

Scrutiny Committee Agenda



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Date: 5 December 2017
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A meeting of the

Scrutiny Committee

will be held on Thursday, 14 December 2017 at 7.00 pm

Meeting Room 1, 135 Eastern Avenue, Milton Park, Milton, OX14 4SB

Members of the Committee:

Councillors

Debby Hallett (Chairman)

Alice Badcock (Vice-chairman)

Mike Badcock

Edward Blagrove

Vicky Jenkins

Mohinder Kainth

Sandy Lovatt

Chris Palmer

Judy Roberts

Preferred Substitutes

Yvonne Constance

StJohn Dickson

Dudley Hoddinott

Simon Howell

Monica Lovatt

Ben Mabbett

Chris McCarthy

Emily Smith

Reg Waite

Catherine Webber

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A handwritten signature in cursive script, appearing to read "M Reed".

Margaret Reed
Head of Legal and Democratic Services

Agenda

Open to the Public including the Press

Council's Vision

The council's vision is to take care of your interests across the Vale with enterprise, energy and efficiency.

1. Apologies for absence

To record apologies for absence and the attendance of substitute members.

2. Declarations of interest

To receive any declarations of disclosable pecuniary interests in respect of items on the agenda for this meeting.

3. Urgent business and chairman's announcements

To receive notification of any matters which the chairman determines should be considered as urgent business and the special circumstances which have made the matters urgent, and to receive any announcements from the chairman.

4. Public participation

To receive any questions or statements from members of the public that have registered to speak.

REPORTS AND ISSUES FOR THE CONSIDERATION OF THE SCRUTINY COMMITTEE

5. Housing delivery update

(Pages 3 - 9)

To consider the report of the head of planning (attached).

6. Slippage of development and housing capital schemes

(Pages 10 - 12)

To consider the report of interim head of development, regeneration and housing (attached).

7. Work schedule and dates for all South and Vale scrutiny meetings

(Pages 13 - 16)

To review the attached scrutiny work schedule. Please note, although the dates are confirmed, the items under consideration are subject to being withdrawn, added to or rearranged without further notice.



Scrutiny Committee Report

Report of Head of Planning

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Head of service: Adrian Duffield

Executive member responsible: Cllr Roger Cox

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To: Vale Scrutiny Committee

DATE: 14 December 2017

Housing Delivery Update

Introduction

This report sets out housing delivery in the district since 2011 compared to housing requirements in the Adopted Local Plan 2031 Part 1. The Report specifically includes completions, and progress of Adopted allocated sites. The report also details how the Joint Housing Delivery Strategy (JHDS) will assist in delivering the districts housing requirement and provides details of the Council's Five-Year Housing Land Supply (5YHLS) and the production of the Authority's Monitoring report (AMR).

Background

The Adopted LP Part 1 set outs a housing requirement of 20,560 dwellings, 1,028 dwellings per annum, which is required over the plan period to meet our objectively assessed housing need as assessed and identified within the Oxfordshire Strategic Housing Market Assessment 2014 (SHMA). The level of housing need reflects the focus of economic growth in the district ensuring there is sufficient housing to meet growth in employed residents.

The LP Part 1 identifies three sub area strategies that ensure the Plan is locally distinctive and focused on each part of the district. These are: Abingdon-on-Thames and Oxford Fringe, South East Vale and Western Vale Sub Areas. The Plan includes a housing requirement for each of these sub areas ensuring the district's overall housing requirement will be met.

Housing Delivery

Annual Housing Delivery

Table 1 outlines the district's annual housing delivery from 01/04/2011 up until the 31/03/2017, compared with the housing requirement as set out in the LP Part 1. It demonstrates that in the first few years of the plan period, housing delivery was below the Objectively Assessed Need (OAN). However, in the past two years' delivery has been above OAN, and this trend is expected to continue. This demonstrates that the Council are on course to deliver the housing requirement over the plan period.

Table 1: Annual Housing Delivery 2011 to 2017

Vale of White Horse	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Net completions	346	268	578	740	1133	1615	4680
Target	1028	1028	1028	1028	1028	1028	6168
Difference	-682	-760	-450	-288	105	587	-1488

It has been found that the annual completion figures recorded by the planning department vary from Council tax records, and from the Department of Communities and Local Government (DCLG) regarding new builds. The reason for this is mainly due to different methods of collecting data on completions. DCLG collect data on new build completions from Local Authority and private building inspectors, on a quarterly basis, relying on inspection certificates. Using this method there is a risk of missing dwellings, as developers will not always seek a certificate, and it can be delayed. This method assumes a dwelling is complete when they are ready for occupation.

Council tax figures show a different net increase, as the Council Tax team will only register a property once the Valuation Office Agency (VOA) have been notified of a completion, and banded the property. The completions attributed by Council tax will always lag some way behind other sets of data for this reason. A dwelling will only become banded once it is ready for occupation.

The planning team go out on sites to determine the number of completions, as this is the most thorough and accurate method available, and consider a building complete if it is watertight. (This means that it must have a roof, window and doors.)

Housing Delivery in the Sub Areas

The LP Part 1 identifies three sub areas within the Vale of the White Horse, each with their own development strategy to reflect their distinctive characteristics. Tables 2-4 show housing delivery within the respective sub-areas annually. This information covers the period 01/04/17 to the 31/03/17.

Table 2: Dwelling Completions in the Abingdon-on-Thames and Oxford Fringe Sub Area

Abingdon and Oxford Fringe	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Net housing completions	77	79	304	256	444	899	2059
Sub area target	272	272	272	272	272	272	1631
Difference	-195	-193	32	-16	172	627	428

Table 3: Dwelling Completions in the South-East Vale Sub Area

South East Vale	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Net housing completions	53	140	154	206	479	504	1536
Housing target	623	623	623	623	623	623	3735
Difference	-570	-483	-469	-417	-144	-119	-2199

Table 4: Dwelling Completions in the Western Vale Sub Area

Western Vale	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Net housing completions	216	49	120	278	210	212	1085
Sub-area target	159	159	159	159	159	159	952
Difference	57	-110	-39	119	51	53	133

Affordable Housing

The SHMA assessed the affordable housing needs within the district, and determined there was a need of 273 dwellings annually. To address this need, Core Policy 24 in the LP Part 1 states for housing developments providing a net gain of eleven dwellings or more the council will seek 35% provision of affordable housing, subject to viability. Tables 5 to 6 provide the delivery of affordable housing since 2011 and how the council has performed against its need.

Table 5: Delivery of Affordable Housing Split

Vale Affordable housing summary	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Affordable Rent	51	93	42	193	241	265	885
Shared Ownership	12	50	25	57	85	71	300
Total	63	143	67	250	326	336	1185

Table 6: Delivery of Affordable Housing

Vale affordable housing against target (dwellings)	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18 (to date)	Total
Net gain of affordable dwellings	63	143	67	250	326	336	192	1377
Target	273	273	273	273	273	273	N/A	1638
Difference	-210	-130	-206	-23	53	63	N/A	-261

This demonstrates there has been an increase in delivery of affordable units, in particular over the last 3 years. In addition to the 1,377 affordable homes built since April 2011, a further 519 units that are the remaining affordable homes due from some sites were either delivered prior to April 2011 or are expected from October 2017 onwards, giving an overall total of 1,896 affordable units.

In comparing the delivery of affordable housing against the delivery of housing on sites over 11 dwellings annually, this demonstrates the Council on average have achieved 33%, just under the 35% target.

Table 7: Delivery of Affordable Housing compared to 35% threshold

Vale affordable housing against target (percentage)	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Total Dwellings (Sites with net gain of 11+)	223	171	469	630	947	1150	3590
Affordable units	63	143	67	250	326	336	1185
Percentage (Target 35%)	28.3	83.6	14.3	39.7	34.4	29.2	33.0

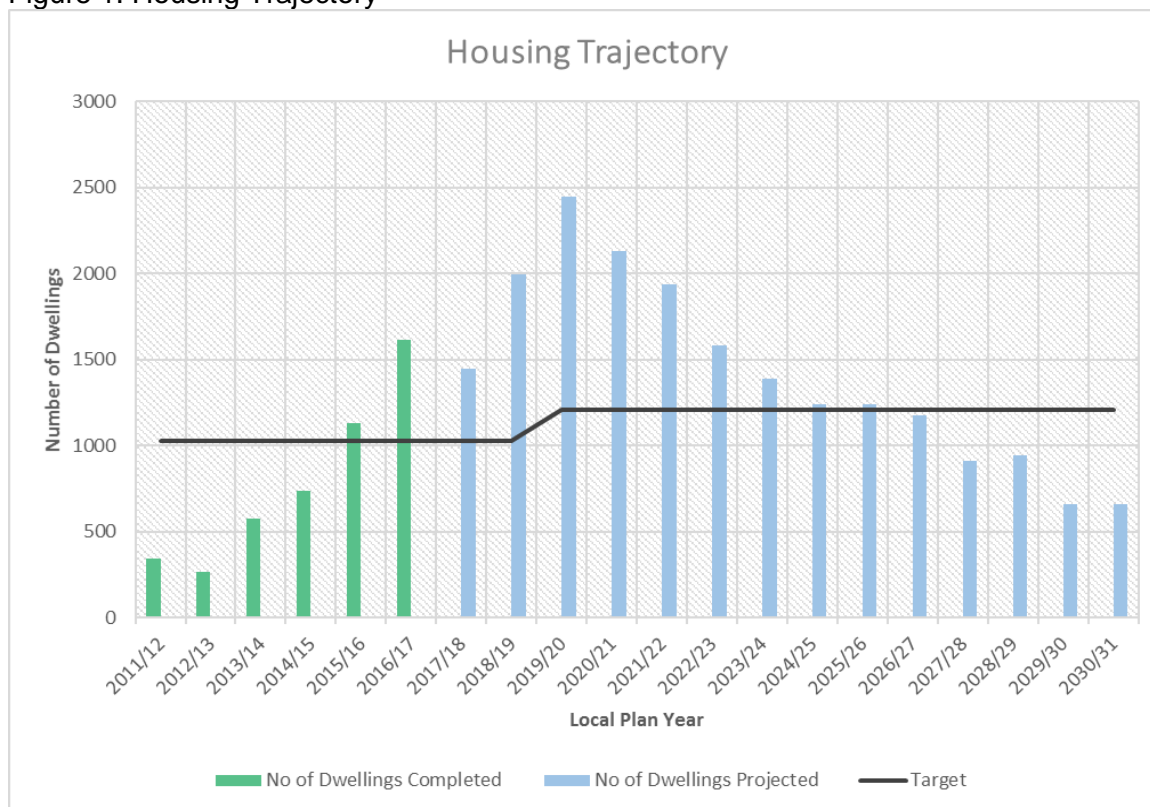
Housing Trajectory

Figure 1 provides the district's Housing Trajectory setting out the dwelling completions and projected housing delivery in the Vale of the White Horse over the plan period compared with annual housing requirements. The housing target increases at the end of 2018 reflecting the Council's policy commitment in the LP Part 1, Core Policy 2 that Vale's proportion of Oxford's unmet housing need will be added to the Vale's housing requirement at December 2018 at the latest. Therefore, the Housing Trajectory includes the LP Part 2 allocations.

The majority¹ of strategic allocations from LP Part 1 are on track, with applications either submitted and under consideration, permitted or they are under construction.

¹ 17 of 18 sites have an application, permission or have started construction. North West of Valley Park, allocated for 800 dwellings, does not have an application.

Figure 1: Housing Trajectory



Joint Housing Delivery Strategy

The Vale of the White Horse and South Oxfordshire District Councils face a challenge in meeting their housing need, as identified in the SHMA 2014. The Vale of the White Horse’s LP Part 1 identifies the council’s housing requirement and sufficient housing supply to meet this requirement. However, as demonstrated in this report, the Vale will need to continue to increase its housing delivery rate to meet its overall requirement. The Draft Joint Housing Delivery Strategy, which was out to consultation until 23 October 2017, will work alongside the Local Plan to ensure the requirement is delivered.

As the Draft Housing Delivery Strategy states, its focus is not just about delivering the required number of homes, but ensuring that the homes provided are of “high quality and deliver a wide range of tenure options, in the right places, to support planned economic growth and ensure that vulnerable people have access to homes that enable them to live independently”. It identifies the council’s role as being a ‘housing delivery enabler’, working closely with the homes and community agency, land owners and developers to secure sites, develop masterplans and secure funding. The strategy also identifies that the level of private investment in new housing delivery will need to be increased whilst also increasing the level of public sector expenditure, principally in infrastructure.

The plan covers a 10-year period from 2018-2028, which has been segmented into 3 timeframes.

In years 1-3 the strategy includes:

- building the council’s capacity to develop a ‘housing enabler’ role.
- completing work on the local plan framework for housing delivery.
- working with developers to unblock obstacles on large development sites.
- producing proposals for council acquisition of land or investment or investment in development.

- developing a checklist to consider the tenure balance on new development sites
- reviewing the strategy at the end of year to determine whether changes need to be made

In years 4-6 the strategy includes:

- introduce Infrastructure dependencies mapping as part of the 'housing delivery enabler' role.
- diversifying housing delivery mechanisms.
- generating opportunities for Local Authority investment in land and development.
- reviewing progress at the end of year six and updating where required.

It is expected that by the end of year 6 the council will have fully developed its 'housing delivery enabler' role. In years 7-10 the strategy includes:

- driving forward housing through the 'housing delivery enabler' role.
- delivering new residential communities, including affordable housing and extra care facilities.
- evaluate the impact of the previous activities and outcomes over the ten years to inform the development of a new 10-year development strategy.

The Draft Housing Delivery Strategy will therefore directly contribute to the build rate in five main ways:

1. Through forward planning of housing delivery, it will ensure that there are sufficient developments in progress to maintain an adequate housing supply.
2. The delivery strategy seeks to reduce the time it takes development to go through the planning process, and start construction.
3. By coordinating infrastructure investment to prevent delays in sites being developed.
4. Increasing the diversity of housing delivery by seeking out new development partners and looking to support small housebuilders and the custom and self-build sector. Creating a more competitive environment and encouraging new sources of housing supply should increase housing delivery.
5. Exploring the scope for direct Local Authority investment in land and development, which will ensure that there is sufficient capacity to maintain an adequate housing supply.

Five Year Housing Land Supply and the Authority's Monitoring Report

The council is required to demonstrate a five-year housing land supply to boost significantly the supply of housing, as set out in National Planning Policy Framework - paragraph 47. This includes identifying and updating annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against housing requirements with an additional buffer of either 5% or 20%. The council produced a 5YHLS Statement in April 2017, which demonstrated a 6.7 year supply. It can be accessed via the Council's website (<http://www.whitehorsedc.gov.uk/services-and-advice/planning-and-building/planning-policy/housing-supply-statement>).

The council also has a duty to produce an Authority Monitoring Report (AMR), The Town and Country Planning Regulations 2012 stipulate that the AMR must include information relating to Local Plan preparation, the Duty to Cooperate, neighbourhood plan development, and show how the implementation of Local Plan policies is progressing. The AMR will have a significant focus on annual housing figures, as this a major focus in the adopted and emerging Local Plans. It is intended that The Vale of the White Horse AMR will be produced by the end of the calendar year, reporting on the previous financial year.

The Council's previous AMR for 2015-16 is available on the council's website (<http://www.whitehorsedc.gov.uk/services-and-advice/planning-and-building/planning-policy/supporting-documents>).

Conclusion

This report shows that the development and adoption of the LP Part 1 has had a positive impact on housing delivery within the district. We are on track to continue to deliver a range of housing stock and tenures and the build out rates required to meet our requirement.

Scrutiny Committee



Report of Interim Head of Development, Regeneration and Housing

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To: Scrutiny Meeting

DATE: 14 December 2017



Slippage of Development and Housing Capital Schemes

Recommendation

That the Committee notes the contents of this report.

Purpose of Report

1. To explain slippage of development and Housing Capital Schemes

Strategic Objectives

2. Capital expenditure has been allocated to assist in the delivery of major development schemes that help achieve the following Corporate Priorities:
 - Housing and infrastructure
 - Sustainable communities and wellbeing
 - Building an even stronger economy

Background

3. Scrutiny Committee have asked for a report explaining slippages of development and housing capital schemes from the appropriate Council officers.
4. The capital budget for this working year allocated £415K to fund capital investment related to housing initiatives and £916.3K to fund capital investment projects related to the Housing Register and Homeless (see Vale Capital Budgets Table below).

Vale 2017/18 Development & Housing Capital Budgets		
Budget Title	Working Budget Full Year £	Actual Spend to date £
Housing Association Programme	387,000	0
Open Market Homebuyer Scheme	28,000	0
Housing Initiatives	415,000	0
Implementation of Online Web Advice	6,300	0
Housing Allocations	13,000	5,880
Housing Abingdon	885,000	0
Elmside Hostel	12,000	0
Housing Register & Homelessness	916,300	5,880
Development & Housing - Capital	1,331,300	5,880
Direct Service Capital Expenditure	1,331,300	5,880

5. £387k of the £415K for housing initiatives was allocated to a Housing Association Programme, and includes a commuted sum of £305K (received from a private retirement scheme in Wantage). The remainder of this funding comes from an historic grant received over 10 years ago, designed to help Council's assist affordable housing schemes being developed by registered providers.
6. The Housing Association Programme is aimed at developing and delivering community housing schemes being promoted by registered providers and organisations such as Oxfordshire Community Land Trust. At the time the funding was allocated, there was considerable discussion concerning a particular project that Oxfordshire Community Land Trust wished to pursue. This scheme is still ongoing and the subject of further discussions and these are taking longer than anticipated to reach a conclusion that confirms the funding is needed and enables officers to subsequently bring forward a Cabinet report for approval. As things stand, we would not anticipate being in a position to take this project forward for at least a further 12 months. Consequently, we will be looking to carry forward this funding into next years' budget.
7. The remainder of the capital allocated to housing initiatives i.e. £28K will no longer be required, since the programme that used this funding (The Open Market Homebuyer Scheme) has ended.

8. £885K of the £916.3K allocated to fund capital investment projects related to the housing register and homeless, was originally intended to be spent on acquiring temporary accommodation in Abingdon. However, based on the recommendations of the recently approved Temporary Accommodation Strategy, it was decided to use this funding to convert Vale's two temporary accommodation hostels, in Wantage and Faringdon, into self-contained units. The work has commenced to design the schemes. It is expected that the bulk of this funding will not be required until late 2018. Consequently, we will be looking to carry forward this budget into next financial year.

Financial Implications

9. The capital allocation is still required to achieve the same aims and, assuming that the Council is still able to allocate the same amount of funds, it is expected that this capital allocation will be rolled forward into next year's budget.

Legal Implications

10. There are no legal implications associated with the content of this report.

Risks

11. There are no additional risks associated with the content of this report.

Other Implications

12. None.

Conclusion

13. Slippage is mainly the result of an extended period taken to finalise plans for a community housing scheme being proposed by Oxfordshire Community Land Trust and the revised priorities outlined within the Council's Temporary Accommodation Strategy. These revised priorities meant that two new conversion schemes were identified and work is currently underway to realise these schemes. Unfortunately, revising priorities has led to a delay in utilising the capital budget, but this will be required to complete the schemes.

Background Papers

- None

Schedule for Scrutiny Committees 2017/18

(further items to be added to schedule as required)

Meeting date	Council	Agenda items	Purpose of Report	Cabinet members	Report Author	Head of Service	Strategic Lead
Tues 23 Jan	South	"Ask the Leader"	The Leader to answer members' and the public's questions	John Cotton			
		CIL spending strategy	To consider the draft strategy and comment on/make recommendations to Cabinet	John Cotton	Cathie Scotting	Adrian Duffield	
Thurs 25 Jan	Vale	"Ask the Leader"	The Leader to answer members' and the public's questions	Matthew Barber			
		Houses that people can afford	To consider what is being done/could be done to increase the number of houses for rent or sale that are truly affordable to the average working family or person	Roger Cox/Elaine Ware	Gerry Brough/Helen Novelle	Adrian Duffield/Gerry Brough	

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Agenda Item 7

		Partnership grants	To consider the criteria for grant funding organisations	Elaine Ware	Jayne Bolton	Adrianna Partridge	
Tues 6 Feb	South	Review of Final Draft Budget	To consider and comment on the draft budget prior to its consideration by Council	Jane Murphy	William Jacobs	William Jacobs	
Thurs 8 Feb	Vale	Review of Final Draft Budget	To consider and comment on the draft budget prior to its consideration by Council	Robert Sharp	William Jacobs	William Jacobs	
Tues 6 March	Joint	Community Safety Partnership Annual Report	To update the committee on the progress that the South and Vale Community Safety Partnership (CSP) is making to reduce crime and the fear of crime	Elizabeth Gillespie/Eric Batts	Liz Hayden	Margaret Reed	
		Spend on commuted housing sums	To receive an annual report on the status of commuted sum payments received and expenditure to date, including measurable Key Performance Indicators.	Lynn Lloyd/ Elaine Ware	Helen Novelle	Gerry Brough	
		Review of Communications Strategy	To monitor the effects of the Joint Communications Strategy	John Cotton/Matthew Barber	Andy Roberts/Jayne Bolton	Adrianna Partridge	

Tues 27 March	South						
Thurs 29 March	Vale						
Tues 29 May	South	S106 Agreements	To consider the annual monitoring report showing income/expenditure and balances	Felix Bloomfield	Cathie Scotting/Paula Fox	Adrian Duffield	
Thurs 31 May	Vale						

Potential items for future meetings (date to be determined):

For Joint Scrutiny

- Unitary process
- Science Vale Marketing campaign (first meeting of 2018/19 Municipal year) To receive an annual monitoring report on the success of the campaign (Mike Murray/ Robert Simister, Joy Kellaway, Gerry Brough)

For Vale Scrutiny

Items for future South Scrutiny Committee (date to be determined):

- Planning appeals
- S106 agreements

The Cabinet work programmes can be accessed via the following links:

South

<http://democratic.southoxon.gov.uk/mgListPlans.aspx?RPId=121&RD=0>

Vale

<http://democratic.whitehorsedc.gov.uk/mgListPlans.aspx?RPId=507&RD=0>

Meeting Start times: Joint: 6:30; South: 6:30; Vale: 7.00; 5CP: tbc

Scrutiny Work Item Preparation

Members are invited to consider the following headings for future agenda items

Item name

Date of report to Committee

What do we want to know about? What topics should the report provider include in their report to Scrutiny?

Who to invite to Committee? (Cabinet member(s) and Head(s) of Service). Anyone from outside agencies?