

# Scrutiny Committee



Author: Ben Duffy

Telephone: 07717271919

E-mail: ben.duffy@southandvale.gov.uk

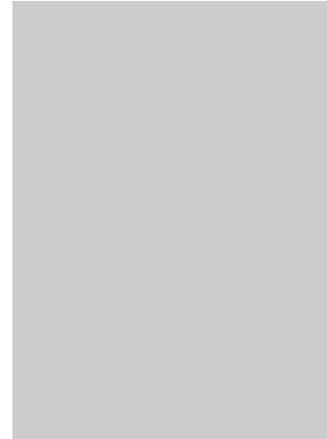
Cabinet member responsible: John Cotton

Tel: 01865 408105

E-mail: leader@southoxon.gov.uk

To: Scrutiny Committee

DATE: 28 November 2017



## Housing Delivery Update

### Recommendation

Scrutiny Committee to note the contents of the report and feedback any comments to the Cabinet Member for Planning.

### Purpose of Report

1. This report has been produced to monitor the progress of housing delivery. It sets our housing delivery performance since 2011, looking at total completions, affordable housing and delivery of Local Plan 2011 and Core Strategy strategic housing sites.
2. The report will also explore how the Joint Housing Delivery Strategy (JHDS) compliments the emerging Local Plan 2011-2033 and how it will contribute to the district's build rate.
3. Lastly, it will give a brief explanation of the Five-Year Housing Land Supply (FYHLS) and the expected timing of production of the Authority Monitoring report (AMR) and its contents.

### Strategic Objectives

4. Our strategic objective is Homes and jobs for everyone which seeks to deliver the right balance of housing including affordable housing.

### Background

5. The emerging Local Plan 2011-2033 set outs a housing requirement of 17,050 dwellings (775 dwellings per annum), which is required over the plan period to meet our objectively assessed housing need as 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 of residents in employment.

## Detail

### Annual Housing Delivery

6. Our annual Objectively Assessed Need (OAN) as set out in the SHMA published in April 2014 indicates we should provide between 725-825 dwellings per annum over the emerging Local Plan period 2011-33. The midpoint of this range is used by planning appeal inspectors where there is no up to date adopted plan and local plan examinations within Oxfordshire have tested the use of the midpoint and been found sound.
7. The table below shows the net number of dwellings delivered, between 01/04/11 to 31/03/17, against the annual target and the housing shortfall as at 31/03/17. It also shows the net gain of homes expected from permissions given in the planning year, though it is unlikely that sites permitted will be built out in the planning year they are given permission. Generally, you would expect that the larger the site, the longer the lead in time for construction to start, however this is dependent on a number of factors.

Table 1: Annual housing delivered; 2011 to 2017

South Oxfordshire	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Total
Annual completions	508	475	484	600	608	722	3397
Target	775	775	775	775	775	775	4650
Difference	-267	-300	-291	-175	-167	-53	-1253
Homes permitted	158	214	163	428	1961	1901	4825

8. 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. It should be borne in mind that this data relates only to new builds, and will therefore be lower than net additional dwelling figures in any case.
9. Council tax figures show a different net increase, which may be because 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 most likely lag some way behind other sets of data for this reason. A dwelling will only become banded once it is ready for occupation.
10. 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.)

Affordable Housing

11. The SHMA considered the provision of affordable housing within the district and determined that to meet the required need, 331 new affordable housing units are required every year for the period 2013 to 2031. To address this need, policy CSH3 in the adopted Core Strategy states that for housing developments providing a net gain of 3 or more dwellings the council will seek 40 per cent provision of affordable housing, subject to viability. Policy H9 in the emerging Local Plan seeks 40 per cent provision on sites of 11 dwellings or more, again subject to viability. This corresponds to changes made in March 2015 in the National Planning Policy Framework that states contributions to affordable housing should only be sought on developments of 11 dwellings or more. The table below provides the annual delivery rate of affordable dwellings, against the number of dwellings delivered countable according to the relevant policy in place.

Table 2: Delivery of affordable housing

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	Average
Total dwelling completions	508	475	484	600	608	722	566
Dwellings delivered-developments of 3 or more dwellings	471	415	449	559			473.5
Dwellings delivered-developments of 11 or more dwellings					363	548	455.5
Increase in affordable dwellings (renting and shared ownership)	194	143	187	114	180	172	165
% of affordable housing from eligible developments, according to policy (target 40%)	41.2	34.5	41.6	20.4	49.6	31.4	36.4

Update on Strategic Allocations

12. Below is a table outlining the status of strategic housing allocations in the Core Strategy and South Oxfordshire Local Plan 2011.

13. Overall, although only one site is under-construction and two are now progressing, the other sites have been slow, but we are working with site developers to bring these developments forward.

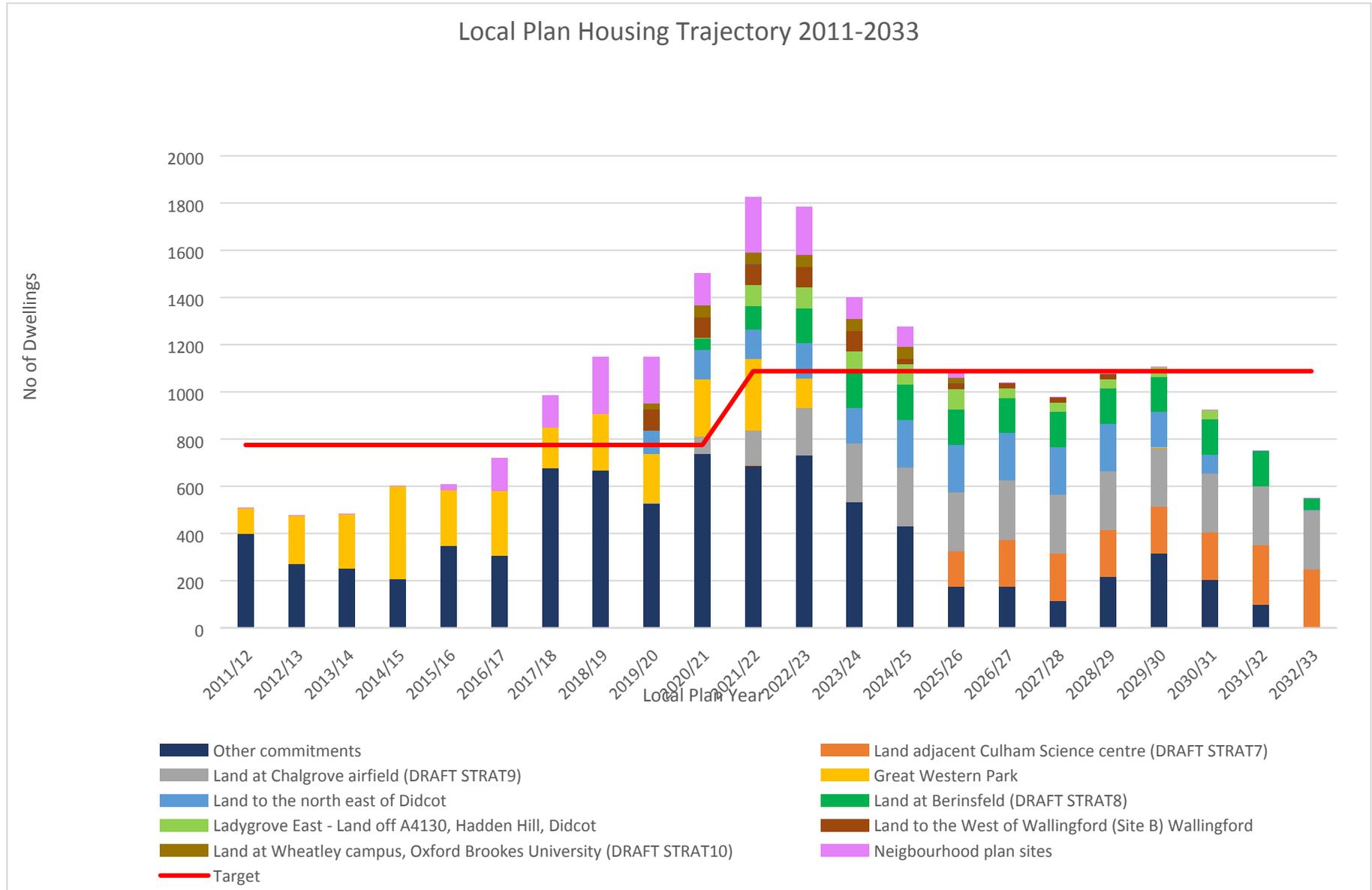
Table 3: Progress of allocated housing sites

Site	Site Allocation	Net Homes	Officer Comments
Former Carmel College Mongewell Park Mongewell Oxon OX10 8BU	SOLP 2011	166	Full permission given on 21/03/16. Development not started as of 31/03/17.
Great Western Park (South Oxfordshire site only)	Core Strategy	2736	Site is under Construction. 1449 built with 1287 left to construct (as of 31/03/17).
Ladygrove East - Land off A4130, Hadden Hill, Didcot	Core Strategy	642	Resolution to approve 18/05/06. No progress on S106. Needs new site plan.
Land to the West of Wallingford (Site B) Wallingford	Core Strategy	555	Outline approved 04/10/17.
Orchard centre phase II	Core Strategy	300	No application. Not expected to commence until 2028/29.
Vauxhall Barracks	Core Strategy	300	No application. Not expected to commence until 2028/29.
Land to the north east of Didcot	Core Strategy	1880	Outline application approved. Awaiting reserved matters application which is expected in early 2018.

Emerging Local Plan Trajectory

14. The Graph below represents the projected housing delivery for our district over the emerging Local Plan period 2011-2033. This includes the potential unmet housing need from Oxford City, shown by the increased target after 2020/21 supplied by the emerging Local Plan allocations. Projected housing delivery over the whole plan period shows how the council will meet its OAN. The graph is stacked to show the contribution from the emerging Local Plan strategic allocations, developments of 500 dwellings or more, and made neighbourhood plans.

Figure 1: Emerging Local Plan stacked trajectory graph



The table below shows the projected trajectory for sites delivery 500 dwellings or more.

Table 4: Sites trajectories (including 500+ dwellings)

Site	Net number of homes	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	Beyond
Land adjacent Culham Science centre (DRAFT STRAT7)	3,500									150	200	200	200	200	200	250	250	1,850
Land at Chalgrove airfield (DRAFT STRAT9)	3,000				75	150	200	250	250	250	250	250	250	250	250	250	250	75
Great Western Park	2,736	172	239	210	240	302	124											
Land to the north east of Didcot	1,880			100	125	125	150	150	200	200	200	200	200	150	80			
Land at Berinsfeld (DRAFT STRAT8)	1,700				50	100	150	150	150	150	150	150	150	150	150	150	50	
Ladygrove East - Land off A4130, Hadden Hill, Didcot	642					88	88	88	88	88	42	40	40	40	40			
Land to the West of Wallingford (Site B) Wallingford	555			88	88	88	88	88	23	23	23	23	23					
Land at Wheatley campus, Oxford Brookes University (DRAFT STRAT 10)	300		25	50	50	50	50	50	25									
<b>Totals</b>	<b>14,313</b>	<b>172</b>	<b>264</b>	<b>448</b>	<b>628</b>	<b>903</b>	<b>850</b>	<b>776</b>	<b>736</b>	<b>861</b>	<b>865</b>	<b>863</b>	<b>863</b>	<b>790</b>	<b>720</b>	<b>650</b>	<b>550</b>	<b>1,925</b>

Housing Delivery Strategy

15. The council faces a significant challenge in meeting its objectively assessed housing need. Thus, a Joint Housing Delivery Strategy has been developed to help increase the housing delivery rate from that achieved since 2011 (the first six years) to meet its overall target. The Draft Joint Housing Delivery Strategy, which has recently finished public consultation will work alongside our Local Plan to guide the development that is required. It looks to identify how the challenge can be met and ensure that local communities benefit from new housing.
16. 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 (HCA), 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.
17. The plan covers a ten year period from 2018-2028, which has been segmented into three 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
18. Years 4-6 will
  - 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.
19. It is expected that by the end of year 6 the council will have fully developed its ‘housing delivery enabler’ role. Years 7-10 will then involve
  - 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.

20. 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. Through improving the development management and planning processes the delivery strategy seeks to reduce the time it takes a development to go through the planning process, and start construction.
3. By coordinating infrastructure investment to prevent delays in sites being developed due to inadequate services.
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.

21. These methods working alongside the development principles set out in the emerging Local Plan 2011-2033 aim to enable us to meet our housing target.

#### Five Year Housing Land Supply and the Annual Monitoring Report

22. 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 FYHLS statement in May 2017 which demonstrated a 4.1 year supply. It can be accessed via the council's website, or via this [link](#).

23. 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 is a major focus in the adopted and emerging Local Plans. The council recently published the 2016/17 AMR on its website, which is available from this [link](#). Previous AMR's are also available from the council's website, or by following this [link](#).

## **Conclusion**

24. This report shows that development and expected adoption of the emerging Local Plan will have a positive impact on housing delivery. This will help us maintain and increase housing delivery rates.