the world of work 	<p>Providing good quality affordable homes on housing developments that build resilient communities providing a safe and secure environment for children to learn and grow.</p>

	<p>Doncaster Caring: Our vision is for a borough that cares together for its most vulnerable residents;</p> <ul style="list-style-type: none"> • Children have the best start in life • Vulnerable families and individuals have support from someone they trust • Older people can live well and independently in their own homes 	<p>Providing better quality affordable housing development schemes allowing children, vulnerable families/individuals and older people to live independently.</p>
	<p>Connected Council:</p> <ul style="list-style-type: none"> • A modern, efficient and flexible workforce • Modern, accessible customer interactions • Operating within our resources and delivering value for money • A co-ordinated, whole person, whole life focus on the needs and aspirations of residents • Building community resilience and self-reliance by connecting community assets and strengths • Working with our partners and residents to provide effective leadership and governance 	<p>Developing value for money high quality homes in consultation with residents and ward members to build resilient communities. To do this the council will be working alongside our internal and external partners.</p>

RISKS AND ASSUMPTIONS

53. The success and delivery of HDP is subject to a significant number of risks outside the control of the Council that may impact upon deliverability and anticipated outcomes. There are a number of current potential 'known' key risks which include:
- i. Future Government policy changes
 - ii. Homes England funding priorities and conditions
 - iii. Covid-19 and EU Exit impacts affecting the wider economy and the house building sector
 - iv. Availability of land and abnormal site conditions, including flood risk
 - v. Deliverability of mixed tenure schemes in low value housing market areas
 - vi. Community willingness to support developments in their area
 - vii. Additional capacity needed to accelerate delivery
54. The management and mitigation of those risks will vary on a case-by-case basis. The HDP monitoring and reporting mechanisms will require a Risk Register to enable officers to track and highlight potential risks as they arise and assess and manage their impact on the wider programme and its specific components.

LEGAL IMPLICATIONS [NJD 30.11.20]

55. There are no specific legal implications relating to the Council agreeing to support the proposed Housing Delivery Plan 2020-2025.
56. Affordable rent for new homes must be set in accordance with the Direction on the Rent Standard 2019 and the policy statement on rents for Social Housing, issued by the Ministry for Housing, Communities and Local Government.

57. There are significant legal implications arising out of the various different potential delivery options outlined within the report. It is advised that significant early engagement takes place with DMBC legal services and Corporate Procurement in order that appropriate processes are followed and matters are not delayed or subject to further challenge. There are significant procurement, governance, property and commercial law questions to be considered.

FINANCIAL IMPLICATIONS [CA 20.10.20]

58. There are no immediate financial implications arising directly from this report. The financial implications will be set out in full when schemes contained within the Housing Delivery Plan for the CHBP are brought to Cabinet for specific scheme approval.
59. The CHBP programme has an existing funding approval of £80m from Council borrowing and £20m available in the HRA (of which £8.98m is already committed at December 2019).
60. As the best available rate on the market, the Council would take advantage of the HRA PWLB certainty rate, which is gilts plus 80 basis points (equates to 100 basis points below the PWLB rate at which the Council would normally be able to borrow). The 40 year HRA certainty rate is currently 1.52%.
61. The Council borrows from the Public Loans Works Board on a maturity basis. This is fixed term interest only borrowing with the principal repaid at the end of the term. Provision is normally made for borrowing in the general fund (Minimum Revenue Provision) to set aside an amount each year for the repayment of debt. There is no requirement to do this in the HRA, as the asset value exceeds the cost of borrowing and the debt can be re-financed at the end of the term. The Council may choose to make capital repayments annually to off-set any impacts from Right to Buy sales.
62. The Councils Treasury Management Strategy includes the option to borrow up to 3 years in advance of capital expenditure. This has been considered in the context of the council house build programme and although not currently recommended, the decision will be kept under review. Borrowing in advance would only represent value for money if long term fixed interest rates were expected to increase and even then, the benefit would need to be balanced against the ability to fund the cost of borrowing within the budget until such a time that additional revenues flow from the assets.
63. The viability of each scheme will vary depending on the size of the scheme and whether the Council already owns the site. Feasibility costs, financing costs, costs relating to the transaction, site surveys and remediation costs will all need to be factored in.
64. As per the Affordable Housing Policy, the Council has secured commuted sums from s106 agreements which can be used to support HDP schemes, subject to individual scheme approvals
65. The report refers to significant and dedicated internal resources and use of some external resources being required. If additional capacity is required that cannot be met from existing budget, this needs to be identified early on and costed, so that funding options can be considered.

HUMAN RESOURCES IMPLICATIONS [KJ 26.11.20]

66. There are no HR implications specific to the recommendations in the report, however, any emerging matters that impact on the workforce will require HR engagement at the appropriate time.

TECHNOLOGY IMPLICATIONS [PW 13/10/20]

67. There are no specific technology implications in this report.

HEALTH IMPLICATIONS [KH 26.11.20]

68. Good quality, safe and well-designed housing and communities are key to the success of the Borough and essential for building a healthy, engaged and inclusive society. Our homes should feel safe, comfortable, warm and dry, and should provide security and stability. They should meet the diverse needs of individuals and families, and should be of decent quality, regardless of age, type or tenure. Homes should be also be affordable and sustainable, and well connected to vibrant, active and healthy communities. Good housing has a significant impact on the health and wellbeing of the population, both physically, mentally and from an economic wellbeing perspective.

- By providing good quality housing that people on lower incomes can afford (including running costs) we can improve the health and social circumstances of people in poverty.
- Providing enough good quality, affordable and social housing can also increase choice and thus may also have an impact on quality in other areas, such as the private rented sector.
- Climate change will affect those on lower incomes and in poorer health the worst, by building and improving our housing, using modern methods and materials, to create a more energy efficient housing stock we can not only start to tackle climate change but also improve the financial wellbeing of our population. It also very important that any development does not impact negatively on our green infrastructure and local biodiversity.
- Development can provide jobs and economic benefits locally, providing we ensure that the social value of any development is maximised and that high quality jobs and local opportunities, including training and apprenticeships are prioritised.
- Legacy: the decisions we make today can have an impact on the lives of future generations and can create the conditions for greater equality and a healthier, happier population. The legacy created by investing in good quality, affordable homes and communities could impact positively for many generations into the future.

69. It is encouraging to see that health and wellbeing features throughout the HDP. In the Plan there is a focus on affordability, high design and space standards and quality, energy efficiency and meeting the general and specialist needs of the population into the future. By acknowledging the importance of health and wellbeing as a priority, the legacy of the plan could be that it helps lay the foundations for good health and wellbeing in the long term for future generations of Doncaster citizens. We recommend that the focus on health and wellbeing continues throughout and that Public Health are involved as an active partner at every opportunity.
70. Public Health recommends the use of Health Impact Assessments (HIA) on all applicable developments and that we are involved in this process from the design and planning stages. As a council, we can demonstrate through this process that our own new build homes are designed in a way that provides every opportunity for residents to live in an area that promotes good health and well-being.
71. By providing specialist accommodation and general accommodation with good accessibility standards, we can improve the health and wellbeing and living conditions of people with physical and mental disabilities, older people and people with long-term conditions. Good quality and well-designed specialist and accessible housing can also provide people with greater independence and can thus be empowering for people with disabilities and health conditions.
72. There are a number of groups who can experience inequalities in relation to health and housing, these include people on a low income, people in areas of high deprivation, BAME communities (including our Gypsy and Traveller communities and refugee and asylum seeker population), older people, people with health conditions or disabilities and people experiencing homelessness or complex lives. Although the focus in this plan on quality, affordability, accessibility design and specialist provision will go some way to addressing inequalities, it is essential that any work undertaken during implementation promotes fairness and inclusion and aims to reduce the inequalities that face these groups at every opportunity.

EQUALITY IMPLICATIONS [AR 20/10/20]

73. All housing developments supported by the Council will be accessible depending on individual need. Such assessments will not discriminate against any applicant in any way

and particularly due to any of the protected characteristics of the Equality Act 2010. All housing delivery partners must maintain a commitment to The Equality Act 2010. A Due Regard Statement for the Housing Delivery Plan is attached as Appendix 3

CONSULTATION

74. For those sites that are already within the Phase 1 of the CHBP programme consultation has been undertaken with the Cabinet Member for Housing and elected members and residents for those areas as part of the process which secured cabinet approval for the schemes. Further consultation is proposed on Phases 2 and 3 of the proposed CHBP going forward. Future Housing Association led schemes and private housing market developments will also be consulted on with local elected members and local communities as part of the Planning Application process.

BACKGROUND PAPERS

75. None

REPORT AUTHOR & CONTRIBUTORS

Karen Lythe Assistant Director for Strategic Housing
Karen.lythe@doncaster.gov.uk

Adam Goldsmith Head of Service Strategic Housing
adam.goldsmith@doncaster.gov.uk

Adrian Robertshaw Programme Manager Strategic Housing
Adrian.robertshaw@doncaster.gov.uk

Dan Swaine
Directorate of Economy & Environment

Appendix 1: Affordable Housing Delivery 2015-2019

Appendix 2: 5 Year All Housing Delivery 2020-2025