

To: City Executive Board

Date: 25 May 2011

Report of: Head of City Development

Title of Report: Sites and Housing Development Plan Document
Preferred Options Document

Summary and Recommendations

Purpose of report: To approve the Sites and Housing Development Plan Document Preferred Options Document for consultation.

Key decision: No

Executive lead member: Councillors Colin Cook

Policy Framework: The allocation of sites for housing, protection of employment and development in regeneration areas is fundamental to achieving objectives of the Council's Corporate Plan 2011-15 (A vibrant and sustainable economy; Meeting housing need; Strong and active communities) and the Oxford Sustainable Community Strategy (Affordable housing), Oxford's Regeneration Framework and the Oxfordshire Local Investment Plan. The production of the DPD will fulfil a key element of the Local Development Framework and build on the strategic policies set out in the Oxford Core Strategy.

Recommendation(s): Members of the City Executive Board are asked to:

1. approve the Sites and Housing DPD Preferred Options document for consultation; and
2. authorise the Head of City Development, in consultation with the Executive Board Member, to make any necessary editorial corrections to the document and to agree the final version before publication.

Appendix 1 – Preferred Options Document
Appendix 2 – Risk Register

Summary

1. The purpose of this report is to seek approval for the Sites and Housing Development Plan Document (DPD) Preferred Options document for consultation. Information that is gathered through the consultation will be used to shape the Proposed Submission stage that follows at the end of 2011.

Background to the Sites and Housing Document

2. The Sites and Housing DPD will be part of Oxford's Local Development Framework and will ultimately be one of the documents against which planning applications are judged. The final adopted version of the Sites and Housing DPD will allocate sites for development for housing, employment and other uses and include detailed planning policies that planning applications for residential development will be judged against.
3. The pre-production stage involved background work to develop the preferred options document. For the housing policies we gathered evidence from a wide range of information sources including from representatives of the house building industry, key stakeholders and with internal colleagues including the Housing and Communities team. For the site allocations we contacted major landowners to ask if they had sites they wanted to put forward for allocation and we asked them to suggest uses. These sites were considered for their suitability for development against high level strategic policies and filtered to produce a refined list of sites.
4. During late November and early December 2010 we held a series of public consultation events across Oxford to involve local communities in the earliest stages of discussions about potential sites and housing issues before any decisions were made. The consultation focused on contacting local people and local groups. The comments received from this consultation are one of the considerations that have helped us determine the options in this document. We published a report on the consultation in February 2011.

The Preferred Options Document

5. This Preferred Options document is the first formal stage in the production of the DPD, setting out a range of options for consultation. The structure of the options document is as follows:
 - **Introduction section**
 - **Part A** containing options for the "Housing Policies"
 - **Part B** containing options for the "Site Allocations" including maps
 - **Appendices, Glossary and Frequently Asked Questions**

6. The housing policies section (Part A) sets out options and identifies a “preferred option” for a range of housing issues including affordable housing, design, parking standards, student accommodation and Houses in Multiple Occupation. Key outcomes of the preferred option are:
- A revised planning policy on affordable housing, which maintains the requirement for 50% affordable housing on sites of 10 or more dwellings, and additionally seeks a financial contribution from smaller sites, and seeks a financial contribution from student accommodation developments of 20 or more rooms;
 - A revised planning policy on energy efficiency, which formalises the requirement for 20% of a site’s energy requirements to be generated on-site for 10 or more dwellings (or 20 or more student rooms), and brings planning policy into line with changes to building regulations from 2013;
 - Introduces a new policy on Houses in Multiple Occupation, which proposes a maximum of 20% of houses in any 100m stretch of residential street permitted (with HMOs anywhere above this threshold being resisted), following the introduction of new local planning powers;
 - Introduces a refined policy for new student accommodation, which resists student accommodation in quieter residential streets;
 - A revised set of standards for residential parking, reflecting best practice to allow efficient use of on-street parking as an alternative or additional to on-plot parking;
 - Updates local policies on design of residential buildings, including internal and external space and amenity standards for new homes, and a new policy to require all developments to be built to Lifetime Homes standard;
 - A review of policy on key worker housing that ensures such developments contribute affordable housing;
 - A review of policy on residential boat moorings, to ensure new proposals are managed fairly and effectively.
7. The site allocation section (Part B) sets out options for each of the individual sites. A “preferred option” is identified for each site in the light of the information on deliverability and whether it would help meet a Core Strategy key priority or priorities. 75 sites are proposed for allocation. Key outcomes of the preferred options are:
- 34 of the sites have housing as a required use with a further 17 sites with housing as a possible use on the site meaning that housing could be delivered on almost 70% of the sites being proposed for an allocation. Of these five sites have been identified specifically to help the County Council deliver new Extra Care housing for the elderly;
 - 11 sites would be allocated or protected for employment uses and two of these would be for start-up units which would encourage small businesses and diversify the employment base;
 - Sites are identified for redevelopment in each of the five regeneration areas identified in the Core Strategy which include new housing and community uses;

- New public open space would be provided in many areas of the city as a result of developing some private open space for housing or other uses;
- Sites for new student accommodation have been identified to help the two universities take students out of family housing. These sites are located away from quieter residential streets in line with the new emerging policy on the location of student accommodation.

Consultation approach

8. Consultation will take place after approval by CEB which will be a formal 6 week consultation. The consultation that took place at the Pre-Options stage was very well received. We intend to contact the same people and groups that we did at that stage as well as anyone else who was involved at that consultation who wants to be contacted. We will also contact stakeholders, statutory bodies and landowners of the sites. We will also track the document through the new neighbourhood fora.
9. Consultation will be in the form of a questionnaire and can be responded to via email, hard copy or through the online consultation system. Information that is gathered through the consultation will help inform the Proposed Submission document that the City Council will submit to the Secretary of State which will contain detailed policy wording. The Proposed Submission document is expected to be published towards the end of 2011 when there will be another opportunity for the public and stakeholders to comment.

AAP timetable

10. The following AAP timetable reflects the City Council's ambition to bring forward sites for new housing and other uses and to introduce new housing policies that will deliver more affordable housing. The indicative timetable is as follows (subject to change)

Undertook Pre-Options informal consultation	Nov/Dec 2010
Publish and consult upon Sites and Housing DPD Options Documents and draft Sustainability Appraisal	Jun/Jul 2011
Publish and consult upon Sites and Housing DPD Proposed Submission Document and final Sustainability Appraisal	Jan/Feb 2012
Submission to Secretary of State	Mar 2012
Examination in Public	Jun 2012
Adopt Sites and Housing DPD	Oct 2012

Level of risk

11. The contribution of new housing and affordable housing is a key priority for the Core Strategy, Sustainable Community Strategy and Corporate Plan. Failure to proceed with consultation on the Preferred Options will

lead to a delay in the adoption of new housing and site allocation policies and ultimately the delivery of housing and affordable housing.

12. New additional policy requirements on residential developments could have a negative impact on residential sites coming forward for development, however, risk has been minimised by the production of background evidence to support the approach and have ensured a flexible policy.
13. The risk register is attached as Appendix 2.

Climate change and environmental impact

14. The DPD focuses development away from areas at the greatest risk of flooding and with highest biodiversity value and makes the most efficient use of previously developed land. It encourages a low carbon lifestyle by locating new hospital and academic uses on existing sites; focusing developments that attract a large number of people in the most accessible locations and providing new homes and buildings that use energy and water efficiently.
15. The DPD is subject to the Sustainability Appraisal/Strategic Environmental Assessment process. That process uses sustainability indicators to assess the potential impact of development options emerging from the DPD. The Sustainability Appraisal will be published for consultation alongside the Preferred Options document.

Equalities impact

16. The Sites and Housing DPD aims to deliver mixed and balanced communities by delivering new housing, including a significant proportion of affordable housing. There are sites identified for Extra Care housing and for new housing and community facilities in regeneration areas. The DPD will encourage all new homes to meet Lifetime Homes standards and that a proportion are either wheelchair accessible or able to be adapted for wheelchair users.

Financial implications

17. The costs associated with the production of the DPD are being met through the current resources of the Planning Policy team and budget.

Legal Implications

18. There are no specific legal implications arising from the recommendations set out in this report. There are legal requirements that must be followed through the production of the DPD which will be considered by the Inspector at examination.

Name and contact details of author:

Laura Goddard; lgoddard@oxford.gov.uk extension: 2173

List of background papers: None

Version number: 3

Appendix 2 – Risk Register

No.	Risk Description Link to Corporate Obj	Gross Risk		Cause of Risk	Mitigation	Net Risk		Further Management of Risk: Transfer/Accept/Reduce/Avoid		Monitoring Effectiveness				Current Risk	
		I	P			I	P	Action: Action Owner:	Outcome required: Milestone Date:	Q 1	Q 2	Q 3	Q 4	I	P
					Mitigating Control: Level of Effectiveness: (HML)			Action: Action Owner: Mitigating Control: Control Owner:	Outcome required: Milestone Date:	Q 1 ☹	Q 2 ☹	Q 3 ☹	Q 4 ☹		
50	1 The DPD Preferred Options document does not receive approval from CEB to proceed to consultation meaning that proposed new housing policies and site allocations would be delayed. (Meeting housing need)	3	2	Lack of agreement with members and officers and political disagreement with the content of the Preferred Options document.	Mitigating control: The Preferred Options document has been carefully structured and written to an appropriate level of detail. It reflects technical studies and information from landowners and consultation with the public and Members at the pre-option stage. It sets out options and principles rather than detail. The preferred options have been shared with lead officers from key city departments in advance of the Committee. Level of Effectiveness: M	3	1	Action: The Head of City Development in consultation with the Executive Board Member is delegated to make any necessary editorial corrections to the document before publication. Action Owner: Alison Bailey Mitigating Control: In event that the Preferred Options document is not approved. Revise the DPD timetable to allow a re-draft. Control owner: Michael Crofton-Briggs	Outcome required: Preferred Options document is approved by CEB for consultation with the community and stakeholders Milestone Date: 25 th May 2011						
	2 New additional policy requirements on residential developments could have a negative impact on residential sites coming forward for development (Meeting housing need)	3	3	Lack of evidence to justify policy requirements	Mitigating control: Background study commissioned which assesses the viability of developments with additional policy requirements Level of Effectiveness: H	3	2	Action: The Head of City Development in consultation with the Executive Board Member is delegated to make any necessary editorial corrections to the document before publication. Action Owner: Matt Bates Mitigating Control: In event that the viability is affected, sufficient flexibility in the type and level of affordable housing to allow delivery of the site (subject to adequate viability evidence only) Control owner: Michael Crofton-Briggs	Outcome required: Successful Implementation of adopted policies Milestone Date: From adoption of the DPD due October 2012						