

Local Development Framework

Supplementary Planning Document on Shared Housing

As adopted by the Council on 28 February 2008, to be operational for all planning applications registered at or after 10.00am on 7 March 2008

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Contact details

If you would like a summary of this document in Arabic, Bengali, Chinese, Hindi, Punjabi or Urdu, please contact the person named below.

Arabic	إذا كنت ترغب في الحصول على ملخص لهذا الكتيب باللغة العربية ، فنرجوا منك الإتصال بأحد الأشخاص المدونة أسمائهم أسفل الصفحة.
Bengali	আপনি যদি বাংলায় এই বুকলেটের (পুস্তিকা) সামগ্রী (সংক্ষিপ্ত বিবরণী) চান, তাহলে এই পৃষ্ঠার নিচে যাদের নাম লেখা আছে তাদের অথবা যে কোন একজনকে বরা করে ফোন করুন।
Chinese	如須此小冊子摘要之中文版，請與在本頁底部列出之任何人士電話聯絡。
Hindi	अगर इस पत्रिकाकी हिन्दीमे विशेष माहिती जानना चाहते हो तो आप, नीचे दिये गये किसी भी व्यक्तिसे फोन पर बात कर सकते हो।
Punjabi	ਜੇ ਤੁਸੀਂ ਇਸ ਪੁਸਤਕ ਬਾਰੇ ਪੰਜਾਬੀ ਵਿਚ ਜਾਣਨਾ ਚਾਹੁੰਦੇ ਹੋ ਤਾਂ ਧਿਆਨ ਨਾਲ ਹੇਠਲੇ ਪੰਨੇ ਤੇ ਫੋਨ ਕਰੋ।
Urdu	اگر آپ کو اس کتابچہ کا خلاصہ اردو میں چاہیے تو آپ اس صفحے پر نیچے دیئے گئے ناموں میں سے کسی ایک سے فون پر بات کریں۔

Further information on this Supplementary Planning Document

This document together with background information is available to download from our web site or you can contact us as follows:

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Foreword

Our city plays host to Northumbria University, Newcastle University and Newcastle College and the many thousands of students that study there. Some live at home or in purpose built accommodation but a large proportion live in privately rented houses and flats in the community. The city is also home to many people starting their careers and seeking similar rented housing before they step onto the owner occupation ladder. Shared housing of this sort in the private rented sector is the subject of this policy document.

The presence of the educational institutions and organisations employing their graduates brings clear social and economic benefits to the city as a whole. Students and other young people help make the city a vibrant and thriving regional centre. However, the Council also recognises and understands the local concerns over the impact of high concentrations of shared housing in some parts of Newcastle.

The Council is already involved in a range of actions covering shared housing as a whole and also the more specific student housing sector. We are implementing licensing of houses in multiple occupation and have other powers under housing legislation. We work with a range of partners on community safety and environmental protection issues. We are currently pulling together aspects of all these and more in a comprehensive strategy for student housing.

From a planning perspective the Council recently produced Interim Planning Guidance on Purpose Built Student Accommodation to assist in bringing forward larger developments in appropriate locations. This Supplementary Planning Document clarifies how we intend dealing with issues in the private rented sector, especially in areas with high concentrations of students.

This document has been through a number of drafts and has been the subject of widespread consultation. Whilst it has not been supported by all who have responded, there is clearly widespread support at the community level in all the neighbourhoods affected for the sorts of actions proposed. Indeed there is some frustration that the powers available under planning legislation do not make it possible to restrain the growth of shared housing more. The Council is exploring the possibility of gaining wider powers with central government.

The policy approach set out here needs to be sensitive to changes in the housing markets in the areas covered. We must also keep a close eye on changes in areas close by or in other parts of the city that may have similar problems in the future. We will monitor the situation and review the need to update this Supplementary Planning Document at least annually.

Councillor Ronald Armstrong
Chair, Shared Housing Working Group

February 2008

1 Introduction

- 1.1 Newcastle is a major centre for further education. It hosts two universities and a college for higher and further education. All three have enjoyed sustained growth over recent years and this has benefited the city in many ways. The presence of a large student community contributes greatly to the social vibrancy of the city and to the local economy. Their presence can help support local services and can be valuable in supporting the housing market in some areas.
- 1.2 In the academic year 2006/07 the two universities each had about 18,500 registered full time students. Given uncertainties in some aspects of data collection, we believe around 8,000 students lived in purpose built accommodation, about 19,000 lived in private rented housing and the balance of around 10,000 were living at home or otherwise based locally last academic year. The large majority of Newcastle College further and higher education students live at home and are thus much less affected by the issues described in this document.
- 1.3 For many years up to academic year 2005/06 the number of bed spaces available in purpose built student accommodation stayed relatively stable as the institutions grew, and much of the increased demand from students requiring accommodation was taken up by the private rented sector. Some types of housing and some areas have proved more popular than others with students and recent graduates and certain neighbourhoods now contain very high numbers and concentrations of shared housing.
- 1.4 Shared housing in the private rented sector is by no means limited to students or recent graduates. Its role varies across the city and tenants come from a huge variety of backgrounds and with a wide range of income levels. Private landlords thus make a valuable contribution to meeting housing needs in the city. This document recognises that students form just one part of this wider sector, but it is proposed to focus primarily on their needs and requirements plus those of people who may have left university or college recently and are living in similar shared housing.
- 1.5 The Council applies existing planning policies, primarily those saved from the Unitary Development Plan, to proposals for new purpose built student accommodation. Such housing, often in large free standing blocks, will also have impacts on local communities and can lead to pressures on amenity and character of an area through sheer numbers of people living in and moving around a neighbourhood. Proposals for purpose built housing therefore need to be examined very closely and a further policy document on purpose built accommodation stands alongside this one - *Interim Planning Guidance on Purpose Built Student Accommodation*. Please look on the web site or contact us for details.

2 University growth prospects and impact on student housing

- 2.1 The need for policies regulating shared housing should be informed by future growth prospects of the universities. The universities have both published ambitious master plans which included major new buildings and public spaces to create competitive, attractive institutions which have strong links

with the city and regional economy. They imply further growth in student numbers, though precise projections are difficult given the many variables affecting student entry.

- 2.2 At Newcastle University, the last five years have seen a steady increase in student numbers:

Academic year	01/02	02/03	03/04	04/05	05/06	06/07
Full time students	13,554	14,667	15,723	16,170	16,566	18,412

In 2006/07 there were 4,380 bed spaces provided in University owned or nominated halls accommodation. Whilst student numbers have increased there has been only a slight increase in recent years in student bed spaces provided for the University either directly by its own accommodation service or by student housing providers (other than in the private rented sector).

- 2.3 As student numbers increase the accommodation offer is becoming more restricted each year and this has led to fewer students being offered places in halls and places cannot now be offered to all first year students due to the shortage in accommodation. Less than 2% of returning (i.e. non-first year) undergraduate students are currently accommodated in University residences.

- 2.4 Northumbria University has also seen a sustained increase in student numbers based in Newcastle recently:

Academic year	01/02	02/03	03/04	04/05	05/06	06/07
Full time students	13,365	14,328	14,825	16,325*	17,312	18,557

* includes 650 Longhirst based students transferred to Newcastle Sept 2004

- 2.5 3,335 bed spaces were provided in University owned or nominated accommodation in 2006/07. This was a substantial increase compared with 2004/05 due mainly to significant new developments in the New Bridge Street area. As the University does not propose to build any new accommodation itself, it will seek to enter into agreements with private sector providers for any future extra capacity. Almost all nominated managed spaces are occupied by first year undergraduates.

- 2.6 Newcastle College currently has about 2,000 full and part time higher education students and the number of students who require accommodation varies from about 250 to 500 each year. Currently College students are accommodated in halls provided by the private sector and in the private rented sector.

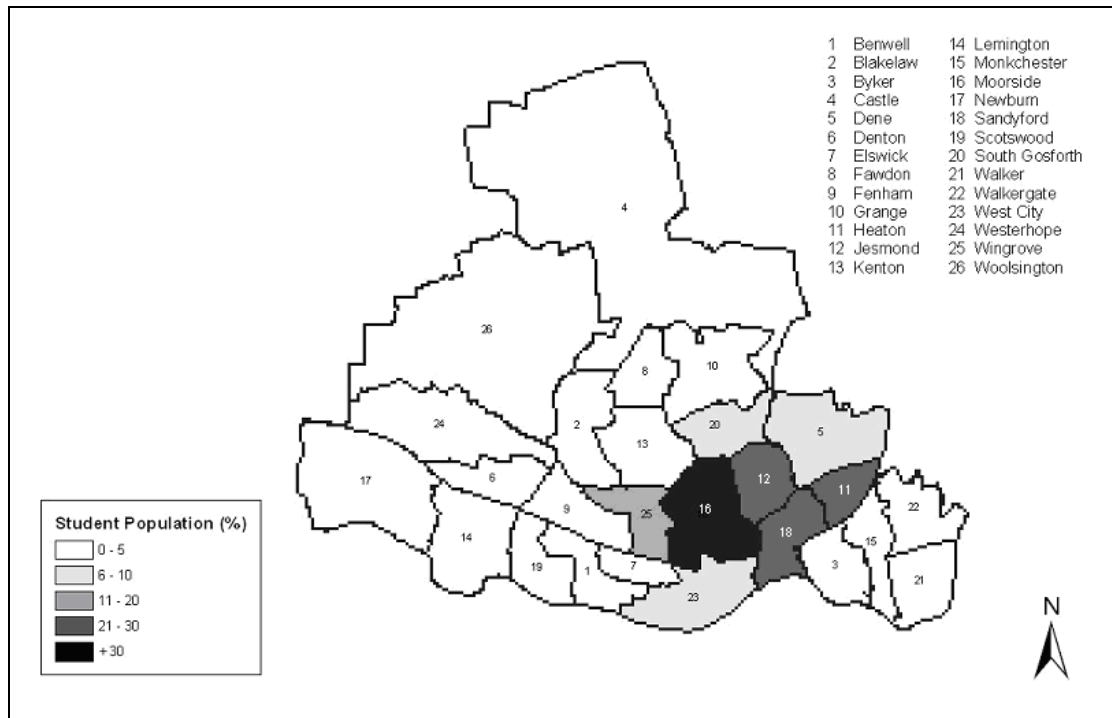
3 Amount of shared housing in the city

Student households

- 3.1 This section outlines the overall numbers and proportions of students and student households in private rented accommodation across the city. The 2001 Census provides a useful general overview, though now a little out of date. It indicated that there were about 12,000 students living in the private

rented sector out of a total of about 254,000 people living in households. This may have included some living in what we would class as purpose built accommodation in this document. Analysis by old wards shows that 75% of these were living in the four wards of Moorside, Heaton, Sandyford and Jesmond, with students being between 18% and 25 % of the total people in households. Currently it is thought between 15-20,000 students live in the private rented sector.

Map 1: Students in full time education (age 15-29) as % of total household population by old ward

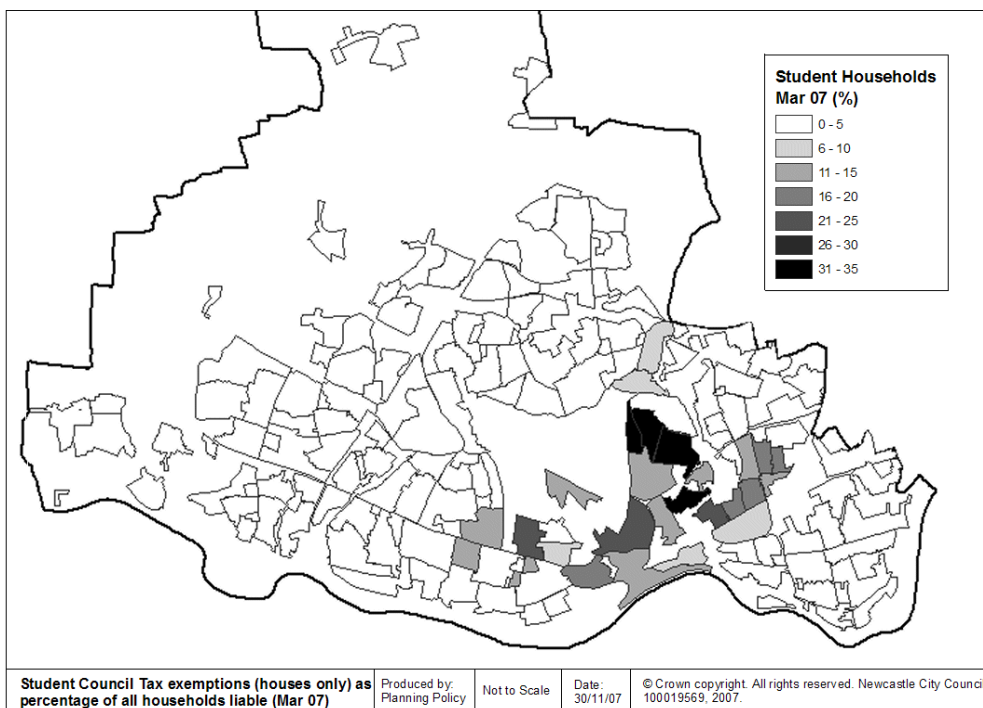


Source: 2001 Census

3.2 The best indicator we have at present as to concentrations of students in the private rented sector is provided by summary statistics from Council Tax records. Households made up entirely of students can seek exemption from Council Tax and the address of each exempt property is held. Aggregating this data allows us to produce figures for student households as a percentage of all households liable for Council Tax. Reliable and comparable data has been produced for the five years, i.e. at the end of March in 2003, 2004, 2005, 2006 and 2007.

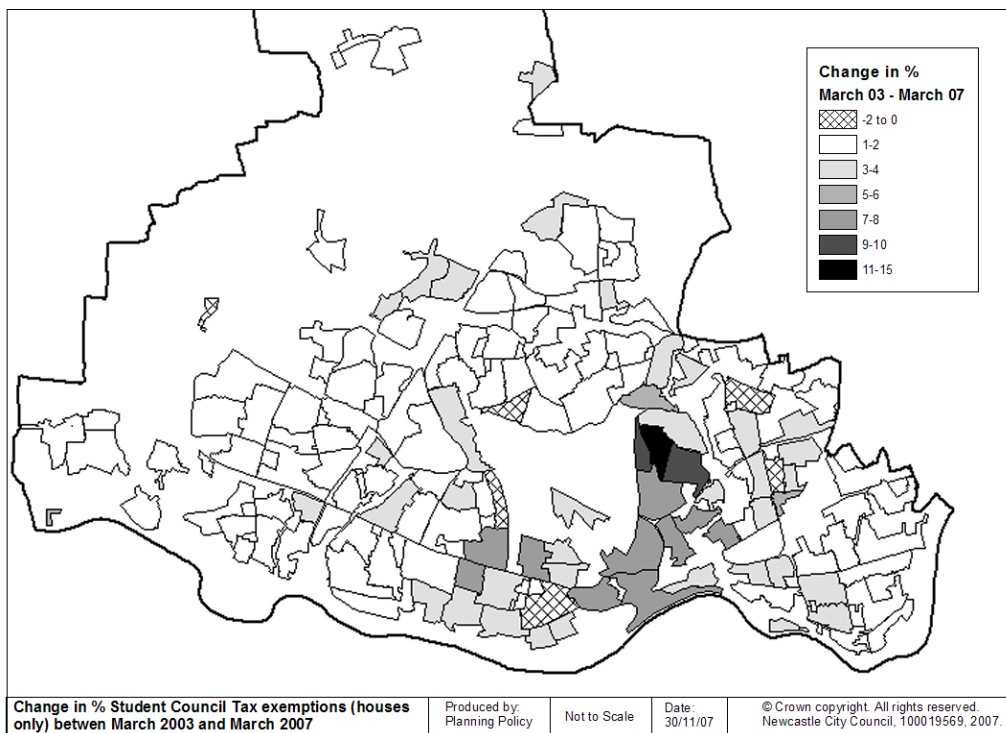
3.3 The information produced has been brought down to local level, using the boundaries created for the Newcastle Neighbourhood Information System (NNIS). There are 142 NNIS neighbourhoods in the city. The results of the analysis are best shown by Map 2, which shows the situation as at 31 March 2007. Map 3 shows changes in the percentage of student exemption households over the period March 2003 to March 2007. Map 2 confirms the Census information that there are very significant concentrations of student households in limited parts of the city. There are 6 NNIS neighbourhoods with greater than 20% of student households.

Map 2: Households with student household exemption from Council Tax as % of all households liable for Council Tax (excluding from both purpose built student accommodation) as at 31 March 2007 by NNIS areas



Source: Council Tax records, Newcastle City Council

Map 3: Households with student household exemption from Council Tax as % of all households liable for Council Tax (excluding from both purpose built student accommodation) - change in % between as at 31 March 2003 and 31 March 2007 by NNIS areas



Source: Council Tax records, Newcastle City Council

Planning applications leading to new bed spaces in private housing

- 3.4 An analysis of planning applications since the start of 2002 has been carried out. It indicates that there have been very few applications for change of use to multiple occupation across the city as a whole. There have been considerable numbers of applications to extend houses, including many involving creation of extra bedrooms, but very few with more than two bedrooms involved.
- 3.5 Of primary interest to this document is the number of applications to install roof lights into upper Tyneside flats, thus enabling extension into the roof space. The following table indicates the numbers granted permission over recent years in those parts of wards that are now in the AHM (see Section 8 and Map 4). Figures for 2007 are not yet complete, but the total seems likely to be less than that for 2006. A parallel analysis of sales prices shows a clear premium in the cost of an upper unconverted Tyneside flat over that of a lower Tyneside flat (even taking into account the different original configuration in each), taking such flats in popular areas well outside the price range of many first time buyers.

Wards affected	Total no of upper Tyneside flats in AHM	Total number of upper Tyneside flats with roof lights as at mid-2005		Number of upper Tyneside flats granted planning permission for conversion					
				2002	2003	2004	2005	2006	Total
E Gosforth	303	41	14%	5	6	1	6	1	19
N Jesmond	585	312	53%	27	34	21	14	15	111
S Jesmond	541	175	32%	18	27	14	11	23	93
N Heaton	25	6	24%	0	0	1	0	0	1
S Heaton	1095	181	17%	1	13	14	2	4	34
Ouseburn	335	44	13%	4	4	5	3	3	19
Wingrove	51	15	29%	2	2	0	0	0	4
TOTAL	2935	774	26%	57	86	56	36	46	281

Source: Newcastle City Council Development Control records

4 Pressures on communities caused by shared and student housing

- 4.1 The numbers and concentrations of students and shared housing in certain parts of the city have been described. Such concentrations do bring with them economic benefits for the neighbourhoods affected - by supporting local services and recirculating income in a variety of other ways. They can add life and vitality to areas. And there are also major benefits to the city as whole flowing from the universities and colleges and the employment they bring.
- 4.2 There can also be some disbenefits. A high proportion of shared housing including that for students in a neighbourhood can have long term impacts, including:
- high levels of residential turnover resulting in little long term commitment to the area and a decline in community spirit

- an imbalance in the social mix, with predominance of one sort of household
 - loss of family homes through conversion to multi-bedroom dwellings
 - loss of upper Tyneside flats as a valuable lower cost step on the housing ladder
 - emptying out of some areas during university vacations
 - falling numbers of children from the area attending the schools in the area.
- 4.3 High concentrations of young people in shared housing including that for student housing can also give rise to day-to-day problems, for example:
- intermittent low level and occasionally serious noise and other forms of disturbance
 - lack of care, maintenance and investment in the housing stock by some landlords (although not applicable to all and to an extent now addressed by licensing of houses in multiple occupation)
 - a neglected or untidy look to some houses and gardens
 - possibly higher levels of car ownership than that of family households with pressure on limited parking provision (though parking problems are being increasingly addressed across the city by parking controls).
- 4.4 Purpose built student accommodation such as traditional halls of residence and more recent large flatted developments may have less impact on the private housing market and on the structure of communities. However, they do bring large numbers of students into a small area. This can lead to disturbance on occasions, depending on access routes and proximity to neighbouring housing in particular.
- 4.5 This type of development is not covered by the SPD and planning applications are currently dealt with on a case by case, subject to UDP policies on protection of residential amenity. A policy document *Interim Planning Guidance - Purpose Built Student Accommodation* was published in November 2007 - please look on the web site www.newcastle.gov.uk/ldf or contact us for details.

5 Other City Council policies, plans & strategies

- 5.1 The City Council acknowledges that an integrated approach must be taken in dealing with the private rented sector and student housing. The Executive of the Council has received a number of reports over recent years outlining the various initiatives being taken. At a high level, the policy and housing strategy functions in the Council have worked closely on producing the *Regeneration Strategy*, the *Housing Strategy* (both approved in November 2006) and Local Development Framework *Core Strategy*, which is proceeding towards adoption in early 2009. The Core Strategy when finalised will renew the high level planning policy context for this document.
- 5.2 The potential exists to harness the demand for new student housing as a positive tool in the regeneration of areas of market weakness in the city, while also contributing to a more equal balance of student numbers across the city. The Council in conjunction with Bridging NewcastleGateshead (Housing Market Renewal Pathfinder) is examining the workings of the

housing markets generally in the outer east, inner west and north central Pathfinder areas and in vulnerable areas beyond to establish potential problems and opportunities. A number of related reports have been published (copies available on request).

- 5.3 Licensing of houses in multiple occupation under housing legislation has been an important function of the Council for some time. A new system of licensing was set up by the Head of Public Health and Environmental Protection to implement the requirements of the Housing Act 2004. The requirements under the new system are leading to major improvements in the physical quality and safety of properties and better standards of management and maintenance.
- 5.4 The current mandatory licensing system does not cover all houses in multiple occupation, but the Council will be considering the extension of the scheme as soon as practicable. The licensing system cannot be used in itself to restrict the number of houses in multiple occupation, although the cost implications of meeting the new requirements may in practice be leading to fewer being available. This SPD does not affect the working of the licensing system directly, although the Council will monitor the impact of both jointly.
- 5.4 The Newcastle Private Rented Project, part of the Strategic Housing function of the City Council, is very active in looking at issues around shared housing. This has been concentrated in the past in the west of the city where student housing is not such an issue in itself. However, the Project has been working recently in the areas where student pressures are higher. The Project has assisted in setting up the Newcastle Accreditation Scheme, which has been a key input into the new licensing system.
- 5.5 There has also been and continues to be much close working with the universities, college and student representatives on accommodation issues, particularly on licensing, accreditation and community safety. The background to this document has been researched with their assistance. It is hoped that during 2008 a joint over-arching strategy for student housing can be produced in conjunction with the universities, college and student bodies.

6 Planning powers

- 6.1 This SPD looks specifically at the powers available under planning legislation to address the issues outlined above. The two new policy statements introduced in this document depend in part on two areas of planning legislation, which are explored briefly here.

Control over building works

- 6.2 Some dwellings have various permitted development rights set out in the *Town and Country Planning (General Permitted Development) Order 1995*. These allow certain building works to be carried out without the need for an application for planning permission.

6.3 For example, for a house planning permission may not be required for a small single storey extension to the rear, to convert an existing garage into a room, to carry out a loft conversion with roof lights to front and back or to build a loft conversion with a dormer to the rear. There are limits on overall volume increase and there are other restrictions to these permitted development rights. *Advice on a particular proposal should always be sought from the City Council before commencing work.*

6.4 The same permitted development provisions do not apply to flats, including Tyneside flats. For these, any development that would make a material change to the external appearance of the building requires planning permission. For this reason the insertion of roof lights to facilitate extra bedrooms in the roof space of an upper Tyneside flat requires planning permission.

Houses in multiple occupation

6.5 Planning permission is generally required for a material change of use of land or buildings. However, the *Town and Country Planning (Use Classes) Order 1987* (as amended in early 2005) reduces the burden on the planning system by grouping similar uses within specified classes and saying changes from one to another do not require planning permission.

6.6 Class C3 of the Order relates to dwelling houses. It reads:

Class C3. Dwellinghouses

Use as a dwellinghouse (whether or not as a sole or main residence) -

(a) by a single person or by people living together as a family, or

(b) by not more than 6 residents living together as a single household (including a household where care is provided for residents).

Class C3 thus includes not only families and groups of people living together under arrangements for providing care and support within the community, but also other groups of people such as students, not necessarily related to each other, who choose to live on a communal basis as a single household.

6.7 The use of a dwellinghouse for other forms of 'multiple occupation', including a house shared by more than six people, does not fall within Class C3. Faced by a change from a family residence to a house in some form of multiple occupation, the Council as local planning authority has to assess whether development is involved. Each case must be considered carefully on a fact and degree basis to determine whether or not a material change of use has occurred.

6.8 It should be noted that the use of the terms 'house in multiple occupation' and 'household' in this document (and in some planning legislation) does not necessarily equate exactly with the use of the term in housing legislation.

General comments

6.9 The City Council as local planning authority thus has very limited control over the private rented sector. It cannot stop properties being occupied by six (possibly more) students or others, though very large houses in multiple

occupation may need planning permission. Planning permission is needed for some forms of building works but not others.

- 6.10 Planning permissions can be granted subject to a range of conditions. However the imposition of conditions needs to be in accordance with ODPM Circular 11/95, which requires the wording of conditions to be precise, enforceable, necessary and reasonable. An applicant can appeal against the granting of permission with a certain condition. If a condition fails to meet these tests then it could be overturned at appeal. For these reasons it is not considered appropriate to use occupancy conditions on a regular basis to restrict the use of some or all of the bedrooms in a private property so as to exclude students.
- 6.11 The Council acknowledges concern over the impact of large number of letting boards in parts of the proposed AHM. The Council could seek powers to remove the automatic 'deemed consent' that letting agents have for such boards, but the voluntary cooperation of agents in reducing their impact is being progressed at the time of adoption of this Supplementary Planning Document.

7 Current policy framework

- 7.1 SPDs whilst not having development plan status are part of the Local Development Framework and are recognised in legislation and regulations. They can be used to expand on policy or provide further detail to policies in the higher level development plan documents. An SPD will be accorded significant weight as a material planning consideration in the determination of planning applications once adopted. However SPDs must work within the existing formal policy framework and cannot in themselves rewrite high level policy in the approved development plan.
- 7.2 The development plan for Newcastle comprises:
- Regional Spatial Strategy (RSS), formerly Regional Planning Guidance RPG1, for the North East issued in November 2002
 - Saved policies from the Unitary Development Plan (UDP) for Newcastle adopted in January 1998
 - Any adopted LDF Development Plan Documents, of which we have only one at the time of adoption - Walker Riverside Area Action Plan.

National policy and guidance is also important, though with lesser status in some ways than the development plan.

National policy

- 7.3 National planning policy for housing, expressed in particular through Planning Policy Statement Note PPS3 *Housing*, confirms the Government's intention that everyone should have the opportunity of living in a decent home. PPS3 offers no particular guidance in respect of student housing but one central aim is "to create sustainable, inclusive, mixed communities in all areas" (para 9). It says also that one specific outcome of the planning system should be "a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas" (para 10).

7.4 Planning Policy Statement PPS1 *Delivering Sustainable Development* issued in February 2005 again does not address student housing as such but does emphasise the need for development plans to promote development that creates socially inclusive communities, including suitable mixes of housing. PPS1 goes on to advise that plan policies should ensure that the impact of development on the social fabric of communities is considered and taken into account. At paragraph 5 it says that “Planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities.”

Regional policy

7.5 Existing RSS (former RPG1) for the North East as adopted in November 2002 emphasises the importance of the region’s universities and further and higher education establishments to the economy (for example at paragraph 1.47), but offers no direct guidance on the private rented sector and the provision of student housing.

7.6 RSS is under review and the replacement Submission Draft was published in June 2005. Central government issued second Proposed Changes to this draft in February 2008. It continues to encourage the development of the universities in the region, but again it does not deal with the private rented sector and student housing issues as such. As with PPS3, it stresses the need for protecting and creating balanced and sustainable communities.

Local policy

7.7 The saved policies from the UDP provide some context and policy assistance in judging proposals for student and to a lesser extent other forms of shared housing. The UDP was produced before the publication of much current central government guidance and does not fully reflect the emphasis in PPS1 and more recently PPS3 on creating and protecting balanced and sustainable communities.

7.8 Although other policies may have a bearing on individual planning applications, the principal saved policies relevant to this Supplementary Planning Document are contained in the section of the UDP on housing and are:

- Policy H1.5 Student housing
- Policy H2 Protection of residential amenity
- Policy EN1.1 Design

These policies and supporting text are contained in Appendix 1 to this SPD.

7.9 Policy H1.2 offers help in judging planning applications for students housing and does not in itself refer to housing in the private rented sector. The supporting text does say that problems can occur when a concentration of short term tenanted private properties leads to a highly transient population, but the response in this part of the UDP is to encourage purpose built student housing rather than regulation of the private rented sector.

- 7.10 Policy H2 is central to the ability of the Council to use planning powers to protect the amenity of existing dwellings. It lists a number of factors which must be looked at in assessing whether amenity might be affected. Within point A the policy refers to the need to protect the character of localities. Policy H2 is therefore the second key reference point for this document in the UDP. Policy EN1.1 supports H2 on key aspects of amenity and impact.
- 7.11 The UDP contains a number of Development Control Policy Statements, which advise on the criteria to be considered in determining certain types of application. They continue to be used although not technically saved in the same way as UDP policies. The new policies in this document complement these. The following are particularly relevant:
- DCPS 2 Residential Extensions
 - DCPS 4 Flat Conversions
 - DCPS 5 Houses in Multiple Occupation
- 7.12 DCPS 5 includes a list of factors to be taken into account in judging changes of use to house in multiple occupation (when these need planning permission - see paragraphs 6.5 - 6.8 above), including:
- general nature of the locality, including the incidence and impact of intensive residential uses
 - effect on the character of the locality, especially in the case of tightly knit and homogeneous areas of single family housing
 - size and suitability of the premises.

8 Proposed policy framework

- 8.1 The City Council in preparing this document has referred extensively to initiatives in other university towns and cities, notably Leeds, Nottingham and Loughborough. A wide range of options for action has been considered and the first version of this SPD published in November 2005 set out a preferred option based on the Leeds draft policy including an Area of Student Housing Restraint (ASHoRe).
- 8.2 In preparing and adopting this SPD the Council has considered the responses to the consultation on its draft SPD on Student Housing of November 2005 and the draft SPD on Shared Housing of February 2007. These were generally supportive, but with some significant reservations by some respondents. A summary of the responses is available on request or on the LDF website.
- 8.3 The Sustainability Appraisal Report supporting this document gives more detail, but the essential choices we have made in producing this SPD are:
- To use existing planning powers and the existing planning policy framework (supplemented by this document) to resist further intensification particularly in relation to upper Tyneside flats rather than 'do nothing' on the one hand or to seek extra powers to withdraw permitted development rights on the other
 - To take action in defined areas rather than either a blanket city-wide approach or a street-by street threshold approach (though ensuring NNIS

neighbourhood level data is used and referred to in all relevant decisions on planning applications)

- To have one set of policies for a single level of defined areas rather than differentiate between, say, an inner core and an outer fringe
- To take action on all forms of shared housing in those areas (though with specific reference to students in the justification in this document and related background paper).

8.4 The following policy statements put in place a clearer basis for dealing with student housing in the city. The preferred option is thus to

- Define an Area of Housing Mix (AHM)
- Restrain works to houses and flats in these areas where it would lead to a loss of valuable housing resources or would have other unacceptable impacts.

8.5 ***Definition of an Area of Housing Mix***

SH POL 1 An Area of Housing Mix or AHM is defined for the purposes of policy SH POL 2. The boundaries of the AHM are shown on Map 4. The AHM as a whole has five sub areas: Spital Tongues, three in East Gosforth and a larger one taking in parts of Jesmond, Shieldfield, Sandyford and Heaton.

8.6 The boundaries are drawn primarily to reflect a high concentration of shared housing, but note has also been taken of evidence that a set of problems already exist in particular residential neighbourhoods (or equally that such problems do not exist despite high concentrations). Appendix 2 sets out the criteria used to consider the boundaries. After consultation on the February 2007 draft, it was decided to include that part of Heaton east of Heaton Road in the AHM.

8.7 The criteria and related indicators used to draw up the boundaries are explained in the Sustainability Appraisal Report document, but have the following headings:

- Proportion of students and student and shared households
- Nature of housing
- Number of planning applications involving creation of extra bedspaces in terrace housing and Tyneside flats
- Tenure
- Formal reports of noise and other anti social behaviour
- Amenity survey
- House price
- Demographic mix, including numbers of schoolchildren
- History of private renting

8.8 *Housing development within the AHM*

- SH POL 2** Within the Area of Housing Mix planning permission will be granted for the alteration, conversion or extension of existing housing unless:
- (i)** it would facilitate the creation of additional habitable accommodation in the roof space of an upper Tyneside flat and so remove the dwelling from the stock of relatively affordable smaller housing units within the overall housing mix; or
 - (ii)** it would result in the loss of good quality, spacious and convenient accommodation suitable for occupation by a family and so remove the dwelling from the stock of units suitable for occupation by a family within the overall housing mix; or
 - (iii)** there would be unacceptable harm to the amenity of existing or future residents caused by reduced daylight, sunlight, outlook or privacy or additional activity with increased noise and disturbance; or
 - (iv)** the proposal by reason of scale, design or loss of existing features including trees and landscaping would be detrimental to the character and appearance of the locality or the existing building; or
 - (v)** the development would result in the introduction of such additional accesses, traffic or parking as would prejudice road safety or lead to unacceptable visual intrusion or impact on residential amenity; or
 - (vi)** there are other overriding planning reasons not covered in this SPD for not granting permission.

8.9 For clarity, the above policy will apply

- (a) where there is a proposal to re-divide a house that had previously been two Tyneside flats (but knocked in to one) and to convert the roof space at the same as the re-division;
- (b) to all flats of whatever age in the same configuration as a pair of Tyneside flats, i.e. in a two storey building, a single flat above another single flat and with separate front doors (not necessarily side by side), and covering both terraced and 'semi-detached' properties but not those in a multi-storey block.

8.10 The above policy statement is at the heart of the Supplementary Planning Document. It gives added clarity to the use of, in particular, saved UDP policy H2 in relation to residential property within the defined AHM boundary. It seeks to protect and enhance the mix of housing in neighbourhoods which are faced with loss of valuable resources or a severe imbalance within that mix. It also addresses other more immediate issues of noise and disturbance.

8.11 In practice SH POL 2 has most potential in reducing the number of expansions of upper Tyneside flats into roof spaces. Such development:

- generally requires planning permission (unlike most similar development of non-flatted houses)
- leads to the loss of a valuable resource in terms of a relatively cheap form of housing for those stepping onto the housing ladder
- can lead to the near dominance of one form of tenure in certain streets
- tends to lead to more disturbance to neighbours through the nature and design of Tyneside flats
- leads to a highly intensive form of housing in structures not necessarily designed for this.

8.12 During consultation a number of residents and others suggested that the provisions of SH POL 2 (i) should not apply when the conversion of the roof space is for personal or family use and not for multiple occupation. These comments have been noted but the policy has been left unchanged. Each application will be considered by the Council on its merits against the wording of saved UDP policies as interpreted by SH POL 2.

8.13 During consultation residents and others have drawn attention to the small but increasing numbers of extensions of lower Tyneside flats into the back yard area. This potentially causes similar though possibly less severe problems as are caused by the extension of upper flats. The Council has decided not to include lower flats within the policy statement. Again such applications will be dealt with on their merits and will only receive planning permission if acceptable judged against existing saved UDP policies and national guidance.

8.14 Point (ii) of SH POL 2 refers to the loss of houses which are suitable for family use. This SPD does not seek to define at what point in expansion of a house it becomes unsuitable and each application for extension of a house in the AHM will be judged individually. Reference will be made to criteria used for deciding whether planning permission for change of use would be needed if the house were proposed for multiple occupation. Very large houses are relatively rare in Newcastle and it is likely that there will not be many refusals related to point (ii).

8.15 Policy statement SH POL 2 does not apply to purpose built student accommodation (including conversions from non-residential property) in the Area of Housing Mix or elsewhere. A separate document - Interim Planning Guidance on Purpose Built Student Housing - was approved in November 2007. However, prospective developers of purpose built accommodation should note that there is likely to be public concern particularly within the AHM about the impact of such development and they are advised to consider carefully the impact their proposals may have on local communities.

9 Sustainability appraisal, monitoring and review

9.1 This Supplementary Planning Document is accompanied by a Sustainability Appraisal Report. The sustainability appraisal exercise has helped identify both benefits and disbenefits of seeking to regulate student housing in certain areas. It also underlines the need for monitoring, not just within the AHM boundary but also in the city as a whole in relation to the wider housing markets.

- 9.2 A key aspect of monitoring will be to look at possible displacement effects within or beyond the AHM. A knock-on effect of restricting the private rented sector in, say, Tyneside flats could be a movement toward houses in neighbouring streets where fewer restrictions apply. During consultation, the residents of St Gabriel's in Heaton raised this concern; the housing market there will be monitored closely for this reason. There could also be a move from within the AHM boundary to other parts of the City, though this is less likely. Again the situation will be monitored.
- 9.3 There may be other reasons why shifts in the housing market take place and the private rented sector is particularly vulnerable to changes in the behaviour of both customers and providers. Some neighbourhoods in the AHM could be affected seriously by a failure to attract the new wave of students in this or following academic years. The proposed monitoring programme would pick this up as well as displacement issues more directly related to the AHM policies.
- 9.4 The findings of any specific monitoring exercises on shared and student housing will be incorporated into the Council's overall Annual Monitoring Report required as part of the Local Development Framework and published in December in each year. The need to review and amend this Supplementary Planning Document will be looked at annually in the light of the Annual Monitoring Report.
- 9.5 Indicators for monitoring this SPD and its boundaries are proposed as follows. Information would generally be presented by Newcastle Neighbourhood Information System (NNIS) neighbourhoods and by wards.
- student households as a % of total households (excluding from both halls of residence and purpose built accommodation) as shown by Council Tax records
 - student households as a % of total households (including in both halls of residence and purpose built accommodation) as shown by Council Tax records
 - house prices and rental levels
 - number of vacant dwellings
 - number of formally registered reports of anti-social behaviour
 - changes in school rolls, including number of pupils from the immediate area
 - numbers of planning applications for related types of development and change of use both within and outside the AHM

CWP

Appendix 1 to draft SPD

Extracts from Unitary Development Plan for Newcastle, January 1998

N.B. The three UDP policies given below were all 'saved' after 28 September 2007

Student housing

H1.5 APPLICATIONS FOR PLANNING PERMISSION FOR STUDENT ACCOMMODATION WILL BE CONSIDERED AGAINST THE FOLLOWING CRITERIA:

A. PROXIMITY OF THE SITE TO THE CAMPUS, OR ITS SUITABLE LOCATION WITHIN THE CITY CENTRE OR A DISTRICT CENTRE

B. SATISFACTORY CONVERSION OR REDEVELOPMENT OF NON-RESIDENTIAL PREMISES

C. SUITABLE CONVERSION AND/ OR ADAPTATION OF LOCAL AUTHORITY HOUSING STOCK

D. CONVENIENT ACCESS TO A GOOD PUBLIC TRANSPORT SERVICE

- 3.74 The City's three higher and further educational institutions have already experienced large scale expansion in student numbers in accordance with national policy. Still further growth could lead to a significant increase in housing need over and above that identified under policy H1. The conversion of upper floors in the City Centre is likely to provide further opportunities for student accommodation
- 3.75 This policy encourages further student housing provision. The City Council will assist in identifying suitable sites and bringing forward development proposals including conversion schemes for student housing purposes. Problems can occur when a concentration of short term tenanted private properties leads to a highly transient population. The City Council's policy, set out above, is to encourage less intrusive forms of student accommodation.
- 3.76 Consideration will be given to proposals for purpose built accommodation on vacant sites within or near existing residential areas where appropriate, where this does not conflict with other Plan policies.

[Continued]

Protection of residential amenity

- H2 DEVELOPMENT WHICH WOULD HARM THE AMENITY OF ANY DWELLING, OR GROUP OF DWELLINGS WILL NOT BE ALLOWED. IMPACT ON RESIDENTIAL AMENITY WILL BE ASSESSED WITH PARTICULAR REGARD TO:**
- A. PROTECTING THE CHARACTER OF THE LOCALITY AND OF THE EXISTING BUILDING IN THE CASE OF ALTERATIONS, EXTENSIONS OR CONVERSIONS;**
 - B. PROTECTING TREES AND OTHER SOFT LANDSCAPING OF AMENITY VALUE; C. ENSURING SATISFACTORY DAYLIGHT, SUNLIGHT, OUTLOOK AND PRIVACY FOR ALL DWELLINGS, EXISTING AND PROPOSED, PARTICULARLY IN RELATION TO GOOD EXISTING STANDARDS IN THE LOCALITY;**
 - D. AVOIDING THE INTRODUCTION OF SUCH ADDITIONAL ACCESSES, TRAFFIC OR PARKING AS WOULD INCREASE VISUAL INTRUSION, NOISE OR DISTURBANCE, OR PREJUDICE ROAD SAFETY; AND**
 - E. ENSURING THAT NON-RESIDENTIAL DEVELOPMENT AND/ OR ASSOCIATED OPERATIONS WILL NOT HARM RESIDENTIAL AMENITY THROUGH AN INCREASE IN NOISE, DISTURBANCE, SMELLS, FUMES OR OTHER HARMFUL EFFECTS.**

3.83 This policy concerns the amenities of residents and their homes, including all types of permanent dwellings and residential caravan sites, such as the Lemington Gypsy Site. Development will continue to bring about changes affecting individual dwellings, groups or neighbourhoods. Where, however, the kind or degree of change resulting from a proposal would injure amenity, and there is no available remedy, such as conditions or planning obligations, then permission will normally be refused.

3. 84 Residential areas may be particularly vulnerable to development which increases building or population density through, for example, extensions, conversions, redevelopment, and sub-division of curtilages to create new building plots. The impact may arise directly from the building work itself displacing garden space or other greenery, or resulting in a lack of reasonable outlook or light from windows. It may also arise indirectly from increased activity, traffic, noise, disturbance, or overlooking of private areas.

[Continued]

Design

EN1.1 ALL DEVELOPMENT WILL BE REQUIRED TO MEET HIGH STANDARDS OF DESIGN IN ACCORDANCE WITH THE FOLLOWING PRINCIPLES:

- A. RETAINING THE BEST BUILDINGS; B. TAKING FULL ADVANTAGE OF LANDFORM, LANDSCAPE AND OTHER SITE FEATURES; C. INTEGRATING DEVELOPMENT INTO ITS SETTING WITH REGARD TO THE SCALE AND PATTERN OF SURROUNDING BUILDINGS AND SPACES, AND LINKS IN THE PEDESTRIAN ROUTE NETWORK;**
- D. RELATING TO THE MATERIALS AND DESIGN CHARACTERISTICS OF SURROUNDING BUILT DEVELOPMENT;**
- E. FACILITATING SAFE PEDESTRIAN MOVEMENT; F. DESIGNING FOR EQUAL ACCESSIBILITY FOR ALL USERS REGARDLESS OF AGE OR DISABILITIES, AND MINIMISING OPPORTUNITIES FOR CRIME;**
- G. ENSURING NEW BUILDINGS ARE ADAPTABLE TO USE FOR OTHER PURPOSES; H. A COMPREHENSIVE AND CO-ORDINATED APPROACH TO NEW DEVELOPMENTS OF MORE THAN ONE BUILDING;**
- I. INCORPORATING HARD AND SOFT LANDSCAPING AS AN INTEGRAL PART OF DESIGN, MAXIMISING TREE PLANTING WHERE APPROPRIATE, AND PROVIDING FOR ITS LONG TERM MAINTENANCE;**
- J. MINIMISING ADVERSE IMPACTS ON NEARBY LAND USES;**
- K. MINIMISING IMPACTS ON ACTIVITIES ON NEIGHBOURING OPEN LAND AND COUNTRYSIDE; AND**
- L. MAXIMISING THE USE OF BUILDINGS, STRUCTURES AND LAND FORMS TO SCREEN NOISE SENSITIVE DEVELOPMENT AND SPACES.**

4.33 These principles will form the basis for the City Council's consideration of development proposals and guide developers' approaches to design in the City. However the City Council does not wish to prescribe architectural style. Development which is visually stimulating and which respects human scale will be welcomed.

4.34 These principles aim to ensure that:

- the best existing buildings in respect of architectural quality, condition or adaptability are retained wherever possible;

and that new development:

- is well related to its site and surroundings;

- does not seriously affect nearby development or open space; _ is of good design in appearance and function; _ enhances the City's environment and distinctive identity by adding to its pattern of streets and spaces, reinforces existing landmarks and other familiar features, and makes it easier and pleasant for people to find their way around;
- creates buildings, routes and spaces which are safe, secure and accessible to all members of the community;
- minimises the likelihood of future obsolescence, and attendant blight and waste of resources, by being designed in a versatile form which will facilitate future changes in uses rather than redevelopment;
- involving a number of buildings has their interrelationship carefully considered from the outset of design; and
- is provided with a landscape setting which makes fullest use of existing levels, greenery and other site characteristics and which will contribute to sustaining and increasing tree cover and wildlife habitats in the City. Landscaping of development should not be an afterthought. Full details should be submitted with planning applications,

and further that new development and the approach to the loss of existing development fully exploits its potential to screen noise sensitive uses and outside areas from external noise sources including traffic.

- 4.35 All development proposals for new buildings, alteration of existing buildings or for open areas to which the public will have access will be assessed in the light of the Development Control Policy Statement: Access For All. The emphasis will not be just on people with a disability but children, the elderly and people with temporary mobility difficulties. Working towards a barrier free environment with an emphasis on equality of access will benefit every member of the community.

Appendix 2

Criteria and indicators used in defining and reviewing AHM boundaries

Indicator	State of indicator pushing area out of AHM	State of indicator pulling area into AHM
Proportion of student households	Low proportion	High proportion - over 20% on a NNIS area basis <i>or</i> over 10% with significant localised hot spots
Nature of housing	Detached houses or medium/high rise non-Tyneside flats	Terrace housing or Tyneside flats
Number of planning applications involving creation of extra bedspaces in terrace housing	Low number of planning applications	High number of planning applications
Tenure	Currently or previously social rented	Currently or previously in owner occupation or private rented
Formal reports of noise and other anti social behaviour	Low levels	High levels
Amenity survey	Good state of gardens etc	Poor state of gardens etc
House price	Very high price, i.e. large enough to make renting to younger tenants impossible, needing rent pp/pw of more than £100.	No specific level, but would tend to be neither very low or very high, perhaps in range £50 to £100 pp/pw typically
Demographic mix, including numbers of schoolchildren	Inconclusive or no trend	Clear trend away from families towards non family households in recent years
History of private renting	Historical high proportion of private renting with weak or no trend in recent years	Clear trend into private renting over recent years