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# **Bath & North East Somerset Council**

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## **Housing & Major Projects Policy, Development & Scrutiny report**

**24<sup>th</sup> July 2012**

**Development & Major Projects update- Derek Quilter  
Housing Services Update – Graham Sabourn**

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## Sustainable Development Overview

- The Development & Major Projects Directorate is responsible for providing a co-ordinated and integrated approach to the provision of Housing, Jobs, Business growth and Economic activity and is focused on delivering Sustainable Economic Growth as set out in the Economic Strategy of April 2010, the Smart Economic Growth Cabinet paper of November 2010 and Delivering Sustainable Economic Growth in B&NES Cabinet paper of November 2011.
- Work continues on Planning and Financing the Future programme (PaFF). This is being carried out to establish the impact of development upon viability and corporate financing.
- This work is set against a background of significant Government changes to funding and support, continuing macro-economic challenges and increasing pressure on housing; and the aspiration to progress the B&NES Development Agenda. The ability of the Council to deliver its priorities and aspirations in this area continues to depend on the alignment of policies in Planning, Transport and the ability of the Council to influence and encourage growth and development through its asset base and influence.
- There are significant challenges ahead in bringing forward development but there are also major opportunities through our Enterprise Area -Bath City Riverside, Bath Western Riverside and Bath Quays South. Also Norton Radstock Regeneration, MOD Sites, Keynsham, Somerdale and Temple Street. All of which could and should have significant ability to help the economic growth, development agenda and Housing delivery.
- The Directorate continues to review its capacity and organisation in order to respond to this agenda.
- The Directorate works to ensure that the agenda is rooted in the Administrations requirement to ensure local engagement.

# Part 1. Housing

## 1.1 Housing Delivery

- **Commitment**
  - The Core Strategy identifies a requirement for 11,500 homes between 2006-2026.
  - The Core Strategy was subject to an Examination in Public in January 2012, the inspector's findings are due in the spring.
  - Given the scope of the changes and demands of this the Strategic Director of Place has been given the corporate responsibility for developing a council-wide action plan to ensure a corporate co-ordinated approach to the delivery of housing, including affordable housing.
  - A review of the current arrangements within the council has been requested by the Strategic Directors Group. The report covers the capabilities and effectiveness of the organisation and the capacity currently in place to ensure housing delivery meets targets. The report will recommend actions necessary to ensure that there is a co-ordinated approach across the council and accountability to the Strategic Director of Place.
  
- **Delivery update and targets**
  - Based on demographic, migration, household and housing market indicators, the Bath and North East Somerset future housing growth requirements study concluded that in order for housing supply to absorb demographic change and support economic and employment growth potential it would need to increase by 12,000 dwellings to 2026. The Core Strategy plans for 11,500 homes as 12,000 presents unacceptable environmental and green belt impacts.
  - Specific priorities are emerging in respect of the needs of older people, including extra-care sheltered, and addressing the accommodation needs of the gypsy and traveller communities.
  - The Core Strategy identifies a requirement for 11,500 homes between 2006-2026. About 3,000 of these can be secured as affordable housing. The vast majority of development (about 90%) will take place on brownfield sites. To date 2600 units have been delivered (an average of c430 per annum) with a further 8900 (an average of 635 per annum) required by 2026 to achieve our targets. This requires a 47% increase in annual delivery rates to achieve our targets.
  - Affordability within the market remains critical and council is bolstering its affordable housing planning policy seeking 17.5% on small sites (5-9 dwellings) and an average of 35% or more on larger sites (10 plus dwellings).
  - The Council is working to achieve no less than 25% of the total new housing supply being affordable housing.

- Sufficient brownfield land has been identified to achieve these targets. However there remains some challenges in delivery:
  - § Working with the MOD and other partners to bring forward sites vacated in Bath, although a strong working relationship with the M.O.D has now been forged with the MOD working with the council in the preparation of the concept statements for each site. Public consultation on the concept statements is currently underway.
  - § Ensuring infrastructure is in place to allow development in Bath city centre sites (including Bath Western Riverside)
  - § High land values in Bath and Keynsham in particular
  - § Influencing other land owners to ensure disposal of other key sites (e.g. Somerdale in Keynsham and Polestar in Paulton)
  - § Reluctance of some developers to build, given the on-going uncertainty about house prices and availability of credit.

• **QPR: Housing Delivery - Year end 2011/12; forecast 2012/13**

	Target 11/12		Result 11/12	Target 12/13	Result 12/13	Comments
NI 154	<b>Market Sale</b>	440	460	460		Delivery 20 homes above target. New target above previous target.
NI 159%	<b>Market Sale</b>	100% (3011)	111% (3346)	100% (3176)	109% (3476)	A forward looking target measured at the start of the year. Target for next 5 years (to 2017) is 3176 (100%). Against this the Council (in its SHLAA) must show deliverable sites totalling 3335 (105%). SHLAA currently shows 3476. Note: target for next 5 years is subject to change pending Core Strategy Inspectors Report. Buffer may need to increase to 120% and/or housing target may change to reflect a possible 40/60% phasing of delivery either side of 2016. Further update to be provided during Q1
NI 155	<b>Affordable Housing</b>	25%	40.30%	50%	Prob O/T 64%	The target is to deliver 610 affordable homes during the period 2011/15 (4yr). Yr 1 performed ahead of target with 246 units (40.3%); Yr 2 of 4 is projecting completion of 390 homes out of 610

### West of England Housing Delivery Panel (HDP)

- Following an Official Journal of the European Community (OJEC) compliant tender process, initiated in 2010, we have recently signed up to a four year framework of selected housing providers which aims to:
  - § Increase jobs and new homes;
  - § Develop better engagement and collaboration;
  - § Improve quality and innovation;
  - § Maximise investment and delivery;
  - § Assist “state aid” requirements
- This framework agreement replaces the former “HomesWest Partnership” with Sovereign, Sarsen, Knightstone and Somer Housing Associations that officially ended on 30 September 2011;

### Homes & Communities Agency Investment Framework 2011-15

- **National Affordable Housing Programme (NAHP)** - 17 investment partners (Registered Providers) have been approved with bids proposing new supply within the West of England. The 17 include 14 housing associations and 3 house-builder developers; nationally there are 146 approved bidders. Detailed contracts are agreed with the 14 HAs and one developer; the other two remain pending.
- **Empty Homes Programme** – The 2012-15 programme involves £100m of investment and a further £50m for community groups and social enterprises as well as Registered Providers. West of England bids received some success with allocations secured by Jephson Homes and Knightstone but focussed on Bristol City.

- The Coalition Government published '**Laying the Foundations: A Housing Strategy for England**' in November 2011. It sets out a package of reforms to:
  - § Get the housing market moving again
  - § Lay the foundations for a more responsive, effective and stable housing market in the future
  - § Support choice and quality for tenants
  - § Improve environmental standards and design quality
  
- Getting the housing market moving includes several initiatives, including:
  - § £210m FirstBuy scheme – announced in March 2011 budget to help 10,000 first-time buyers
  - § Bringing forward publicly held land to provide up to 100,000 new homes
  - § New Build Indemnity Scheme helping 100,000 homebuyers with up to 95% mortgages
  - § £420m **Get Britain Building Fund** to bring forward or restart stalled housing development sites, requiring delivery from June 2012 and completion of eligible dwellings by December 2014.
  
- **Positive Key issues in relation to Housing:**
  - **BWR**
    - Phase 1 underway. 60 homes (48 affordable) are expected to complete in 2012.
    - Remaining 240 (including 52 affordable) between 2012/13 and 2014/15. 'Strategic Housing Land Availability Assessment' (SHLAA) expects phase 2 to begin to deliver from 2015/16 subject to removal of the gas holders.
  - **Somer Schemes in Bath** – progressing well and in line with SHLAA trajectory.
  - **MOD**
    - The MOD have confirmed that, following the transfer of 1,700 – 2,000 staff currently based in Bath to Abbey Wood in South Gloucestershire they will dispose of their three sites in Bath by March 2013. This will cover 33ha of land in total at Foxhill, Warminster Road and Ensleigh.
    - The MOD, in conjunction with the Council and the HCA, prepared a Project Delivery Plan ( PDP ) which covered :

- § Preparation of concept statements including community consultation and stakeholder engagement for each of the MOD sites
  - § The marketing and disposal of the MOD sites
  - § The relocation programme & procedures for Bath based MOD staff
  - The Council is leading on the preparation of Concept Statements, which were consulted upon in a programme of public consultation that ran from 24<sup>th</sup> April to 31<sup>st</sup> May, with the intention of seeking their adoption by Council in September 2012
  - The SHLAA estimates for all three sites is c1200 homes. The SHLAA target figures are clearly outlined in the Concept statements prepared for each site.
  - More details on this project are included in Section 2.1 of this report.
- **South West Keynsham (K2)** - Planning permission for 285 homes granted at appeal. Decision received 22<sup>nd</sup> July 2011. Essential to SHLAA housing delivery trajectory that the Council now progresses its part of the site and that it begins to deliver within the next couple of years. Property Services have now instructed their agents to market the site. Initial bids will be produced by Property Services shortly. Property Services are currently negotiating a timetable for a decision when all bids have been received.
  - **Somerdale** – Kraft have announced that Taylor Wimpey has been selected as their preferred developer for Somerdale. D&MP and Development planning are working closely with Taylor Wimpey to agree the consultation process and planning strategy. Taylor Wimpey intend to submit a planning application for the scheme by the end of November 2012.
  - **NRR** – Linden Homes remain intent on progressing the scheme.
  - **Polestar Phase 1** – Major elements delivered but development of final quadrant of site (c.30 flats) has been delayed
  - **Polestar Phase 2** – Bovis Homes site – first phase comprising 39 dwellings under construction, first handovers (17 affordable homes) took place in December 2011

## 1.2. Housing Services Update: GRAHAM SABOURN

Housing Services had 27 performance indicators for 2012/13. Performance to date is mixed. The table below details the full list of indicators, target, year to date actual and RAG assessment. It can be seen that the number and percentage of green; amber & red RAG assessments were 20 (74%); 5 (18%) & 1 (4%) respectively. In this scenario Amber refers to a narrow miss, that is, achieved in excess of 95% of the target.

### Housing Performance Key Indicators (April 2012 - June 2012)

	<u>Performance Indicator</u>		<u>YTD Actual</u>	<u>YTD Previous</u>	<u>YE Target</u>
	<b>Customer focus</b>				
1.	Customer Service Standard: Overall satisfaction with the service % (Q)	↑	92.7%	90.7%	90%
2.	Customer Service Standard: Complaints responded to within 20 working days % (Q)	↑	100%	66.7%	85%
3.	Customer Service Standard: Letters responded to within 20 working days % (Q)	→	100%	100%	85%
4.	Customer Service Standard: Telephone calls answered with 20 seconds % (Q)		Data not available	92%	90%
5.	Undisputed invoices paid within 30 days % (Q)	↓	75.9%	84.5%	90%
6.	Equalities Impact Assessments - % of services covered by current (4yr) EIA (Q)	→	80%	80%	100%

7.	Housing Condition requests from private rented tenants investigated within 5 working days % (Q)	↑	99%	96.8%	90%
8.	Average time for major adaptations to be completed from initial enquiry to B&NES Access Team (weeks) (M)	↓	35	32	46
9.	Housing Multiple Occupation licences issued within 12 weeks of valid application % (M)	→	100%	100%	85%
10.	Homeseach applications entered on the system within 10 working days % (M)	↑	96.2%	95.5%	90.5%
11.	Medical priority decisions made within 30 working days (M)	↑	97%	96.7%	90.5%
	<b>Access to affordable housing</b>				
12.	Client nominations to Registered Providers within 20 working days of property advert deadline (M)	→	100%	100%	95%
13.	General needs properties secured by Group A and B clients (M)	↑	63.6	60%	80%

	<u>Performance Indicator</u>		<u>YTD Actual</u>	<u>Previous Period</u>	<u>YE Target</u>
	<b>Preventing homelessness</b>				
14.	Households in temporary accommodation (M)	↓	26	22	37
15.	Potential homeless cases where our intervention has prevented homelessness and/or the need to secure temporary accommodation (M)	↓	25.4%	28.2%	22%

16.	Homeless applications determined made within 33 working days (M)	↑	96.8%	94.1%	85%
17.	Supported Lodgings clients, whom when moved on, did so in a planned manner % (Q)	↑	100%	87.5%	70%
18.	Homefinder tenancies that are successfully* sustained % (Q) (*Successful = in place for 1 year or more)	↓	79.7%	93.2%	60%
<b>Delivering new affordable housing</b>					
19.	NI 155 - Affordable homes delivered against the 4 year cumulative target % (Q)	↑	46.7%	40.3%	50%
<b>Affordable Warmth</b>					
20.	Number of properties in B&NES receiving one or more energy efficiency measures (Q)	↓	34	54	300
21.	Properties receiving one or more energy efficiency measure that are occupied by residents vulnerable to excess cold hazards % (Q)	↓	79.4%	91.8%	80%
<b>Private sector renewal</b>					
22.	Number of properties made safer and healthier - properties where a health and safety improvement has been made=Community safety measures, enforcement, adaptations, HIA, energy efficiency improvements (Q)	↓	146	175	700

23.	Properties made safer and healthier that are occupied by vulnerable residents (this estimate assumes properties improved by accreditation and enforcement are not vulnerable) % (Q)	↓	71.9%	77.7%	75%
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	<b><u>Performance Indicator</u></b>		<b><u>YTD Actual</u></b>	<b><u>YTD Previous</u></b>	<b><u>YE Target</u></b>
24.	Private rented homes accredited with B&NES property accreditation scheme % (Q)	↓	13.3% <sup>1</sup>	24.5%	20%
25.	Empty properties brought back into use *Cumulative over financial year (No.) (Q)	↑	24	0	45
	<b>Staff</b>				
26.	Performance development reviews completed % (Q)	↑	45%	25%	100%
27.	Staff sickness (excluding long term) % (M)	↑	1.8%	2.3%	4%

1. The number of private rented properties has increased from the 2004 Housing Condition survey of 7400 to 13730 in the 2011 survey which has had an impact on this figure.

## **Part 2.**

# **Major Projects & Development**

## 2.1 Development & Regeneration

### ○ Somerdale

- Kraft has appointed Taylor Wimpey as preferred developer for the Somerdale site who, under the terms of their contract, are required to submit a planning application by 30<sup>th</sup> November 2012. Officers within Development & Major Projects are leading on proactively engaging with Taylor Wimpey to shape the proposals for Somerdale and facilitate sustainable growth. Officers and relevant Cabinet Members held a workshop to discuss key issues and requirements.

In July 2012, Cabinet are considering a report which sets out the Council's policy with regard to the redevelopment of Somerdale. In particular, it highlights the evidence base that supports the emerging policy within the Draft Core Strategy.

- Deliver new housing – 650-700 new homes, with 35% affordable housing that is pepper-potted throughout the housing development.
- Deliver employment land / premises to create 1000 new jobs be unmistakably and identifiable as Somerdale, but be integrated with the existing town.
- Create a new primary school and early years facility
- Re-provide the Fry's Club and associated sports pitches
- Take the opportunity to deliver a site that meets the highest level of sustainable transport, in particular:
  - § Take advantage of the adjacent rail station
  - § Deliver new cycle links to both within Keynsham and further afield to Bristol and Bath
  - § Provide appropriate and safe access
  - § Ensure sufficient penetration of the site for bus services.
  - § Enhance Keynsham's green infrastructure and open up access to the river and the Hams.
- Evoke the history of the site – from early Roman through to chocolate manufacture, telling the story of Somerdale and its setting
- Fully explore the potential of retaining the existing buildings. Any replacement buildings need to be of exceptional quality and should take reference from the height, scale and character of the building

- Respond to the Council's commitment of reducing the area's CO2 emissions by integrating sustainable design and construction within the development at Somerdale including the incorporation of district heating infrastructure
  - Retain and enhance the avenue of trees in Somerdale Road.
  - In order to promote the Bath and North East Somerset Economic Strategy, Cabinet wish to encourage:
    - § A new commercial market for Keynsham attracting the Higher Value Added sectors
    - § A range of housing types and sizes that supports the overall vision for the site and the potential employment offer.
  - Taylor Wimpey have indicated that they intend to submit proposals for the development of the Somerdale site for consideration through the Council's Planning Pre-Application process ("Development Team"). These submissions are expected during this summer, and the developers wish this process to have been concluded in time for their proposed submission of formal Planning applications before the end of November 2012.
- **Planning & Financing the Future**
    - The Council has commissioned the "Planning & Financing the Future" ( PaFF ) project to gain a better understanding of the issues and constraints surrounding the delivery of development sites linked to a financial model which will assess the impact on the Council's income and expenditure streams over time.
    - The project is a response to the new and emerging income streams available to local authorities such as New Homes Bonus (NHB), Tax Increment Finance (TIF), Community Infrastructure Levy (CIL) and the potential for retention of Business Rates which are linked to the delivery of housing and employment growth
    - The PaFF project will initially consist of a pilot study to develop a delivery and funding model based on the Bath City Riverside "City of Ideas" Enterprise Area that has the potential for rolling out the project across the whole of B&NES.
  - **Bath City of Ideas Enterprise Area**
    - In 2011 the West of England Local Enterprise Partnership (LEP) determined that Bristol Temple Quarter would be given a new designation as an Enterprise Zone. The LEP also agreed the establishment of 5 Enterprise Areas within the West of England. One of these is Bath City Riverside.

- Work continues to articulate the scope of the Bath Enterprise Area. Key activities are:
  - § A study has been commissioned to identify options for the delivery of up-stream flood storage as part of a Strategic Flood Risk Management Strategy for the river corridor in Bath.
  - § Work has started to develop a policy basis which will help to ensure speedy delivery of sites within a target framework
  - § Progression of discussions with interested development parties.
  - § Work is progressing to produce 'Development Values' for Bath Quays South.

- **London Road:**

- A decision on the preferred bidder for 3 & 4 Longacre has been made. Property services are negotiating with the preferred bidder and are expected to instruct solicitors within the next few weeks.
- The future of Caroline House is still being discussed between PfP and the Council and an update will follow in due course
- London Road budget to deliver physical regeneration £750k for 2012/13 was approved by Cabinet 13<sup>th</sup> June 2012 for delegated officer decision on individual budget elements.
- A new community group 'The Gateway Group' has been formed to make recommendations to the Sponsoring Cabinet Member of projects to be tested and assessed against agreed criterion. If and when approved, projects will be delivered by a delivery team headed by Development & Major Projects.

- **MOD Sites:**

- The M.O.D has announced that its sites at Ensleigh, Foxhill, and Warminster Road are surplus to requirements for military use. Relocation of staff to M.O.D Abbey Wood has already commenced with the M.O.D expecting to have vacated the sites by March 2013, although a portion of the Ensleigh site is anticipated to remain in active M.O.D use until approximately 2018. The M.O.D intends to start marketing the sites from September 2012.
- The three M.O.D sites are of significant importance to Bath and North East Somerset in terms of housing delivery. The sites are identified within the Strategic Housing Land Availability Assessment (SHLAA) as providing circa 20% of Bath's housing

units as set out in the Council's Draft Core Strategy in the period up to 2026. The sites provide a significant opportunity to address housing need issues within Bath, together with having the potential to create strong vibrant communities.

- A steering group has been formed that includes senior representatives from the M.O.D, Bath & North East Somerset Council and the Homes and Communities Agency. The role of the Steering Group is to provide overall project direction to the project and to make or ratify key project decisions. A cross -service project team has been created to co-ordinate the preparation of a Concept Statement for each site.
- For sites such as these, the Council would normally prepare formal planning policy through a Development Plan Document (DPD) but because there is insufficient time in the disposal timescale to complete this statutory process, the Concept Statements are being prepared instead. However, the Concept Statements are the first stage in the preparation of the Council's Placemaking Plan (Site Allocations DPD) and their preparation will be subject to the initial stages of statutory Plan preparation, including public consultation. This will provide sufficient planning weight to provide a basis for on-going discussions with developers.
- The concept statements set out in a concise manner:
  - The aspirations for each site,
  - The key planning priorities and requirements for new development,
  - The process setting out how developers (once the sites have been sold) should engage with local communities.
- A project plan was agreed with the M.O.D that enabled the three Concept Statements to be prepared and by the Council to meet with MoD's disposal timescales. The Concept Statements have undergone a period of public consultation ahead of being submitted for approval by Cabinet in September 2012.

### Other Council projects:

- **River Group**

- The Economic Community & Development Policy Development & Scrutiny panel on the 24<sup>th</sup> of May 2012 re scheduled the presentation of the River corridor Group due to the amount of information contained in the report.
- The Panel is likely to ask for a one day special scrutiny meeting in September to consider the overall report. The way forward is currently being prepared in conjunction with scrutiny members.

- **Flood Mitigation**

- Consultants have been appointed to carryout hydrological assessment work of the proposed site for upstream storage. The work will be in two phases and should take approximately 4 weeks to complete. The results and recommendations will be the subject of consultation prior to the development of detailed scheme proposals.

## 2.2 Council Direct Projects

- **Keynsham New Build & Regeneration**

- Project remains on programme and budget
- Meeting held with English Heritage to discuss any concerns
- Wessex Water have withdrawn their objection to the planning application on the basis that the sewers underneath the car park will be diverted
- Archaeology trial trenches have been completed
- The planning application is being considered by the Planning Authority. The case officer has indicated that it would be making a report and recommendation which will go before the August 2012 planning committee.

- **Southgate**

- Station works are progressing well and open to the public- anticipated in the autumn 2012
- Practical completion under the Development Agreement Act anticipated October 2012
- Land transfer registration is anticipated end of November 2012

- **Public Realm**

- **Preparatory Projects -City Info, Street Furniture & Pattern book**

- § Monoliths installation commenced spring 2012 will complete final September 2012
- § Printed artwork/map distribution –talks are taking place with Bath Tourism & Future Bath Plus for leading going forward.
- § Street Furniture – Invitation to Tender stage have been issued
- § Pattern Book aim to complete April 2013.

- **High Street**

- § Contractor appointed – North Midland Construction
- § Construction works to Northumberland Place are to commence July 2012.
- § Traders have been consulted and are continue to liaise
- § Planned completion March 2013.

- **Guildhall Tech Hub**

- Scheme now fully outlined consisting of building refurbishment
- Due to commence works September 2012.
- Procurement will include local firms for the works
- Security access will be installed to zone off sections of the Guildhall and ensure safety to occupants

### Children's Services

- **Ralph Allen School Applied Learning Centre and all weather pitch**

- Project Budget and programme under review following tender return.
- Tenders for main contractor have been received and revised prices will be requested following a Value Engineering exercise.
- Planning decision expected June 2012
- Revised tenders will be received July 2012

- **St Gregory's & St Mark's**

- Project remains on programme and budget
- Design developed in response to further comments from the Planners
- Design developed in response to the cost plan
- Planning application submitted during w/c 11<sup>th</sup> June 2012
- Main Contractor Invitation To Tender issued during w/c 11<sup>th</sup> June 2012
- Slow worm translocation site has been established
- Reptile translocation is going ahead and will be relocated end July 2012

- **Wellsway Sports Centre**
  - Project remains on budget
  - Completion Date due end September 2012.
  - Handover October 2012
  
- **Oldfield School Bath**
  - Project is within budget and on programme
  - Major Projects Handover completed 25<sup>th</sup> June 2012
  
- **BWR**
  - **Residential occupations**
    - § First private residents moved into houses in April 2012
    - § Affordable units now fully occupied
    - § Shared ownership occupations increasing with strong market interest for the shared ownership product
  
  - **Phase 1b**
    - § Residents have taken occupation & sales are going well.
  - **Phase 2**
    - § Occupation due 2013
  
  - **BWR Main scheme**
    - § Crest are progressing terms with Wales and West to decommission the gas holders
    - § Planning Applications for the next phases are expected in July 2012

- **Victoria Bridge**

- **Temporary works (Phase 2)**

- § Ramp installation completed, and route across Bridge opened to public on 21<sup>st</sup> May 2012.

- § Temporary crossing will need to be closed again when phase 3 works commence, (early 2013).

- § Periodic monitoring of temporary works is ongoing.

- **Permanent works (Phase 3)**

- § Approval received from June Cabinet meeting to deliver phase 3 of project.

- § Tender evaluation for phase 3 designer completed and recommendation for appointment circulated internally for approval.

- § Design work expected to commence in July.

- § Works to commence in 2013. Completion May 2014.

- **Bath Transport Package**

- All Tenders returned and assessed.

- Full Approval documentation issued to DfT on 31 May 2012. Awaiting DfT response

- Cabinet paper for Capital approval drafted for July 2012 Open Cabinet.