



Doncaster Council

Report

Date: 22 June 2022

To the Chair and Members of: Cabinet

Phase 2 of Council House Build Programme and S106 Acquisitions

Relevant Cabinet Member(s)	Wards Affected	Key Decision
Councillor Glyn Jones – Portfolio Holder for Housing and Business	All	Yes

EXECUTIVE SUMMARY

1. Doncaster Council has ambitious plans to deliver more affordable homes, including more council housing through the Council House Build Programme (CHBP) and via S106 Planning Agreements. Both elements form key elements of the 5 year (2020-2025) 'Housing Delivery Plan' (HDP) approved at Cabinet on 12th January 2021.
2. The CHBP will deliver new build homes on Council owned sites and where opportunities arise, include acquisitions of new homes from private house-builders through the mechanism of S106 Planning Agreements.
3. As Phase 1 of the CHBP is now progressing on site, this report now sets out the next stages of the HDP including seeking Cabinet approval for CHBP Phase 2 that will provide circa 125 new homes across 7 sites. Not all the sites earmarked for the CHBP Phase 2 are within the HRA; three sites are currently held within the General Fund and the intention is to appropriate these three into the HRA so they can be included within the programme.
4. Funding will come from a combination of Housing Capital Programme funds (HRA), grant funding from the South Yorkshire Mayoral Combined Authority (SYMCA) Brownfield Housing Fund (BHF) (Cabinet approval granted 23rd September 2021) and the anticipated addition of grant funding allocated from the Homes England 'Shared Ownership and Affordable Housing Programme' (SOAHP) 2021/26. Successful grant applications will require approval to enter into contract with Homes England to obtain grant.

EXEMPT REPORT

5. Whilst this report is not exempt, it does contain an exempt Appendix [D]. This is NOT for publication because it contains exempt information as defined within Paragraph 3 of Part 1 of schedule 12A of the Local Government Act 1972 (as amended), as it contains exempt information relating to financial or business affairs of any particular person (including the authority holding that information).

RECOMMENDATIONS

6. It is recommended that the Mayor and Cabinet approve:
- The development of sites within Phase 2 of the Council House Build Programme (CHBP) at:
 - (Former) Nightingale School, Balby
 - (Former) Adwick Depot, Adwick
 - (Former archives) King Edward Road, Balby
 - Plantation View, Bessacarr
 - Springfield Avenue, Hatfield
 - (Former) Barnburgh House, Edlington
 - Moor View, Branton

The site plans and schedules of house types are in appendices A and B respectively.

- To delegate authority to the Director of Economy and Environment and Section 151 Officer and in consultation with Portfolio Holder for Housing and Business to accept the funding and agree terms and conditions for any SOAHP Grant funding awards for all CHBP schemes and subject to an ODR for each scheme bid.
- To delegate authority to the Director of Economy and Environment and Section 151 Officer and in consultation with the Portfolio Holder for Housing and Business to award construction contracts to deliver phase 2 of CHBP following the conclusion of the procurement process and subject to an ODR.
- To delegate authority to the Director of Economy and Environment, the Section 151 Officer and in consultation with the Portfolio Holder for Housing and Business to acquire new homes through S106 Planning Agreements, as scheduled in Appendix C and subject to an ODR for each agreement.
- Agree the recommended procurement strategy for the appointment of a contractor to build homes on the Phase 2 sites.
- The drawdown of funding earmarked for these developments in the Housing Capital Programme.
- The appropriation of sites listed below from the Council's General Fund to the Housing Revenue Account (HRA):
 - Former Nightingale School, Balby
 - Former Depot, Fernbank School, and Social Education Centre, Adwick
 - King Edward Road (Archives), Balby

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

7. All residents of Doncaster will benefit from the provision of more affordable homes through the CHBP. For Phase 2 CHBP this will include family homes along with specific housing needs such as older people and those with physical disabilities.
8. New homes built or acquired within the CHBP Phase 2 will be incorporated into stock within the Housing Revenue Account (HRA), managed by St Leger Homes of Doncaster and, allocated in accordance with the Council's Allocation Policy.
9. The planned growth of the economy both locally within the borough and at wider regional and national levels will stimulate significant housing demand. This has to be managed alongside the need to protect and enhance the environment with sustainable development. These schemes will be delivered in a way that respects the environment as per our approach to landscape without compromising the need to grow employment, tourism and other forms of inward investment.
10. In order to try and best meet the need for new, well designed, energy efficient affordable homes the council will aim to:
 - i. Be an early adopter of the proposed 2025 Future Homes Standard (when fully confirmed);
 - ii. Meet housing needs where they have been identified across the borough;
 - iii. Maximise the investment from Homes England and all other sources to deliver as many affordable homes with the available resources as possible.
11. 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.
12. The new homes 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.
13. These new homes will be the first gas free homes built by the Council. It is intended to install air source heat pumps and future proof the properties with space for the installation of battery back-up storage connected to solar panels.
14. The homes will be built to exceed existing building regulations to meet a 31% thermal performance uplift, including electric vehicle (EV) charging points, and solar PV roof panels.

CHPB Phase 2 Proposal:

15. Phase 2 consists of seven sites on which it is planned to build c.125 new homes. Over 35% of those homes will be bungalows alongside general needs family homes. The sites are: (Former) Nightingale School, Balby; (former Archives) King Edward Road, Balby; the combined site of the former Depot, Fernbank School and Social Education Centre, Adwick; Barnburgh House, Edlington; Plantation View, Cantley; Springfield Avenue, Hatfield; and Moor View, Branton.
16. Three sites within this list are currently within the General Fund and will need appropriating into the HRA to enable them to be brought forward for new housing delivery under the CHBP programme. There are:

- Former Nightingale School, Balby
- Former Depot/Fernbank School/SEC, Adwick
- King Edward Road/Formal Archives, Balby

Appropriation values for all three sites have been determined via the Council's Strategic Asset Management team. Due to the high abnormal development costs reducing the value of these sites the appropriation values for all three have been determined to be £1. All three sites returned a significant negative land value.

17. Development will be across two sub phases (Phase 2a and 2b) with the site of the former Adwick Depot/Fernbank/SEC forming Phase 2b. The site is in a conservation area and a longer design consultation process required to ensure support by English Heritage prior to a planning application submission. It is anticipated the Adwick Depot site will start on site in late 2023.

18. The types and numbers of these new homes to be provided are listed below:

Apartments: 10 x 1 bedrooms
 Bungalows: 45 x 2 and 3 bedrooms
 Semi-detached: 69 x 2, 3, 4 and 5 bedrooms
 Detached: 1 x 5 bedrooms
 Adapted: 1 x 5 bedrooms

The sites and mix of house types follows the evidence base referred to later in this report (*paras 29 – 31*) and in the Housing Delivery Plan (HDP).

Appendix B provides a full schedule of accommodation and house types across all sites.

19. The total scheme development cost for all seven sites are currently estimated at just over £25m. It is proposed that Phase 2 will be funded through the following mechanisms: anticipated HE SOAHP grant funding - £5.67m (£45,000/plot), (approved) BHF grant - £3.66m, and HRA Capital - £17.67m. The final figures are subject to receiving the SOAHP funding offer and final contract tender price.

20. All sites are classed as 'brownfield' with a variety of challenges and abnormal costs to make suitable and ready for house building. This includes demolition, land remediation, feasibility site layout designs (landscape led design), house type plans to meet specific local needs and Doncaster Council House build specifications. To inform the designs and identify constraints, information has been obtained from a range of site surveys and investigations including: topographical, trees, ground conditions, soil sampling, drainage provision/diversions, water/electricity services/capacity, flood risk assessments, and traffic impact assessments.

Appendix D provides a site-by-site breakdown.

Housing Delivery PROGRAMME (HDP)

21. As per the 2021 Cabinet approval, the overall HDP has a completion date of 2025 for the approved CHBP. The BHF Grant application process for Phase 2 required a robust programme with key milestone dates incorporated into the Grant agreement. The milestones as forecast in the Grant Application are set out in Appendix E, however in summary the primary target date is for start on site in January 2023 with phased completions from late 2023.

S106 ACQUISITIONS PROGRAMME

- 22.** A number of opportunities have been identified to purchase targeted new builds through planning S106 agreements which will meet the specific local affordable housing need, especially where the Council has no or limited land to develop Council housing, therefore ensuring a suitable geographical balance of new Council housing across the borough. The sites are in Armthorpe, Edenthorpe and Harlington and in total could provide up to 46 new homes of which circa 41 will be bungalows. These new homes will form part of the Council House Build Programme and let through St Leger Homes.
- 23.** The potential opportunities to purchase S106 properties directly from developers are detailed at Appendix C. As with the new build properties above, the costs are provided as an indication only as inflationary issues associated with the building sector and agreeing final specifications will affect the final prices. The costs associated with any purchases made before March 2026 will be met from the approved funding earmarked for the Council House Build Programme. Section 106 contributions, if applicable would be reduce the amount of approved funding used.
- 24.** S106 units are purchased from house builders often through a competitive process bidding against Housing Associations. The purchase price (known as 'transfer value') is based on open market value (OMV) discount, does not correlate directly with construction costs and can typically be 50-60% of the OMV. All Council purchased S106 properties are subject to RICS valuations and assessed over a 30 year rental payback period.
- 25.** By taking advantage of such opportunities the Council will benefit from:
- Provision of new build on these sites increases the size of the Council's housing stock and choice in each settlement.
 - Increased housing rental income for the Council.
 - Contribute towards limiting the increase in the waiting time for a new affordable home creating a positive impact on the housing waiting list.
 - Includes high demand M4(3) fully accessible 2 bed bungalows for households on the AHR and Older People right sizing, which will lead to freeing up other family housing for other households on the housing waiting list.
- 26.** The 2019 Housing Needs Study identified the need for 5 dwellings in Harlington, 157 dwellings in Armthorpe and 70 dwellings in the Edenthorpe & Kirk Sandall Ward covering the 2020-2025 period.
- The Local Plan policy requires 75% of all affordable units provided through S106 agreements should be available for rent, and the remainder available for intermediate sale (shared ownership).
- 27.** A summary of the sites indicates the following will be provided by the developers within the respective S106 agreements:
- Harlington - 2 x 2 bed and 3 x 3 bed houses to contribute specifically to meeting the local Affordable Housing Need requirements.
 - Armthorpe - land to the East of Hatfield Lane. Through the Reserved Matters planning applications to build 11 x 2 bed bungalows

- Hungerhill, Edenthorpe – Council owned site marketed in 2020. Scheme includes 30 x 2 bed M4(3) Bungalows specifically for people with Physical Disabilities, Severe Mobility issues and Older People.

28. The Council will fund any S106 acquisitions before March 2026 through approved funding earmarked for the Council House Build Programme. S106 properties also meet the criteria for New Homes Bonus payments to the Council including the Affordable Homes additional supplement.

All units will be incorporated into the Housing Revenue Account (HRA) for allocation to those on the Housing Register. This uses the Choice Based Lettings process, in accordance with a local lettings policy and through the Accessible Housing Register (AHR). Applicants must demonstrate a local connection to the area in question, in these cases the parishes of Barnburgh and Harlington, Armthorpe and Edenthorpe.

HOUSING NEED EVIDENCE

29. There has been a successful CHBP since 2013 which, to date, has seen the direct delivery of over 500 new Council homes across Doncaster. As the number of households in the Borough grows, supply needs to keep up with demand to meet the needs of the borough. The HDP, in setting out the Council's ambitions, confirms approval to using £100m of Council finance to help fund the CHBP contribution.

30. The HDP also sets out how the programme is informed by a range of evidence and need. That evidence base is set out in further detail in the HDP and includes:

- 2019 HNS (Housing Needs Study)
- Housing Register Bidding data
- South Yorkshire ICS Housing Needs Assessment for Learning Disabilities, Autism and Severe Mental Health 2020
- Local intelligence and consultation
- Borough wide/geographic balance of delivery
- Household growth
- Local Plan

Appendix F contains the evidence specific to each settlement for the 7 sites in Phase 2.

31. The sites in Phase 2 were outlined in the HDP in paragraph 32. The HDP also refers to further reports that will be presented to Cabinet for scheme specific approval. Armed with that, this report therefore seeks specific approval for Phase 2.

Housing for Vulnerable Groups

32. The information gained through the Housing Needs Study and other data sources clearly shows the Borough's ageing population will require additional housing for older people. Whilst we expect many people to remain in their own homes, we recognise that other types of accommodation, including more bungalows will be required. To help meet that need, over 35% of the new homes on Phase 2 CHBP will consist of bungalows ranging in accommodation from 2 to 4 bedrooms. These new bungalows will be built to M4(2/3) standards to help ensure homes are able to meet people's changing needs as they age.

33. Demand for larger family homes across the borough is high not only for both general needs families but also for families with disabilities and additional needs. Using data from the Council's Accessible Housing Register new developments will also include larger 4 and 5

bedroom family homes at the former Nightingale School and former Adwick Depot/Fernbank School/SEC sites.

PROCUREMENT PROCESS

- 34.** Over the past 5 years Doncaster Council has successfully made extensive use of the SCAPE framework to deliver its CHBP developments.

However, to ensure that housing developments can continue to be delivered at a price and standard that provide best value for residents, the Council has reviewed its procurement strategy for the CHBP. The new procurement approach will see Phase 2 schemes commencing from the summer of 2022 using a mini competition via a compliant with UK procurement legislation third-party framework agreement.

Using a 2 stage process to test the market and ensure the Council selects the most economically advantageous bid, taking into account:

- Cost
- Quality
- Social Value

Evaluations will be undertaken by the Strategic Housing team, supported by the Council's external Consultants (RLB), Procurement, Legal and Finance teams. This will ensure that the procurement process is completed in a timely and cost-efficient manner, avoiding delay and securing best value.

- 35.** The tender information pack includes the technical information surveys and reports part funded by the BHF Revenue grant from 2021. The information includes ground condition reports, drainage and services capacity information not previously supplied at this stage by the Council. This will help reduce pricing risk for contractors and give greater certainty and confidence in the tender submissions.
- 36.** The tender will require all 'provisional cost' items to be open book priced by the successful contractor with 3 sub contract tender prices provided for each such element. This will help manage any unforeseen costs to the Council and minimise exposure from current market conditions.

Environmental and Societal impacts and benefits

- 37.** Housing fundamentally affects and is affected by a number of factors including our economy, education, environment and health and social care strategies. Our programme must therefore be fully integrated and consistent with activity and priorities, such as protecting and improving the environment, independent living and increasing accessibility to open space, leisure facilities, transport links, education, training and employment.
- 38.** The need to ensure the benefits of Housing growth and affordable homes are not delivered at the expense of the obligations of protecting and improving the environment, the Phase 2 sites adopt a new Sustainable Landscape led approach, which encompasses
- Creating a place where residents can form a resilient community contributing to the wider surrounding neighbourhood.
 - Respecting the site by taking account of existing features and benefits such as those afforded by retaining existing healthy trees
 - Reflecting the local character of the site and wider neighbourhood
 - Creating a new Landscape which enhances the local environment
 - Planting the right kinds of new trees, shrubs and flowers for the location

- Private and community space for growing fruit and vegetables with facilities such as orchards where space allows.
- Usable grass for animals, insects and people to enjoy
- Measures to support and protect birds, bats and small mammals, bees, bugs and other creatures

39. This approach also ensures the developments reflect the many new climate, bio-diversity and environmental policies at national and local level including the Council's Environment and Sustainability Strategy and new policies in development on bio-diversity net gain and nature recovery

40. Some of the other key social and economic benefits to our place include reducing unemployment, improving health, reducing deprivation, addressing climate change and the environment and help reduce fuel poverty:

- Providing good quality affordable homes on housing developments that build resilient communities that help enable children, vulnerable families/individuals and older people to live independently.
- Create safe and secure environments for children to learn and grow.
- Reduce the pressure on waiting lists for housing.
- A total of 4.07 hectares of under-utilised brownfield land brought into valuable use.
- Contribute to addressing fuel poverty deficits and support improvements to resident's health & well-being, particularly those from lower income households.
- Improved quality and reduced cost of housing (reduced rent and bills) will help drive health and well-being improvements / reduce the risk of poor health outcomes (associated with housing quality, housing stability and housing unaffordability) for residents, especially children occupying the new homes.
- Deliver significant CO2 reductions through low carbon home designs, compared to standard homes.
- Improvement in air quality from reduced particulate emissions over the lifetime of the homes.
- Improved health and well-being and increased financial security of residents as a result of reduced expenditure on rent / bills (enabling access to a larger labour market) has the potential to support wider economic ambitions to increase labour market engagement from residents that may be unemployed.
- Safeguarding and creating an estimated 162 construction jobs.
- Delivering 9 apprenticeship opportunities helping create a higher tech, higher skill, higher value local economy.
- Spend circa £16.4m in the local supply chain through the contract (2021 data)

41. The delivery of these new homes will contribute to Doncaster Council's ambitions to address fuel poverty deficits and support improvements to resident's health & well-being, particularly those from lower income households.

42. The new, environmentally friendly housing, equipped with solar PV roof panels, high levels of thermal insulation, EV charging points and air source heat pumps (whilst also not requiring gas) will reduce tenant's energy costs, supporting the Council's determination to address fuel poverty and support residents in the best ways it can through the current cost of living crisis.

OPTIONS CONSIDERED

Option 1 – Preferred Option

43. To approve:

- Phase 2 of the CHBP to deliver circa 125 new homes across seven sites, subject to granting of planning permission.
- Give delegated authority to enter into a Construction Contract procured through a third party framework and in compliance with the Councils Contract Procedure Rules and UK Procurement Legislation
- Appropriate three sites from the Councils General Fund into the Housing Revenue Account.
- Enter into contract with Homes England for their 2021-2026 SOAHP.
- Delegated authority to negotiate the acquisition of new homes from S106 Planning agreement opportunities on 4 sites – subject to Director and S151 officer approval.

Delivery of the new homes will form part of the wider Council House Build Programme and Housing Delivery Programme providing much-needed affordable homes to be let through St Leger Homes Doncaster (the Council's Arm's Length Management Organisation).

All new build homes will be incorporated into the Housing Revenue Account (HRA) for allocation to those on the Housing Register using the Choice Based Lettings process, in accordance with a local lettings policy. Priority is given to Applicants who can demonstrate a local connection to the area.

Approving Phase 2 of the CHBP will enable the provision of new homes across the borough, will increase housing choice within those areas; it will have a positive impact on the housing waiting list, furthermore it will have a positive impact of making valuable use of council owned brownfield sites

Option 2 – If approval is not given, the development of much needed affordable homes will not take place.

44. This is not the preferred option. The Council has identified within its Housing Strategy the requirement for more affordable homes and the HDP outlines the CHBP Phase 2. The delivery of approximately c.125 new homes on Council owned land contributes to the delivery targets of the Strategy and Housing Delivery Plan. If delivery is not approved the Council will fail to meet a range of objectives including those in the 2020-25 Housing Delivery Plan, 2020 Housing Strategy, Local Plan and the sites will remain vacant until an alternative use can be found.

45. The Council will also lose access to significant capital funding through the SYMCA and Homes England with the potential for adverse reputational impact on future funding bids.

REASONS FOR RECOMMENDED OPTION

46. The proposal would provide a significant increase of modern energy efficient affordable new homes available for rent and help meet the housing needs of Doncaster residents in popular areas of the Doncaster borough.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

47. TEAM DONCASTER - THE GREAT 8 PRIORITIES

Tackling climate change	Increasing the number of affordable homes in the Doncaster area will provide more good quality and affordable homes that are energy efficient. CO2 reduction of 1191 tonnes p/a (compared to standard homes) across the all Phase 2 new homes.
Developing the skills to thrive and work	Social value element of contracts will require use of local supply chain in Doncaster and wider South Yorkshire and help create 162 jobs and 9 apprenticeships during construction.
Making Doncaster the best place to do business and create good jobs	Increasing housing development in the Doncaster area, enabling growth, contributing to the Council's assets, and spending £16.4m in the local economy during construction.
Building opportunities for healthier, happier and longer lives	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.
Creating safer, stronger, greener and cleaner communities where everyone belongs	A total of 4.07 hectares of under used brownfield land brought into productive use, delivering 0.85 hectares of public green space (21% of total site area)
Nurturing a child and family friendly borough	Providing good quality affordable homes on housing developments that build resilient communities providing a safe and secure environment for children to learn and grow.
Building transport and digital connections for the future	N/A
Promoting the borough and its cultural, sporting and heritage opportunities	N/A

RISKS AND ASSUMPTIONS

- 48.** The success and delivery of the Council House Build Programme is subject to a significant number of risks outside the control of the Council that could impact upon deliverability and currently anticipated outcomes. The continued impact of Covid-19, the war in Ukraine, outcome of planning applications, technical approval processes, demand levels in the housing market and construction sector is leading to a greater demand for contractors, staff and materials across all sectors of the industry. This could result in a high variance from the most recent cost estimates and affect timing of external statutory approvals. Any delay by the Council in taking timely decisions in response to the tender to enter into a build Contract could result in further cost increases and missing key programme milestones.
- 49.** If the decision to build on these sites is not approved the sites could attract anti-social behaviour (ASB), fly tipping and other misuse thereby causing a drain on local authority resources.

LEGAL IMPLICATIONS [NJD 17/5/22]

50. Section 1 of the Localism Act 2011 provides the Council with a general power of competence, allowing the Council to do anything that individuals generally may do. Section 111 of the Local Government Act 1972 gives the Council the power to purchase goods and services.

As part of the Council's Housing Strategy 2020-2025, the Council has developed a five-year housing development plan, which includes a Council House Build Programme. The homes built under the Council House Build Programme will have high design and energy efficiency standards and meet the changing needs of communities. The Council House Build Programme has been split into three phases. This report refers to phase 2, which relates to the developing housing on the 7 sites as set out in this report.

The Council will be asked to enter into a funding agreement with SOAHP. The funding agreement is likely to set out delivery measures. The Council must comply with all laws and regulatory requirement when using the funding (including, without limitation to compliance with all laws and regulatory requirements relation to public procurement). Failure to do so may lead to claw back.

The procurements associated with the delivery of phase 2 CHBP will be conducted through a framework. Frameworks are arrangements set up in accordance with Public Contracts Regulations 2015 and are compliant with the Councils contract procedure rules, which will allow the Council to purchase goods, services and works without the need to run a separate tender. The Council must be named clearly in the official journal of the European Union or Find a Tender advert as being one of the contracting authorities calling for competition when setting up the framework, the Council may then legitimately access the framework.

The Council must adhere to strict compliance with the rules of the framework if this procurement is to be compliant.

The Council has a general power to acquire assets, including land under Section 120 Local Government Act 1972. Section 9 of the Housing Act 1985 specifically provides that a local authority may provide housing accommodation -

- (a) by erecting houses, or converting buildings into houses, on land acquired by them for housing purposes; and
- (b) by acquiring houses

These powers may equally be exercised in relation to land acquired for the purpose of disposing of houses provided on the land, or of disposing of land to a person who intends to provide housing accommodation on it.

Section 17 of the 1985 Act provides that a local housing authority may acquire land as a site for the erection of houses and acquire houses, or buildings that may be made suitable as houses, together with any land acquired with the houses or buildings.

Regarding the appropriation of land from General Fund to HRA - Section 122 of the Local Government Act 1972 provides that a principal council may appropriate for any purpose for which the council are authorised by this or any other enactment to acquire land by agreement any land which belongs to the council and is no longer required for the purpose for which it was held immediately before the appropriation. This only applies to non-dwelling land.

Further legal advice and assistance will be given as the project progresses.

PROCUREMENT IMPLICATIONS (OFFICER GS 11.05.22)

- 51.** All commissioned services set out in the narrative of this report will be completed in compliance with the Councils Contract Procedure Rules and UK Procurement Regulations.

The report author has consulted with the Strategic Procurement Team (SPT) and along with identified Project Leads should continue to liaise with SPT to ensure all services are procured compliantly.

The procurement team will give ongoing support and guidance as the project progresses.

FINANCIAL IMPLICATIONS [OFFICER DH 11/05/22]

- 52.** The most recent estimated cost of delivering 125 units as detailed in the body of report is £25.09m and is provided as an indication only at this stage, pending completion of the full tender exercise.

The final scheme costs are affected by design development, ground conditions combined with inflation and supply chain issues across the building sector. In addition, the appointed managing agent will apply costs based on a percentage of the final build (Estimated at £0.44m @ 1.75%).

Funding for this phase of the Council House Build Programme was built into the approved capital budget 2022/23-2025/26. All the schemes are fully funded however, bids totalling £9.33m are in progress to access grant funding from the South Yorkshire Mayoral Combined Authority, Brownfield Housing Fund (£3.66m) and from the Homes England 'Shared Ownership and Affordable Housing Programme' 2021/26 (£5.67m). Any grant funding will be swapped with approved resources that will be used to fund the delivery of further new Council houses.

- 53.** The exact costs and phasing of the schemes is subject to change and is provided as an indication at this stage; any revisions to the profiles below will be reflected in the Capital programme reported as part of the quarterly finance and performance report. All delegated decisions will require an ODR completing and any revisions to the estimated costs will be reported allowing the schemes viability to be assessed.

Site	No of Plots	Profiled Spend 2022/23	Profiled Spend 2023/24	Profiled Spend 2024/25	Profiled Spend 2025/26	Total Scheme Costs	Total Cost per unit
		£m	£m	£m	£m	£m	£m
Nightingale School, Balby	49	0.40	5.00	4.19	-	9.59	0.20
Adwick Depot	35	-	2.00	4.00	1.17	7.17	0.20
Smaller Sites (Detailed below)	42	0.40	6.50	1.43		8.33	0.20
King Edward Archives, Balby	21						
Plantation View, Cantley	10						
Springfield Ave	5						
Barnburgh House, Edlington	4						
Moor View, Branton	2						
Total	126	0.80	13.50	9.62	1.17	25.09	

54. Three of the sites are currently held within the General Fund and will need to be appropriated into the HRA to enable them to be brought forward for new housing delivery under the CHBP programme.

- Former Nightingale School, Balby
- Former Depot/Fernbank School/SEC, Adwick
- King Edward Road/Former Archives, Balby

Appropriation values for all three sites have been determined via the Council's Strategic Asset Management team. Due to the nature of these sites (high abnormal costs), the appropriation values for all three have been determined to be £1. All three sites returned a significant negative land value.

55. Section 106 Properties.

The potential opportunities to purchase S106 properties directly from developers are detailed at Appendix C. As with the new build properties above, the costs are provided as an indication only as inflationary issues associated with the building sector will affect the final prices. The costs associated with any purchases made before March 2026 will be met from the approved funding earmarked for the Council House Build Programme.

Any purchases will be added to the Housing Capital Programme and reported as part of the Quarterly Finance and Performance report.

56. The following financial procedure rules apply to this report:

In respect of the authorisation of the funding/ reporting significant variances.

B.6 Directors should report on variances within their own budget responsibility areas and should formulate and promptly implement, action plans in respect of any significant variances. They should also take any action necessary to avoid exceeding their budget allocation and must alert the CFO to any problems at the earliest opportunity

B9:- The CFO is responsible for agreeing any in-year additions to the capital programme. Following CFO agreement and before any commitment to spend, a project specific report in line with key decision rules is required to approve the capital project for inclusion in the capital programme.

In respect of any grant funding (Inc. S106 funding).

E.9 Directors are authorised to apply for external funding, in consultation with the CFO, which contribute to the delivery of Council services or achievement of Council goals. Grant acceptance and/or commitment is subject to key decision rules.

E.10 Any external funding received by the Council after the budget for the year has been approved, outside of rule E.9, will be classed as a corporate resource unless otherwise determined by the CFO.

E.11 Directors are responsible for ensuring that action plans are in place (including exit strategies and match funding arrangements) for all external funding within the Directorate.

Any future Right to Buy applications will be subject to the Government's changes to the RTB scheme, which allows extension of the "Cost floor" from 10 to 15 years.

57. Revenue Implications

Upon completion, the units will become part of the existing stock and any rental income will accrue to the HRA. The management and maintenance expenditure relating to these properties will be met within St Leger Homes existing budgets.

There are no general fund budgets associated with these properties and therefore there are no savings to the general fund resulting from this decision. Business rates were incurred on the properties prior to demolition but other holding costs have been minor. Any holding costs, including security of the site prior to development, will be charged to the HRA rather than the general fund from the date of appropriation.

HUMAN RESOURCES IMPLICATIONS [OFFICER INITIALS CR 11.05.22]

58. 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 [OFFICER INITIALS PW... 11.05.22]

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

HEALTH IMPLICATIONS [OFFICER INITIALS: CT 11.05.22]

60. 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 influence positively for many generations into the future.

It is encouraging to see that health and wellbeing features throughout the plan. 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.

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 builds are designed in a way that provides every opportunity for residents to live in an area that promotes good health and well-being.

By providing specialist accommodation and general accommodation with good accessibility standards, we can improve the health, 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.

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 [OFFICER AR 11.05.22]

61. 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.
62. All housing delivery partners must maintain a commitment to The Equality Act 2010.

CONSULTATION

63. Consultation has been carried out with Cllr Glyn Jones, Portfolio Holder for Housing and Business, local Ward Members and local residents via community consultation events or letters.
64. St Leger Homes and the The Director of Economy & Environment for the Council have been included throughout the consultation process.
65. A key component of the Council House Build Programme is to inform residents when sites in their local area are brought forward for development. Public Information Events are held for sites of 10 or more new homes, is seen as a positive mechanism for engaging with residents, and acknowledge the role this has within the development process. Where possible events are arranged at local venues in close proximity to the site so it is accessible and convenient for local residents to attend.
66. Letters are sent to residents within a 240metre radius 7-10 days prior to the event inviting them to attend, local ward members are notified and invited at the point the letters are sent out, St Leger Homes are made aware and an officer from Doncaster HomeChoice is also in attendance should residents have any housing register enquiries. Officers from Strategic Housing / Design & Construction Services facilitate the events which presents residents with the opportunity to discuss the proposals and provide feedback.
67. The public events schedule is included below. It should be noted the response to the Landscape led design approach and proposals resulted in noticeably supportive feedback.

Public Information Events Feedback -

Nightingale

Venue - Church of St Peter (known as 'The White Church') - Warmsworth Road

Date/Time - Friday 4th March 2022 - 2pm to 5.30pm

Attendance – 70

Key comments: Specific overlooking issue raised by resident addressed with amendment to scheme layout. General concerns regarding parking, noise and traffic during construction.

Plantation View

Venue - Cantley Community Centre - Goodison Boulevard

Date/Time - Tuesday 22 March 2022 - 2pm to 5.30pm

Attendance – 32

Key comments: Positive written comments received from 5 residents welcoming the development. No site or development specific objections.

King Edward Rd

Evanston Gardens Communal Hall - Evanston Gardens

Date/Time - Monday 28 March 2022 - 2pm to 5.30pm

Attendance – 37

Key comments: Positive verbal comments received at the event. General concerns regarding parking, noise and traffic during construction.

The approach taken where schemes are considered to be of more minor scale being less than 10 homes, proposals are sent out to residents by letter, relevant officer contact details are provided should residents wish to discuss in more detail or have any specific queries.

Barnburgh House, Moor View and Springfield Avenue

68. Consultation via letter was implemented with Ward Members and residents in late April. To date few comments have been received for Barnburgh House and Moor View of which none are fundamental to the implementation of the developments.
69. Springfield Avenue has generated significant concern regarding potential loss and displacement of parking from the site in an area where the existing homes have little opportunity for in-curtilage parking. A vehicular access across the site to a neighbouring property (previously subject to 'right to buy') and protected by legal agreement, limits the development to a maximum of 4 plots. The potential to provide some On-site parking is being explored and Officers are investigating nearby off-site parking options to compensate for any lost parking.

Adwick Depot

70. A Public Consultation event will be held later in the year following completion of design discussions by the Architect with Historic England and internal Planning colleagues.

Planning Applications

71. Planning applications for the sites at Nightingale School, King Edward Road, Barnburgh House, Plantation View and Moor View have been submitted and are available on the Council's planning portal as a further opportunity for residents to view and for anyone who was unable to attend information events. Applications for Springfield Avenue and Adwick Depot sites will follow shortly.

APPENDICES

- A – Feasibility Site Plans**
- B – Schedule of Accommodation**
- C – S106 scheme opportunities**
- D – Indicative Scheme Project Costs**
- E – Milestones/programme**
- F – Housing Need/Demand data**

GLOSSARY OF ACRONYMS AND ABBREVIATIONS

AHN	AFFORDABLE HOUSING NEED
ASB	ANTI-SOCIAL BEHAVIOUR
CBL	CHOICE BASED LETTINGS
CHBP	COUNCIL HOUSE BUILD PROGRAMME
DPA	DWELLINGS PER ANNUM
EU	EUROPEAN UNION
HADP	HOUSING ASSOCIATION DEVELOPMENT PROGRAMME
HDP	HOUSING DEVELOPMENT PLAN
HNS	HOUSING NEEDS STUDY
HRA	HOUSING REVENUE ACCOUNT
RTB	RIGHT TO BUY
SOAHP	SHARED OWNERSHIP AFFORDABLE HOUSING PROGRAMME
SYMCA	SOUTH YORKSHIRE MAYORAL COMBINED AUTHORITY

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