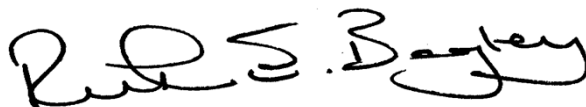


Date of issue: Wednesday, 9 November 2016

<b>MEETING</b>	<b>OVERVIEW &amp; SCRUTINY COMMITTEE</b> (Councillors Nazir (Chair), Strutton (Vice-Chair), Bedi, N Holledge, Parmar, Sadiq, A Sandhu, R Sandhu and Usmani)
<b>DATE AND TIME:</b>	THURSDAY, 17TH NOVEMBER, 2016 AT 6.30 PM
<b>VENUE:</b>	VENUS SUITE 2, ST MARTINS PLACE, 51 BATH ROAD, SLOUGH, BERKSHIRE, SL1 3UF
<b>DEMOCRATIC SERVICES OFFICER: (for all enquiries)</b>	SHABANA KAUSER 01753 787503

NOTICE OF MEETING

You are requested to attend the above Meeting at the time and date indicated to deal with the business set out in the following agenda.



**RUTH BAGLEY**  
Chief Executive

AGENDA

PART 1

**AGENDA**  
**ITEM**

**REPORT TITLE**

**PAGE**

**WARD**

Apologies for absence.

**AGENDA**  
**ITEM**

**REPORT TITLE**

**PAGE**

**WARD**

**CONSTITUTIONAL MATTERS**

1. Declaration of Interest

*All Members who believe they have a Disclosable Pecuniary or other Pecuniary or non pecuniary Interest in any matter to be considered at the meeting must declare that interest and, having regard to the circumstances described in Section 3 paragraphs 3.25 – 3.27 of the Councillors' Code of Conduct, leave the meeting while the matter is discussed, save for exercising any right to speak in accordance with Paragraph 3.28 of the Code.*

*The Chair will ask Members to confirm that they do not have a declarable interest.*

*All Members making a declaration will be required to complete a Declaration of Interests at Meetings form detailing the nature of their interest.*

2. Minutes of the Last Meeting held on 15 September 2016 1 - 6

3. Action Progress Report 7 - 8

**SCRUTINY ISSUES**

4. Member Questions

*(An opportunity for Committee Members to ask questions of the relevant Director/ Assistant Director, relating to pertinent, topical issues affecting their Directorate – maximum of 10 minutes allocated).*

5. Call In: Housing Revenue Account Business Plan 9 - 44 All

6. Performance and Financial Management Report Quarter 2 - Verbal Update - All

7. Adult Social Care Transformation 45 - 94 All

8. Housing Issues - Future Approach to Scrutiny 95 - 100 All

9. Local Plan 2016-2036: Issues and Options Consultation 101 - 150 All

**MATTERS FOR INFORMATION**

*(The Committee will consider any reports marked to be noted/for information and determine whether future scrutiny is considered necessary: maximum of 5 minutes allocated).*



<u>AGENDA ITEM</u>	<u>REPORT TITLE</u>	<u>PAGE</u>	<u>WARD</u>
10.	Forward Work Programme	151 - 156	All
11.	Members Attendance Record 2016/17	157 - 158	-
12.	Date of Next Meeting - 12 January 2017		

**Press and Public**

You are welcome to attend this meeting which is open to the press and public, as an observer. You will however be asked to leave before the Committee considers any items in the Part II agenda. Please contact the Democratic Services Officer shown above for further details.

The Council allows the filming, recording and photographing at its meetings that are open to the public. Anyone proposing to film, record or take photographs of a meeting is requested to advise the Democratic Services Officer before the start of the meeting. Filming or recording must be overt and persons filming should not move around the meeting room whilst filming nor should they obstruct proceedings or the public from viewing the meeting. The use of flash photography, additional lighting or any non hand held devices, including tripods, will not be allowed unless this has been discussed with the Democratic Services Officer.

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**Overview & Scrutiny Committee – Meeting held on Thursday, 15th September, 2016.**

**Present:-** Councillors Nazir (Chair), Strutton (Vice-Chair), Bedi, N Holledge, Parmar, Sadiq and R Sandhu

**Also present under Rule 30:-** Councillors Chahal, Matloob, Munawar, Plenty, Sharif, Smith and Wright

**Apologies for Absence:-** Councillor A Sandhu and Usmani

**PART I**

**15. Declarations of Interest**

None were received.

**16. Minutes of the Last Meeting held on 14th July 2016**

**Resolved** – That the minutes of the meeting held on 14<sup>th</sup> July 2016 be approved as a correct record.

**17. Member Questions**

None received.

**18. Financial and Performance Report - Quarter 1 2016-17**

Stephen Fitzgerald, Interim Assistant Director Finance and Audit, outlined details of the Financial and Performance Report 2016/17 Quarter 1. The Council was forecasting an overspend of £0.119m as at month 3. Most areas were spending within their budgets and overspends within Regeneration, Housing and Resources (RHR) had been partly offset by underspends within the same directorate. Work was continuing within this directorate to minimise any potential overspends. It was noted that the RHR - Housing And Environment overspend of £457k was due to homelessness pressures on temporary accommodation costs and an overspend in the Home Improvements section due to changes in funding sources, including a reduction in the capital programme funding and therefore the number of projects that staff were able to work on. A potential forecast overspend of £250k within the Customer and Community services directorate was due to agency staffing and reduction in DWP administration grants.

A summary of the projected capital expenditure by directorate was outlined. The Council expected to spend 64% of the total programme by the end of the 2016/17 financial year.

The Committee were informed that of the 9 Gold projects three projects were assessed as 'Green', three as 'Amber' and three as 'Red'.

## Overview & Scrutiny Committee - 15.09.16

Concern was raised relating to the format of information presented within the report and the fact that the financial information was no longer accurate by the time the Committee met. The Interim Director, Finance and Audit informed Members that future reports would be revised and information presented in a manner which would highlight a clear assessment of progress being made. Financial details within the report would be presented on a monthly rather than quarterly basis.

It was brought to Members attention that at the end of the first year of the 5 Year Plan (5YP) a review was carried out by the Outcome Leads. Following the review it was decided that the indicators be streamlined to allow a greater degree of focus and scrutiny. The number of indicators monitored within the balanced scorecard had been reduced from 91 to 17 core indicators. It was agreed that the list of 91 indicators would be circulated to the Committee.

Members discussed a range of issues which included:

- *Appointment of Director of Children's Services.* A number of Members expressed concern in the delays in appointing a Director of Children's Services. The Interim Chief Executive, Roger Parkin, explained that this was a joint appointment between the Council and Slough Children's Services Trust and that delays in the process had been due to procedural errors. Interviews for the post were scheduled to take place on 30 September 2016.
- *Concerns regarding the perception of an increase in crime and more specifically an increase in hate crime following the impact of BREXIT.* It was agreed that reports that had recently been discussed at the Safer Slough partnership would be circulated to the Committee.
- *Measures in place to address the Council's forecast overspend of £0.119m as at month 3.* It was noted that the overspend primarily related to Adult Social Care and a closer reporting relationship between Director's and Heads of Service was essential to ensure assertive action was being taken to address the issues that arose. A Member expressed concern regarding the overspend in Adult Social Care especially given that the service had received an extra 2% in addition to its allocated funds. The Interim Assistant Director, Finance and Audit explained that a number of factors had contributed to the overspend including demographic pressures and a significant reduction in revenue grant funding. Whilst acknowledging Members concerns regarding resources, it was explained that securing the best outcome for service users remained the priority.
- *Slippage on capital housing projects.* The Head of Neighbourhood Services, John Griffiths, informed Members that the Housing Service were currently in the process of undertaking a stock survey at each property to determine actual works that were required. It was anticipated that this process would be complete in January 2017. Capital works would be determined on actual work required and represent greater value for money.

## Overview & Scrutiny Committee - 15.09.16

- *Concern regarding the use of agency and interim staff.* A number of Members expressed concern regarding the number of senior management team who were currently interim staff. The issue of agency staff employed on a long term basis and a potential forecast overspend of £250k within the Customer and Community Services Directorate due to agency staffing was also raised. The Interim Chief Executive stated that a review of all agency workers at the Council was currently being undertaken which would include addressing the possibility of transferring agency staff to permanent contracts with the organisation. Details relating to ratio of agency staff versus permanent staff would be circulated to the Committee.
- *What measures were in place to revitalise the High Street.* It was noted that a number of major projects in close vicinity to the High Street, including development of the former library site and Thames Valley University site would contribute to revitalising the High Street. A Town Centre Manager was also in post. A Member queried whether there were adequate parking facilities for visitors when attending the High Street. The Interim Chief Executive stated that there were several large car parks within the immediate vicinity of the High Street. Members were also reminded that following a Task and Finish Group review of Town Centre Parking last year, it was determined that current town centre car parks had sufficient capacity and were being under used.

**Resolved** – That the current financial forecast position, balanced scorecard and update on Gold projects be noted.

### 19. Electoral Cycle

The Returning Officer, Catherine Meek advised the Committee of the processes involved in changing the Council's electoral cycle from election by thirds to whole council elections every four years. At present each Member served a term of four years, producing a four yearly cycle of elections. The consultation process and procedure that would need to be implemented to move to whole council elections was outlined. It was highlighted that a change to the electoral cycle would also impact on Parish Councils. The merits of holding elections by thirds or whole council elections were brought to Members attention.

Councillors Smith and Wright addressed the Committee under Rule 30. It was submitted that whole Council elections would provide the Council with a clear mandate for four years; allowing it to adopt a more strategic long term approach to policy and decision making.

Councillor Plenty also spoke under Rule 30, stating elections by thirds provided for continuity of councillors and therefore avoiding disruption to on-going policies. The Committee were also provided with details of an email that had been submitted by Councillor Swindlehurst, which put forward a number of points in support of elections by thirds.

## Overview & Scrutiny Committee - 15.09.16

A number of points were raised in the ensuing discussion which included what the estimated financial savings that were likely to be achieved by implementing a four yearly election cycle. Members were informed that if Borough elections were combined with a national election (General, European, Police & Crime Commissioner (PCC)) the cost of the election was shared. A move to whole council elections would lead to a financial saving for the Council in the three years where there was no Borough election. It was noted that although a saving of up to £100k could be realised over the four year period, this assumed that Parliamentary, European and PCC elections would be held on the same day – if not any saving would be reduced.

Having considered details of the report and representations submitted by R30 Councillors the Committee decided, on balance, that no changes be recommended to the current electoral cycle.

**Resolved –** That details of the report be noted and the current electoral cycle of election by thirds remain.

### 20. Procurement of Environmental Services

Mr Hannon, Environmental Strategy and Governance Manager, reminded the Committee that the Waste Collection / Management, Street Cleaning, Grounds Maintenance and Highways reactive work functions for Slough Borough Council was currently delivered by Amey under the Environmental Services contract. This contract was due to expire in November 2017.

A dedicated commissioning process was conducted whereby the preferred contract delivery vehicle and service batching was appraised and assessed against critical criteria, including financial implications and risks. This also included feedback from the market through a soft market testing day undertaken in January 2016.

The risks of providing an in-house service against the risk of outsourcing the services to the market were outlined. A greater emphasis on provision of commercial services, ability to identify and absorb risk as an Authority, to mitigate excess cost and reduce overheads paid to the private sector were all factors which contributed to the 'in-house provision' option.

It was brought to Members attention that the preferred option of insourcing the service could be delivered by either bringing the service in as a DSO (Direct Services Organisation also known as a DLO – Direct Labour Organisation) or a Teckal Company - limited by shares with the Council as the sole shareholder. It was noted that the Teckal Model company could achieve service benefits for residents as well as providing commercial opportunities not possible with an outsourced model.

The Committee discussed a number of issues in the ensuing discussion. It was queried as to why when the scope of the contract was commissioned the in-house option had not been considered, which had led to a delay in the process. Mr Hannon submitted that in-sourcing should have been considered



## Overview & Scrutiny Committee - 15.09.16

as an option earlier during the process and that lessons had been learnt for any future procurement exercises.

Concern was expressed whether the January 2018 deadline for implementation of the new contract would be met and what assurances could be provided relating to the quality of service provided, given that staff from the current provider would be transferred across to the new company. The Committee were informed that following engagement with Amey, Officers were confident that the new company would be operational by January 2018. It was noted that a robust governance structure would be implemented, including performance monitoring on a quarterly basis.

After due consideration, the Committee agreed that a recommendation be made to Cabinet that the Environmental Services Contract be brought in house and services delivered via a Teckal Company.

**Recommended to Cabinet** - That an in-house model be developed for the delivery of Environmental Services and Highways from December 2017 and that the service be delivered via a Teckal Company.

### 21. **Neighbourhood Services - Enforcement of Littering, Fly-Tipping, Anti-Social Behaviour & Enviro-Crime**

The Committee were provided with an update on Neighbourhood Services activities in relation to tackling littering, dog fouling, anti-social behaviour (ASB) and other related enviro-crime and the use of legal powers and tools to tackle such issues.

Members were reminded that Neighbourhood Services provided a key central function tackling issues relating to anti-social behaviour and enviro-crime, becoming a single point of contact within the Council for its customers and partner agencies, and so taking the operational lead for all matters relating to ASB. The Team had developed a close working relationship with a number of partner agencies including the Police and Home Office to ensure effective and sustainable solutions were developed. The Neighbourhoods' Team also led on safeguarding issues, the protection of vulnerable people and the development and management of multi-agency tasking and co-ordination.

It was confirmed that the team did not receive any funding from external agencies and the biggest challenge facing the Neighbourhood Teams was the potential reduction to budget resources as the Council made year on year savings. Officers explained that any further reduction to budgetary resources would seriously diminish the effectiveness and ability of the team to respond to serious issues.

## **Overview & Scrutiny Committee - 15.09.16**

A number of issues were raised by Members including work undertaken to address the issue of drugs in Slough and housing tenancy issues. The Committee thanked the team for their work and acknowledged that they provided a vital service to residents.

**Resolved** - That the contents of the report be noted and endorsed.

### **22. Forward Work Programme 2016/17**

Details of the proposed work programme for 2016/17 were outlined by the Scrutiny Officer. Following discussion regarding future agenda items the Committee agreed to recommend to the appropriate forum that a review of the Whistleblowing Policy be undertaken.

A suggestion to add Homelessness to the Work Programme was welcomed and it was agreed that this item would be scheduled for January 2017.

**Resolved:**

- (1) That a recommendation be made to the appropriate forum that a review of the Council's Whistleblowing Policy be undertaken.
- (2) A report on Homelessness be added to the work programme and scheduled for January 2017 meeting.

### **23. Members Attendance Record 2016/17**

**Resolved** - That details of the Members Attendance Record be noted.

### **24. Date of Next Meeting - Thursday 17th November 2016**

The date of the next meeting was confirmed as 17<sup>th</sup> November, 2016.

Members were also reminded of the Joint meeting of the Overview and Scrutiny meeting with the Education and Children's Services Scrutiny Panel which was scheduled for 26<sup>th</sup> October 2016.

Chair

(Note: The Meeting opened at 6.37 pm and closed at 9.38 pm)

## Overview and Scrutiny Committee – Action Progress Report

14<sup>th</sup> July 2016

Minute:	Action:	For:	Report Back To: Date:
9	Waste recycling plant - costs had resulted which related to the security gates and building inspections. It was agreed that the Officer would report the actual cost to the Committee.	Customer and Community Services	OSC As appropriate
9	A Member advised the Officer that the costs requested related to those which resulted in the delay of the completion of the Curve, for example the continuation of rents and rates which would not have been payable had the scheme been delivered on time. The Officer advised that he would provide these costs for the Committee.	Customer and Community Services	OSC As appropriate
10	<b>Resolved-</b> That Cabinet be recommended to explore the procurement of a full sized temporary Ice Rink to meet the needs of all users, for the duration of the refurbishment of the current Ice Rink.	Cabinet	Cabinet July 2016

15<sup>th</sup> September 2016

Minute:	Action:	For:	Report Back To: Date:
18	The Interim Director, Finance and Audit informed Members that a revised reporting format would be produced for the next meeting and financial information included within that would relate to monthly rather than quarterly basis figures.	Interim Director, Finance and Audit	OSC 17 <sup>th</sup> November 2016
18	The number of indicators monitored within the balanced scorecard had been reduced from 91 to 17 core indicators. It was agreed that the list of 91 indicators would be circulated to the Committee.	Interim Strategic Director, Resources, Housing and Regeneration	OSC 17 <sup>th</sup> November 2016
18	Details relating to ratio of agency staff versus permanent staff to be circulated to committee.	Interim Chief Executive	OSC 17 <sup>th</sup> November 2016

18	Members discussed the fear / perception of crime in Slough, specifically hate crime following the decision to exit the EU. Safer Slough Partnership reports (from the most recent meeting) to be electronically circulated to Committee Members for information.	Safer Slough Partnership	OSC 17 <sup>th</sup> November 2016
18	A list of all 91 Five Year Plan balanced scorecard indicators to be circulated to committee.	Interim Strategic Director Housing	OSC 17 <sup>th</sup> November 2016
18	Findings of Housing Stock Survey, once completed, to be reported to a future committee meeting.	Head of Neighbourhood Services	OSC As appropriate
22	<b>Resolved:</b>  (1) That a recommendation be made to the appropriate forum that a review of the Council's Whistleblowing Policy be undertaken.	Employment and Appeals Committee	OSC 17 <sup>th</sup> November 2016

**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Overview and Scrutiny Committee

**DATE:** 17<sup>th</sup> November 2016

**CONTACT OFFICER:** Mike England, Interim Strategic Director,  
Regeneration, Housing, and Resources

**(For all Enquiries)** (01753) 875300

**WARD(S):** All

**PART I**  
**FOR COMMENT & CONSIDERATION**

**CABINET DECISION CALL-IN - HOUSING REVENUE ACCOUNT BUSINESS PLAN 2016-2046**

1. **Purpose of Report**

To advise the Committee of the receipt of a Member call-in and to seek the Committee's views and instructions on how it wishes to deal with it.

2. **Recommendation**

The Committee is requested to consider the call-in and to decide what action it wishes to take in response to it.

3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

Good quality homes are integral to the wellbeing of everyone. The provision of low cost, affordable social (Council) housing therefore plays a fundamental role in supporting the delivery of Slough's Joint Wellbeing Strategy. The forthcoming Housing Strategy will set out how the Council sees its role in improving housing conditions and opportunities in the borough, including in social housing.

Housing and Neighbourhood Services have a wide range of skills, knowledge and legal powers available to officers to take action to address anti-social behaviour and work in partnership with Thames Valley Police to tackle crime and domestic abuse. The Tenancy Sustainment Team work closely with council colleagues to support vulnerable residents, offering a free handyperson service aimed at carrying out DIY work to prevent falls and other risks of injury within residents' homes. The service takes a holistic approach to responding to the needs of the borough's neighbourhoods and the communities that live in them. Access and customer care are key principles underpinning the Regulatory Framework which applies to the Council's landlord services, requiring Neighbourhood Services to ensure that services are open and accessible to all.

### 3a. **Slough Joint Wellbeing Strategy Priorities**

The Housing Revenue Account (HRA) Business Plan links to the following Slough Joint Wellbeing Strategy priorities:

- Health – the links between decent housing and health are well documented.
- Regeneration and Environment – the HRA Business Plan sets out how the service will contribute to regenerating and investing in improvements to the built environment.
- Housing – The repair, maintenance and investment in the Council's housing assets is funded directly by the HRA.
- Safer Communities – The HRA funds the Council's anti-social behaviour service to manage problems that is caused or suffered by the Council's tenants or leaseholders.

#### **Cross-Cutting themes:**

The Council's approach to managing its housing assets is based on encouraging and supporting its tenants and leaseholders to be accountable and responsible for their actions and take civic responsibility for their homes, their neighbourhoods and the communities they live in. Residents are supported and encouraged to maintain their neighbourhood and their home which, in turn, contributes towards improving the image of the town.

### 3b. **Five Year Plan Outcomes**

The HRA Business Plan will help to deliver the following Five Year Plan outcomes:

- There will more homes in the borough, with quality improving across all tenures to support our ambition for Slough.
- Slough will be one of the safest places in the Thames Valley.
- More people will take responsibility and manage their own health, care and support needs.
- Children and young people in Slough will be healthy, resilient and have positive life chances.
- The Council's income and the value of its assets will be maximised.
- Slough will be the premier location in the south east for businesses of all sizes to locate, start, grow, and stay.

### 4. **Other Implications**

#### (a) Financial

At the core of the HRA Business Plan is a series of 30 year financial projections. The key financial issues are therefore dealt with in the Business Plan itself.

#### (b) Risk Management

Risk management issues are set out in Section 11 of the Business Plan (attached as Appendix A).

(c) Human Rights Act and Other Legal Implications

There are no Human Rights Act implications relating to this Business Plan. There may be legal implications as the details of emerging Government policy are made clear. For this reason the Business Plan will be reviewed in March 2017 to fully understand any legal implications.

(d) Equalities Impact Assessment

Equality Impact Assessments are routinely carried out as part of operational service delivery and reviews. There are no equality related issues in relation to the Housing Revenue Account Business Plan.

(e) Property

The HRA Business Plan supports the Council's ambition to maintain and invest in its current housing assets whilst continuing to deliver a development programme to build new, affordable homes in Slough. Detailed descriptions of the implications on property are included in the body of the Plan.

(f) Carbon Emissions and Energy Costs

The re-commissioning of the repairs, maintenance and investment contract will provide opportunities to reduce carbon emissions in Council owned homes.

5. **Supporting Information**

Call-In Process

5.1 A Member Call-In has been received from Councillors Anderson, Pantelic and Swindlehurst, as attached at Appendix B to this report.

5.2 The decision referred to in the Call-In was taken by Cabinet at its meeting on 17<sup>th</sup> October 2016. The Call-In was received prior to the 5 working day deadline, meaning that the implementation of the decision has not yet taken place and is awaiting the Committee's response. Member Call-Ins regarding Cabinet decisions are dealt with through a standardised process set out in the Slough Borough Constitution (Part 4.5 Section 16).

5.3 The Committee may take the following action on the call-in:

- Agree to take no further action on the request (the reason for that decision to be recorded in the minutes and Members are advised).
- Make alternative recommendations to the Cabinet or Council (if applicable).
- Make representations/views known to the Cabinet or Council (if applicable) in respect of decision taken and implemented within Cabinet or Officer delegated powers.

- 5.4 The Housing Service set out the HRA Business Plan for the next 30 years at the Cabinet meeting on 17<sup>th</sup> October. This Business Plan is attached as Appendix A.
- 5.5 Cabinet was asked to make a series of decisions on the Business Plan, and was in agreement with the following proposals:
- (a) That the draft Housing Revenue Account Business Plan be approved.
  - (b) That the draft Business Plan be issued for consultation to the Residents Board and other residents groups.
  - (c) That authority be delegated to the Strategic Director, Regeneration, Housing and Resources following consultation with the Cabinet Member for Housing and Urban Renewal to finalise the Business Plan in the light of comments received during the consultation.
  - (d) That the Strategic Director, Regeneration, Housing and Resources, following consultation with the Cabinet Member for Housing and Urban Renewal, be authorised to begin planning for the Options Appraisal of the Council's housing stock referred to in paragraph 5.7 of this report, with a proposal to be brought back to Cabinet for approval.
  - (e) That the development programme set out on Section 8 of the Business Plan be confirmed.
  - (f) That the policy on rents to be charged on new build homes as set out in paragraphs 8.11 and 8.12 of the Business Plan be approved.
- 5.6 The substantive elements of decisions (a) – (e) are not the subject of the Call-In. This is due to the fact that they are requesting for further consultation to be undertaken on the relevant matters and therefore are not final decisions. However, it is decision (f) which is disputed by the 3 members who have raised the objection in this instance.
- 5.7 The Call-In is asking the Overview and Scrutiny Committee to consider the rents policy and Cabinet's decision to approve it. The policy is set out in paragraphs 8.11 and 8.12 of the Business Plan (Appendix A pages 15 – 16). The members raising the Call-In have questioned the procedure undertaken in this matter. They argue that it has been done in a manner which may conflict with SBC's requirements for transparency, due notification and scrutiny when making such service changes.
- 5.8 As a result, the members have requested that this decision should be suspended until March 2017. This would allow the matter to be included in the overall consultation and scrutiny processes to which the Business Plan itself will be subject prior to its final consideration by Cabinet.

### **Officers' Response**

- 5.9 The timetable envisaged by the HRA Business Plan considered by Cabinet on 17 October is for a further complete review of the Plan to be completed by



March 2017 when it is hoped that some of the uncertainties about the current position will have been resolved. Both versions of the Plan – the current one and the further update due in March - will be the subject of consultation.

- 5.10 The rationale for the proposal to charge higher rents on new build properties is set out in paragraphs 8.11 and 8.12 of the Business Plan. Although this is not something that the Council would normally wish to do there are sound reasons for considering it now;
- The current position on the Housing Revenue Account is that, at least for the next few months, the Council does not have a clear picture of either its income or its required expenditure over the life of the Plan and as a consequence cannot know if the account is viable in the medium and long term. In this period of uncertainty, these new build properties represent the only significant source of additional income available to the Council and this income may be required to sustain investment in existing homes as well as to build new ones.
  - Even if by March 2017 the position on the HRA has been stabilised the Council still faces the position that the reserve we have to fund our new build programme is a one off. Once used up the new build programme will end, other things being equal. If the Council charges higher rents on these new build homes it can fund the building of more new council homes. There is a trade-off between rents charged and the number of new homes which can be afforded. This is a position facing all local authorities now in a situation there is now no national subsidy available for affordable rented housing.
  - The Government intends to introduce the new Pay to Stay arrangements from April 2017. This will mean that households with a gross income of more than £31,000 will pay more rent. The additional income will be paid back to the Government. The increase will be on a tapered basis, with rent rising up to the point at which it hits the market rent. This new arrangement will change the traditional structure of rents which local authorities have been used to operating. Under this new policy, some existing tenants will pay more in their current homes and some may pay more in the newly-built homes. If the higher rent structure is adopted on the new homes, the extra rent will at least stay in Slough rather than going straight back to the Government.
- 5.11 The proposal in the Business Plan is for rents to be at 80% of market rent or the Local Housing Allowance rate, whichever is the lower. In most cases this will be the LHA rate, which is around 70% to 75% of the market rent, depending on property size. This approach has been adopted to ensure that the homes would still be available to residents claiming Housing Benefit. In all other respects, including security of tenure and tenants' rights, the position of tenants is the same as in any other council tenancy.
- 5.12 The proposal for immediate implementation of the higher policy derives from the fact that a number of new properties will be handed over in the next few months – 23 before the end of March 2017. If a standard council rent is charged on these properties they will then be caught by the Government's controls on existing rents and it will not be possible subsequently to increase rent levels to the higher rates. Over the 30 year life of the Business Plan the additional rent

income on these properties is significant and material and would be beneficial to the HRA, particularly given the current uncertainty on the account referred to above.

6. **Comments of Other Committees**

The original report was presented to Cabinet on 17<sup>th</sup> October 2016; their decision is the subject of this report.

7. **Conclusion**

Members are requested to consider what action to take on the call in, noting that (summary of officers' views).

8. **Appendices Attached**

'A' - HRA Business Plan

'B' - Call in request

9. **Background Papers**

Cabinet Agenda Papers – 17<sup>th</sup> October 2016.

# Slough Borough Council Housing Revenue Account Business Plan 2016-2046



# Housing Revenue Account Business Plan 2016-2046

<b>Index</b>	<b>Page No</b>
1. Executive Summary	3
2. Introduction	5
3. Governance and Resident Involvement	6
4. Neighbourhood and Housing Stock Profile	7
5. External Operating Environment	8
6. Landlord Services	9
7. Repair, Maintenance and Investment Priorities	11
8. Development and Regeneration Programme	12
9. Financial Modelling and Projections	17
10. Looking Forward	21
11. Risk Management	23
Appendix 1. Action Plan	
Appendix 2: Budget	

# 1. Executive Summary

Slough Borough Council owns and manages over 7,100 rented and leasehold homes funded within a separate financial account – the Housing Revenue Account ('the HRA'). Its ambition is to retain ownership of its good quality housing stock, regenerate areas where this is necessary, build new homes and offer homes to residents at affordable, but realistic, rents.

In the short term the HRA remains financially strong and will allow the council to continue to invest £100 million over the next 7 years to repair, maintain and invest in its current stock, whilst investing £40 million in directly developing new, affordable, homes over the next 4 years.

This follows the regeneration of Britwell, which saw the Council investing significantly in improving the infrastructure and safety of the area as well as delivering a new community hub and 258 new homes.

The Your Homes, Our Homes Project will see the re-commissioning of repairs, maintenance and investment services which will offer opportunities to invest in Slough's neighbourhoods and communities further and to provide truly customer focussed services to residents. It will also provide the opportunity to build a local, in-house capacity to undertake maintenance work. The Council remains committed to realising its vision of ensuring that neighbourhoods provide a safe and healthy environment for all residents and visitors.

The Council's priorities for service delivery will be to:

- Design and commission an innovative repairs, maintenance and investment service;
- Engage and empower residents to influence decisions that affect them, their home or their neighbourhood;
- Deliver efficiencies to maximise income and commercial opportunities to generate additional income to invest in the Council's housing stock and contribute to the development of new, affordable, homes;
- Achieve value for money through the rigorous management of contractors and other agencies;
- Take prompt, effective action to tackle anti-social behaviour and enviro-crime to ensure that all neighbourhoods provide a safe and healthy environment for all residents and visitors

## Case Study: 'Milestone'

'Milestone' is the first resident-led development project to be delivered by Slough Urban Renewal, which is a 50:50 joint venture company that is owned by the Council and Morgan Sindall Investment Ltd.

The development, which started on site in Spring 2015, is located between Ledgers Road and Montem Lane. It includes a mix of private properties and 23 affordable homes for rent (a mix of apartments and houses) which will be acquired by the Council upon completion.

With a high quality internal and external specification and impressive landscaping, Milestone is the first of a pipeline of projects to be delivered on the Council's behalf by Slough Urban Renewal that will increase the supply of modern, energy efficient and affordable homes for rent.

- Deliver a focussed landlord service that meets the Council's statutory housing duties and complies with current legislation and which is accessible to all of the Council's current and potential tenants and leaseholders
- Review the Tenancy Strategy and the Allocations Policy to reflect the Council's aims and ambitions as well as residents' needs and expectations.

Priorities for investment of HRA resources will be:

- Repairs, maintenance and investment programmes for Council owned homes
- £40 million developing new homes for residents in need of affordable homes.
- Compliance with regulatory and legislative requirements in relation to services delivered
- Shifting the money spent on works to property away from reactive day to day repairs and towards planned and cyclical maintenance and investment works
- Modernising and maximising the use of IT systems to achieve efficiency savings

The Council has taken an ambitious but responsible approach to the management of its housing finances. An important part of this is its approach to borrowing and debt. The Government has set a limit of £177 million on the total amount of debt the council can use for the HRA. None of the current commitments will trigger borrowing up to this level. Our Treasury management is responsible and prudent and focussed on lowering the amount of debt in order to reduce interest payments. The Council is committed to repaying as much of its debt as possible but acknowledges that we are not in a position to pay off debt in its entirety at the present time.

Over the next 4 years the Council is committed to using its reserves to fund the programme to build new homes whilst maintaining at least £1 million in reserves to protect the HRA from unexpected fluctuations in income and expenditure. Beyond this the Council will need to decide on the right balance between investing in new and existing homes in the short and medium term, which will increase liabilities, and containing or reducing debt. One factor in this decision will be the rent levels to charge on newly-built homes.

Although the HRA is strong in the short term, there are significant uncertainties and threats in the future, including:

- The long term impact on income of the Government taking control of rent setting, including 'Pay to Stay' proposals which will require tenants with a combined household income over £31,000 to pay more
- The impact of Government policy to forced the sale of 'higher value' Council homes as they become empty
- The effect on HRA income of welfare reforms and, in particular, the introduction of Universal Credit and further caps on the total amount of benefits that a household can receive
- The results of the Stock Condition Survey (due in January 2017) which will reveal more precisely how much needs to be invested in Council owned homes over the next 30 years

The Business Plan shows that if the impact of these, operating either singly or in combination, is significant, they could threaten existing investment plans and lead to the council being faced with difficult choices on how to prioritise investment. Together these uncertainties and threats represent

the endpoint of what had previously been regarded as a long-term agreement with the Government over the self-financing of the HRA.

It is anticipated that the impact of these matters will be come clearer over the next few months. For this reason this Plan should be seen as providing a baseline against which a further review of the Business Plan will be completed in March 2017.

In addition to this, it is proposed that now is the time for the Council, in partnership with residents, to undertake a comprehensive Asset Management Review/Options Appraisal looking at the future of its housing stock and at how the Council can best achieve its ambition to provide more and better homes for the benefit of the people of Slough. This Options Appraisal would commence immediately, would be informed by the revised Business Plan in March 2017 and would be completed by December 2017.

## **2. Introduction**

- 2.1 Slough Borough Council owns and manages 7,100 rented and leasehold homes across the borough. This is the Council's most valuable physical asset. A wide and diverse range of residents are accommodated in council homes across a range of income groups. However, they are a particularly important resource for households on low or modest incomes who cannot afford to house themselves in homes available on the private market. Its significance is increasing as house prices and private sector rents escalate. Demand for council homes is high and far outstrips supply. Council housing is also vital for the economic future of Slough in that it provides affordable accommodation for people who work in the borough.
- 2.2 Council homes are financed through a special account – the Housing Revenue Account (HRA) - which is separate from the rest of the Council's finances. The Council is required to produce a plan setting how it intends to manage and utilise its homes in the long term. This HRA Business Plan provides the Council's forecasts for utilising HRA funds over a 30 year period to effectively manage and maintain the Council's housing stock and contribute towards the development of new affordable homes in the borough.
- 2.3 The Slough Joint Wellbeing Strategy states that "by 2028 Slough will possess a strong, attractive and balanced housing market which recognises the importance of housing in supporting economic growth". This HRA Business Plan contributes to how the Council will achieve this ambition. The 5 Year Plan defines the Council's ambitions, opportunities and challenges together with the priorities and resources available to achieve the Council's vision. Homes and housing are one of its key themes. The Housing Strategy describes how the 5 Year Plan outcomes will be achieved and should be read in conjunction with this Business Plan.
- 2.4. The Localism Act 2011 introduced a "Self-Financing" regime for council homes whereby local authorities were able to retain HRA funds and have the ability to decide locally how this money is spent. Slough Borough Council has grasped these freedoms and flexibilities and embarked upon an ambitious programme of development, regeneration and improvement. However, the

opportunities introduced through self-financing have been undermined since the summer of 2015 by emerging government policy, which has effectively taken control of council rents, will require some tenants on higher incomes to pay more and will require councils to sell some of their higher value homes.

- 2.5. These fundamental changes at a national level are being accompanied locally in Slough by a major drive to improve the Council's capacity and ability to manage its assets effectively. A full stock condition survey, currently in train will update information about the Council's homes. In parallel the Your Homes, Our Homes Project is recommissioning the repairs, maintenance and investment contract so as to deliver these services more comprehensively and effectively over the next 7 to 10 years.
- 2.6 In view of the pace of change this Business Plan has been produced as a baseline position and it will be reviewed by March 2017, when it is anticipated that the full impact of the changes and initiatives referred above will be known and understood. It is also a major recommendation of this Plan that the Council should use this opportunity to undertake a full Option Appraisal of the future of its housing stock, in full collaboration and partnership with tenants and leaseholders.
- 2.7 The Plan contains a number of sections which start out by describing the homes within the HRA in Slough and how they are managed and go on to set out the external operating environment within which this Plan has been developed. The report describes current investment priorities and the ambitious development programme currently underway. The core of the Business Plan is a set of 30 year financial projections and sensitivity analyses which serve to summarise the overall financial outlook for the HRA and the risks which it faces over the life of the Plan. It concludes with an Action Plan setting out the Council's priorities for action.

### **3. Governance and Resident Involvement**

- 3.1 Slough consists of 15 wards governed by 42 elected Councillors. The Council's Cabinet is responsible for strategic decisions and comprises 7 Commissioners, including a Commissioner for Housing and Urban Renewal.
- 3.2 Housing and Neighbourhood Services are overseen by the Strategic Director, Regeneration, Housing and Resources through the Head of Neighbourhood Services and the Head of Housing Services.
- 3.3 The Council's landlord function is regulated by the Homes & Communities Agency who set out their required outcomes and specific expectations in the Regulatory Framework for Social Housing in England. The framework contains specific requirements and expectations relating to resident involvement in the Tenant Involvement and Empowerment Standard. Delivery of the Consumer Standards that apply to local authority landlords is underpinned by the principles of co-regulation and resident led scrutiny.
- 3.4 In Slough the Resident Board ('the Board') is the principal resident-led group responsible for co-regulating and scrutinising the Council's landlord function. The Board delegates the day-to-day co-regulatory and scrutiny functions to the Repairs & Maintenance Panel and the



Neighbourhood & Complaints Panel who are able to commission scrutiny activities from the wider resident community.

- 3.5 The current re-commissioning of the repairs, maintenance and investment services presents an opportunity to modernise and enhance resident involvement and engagement at a local level to offer residents, Councillors and key stakeholders an opportunity to influence priorities to reflect local needs and aspirations. The Resident Board, Panels and Neighbourhood Forums will form an integral part of the governance of these services, allowing residents to monitor and scrutinise service delivery.

## **4. Neighbourhood and Housing Stock Profile**

- 4.1 Slough has a fast growing population and its proximity to London contributes to the high demand for affordable housing across all tenures. The Right to Buy means that the Council no longer manages large, purely Council owned estates, however there continues to be a higher density of Council owned homes in Britwell, Langley, Foxborough and Chalvey.
- 4.2 The borough has a high number of properties built between 1930 and 1939 (18%) and from 1955 onwards (20%). These homes are often smaller on average than the norm with an average 4.7 rooms per household. The average household size in Slough is 2.8 people (the second highest in England) with 20% of households being overcrowded compared to 8% across England.
- 4.3 Slough is one of 162 English Councils (around half of the total) still owning housing stock. Slough Borough Council owns and manages 6,093 rented properties and a further 1,091 leasehold properties across the borough. Demand for affordable housing in Slough remains high with over 250<sup>i</sup> households being housed in temporary accommodation at the time of writing this plan. The implementation of a new allocations scheme in January 2014 resulted in a reduction of over 5,000 applicants on the Housing Register. Of the 1,780 applicants currently on the waiting list, 30% require a one bedroom property, 31% require 2 bedrooms and 33% require 3 or more bedrooms. The average waiting time for a council property ranges from 74 weeks for over-50s accommodation to 234 weeks for a 4/5 bedroom home.
- 4.4 The Council's housing stock comprises a mix of flats, houses, maisonettes, bungalows and mobile home bases. The teams also manage 1,946 garages on 161 garage sites and a further 28 garages scattered across the borough. There is a programme of redevelopment to regenerate garage sites that are no longer fit for purpose. The stock also consists of 9 ex-sheltered complexes situated almost entirely (7 out of the 9 complexes) in the East of the borough.

### **North Neighbourhood**

- 4.5 The North Team manage 2,669 council owned, rented properties in the North of the borough, including 50.6% of homes in Britwell which is the second most deprived ward in Slough. The most common type of housing is terraced and semi-detached houses. However, there are a significant number of blocks of flats within the council's housing stock.

## South Neighbourhood

- 4.6 The South Team manage 1,188 council owned rented properties in the South of the borough, including Central Slough and Chalvey which is the most deprived ward in Slough. Whilst the South contains the lowest number of council owned properties in the borough, it has the greatest number of Houses in Multiple Occupation (HMOs)

## East Neighbourhood

- 4.7 The East Team manage 2,407 council owned, rented properties in the East of the borough, including 50% of Council owned blocks of flats. Wards in the East of the borough show the lowest levels of deprivation.

## 5. External Operating Environment

- 5.1 The social housing sector has been through a period of unprecedented change in recent years. The changes have presented some challenges and opportunities for the Council and will continue to do so throughout the lifespan of this Business Plan. Under the self-financing regime (introduced by the Localism Act 2011) the Council particularly welcomed the freedom to develop new homes in the borough and aims to expand its development programme in response to the growing demand for affordable homes in Slough.
- 5.2 The Housing & Planning Act 2016 and the Welfare reform and Work Act 2016 will have a significant impact on the Council's housing services over the coming years. Whilst much of the detail is yet to be issued, the legislation contains the following provisions that will present challenges for the Council:
- **Pay to Stay** requires households with a (combined) income of £31,000 or more to pay higher rents. From April 2017, qualifying households will see their rent increase by 15p per pound earned above the threshold<sup>1</sup>. Taxable income must then be reviewed annually and rents uprated in line with the Consumer Price Index. Work is currently underway to identify qualifying households and to analyse the impact that increased rents will have on the HRA.
  - Local authorities will be required to **pay a levy based on an estimate of the high value homes that they own**. The Council awaits clarity from the Government on the definition of 'high value', however the surplus generated by these sales will be used to compensate housing associations for the discounts offered to their tenants under the Voluntary Right to Buy. It is expected that homes that are sold for this purpose will be replaced on a 'one for one' basis.
  - The **reduction of council rents by 1%** in each of the 4 years beginning with 2016/17. The impact of this is discussed in detail in Section 9 of this Plan.

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<sup>1</sup> This figure may change as the details of the Housing & Planning Act are developed.

- The impact of the **end of lifetime tenancies** means that the Council need to review its Tenancy Strategy and this is included in the Action Plan at Appendix 1.

- 5.3 Slough's proximity to London makes it an attractive alternative to households that are unable to afford the capital's high property prices and rents. The borough's excellent travel links and plans for HS2 and Crossrail have driven significant increases in local house prices and market rents over the past 2 years. The opportunity for private landlords to charge higher rents mean that the cost of renting privately is increasingly exceeding the Local Housing Allowance, making them out of reach for many low income households. This, combined with the London Borough's capacity to pay the higher rents plus additional incentives to private landlords to encourage them to accept nominations from their Housing Registers, has had a significant impact on the Council's capacity to discharge its homelessness duties to private rented accommodation.
- 5.4 The introduction of the Under-Occupation Penalty introduced by the Localism Act 2011 impacted on an estimated 485 households in Slough. However, the majority of households affected have since found work and are either able to pay any shortfall in their housing related benefits or their rent in full. Of the remaining households affected, 21 households are claiming Discretionary Housing Payments to cover the shortfall and 13 are looking to downsize.
- 5.5 An estimated 600 households in Slough are likely to be affected by the reduced benefit cap when it comes into effect in 2016. At the time of writing this plan there is no indication of when Universal Credit will be introduced for families and it is only currently being claimed by single people. The impact of these reforms is being closely monitored.

## 6. Landlord Services

- 6.1 Housing and Neighbourhood Services deliver the Council's responsibilities as a social housing landlord. The services sit within the Regeneration, Housing and Resources directorate and are managed by the Head of Neighbourhood Services and the Head of Housing Services.
- 6.2 A number of major contracts and agreements are in place to deliver services, including:
- The **Interserve plc** contract extension to deliver the responsive repair, void property works, planned maintenance, external decorations and out-of-hours repairs services. Interserve also provide a free Handyperson Service for vulnerable residents. These services are currently being re-commissioned pending the end of the contract extension with Interserve in November 2017.
  - The **Amey contract** delivers a range of grounds maintenance services, including street cleaning, grounds maintenance, waste collection, graffiti removal and fly-tipping disposal. The contract is due to end on 31 March 2017 and an options appraisal for the delivery of these services is currently being prepared.

- The contract with **Arvato plc** is a 10 year contract which commenced in 2012 for the delivery of a range of front and back-office functions on behalf of the Council. Service delivered on behalf of Housing and Neighbourhood Services, includes the assessment of Housing Benefit claims, a Digital Image Processing service, invoice payments, administration of Discretionary Housing Payments and local welfare provision, rent accounting and the Cashiers Service. In 2013 the Customer Service Centre (MyCouncil) and IT functions were added to the Arvato contract.

- 6.3 Housing management services are delivered by three Neighbourhood Teams with patches aligned to the Thames Valley Policing Sectors in the North, South and East of Slough. The Leasehold Services Team manage service charges and major works billing as well as Right to Buy applications. The day to day management of leasehold properties is carried out by the Neighbourhood Teams in liaison with the Leasehold Services Team.
- 6.4 Service priorities and improvements are designed and delivered in collaboration with the Resident Board and Panels. Resident led scrutiny activities, customer insight and market research are used to enhance the decision making process. In recognition of the financial impact of repairs, maintenance and investment works on leaseholders, the Council will continue to meet its legal obligations to consult leaseholders on these works and offer a range of payment options to allow them to spread the costs.
- 6.5 The Neighbourhood Teams combine the Council's Housing and Enforcement Officers who work collaboratively to tackle anti-social behaviour and enviro-crime. Together they are able to use the range of powers available to the Council to take action to tackle problems regardless of the cause or location where they occur.
- 6.6 Over the coming year the following areas will be prioritised for service development and improvement;
- Design and commission an innovative repairs, maintenance and investment service that embraces the use of new technology and digital media to enhance residents' experience of these services and improve the quality of their homes.
  - Engage and empower residents to co-regulate the Council's landlord function and to influence decisions that affect them, their home or their neighbourhood to enhance their experience
  - Identify and deliver efficiencies to maximise income and commercial opportunities to generate additional income to invest in the Council's housing stock and contribute to the development of new, affordable, homes for Slough's residents
  - Monitor and manage contractors, partners, external agencies and services provided internally to achieve Value for Money and to improve residents' experience of services
  - Make full use of all of the powers available to the Council to take prompt, effective action to tackle anti-social behaviour and enviro-crime to ensure that all neighbourhoods provide a safe and healthy environment for all residents and visitors
  - Deliver a focussed landlord service that meets the Council's statutory housing duties and complies with current legislation and which is accessible to all of the Council's current and potential tenants and leaseholders

- Review the Tenancy Strategy and the Allocations Policy to reflect the Council's aims and ambitions as well as residents' needs and expectations.

6.8 The service also manages over 1,100 leasehold properties sold under the Right to Buy. The Government's increase in the discounts available under the Right to Buy have seen applications increasing to 31 completions so far this financial year compared to a total of 51 in 2015/16. Fluctuations in house values will impact on residents' ability to afford to buy their home, however it is anticipated that there may be a slight increase in sales as the Government continues to incentivise home ownership.

6.9 The introduction of 'Pay to Stay' may also encourage some tenants into home ownership, as market rents and mortgage payments align. Right to Buy sales will be closely monitored and adjustments will be made to the HRA, as appropriate over the lifetime of this Plan.

## 7. Priorities for Repairs, Maintenance and Investment

7.1 The Council has successfully delivered a fully funded Decent Homes programme of works since 2005/06 that has had a significant impact on the quality of the Council's housing stock and the built environment. The Council aims to maintain the quality of its housing stock and ensure that any future investment is effectively planned and managed.

7.2 The Council currently spends around £12.5 million per year on repairing, maintaining and investing in its housing stock and associated HRA assets, broadly broken down into the following service areas:

- |   |              |
|---|--------------|
| • Day to day (routine) repairs, gas servicing, empty properties, planned preventative maintenance | £5.7 million |
| • Capital investment works  | £5 million   |
| • Statutory compliance testing and maintenance (eg Fire, Water and electrical safety)             | £600,000     |
| • Pre-paint repairs and cyclical decorations  | £320,000     |
| • Estate and window cleaning  | £850,000     |

7.3 The capital programme for 2016/17 totals around £4.8 million. In anticipation of the re-commissioning of the repairs, maintenance and investment services contract due to commence on 1 December 2017, the Council has naturally exited most of its capital investment contracts in the run up to the new contract going live, leaving only 3 contracts in place for the:

- renewal of central heating and boiler upgrades
- replacement of external doors and windows
- renewal of roofs, soffits, rainwater goods and associated works

7.4 Other planned works programmed for 2016/17 include external lighting upgrades, garage improvements and external environmental improvements.

7.5 Looking forward, the current HRA Capital spend profile is as follows:

Programme	Year 1-5 2018-2023	Year 6-10 2023-2028
Budget	£24.95m	£32.9m

- 7.6 These costs above are indicative, based on historical investment programmes and do not necessarily reflect the actual investment required. In recognition that the Council's current stock data needed updating, a comprehensive and detailed Stock Condition Survey will be completed by January 2017. This will allow the Council to better prioritise and target investment works. The above programme will therefore be subject to change based on the outcome of the Stock Condition Survey which will enable a full options appraisal, investment profiles and a stock rationalisation programme to be developed. Residents will also be engaged and involved in setting priorities and strategic investment decisions.
- 7.7 Through the new repairs, maintenance and investment contract the Council is looking to develop a programme of works that reflects the changing needs of residents and the housing stock. The Council will ensure that resources are focussed in the correct areas and that it delivers its promises to residents in accordance with the Slough Standard and the 'Lettable Void Standard.' The Council will undertake to categorise repairs appropriately, empower officers to order discretionary repairs where appropriate and seek to achieve an appropriate balance between emergency, urgent and routine repairs.
- 7.8 In line with best practice, the Council is seeking, wherever possible, to ensure that repair orders are carried out as planned works rather than reactive tasks. The aim is to benefit residents by reducing the number of repairs they have to report and, over time, to improve and streamline delivery of the programme.
- 7.9 The nature, location and frequency of repairs will be continuously monitored to identify measures that can be taken to reduce the overall volume of repairs and to identify appropriate programmes of planned capital investment works and cyclical maintenance to maintain and enhance the housing stock.

## 8. Development and Regeneration

- 8.1 The Council has for a number of years proactively been looking for opportunities to build more affordable homes and to regenerate areas of the Borough.
- 8.2 Work began on the regeneration of Britwell in March 2011 with the demolition of bedsit bungalows and the unpopular Wentworth block of flats. Work started on the development of the Community Hub in February 2012 and the Hub, which includes a library, café, MyCouncil offices and community meeting rooms, was opened by Her Majesty The Queen and His Royal Highness The Duke of Edinburgh in April 2013.

8.3 Around 300 new homes and shops have now been built on Kennedy Park, Marunden Green, Wentworth Avenue and the site of an old nursing home on Long Readings Lane. The regeneration project has significantly improved safety and security for residents living in Britwell as well as delivering more, much needed, affordable homes.

### Current Development Programme

8.4 The council has established an ambitious development programme on small, underused, HRA sites. This was assisted by an agreement with the Government which enabled the Council to retain Right to Buy receipts on the condition that they are used for the provision of new affordable housing. Up until March 2016, £12m of Right to Buy receipts have been retained for the provision of new affordable homes.

8.5 The indicative development programme is part funded through:

- Retained Right to Buy receipts
- The Council's Housing Development Fund
- Section 106 funding
- Borrowing



8.6 The total potential commitments from the development pipeline below are estimated to be £40m, excluding the cost of redeveloping the Tower and Ashbourne Houses site in central Slough (see below).

8.7 The table below shows the indicative affordable housing development programme:

Site	£m	Units	Ward	Anticipated final completion date
Former Wexham nurseries	7.2	34	Wexham	2018/19
Milestone/Ledgers Rd	3.6	23	Chalvey	2017/18
94-102 Stoke Rd - acquisition	0.8	6	Central	2018/19
Britwell Regeneration	0.4			completed
Eschle Court Pilot	2.1	11	Elliman	2017/18
93 Bryant Ave –Phase 1	0.2	1	Baylis & Stoke	2017/18
23 Mansel Cl –Phase 1	0.4	2	Wexham Lea	2017/18
116 The Frithe – Phase 1	0.2	1	Wexham Lea	2017/18

1 The Cherries – Phase 1	0.2	1	Wexham Lea	2017/18
Rochfords Hostel	3.8	20	Wexham Lea	2017/18
Belfast Avenue		7		TBC
r/o 40 Pemberton –Phase 2	1.9	1	Britwell & Northborough	2017/18
r/o 14 Gasgons – Phase 2	Incl ab	2	Britwell & Northborough	2017/18
r/o 8 Egerton – Phase 2	Ince ab	2	Britwell & Northborough	2017/18
Thirlmere – Phase 2	Incl ab	4	Haymill & Lynch Hill	2017/18
Wordsworth – Phase 2	Incl ab	1	Haymill & Lynch Hill	2017/18
Lynch Pin – Phase 2	1.1	6	Haymill & Lynch Hill	2017/18
Brook Path – Phase 3	0.6	3	Cippenham Gr	2018/19
Pendeen Ct – Phase 3	0.9	5	Cippenham Meadows	2018/19
324 Trelawney Ave – Phase 3	0.6	3	Langley Kedermister	2018/19
Fox Rd – Phase 3	1.1	6	Langley Kerdermister	2018/19
r/o 7-9 Mansel Cl – Phase 3	0.8	4	Wexham Lea	2018/19
Adj 7 Moreton – Phase 3	0.8	4	Cippenham Green	2018/19
Adj 130 The Normans – Phase 3	0.2	1	Wexham Lea	2018/19
Bowyer Rd – Phase 3	0.6	3	Cippenham Green	2018/19
Sheehy Way car park – phase 4	1.3	7	Wexham	2019/20
Blandford Cl - phase 4	4.3	23	Langley	2019/20
Turton Way garage site SL1 2ST - phase 4	1.1	6	Chalvey	2019/20
Newport Rd - phase 4	0.4	2		2019/20
adj 35 Layburn Cres - phase 4	0.4	2		2019/20
Merrymakers – pipeline	1.9	7	Langley	2019/20



Buybacks-indicative	3	12	various	N/A
<b>Total</b>	<b>39.9</b>	<b>c 190-210</b>		

## Future Programme

- 8.8 The Tower House and Ashbourne House tower blocks are already being decanted prior to the site being redeveloped, a total of 120 flats. The majority of tenants and leaseholders have now been resettled in Council or other suitable accommodation of their choice and the tower blocks are at the demolition planning stage. An Options Appraisal is being carried out to determine which is the most economically viable option for the HRA in the longer term, whilst maximising the number of replacement units on the site.
- 8.9 The current development programme is focussed on derelict or underused sites so is subject to available HRA land supply. The delivery of new homes is projected for 2017 to 2019. However, in addition, work is underway for more ambitious regeneration programmes through stock rationalisation and densification of existing assets, open market land acquisitions and partnership working. The Stock Condition Survey and further Options Appraisals will yield a potential development programme beyond 2019. Initial high-level analysis has suggested that over the next 15 years and including the existing development programme, it may be possible to achieve a net gain of up to 1,000 homes on existing HRA land. This is subject to detailed further analysis.
- 8.10 This Plan proposes that in the light of the financial position of the HRA set out in Section 9 below the Council, in close partnership with residents, should undertake a comprehensive Asset Management Review/Options Appraisal looking at the future of its housing stock and at how the Council can best achieve its ambition to provide more and better homes for the benefit of the people of Slough. One focus of this study would be how to maximise the delivery of high quality new homes on HRA land.

## Rents Policy

- 8.11 The Council has reviewed its policy on the rents to be charged on its newly-built homes. This does not affect the rents of existing tenants. By preference, the Council would wish to charge rents on new properties which are at the same level as those for existing tenants. However, it has had to review this position for three reasons;
- First, there is now no national Government funding for affordable rented homes and the Council is therefore dependent on generating its own resources to fund a development programme. While there is funding within the HRA for the existing development programme, these funds are a one-off. Charging a higher level of rent may allow for an extension of the existing programme;
  - Second, the financial analysis which follows in Section 9 demonstrates that on certain assumptions, the HRA is unstable over the 30 year span of the Business Plan. Furthermore, given that the Government has effectively taken control of the rents charged on existing homes, rents to be charged on new homes are the only significant

respect in which the Council can increase its income go the HRA. This income may be required not only for extending the development programme but for funding essential works to *existing* homes;

- Third, the introduction of the Government’s “Pay to Stay” policy means that for a significant number of tenants, rents will rise anyway with all of the benefit flowing back to the Treasury rather than being used for the benefit council tenants in Slough.

8.12 For these reasons, rents on new homes will be at 80% of market rent levels or maximum Local Housing Allowance rates, whichever is the lower. This will at least mean that the new homes are still within the reach of households in receipt of Housing Benefit. This position will be reviewed alongside the review of this Business Plan proposed for March 2017,

### Case Study – Eschle Court

The fabric of the building of the old block of flats at Eschle Court was identified as being in very poor condition. The block was becoming hard to let and it would have taken a significant amount of Decent Homes budget to remedy the defects.

With the introduction of the new HRA freedoms and flexibilities it made sense for the Council to retain its asset and develop the site itself rather than involve private developers.

Works on the new development are underway and will provide a mix of affordable homes for rent, ranging from one and two bedroom apartments as well as a much needed three bedroom, wheelchair accessible, apartment. The block of 11 apartments with a parking courtyard is anticipated to complete in August 2018.



## 9. Finance Modelling, Assumptions and Projections

- 9.1 In preparing this Business Plan the Council has produced detailed financial projections for the HRA over the 30 year period 2016 to 2046.
- 9.2 The budget set for 2016/17 has already included the effect of a major change in Government policy on council rents. Until recently rents have been determined under Government guidance with annual increases around the level of inflation plus 0.5%. However under the recent Welfare Reform and Work Act , rents are subject to a 1% reduction each year until 2019/20. the Government's intentions beyond 2020 are unknown. This policy change has already been assumed to have reduced rental income over the 30 year Business Plan by a total of £36m.
- 9.3 The Table below summarises two scenarios for the 30 year Business Plan.
- The first scenario - the "Base Case" - shows the Business Plan as it stood at March 2016, just as the 2016/17 budget had been set;
  - The second scenario shows the integrated effect of sensitivity analysis undertaken based on a number of assumptions on a number of key variables.

HRA 30 Year Financial Projections 2016 to 2046 ( £m)		
	Base Case (March 2016)	Integrated Sensitivity Analysis
Income	(1183.7)	(1103.5)
Expenditure	904.3	952.6
Net Cost/(Surplus)	(279.4)	(150.9)
Cumulative Balance	(19.0)	109.7
Note; Capital Expenditure	176.8	176.8
Note; Debt Repayment	112.7	112.7

### The Base Case

- 9.4 A number of points form important background to the Base Case projections:
- As part of the "Self-financing agreement with the Government in 2012 the Council agreed to "buy" out of its housing debt and it's pre-2012 debt. Current borrowing is around £157m and will have to be repaid as the various loans become due or over time as funding permits;
  - Revenue Contributions to Capital are "surplus" income which is used to fund the capital programme, including new building;

- The more that can be paid off as loans mature or as funding permits, the lower the annual interest costs will be;
- The HRA currently has £14m in the Housing Development Fund, which has been earmarked for building new council homes.

9.5 The Base Case assumes that:

- After the 4 years of 1% rent reductions from 2016/17, rents increase at 0.9% per annum
- The Council undertakes a programme of capital works (decent homes and planned works) to existing homes totalling £176.8m over the 30 year period;
- Debt repayment of £112.7m takes place over the 30 year period.

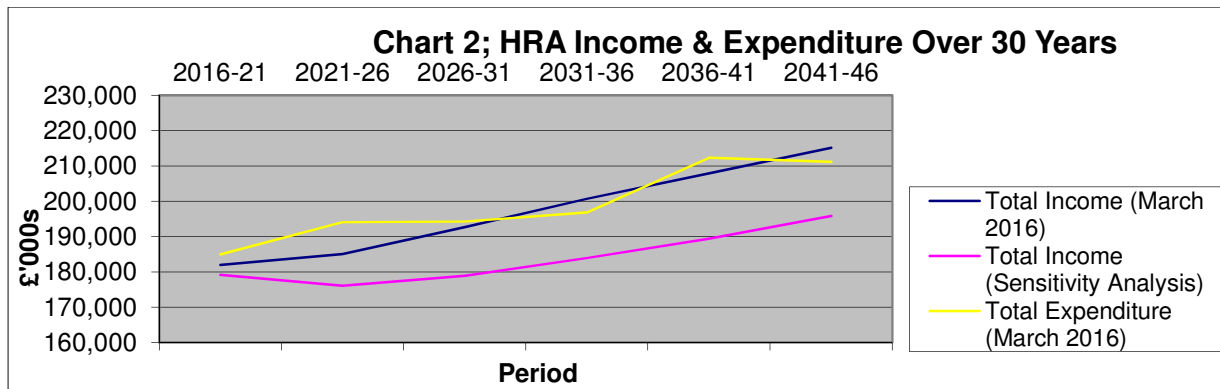
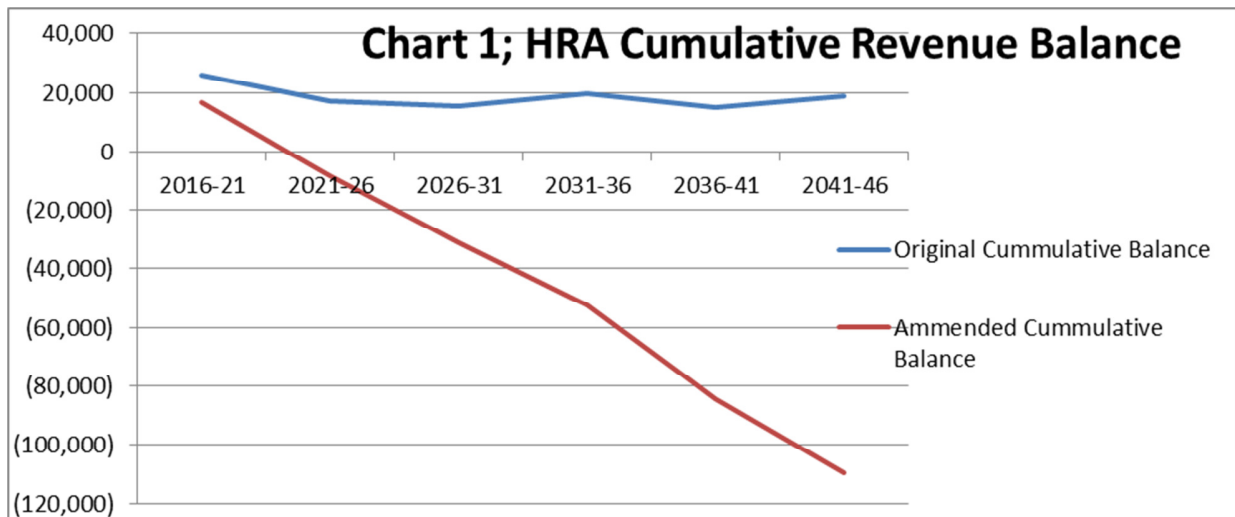
9.6 On this basis the HRA avoids a deficit in each of the years of the Plan and a cumulative balance of £19m is available. It is assumed that this sum is available to fund a programme of new building.

### **Integrated Sensitivity Analysis**

9.7 The second scenario on the Table above illustrates the combined effect of a number of factors which could have a negative impact on the HRA over the life of the Business Plan. The assumptions are as follows:

- After the first 4 years of the rent reduction of 1%, there is no increase for the next 6 years, then a gradual increase of 0.6% per year for the next 10 years and 0.9% per year for the following 10 years. These assumptions take around £57m of income out of the HRA over the 30 year period. This is in addition to the loss of income already built into the Plan due to the 1% reduction. Since Government has given no indication so far of how the rent policy will proceed after 2020 these are not unreasonable assumptions;
- A reduction in income from shops and a 25% reduction in income from garages;
- A 10% increase in the costs of repairs and maintenance, either resulting from the outcome of the stock condition survey or from increasing demand for repairs arising from the condition of existing homes. This is assumed to add £28m over the life of the Business Plan;
- A doubling in the provision for bad and doubtful debts arising from the non-payment of rent. This could arise from a number of factors, but principally difficulties in collecting higher rents under the Government's new "Pay to Stay " and welfare reform policies, including the rollout of Universal Credit and the reduction in the Overall Benefit Cap.
- It is assumed that the capital programmes of £176.8 and debt repayment of £112.7m continue as in the Base Case.

9.8 The charts below illustrate the position in two different ways. Chart 1 shows the cumulative balance from the Table as it develops over the life of the 30 year Plan. Chart 2 shows total income and expenditure on the HRA assumed in the Business Plan as it was at March 2016 and compares this with total income from the sensitivity analysis.



- 9.9 The Table and charts show, that on the basis of this combined sensitivity analysis, the HRA would not be viable with a cumulative deficit of £109.7m over the 30 year period. On this basis there would be no resources available for a programme of new building. Chart 1 shows that on these assumptions the cumulative balance becomes negative in around 2021/22. Chart 2 shows a position in which on *existing* plans resources are depleted in the early years (as the reserves for the new build programme are used) while the position under the sensitivity analysis is unstable.
- 9.10 In reality, the HRA would never reach this position. By law the Council is not permitted to budget for a deficit in the HRA and remedial action would be required. The detail of the financial projections which have been made show that even on these very negative assumptions the HRA is "viable" over the first 5 years of the Business Plan. It is in the second 5 years, between 2021 and 2026 that the account runs into deficit.
- 9.11 However, what the projections show is, that if these assumptions turned out to be valid in the way assumed, the Council would be faced with a limited number of difficult alternatives in order to avoid a deficit on the account. Chief amongst these would be:
- Cutting back on the level of day to day repairs and staffing;
  - Reducing the capital programme of works to existing homes;
  - Slowing the level of debt repayment;
  - Increasing income by other means;

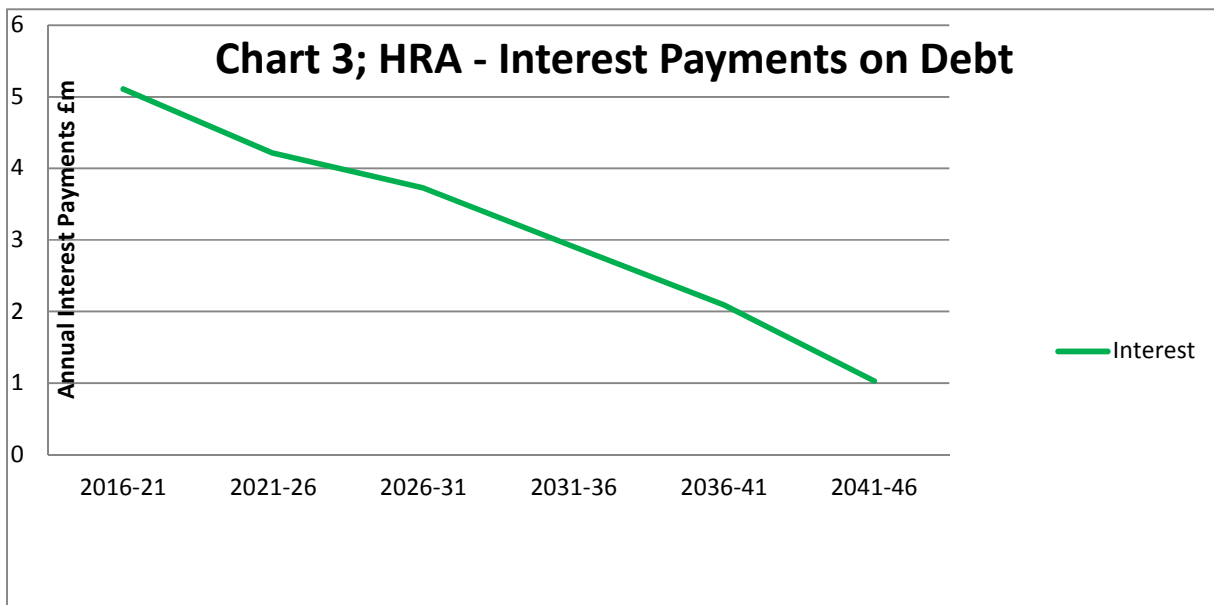
- Disposing of property.

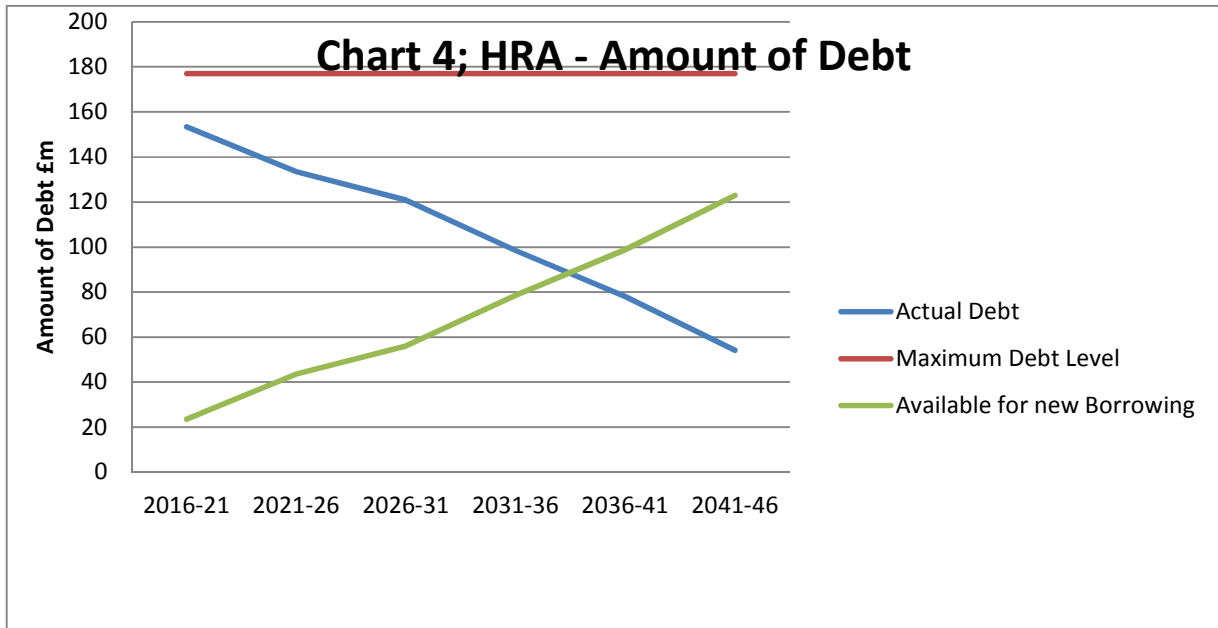
9.12 None of these assumptions are unduly pessimistic in their own right. However, it is probably unlikely that all of these negative factors would actually turn out to impact on the HRA in this way all at the same time. Nevertheless, this sensitivity analysis is useful in setting out the risks that the Council's housing finances face over the next few years. They also show that at the time of writing (August 2016) the HRA Business Plan is in a period of unprecedented uncertainty.

9.13 This is why it is a key recommendation of this Plan that a major review take place in March 2017 when some of the key uncertainties should have been resolved - particularly Government policy on rents and the outcome of the Council's stock condition survey.

### Borrowing and Debt

9.14 In 2012, the Council had to borrow a substantial amount of money (£135.8m) in order to 'acquire' its homes from the Government; the debt is costing the HRA almost £5.5m every year in interest charges. By repaying this debt, the HRA's annual interest costs will reduce therefore 'releasing' more of the rental income to be spent on repairs, maintenance and investment etc. In the current Business Plan, certain assumptions have been made with regard to the repayment of the debt over the 30 years and this is illustrated in the charts below.





9.15 If the current planned debt repayments have to be delayed or cancelled, whilst it might allow those debt repayments to be used for other priorities instead, it will also mean that the annual interest charges will remain close to their current levels of almost £5.5m a year. Debt will therefore continue to be a financial ‘burden’ on the HRA for many decades to come, diverting rental income away from other priorities and needs.

9.16 By continuing to maintain a planned programme of debt repayment, should the Council need to make a substantial investment sometime in the future to address an unforeseen critical need, it could meet that need by undertaking new borrowing.

## 10. Looking Forward

10.1 Over the last few years the Council has shown considerable ambition in managing its HRA, particularly in launching a programme of building new Council homes. In the short term the account remains strong, however the stress-testing within this Plan has shown that, under a number of scenarios, it is possible this stability could be threatened and that mitigating action might be required. The Housing & Planning Act, together with other legislation, will have a significant impact not only on the Council’s landlord function, but also on tenancies and household incomes. At the time of writing these impacts are not yet clear, but more detail should emerge during 2016/17.

10.2 The Government’s decision to reduce rents in the 4 years from 2016/17 has already taken substantial sums from the 30 year Business Plan. Over the next few months the Government is likely to announce its intentions for the years beyond 2020.

- 10.3 During the coming months it will become clearer how the Government intends to define 'high value' properties, how much money the Council will need to pay to the Treasury under the terms of the Housing and Planning Act and how many homes it will need to sell and replace. This in turn will inform the Council's programme for building new homes.
- 10.4 The Government's current intention is to introduce higher rents for tenants with a gross household income of more than £31,000 ("Pay to Stay") from April 2017. Regulations are still awaited on this but in addition to having a substantial impact on a significant number of household budgets the policy will impose additional burdens on the Council, including establishing for the first time what tenants earn. The effect on the HRA is currently unknown but one risk is that rent collection levels will fall.
- 10.5 Welfare reform will place additional pressure on the HRA, mainly on rent collection performance. The reduction in the level of the overall Benefit Cap from Autumn 2016 will reduce the income of some Council tenants with the reduction being taken, initially, from Housing Benefit (or the housing element of Universal Credit). The roll out of Universal Credit, when it occurs, will mean payments being made direct to tenants rather than the landlord. Data from other authorities has shown that this will affect rent collection levels and, as a consequence, require higher provision for bad debts.
- 10.6 As the management of the Council's housing stock becomes more complex, it will be vital that IT systems are fit-for-purpose and capable of supporting new ways of working. The mobilisation of the new repairs, maintenance and investment contract will prove an opportunity to review the multiple IT systems currently in use and consider whether a one-system solution might support efficiencies in the management of the Council's housing stock, whilst delivering a better customer service and

### **One Public Estate**

The Council has been considering how local services could be delivered in the future. In 2014/15 work commenced on a collaborative strategy between SBC, Slough Clinical Commissioning Group, GPs and NHS England to develop proposals for a community hub at Trelawney Avenue, Langley. The Council is the freeholder of the Merrymakers public house and the HRA acquired the leasehold in 2012 to assemble a site to provide affordable housing for rent. Whilst the site is designated for residential use, the Council is keen to take a more strategic view that would see the introduction of a mixed-use development that would introduce housing and a community hub. This new facility will combine integrated health services with Housing Services, Library Services and Adult Social Care, as well as creating flexible space to deliver voluntary and community based services. The remainder of the site will accommodate up to 10 SBC properties for affordable rent

Looking forward, this proposal could shape the future delivery of Neighbourhood Services. It could provide the model for a flexible and integrated approach where front-line staff co-locate with public, private and voluntary sector providers in a neighbourhood setting and free up sites for additional affordable housing.



achieving financial savings to strengthen the HRA.

- 10.7 The outcome of the Stock Condition Survey in January 2017 will establish the priorities and level of investment required to maintain the Council's current housing stock in the short and longer term. This will need to be balanced against the Council's ambitions to build new affordable homes. The data from the survey will be used to develop an Asset Management Strategy to set out; the scope for stock rationalisation; opportunities for regeneration and in-filling to deliver new affordable homes; and opportunities to acquire new sites for the development of new affordable homes.
- 10.8 In the medium and longer term the Council may need to make some tough decisions about priorities for investment and how to mitigate risks to the HRA. Careful management of the HRA up to this point means that the Council is in a position to manage this change successfully and to ensure the Council's housing finances are sustainable in the long-term. The challenge will be to establish whether it can do this without losing its ambition both to maintain existing homes to a high standard and to build new affordable homes for the residents of Slough.
- 10.9 These major developments, legislative changes, a crucial upgrading in the Council's data around the condition of its housing stock and the potentially transformational impact of a new repairs, maintenance and investment contract, will all take their course during the year following the publication of this Plan. For this reason this Plan should be seen as providing a baseline against which a further review of the Business Plan will be completed in March 2017.
- 10.10 In addition to this, it is proposed that now is the time for the Council, in partnership with residents, to undertake a comprehensive Asset Management Review/Options Appraisal looking at the future of its housing stock and at how the Council can best achieve its ambition to provide more and better homes for the benefit of the people of Slough. This Options Appraisal would commence immediately, would be informed by the revised Business Plan in March 2017 and would be completed by December 2017.

## 11. Risk Management

	Category	Risk	Mitigation	RAG
1.	Financial	Government rent policy threatens viability of the HRA and requires reductions in services.	<ul style="list-style-type: none"> <li>- Review of the Business to take place in March 2017 when Government plans for rents should be known.</li> <li>- Option Appraisal for council homes to complete by December 2017.</li> <li>- Prudent approach to borrowing and debt allows scope for adjustment.</li> </ul>	
2.		Results of the Stock Condition Survey increase costs on the HRA and threaten viability	<ul style="list-style-type: none"> <li>- RMI project is anticipating dealing with new data arising from the survey.</li> </ul>	

			<ul style="list-style-type: none"> <li>- Review of the Business to take place in March 2017 when results of survey will be known.</li> </ul>	
3.		Provisions of the Housing & Planning Act, particularly sale of high-value voids and “Pay to Stay”, impact negatively on the HRA.	<ul style="list-style-type: none"> <li>- Review of the Business to take place in March 2017 when regulations on the implementation of the Act should have been issued.</li> <li>- Prudent approach to borrowing and debt allows scope for adjustment.</li> </ul>	
4.	Property	Overall condition of HRA property deteriorates and does not meet modern standards.	<ul style="list-style-type: none"> <li>- Stock condition survey to complete in January 2017 to provide comprehensive update on the position.</li> <li>- Review of Business Plan in March 2017 will aim to resource works to existing homes over the life of the plan.</li> </ul>	
5.		Failure to make best use of HRA assets in the long term.	<ul style="list-style-type: none"> <li>- Option Appraisal to look at the options for the future of the housing stock and report by December 2017.</li> </ul>	
6.		There are insufficient resources to continue a new build development programme.	<ul style="list-style-type: none"> <li>- Review of Business Plan in March 2017 will look at scope for further new build.</li> <li>- Policy on rent levels in new build properties will partly determine scale of the future programme.</li> </ul>	
7.	Health & Safety	Insufficient resources are deployed on council homes to ensure compliance with statutory obligations.	<ul style="list-style-type: none"> <li>- Capital programme to adopt health &amp; safety works as a priority.</li> <li>- Corporate project on building compliance will ensure sufficient priority is afforded to Health &amp; Safety issues.</li> </ul>	
8.	Community Support	Tenants and leaseholders are not fully engaged and involved in the development of services and in decisions about the future of council homes.	<ul style="list-style-type: none"> <li>- Programme to widen engagement to start in November 2016</li> <li>- Asset Review/Option Appraisal to include full involvement of residents.</li> </ul>	
9.	Communications	Tenants are not fully informed about the impact of the Government’s “Pay to Stay” legislation.	<ul style="list-style-type: none"> <li>- Communications to be issued as soon as possible when detailed Government proposals are known. Implementation is due for April 2017.</li> </ul>	

## Action Plan

	Action	Lead Officer	Target Deadline	RAG
1.	Publish a baseline 30 year Business Plan for the Housing Revenue Account	Strategic Director	Autumn 2016	
2.	Undertake a comprehensive survey of the condition of the Council's housing stock	Head of Neighbourhood Services	January 2017	
3.	In light of the results of the Stock Condition Survey and the implementation of the provisions of the Housing & Planning Act, produce an updated HRA Business Plan	Strategic Director	March 2017	
4.	In partnership with residents, undertake a formal asset management review and options appraisal of the Council's housing stock	Strategic Director	December 2017	
5.	Confirm the existing development programme to deliver 190 new homes on Housing owned land and plan an extended programme beyond 2020.	Strategic Director and Head of Housing Services	March 2018	
6.	<p>Adopt the following priorities for improving services to residents:</p> <ul style="list-style-type: none"> <li>Award a new repairs, maintenance and investment contract for council owned homes to improve the quality and responsiveness of these services for residents and to act as a catalyst for the development of local and in-house capacity to provide maintenance services</li> <li>Engage and enable residents to</li> </ul>	Strategic Director and Head of Neighbourhood Services	<p>New contract to start in December 2017.</p> <p>Programme to begin in</p>	

	create a culture of accountability and responsibility and to broaden opportunities for the Council's tenants and leaseholders to be involved in the development and monitoring of services		November 2016 and complete in December 2017.	
7.	Implement the "Pay to Stay" provisions of the Housing & Planning Act in the budget-setting process for 2017/18.	Strategic Director	January 2017	
8.	Develop a new Tenancy Strategy for Council tenancies to reflect the provisions of the Housing & Planning Act	Head of Housing Services	March 2017	
9.	Undertake a formal review of the scheme for the allocation of social housing in Slough	Head of Housing Services	March 2017	
10.	Develop proposals for the more effective use of Council owned homes by increasing the number of tenants choosing to downsize when their family circumstances change	Head of Housing Services	March 2018	
11.	Review service charges and the value for money provided to leaseholders in the light of the stock condition survey and the new RMI contract.	Head of Housing Services	March 2018	
12.	Continue to offer leaseholders a range of payment options to recover the cost of major works, together with incentives for prompt payment.	Head of Housing Services	March 2017	

**Housing Revenue Account Business Plan – March 2016**

Page 41

	Budget	Business Plan					
	2016/17	2016/2021	2021/2026	2026/2031	2031/2036	2036/2041	2041/2046
<b>Income</b>	-	-	-	-	-	-	-
Rent Income - Dwellings	(32,730)	(159,589)	(160,371)	(165,390)	(170,575)	(174,586)	(178,259)
Rent / Other Income - Non Dwellings	(1,762)	(9,169)	(10,123)	(11,176)	(12,340)	(13,624)	(15,042)
Charges for Services & Facilities - Tenants	(1,934)	(10,063)	(11,110)	(12,188)	(13,329)	(14,684)	(16,212)
Charges for Services & Facilities - Leaseholder	(612)	(3,186)	(3,518)	(3,963)	(4,503)	(5,078)	(5,658)
	<b>(37,038)</b>	<b>(182,007)</b>	<b>(185,121)</b>	<b>(192,718)</b>	<b>(200,746)</b>	<b>(207,972)</b>	<b>(215,172)</b>
<b>Expenditure</b>	-	-	-	-	-	-	-
Repairs & Maintenance	8,500	42,600	43,519	45,650	47,978	50,426	52,998
Supervision & Management	7,243	37,560	42,359	47,926	54,224	61,349	69,411
Special Services	2,084	10,957	12,396	14,025	15,868	17,883	20,214
Depreciation	5,560	27,800	27,800	27,800	27,800	27,800	27,800
Impairment (FARR)	1,000	5,000	5,000	5,000	5,000	5,000	5,000
Increase/Decrease in Provision for Doubtful Debts	458	2,407	2,723	3,081	3,486	3,944	4,462
	<b>24,845</b>	<b>126,323</b>	<b>133,798</b>	<b>143,482</b>	<b>154,356</b>	<b>166,401</b>	<b>179,884</b>
<b>Net Cost of Service</b>	<b>(12,193)</b>	<b>(55,684)</b>	<b>(51,323)</b>	<b>(49,236)</b>	<b>(46,390)</b>	<b>(41,571)</b>	<b>(35,288)</b>
Capital Charges	5,785	28,222	24,116	21,748	17,616	13,656	9,365
Contribution to Housing Development Fund	0	0	0	0	0	0	0
Revenue Contributions to Capital	4,967	18,908	14,209	8,500	7,500	6,500	5,000
<i>Compensation to tenants re: water commission</i>	1,500	1,500	0	0	0	0	0
<b>Net Operating Expenditure / (Income)</b>	<b>59</b>	<b>(7,054)</b>	<b>(12,998)</b>	<b>(18,988)</b>	<b>(21,274)</b>	<b>(21,415)</b>	<b>(20,923)</b>
<b>Reserves</b>							
Balance - Brought Forward	(14,574)	(9,699)	(11,627)	(2,626)	(1,114)	(5,038)	(612)
Housing Development Fund	(12,000)	(14,000)	(14,000)	(14,000)	(14,000)	(14,000)	(14,000)
Debt Repayment	4,000	10,000	22,000	20,500	17,350	25,841	17,000
<b>Balance - Carried Forward</b>	<b>(22,515)</b>	<b>(20,753)</b>	<b>(16,626)</b>	<b>(15,114)</b>	<b>(19,038)</b>	<b>(14,612)</b>	<b>(18,535)</b>



# Call-in Request

Name: R.Anderson

Date:24/10/16

Decision taken by Cabinet

Delegated decision by –

Date of decision:17/10/16

Title of agenda item/report: Housing revenue Account Business Plan 2016-2046

Reasons for Call-in:

The business plan is a draft out for consultation till March 2017. However item (f )of the recommendation is for immediate implementation. This would be a policy that fundamentally changes the relationship of SBC to its tenants and as such it is not acceptable that it is being proposed to implement it without it being consulted upon, considered properly along with the rest of the draft plan, and it has not been through Scrutiny in any shape or form.

It is illogical that a plan which rests on so many assumptions to project 30 years hence requires an immediate implementation of an element that will only affect 23 new properties ( as confirmed by the Interim Director when questioned at Cabinet) between now and the final plan. Waiting until the WHOLE plan has been through proper scrutiny and consultation will have negligible financial impact over a plan designed to last 30 years.

In summary this decision has been made contrary to the normal requirements for decision making of transparency, forward notification or proper scrutiny. It is potentially outside the Councils agreed Budget And Policy framework set at the last Budget Council and should only be amended at the next. The Cabinet did not provide any information as to why this policy needed immediate implementation or give any indication they had considered alternatives. Lack of clarity and rigorous examination of this was highlighted when the Cabinet member could not answer a simple question as how the policy would affect current stock scheduled for demolition and replacement but instead demurred and offered a written explanation at a later date ( yet to be received).

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Proposed alternative course of action (optional):

This change to charging 80% Market rent or LHA should be considered in a holistic way along with the rest of the Business Plan. This would allow effective scrutiny to take place, residents and tenants to be consulted and evidence gathered as to the implications for our tenants.

Therefore this decision, as it was not flagged as urgent anyway, should be only a proposal to be decided upon in March when the full Business plan will be finalised.

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Proposed documentation and/or witnesses for the call-in (optional)

Signed: Councillor R.Anderson

Signed: Councillor J.Swindlehurst

Signed: Councillor N.Pantellic

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**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Overview and Scrutiny Committee

**DATE:** 17<sup>th</sup> November 2016

**CONTACT OFFICER:** Alan Sinclair, Assistant Director,  
Adult Social Care

**(For all Enquiries)** (01753) 875752

**WARD(S):** All

**PART I**  
**FOR COMMENT & CONSIDERATION**

**ADULT SOCIAL CARE TRANSFORMATION****1. Purpose of Report**

To provide the Committee with an overview of the Adult Social Care Transformation Programme 2015 – 19 and initiate dialogue as to how the Programme should be scrutinised in future.

**2. Recommendation**

1. That the Committee notes the report and the decisions to be made by the Adult Social Care Transformation Programme over the next 3 years.
2. That the Committee decides how to scrutinise the progress of the Programme.

**3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

- 3.1 The Transformation Programme is part of Slough Borough Council (SBC)'s commitment to delivering a fundamental change in the way in which adult social care services are delivered. The Programme is a reflection of the wellbeing and prevention principles of the Care Act 2014. Through its implementation, the Transformation Programme aims to improve the wellbeing outcomes of services users whilst also adhering to the budgetary constraints of the financial settlement available.

This will also support the objective of placing more independence in the hands of local residents and giving them greater autonomy in selecting the most appropriate care for their needs.

- 3.2 The Slough JSNA highlights ageing population of Slough. With the proportion of people aged 85 and over expected to increase by 27% over the next five years, this will place pressures on the existing system. In addition, this includes a growing percentage of the population with complex health and social care needs.
- 3.3 The Transformation Programme supports outcome 6 of the Council's Five Year Plan, namely that "People take more responsibility of their own care and support". This will be accomplished by supporting carers to carry out their caring and promoting an individual's wellbeing by building on existing social capital.

#### 4. **Other Implications**

##### (a) **Financial**

The budget for ASC has been reducing, like all council budgets, over the last few years few years at a time when there is both an increasing demand for social care support and new burdens placed on all councils through the implementation of the Care Act 2014. SBC's response to this is outlined in detail in the presentation attached as Appendix A.

##### (b) **Risk Management**

<b>Risk</b>	<b>Mitigation</b>
Managing demand	Targeted actions in the Reform Programme and Better Care Fund.
Care Act burdens	Regular monitoring of the impact of the Act and escalation to programme board
Savings plans not on target	Programme and project management discipline. Escalation to Adults DMT and Programme board and corrective/alternative actions in place

##### (c) **Human Rights Act and Other Legal Implications**

The ASC reform programme and the implementation of the Care Act are about ensuring that all people's rights including their human rights are met. The impact of the implementation of the Act will be monitored.

##### (d) **Equalities Impact Assessment**

Equality Impact Assessments will be undertaken as part of the Transformation Programme to assess the impact of any proposals on the protected characteristics as the Programme is implemented. Impact assessments have been undertaken on all savings plans and no significant impacts identified.

#### 5. **Supporting Information**

5.1 The Adult Social Care Transformation Programme ('the Programme') is currently in its second year and was designed to meet the requirements of the Care Act 2014 whilst managing the budgetary challenges expected by SBC. Central to its aims are the objectives of increasing the autonomy of service users and offering them the ability to select the most suitable care from a range of options.

5.2 The reduced budget expected to be available in 2019 – 20 as compared to 2013 – 14 is shown in slide 4 of Appendix A. The alterations in how this money has been allocated are outlined in the subsequent slides. Overall, the amount of savings to be delivered by the Programme is £7,964,000.

- 5.3 At present, SBC is overspending on adult social care. However, nearly 3 quarters of local authorities are in this position with the reasons for this overspend outlined in slide 11 of Appendix A.
- 5.4 Appendix B provides details of the projects being run as part of the Programme. These are grouped into four areas (Prevention, Personalised Outcomes, Community Capacity and Workforce / Other) with a total of 13 projects. At present, 10 of these are rated as 'green' and 3 as 'amber', with none categorised as 'red'. The majority of the £7,964,000 of savings to be delivered will take place in the first 2 years of the Programme (i.e. to be completed by May 2017).
- 5.5 Appendix C provides details of the 22 indicators included in the Adult Social Care Outcomes Framework. Whilst Slough's position on these has improved in absolute terms (with 15 of these having improved in 2015 – 16), the relative position remains difficult. Whilst only 4 of these outcomes see Slough as one of the best 25% of local authority areas in terms of performance, Slough is one of the worst 25% of performers in 7 other outcomes. A summary of this information is the cover sheet for Appendix C, with detailed information on the 22 indicators available in the rest of the document.

6. **Comments of Other Committees**

This specific report has not been considered by any other committees, although the Programme has been referred to the relevant bodies as appropriate (e.g. Cabinet, Wellbeing Board).

7. **Conclusion**

Members are requested to consider the Programme as outlined in the presentation and how best to ensure that Councillors can have a positive impact on its progress.

8. **Appendices Attached**

- 'A' - Adult Social Care Transformation Programme presentation
- 'B' - Transformation Programme efficiencies
- 'C' - Adult Social Care Outcomes Framework results

9. **Background Papers**

None.

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# Adult Social Care Transformation

## Report to Overview and Scrutiny Committee

17<sup>th</sup> November 2016



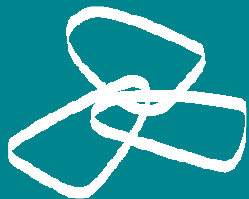
# Adult Social Care Transformation Programme 2015-2019

- Four Year Programme – started in 2015/16 and in year 2 now
- Delivering transformed way of working with new strategy
- Managing demand and reduced budgets
- £7.9m efficiencies to be delivered across the four years of the programme

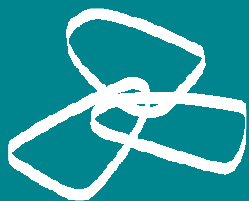
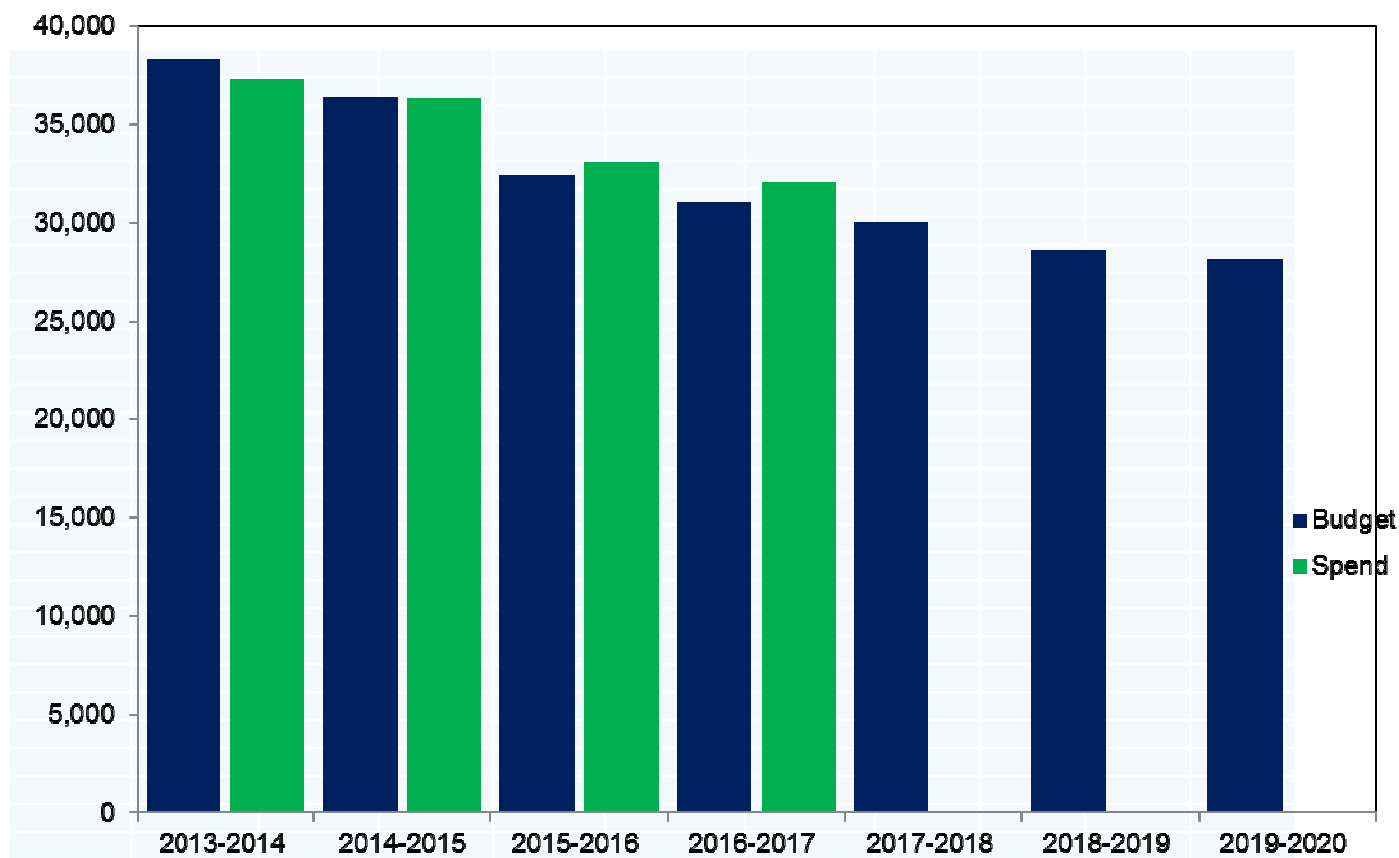


# Adult Social Care Strategy to 2020

- Prevent and delay the need for social care services by good information and advice, prevention, reablement, asset based approaches and building community capacity
- Avoid people being in crisis
- Support to carers to continue caring
- Support people to live at home and reduce number of people living in care homes
- Support people to manage their own care and support through direct payments and technology
- Working in partnership with the NHS to deliver integrated services
- Improving quality of local services
- Developing our workforce

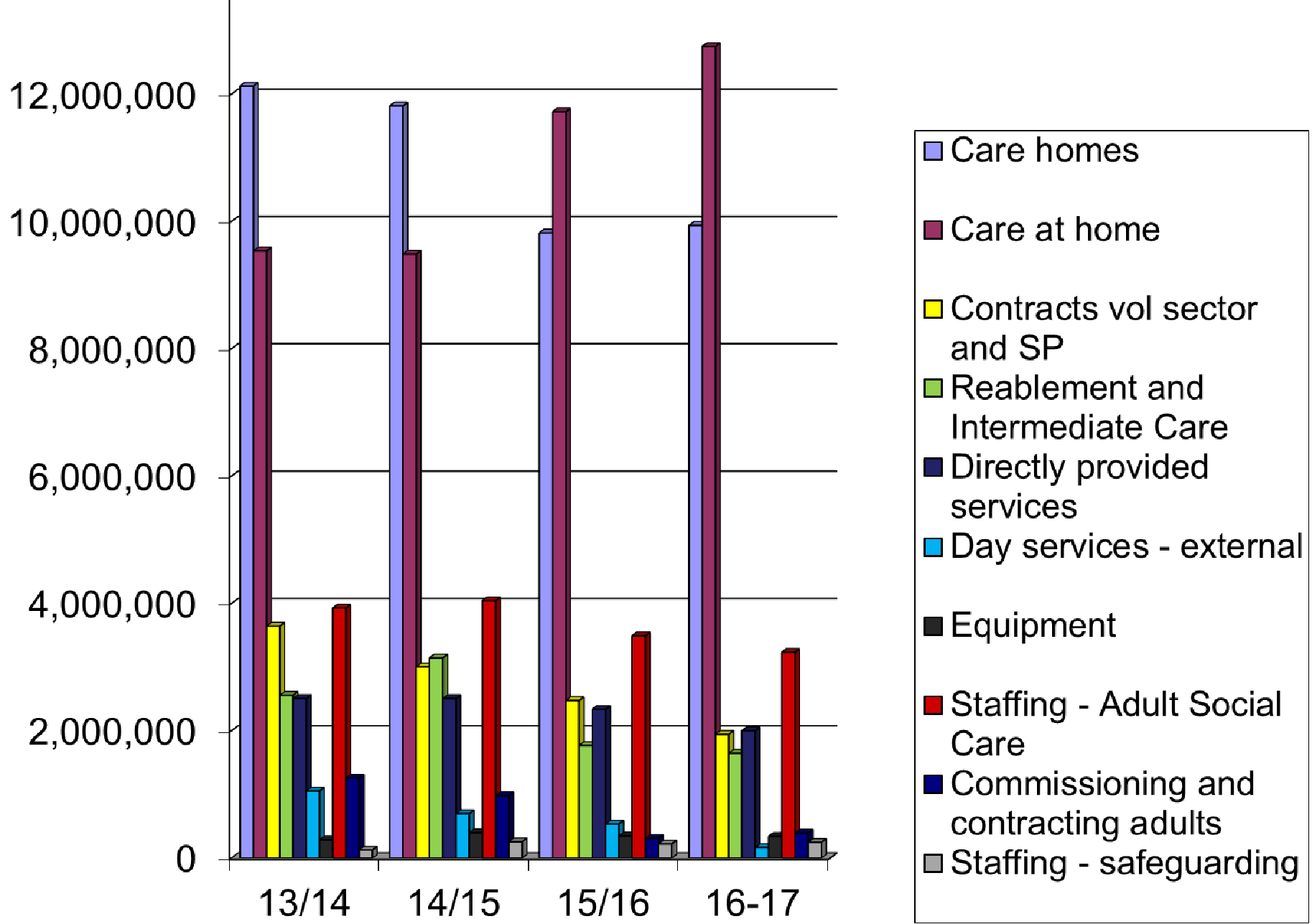


# Adult Social Care Budget and Spend 2013-19

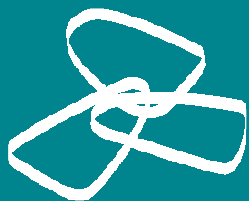
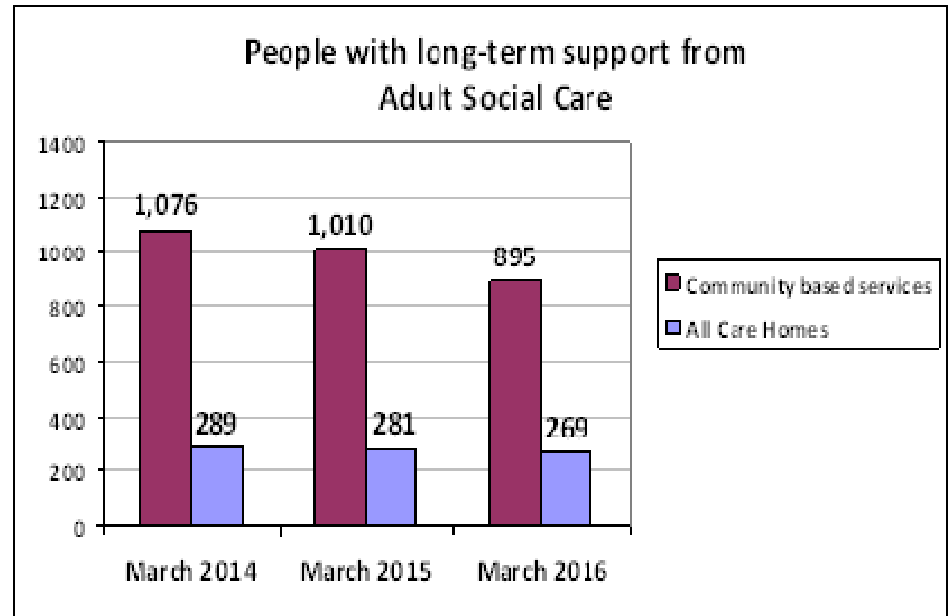
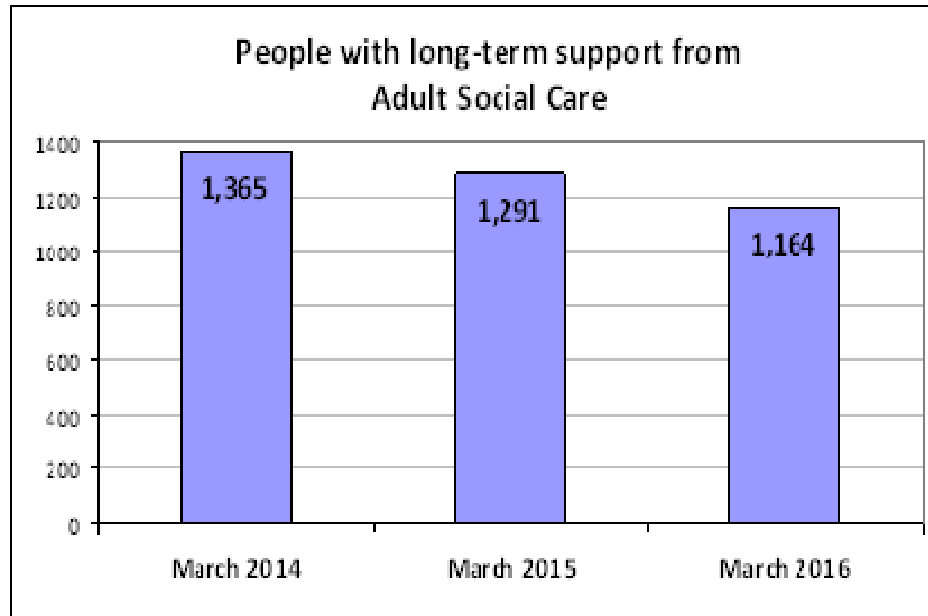




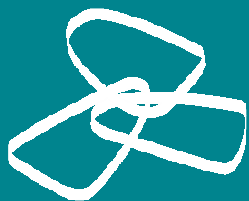
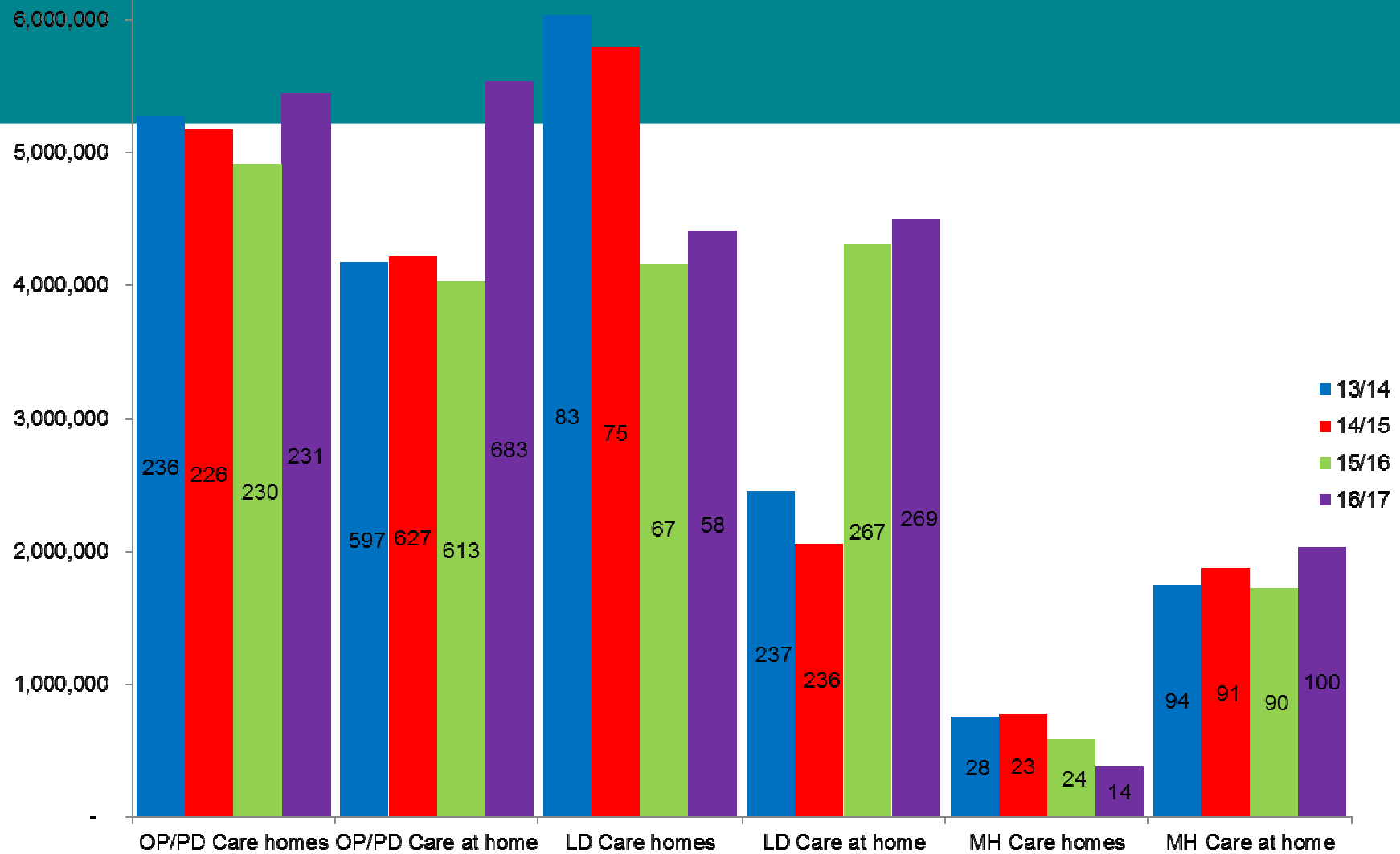
### Analysis of Spend over last 4 years



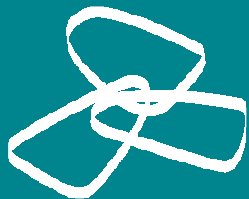
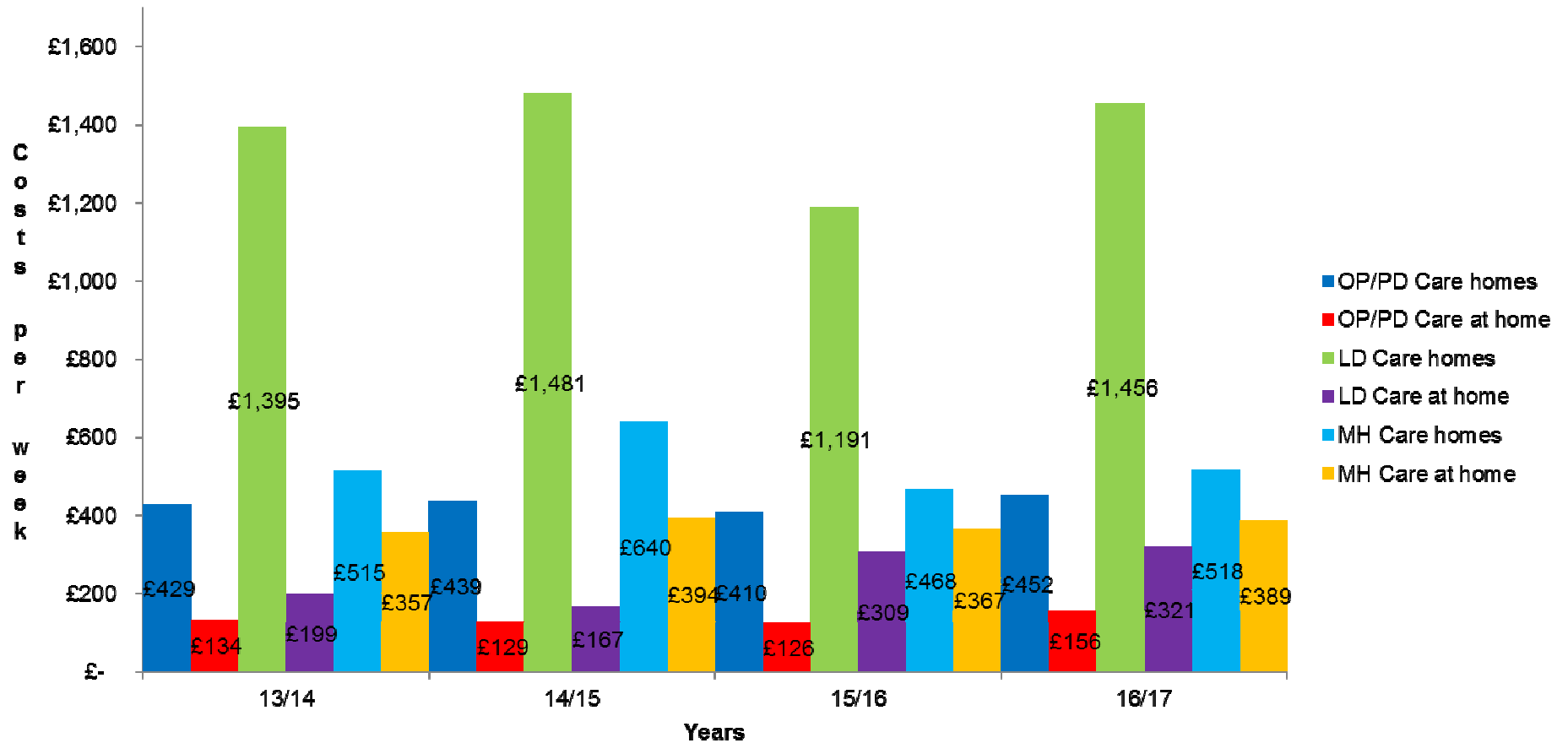
# Numbers of people supported by Adult Social Care



## Commissioning Costs by Type for last 4 years



## Average weekly net cost over last four years



# Adult Social Care Efficiency Savings 2014-19

**2015-19 – £7.964m**

**2015/16- £3.164m**

**2016/17- £2.35m**

**2017/18- £1.05m**

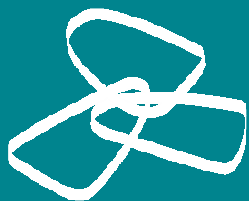
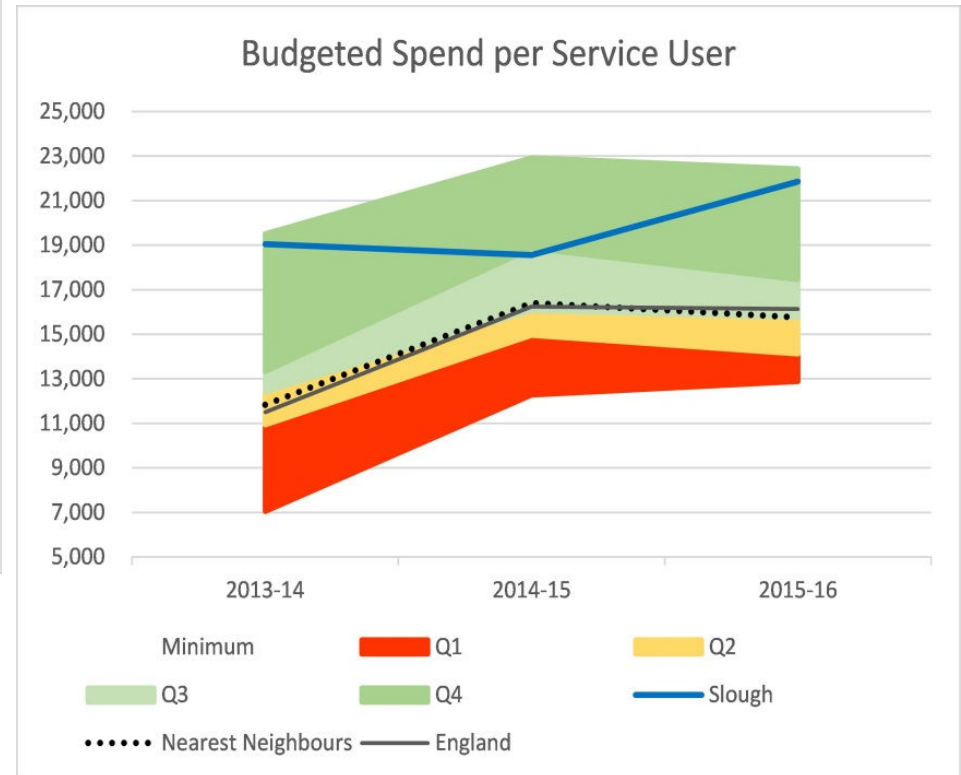
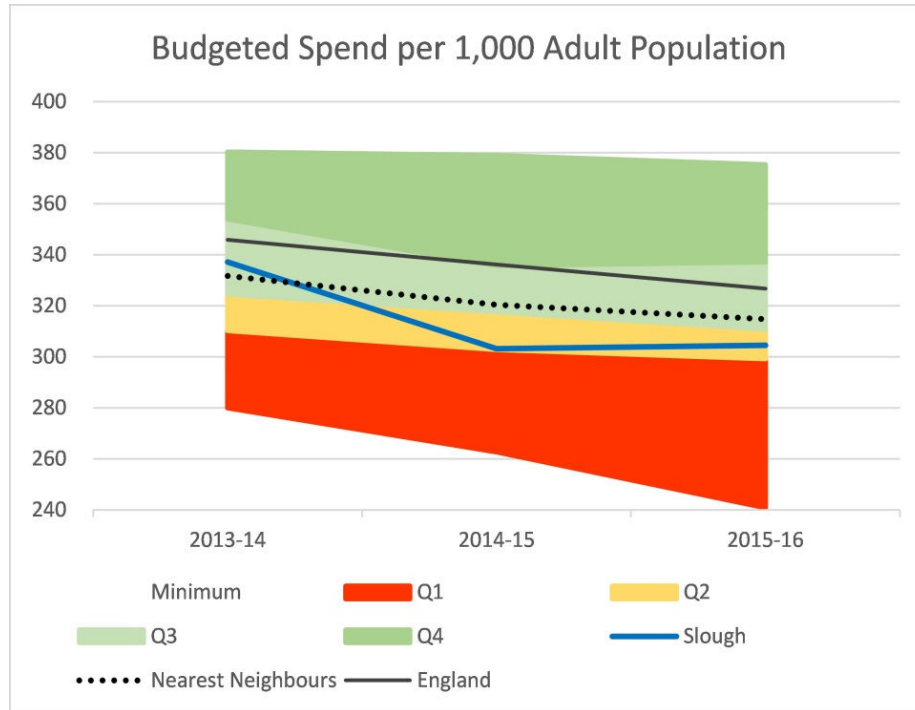
**2018/19- £1.4m**

**All savings are being delivered during the period of the programme**

**Annex 1 has the detail of all of the savings areas.**



# Unit Cost Comparisons

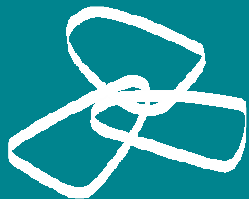


# What has been happening and why is there an overspend

- Increase in the number of people we are supporting but less people long term and more people being supported by one off services
- More people being supported at home – especially with a learning disability and mental health problem
- Roughly same number of older people in care homes
- More people managing their own care and support and more people with a direct payment
- We are continuing to support more people at home rather than in care homes
- Savings being delivered

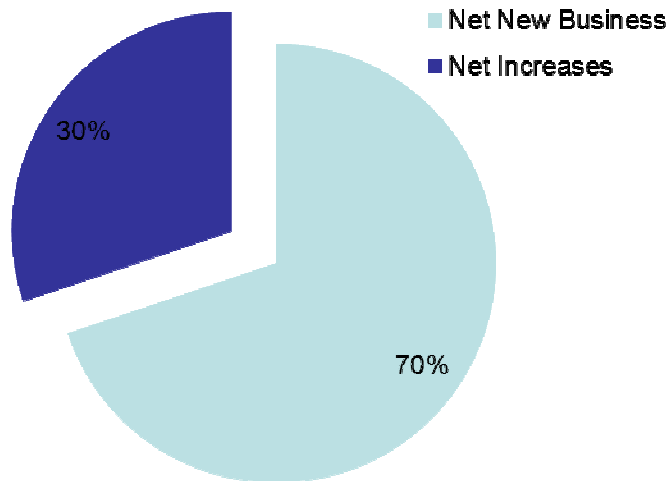
## **But.....**

- We are paying approx £50 p/w more per new care home placement
- Number of domiciliary care home hours for people who are already known to us has gone up – levels of need have increased – and its costing us more
- 2% precept raised £850,000 but cost of national minimum living wage approx £1m and care act responsibilities and demography £900,000
- Budget increasingly reliant on NHS funding through the Better Care Fund

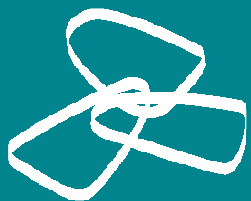
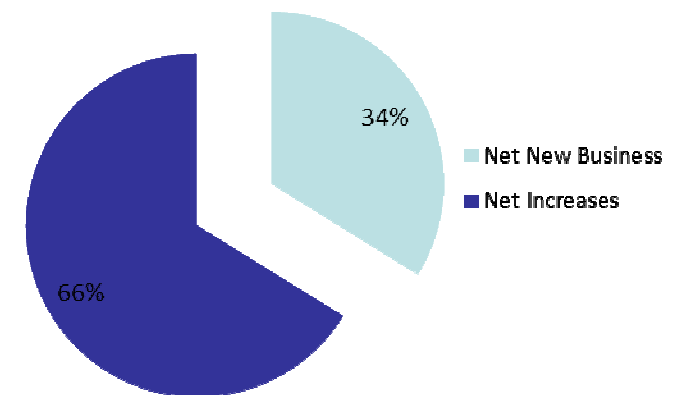


# What has been happening and why is there an overspend

Dom Care Demand Analysis 2015-16



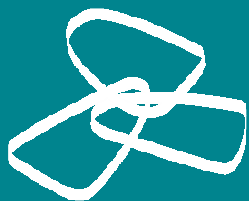
Dom Care Demand Analysis Apr - Sep 16





# ADASS Budget Survey 2016

- 'Adult Social Care is at a Tipping Point' Kings Fund and CQC
- Funding doesn't match increased needs for, and costs of care for older and disabled people.
- To maintain care at same level as last year would require more than extra £1.1bn.
- Social care precept raised total of £380m - less than two thirds of the calculated costs of the national living wage £600m
- Local councils have to find more than £941m savings this year (7% of net budget)
- At least 24% of savings will come from cutting services or reducing personal budgets
- In 2015/16 the majority of social care departments overspent on their budgets
- Only 31% of directors are fully confident that planned savings can be met this year
- Only 6% of directors are fully confident that planned savings can be met in 17/18
- 82% of councils increased fees to providers – a quarter by over 5%
- 74% of councils predicting an overspend in 2016/17 - £445m (last year £168m)

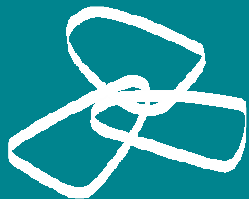


# Adult Social Care Outcomes Framework

ASCOF -27 indicators across 4 domains

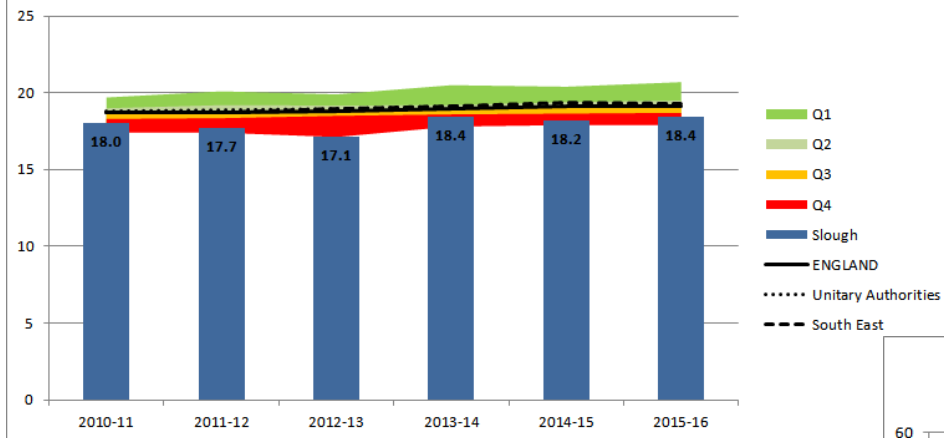
- Enhancing quality of life for people with care and support needs
- Delaying and reducing the need for care and support
- Ensuring that people have a positive experience of care and support
- Safeguarding people whose circumstances make them vulnerable and protecting from avoidable harm
- Compares across years and with England average, SE average and statistical neighbour average
- Part activity analysis and part annual user survey
- Slough performs well on the activity indicators and not so well on the user survey responses

Annex 2 has analysis across all the indicators – here are a few to give you an example

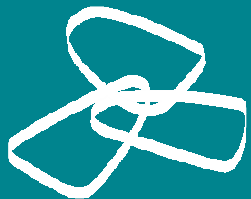
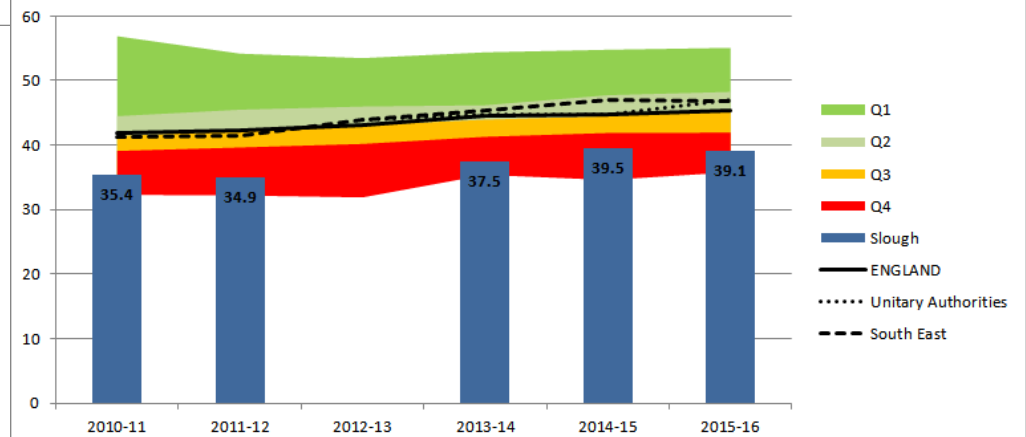


# ASCOF – quality of life

1A: Social care-related quality of life score

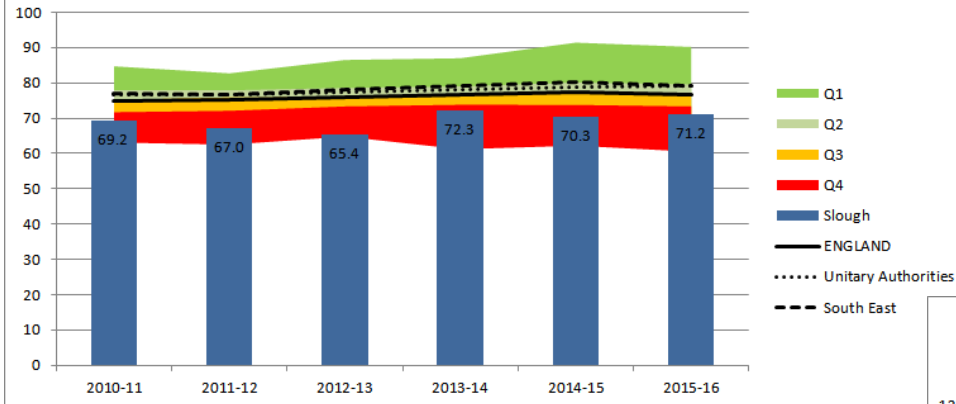


1I(1): The proportion of people who use services who reported that they had as much social contact as they would like

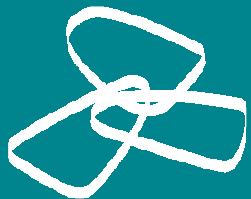
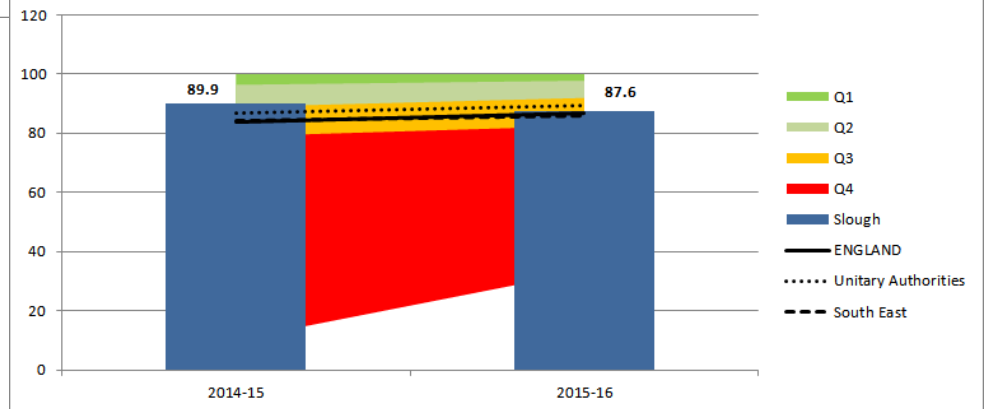


# ASCOF – choice and control

**1B: The proportion of people who use services who have control over their daily life**

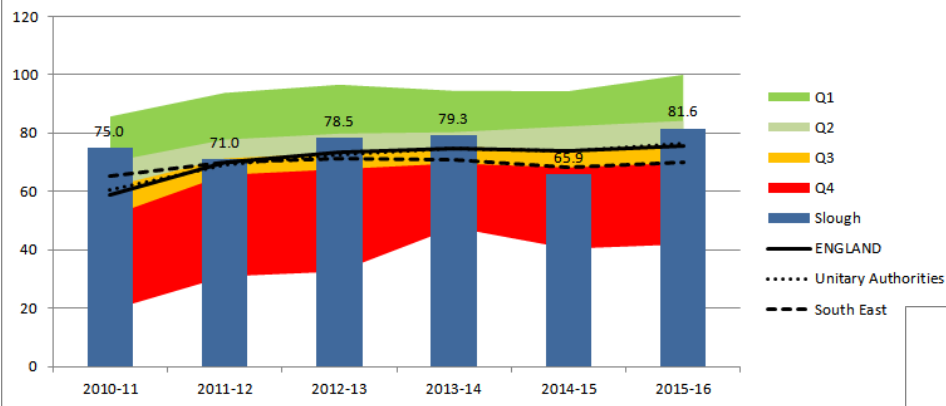


**1C(1A): The proportion of people who use services who receive self-directed support**

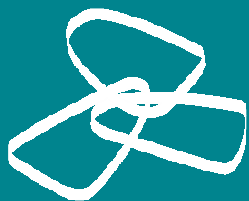
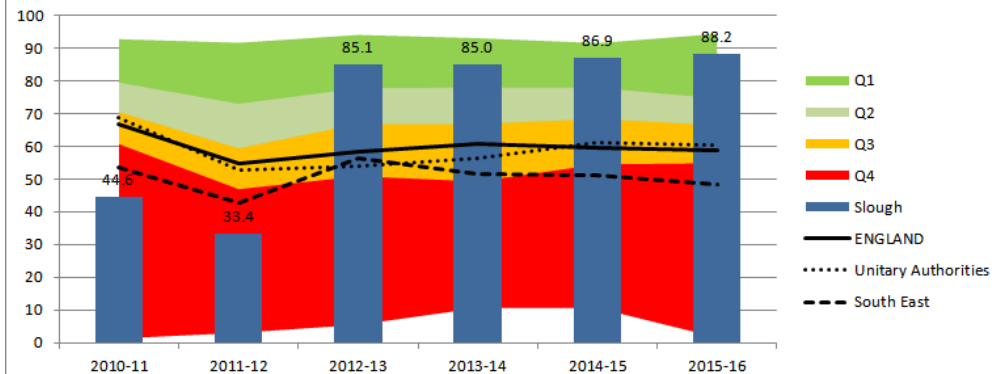


# ASCOF – people living in their own home

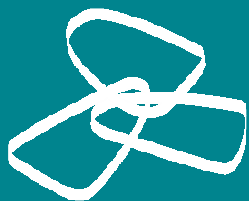
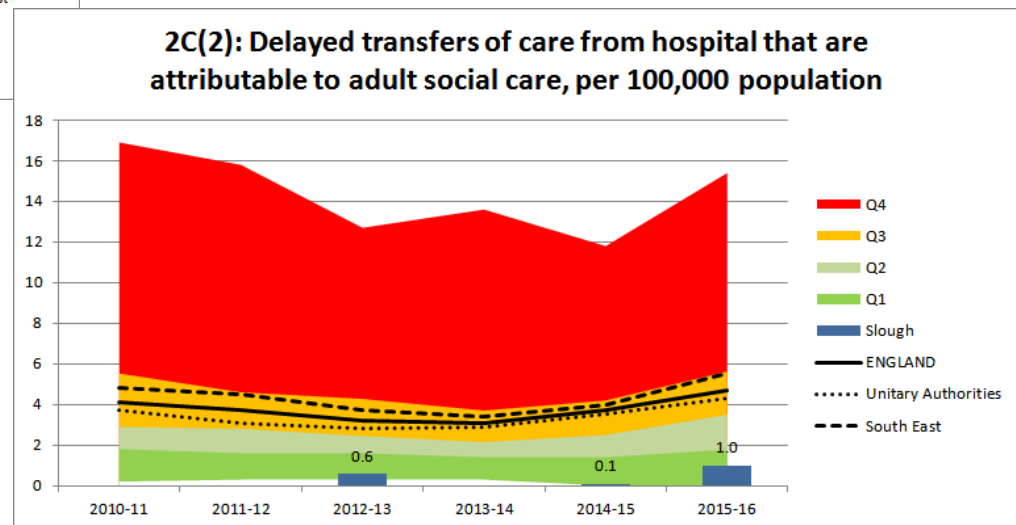
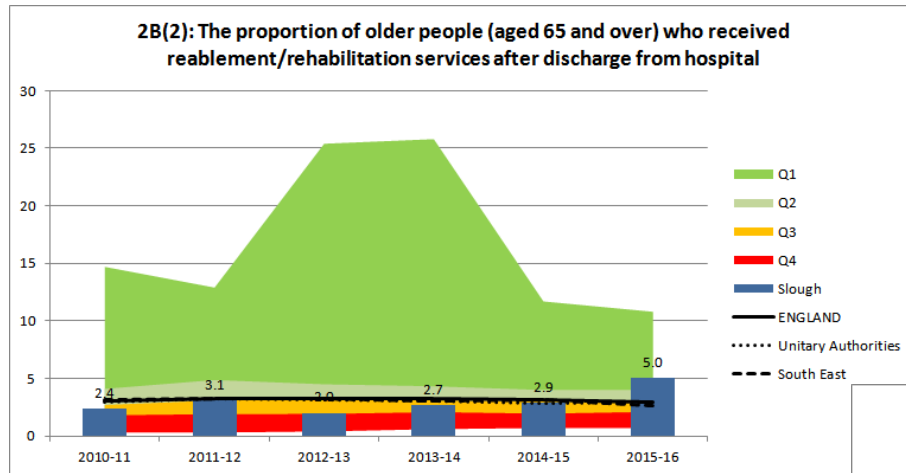
**1G: The proportion of adults with a learning disability who live in their own home or with their family**



**1H: The proportion of adults in contact with secondary mental health services living independently, with or without support**

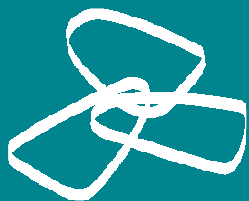
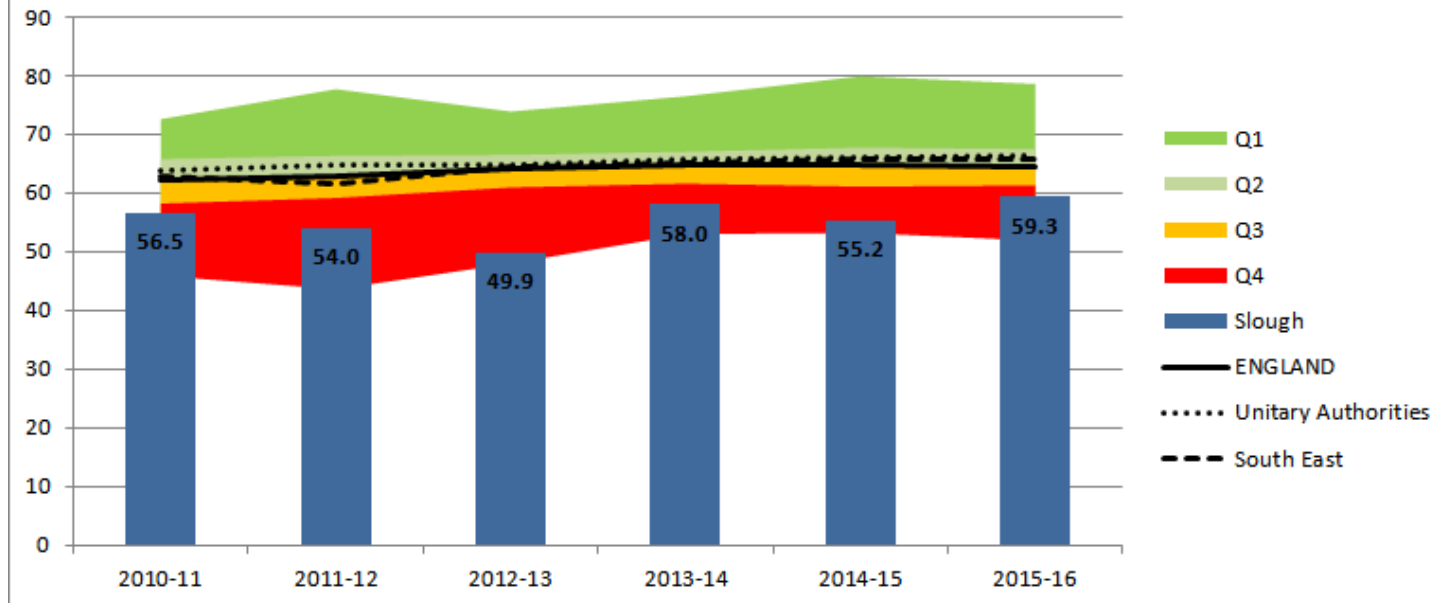


# ASCOF – support in hospital

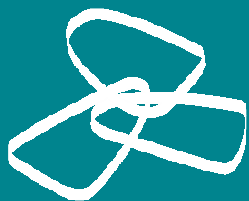
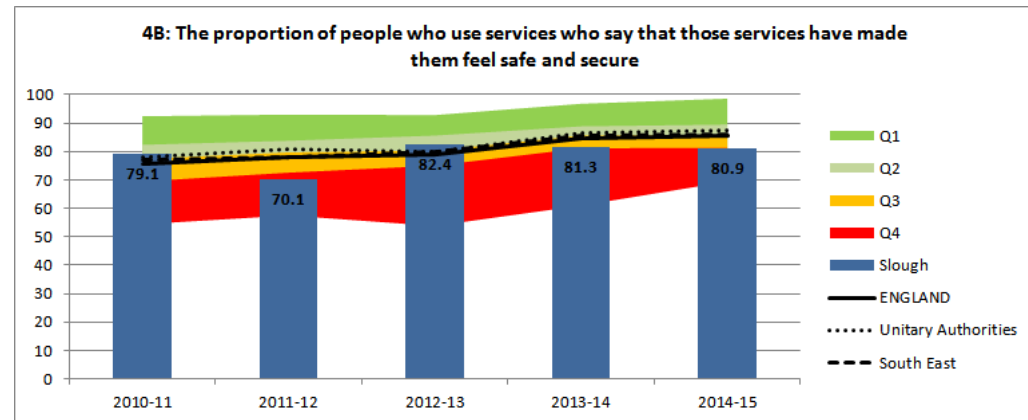
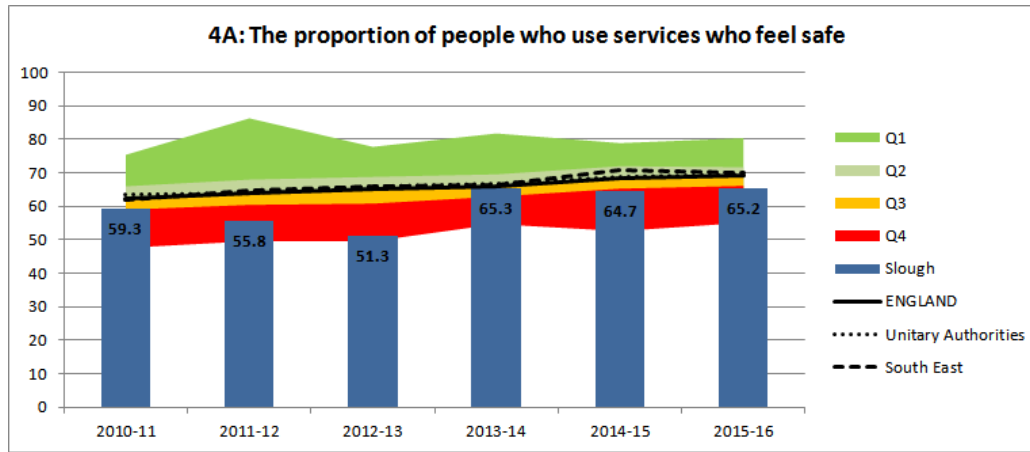


# ASCOF – satisfaction with care and support

3A: Overall satisfaction of people who use services with their care and support



# ASCOF- feeling safe





**Outcome 6 - Enabling & Preventing "More people will take responsibility and manage their own health, care and support needs"**  
**Adult Social Care Programme-Projects-Savings**

Domain	Project	Summary	Saving 2015/16	Saving 2016/17	Saving 2017/18	Saving 2018/19	TOTAL SAVING 2015/19	RAG Status	Project Stage	Comments
Prevention	Telecare & Equipment	Implementation of the telecare charging policy. Action plan to increase equipment returns		£ 44,000.00	£ 44,000.00	£ 44,000.00	£132,000	Green	BAU	
	Continuing Health Care	Review of complex health and social care cases as part of the re-assessment under the CA work. NHS funding can be accessed via a CHC checklist and assessment.	£500,000	£ 250,000.00	£ 200,000.00	£ 200,000.00	£1,150,000	Green	BAU	Service design will be optimised so that commissioners can meet the complex health and social care needs of the population
Personalised Outcomes	LD Change Programme	Various projects based on changing the nature of the provision for LD. Projects include de-commissioning in house providers and building based support	£ 1,000,000.00				£1,000,000	Green	PID Approved	Shift the balance of care towards personalised services in community settings, to help people achieve the outcomes they want and lead more independent lives
	Domcare Reviews	Domcare providers unit cost or outsource. Implementing Wiltshire Midpoint review model	£ 300,000.00	£ 100,000.00			£400,000	Amber	Brief Approved	
	Care Act Reassessments	Under the CA2014 all cases must have been re-assessed. Cases will be reviewed via the ABC approach and DP offered where appropriate	£ 500,000.00	£ 356,000.00	£ 106,000.00	£ 656,000.00	£1,618,000	Amber	PID Approved	
	MH Review of Day Services	Use of DPs, broaden community engagement and increase partnership working - now called Hope College	£ 100,000.00				£100,000	Green	Mandate	
	Extra Care Housing	Commissioning project developing the BC to increase the no. of ECH units available in SBC				£ 500,000.00	£500,000	Amber	Brief Approved	
	Internal Day & Residential Services and respite services	Commissioning activities based on Lavender Court and Respond (inc commissioning of day opportunities BC under development)	£ 300,000.00	£ 350,000.00			£650,000	Green	PID Approved	Project delayed by 1 year - budget has been reduced in years shown but savings will be delivered in the following years
	Housing Related Support Review	15% contract reduction, followed by the re-commissioning of these services and the BPR of coordinated case activity		£ 600,000.00	£ 250,000.00		£850,000	Green	Mandate	
	MH Supported Living Review	Reablement and recovery programme for MH clients living in supported living (Hope House)		£ 200,000.00			£200,000	Green	PID Approved	
Community Capacity	VCS Outcomes Based Contract	Re-commissioning of voluntary & community services via an OBC and a lead provider model	£ 275,000.00	£ 150,000.00	£ 150,000.00		£575,000	Green	PID Approved	Develop a new landscape for promoting and building the networks needed to support people in their own communities
Workforce/ Other	Increase in client charges		£ 189,000.00				£189,000	Green	PID Approved	Inflation uplift
	Organisational Reform	Staffing re-structure based on the new models of social care practice being developed in the dept		£ 300,000.00	£ 300,000.00		£600,000	Green	Mandate	
Totals							<b>£7,964,000</b>			

£ 3,164,000.00 £ 2,350,000.00 £ 1,050,000.00 £ 1,400,000.00

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## ASCOF RESULTS 2015/16

“Measures from the Adult Social Care Outcomes Framework, England - 2015 to 2016” were published on 5<sup>th</sup> October 2016 and are available here: <https://www.gov.uk/government/statistics/measures-from-the-adult-social-care-outcomes-framework-england-2015-to-2016>

This report summarises Slough’s performance against the other 151 English Councils with Social Services Responsibilities (‘CSSRs’) for the 22 ASCOF indicators with published results this year.

Slough has improved performance (in direct value terms) on 15 indicators of the 22 with results this year, achieved Upper quartile performance on four, second quartile performance on seven, third quartile performance on four and lowest quartile for seven.

Indicator	Source	Slough 14-15	Slough 15-16	England 15-16	South East 15-16	Unitary Councils 15-16	SN average 15-16*	Good is generally ...	DoT
1A	ASCS	18.2	18.4	19.1	19.3	19.3	19.1	High	↗
1B	ASCS	70.3	71.2	76.6	79.3	79.0	76.1	High	↗
1C(1A)	SALT	89.9	87.6	86.9	85.9	89.5	85.8	High	↘
1C(1B)	SALT	1.3	94.4	77.7	96.9	77.1	83.7	High	↗
1C(2A)	SALT	16.8	21.8	28.1	30.9	27.6	26.0	High	↗
1C(2B)	SALT	1.3	25.4	67.4	89.2	59.9	65.2	High	↗
1D	CS	7.9		**Not collected this year**				High	
1E	SALT	6.4	5.6	5.8	6.2	7.0	7.3	High	↘
1F	MHMDS	6.7	7.3	6.7	6.7	8.2	6.8	High	↗
1G	SALT	65.9	81.6	75.4	70.2	76.4	81.0	High	↗
1H	MHMDS	86.9	88.2	58.6	48.2	60.3	57.7	High	↗
1I(1)	ASCS	39.5	39.1	45.4	46.8	47.0	45.0	High	↘
1I(2)	CS	39.0		**Not collected this year**				High	
2A(1)	SALT	16.5	14.2	13.3	13.8	15.9	15.6	Low	↗
2A(2)	SALT	558	538.9	628.2	576.6	665.6	714.8	Low	↗
2B(1)	SALT	100	87.6	82.7	81.1	83.9	81.0	High	↘
2B(2)	SALT / HES	2.9	5	2.9	2.6	2.9	2.8	High	↗
2C(1)	DToC	5.9	8.4	12.1	14	12.1	11.4	Low	↘
2C(2)	DToC	0.1	1.0	4.7	5.5	4.3	4.1	Low	↘
2D	SALT	72.6	96	75.8	77.2	78.5	79.1	High	↗
3A	ASCS	55.2	59.3	64.4	65.7	66.3	64.1	High	↗
3B	CS	43.9		**Not collected this year**				High	
3C	CS	67.6		**Not collected this year**				High	
3D(1)	ASCS	72.5	74.3	73.5	74.5	75.6	74.3	High	↗
3D(2)	CS	58.8		**Not collected this year**				High	
4A	ASCS	64.7	65.2	69.2	70.1	69.6	66.2	High	↗
4B	ASCS	81.3	80.9	85.4	86.1	87.4	84.7	High	↘

### Data Sources:

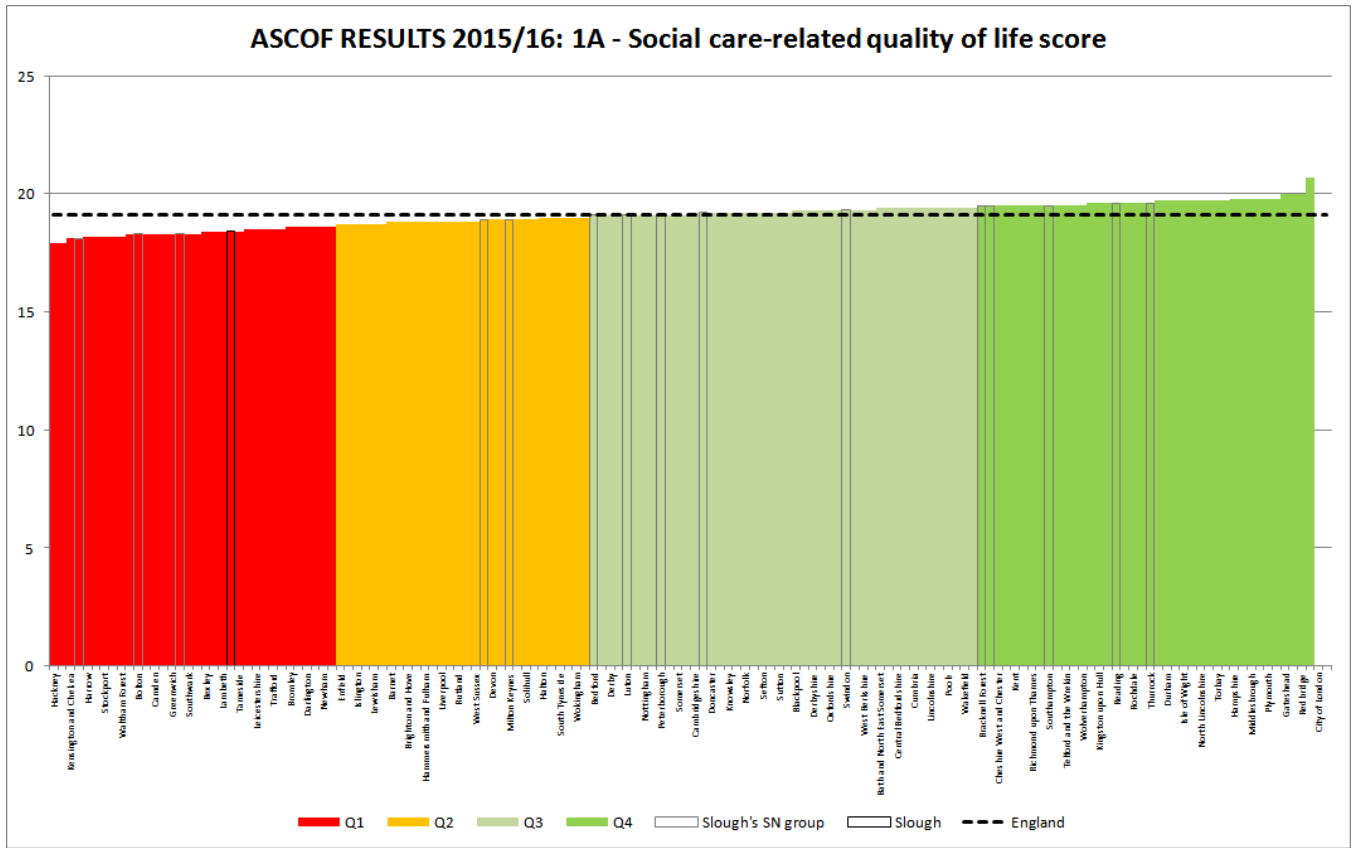
ASCS	Adult Social Care User Survey
CS	Carer Survey
SALT	Short and Long Term Support return
DToC	Delayed Transfers of Care monthly Sit-Rep reports
MHMDS	Mental Health Minimum Data Set
HES	Hospital Episode Statistics

DoT = Direction of Travel      ↗ indicates improvement, ↘ indicates deterioration in performance value

■ Upper quartile   ■ Second quartile   ■ Third quartile   ■ Lower quartile

\*SN average is the mean average of the outcome results for those councils in our particular Statistical Neighbours Group: (Bedford, Reading, Bradford, Milton Keynes, Bristol, Southampton, Swindon, Coventry, Bracknell Forest, Peterborough, Bolton, Thurrock, Luton, Leicester, and Oldham).

**Domain 1: Enhancing quality of life for people with care and support needs**

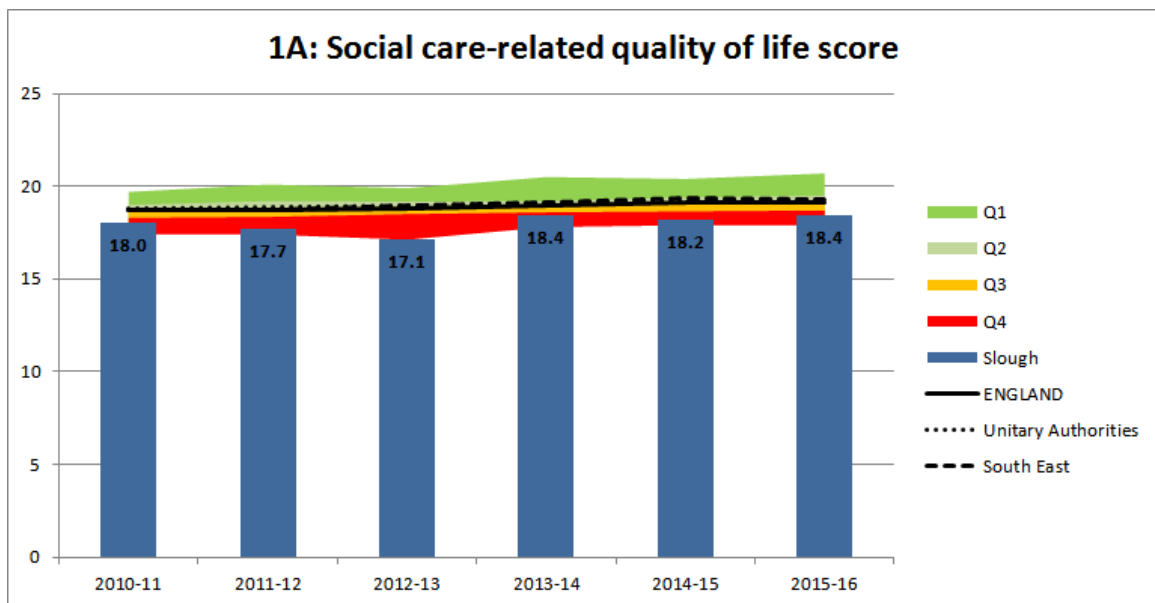


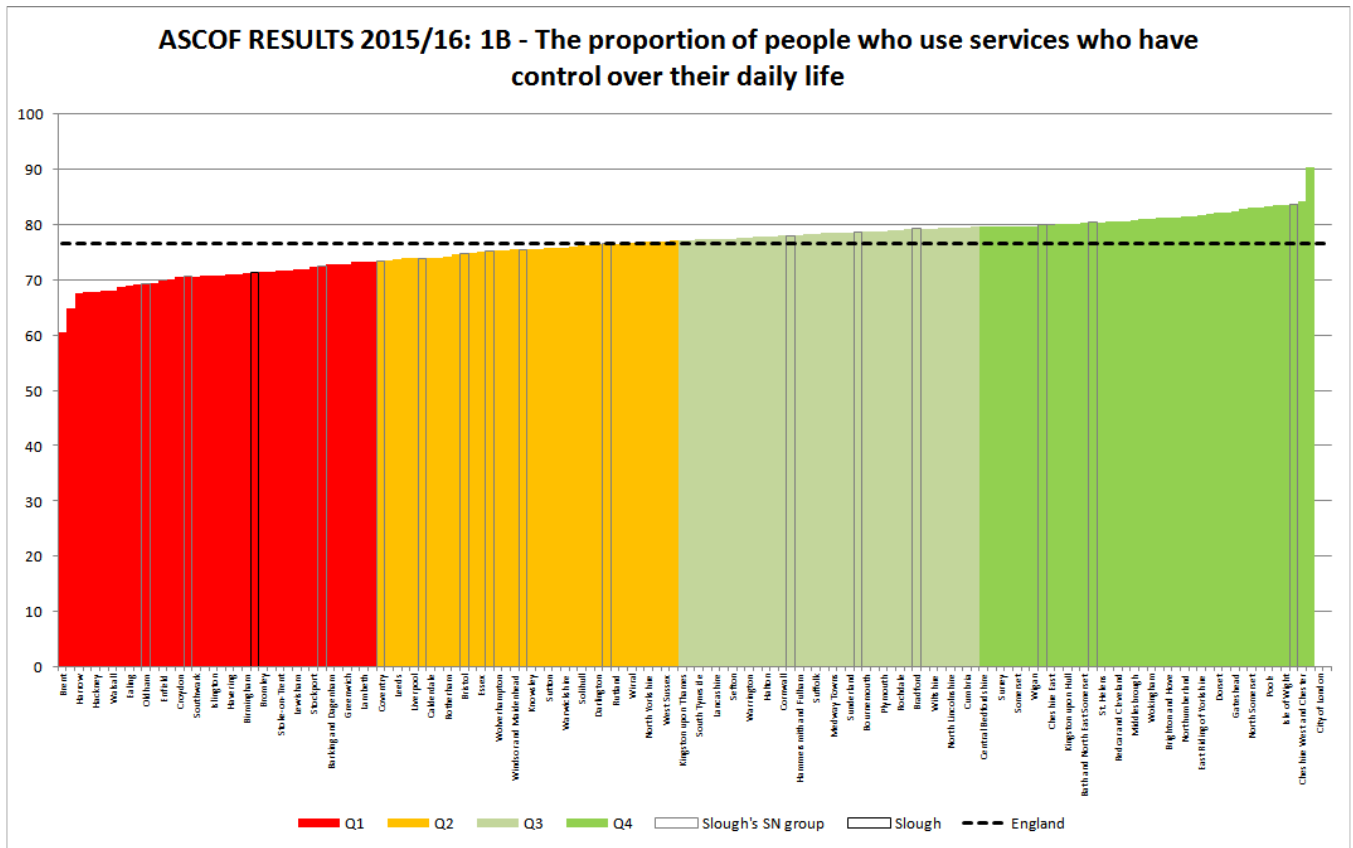
**1A: Social care related quality of life score (out of 24).**

This indicator gives an overarching view of the quality of life of users of social care, and is a composite measure based on responses to eight questions in the annual Adult Social Care Users survey.

Slough's value of 18.4 places us within the lowest quartile, but above three of our fifteen direct statistical neighbours. Value represents minimal improvement over the previous year.

The time-series beneath shows we have consistently performed in lowest quartile.



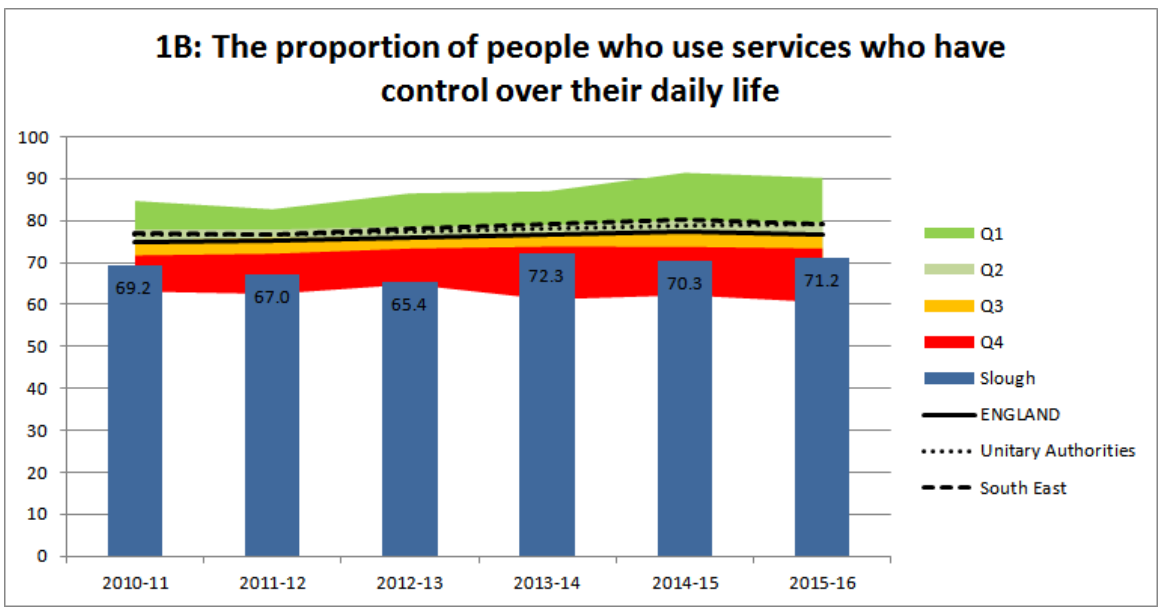


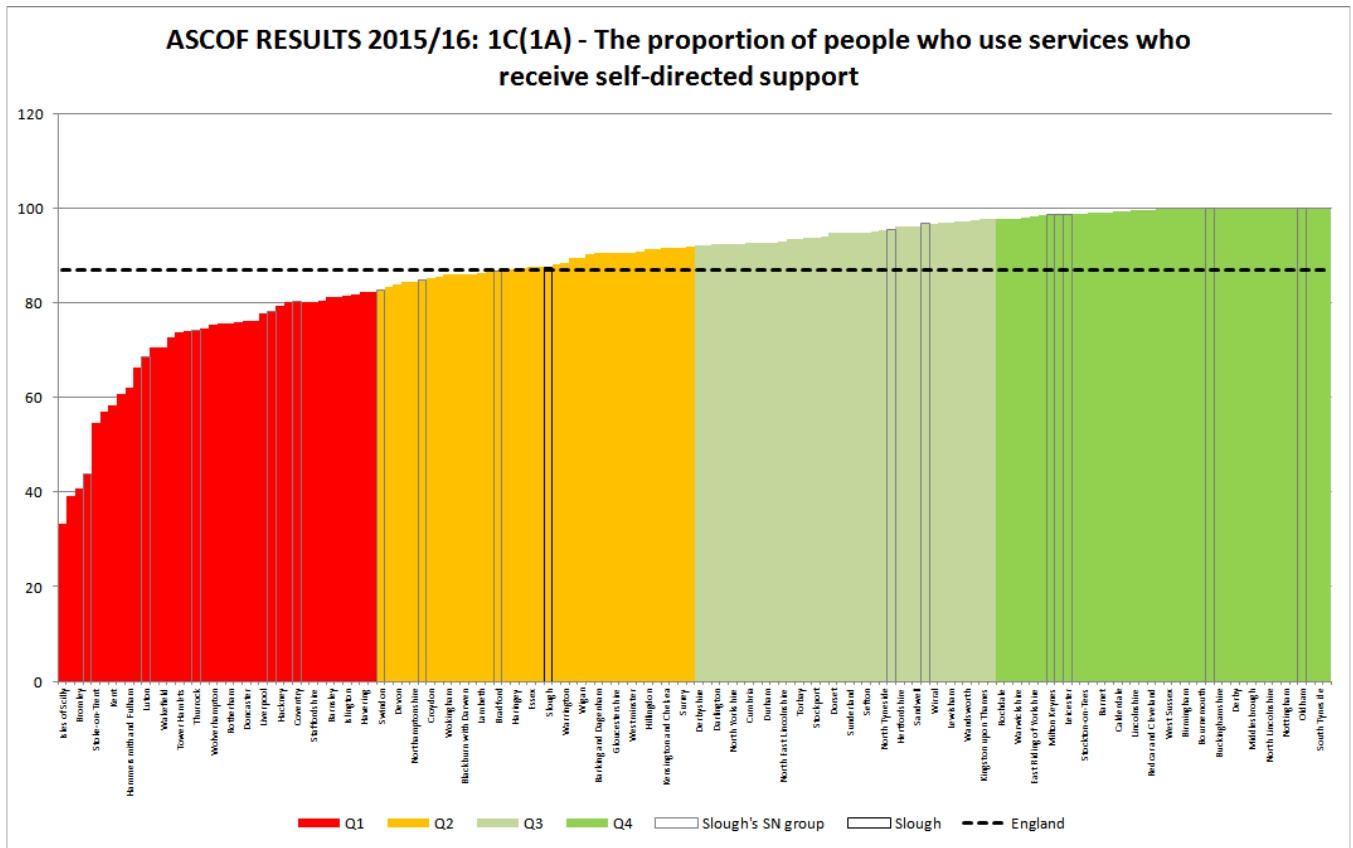
**1B: The proportion of people who use services who say that they have control over their daily life.**

A key aim in delivering care and support that is more personalised, and better controlled by the service users, is that the support provided more closely matches the needs and wishes of the individual.

Slough's value of 71.2 places us within the lowest quartile, but above two of our fifteen direct statistical neighbours. Value represents a minimal improvement over the previous year.

The time-series beneath shows we have consistently performed in lowest quartile, and although we have improved slightly, so have others.



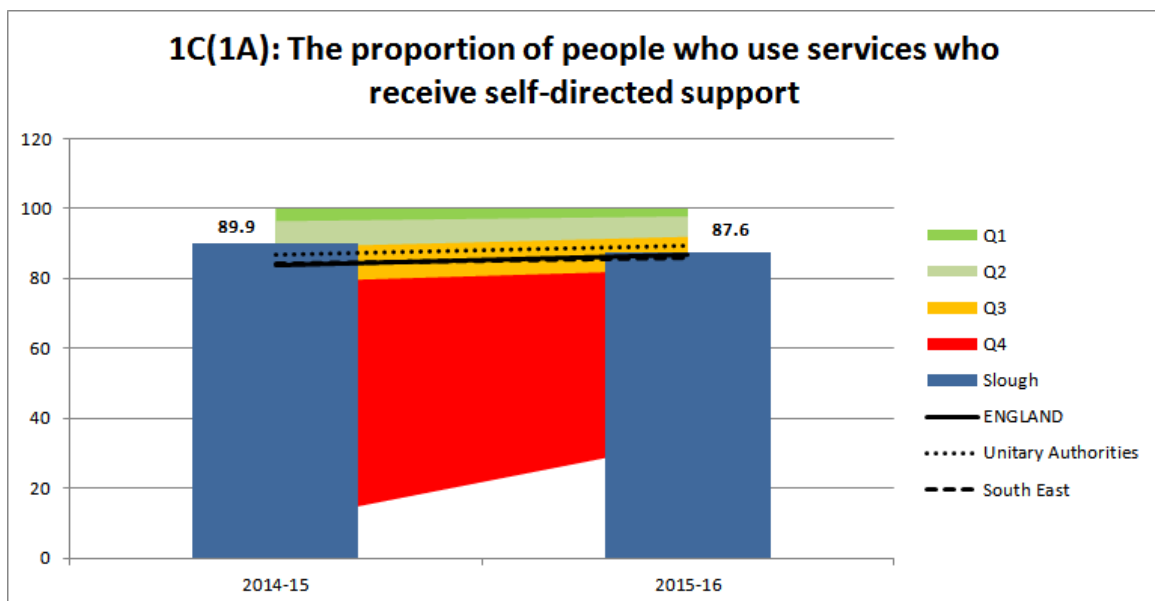


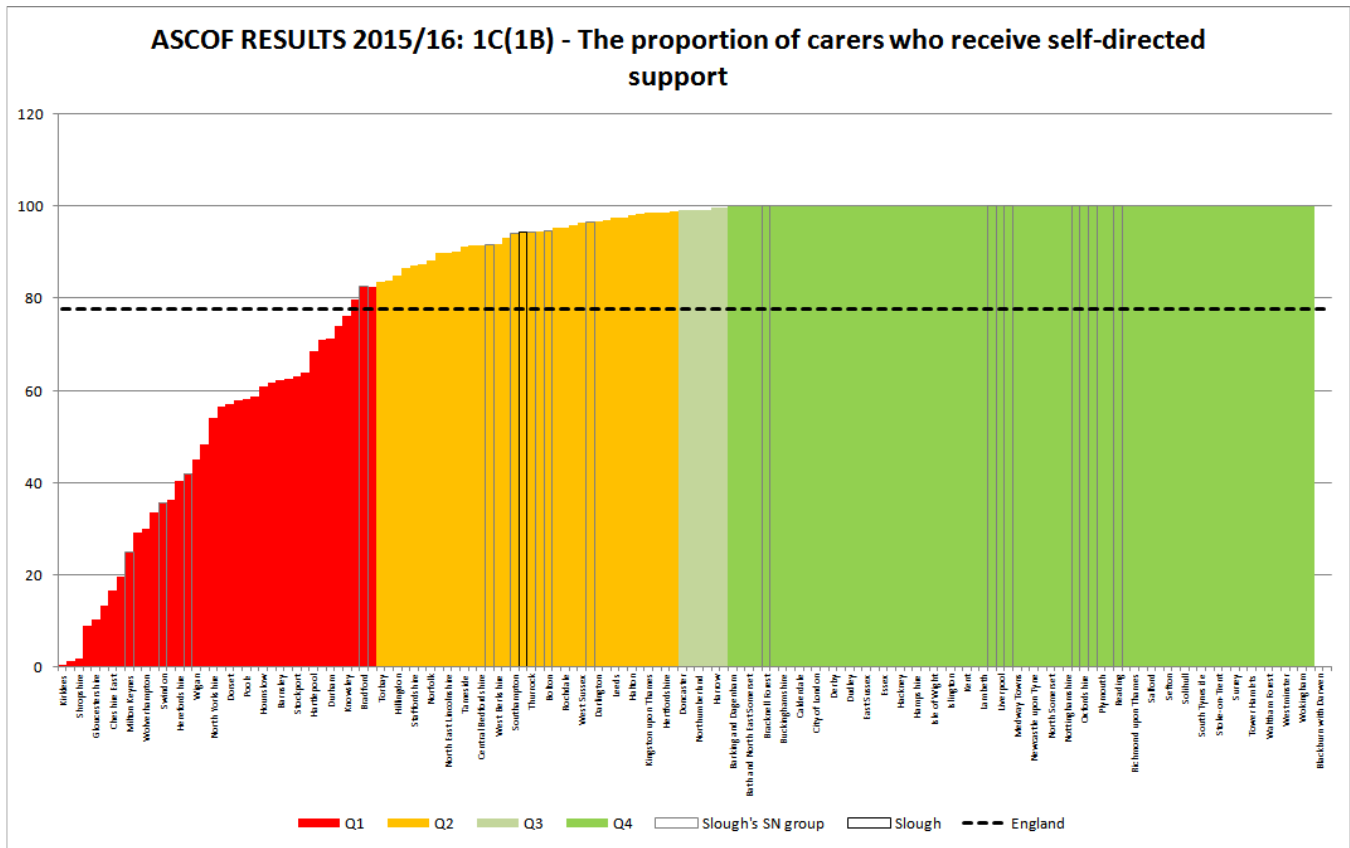
**1C(1A): The proportion of users receiving long-term community support in the year who received self-directed support.**

This measure reflects the progress made in delivering personalised services through self-directed support.

Slough's value of 87.6% places us in the third quartile of performance, in the middle of the range seen amongst our direct statistical neighbours, and just above the all-England position. The value achieved is slightly down on that achieved in the previous year (89.9%).

This indicator has only been collected in its present form since the introduction of the SALT return, and so we only have time series data for two years. The time-series beneath shows we have fallen slightly whilst other council averages have slightly increased.



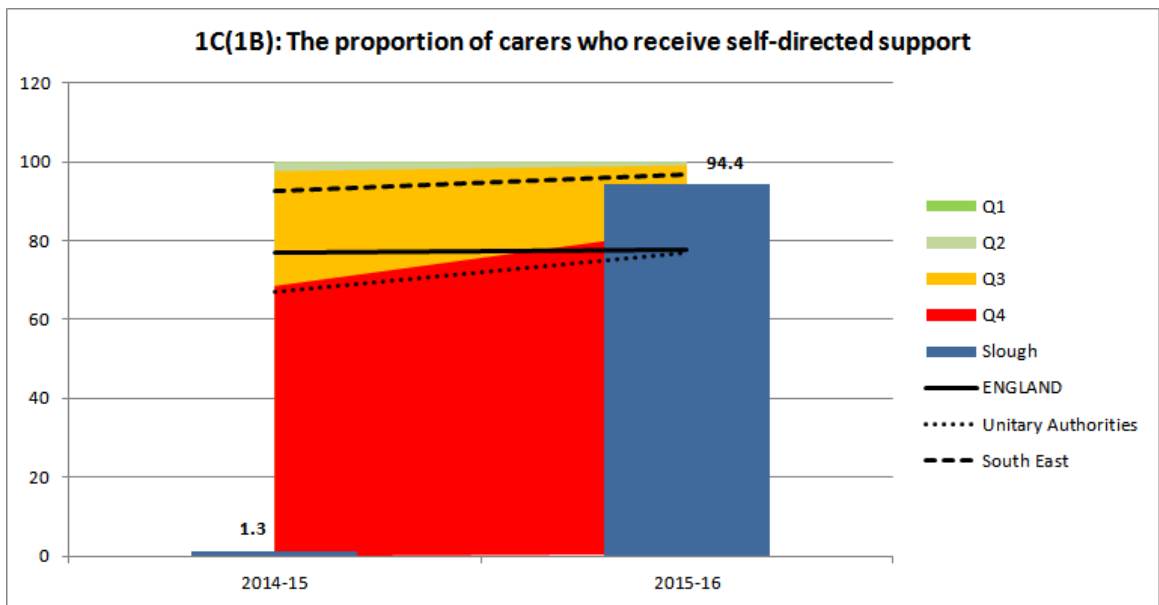


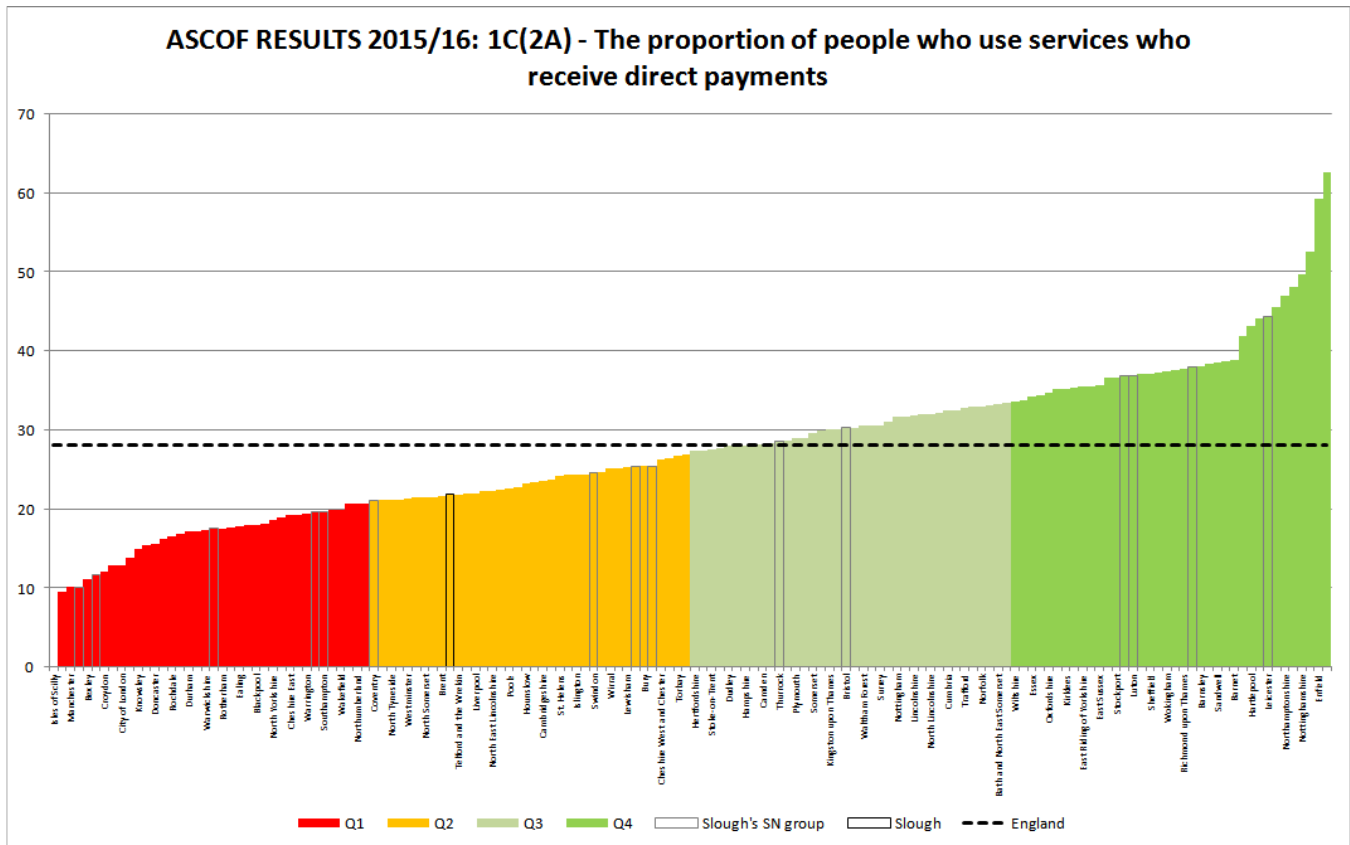
**1C(1B): The proportion of carers receiving carer-specific support services in the year who received self-directed support.**

This measure is intended to reflect progress made in delivering personalised services through self-directed support, as measured through either the manner in which support packages have been arrived at (through a self-directed assessment of needs) and / or through the provision of care packages through Direct Payments.

Slough’s value of 94.4% represents third quartile performance, but is a considerable improvement on the previous year. Note the wide variation in council reported values – 70 councils report maximum success of 100%, whilst four report values less than 10%.

This measure represents different policy decisions by local areas as much as anything else. Many (ourselves included) have progressed rapidly by ensuring changes to assessment and review forms.





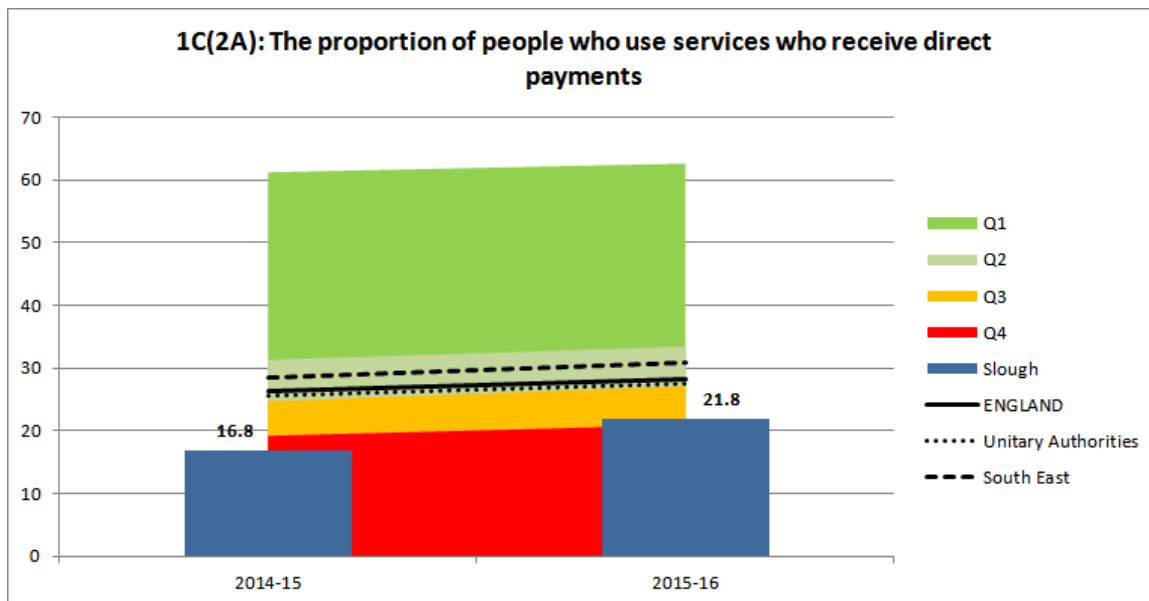
**1C(2A): The proportion of users receiving long-term support during the year who received direct-payments as either their only support or as part of their support.**

This measure is intended to reflect progress in delivering personalised services that are directly under the service user’s control, since the social care support is made wholly or partially in the form of direct financial payments, with the service user then purchasing their own care and support.

Slough’s value of 21.8% places us in the lower part of the third quartile. This represents an improvement on the previous year, as we have delivered more Direct Payments.

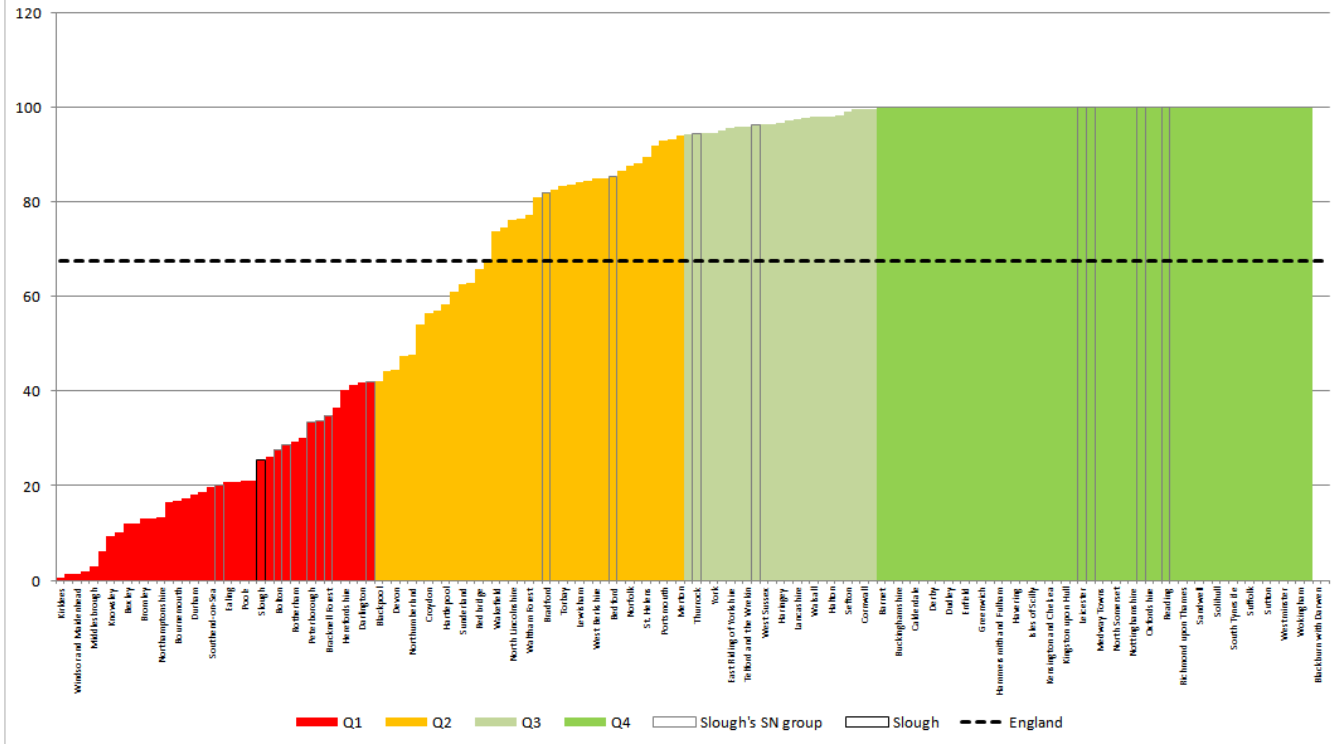
Note the large variation between council values – from a minimum of 0% (Isles of Scilly) to a maximum of 62.6% (Barking and Dagenham).

Slough started from a low baseline but improved quartile standing this year.





### ASCOF RESULTS 2015/16: 1C(2B) - The proportion of carers who receive direct payments

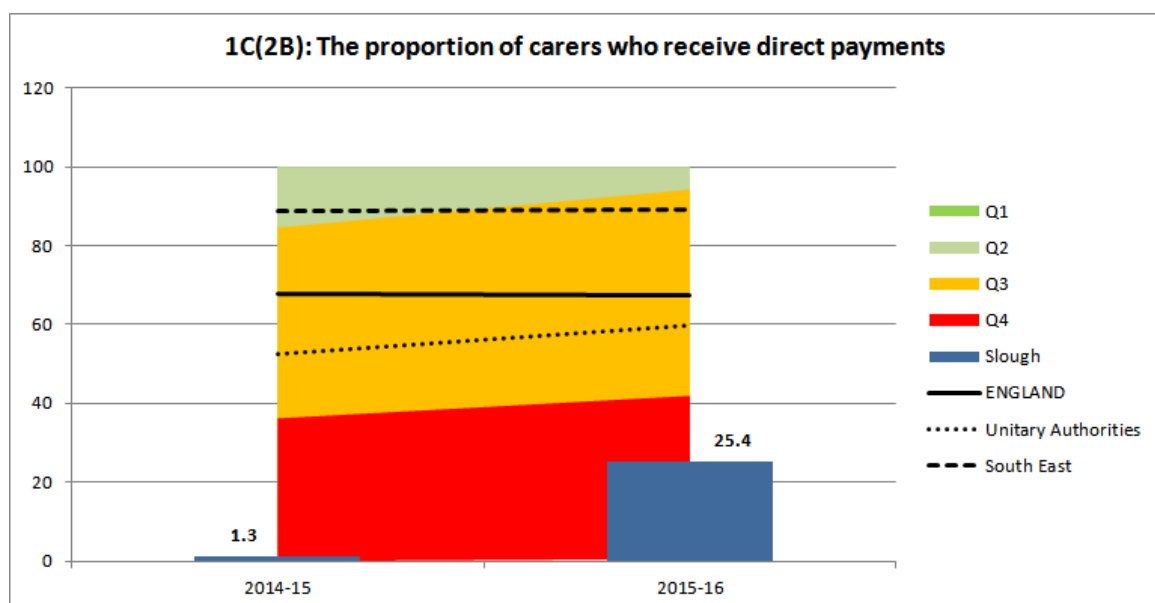


### 1C(2B): The proportion of carers receiving care specific services during the year who received direct-payments as either their only support or as part of their support.

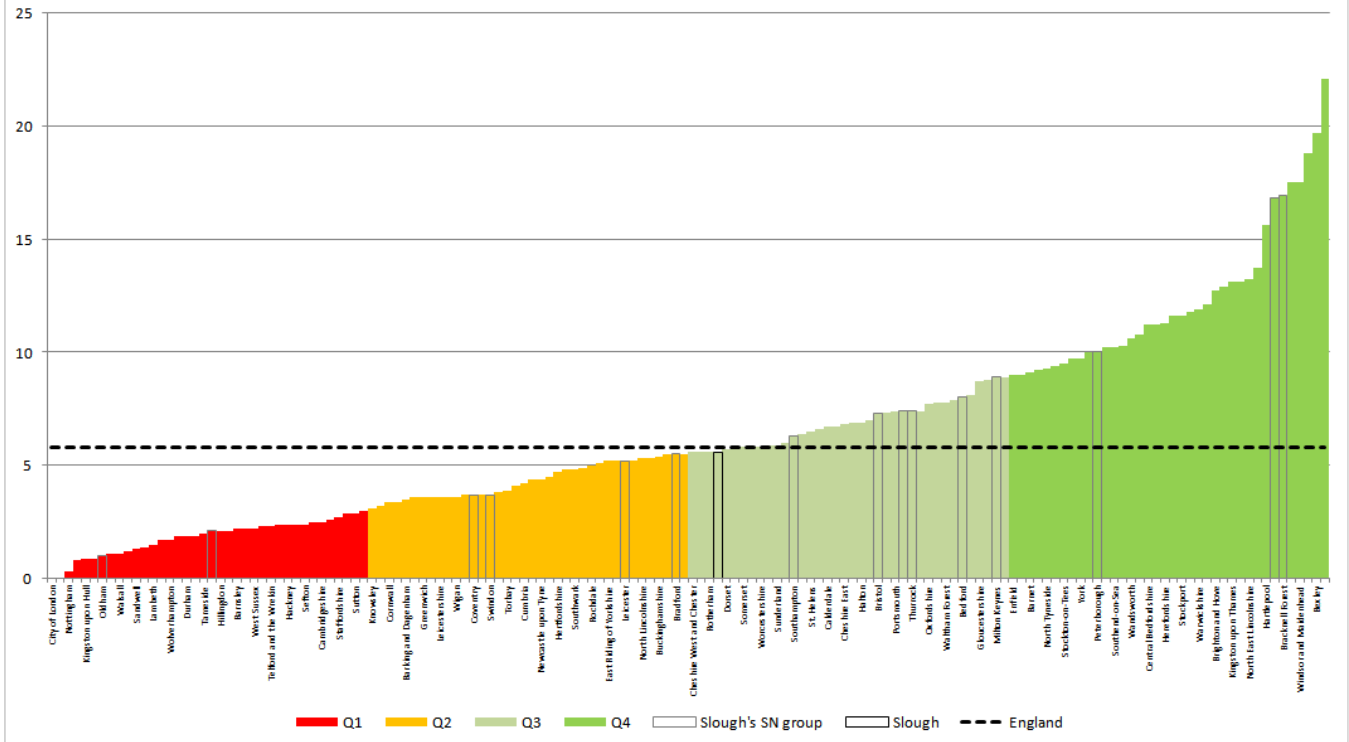
This measure is intended to reflect progress in delivering personalised services that are directly under the carer’s control, since the social care support is made wholly or partially in the form of direct financial payments, with the carer then purchasing their own care and support.

Slough’s value of 25.4% places us in the lowest quartile. This represents a significant improvement on the previous year, as we have delivered Direct Payments to far more Carers; however, we remain one of the lowest providers of Direct Payments to Carers.

Note the large variation between council values – from a minimum of 0.5% (Kirklees) to a maximum of 100% (claimed by 52 councils). Nineteen separate councils report providing Direct Payments to fewer than 20% of the Carers they support.



## ASCOF RESULTS 2015/16: 1E - The proportion of adults with a learning disability in paid employment

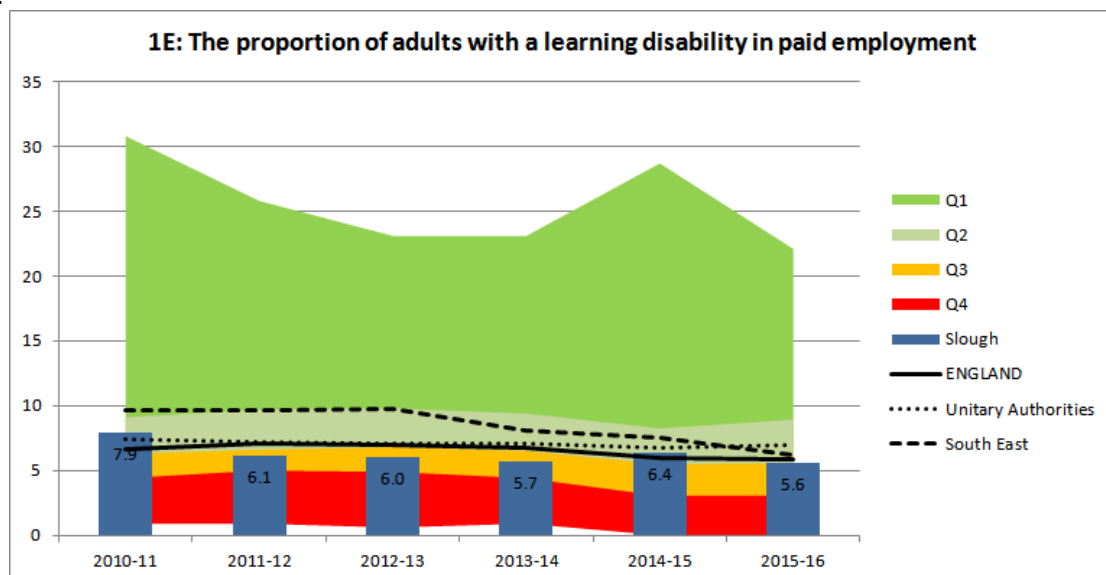


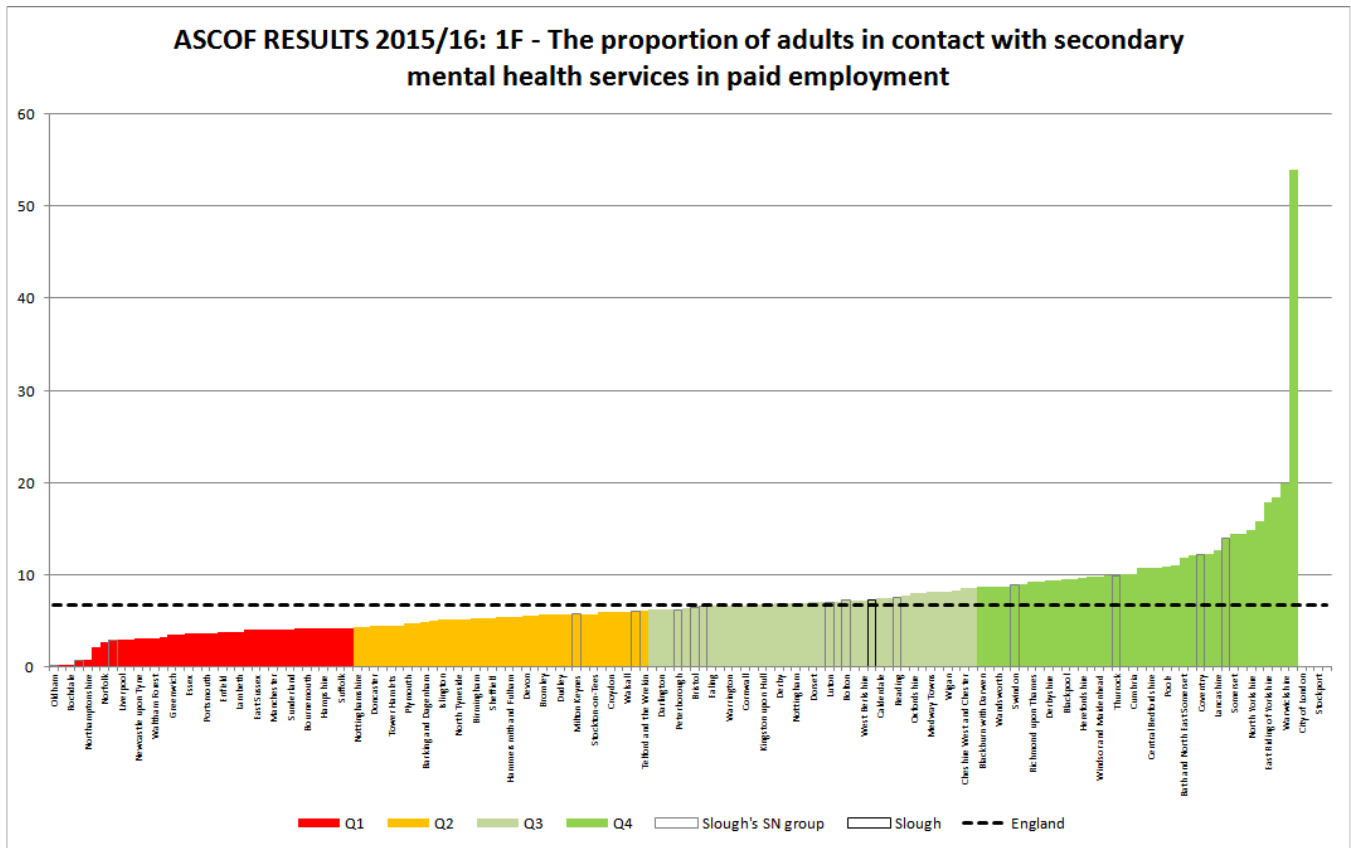
### 1E: The proportion of adults with a learning disability of working age who are in paid employment.

This measure is intended to assist in improving the employment outcomes for adults with a learning disability, thereby reducing the risk of social isolation and also the cost of benefit payments.

Slough's value of 5.6% places us within the lower part of the second quartile, just beneath the all-England position of 5.8%. This represents a very small drop in performance compared to the previous year. Historically, we are placed low in the distribution.

Note the very wide variation in values reported by different areas – from a minimum of 0% (City of London and the Isles of Scilly) to a maximum of 22.1% (Hounslow). Individual council policies, application of thresholds for support, and local employment conditions will all play a part in determining the ability and probability of social care long-term service users to secure paid employment. Note that neither voluntary employment, nor attendance at learning establishments count as a positive under this measure.



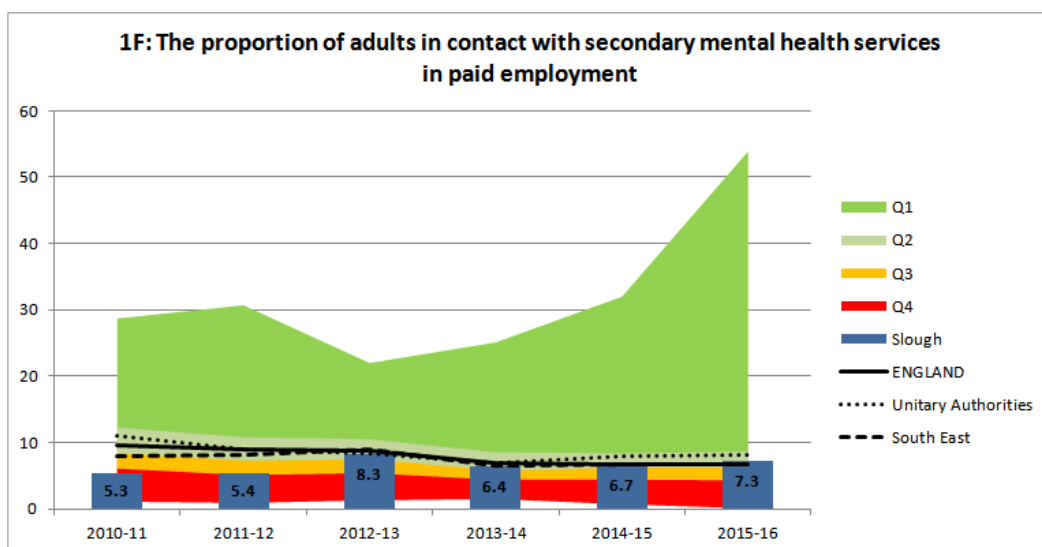


**1F: The proportion of adults in contact with secondary mental health services of working age who are in paid employment.**

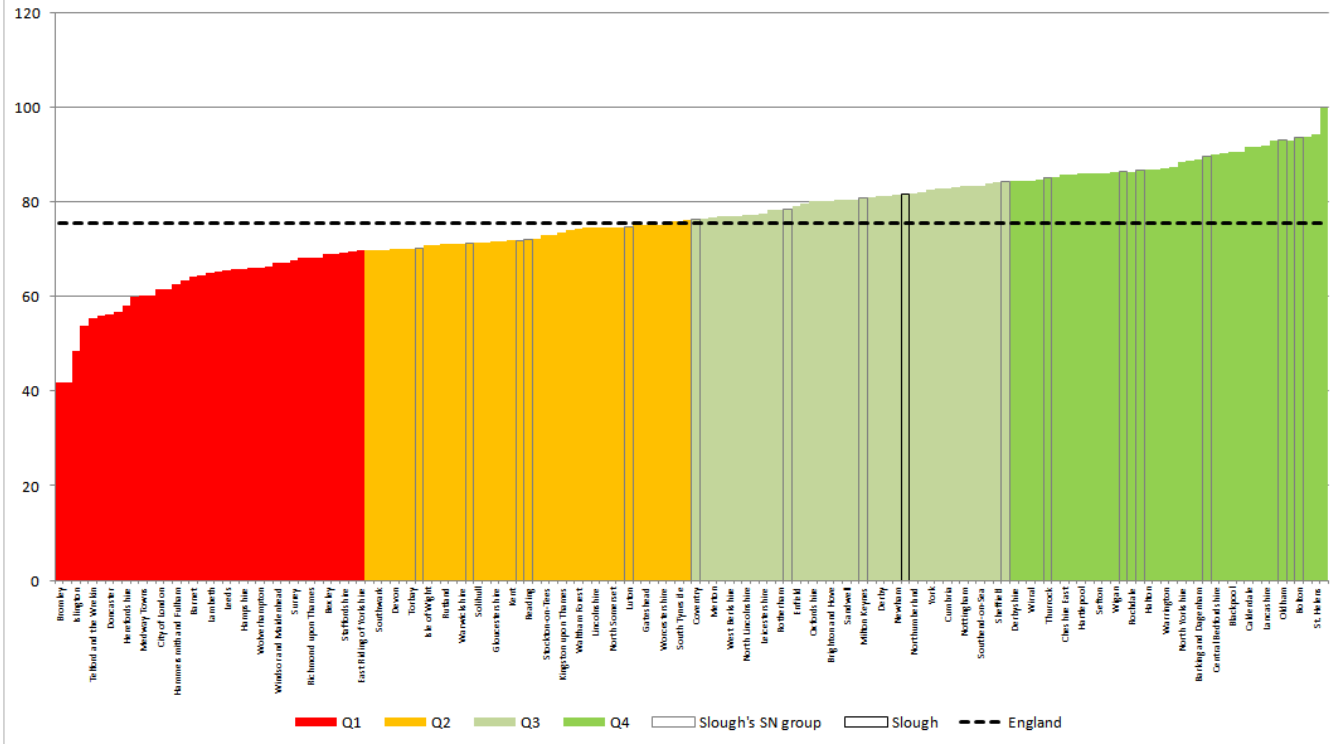
Similar to 1E above, this measure is intended to assist in improving the employment outcomes for adults with mental health support needs, thereby reducing the risk of social isolation and also the cost of benefit payments.

Slough's value of 7.3% places us within the upper part of the second quartile, just above the all-England position of 6.7%. This represents a very small improvement in performance compared to the previous year, but maintains us in second quartile position.

Note the very wide variation in values reported by different areas – from a minimum of 0.1% (Oldham) to a maximum of 53.9% (Isles of Scilly). Individual council policies, application of thresholds for support, and local employment conditions will all play a part in determining the ability and probability of social care long-term service users to secure paid employment. Note that neither voluntary employment, nor attendance at learning establishments count as a positive under this measure.



**ASCOF RESULTS 2015/16: 1G - The proportion of adults with a learning disability who live in their own home or with their family**

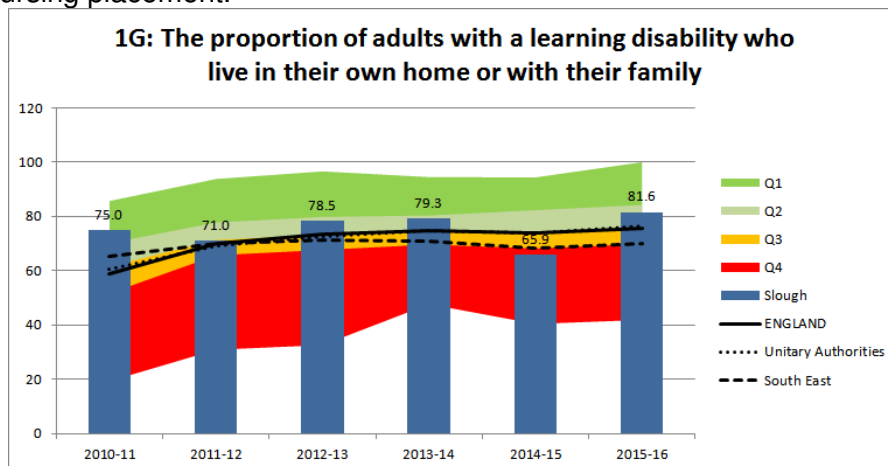


**1G: The proportion of adults with a learning disability who live in their own home or with family.**

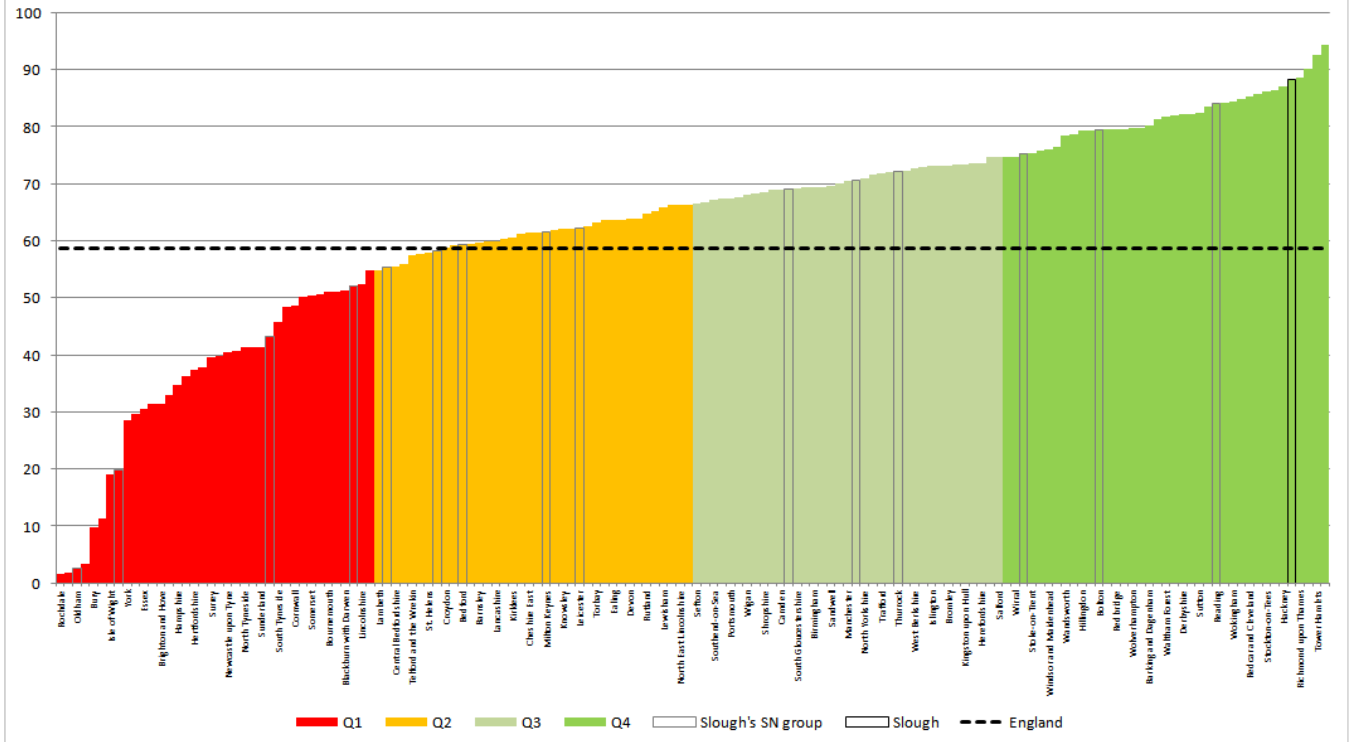
This measure is intended to improve outcomes for adults with a learning disability by demonstrating the proportion in 'stable and appropriate' accommodation. The nature of accommodation for these people has a strong impact on both their safety and overall quality of life, and the risk of social exclusion.

Slough's value of 81.6% places us within the second quartile, and this is an improvement from the previous year (65.9%). The all-England position is for 75.4% of LD service users to be living in their own, or their family, home. Note that much of the local improvement in the past year has resulted from the re-designation of residential homes to supported living placements.

There is significant variation in outcome value amongst different areas: a minimum of 41.9% (Bromley, and South Gloucestershire) rising to a maximum of 94.4% in St Helens or 100% in the Isles of Scilly (this latter likely to result from very small numbers of people, perhaps only one). It is a moot point whether these differences arise more from effective local policies or coding categories. Areas with relatively low eligibility thresholds for access to services will likely find that they support more users living with their families or even in their own tenancies. As eligibility thresholds tighten, a greater proportion of those being supported are likely to have more severe needs and therefore be more likely to require some form of residential or nursing placement.



### ASCOF RESULTS 2015/16: 1H - The proportion of adults in contact with secondary mental health services living independently, with or without support

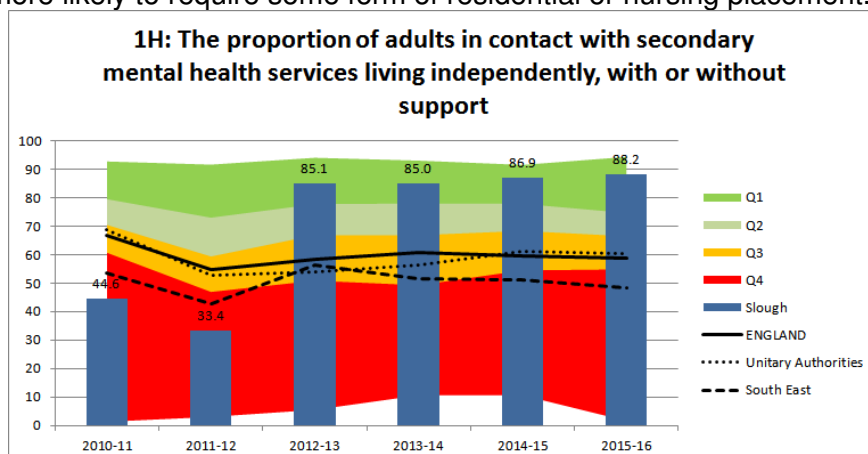


### 1H: The proportion of adults in contact with secondary mental health services who live independently, with or without support.

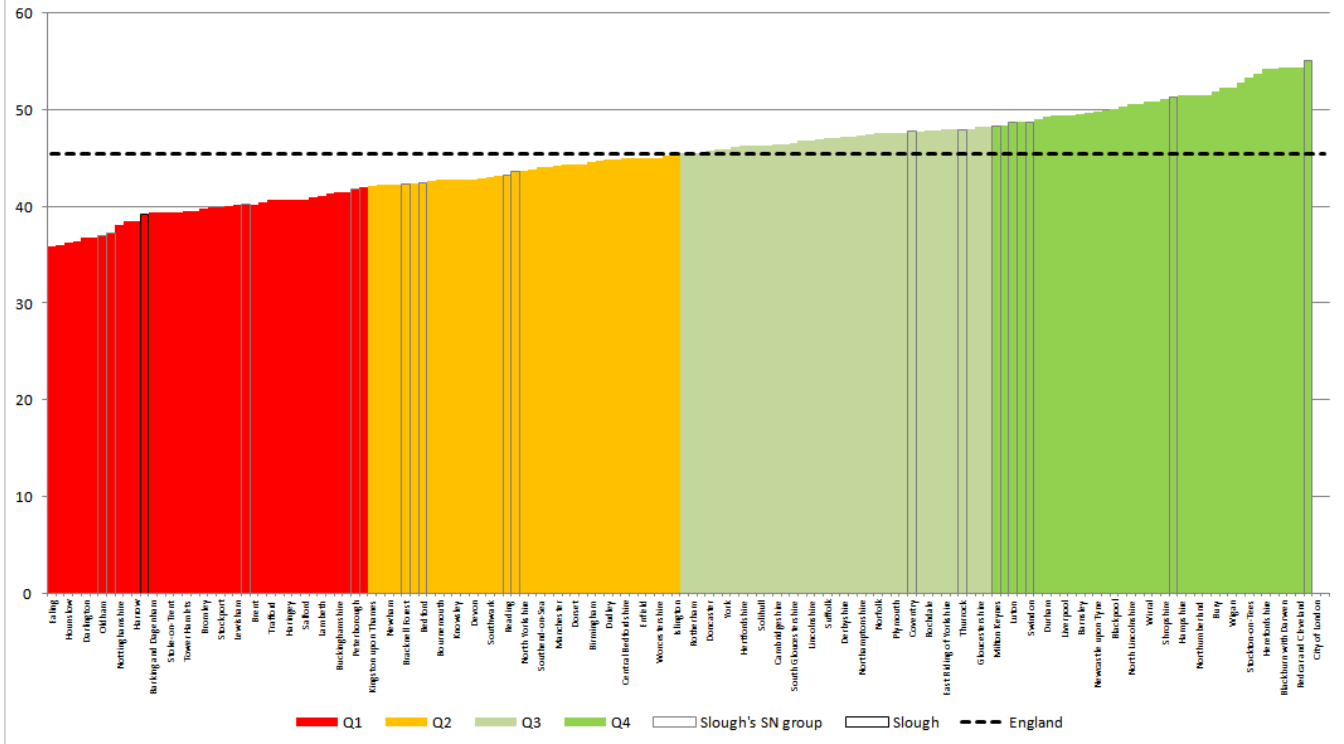
Similar to indicator 1G above, this measure is intended to improve outcomes for adults with mental health problems by demonstrating the proportion in ‘stable and appropriate’ accommodation. The nature of accommodation for these people has a strong impact on both their safety and overall quality of life, and the risk of social exclusion.

Slough’s value of 88.2% is the fifth highest across England, placing us within the Upper quartile, and this is a small improvement from the previous year (86.9%). The all-England position is for 58.6% of MH service users to be living in their own, or their family, home.

There is significant variation in outcome value amongst different areas: a minimum of 1.6% (Rochdale) rising to a maximum of 94.4% in the City of London (this latter likely to result from very small numbers of people, perhaps only one). It is a moot point whether these differences arise more from effective local policies or coding categories. Areas with relatively low eligibility thresholds for access to services will likely find that they support more users living with their families or in their own tenancies. As eligibility thresholds tighten, a greater proportion of those being supported are likely to have more severe needs and therefore be more likely to require some form of residential or nursing placement.



**ASCOF RESULTS 2015/16: 1I(1) - The proportion of people who use services who reported that they had as much social contact as they would like**

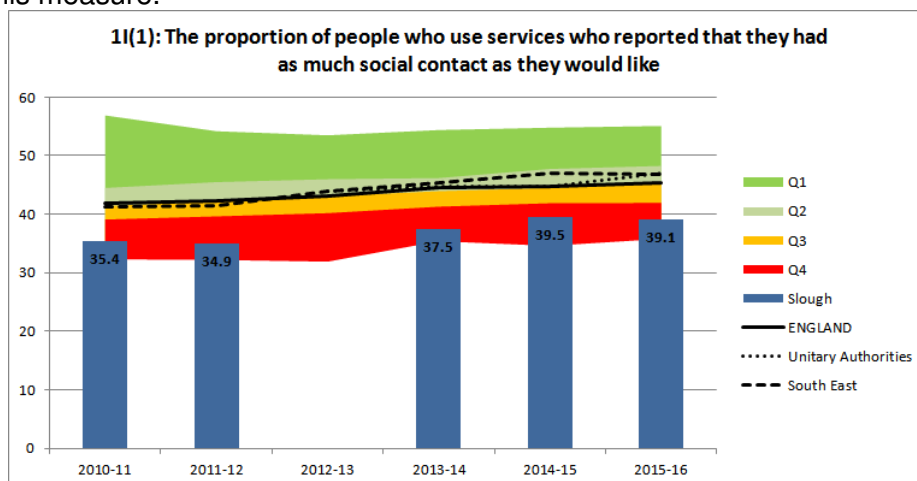


**1I(1): The proportion of people who use services who reported that they had as much social contact as they would like.**

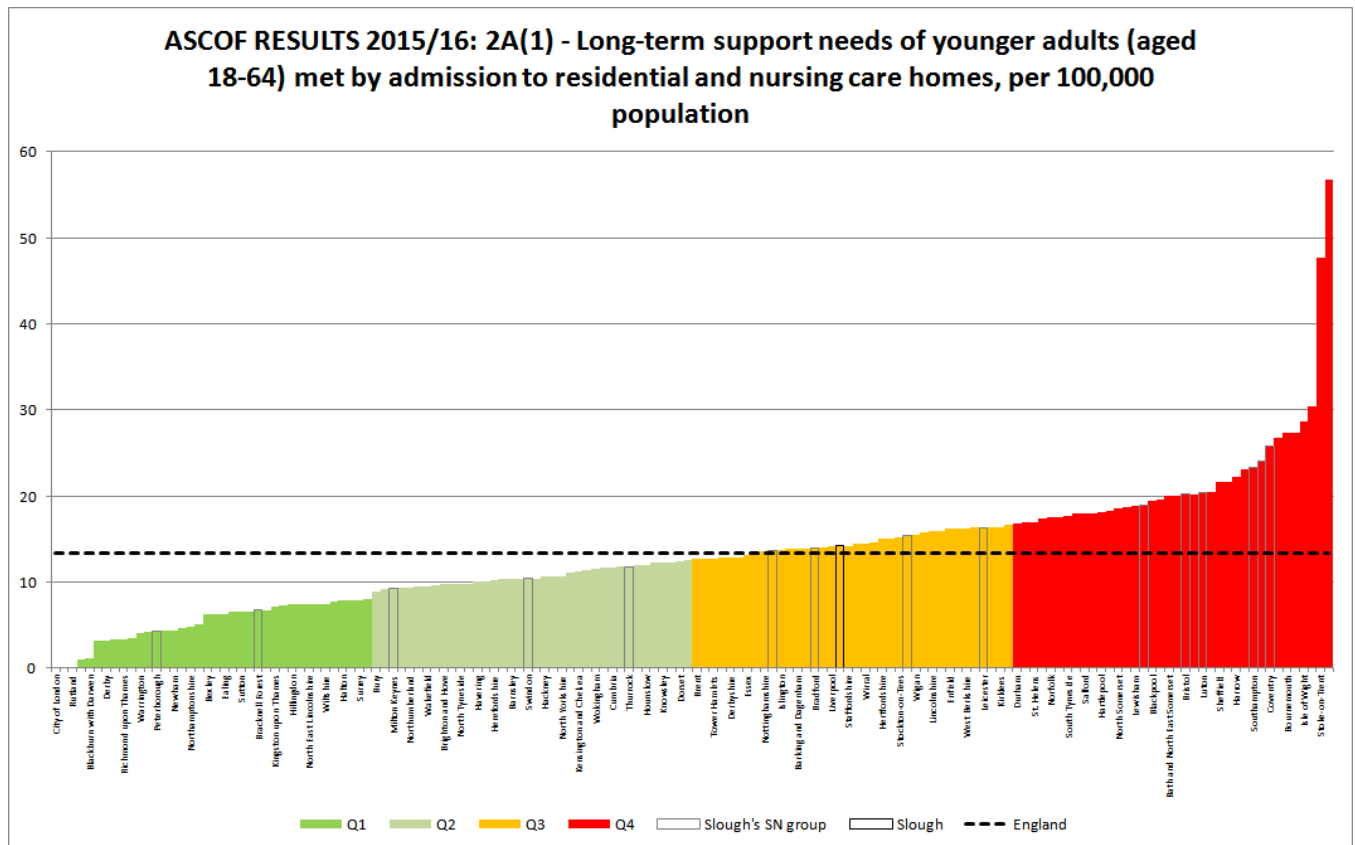
This measure derives from a survey of social care users. There is a clear link between loneliness and poor mental and physical health. This measure draws on self-reported levels of social contact as an indicator for social isolation.

Slough’s value of 39.1% keeps us in the lowest quartile, with only eleven councils reporting a lower proportion. At the other end of the distribution, Southampton reports 55.1% of users stating they have adequate levels of social contact. Across England as a whole, 45.4% of survey respondents were happy with the level of social contact they had.

This measure is self-reported, so will be impacted by different subjective views of “how much social contact is enough”. This however, is simultaneously both a weakness and a strength for the indicator. It crucially determines at a local level how many of the service users we support are able to maintain their own desired levels of social contact. Whilst we cannot assist in all cases (e.g. we cannot bring children back from overseas), it is essential that we pay adequate attention to each individual’s desired outcomes when planning and arranging their support. Recipients of Direct Payments are far more likely to report satisfaction on this measure.



**Domain 2: Delaying and reducing the need for care and support**



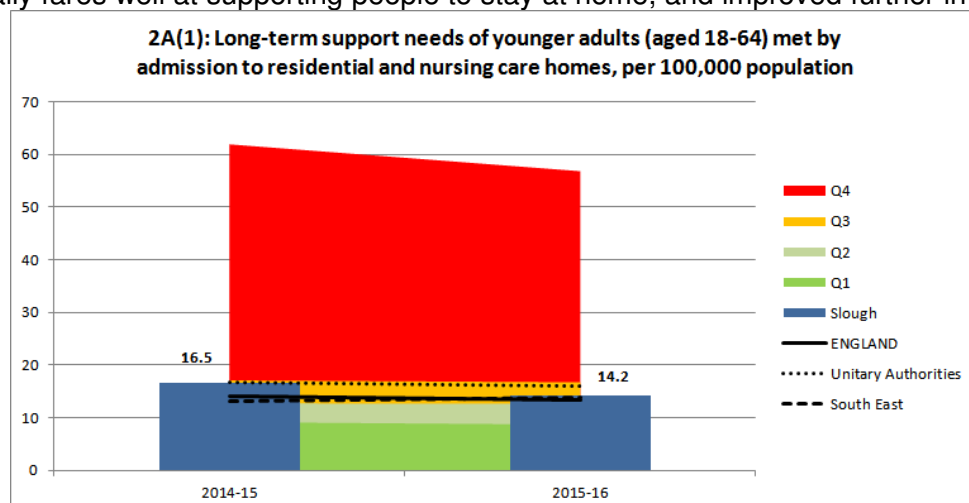
**2A(1): Long-term support needs of younger adults (aged 18-64) met by admission to residential and nursing care homes, expressed as a rate per 100,000 local population of that age.**

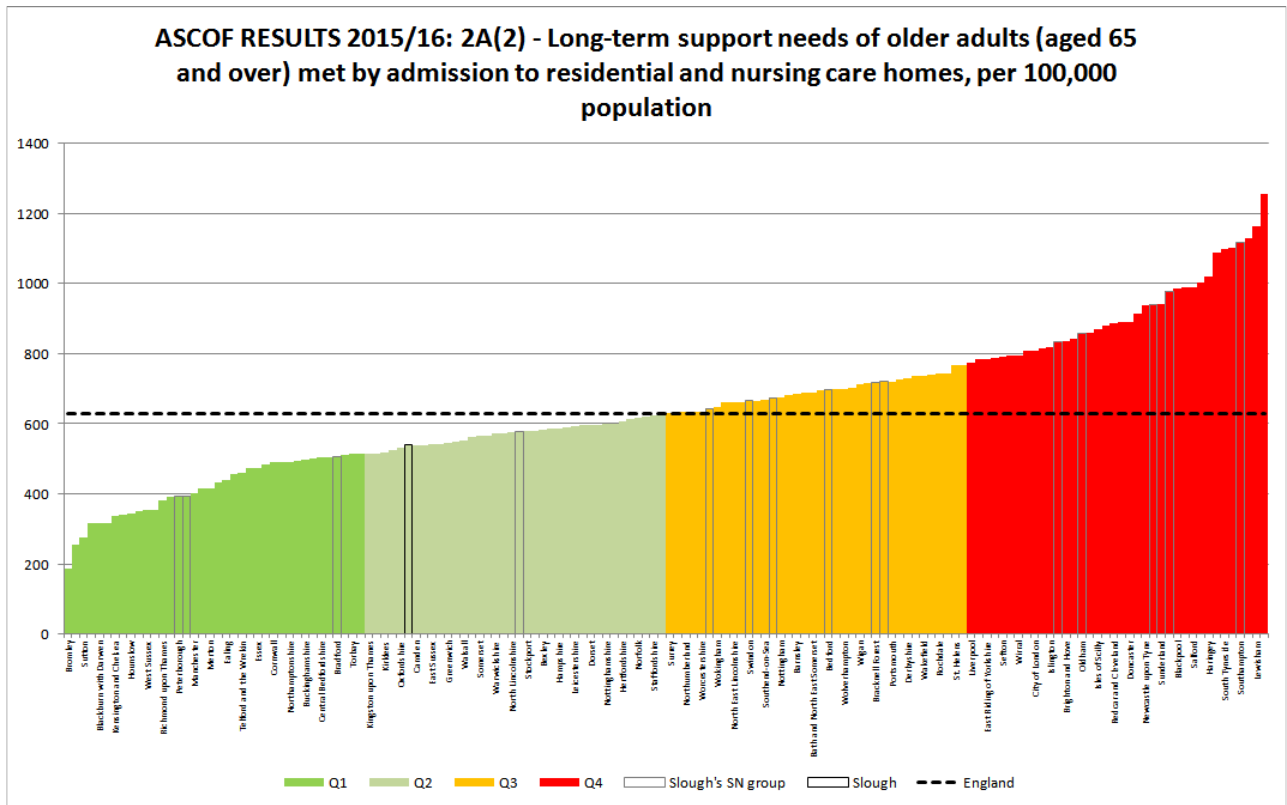
Otherwise known by the snappier title of “new permanent admissions to care homes”, this measure shines a spotlight on local progress in avoiding permanent placements in residential or nursing care homes. Multiple research reports have shown that, wherever possible, people prefer to stay in their own home rather than move into a care home. Areas with effective community-based support services are expected to see a lower level of supported care home admissions.

Slough’s outcome of 14.2 per 100,000 relates to 13 individuals who were admitted to care homes during 2015/16. This is a small deterioration from the previous year (which saw 7 individuals admitted), and places us within the third quartile, just above the all-England position of 13.3 per 100,000.

Note the huge variation between local areas – from a minimum of 0 in three (admittedly small) councils (City of London, Isles of Scilly, and Rutland) to a maximum of 56.8 in Central Bedfordshire.

Slough generally fares well at supporting people to stay at home, and improved further in the last year.





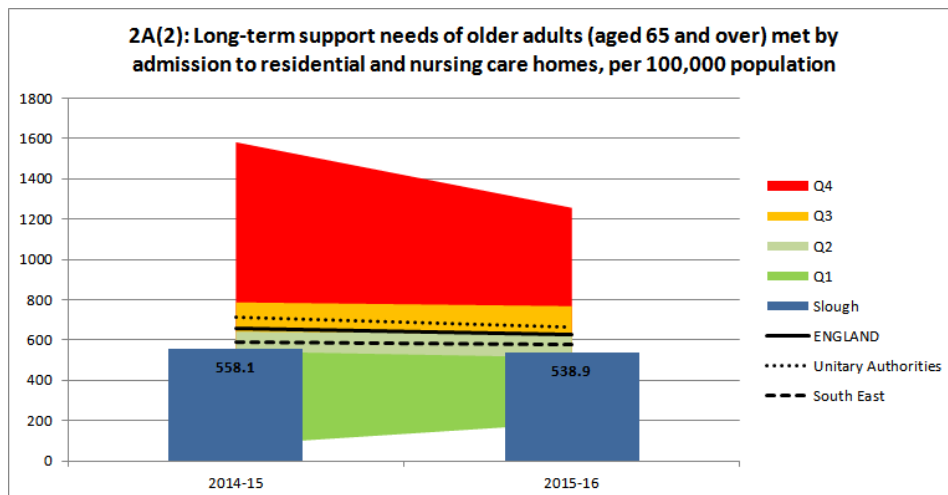
**2A(2): Long-term support needs of older adults (aged 65 and over) met by admission to residential and nursing care homes, expressed as a rate per 100,000 local population of that age.**

Similar to indicator 2A(1) above, but for a different age group.

Otherwise known by the snappier title of “new permanent admissions to care homes”, this measure shines a spotlight on local progress in avoiding permanent placements in residential or nursing care homes. Multiple research reports have shown that, wherever possible, people prefer to stay in their own home rather than move into a care home. Areas with effective community-based support services are expected to see a lower level of supported care home admissions.

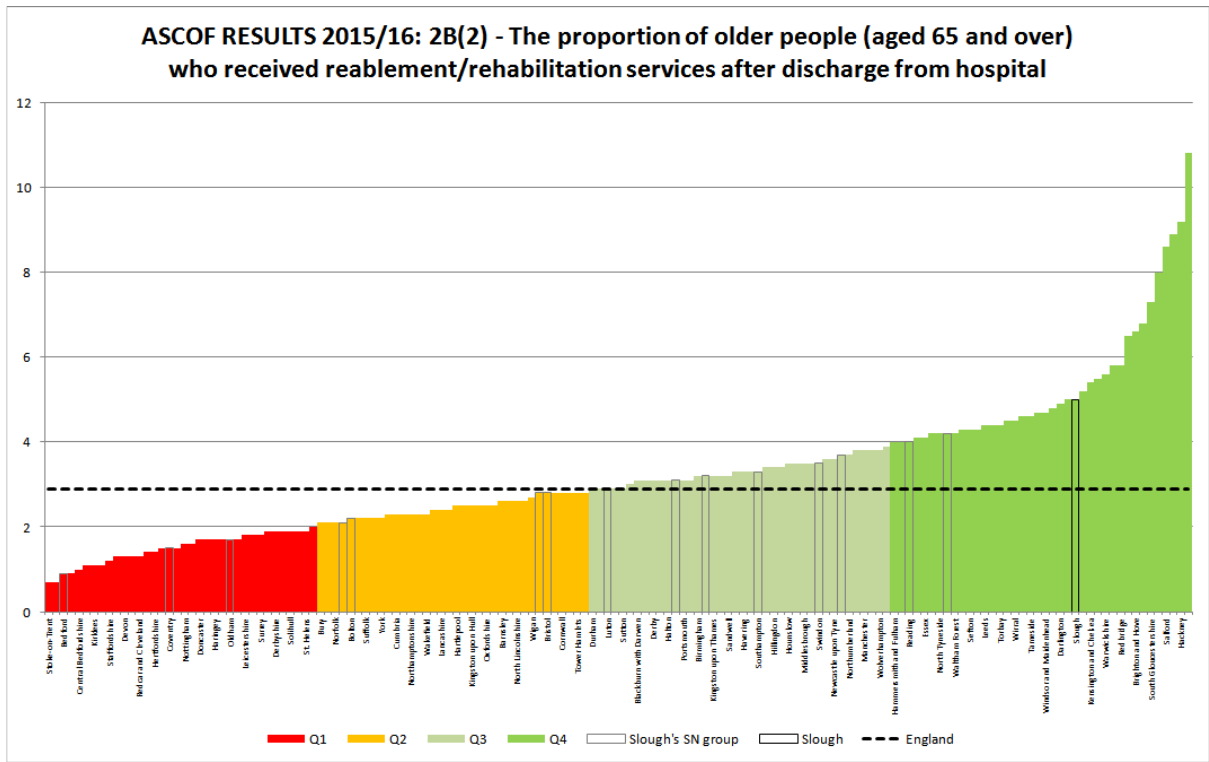
Slough’s outcome of 539 per 100,000 relates to 75 individuals who were admitted to care homes during 2015/16. This is a small deterioration from the previous year (which saw 74 individuals admitted), and places us towards the better end of the second quartile, well below the all-England position of 628.2 per 100,000. Slough generally fares very well at supporting people to stay at home.

Note the huge variation between local areas – from a minimum of 188.4 (Bromley) to a maximum of 1,256.2 in Bournemouth. Local context will account for much of this variation, including the level of family and friends support available to older people, income levels and levels of ill-health. Local councils will need to shape their own service provision to best complement the circumstances of their own local residents.









**2B(2): The proportion of older people who were offered reablement services following discharge from hospital.**

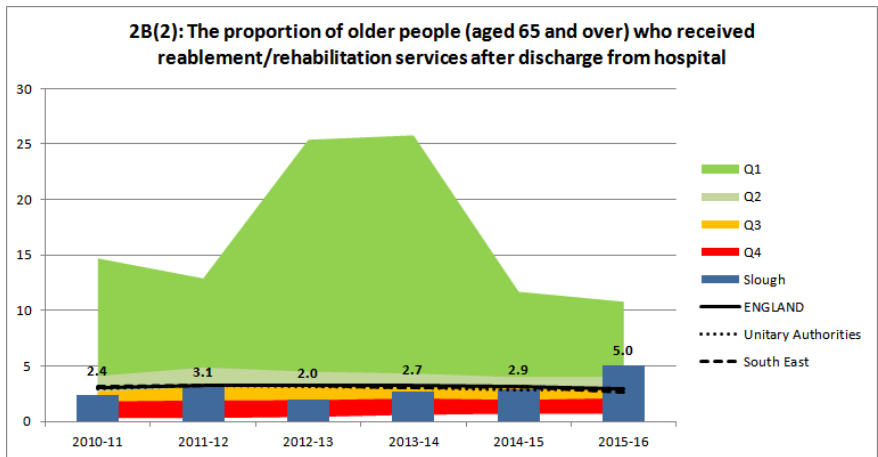
This measure is closely linked with measure 2B(1) above.

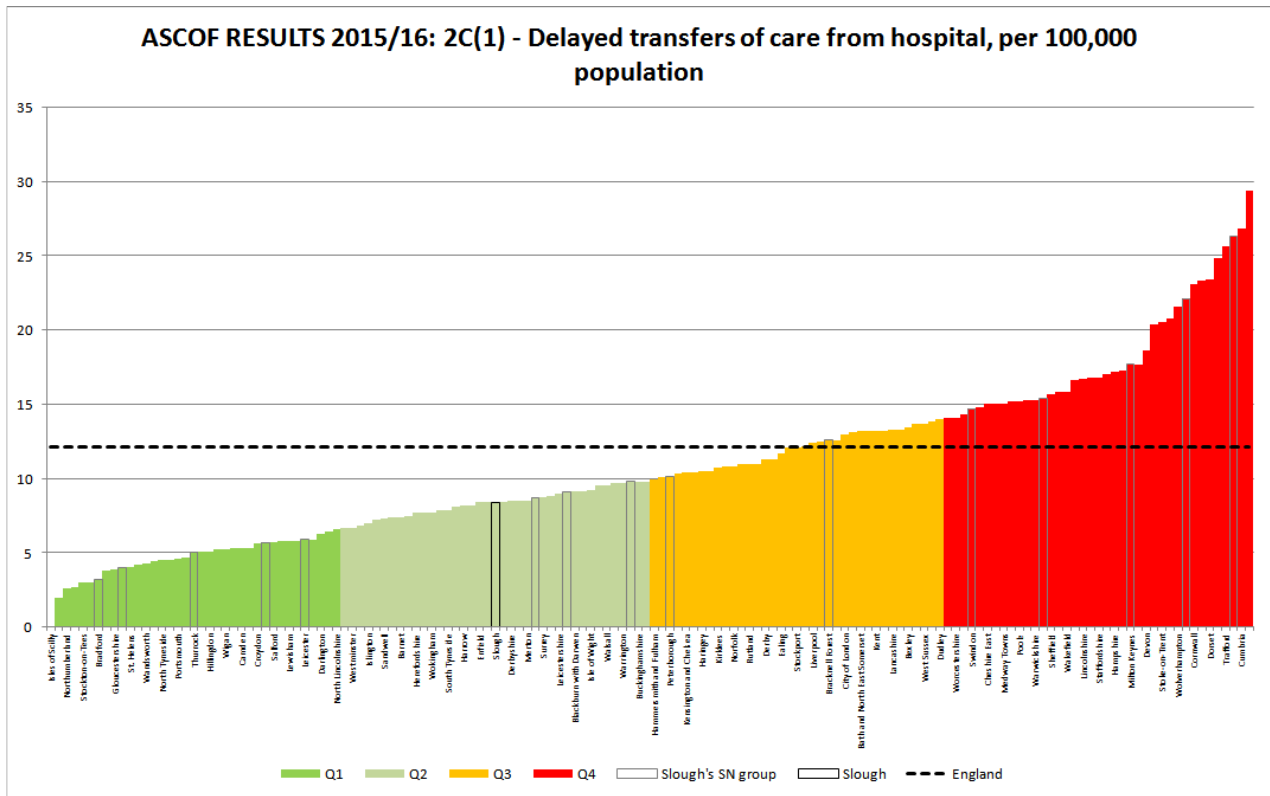
Reablement has been shown to be an effective way of providing short-term support to people in crisis to enable them to regain their independence (wholly or substantially) and therefore minimise their need for ongoing support and dependence on public services. As such, the effectiveness of reablement services is monitored using indicator 2B(1) above, and the **extent** of reablement provision through this indicator, 2B(2).

The indicator takes the number of people supported through local reablement services reported by social care departments on the annual SALT return, and divides that by the number of older people reported as discharged from hospitals through the Hospital Episode Statistics returns. As such, any discharge of anyone aged 65 or older, from any hospital across England may be counted in the denominator if the discharged patient gives their home address as Slough.

Only a small proportion of such patients will need or benefit from reablement support – most will be perfectly capable of returning home unaided. However, a smaller proportion will clearly benefit from extra support, and this support can prevent the need for hospital readmission or ongoing dependence later on.

Slough's value of 5% places us within the upper half of the upper quartile, thereby showing that we have achieved a very effective 'reach' for our reablement support service. The variation amongst areas is extensive, ranging from a minimum of 0.7% (Stoke-on-Trent, and West Sussex) to a maximum of 10.8% in Lambeth. As mentioned under indicator 2B(1) above, Slough has purposefully extended the reach of this service during 2015/16 as a cost-effective and successful service. Our performance has therefore improved significantly – last year's value was 2.9% (third quartile).





**2C(1): Delayed transfers of care from hospital, per 100,000 local adult population.**

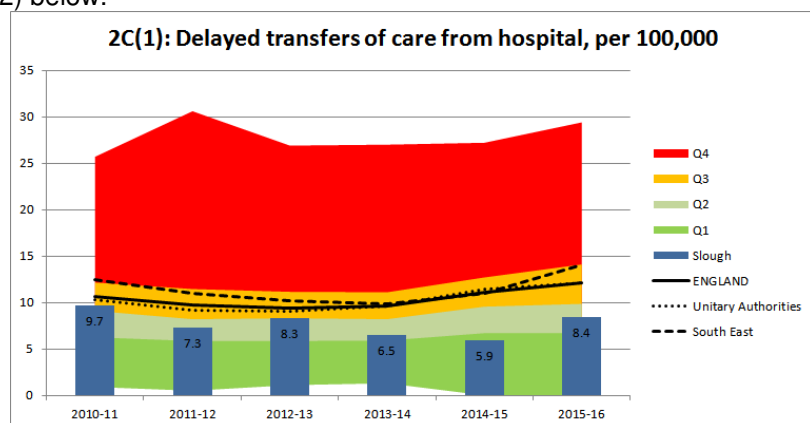
The data behind this measure is collected entirely from hospitals across England, via monthly ‘DToc Sit-Rep’ reports to a central NHS information centre, and the addresses of affected patients are used to allocate them to local council areas. The measure indicates the ability of the ‘whole system’ of health and social care sectors to ensure appropriate transfer from hospital for all adults. As such, it measures the combined efforts of hospitals, primary health services, social care services, voluntary services and friends and families of the affected individuals to enable safe and timely discharge.

Slough’s value has been determined as 8.4 per 10,000. This means that out of every 10,000 adults living in Slough who were discharged from hospital in the period, 8.4 were delayed, or remained in a hospital bed beyond the point that they had been determined as medically fit to leave. There are many underlying reasons behind such delays, but the most frequently encountered will include personal or family objection, homelessness (therefore with no address to be discharged to), a patient requiring significant social care support to go safely home, or the immediate availability of a care home bed for the most frail.

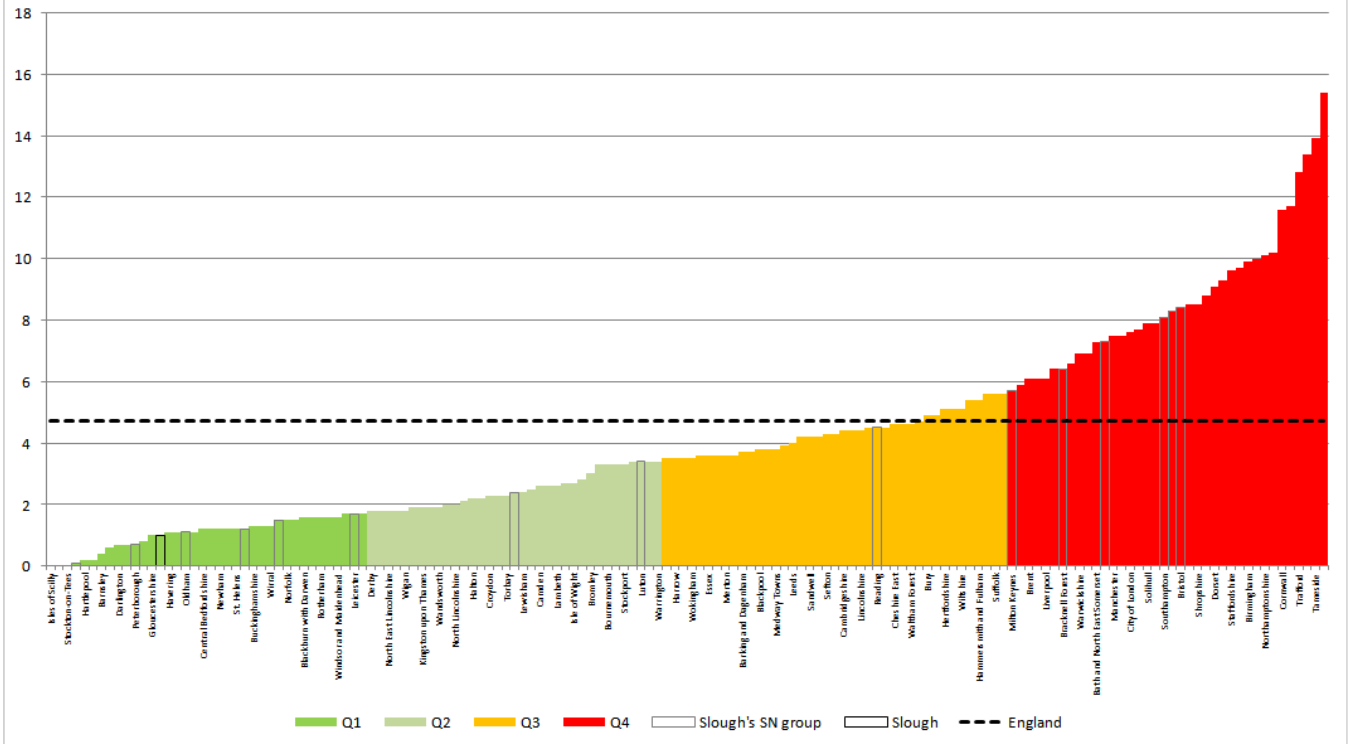
Slough’s value is within the middle of the second quartile, with far fewer delayed discharges locally than the all-England position of 12.1. However, the proportion of such delays has increased since the previous year (it was 5.9 in 2014/15).

This measure therefore indicates that local services – of which the council is one part – are working fairly effectively to address this issue, although there is still room for further improvement.

Linked to indicator 2C(2) below.



**ASCOF RESULTS 2015/16: 2C(2) - Delayed transfers of care from hospital that are attributable to adult social care, per 100,000 population**



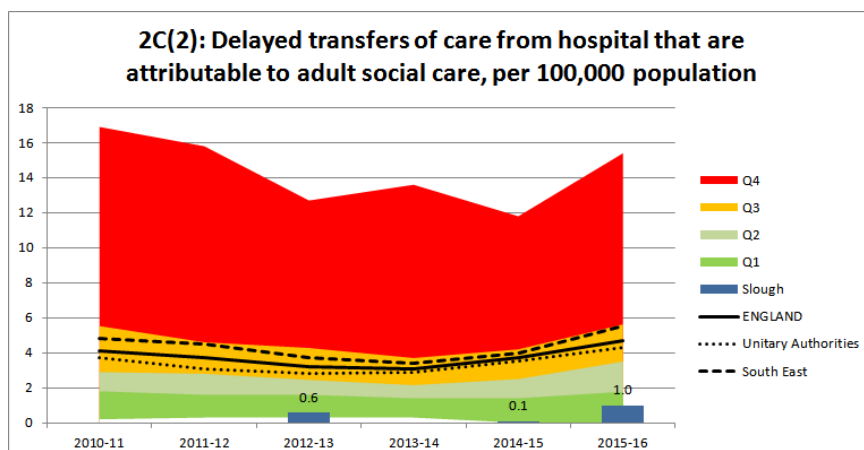
**2C(2): Delayed transfers of care from hospital which are attributable to adult social care, per 100,000 local adult population.**

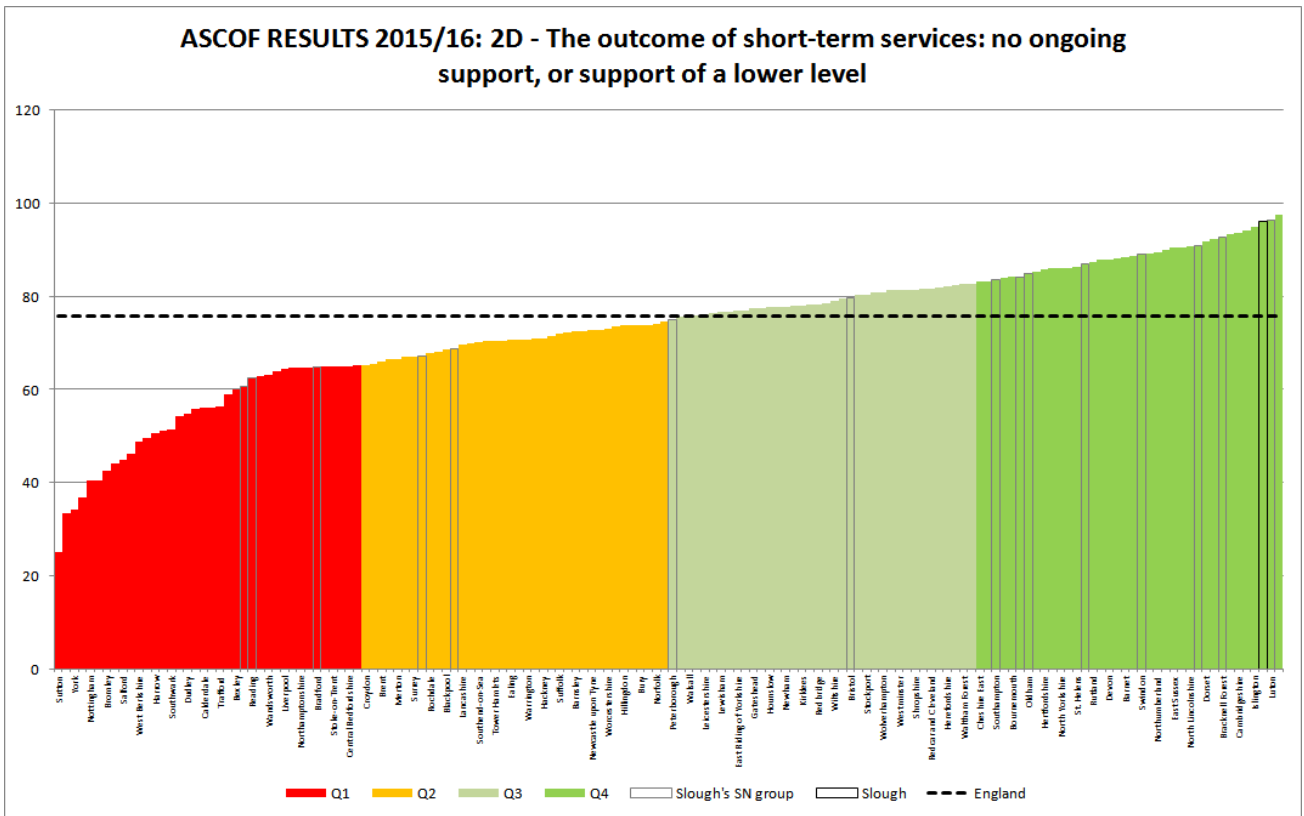
Linked to indicator 2C(1) above.

For all the delayed transfers of care established through the monthly DToC Situation Reports and counted in measure 2C(1) above, hospitals decide and categorise whether the delay is attributable wholly to health services, wholly to social care services, or partially attributable to both.

This measure then reflects on the proportion of all delayed transfers of care that have been attributed wholly or in part to social services as the 'blocking' body. The variation in local authority attribution is huge, ranging from three authorities who have not been held responsible for any delays (Isles of Scilly, Middlesbrough, Stockton-on-Tees) through to nine local authorities who have a rate of 10 per 100,000 or more laid at their door; Cumbria, at a value of 15.4, is the 'worst' performing authority on this measure.

Slough has been attributed as responsible for just 1 in every 100,000, tying with Gloucestershire and bettered by only twelve councils across England. When considered alongside the previous indicator of 2C(1), this shows that not only is the local combined sector working effectively together, but that *within* that partnership, Slough Borough Council is performing extremely well indeed.



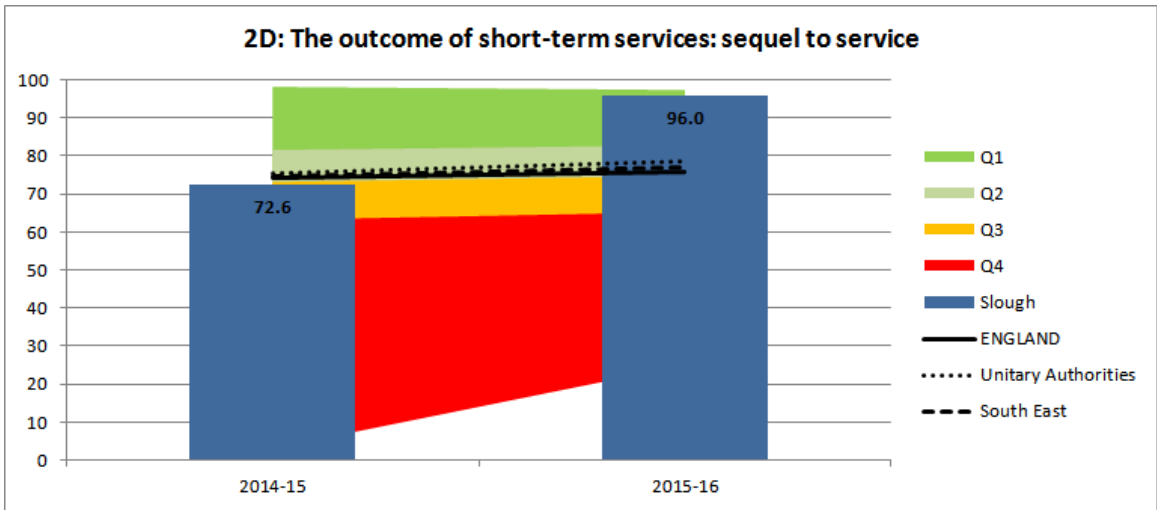


**2D: The proportion of new clients who received a short-term service during the year where the sequel to service was either no ongoing support, or support of a lower level.**

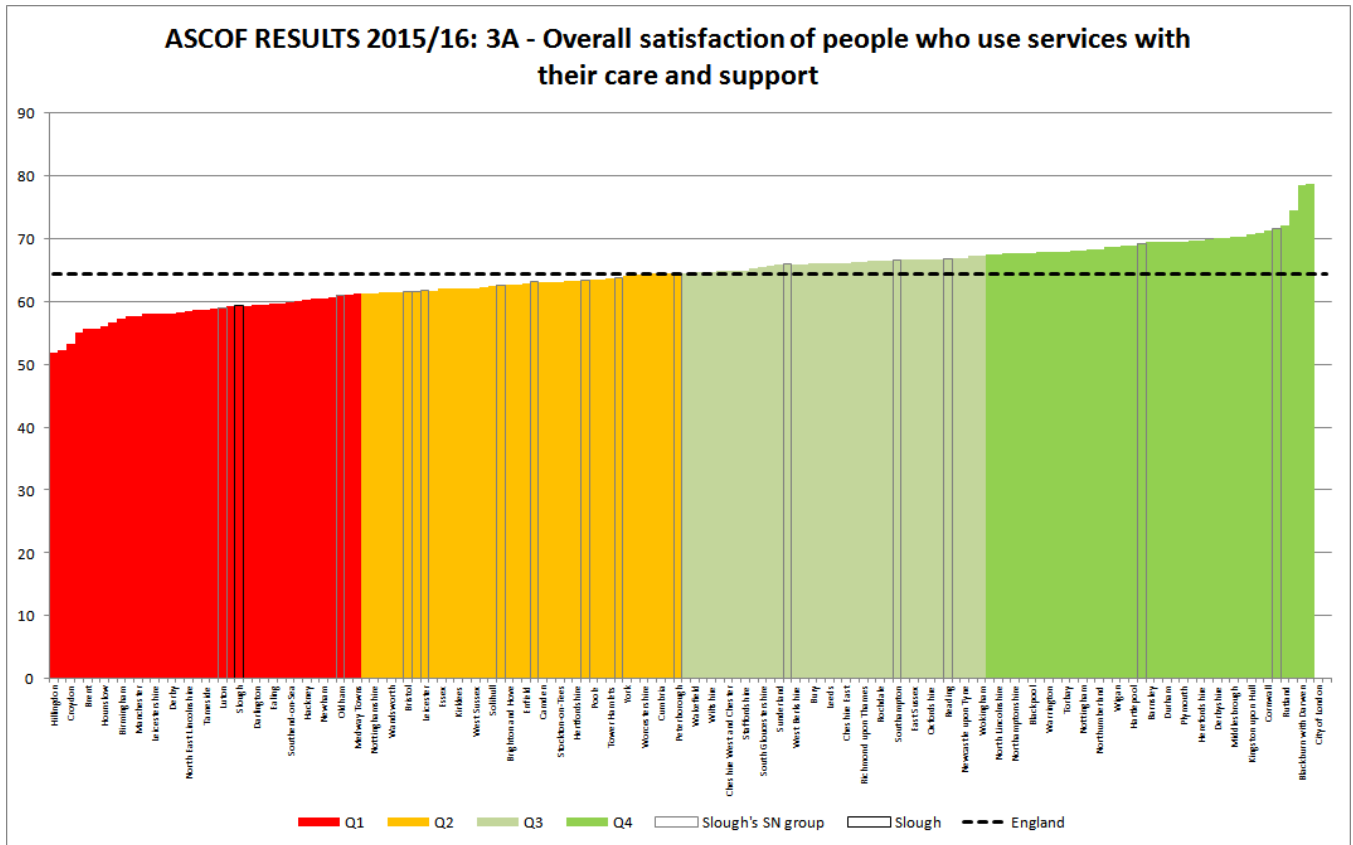
This measure aims to monitor the success of providing short-term services to people in response to their social care needs, providing ‘reablement’ type support and restoring them to independence following a short-term deterioration or crisis. Success in such an effort will delay dependency and / or support recovery, and require no further ongoing support services, or at the very least minimise the level of subsequent support that is required. Councils are encouraged to provide more short-term interventions, and to ensure that when they end the supported person is able to cope on their own.

Under this measure, Slough achieved very good success, with 96% of such service provision resulting in the supported person either no ongoing support or support at a lower level. Only two councils across England (Luton, and Windsor & Maidenhead) surpassed this percentage. We are therefore placed at the top end of the upper quartile, and this represents strong improvement from the previous year’s already effective rate of 72.6%.

The wide variation in reported success (from 25% in Sutton to the 97.4% reported by Windsor and Maidenhead) is likely to be partially explained by the entry criteria applied for deciding who is eligible for ‘short-term support’ as well as the effectiveness and range of services encompassed by this term.



**Domain 3: Ensuring that people have a positive experience of care and support**

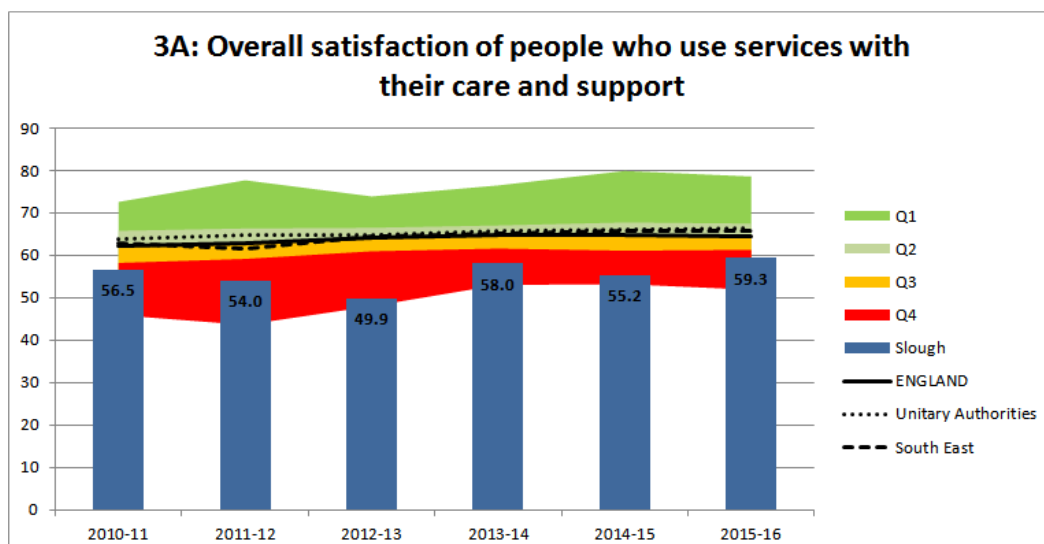


**3A: The proportion of adults using services who are satisfied with the care and support they receive.**

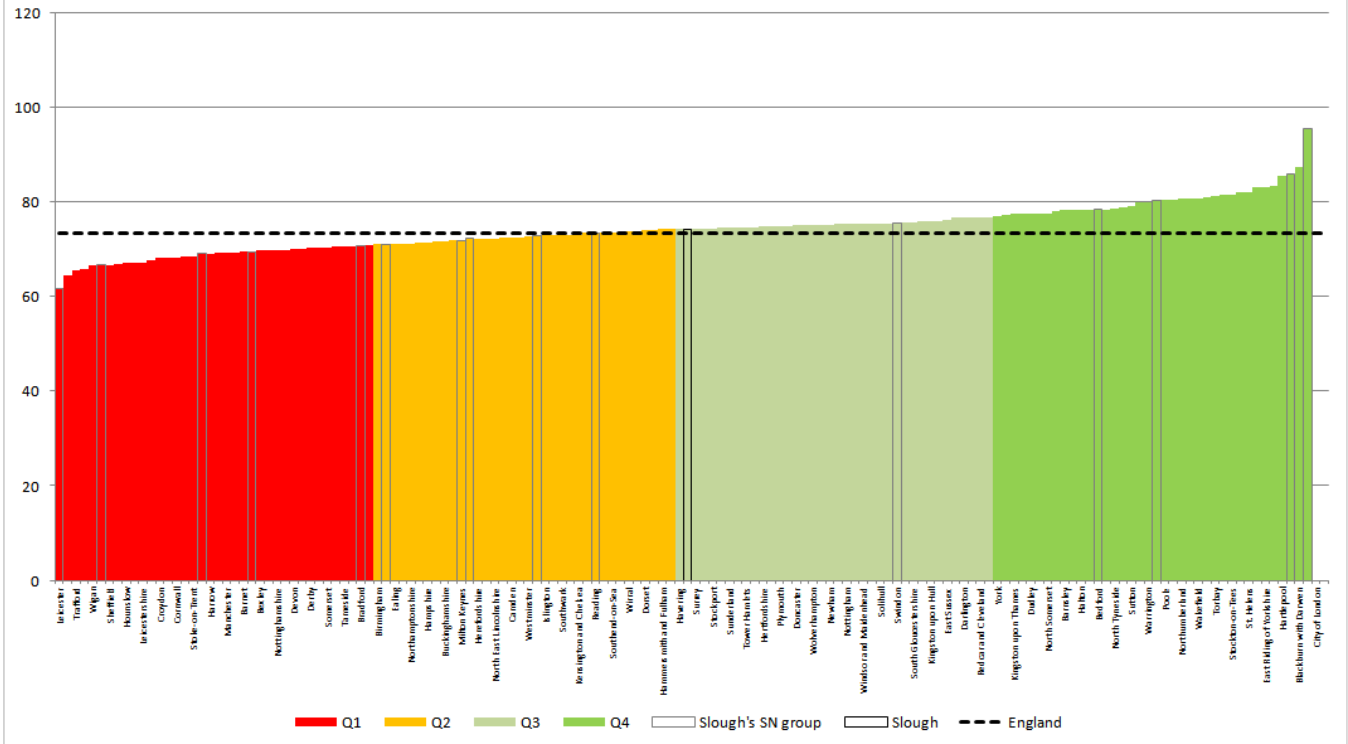
The satisfaction with services of people using adult social care is directly linked to a positive experience of the care and support provided. Repeated analyses of surveys strongly indicate that self-reported satisfaction with services is a very good overall predictor of the experience and quality of those services.

Slough’s result of 59.3% is an improvement on last year’s position (55.2%) but we remain within the lowest quartile nationally, with 126 councils achieving scores higher than we did. Self reported satisfaction varies from 51.9% in Hillingdon to 78.6% in Redbridge. Although council areas vary widely in terms of their resident populations, all but one of those deemed most similar to Slough (our “SN” group or “Statistical Neighbours”) had higher scores.

This indicator tells us quite firmly that we can and should improve on service users’ experiences.



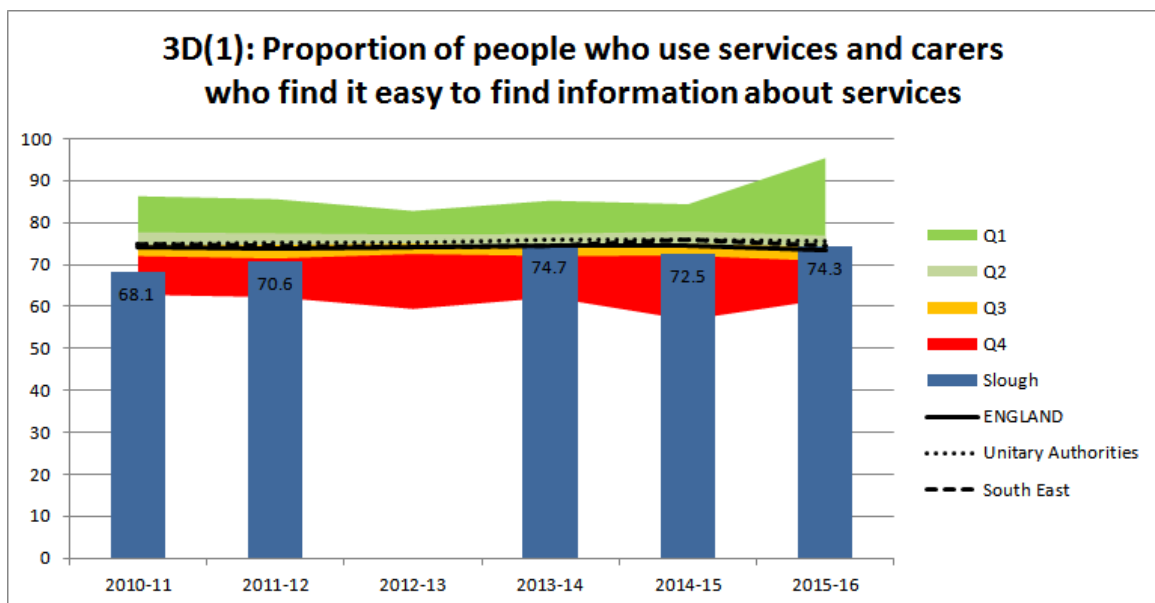
**ASCOF RESULTS 2015/16: 3D(1) - The proportion of people who use services who find it easy to find information about support**



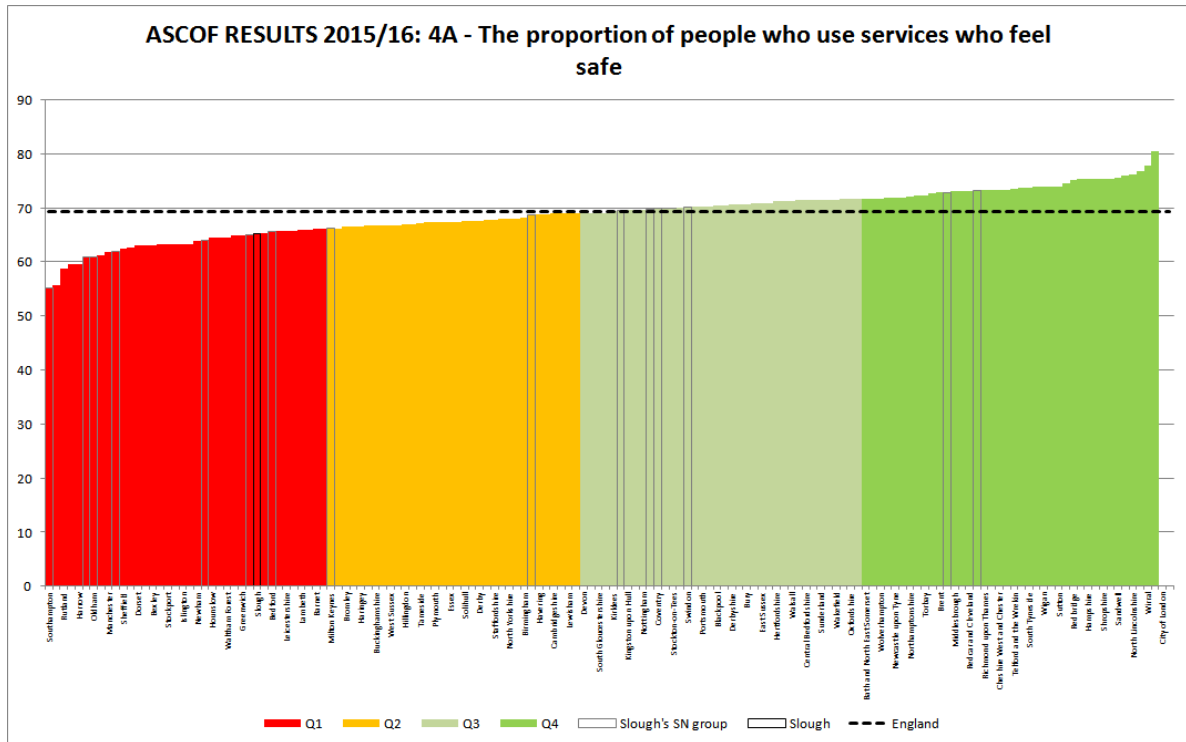
**3D(1): The proportion of adults using services who find it easy to find information about services.**

This indicator is another one derived from service users' responses to an annual postal survey. It reflects those users' experience of access to information and advice relating to social care. Information is a core universal service, and a key factor in early intervention and efforts to reduce dependency. Improved and / or more information will benefit service users by helping them to have greater choice and control over their lives, as well as ensuring less anxiety.

Slough's value of 74.3% represents a small improvement over the previous year (72.5%) and places us just into the second quartile – i.e. better than average, and just above the all-England position of 73.5%. Responses in other areas vary from 61.7% (Leicester) to an exceptional 95.4% (Southampton).



**Domain 4: Safeguarding people whose circumstances make them vulnerable and protecting from avoidable harm**



**4A: The proportion of people who use services who say they feel safe.**

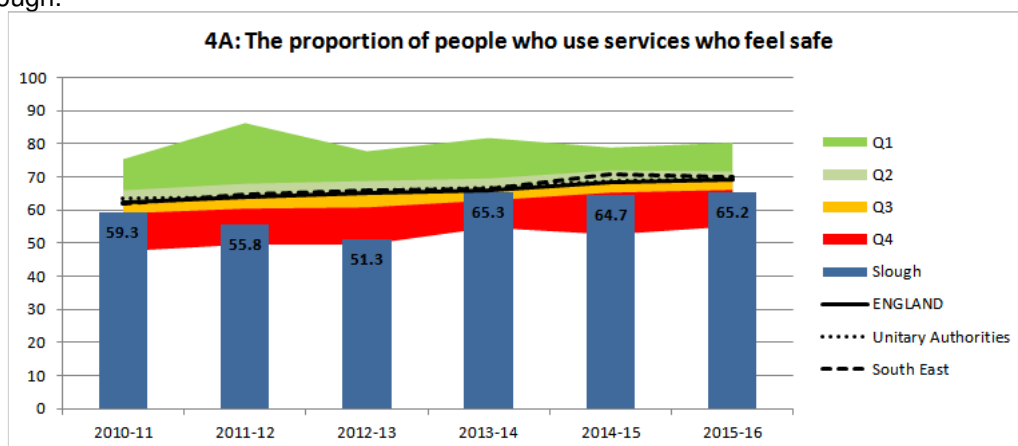
This measure derives from self-reported statements about general safety derived from responses to the annual User Survey.

Safety is fundamental to the wellbeing and independence of people using social care, as well as to the wider population. Feeling safe is a vital part of users’ experience and their care and support should help them to both be and to feel safer. There are also legal requirements about safety in the context of service quality, including CQC standards for registered providers.

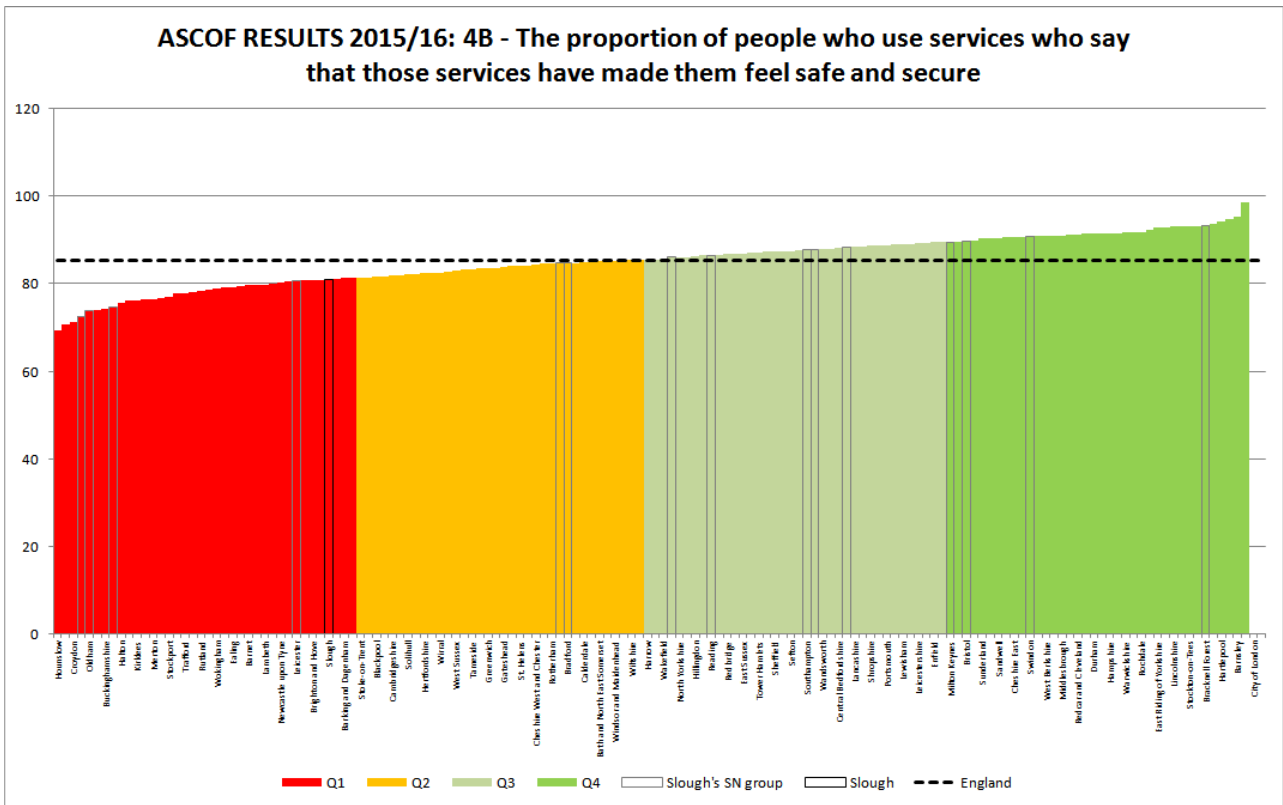
This specific question relates to ‘safety’ in the most general sense, and should be considered alongside the next indicator, 4B (the proportion of people who use services who state that those services have made them feel safe and secure).

Slough’s value of 65.2% represents a small improvement on the previous year (64.7%), but places us within the lowest quartile. Six of our SN comparators fare worse than us, nine exceed our value. Across all councils, the level of perceived safety varies from a low of 55.1% in Southampton to a high of 80.4% in Blackburn with Darwen. Even in the ‘best’ area therefore, one-in-five service users are saying they do NOT feel safe.

Perceptions of safety will vary with many, many influencing factors. It is clear from several other sources, including Crime Surveys, that Slough residents are generally more likely to say they feel unsafe when compared to residents of many other boroughs. Improving safety and therefore also the perception of safety is a priority for all public services in Slough.







**4B: The proportion of people who use services who state that those services have made them feel safe and secure.**

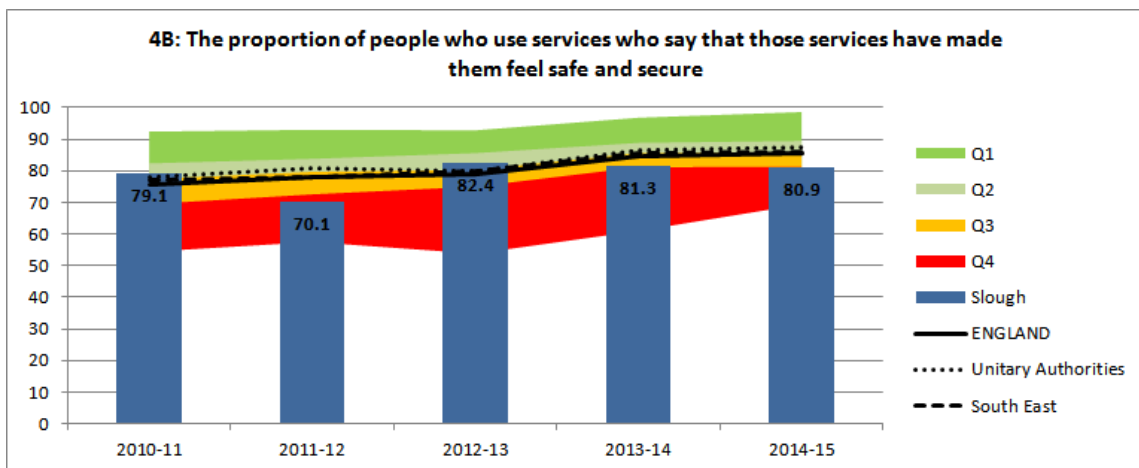
This indicator should be considered alongside indicator 4A above (the proportion of people who use services who say they feel safe).

This measure also derives from self-reported statements about general safety derived from responses to the annual User Survey. Safety is fundamental to the wellbeing and independence of people using social care, as well as to the wider population. Feeling safe is a vital part of users' experience and their care and support should help them to both be and to feel safer.

Across all councils, the proportion stating that the services they receive help them feel more safe and secure is higher than the proportion stating they feel generally safe (indicator 4A above). The range here is from 69.4% in Hounslow to a staggering 98.6% in Blackburn with Darwen.

Slough's result of 80.9%, is ever so slightly down on the previous year's 81.3%, and places us towards the upper end of the lowest quartile. We do better than four direct SN councils, but worse than eleven. Across all of England, 85.4% of respondents said the services they received helped them to feel safer.

So, within Slough 65.2% of service users feel safe, but 80.9% agree the services they receive help them feel safer. This means that one-in-five of Slough's service users feel that the support they receive does NOT help them feel safer.



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**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Overview and Scrutiny Committee

**DATE:** 17<sup>th</sup> November 2016

**CONTACT OFFICER:** Mike England  
Interim Strategic Director, Regeneration, Housing and Resources

**(For all Enquiries)** (01753) 875300

**WARD(S):** All

**PART I**  
**FOR COMMENT AND CONSIDERATION**

**HOUSING ISSUES – FUTURE APPROACH TO SCRUTINY**1. **Purpose of Report**

The Overview and Scrutiny Committee is requested to consider the approach to be adopted to the scrutiny of matters relating to Housing and in particular the allocation of responsibilities between the Overview and Scrutiny Committee and the Neighbourhoods and Community Services Scrutiny Panel.

2. **Recommendation(s)/Proposed Action**

- The Overview and Scrutiny Committee is requested to resolve that the following approach is taken:
  - a) That the Overview and Scrutiny Committee retains the responsibility for scrutinising the Housing Strategy and for receiving 6-monthly monitoring reports on progress against the Action Plan within the Housing Strategy.
  - b) That the Neighbourhoods and Community Services Scrutiny Panel assumes responsibility for scrutinising all other Housing matters, including performance and operational issues.
  - c) That the Overview and Scrutiny Committee consider holding a special meeting in December 2016 or January 2017 to consider the draft Housing Strategy.
  - d) That the Committee note the indicative schedule of Housing items already suggested for consideration by the Neighbourhoods and Community Services Scrutiny Panel over the next year, as discussed in paragraphs 5.8 and 5.9 of this report.

### 3. **The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

#### 3.1 **Slough Joint Wellbeing Strategy Priorities**

Addressing Housing issues is one of the key priorities in the Joint Wellbeing Strategy. The connection between health and wellbeing and good quality housing is well established. The Housing Strategy itself sets out the Council's ambition to regenerate neighbourhoods, improve the quality of housing and to contribute to the supply of new homes in Slough.

#### 3.2 **Five Year Plan Outcomes**

Outcome 2 of the Five Year Plan is that;

- There will more homes in the borough, with quality improving across all tenures to support our ambition for Slough

Housing is also closely linked to other outcomes, but in particular;

- Outcome 5; more people will take responsibility and manage their own health, care and support needs.
- Outcome 6; children and young people in Slough will be healthy, resilient and have positive life chances.

### 4. **Other Implications**

#### (a) Financial

There are no direct financial implications of this report. Individual agenda items brought before the scrutiny process will have financial implications which will be dealt with in those reports.

#### (b) Risk Management

<b>Risk</b>	<b>Mitigating action</b>	<b>Opportunities</b>
Legal		
Property		
Human Rights		
Health and Safety		
Employment Issues		
Equalities Issues		
Community Support		
Communications		
Community Safety		
Financial		
Timetable for delivery		
Project Capacity		
Other		

#### (c) Human Rights Act and Other Legal Implications

There are no direct legal implications. Individual agenda items brought before the scrutiny process will have legal implications which will be dealt with in those reports. There are no Human Rights Act Implications.

#### (d) Equalities Impact Assessment

Equality Impact Assessments will be prepared for specific items which come forward for scrutiny.

### 5. Supporting Information

#### *Scope of the Council's Housing Responsibilities*

5.1 The Council has a wide range of responsibilities in the Housing field. The key ones are;

- The assessment and management of housing need, including statutory responsibilities towards homeless households. At present, homelessness is on the increase, In 2015/16 the Council accepted 241 households as homeless and there are currently over 300 households in temporary accommodation;
- Encouraging ensuring the provision of new homes by the private sector, housing associations and, in Slough's case, directly ;
- Management of directly-owned accommodation. The Council has responsibility for over 7,100 tenanted and leasehold properties, held within the Housing Revenue Account. This is the Council's most valuable physical asset;
- Regulation of standards in the private rented sector. One household in four in Slough rents their home from a private landlord and this proportion is growing. Most landlords provide a good standard of accommodation but a minority are responsible for substandard and unhealthy accommodation. The Council has important powers of enforcement and regulation in this sector.

#### *The Housing Strategy*

5.2 The Council is required to have a Housing Strategy which sets out its approach to improving housing conditions in the Borough. A new Housing Strategy for Slough has been developed and a consultation draft is being considered by Cabinet on 21 November 2016. The document is structured around 5 themes;

- **Theme 1; New Housing Supply** – ensuring the right supply and mix of new homes and increasing affordable housing through the efficient use of land and capital resources.
- **Theme 2; Private Sector** - that the private housing sector provides sufficient good quality market housing through support for landlords and tenants and, where necessary, robust quality control and regulation.
- **Theme 3; Council Homes** - are managed and maintained to a high standard and the Council builds new homes for Slough residents
- **Theme 4; Homelessness and Housing Need** - that homelessness and rough sleeping are reduced through prevention
- **Theme 5; Special Needs and Vulnerable Groups** - that specialist accommodation is available for vulnerable and disadvantaged members of our community particularly young people, older people, people with disabilities and those on restricted incomes.

- 5.3 Each of these themes is accompanied by an Action Plan and these are consolidated into a single Action Plan which will be used as a monitoring tool to assess progress with the Strategy.
- 5.4 The Strategy will be the subject of a widespread consultation before being brought back to Cabinet for final approval.

*Proposed Allocation of Scrutiny Responsibilities*

- 5.5 In view of its focus on corporate oversight of the Council's activities it is proposed that it would be appropriate for the Overview and Scrutiny Committee to assume responsibility for scrutiny of the Housing Strategy. Once the Strategy is approved it is suggested that the mechanism for this would be a 6-monthly report monitoring progress against the Action Plan.
- 5.6 It is proposed that the Overview and Scrutiny Committee will also wish to discuss the draft Housing Strategy before it is approved. Given that the agenda for 12 January is already busy and that the meeting on 2 February is devoted to budget matters, the Committee are asked to consider whether they would wish to hold a special meeting in December 2016 or January 2017 to scrutinise the draft Housing Strategy.
- 5.7 It is proposed that all other Housing matters should be the responsibility of the Neighbourhoods and Community Services Scrutiny Panel. This would include the monitoring of service performance, resident engagement and scrutiny of the operation of individual services.
- 5.8 A number of items are already planned or scheduled in for consideration by the Panel and these are set out below.

Item	Scheduled Date
Key Performance Indicators; outcome of working group.	January 2017
Garages; update on implementation of Garages Strategy	April 2017
Housing Revenue Account Business Plan	April 2017
Repairs, Maintenance and Investment contract; update on mobilisation and award of contract.	May/June 2017
Key Performance Indicators quarterly updates	August 2017 November 2017 February 2018
Resident Engagement; Annual Review of co-regulation	October/November 2017

- 5.9 It is also suggested that, given its significance and the growing pressure that Slough and other councils are facing, the Panel receive a report on the homelessness position in first half of 2017.

**6. Comments of Other Committees**

This matter has not yet been discussed by and committees or panels.

7. **Conclusion**

The proposals should help bolster the Overview and Scrutiny's Committee as the body responsible for corporate oversight whilst also using the expertise of the Neighbourhoods and Community Services to look at individual Housing matters. In addition, it is hoped that the adoption of this proposal will not over- burden the Overview and Scrutiny Committee or obstruct their other business.

8. **Appendices Attached**

None.

9. **Background Papers**

None.

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**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Overview & Scrutiny Committee **DATE:** 17th November 2016  
**CONTACT OFFICER:** Paul Stimpson, Planning Policy Lead Officer.  
**(For all enquiries)** (01753) 875820  
**WARD(S):** All.

**PART I**  
**FOR COMMENT AND CONSIDERATION**

**LOCAL PLAN (2016-2036) ISSUES AND OPTIONS CONSULTATION DOCUMENT**

**1 Purpose of Report**

To seek Members' comments on the Local Plan "Issues and Options" document which will be the subject of a six week public consultation exercise in January.

**2 Recommendation(s)/Proposed Action**

The Committee is requested to note and comment upon Local Plan Issues Options Document prior to its consideration by Cabinet on 21 November 2016.

**3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

**3a. Slough Joint Wellbeing Strategy Priorities**

The review of the Local Plan is directly linked to the following priorities in the Slough Joint Wellbeing Strategy:

- Health
- Economy and Skills
- Regeneration and Environment
- Housing
- Safer Communities

It will also contribute to Improving the image of the town.

**3b Five Year Plan Outcomes**

The Review of the Local Plan will contribute to the following Outcomes:

- 1 Slough will be the premier location in the South East for businesses of all sizes to locate, start, grow and stay.
- 2 There will be more homes in the borough with the quality improving across all tenures to support our ambition for Slough.
- 3 The centre of Slough will be vibrant, providing business, living and cultural opportunities.
- 4 Slough will be one of the safest places in the Thames Valley

4 **Other Implications**

(a) Financial

There are no financial implications of proposed action. The costs of the proposed consultation can be met from existing budgets.

(b) Risk Management

<b>Risk</b>	<b>Mitigating action</b>	<b>Opportunities</b>
Legal	No risks identified	
Property	No risks identified	
Human Rights	No risks identified	
Health and Safety	No risks identified	
Employment Issues	No risks identified	
Equalities Issues	No risks identified	
Community Support – There will be a need for a formal public consultation exercise.	A public consultation strategy will be developed.	
Communications	No risks identified	
Community Safety	No risks identified	
Financial	No risks identified	
Timetable for delivery – The review of the Local Plan is dependent upon a number of internal and external factors which could delay the time table.	Contingency plans for a delay to the timetable can be put in place.	
Project Capacity – The review of the plan will require additional resources.	A Project Plan for the Review of the Local plan has been produced, a budget secured.	
Other		

(c) Human Rights Act and Other Legal Implications

There are no legal or Human Rights Act implications.

(d) Equalities Impact Assessment

There is no identified need to complete an EIA at this stage of the plan preparation process.

## 5 Supporting Information

- 5.1 The Government requires all Local Authorities to have an up to date Local Plan that sets out how many homes it will provide, and its approach to permitting new development. We have reached an important stage in the Review of the Local Plan which involves producing an “Issues and Options” document. It is important to note that this is not a draft plan but a discussion document which is being put forward for public consultation. The results of this will be fed into a “Preferred Options” document which will be followed by the production of a “Submission” version of the plan which will be submitted to the Secretary of State and then be the subject of a public inquiry. The timing of the later stages of the plan will be at least partly dependent upon external factors such as any proposals for Heathrow airport and the results of Duty to Cooperate discussions with neighbouring authorities.
- 5.2 As the name suggests, the Issues and Options document sets out what the Council considers to be the key issues and drivers of change that the Review of the Local Plan will have to address and some Spatial Options which show where development could take place in the future. A summary of the document including the Spatial Options is set out in Appendix 1. A copy of the whole document can be seen in the appendix to the Cabinet report for the meeting on 21<sup>st</sup> November.
- 5.3 The document contains a Vision for Slough, 14 objectives and an outline of what future policies could be in order to implement the strategy in the emerging plan. The consultation document will have a number of specific questions for the public and statutory Consultees to answer but we will also be seeking any other comments that people may have.
- 5.4 It also sets out some ambitious and aspirational ideas for the future growth of Slough and contains some fairly detailed Spatial Options for major new development around the Borough. It should be noted that although the options are considered to be realistic, they have not yet been fully tested and are not being endorsed by the Council at this stage.

### Aim of the Plan

- 5.5 At its simplest we want to make Slough a better place for Slough people. We also recognise that it has an important role to play within the region and want Slough to continue its role as a thriving commercial centre.
- 5.6 Slough has been very successful in accommodating growth in the past and we want it to continue to do this for the benefit of future generations. Most of the new housing and facilities that we are proposing are required to meet the needs and aspirations of our existing population and so it is important that it takes place in a way that supports our local communities.
- 5.7 We want to enable our residents to improve their health, wealth and well-being, and establish the reputation of the town as a place where people *‘choose to work, rest play and stay’*.
- 5.8 One of the key words within this is that we want Slough to be a place where people want to stay. Our aspiration is to make Slough a place where people have everything that they need to be able to ‘live locally’ and are able to stay throughout the various stages of their life.

## Objectives

5.9 In order to achieve our vision for Slough we have identified 14 objectives. The two key ones are to enable around 927 new houses a year in or around Slough and to create 15,000 new jobs over 20 year period.

## The Big Strategic Issues

5.10 The consultation document identifies the following big strategic issues. The Local Plan will have to address these if we are going to be able to achieve our vision and meet the objectives that we have set ourselves. These are:

- *How can we meet as much of our Objectively Assessed Housing Need of 927 dwellings a year as close as possible to where these needs arise?*
- *How we can offer a wide choice of high quality housing and create balanced communities?*
- *How can Slough maintain its role as an economic “powerhouse”?*
- *How can we support the creation of an additional 15,000 jobs?*
- *How we can revitalise Slough town centre as a major retail, leisure and commercial centre?*
- *How can we get the maximum benefits out of the growth of Heathrow airport and mitigate for any adverse environmental effects?*
- *How can we enable our suburban areas to continue to absorb the growth in population without losing the distinctive character of individual neighbourhoods?*
- *How can we deal with the problems of traffic congestion to ensure that people can get around Slough?*
- *How can we enhance the quality of the built and green environment in Slough and improve the overall image of the town?*

## Proposed Policy Response

5.11 We have developed a number of possible ways in which the Local Plan could address these issues.

5.12 In order to try to build enough houses to meet our needs we will have to identify a range of new sites both within and on the edge of the urban area, including using the “Duty to Co-operate” (working proactively with specialist bodies and adjoining Local Authorities) to investigate providing some outside of the Borough.

5.13 We want to be pro-active in our support for future economic growth and create the right climate for new investment so that Slough continues to be recognised as an “economic powerhouse”. The demands on land for housing means we will only provide very limited new land for employment uses and so we will have to create more jobs through increasing densities in existing employment areas, supporting job creation that doesn’t need new buildings (service jobs), and directing development of more offices to the town centre. If the third runway at Heathrow is built this could create up to 77,000 new jobs at the eastern end of the Borough which would help to meet our future employment needs.

- 5.14 We also need to halt the decline of the town centre as a shopping centre and revitalise it as a commercial and residential area where people choose to work and live.
- 5.15 To achieve all of this we will have to change the perceived image of Slough. One way in which we will do this is by insisting that all new development is high quality and well designed.
- 5.16 We will also have to have a strategy for encouraging investment in the town and making sure that we get the best value for every pound that is spent in Slough.
- 5.17 We need to make the most of our diverse neighbourhoods to enable people to be able to live locally within their community which means providing facilities and creating an environment where people feel 'happy and at home' and they can meet many of their day to day needs without using their cars.
- 5.18 It is recognised that the scale of growth being proposed to meet the needs of our population will add to congestion and if not properly controlled will have an impact upon the attractiveness and quality of environment. As a result the plan will have to find ways of mitigating these effects as far as is possible. This could include having to have policies which restrain the use of the private car so that more people use public transport or walk or cycle.

#### Development of the Spatial Options

- 5.19 Having established what the strategic issues are for the Local Plan it is necessary to consider how these can be addressed by identifying where major new development could go within the Borough.
- 5.20 As a result we have produced a number of strategic 'Spatial Options' to be put forward for public consultation which are as follows:
- A. Expand the centre of Slough (upwards and outwards)
  - B. Expand the Langley Centre (to include land around the railway station)
  - C. Create a new residential Neighbourhood on the Akzo Nobel and National Grid sites west of the Uxbridge Road
  - D. Regeneration of the selected areas:
    - D1 - Canal basin
    - D2 – New Cippenham Central Strip
    - D3 – Chalvey regeneration
  - E. Estate Renewal
  - F. Intensification of the suburbs
  - G. Redevelop Existing Business Areas for housing
  - H. Release land from the Green Belt for housing (edge of Slough)
  - I. Release land from the Green Belt for Heathrow related development (in Colnbrook and Poyle)
  - J. Expansion of Slough
    - J1 – Northern expansion into South Bucks (Garden Suburb)
    - J2 – Southern expansion into Windsor & Maidenhead (small sites)
  - K. Build in other areas outside of Slough

- 5.21 It is estimated that even if all of the Options from A to H came forward along with small sites and all of the other sites we know about we could still be around 8,000 houses short of meeting the Objectively Assessed Need of 927 a year. This is why the options of expanding Slough or building elsewhere (Options J and K) will have to be considered.
- 5.22 These options are beyond our direct control and could only be achieved with the agreement of the relevant authorities as a result of Duty to Cooperate negotiations. It is, however, important that these options are included in the Issues and Options consultation so that the public are aware the Council is doing all it can to meet housing need and what the implications could be for meeting or failing to meet these.
- 5.23 It should also be noted that with the exception of the option to provide for more airport related development at Colnbrook and Poyle (Option I) none of the options provide any new employment land. Indeed many of them involve the loss of land which is currently in employment use. As a result it is extremely unlikely that we will be able to meet the potential need for up to 180 hectares of new land for business uses such as warehouses due to the shortage of land.

### **Next Stages for the Review of the Local Plan for Slough**

- 5.25 There will be a six week public consultation exercise on the Issues and Options beginning in January.
- 5.31 It is envisaged that once we have taken account of the responses to the consultation and carried out the necessary technical work we could produce a “Preferred Options” Local Plan in September 2017 followed by a “Submission” version in early 2018. Whether we actually submit the Local Plan for a Public Inquiry at this stage will depend upon the timing of the Inquiry into the third runway at Heathrow. This is because we would not want the Local Plan Inquiry to be dominated by objections to the expansion of the airport.

## **6 Conclusion**

- 6.1 Member’s comments are being sought for the “Issues and Options” document for the Local Plan for Slough which is an important stage in reviewing the plan. These can be reported verbally to Cabinet.

## **7 Background Papers**

‘1’ - Strategic Housing Market Assessment – GL Hearn Feb 2016

‘2’ - Economic Development Needs Assessment – NLP Feb 2016

## **8 Appendices**

Appendix 1 – Summary of Draft Issues and Options document for the Review of the Local Plan for Slough.

## SUMMARY OF ISSUES AND OPTIONS CONSULTATION DOCUMENT

### 1. Introduction

#### Context

1.1 The Council is preparing a new Local Plan which will guide development in the Borough for the next 20 years and hopefully create a place where people want to live, work, play and stay.

1.2 To begin with we have to decide what the big issues are for Slough and how they could be addressed in the future.

1.3 The Council has prepared this Issues and Options document in order to begin the consultation process on the Plan. This is not a draft Local Plan rather it is a discussion paper about the main strategic issues and the spatial and planning policy response to addressing those. It sets out some realistic options for consideration that, taking on board consultation responses, can then be developed with more detailed technical evidence to feed into a Preferred Option document later in 2017.

1.4 This summary document contains the following :

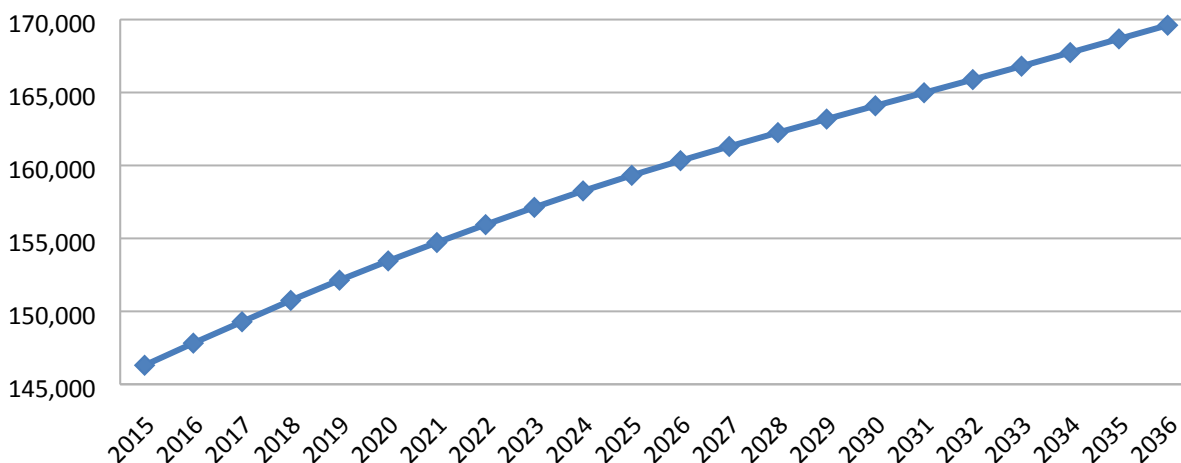
- Part 1 (this section): explains how accommodating our projected population increase is a driver of change for the new Plan and provides a Vision, objectives and the big strategic issues the plan will need to address as a result
- Part 2: summarises the policy response
- Part 3: introduces some spatial options as examples where the policy response can be implemented and change delivered
- Part 4: provides the Housing Trajectory to show how we are currently meeting our delivery targets but need the new Plan in future to continue to do this

#### Slough’s population will continue to increase

1.5 The Government Office of National Statistics (ONS) projects that Slough’s population will increase by over 15% from almost 148,000 in 2016 to around 169,611 in 2036 (

1.6 Figure 1: Slough Population Projections 2015-2036).

1.7 Figure 1: Slough Population Projections 2015-2036



**APPENDIX**

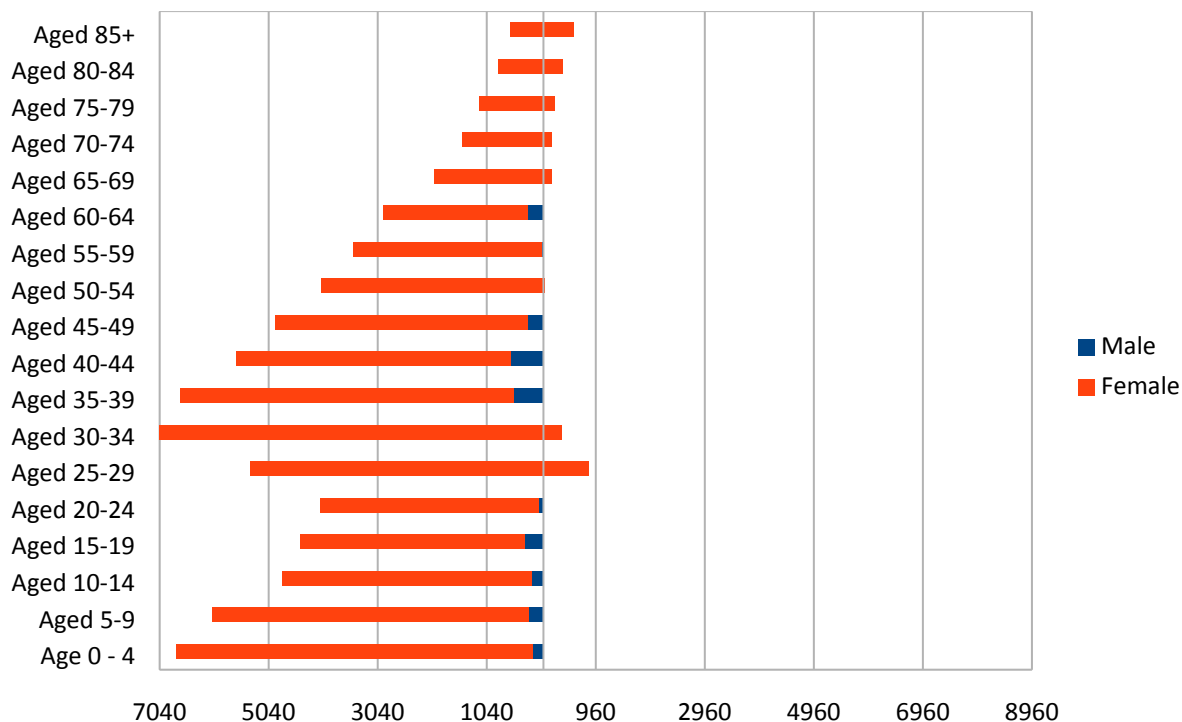
2

1.8 The main reason for the high projected increase in population is that Slough has a high number of people in the 30 to 40 age bracket who in turn have a high number of children aged 0 to 10 (Figure 2: Slough Population by Age and Sex 2014). In 2015 the fertility rate of Slough was 2.23 children per woman which is significantly higher than the national average of 1.82 children per woman<sup>1</sup>.

1.9 In addition to the total number of people increasing in Slough over the plan period, the age profile will also change. A comparison of the Figure 2 in 2014 with Figure 3 for 2036 shows that Slough will have a much more balanced population with almost equal numbers of people in all age brackets up to 60. Although there will be relatively fewer people over 60 than other age groups there will still be a significant increase in the number of elderly people compared to today. This change in the age profile will have an effect upon the type of housing and services that we will have to provide.

1.10 Overall having a large percentage of people of working age will be an advantage providing we can ensure that there are enough jobs for them.

**Figure 2: Slough Population by Age and Sex 2014**



2

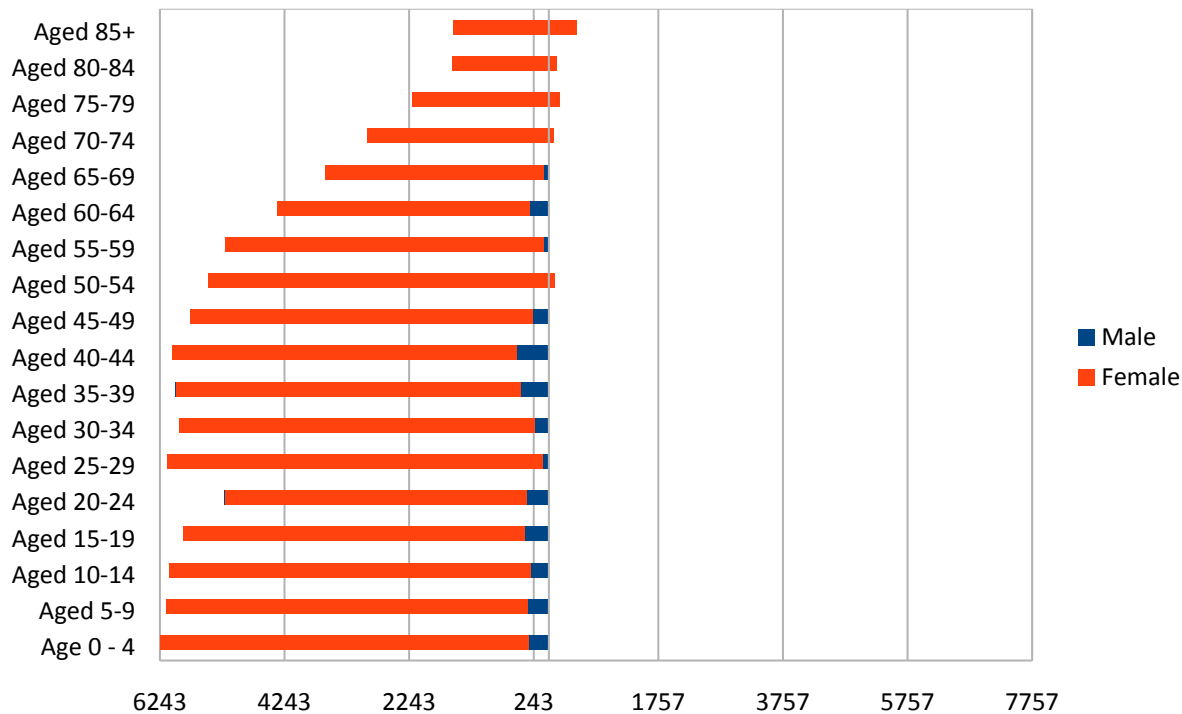
<sup>1</sup> Office for National Statistics, Birth Summary Tables, [www.ons.gov.uk](http://www.ons.gov.uk)

<sup>2</sup> Office for National Statistics, population projections. [www.nomisweb.co.uk](http://www.nomisweb.co.uk)



**APPENDIX**

**Figure 3: Slough Population by Age and Sex 2036**



2

Vision

- 1.11 Very few local authorities in the UK have the growth opportunities on offer to Slough today. Yet to take advantage of these opportunities we need to address the real challenges that we face – most notably the shortage of development land and congestion. Setting out our Vision for Slough in 2036 is the start of the process of making a local plan to address these challenges.
- 1.12 This Vision is intentionally both aspirational and realistic. The Objectives below set out in more detail the Council’s priorities. They also give an indication for how the Council’s planning Strategy can work with the drivers of change to achieve the Vision.

**A Vision for Slough in 2036**

Supporting the Council and its communities ambitions for the Borough, by 2036 Slough’s high profile image will reflect its important role in the region as a prosperous, confident, attractive, metropolitan place where people choose to work, rest, play and stay.

The centre of Slough will be an attractive vibrant hub providing high quality offices, retail, leisure, landmark buildings and cultural opportunities for our diverse communities.

Slough will be an ‘economic powerhouse’ with a large skilled labour force and a reputation as an excellent place to do business which will encourage established and new companies to invest and grow in the Borough.

## APPENDIX

As a result of Crossrail, the Western rail link to and expansion at Heathrow airport, Slough will be one of the best connected places. Accessibility within the town will have been improved through the development of convenient pedestrian, cycle and bus networks.

By encouraging investment, regeneration, innovation and high standards of design we will have created distinct environments with high quality public realm that creates a sense of place.

Our proactive approach to meeting our housing need locally means Slough is a place where our residents feel a sense of belonging, live in good quality and affordable homes. We are proud of our diversity and cohesion; we live in greener, safe and distinctive neighbourhoods with lifelong access to excellent education and job opportunities, and the facilities and services they need to live healthy lives.

Slough will have embraced new technologies for the benefit of the community to optimise the use of our spaces, places and transport network, and help our business and residents help themselves to a better quality of life.

This balanced approach to delivering growth means Slough will be a town with cohesive residential and business communities, where people think globally but are happy to work and live locally.

### Objectives

- A. To meet the Objectively Assessed Housing Need (OAHN) within the Borough or as close as possible to where the needs arises and within a balanced housing market.
- B. To provide new homes of an appropriate mix, type and tenure for Slough's population that is designed and built to a high quality and environmentally sound standard.
- C. To support innovation, growth and regeneration and ensure the Town Centre is the focus for high density housing and major retail, leisure, office and cultural development.
- D. To ensure Slough's economy creates wealth and retains its status as a competitive powerhouse by retaining its multinationals HQ's, having a diverse resilient economic base, and including opportunities for business start-ups and Smart technology.
- E. To create 15,000 jobs supported by a competitive workforce who have the skills to meet local businesses' changing needs.
- F. To ensure Crossrail, the Western Rail Link to Heathrow and growth at Heathrow, deliver benefits for residents and businesses across the Borough.
- G. To encourage sustainable modes of travel such as walking, cycling and public transport, reduce the need to travel, make non-car modes the best choice for short journeys and tackle traffic congestion.
- H. To improve the health and well-being of all residents and reduce deprivation through providing opportunities for our residents to live positive, healthy, active and independent lives.
- I. To provide for community infrastructure and facilities in appropriate and accessible locations that supports a viable and vibrant network of services.
- J. To make Slough feel like a safe place through minimising the opportunity for crime and antisocial behaviour.
- K. To improve the image and attractiveness of the town through insisting on high quality design and public realm that supports vitality, viability, distinctiveness and a sense of place across its residential neighbourhoods, district centres, neighbourhood shopping centres and local facilities.

## APPENDIX

- L. To increase opportunities for leisure and recreation and improve the quality and use of Slough's parks, open green spaces, and the links to these and the surrounding countryside and landscapes including the Colne Valley Sub-Regional Park.
- M. Protect environment, and adapt to climate change and minimise its effects through protecting and enhancing the Borough's biodiversity and water environment, and addressing flood risk, carbon emissions and pollution.
- N. To protect maintain and enhance those elements of the built and natural environment of local or historic value.

### The big strategic issues

- How can we meet as much of our Objectively Assessed Housing Need of 927 dwellings a year as close as possible to where these needs arise?
- How can we offer a wide choice of high quality housing and create balanced communities?
- How can Slough maintain its role as an economic powerhouse?
- How can we support the creation of 15,000 additional jobs?
- How we can revitalise Slough town centre as a major retail, leisure and commercial centre?
- How can we get the maximum benefits out of the growth of Heathrow airport and mitigate for any adverse environmental effects?
- How can we enable our suburban areas to continue to absorb the growth in population without losing the distinctive character of individual neighbourhoods?
- How can we deal with the problems of traffic congestion to ensure that people can get around Slough?
- How can we enhance the quality of the built and green environment in Slough and improve the overall image of the town?
- How can we provide the necessary infrastructure and facilities to support new housing and employment?

### Growth

- 1.13 Slough has continued to grow at a significant rate over the last twenty years and all of the evidence shows that it will continue to grow over the plan period. Some things, such as the growth of the existing population, are likely to happen regardless of what the Plan's policies are. Other growth, such as the forecast increase in employment, is less certain and may require some intervention to make sure that it happens in the right way.
- 1.14 There are some potentially serious constraints to the amount of growth that can take place in Slough which include the shortage of land for development, the problem of congestion, and the impact upon the quality of the environment. As a result the Local Plan will have to find the right balance between social, economic and environmental needs to ensure that it is truly sustainable.
- 1.15 Our overall objective should be to aim to plan for housing needs within Slough or as close as possible to where these needs arise. We should also aim to plan for continued economic growth in a way which provides jobs, creates wealth and builds on the strengths of our existing successful business areas and potential in the town centre. In doing so we should aim to enhance the built and green environment and mitigate against any environmental impacts.

## Housing

- 1.16 The evidence from the Strategic Housing Market Assessment (SHMA, Feb 2016) suggests that we need to build 927 houses a year to meet our “Objectively Assessed Housing Needs”. It also identifies the need for a significant amount of affordable housing to meet local needs.
- 1.17 The Housing Trajectory, which is included in a separate report on this agenda, shows that we have never been able to build as many as 927 houses a year. We may be able to build around 800 a year over the next five years, but after this the rate of house completions is likely to reduce. This is because the supply of greenfield sites is likely to dry up and the supply of office accommodation that can be converted into flats is likely to have been used up. The need to get high quality design standards and a wide range of house types may also reduce the number of dwellings that can be accommodated upon high density sites.
- 1.18 Failure to provide sufficient housing to meet overall needs will result in a combination of more overcrowding, homelessness, and forced outward migration.
- 1.19 As a result it is suggested that we should aim to meet our housing need in full as close as possible to where it arises. The proposed “spatial options” set out below show how we could begin to do this but it has to be recognised that we may not be able to meet all of our needs within our tight boundaries. The needs of local people will only be met if they can afford to live in the housing available, and it is of a size, type and standard that meets their requirements.
- 1.20 It is very unlikely that we will be able to meet all of the requirements for affordable housing but it is suggested that we should aim to provide a full range of accommodation which includes affordable housing for rent.
- 1.21 It is important that the quality of the existing housing is maintained and where necessary improved. It is suggested that we should make it a requirement that all new housing is of a high standard of design in terms of its appearance, layout, levels of amenity and environmental quality. In addition we need to specify the mix of house types to ensure that they are suitable for a wide range of households.
- 1.22 The Government places the highest priority to providing housing, and has introduced some measures that will affect the ability of the Plan to deliver affordable housing. The Local Plan will have to work with the emerging Housing Strategy to ensure an appropriate mix of housing is provided.

## Economy

- 1.23 The forecasts suggest that the number of jobs in Slough will increase by 14,680 during the 23 years to 2036. Since market forces and economic circumstances can change quite quickly it is by no means certain that this will happen without the necessary economic development measures being put in place.
- 1.24 The forecasts for types of jobs show the largest increases in office jobs and in distribution, with a decline in manufacturing. Many of these new jobs will be needed to support the increase in population.
- 1.25 It is also important that Slough continues to be an economic powerhouse and create the wealth that is needed if the town is to thrive. Employers choose to locate in Slough because of the access it provides to a large and suitably skilled workforce. It is therefore important our strategy continues to provide for this.
- 1.26 The findings of the Economic Development Needs Assessment (EDNA) suggest that up to 180 hectares of new employment land will be needed to provide for these jobs. A lot of the

## APPENDIX

proposed increase in jobs can be met without the need for any new land through the redevelopment or re-use of existing sites. Whilst there are sufficient sites within the town centre to meet the need for new offices in the short to medium term, it will be important that provision is made for an on-going supply of the right type of premises to meet employment needs.

- 1.27 It is, however, likely that we won't be able to find enough land to meet all of the demands for large scale uses such as warehousing.
- 1.28 It is likely that the pressure for existing employment land to change to other uses will continue and so we will have to try to address this to ensure that it doesn't impact upon the way in which the local economy can continue to operate and the range of jobs that are available for local people.

### Town Centre

- 1.29 The future of the town centre is of particular significance for the way that Slough develops in the plan period. Not only will it become an increasingly important transport hub, it will also have to continue to provide a full range of facilities including new offices and it will have an influence upon the perceived image of Slough as a whole.
- 1.30 The evidence shows that it has been declining as a shopping and commercial centre because of structural changes in the economy and it does not have the attractions of competing centres. It can also be subject to high levels of traffic congestion.
- 1.31 There are, however, high quality offices being built near the station which are starting to deliver the Corporate Five Year Plan strategy to promote the centre of the town as a new business, transport and employment hub. It is important that it becomes a major sub regional office centre in order to boost economic activity and create jobs. This will complement the town centre's role as a major new residential area which attracts a range of new residents. There are also indications that major investment can be encouraged to revitalise Slough as a retail and leisure centre.
- 1.32 All of this will require the plan to provide businesses with a clear, consistent and positive strategy to support the investment that is needed to regenerate the town centre as a major commercial centre. Failure to do so could undermine the strategy for the Review of the Local Plan as a whole.

### Heathrow Airport

- 1.33 The Government has announced its support for a third runway at Heathrow. It will still take a number of years before any planning permission could be granted. As a result the Local Plan will have to try to find a way in which we can deal with the uncertainty and make sure that we get the best form of development which can also mitigate the adverse environmental effects.
- 1.34 We will have to consider whether any additional airport related development could take place at Heathrow once we have established the extent of the land take that will be needed to accommodate the third runway and all of the associated development.
- 1.35 We will also have to ensure that places like Slough town centre are able to capitalise upon improved transport links and the inward investment opportunities that the continued growth of the airport will bring.

## Neighbourhoods

- 1.36 The vast majority of Slough's residents live in the various neighbourhoods that make up the Borough. It is important that with all of the growth that is being proposed we continue to protect and enhance the distinctive character of these areas so our residents can meet their needs locally and live healthy lives.
- 1.37 Slough's suburbs have historically absorbed an increase in population through organic growth and the Local Plan will have to make sure that any new development within the suburban areas can be successfully accommodated.
- 1.38 This may mean adopting London style higher density living where appropriate. This does not mean having high rise blocks. There may be scope in some areas to have street based development such as terraced housing, small mansion blocks for flats and more town houses.

## Transport

- 1.39 One of the reasons for Slough's success as an employment centre is its location in the Sub-region and excellent transport links to the rail, airport and road network. Whilst it is well connected to the outside world, travelling even short journeys within the Borough can be difficult as a result of high levels of congestion in the morning and evening peaks. Apart from making it difficult for local people to travel to work or school, increasing congestion could threaten our ability to deliver economic growth and revitalise the town centre.
- 1.40 The geography of Slough means that there is only a finite capacity on the road system. We are investing in a number of improvement schemes but there is a limit to how much traffic management can achieve. As a result the Local Plan will have to develop new solutions for how people can get around, particularly for short trips, and make journey times much more reliable. This may involve adopting radical measures that reduce the reliance upon the private car. Failure to do this will make it difficult to accommodate the scale of new growth that we are planning for.

## **2. Policy Response**

- 2.1 In this section we set out broad policies that indicate potential directions of travel for managing growth in a way that responds positively to the challenges set out in the issues section. An explanation as to what sort of policies the plan could adopt for each of these areas is set out in the committee report. These should be read in conjunction with the spatial options that demonstrate capacity to meet the evidenced need for more homes and more employment.
- Investment
  - Housing
  - Community
  - Transport
  - Design/Environment

### 3. Spatial Options

- 3.1 Having established what the strategic issues are for the Local Plan and developed a possible policy response it is necessary to consider what the implications are for the future distribution of development around the Borough.
- 3.2 As a result we have produced a number of strategic spatial options for the Review of the Local Plan. Whilst these have not been fully worked up at this stage it is considered that they are realistic and meaningful options which can be used for public consultation
- 3.3 The options have been set out in a logical order but this does not necessarily imply that there is a preference for any one of them at this stage. It should also be noted that it may not be possible to carry all of them out because they may not be compatible and there may be cumulative impacts which would have to be addressed. Some Options are outside of the control of this Council
- 3.4 The Spatial Options being put forward for public consultation are as follows:
  - A. Expand the centre of Slough (upwards and outwards)
  - B. Expand the Langley Centre (to include land around the railway station)
  - C. Create a new residential neighbourhood on the Akzo Nobel and National Grid sites west of the Uxbridge Road
  - D. Regeneration of the selected areas:
    - D1 - Canal basin
    - D2 – New Cippenham Central Strip
    - D3 – Chalvey regeneration
  - E. Estate Renewal
  - F. Intensification of the suburbs
  - G. Redevelop existing business areas for housing
  - H. Release land from the Green Belt for housing (edge of Slough)
  - I. Release land from the Green Belt for Heathrow related employment (Colnbrook and Poyle)
  - J. Expansion of Slough
    - J1 – Northern expansion into South Bucks (Garden Suburb)
    - J2 – Southern expansion into Windsor & Maidenhead (small sites)
  - K. Build in other areas outside of Slough
- 3.5 Details of some of these options and sub-options are set out below. They have been worked up in order to illustrate how they could be implemented. For most this includes some of the key sites and how they could be implemented, and a broad indication as to how much additional housing each option could produce. The housing figures are provided to help the public consultation exercise and should not be taken as a definitive assessment at this stage.
- 3.6 It should be noted that the options that involve building in other districts cannot be delivered through the Review of the Local Plan for Slough. As a result they would have to be progressed through the Duty to Cooperate process. It would not be appropriate to identify specific sites at this stage but the “northern expansion” option does show an area of search so that the implications for Slough of pursuing such an option can be considered in the Review of the Plan.





**APPENDIX**

<p><u>Option A</u></p>	<p><b>EXPANSION OF SLOUGH TOWN CENTRE</b></p>
<p><b>Background</b></p>	
<p>The spatial strategy for the Core Strategy (2008) was one of “concentrating development”. In this case the “town centre” is a very tightly drawn area which just consists of the shopping centre and the commercial core area around it. This has resulted in all major office and retail developments being permitted in this area. Whilst the bulk of new residential permissions have also been within the tight boundary there have also recently been major permissions on the edge of the town centre.</p> <p>The NPPF requires Local Plans to assess whether the predicted need for “Main Town Centre Uses” such as retail, offices, leisure, entertainment, arts, culture and tourism facilities can be accommodated in the town centre.</p> <p>Although detailed studies have not been carried out it is considered that there is sufficient land available to meet these needs within the core area.</p> <p>There are, however, a number of advantages in enlarging the scope of the centre in order to increase its immediate catchment and enable more people to benefit from its facilities and transport links.</p> <p>The Council’s Centre of Slough “Changing Views” Strategy (2015) assumed that the regeneration of the centre would have to be “residential led” because this is what the market was providing.</p> <p>Since the strategy was produced there has been major investment in new offices, proposals for the regeneration of the Queensmere shopping centre have been agreed and it appears that former TVU site will become available for development.</p> <p>The Council has opened the Curve building and there has been a general upturn in investment.</p> <p>As a result there is now the opportunity to build on this by expanding the town centre.</p>	
<p><b>Proposed Option</b></p>	
<p>This proposed option would involve increasing the amount of development that can take place in and around the town centre on the basis that it is a sustainable location with good transport links and a high provision of existing facilities. It is also an area which can potentially absorb higher density development better than others.</p> <p>Refurbishment and redevelopment would also help to improve the environment, appearance and image of the town centre.</p> <p>This option would therefore take the opportunity to transform the town centre so that it can become a major commercial and retail and leisure centre. It would also involve having more tall buildings in appropriate locations.</p> <p>It is envisaged that the existing shopping area would continue to be the location for major retail and leisure uses. The Site Allocations Plan (2010) identified the Queensmere and Observatory shopping centres (SA14) as the location for new retail and leisure uses including restaurants and bars. It is also the propose location for new residential development in the form of high-rise flats. It is considered that if the proposed investment takes place the Queensmere shopping centre could become the “centrepiece” which will be redeveloped/ refurbished in order to be the prime retail and leisure area for the town centre.</p> <p>The area south of the railway station which contains the new bus station was identified in the Heart of Slough Master Plan for major office development. Two large HQ buildings are currently under construction and it is considered that this area should be promoted as the “Central Business District” which will help to re-establish Slough as a Commercial office centre.</p> <p>There have been proposals to include some residential development in this area (CFS 7) but there would be a number of site specific problems with having flats here and it is considered that these sites should be reserved for new HQ offices in order to consolidate Slough as a major commercial centre.</p> <p>The other key site within the town centre is the former TVU site which forms part of the Heart of Slough comprehensive regeneration scheme (SSA13) This proposed major residential development of up to 1,500 units on the site along with other uses including some retail, leisure, offices and a partial replacement of the university. The University of West London (which is the new name for TVU) has decided not to replace any educational facilities and is</p>	

**APPENDIX**

Option A	EXPANSION OF SLOUGH TOWN CENTRE
<p>selling it for development. It is recognised that this may mean having a new mix of uses which will create vitality in this area. This could involve having major office development and some ancillary retail and leisure uses.</p> <p>If the Tesco superstore comes up for redevelopment during the plan period it is considered that this would be a good location for any additional town centre uses that are needed along with some residential above.</p> <p>The Council carried out a major refurbishment of the High Street through the Art @ The Centre environmental scheme. With high major rise development taking place in the town centre it is important that the High Street retains its current pedestrian friendly scale. There is, however, the opportunity to redevelop sites on the south side of the High Street in a comprehensive way which could provide more residential and commercial uses. This would have to be designed so that any high rise development is set back from the High Street frontage.</p> <p>In addition to building more intensively in core area of the town centre there is the opportunity to develop sites around it predominantly for residential use. The Post Office Sorting Office is included in the Site Allocations Plan (SSA16) for residential or mixed business use as part of proposals to improve the Wellington Street frontage. The redevelopment of part of the Upton Hospital site and reuse of the Listed Buildings for residential was promoted as SSA15 in the Site Allocations Plan. This could help to enhance the “Herschel Village” and Herschel Park area. The site for a potential conference centre has also been identified west of Upton Court Park.</p> <p>There is also the potential for residential development north of the town centre on the Horlicks Playing Field (OTH137), Stoke gardens (OTH138), Mill street north, Mill Street south, Albion Close and Petersfield Avenue. All of these developments would have to be comprehensively planned with improved links to the town centre.</p> <p>Under the existing strategy we have already allowed some very tall buildings with the flats on the Queensmere shopping centre rising to 21 stories and similar sized development being envisaged upon the former TVU site. Tall buildings should only be allowed if they are of the highest standard of design, improve the urban realm and they do not have an adverse impact upon neighbouring uses. It is also important that they provide high quality living standards for their residents.</p> <p>The opportunity should also be taken to exploit the great views of Windsor Castle and the surrounding countryside that can be obtained from Slough town centre not just for residents but also for visitors.</p>	
<p><b>Constraints</b></p>	
<p>There are a number of constraints to development in the town centre. It is currently congested at peak times and so some additional capacity for the transport system and the public transport system in particular will be required.</p> <p>Parts of the town centre suffer from significant air quality problems. This means that new development will have to be designed to mitigate for the impact upon residents.</p> <p>Developments will also have to be designed to reduce the impact of noise.</p> <p>The compact nature of the centre of Slough also means that any new development will have to take account of the setting of and impact upon existing buildings.</p> <p>There is also a shortage of open space in the town which means that new development will have to take the opportunity to create new spaces where appropriate.</p> <p>Landownership can also be a constraint in the town centre where owners are not willing to develop their sites in a comprehensive manner with adjoining ones.</p>	
<p><b>Key Links</b></p>	
<p>Slough Mass Rapid Transit</p> <p>Windsor Road widening</p> <p>Western Rail Link to Heathrow</p> <p>Lansdowne Avenue to former TVU site (INF 155)</p>	

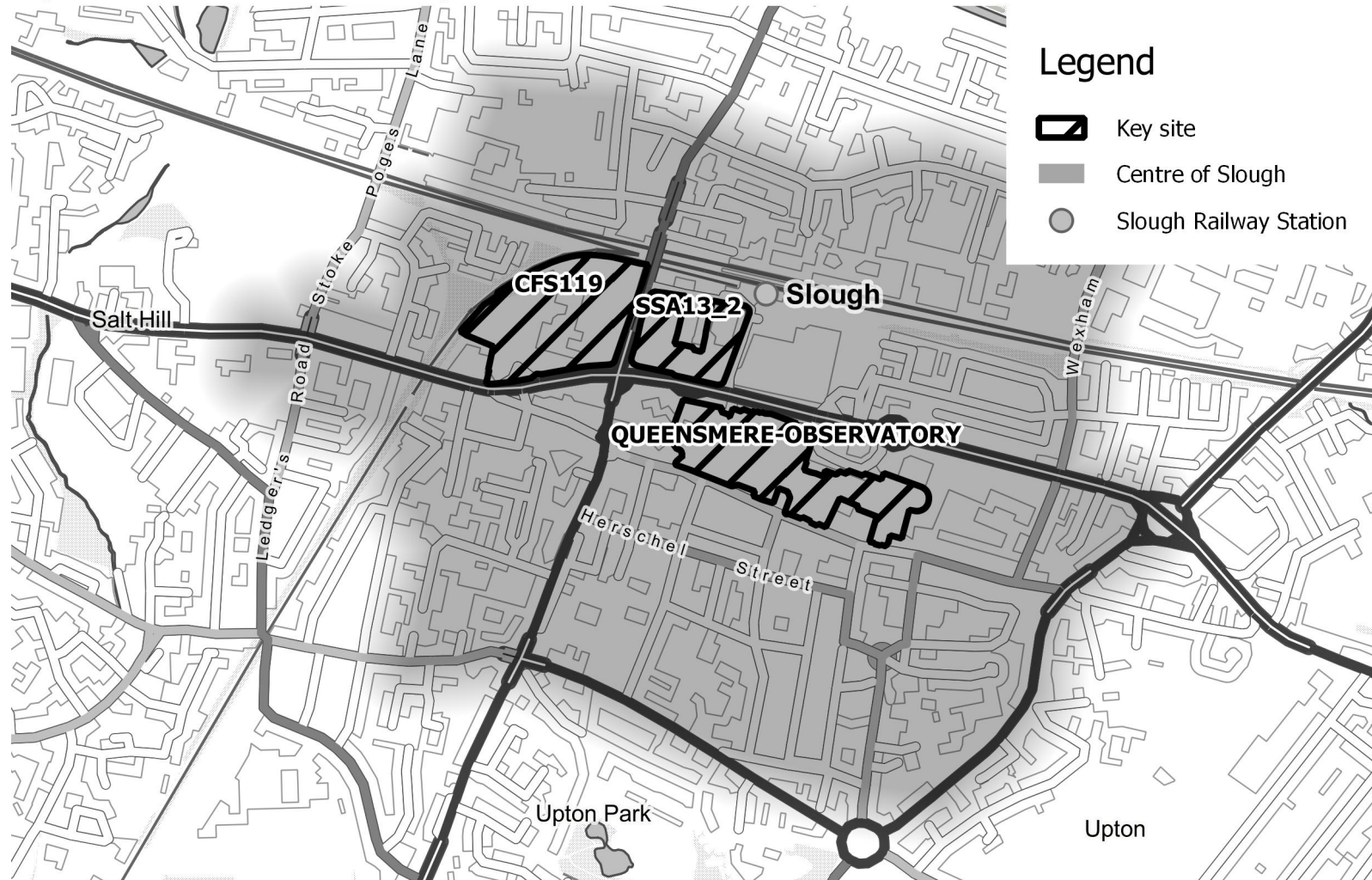
**APPENDIX**

Option A	EXPANSION OF SLOUGH TOWN CENTRE
<p>Bridge over railway at Slough Station (east side) (INF 157)</p> <p>Improved pedestrian route to Herschel Park</p>	
<p><b>Issues</b></p>	
<p>One of the key issues for the review of the Local Plan to deal with is to decide what the future role of the town centre should be. This is important because it is the focal point of the town provides facilities for all residents and contributes to the overall image of Slough.</p> <p>A major concern is the apparent decline of the shopping centre. Slough was previously classified as a “sub regional” shopping centre which reflected the recent household survey showed that the town centre’s catchment area had reduced to around 60,000 people which means that it is no longer serving the whole of Slough.</p> <p>As a result there is a need to find a way of revitalising the shopping centre and increasing its role as a leisure attraction.</p> <p>Slough town centre used to contain a number of major HQ type offices. Whilst the out of centre office market has continued to thrive, most of the major offices have moved out of the town centre and a lot of the office stock has been converted to residential. This means that it is not the commercial centre that it was.</p> <p>At the same time the loss of cheaper Grade C office floorspace to residential means that there is only limited opportunity for “start-ups” and incubator space.</p> <p>One of the problems facing the town centre is poor image which comes at least partly from the perception of its poor environmental quality. In order to transform the centre it will be essential that we insist upon the highest standard of architectural design and obtain good quality environmental standards. This high standard will be extended to the public spaces, increasing the offer and attractiveness of pavements, squares and parks.</p> <p>The Centre of Slough Strategy also promotes the use of the “Slough Pound” concept which means making decisions based upon what produces the best overall regeneration benefits.</p> <p>The design of Curve has enhanced the way in which St Ethelbert’s Church can now be appreciated by the public. There are a number of other existing heritage assets within areas such the Herschel “Village” where a distinct sense of place can be created. The expansion of the area of search where major development could take place does not mean that it will be appropriate in all locations close to the centre. This will require a more fine approach when assessing development proposals.</p> <p>Traffic congestion is a problem that will need addressed. This may require measures to deter the unnecessary use of the private car travelling to or through the centre.</p> <p>The Centre of Slough Strategy also recognised the importance of promoting major development in locations outside of the currently narrowly defined town centre in a way which encouraged new residents to make use of all of the facilities and transport links that are available. This would mean ensuring that sites such as the canal basin on Stoke Road or the Akzo Nobel site east of Wexham Road are linked as well as possible to the centre along new or improved pedestrian/cycle corridors.</p>	
<p><b>Key Sites</b></p>	
<p>Queensmere/Observatory shopping centre (SSA14)</p> <p>Former TVU site (CFS 119)</p> <p>Area south of the railway station (SSA13)</p> <p>Post Office Sorting Office (SSA16)</p> <p>Upton Hospital (SSA15)</p> <p>Mill Street north side (OTH 140)</p> <p>Mill Street south side (OTH 141)</p>	

**APPENDIX**

<u>Option A</u>	<b>EXPANSION OF SLOUGH TOWN CENTRE</b>
Land west of Upton Court Park (OTH 149) South side of High Street (OTH 146 & 147) Slough Station North forecourt (INF 156) Slough Station east car park (INF 156) Railway Triangle Stranraer Gardens (OTH 145) Albion Close (OTH 143) Horlicks Playing Field, Plough Lees lane (OTH 137) Stoke Gardens (OTH 138)	
<b>Related Sites/Areas</b>	

### Option A - Town Centre Expansion



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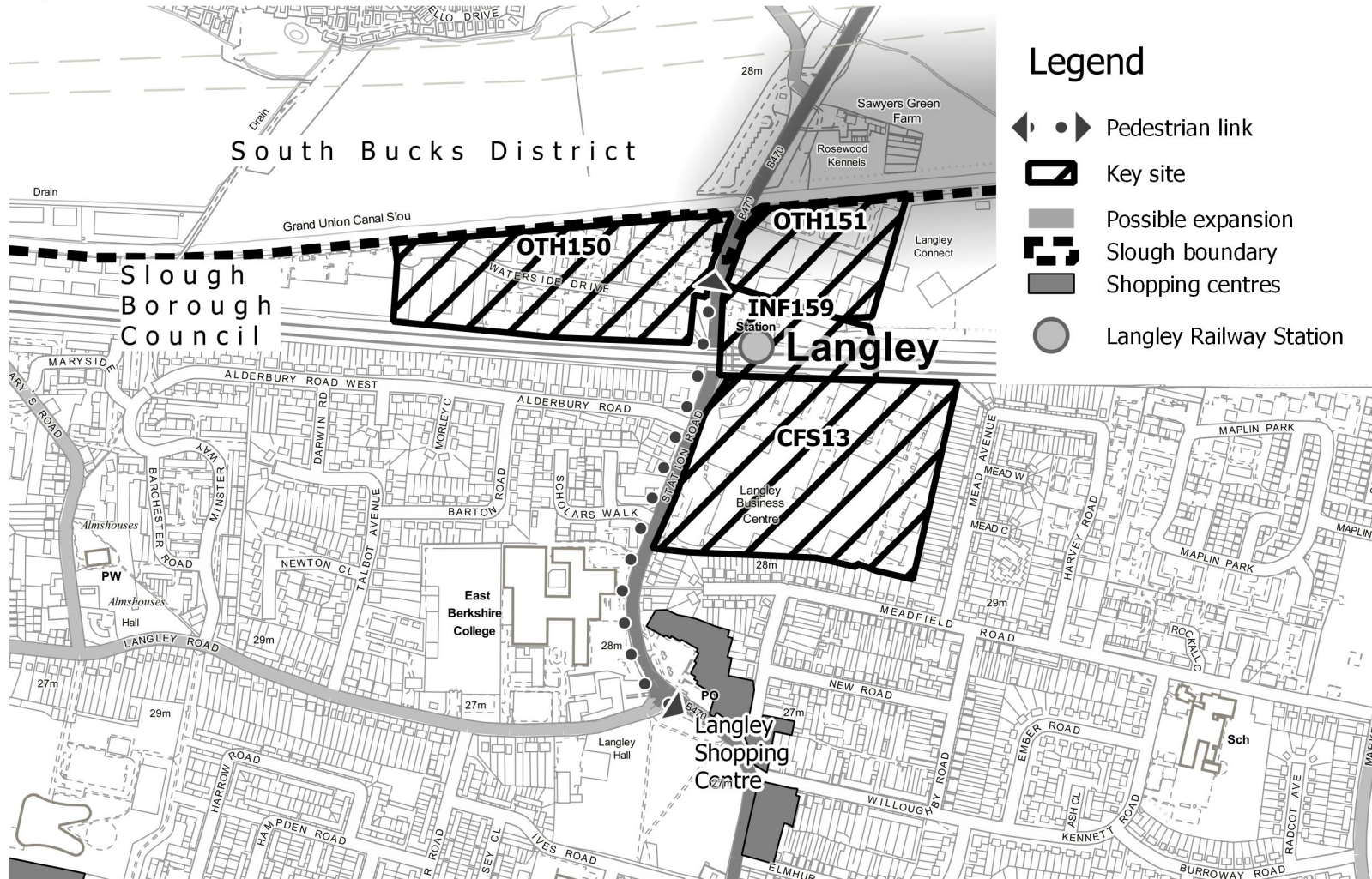
**APPENDIX**

<u>Option B</u>	<b>EXPAND THE CENTRE OF LANGLEY</b>
<b>Background</b>	
<p>It is considered that there is an opportunity to develop the area around Langley station in a way which will create new homes in an accessible location and provide new facilities as an expansion of the existing centre.</p> <p>The Core Strategy recognised that there was limited scope for expanding the Harrow Market District Centre at Langley but stated that in the longer term there might be the possibility of expanding into the Langley Business Centre to the north.</p> <p>The Site Allocations Plan subsequently identified part of the Langley Business Centre for a supermarket. It also recognised that the site could incorporate an element of residential, financial and professional services, restaurants, cafes, drinking establishments or takeaways.</p> <p>The Site Allocations Plan also included the former Langley Oil Terminal and car park to the north of the station as a “Selected Key Location for Comprehensive Regeneration” which would predominantly consist of family housing.</p> <p>Neither of these proposals has been implemented. Although the landowner brought forward a proposal for 200 houses on the former terminal site this could not be pursued because but this land is now going to be used as a new depot for the Heathrow Express depot which has to move from Old Oak Common in order to facilitate the construction of HS2.</p> <p>A proposal for a Morrison’s supermarket on the Business Centre site was not considered to be acceptable for design and layout reasons and has not been subsequently pursued.</p> <p>A new bridge with lifts will be constructed as part of the Crossrail scheme and the Council is proposing to improve pedestrian access from the south.</p>	
<b>Proposed Option</b>	
<p>This option would involve developing the area around the Langley railway station as a new high density residential area which would also contain some employment, retail and leisure uses which would complement the Harrow Market District Centre.</p> <p>The development would be concentrated upon three major development sites which would form the core of this option. These are the Langley Business Centre (CFS13), part of Waterside Drive (OTH 150) and the Canal Warf industrial area (OTH 151).</p> <p>The Langley Business Centre would contain the proposed new ancillary retail and leisure uses with flats above. This would be linked by an improved pedestrian link to the Harrow Market Centre to the south. It would also retain or re-provide some business uses. The Canal Warf site would have to be developed comprehensively with high density flats and family units. The design of this would have to enhance the canal. It is not proposed that Waterside Drive should be the subject of wholesale redevelopment but there is the opportunity to convert or redevelop some of the business units for residential.</p> <p>There is also the potential to build on the land north of the Canal but this is Green Belt land which is not within Slough Borough and so could only be brought forward as a result of Duty to Cooperate discussions with South Bucks District Council.</p> <p>The Government is encouraging Councils to increase the density of development around Commuter Hubs such as Langley and so, if appropriate opportunities arise, this will be encouraged on sites outside of the identified sites. Such development will not, however, be allowed on a piecemeal basis.</p>	
<b>Constraints</b>	
<p>It is recognised that this part of Langley can suffer from traffic congestion. It is, however, a highly sustainable location because of its proximity to the railway station and existing facilities. As a result any development in this area is likely to be less reliant upon the use of the private car than elsewhere. Nevertheless measures may have to be introduced which can seek to deal with the problems of local traffic problems.</p> <p>The railway bridge over Station Road is not high enough for high sided vehicles and so only a limited number of HGVs</p>	

**APPENDIX**

<u>Option B</u>	<b>EXPAND THE CENTRE OF LANGLEY</b>
are able to use the road.	
<b>Key Links</b>	
<p>New pedestrian bridge at Railway Station</p> <p>Improved footway link with Harrow Market</p> <p>Improved Pedestrian access to Railway Station</p> <p>Canal footpath/cycleway</p>	
<b>Issues</b>	
<p>It is important that the proposal doesn't undermine the viability of the Harrow Market District Shopping Centre. The Site Allocations Plan (2010) proposed a supermarket with a sales floor of up to 2,500 m2 which was found to be acceptable by the Inspector. Although this option would include retail and leisure uses it is not envisaged that there would be a single unit as large as the supermarket that was previously proposed. As a result it is envisaged that the new facilities will complement the existing centre and increase the choice for local residents which will reduce the need to travel.</p> <p>It is acknowledged that the local area can suffer from traffic congestion. It is envisaged that many of the new residents will live there because of the proximity to the railway station and that the new retail and leisure facilities would be orientated towards meeting local needs. Nevertheless there is likely to be an increase in trip generation which will require appropriate mitigation measures.</p> <p>There will be a loss of employment land. Parts of the Langley Business Centre have been vacant for some time and it is proposed that there should be some employment generating uses retained or replaced in the development. The introduction of prior approvals for the conversion of offices to residential means that this can happen without needing permission from the Council.</p>	
<b>Capacity</b>	
Approximately 600 additional homes	
<b>Key Sites</b>	
<p>Langley Business Centre (CFS13)</p> <p>Part of Waterside Drive (OTH 150)</p> <p>Canal Warf Industrial Area (OTH 151)</p> <p>Langley Railway Station (INF 159)</p>	
<b>Related Sites/Areas</b>	
Langley District Shopping Centre	

## Option B - Expanded Langley Centre



### Legend

- Pedestrian link
- Key site
- Possible expansion
- Slough boundary
- Shopping centres
- Langley Railway Station

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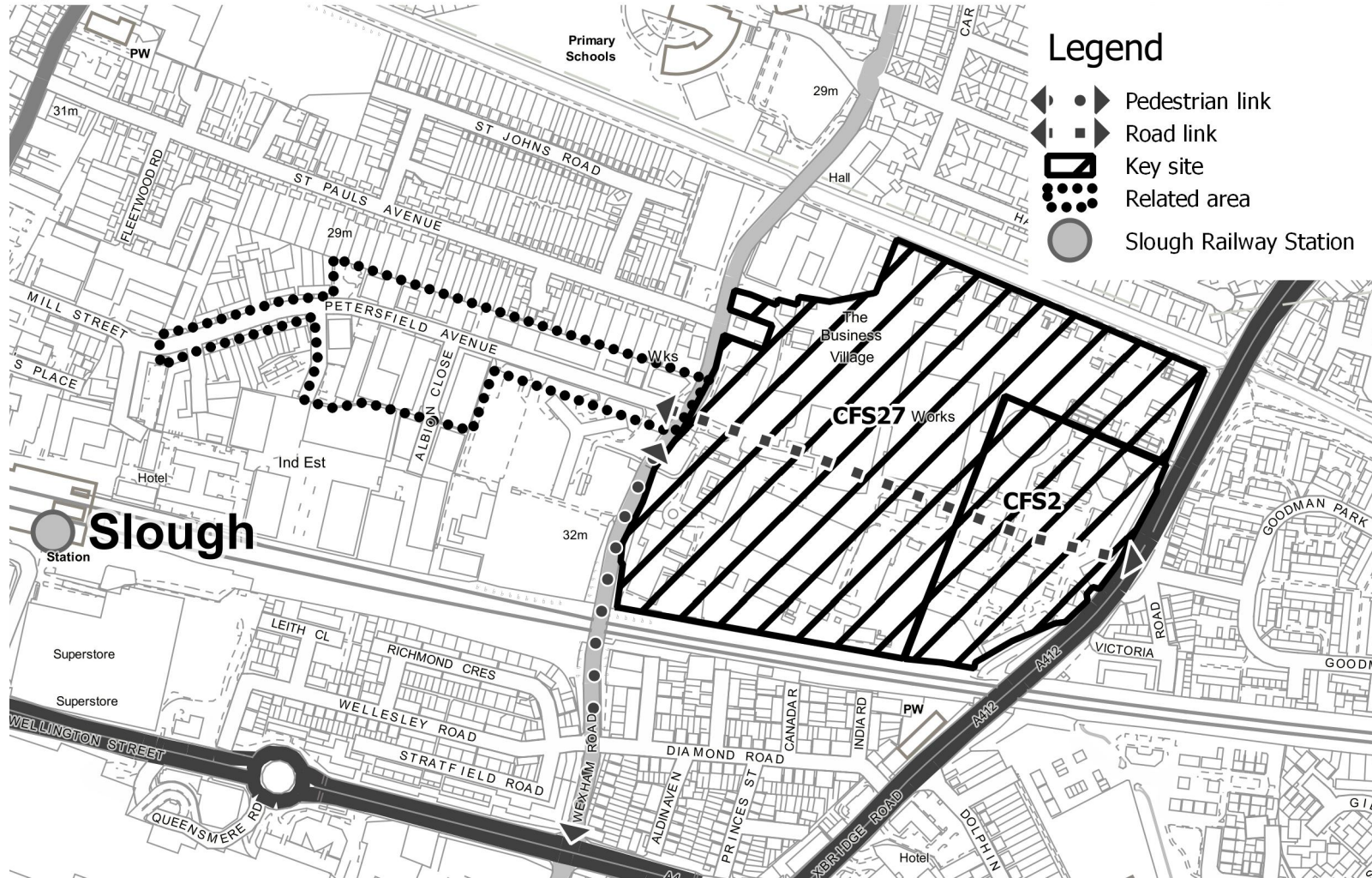
**APPENDIX**

<u>OPTION C</u>	<b>NEW NEIGHBOURHOOD ON AKZO NOBEL/NATIONAL GRID SITE</b>
<b>Background</b>	
<p>The Akzo Nobel site comprises the former ICI paint manufacturing plant and associated research and development buildings on the eastern side of Wexham Road. Manufacturing is due to move to the north of England. Research and development may stay on the site or move to the adjoining site which will retain the offices and laboratories. The site abuts the canal to the north and the railway line to the south. The owners indicate that development could take place within 5 years.</p> <p>The National Grid site is the former gas works. It now comprises a gas company depot accommodating a mixed range of office and storage buildings, open storage and parking areas with a gas holder in the north-west corner of the site. The site is currently operational but the owners say it may become available for redevelopment in the long term (more than 10 years).</p> <p>The landowners have put the two sites forward as part of the recent 'Call for Sites' exercise. The combined sites provide a rare opportunity for a substantial new neighbourhood to be created near the town centre. The fact that only two land owners are involved should simplify the process of getting comprehensive development.</p>	
<b>Proposed Option</b>	
<p>The proposed option is to comprehensively redevelop the two sites primarily for residential plus supporting uses (local retail, education, open space, community facilities) and some employment use. A mixture of family homes, small homes and flats including affordable housing. The canal-side north end is expected to be houses with flats near the railway end. Whilst street based housing and flat development is wanted there may be scope for some taller flats (over 5 storeys) on the southern part of the site. This could optimise the use of the site to help meet housing demand but control of the quality and mix of house types and tenures will be crucial if this type of development is chosen. The site is large enough and sufficiently separated from other neighbourhoods for the new development to have its own character.</p> <p>Wexham Road and Uxbridge Road can be used for access. The existing Uxbridge Road site access may not be suitable as it is or it may need to be relocated away from the railway bridge to improve safety. To assist town wide travel it will be important to have a link through the site from Wexham Road to Uxbridge Road for cyclists, buses and local traffic.</p>	
<b>Constraints</b>	
<p>In the unlikely event that the gas holder is not removed the associated safety zone will significantly limit the area available for new residential development on both sites. Employment uses could take the place of the area of residential use lost.</p>	
<b>Key Links</b>	
<p>Pedestrian and cycle route to railway station via Petersfield Avenue and to the town centre via either the latter or Wexham Road bridge.</p> <p>Access to the canal to access local recreation spaces and the tow path out to the Colne Valley Regional Park.</p> <p>A link through the site from Wexham Rd to Uxbridge Road for cyclists and buses. Possibly for traffic also if this can relieve congestion elsewhere without significant consequences on other roads.</p>	
<b>Issues</b>	
<p>Dealing with soil contamination. Contamination is linked to predecessors of the current owners and it is expected that they will deal with any contamination before selling the sites. Bearing in mind the past uses over a long period of time remediation may take some time.</p> <p>Loss of employment land. The sites are 'Existing Business area' on the Slough Local Development Framework Proposals Map 2010.</p> <p>Consequences of extra traffic flow over and above existing levels. The combined sites are in a reasonably sustainable location because of their proximity to the railway station and town centre. Consequently residents in any new</p>	

**APPENDIX**

<u>OPTION C</u>	<b>NEW NEIGHBOURHOOD ON AKZO NOBEL/NATIONAL GRID SITE</b>
<p>development are likely to be less reliant upon the use of the private car than elsewhere.</p> <p>Encouraging walking and cycling in particular creating a convenient and attractive route to Slough railway station and the town centre and ensuring adequate retail and community uses are accessible in or near the development. Improvements to Petersfield Avenue and Wexham Road will be crucial so that new residents feel they are connected to the town centre. This applies to the western part of the Akzo Nobel site in particular as the edge of this site is only an 800 metre walk to the station.</p> <p>Ensuring comprehensive development i.e. both sites considered together but also ensuring each site can be developed individually in case redevelopment of one site is delayed.</p> <p>Provide education, retail and community uses on the site.</p> <p>Ensuring a wide mix of house types and high quality design to make it attractive to a wide range of people.</p>	
<p><b>Capacity</b></p>	
<p>1,000 to 1,400 homes dependent upon the number of flats included. These figures will be lower if substantial areas are retained for employment use. Substantially less if the gas holder is not removed.</p>	
<p><b>Key Sites</b></p>	
<p>CFS 27 Akzo Nobel, Wexham Road 12.73 ha            CFS 2 National Grid; Uxbridge Road 3.88 ha</p>	
<p><b>Related Sites/Areas</b></p>	
<p>OTH 144 Petersfield Ave (north side) existing commercial buildings.            Residential led redevelopment and street-scene enhancement            OTH 143 Petersfield Ave (south side) review potential for comprehensive redevelopment for business and residential development plus street-scene enhancement.</p>	

### Option C - New Neighbourhood on Akzo Nobel/National Grid Site



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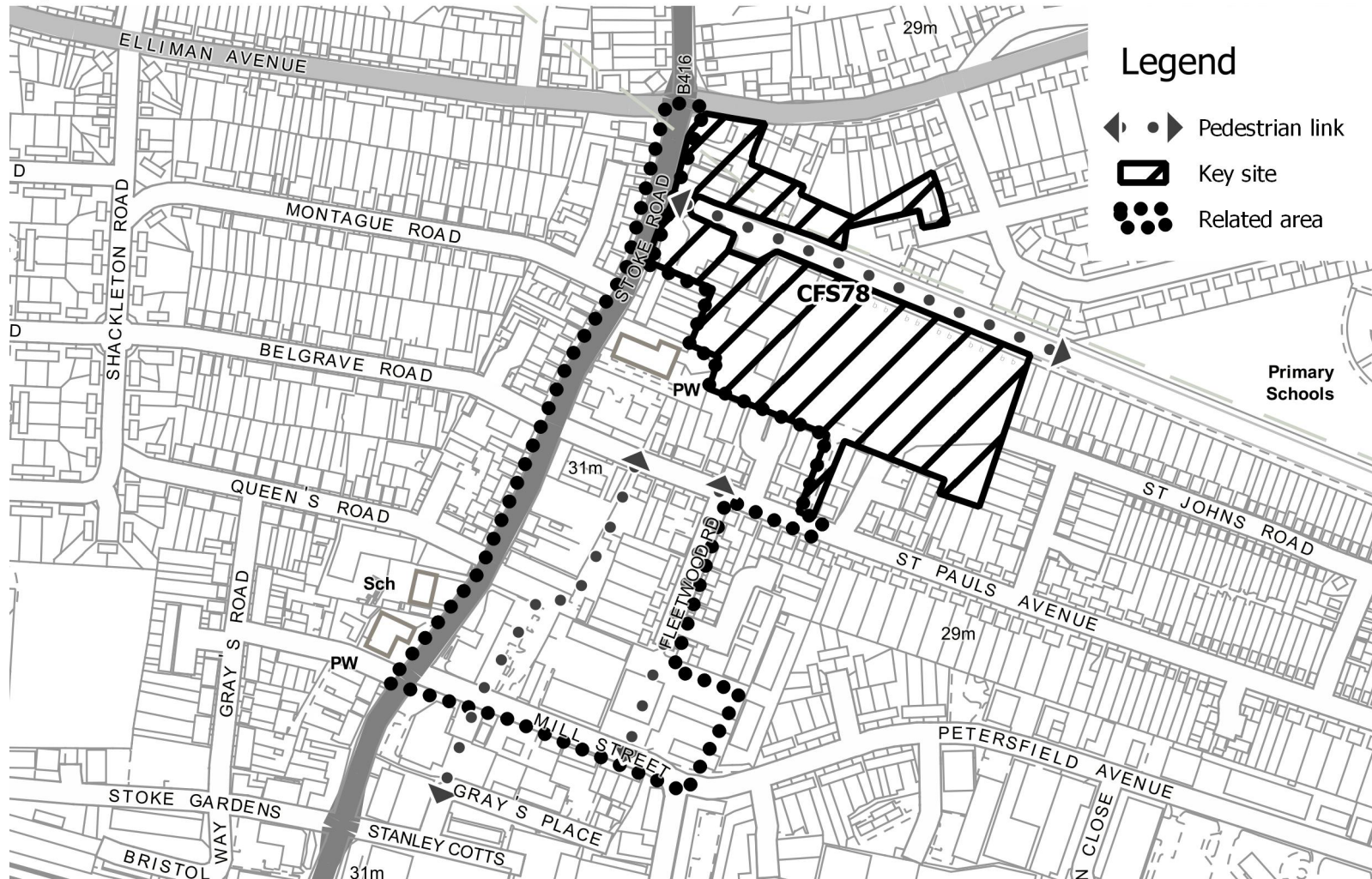
## APPENDIX

<u>OPTION D1</u>	CANAL BASIN
<b>Background</b>	
<p>There has been a long standing proposal to redevelop the canal basin in Stoke Road.</p> <p>The main reasons for promoting development in this area is the desire to promote the basin as a visitor centre and focal point for users of the towpath and canal. Redevelopment of the existing unattractive commercial buildings would also greatly improve the appearance of the site and act as a catalyst for the regeneration of the wider area.</p> <p>The Site Allocations Plan (2010) identified the site (SSA17) for redevelopment primarily for residential development including :</p> <ul style="list-style-type: none"> <li>• Provide facilities that will attract visitors and form a focal point</li> <li>• for users of the towpath and canal</li> <li>• Open up views from Stoke Road to the Canal Basin</li> <li>• Retain and enhance the winding hole and pedestrian and cycle access to the basin</li> <li>• Retain and take opportunities to enhance the nature conservation value of the canal</li> <li>• Consider the provision of visitor moorings and the north side of the canal</li> <li>• Provide residential development</li> <li>• Enhance recreational facilities within the Bowyer Playing Fields</li> </ul> <p>Development has not come forward so far because of land assembly problems. These have now been resolved so that all of the land is under the control of a consortium of potential developers including the Council.</p>	
<b>Proposed Option</b>	
<p>The proposed option is to redevelop the area around the canal basin with a residential scheme and ancillary retail/leisure uses. This would have a high quality public realm which would create a focal point which would attract canal boats and local residents to use this part of the canal.</p> <p>The proposal includes having residential blocks along the northern part of the Bowyer Playing Fields fronting onto the canal. The remaining parts of the public open space will be landscaped and improved so that there is an overall increase in the recreational value of the land.</p> <p>Although the site will be predominantly developed with flats some family housing should be provided along with affordable housing.</p> <p>Access will be from the Stoke Road which will open up views of the canal basin.</p>	
<b>Constraints</b>	
<p>The impact of extra traffic on Stoke Road will have to be addressed.</p> <p>Limitations on layout options if overhead power cables are not removed.</p> <p>The main physical constraint to the development of the site is the electricity pylon and cables which cross the northern part of the site which limits what can take place upon this area. Investigations have taken place as to whether the cables could be put underground but this would be very expensive. As a result development may have to take place on a phased basis.</p>	
<b>Key Links</b>	
<p>To canal for recreation and access to the countryside.</p> <p>Stoke Road to the town centre and alternative pedestrian and cycle access to the railway station and town centre.</p>	
<b>Issues</b>	

**APPENDIX**

<u>OPTION D1</u>	CANAL BASIN
<p>The principle of the loss of part of the Bowyer Playing field has been established through the Site Allocations Plan (2010). This would be subject to development being carried out in a sensitive way which would enhance the overall recreational value of the area which would be available to residents in the wider area.</p> <p>It is important that the development encourages walking and cycling in particular creating a convenient and attractive route to the station and town centre. The site is an 800 metre walk from the station. Improvements to Stoke Road or an alternative route will be crucial so that new residents feel they are close to the town centre.</p> <p>Gaining Local Economic Partnership funding to place overhead power cables underground.</p> <p>The scheme will also have to encourage the use of the towpath for walking and cycling.</p> <p>The Site Allocations Plan has accepted that the site will predominantly be developed for flats but a residential units will be requires which will be built to a high standard of design.</p> <p>Attracting canalside uses to make the basin an attractive and distinctive focal point.</p>	
<p><b>Capacity</b></p>	
<p>Around 250 new dwellings could be built as part of the main proposal. It may be possible to build more in future if the pylon and overhead cables were removed.</p>	
<p><b>Key Sites</b></p>	
<p></p>	
<p><b>Related Sites/Areas</b></p>	
<p>OTH 139 Stoke Road east side (south of Canal Basin and North of Mill Street). Residential led comprehensive redevelopment including pedestrian/cycle link north south from Canal basin redevelopment site towards Slough Station.</p> <p>Land east of Stoke Road and Fleetwood Road – an alternative pedestrian/cycle link could go via Fleetwood Road if a link to Mill Street is achieved. See site OTH 140 Mill Street (north side) and site INF 157 Slough Station (east side) bridge over railway (pedestrian/cycle access from Mill Street to town centre).</p> <p>The nearby emerging new Community Sports Stadium and Lynch Hill Enterprise Academy; are 300 metre walk to the north along Stoke Road.</p>	

### Option D1 - Canal Basin



- Legend**
- ◀ • ▶ Pedestrian link
  - ▭ Key site
  - Related area

**APPENDIX**

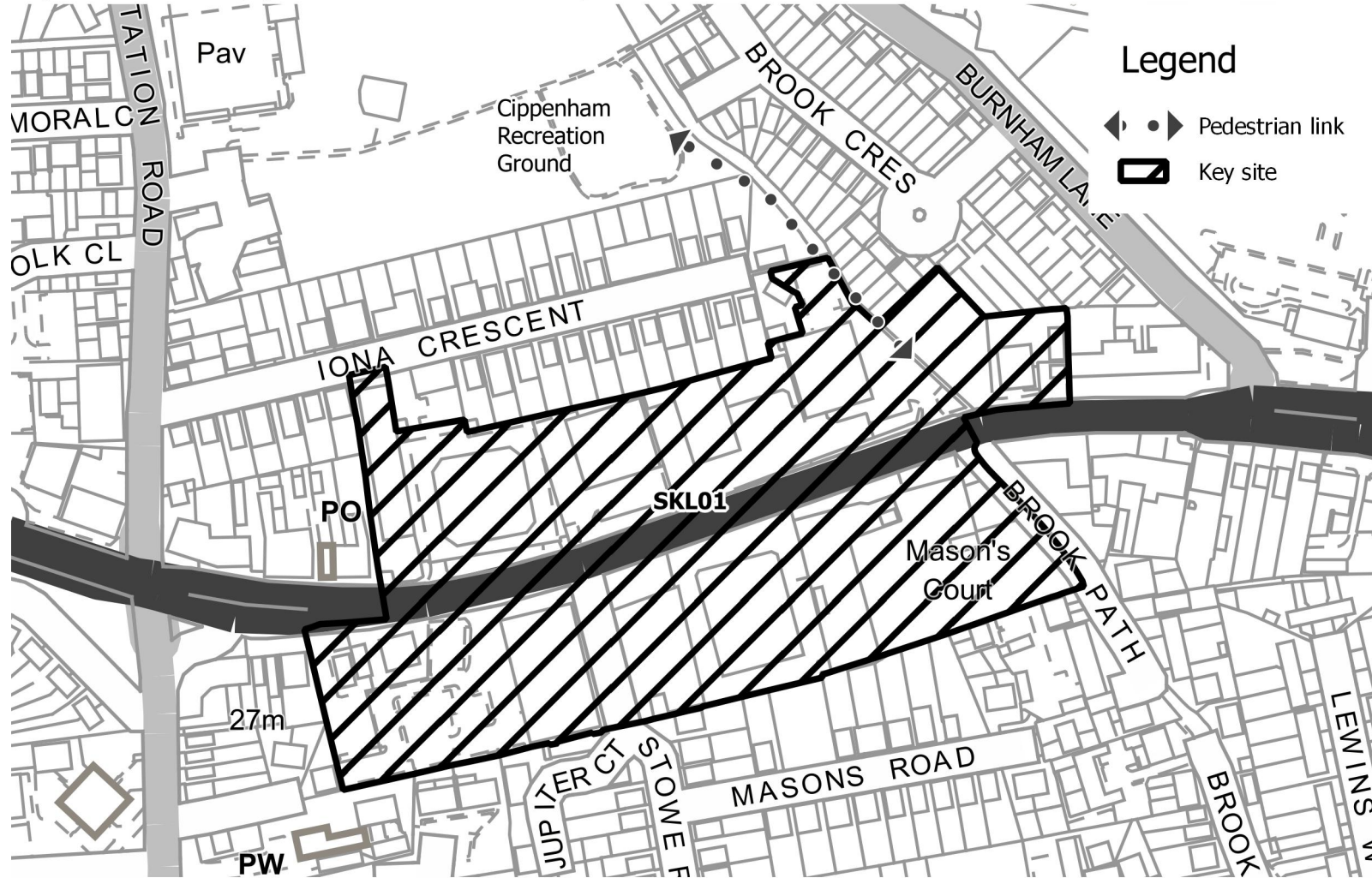
<u>OPTION D2</u>	<b>NEW CENTRAL CIPPENHAM STRIP</b>
<b>Background</b>	
<p>The section of the A4 Bath Road west of the Slough Trading Estate is characterised by a mix of commercial uses and housing. This part of the Bath Road also doesn't have the tree lined avenue that runs through the Estate. As a result it is one of the least attractive main road corridors in Slough.</p> <p>Apart from having good access to the M4 junction 7, this part of the Bath Road is close to Burnham station (650m walking distance) which will have the Crossrail service from 2019. There is also potential for the Rapid Mass Transit service to be extended which would provide an improved bus service to the town centre.</p> <p>Although the area currently contains a number of employment uses such as retail warehouses, car show rooms and car/van sales, it is not considered that it is essential for these to be in this location.</p> <p>The area was identified in the Site Allocations Plan (2010) as a "Selected Key Location for Comprehensive Regeneration" where major residential or mixed use development could take place. This has not been implemented so far. A new car showroom has recently been constructed on 392 Bath Road.</p>	
<b>Proposed Option</b>	
<p>The proposed option would be to comprehensively regenerate this area in order to provide new housing and an improved environment of this part of the A4 corridor.</p> <p>It is considered that new residential development could take place upon the sites which would consist of flats along the road frontage. Family housing could be included at the rear of the sites on the southern side of the Bath Road. Development should be comprehensively planned in a way which improves the appearance of this important main road frontage.</p> <p>The opportunity should be taken to introduce some major landscaping along the frontage.</p> <p>There may be the opportunity to include other adjoining sites along the Bath Road within comprehensive redevelopment proposals.</p>	
<b>Constraints</b>	
<p>Part of the site is liable to flood and so the design and layout of any development would have to take account of this and drainage issues.</p> <p>It would also have to take account of the juxtaposition of adjoining residential properties.</p> <p>Development along the road frontage would have to take account of noise and disturbance from traffic along the A4.</p> <p>There are road widening proposals within the vicinity of this area.</p>	
<b>Key Links</b>	
<p>The Mass Rapid Transit scheme could potentially be extended along this part of the A4.</p> <p>Improved pedestrian links to Burnham Station and Cippenham Recreation Ground would also make the site more sustainable.</p>	
<b>Issues</b>	
<p>There has not been any indication of redevelopment taking place since the area was identified in the 2010 Site Allocations Plan. Although much of the area is understood to be in a single ownership it is not clear how the site could be brought forward on a comprehensive basis.</p> <p>The proposal would involve the loss of employment land but much of this is quite low key or consists of retail type jobs which could be accommodated elsewhere...</p>	
<b>Capacity</b>	

**APPENDIX**

<u>OPTION D2</u>	NEW CENTRAL CIPPENHAM STRIP
Approximately 200 additional homes	
<b>Key Sites</b>	
Bath Road Selected Key Location for Comprehensive Regeneration (SKL1)	
<b>Related Sites/Areas</b>	
Burnham Station (INF 152)	



### Option D2 - Cippenham Central Strip



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**APPENDIX**

<b><u>OPTION D3</u></b>	<b>CHALVEY REGENERATION AREA</b>
<b>Background</b>	
<p>The group of identified sites together with development that already has planning permission will help improve the appearance of the area, provide more housing for local needs and key community facilities including a new school. An enhanced Salt Hill stream and associated land that runs through the area can be a linking feature - a walking/cycling route and a green corridor. All these changes need to be supported with public realm enhancements and continued support from local public authorities to tackle crime and to assist community support networks. The aim of these improvements, beyond providing new homes and facilities, is to encourage existing owners to invest in their properties thus improve the overall image of the area, create a sense of confidence and hopefully encourage existing residents to stay in the area.</p>	
<b>Proposed Option</b>	
<p>The Montem Leisure Centre site will become a new residential neighbourhood with family homes and some smaller properties alongside an enhanced streamside green corridor with a foot and cycle link connecting it to Salt Hill Park to the north and south to Chalvey Centre. Plus improved link to Seymour Road with links to the recreation ground beyond.</p> <p>For the area around the Thames Valley community centre site a new primary and secondary school including retained or replacement community facilities will provide a new focal point for this part of the neighbourhood. As part of this scheme there is an opportunity to include and remove the unsightly old shopping centre and office building on Chalvey High Street. This provides the scope to create a new built frontage along the prominent north side of the High Street.</p> <p>Parts of the Council’s Spackman’s Way estate could be refurbished and/or redeveloped to regenerate that part of Chalvey, renew affordable housing stock and add additional homes.</p> <p>The provision of a Chalvey railway halt in the future will enhance accessibility for the local community and reduce reliance on the car at peak times.</p> <p>Where Salt Hill stream runs under Chalvey there are opportunities to open it up as a local feature.</p>	
<b>Constraints</b>	
<p>A key constraint to new building is the need to avoid flood risk. Areas close to the M4 motorway and main roads are subject to significant air quality and noise problems.</p> <p>There is also traffic congestion within the area.</p> <p>There have also in the past been viability problems which have prevented development coming forward.</p>	
<b>Key Links</b>	
<p>Possible new Chalvey Halt on the Windsor Branch Line</p> <p>New bus link</p> <p>Salt Hill Stream corridor</p> <p>Footpath Cycleway link to the Jubilee River</p>	
<b>Issues</b>	
<p>The key issue is how the development of a number of individual sites in the Chalvey area can take place in a way which maximises the overall regeneration benefits for the area as a whole.</p> <p>There is a need to improve the environment of some parts of the area including the public realm.</p> <p>The shortage of green spaces in Chalvey means that there is a need to improve access to the Jubilee River to the south and along the Salt Hill corridor to the north.</p> <p>Traffic congestion is also a problem within the area as a result it may be necessary to control the amount of car parking to be provided and encourage non car modes of travel. It will also be necessary to limit exposure to main road air</p>	

**APPENDIX**

<u>OPTION D3</u>	<b>CHALVEY REGENERATION AREA</b>
<p>quality problems.</p> <p>It may be necessary to consider using Compulsory Purchase powers to facilitate comprehensive redevelopment.</p>	
<p><b>Key Sites</b></p>	
<p>CFS 68 Montem Leisure Centre – redevelopment for housing</p> <p>CFS 26 Chalvey Community and shopping Centre plus recreation ground – redevelopment for a secondary school including community centre space.</p> <p>CFS 23 Fire Station/Land east of Tun's Lane – new fire station and flats.</p> <p>CFS 57 Darvill’s Lane (community and day centre) – residential development</p> <p>CFS 44 Garage Compound Turton Way – new flats</p>	
<p><b>Related Sites/Areas</b></p>	
<p>INF 162 Chalvey Halt proposal (new station on Windsor branch line)</p> <p>CFS 56 Former Cross Keys pub – residential development (planning permission granted)</p> <p>CFS 1 Salt Hill Stream and tributaries – green corridor and water quality improvement.</p> <p>Primary Road/Greenwatt Way – propose health centre and extra care housing (planning permission granted).</p>	

### Option D3 - Chalvey Regeneration Area



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## APPENDIX

<u>OPTION E</u>	ESTATE RENEWAL
<b>Background</b>	
<p>There are over 6,000 Council Houses in Slough located in a number of Estates throughout the Borough. The Council has an on-going programme of improvements to make sure that they meet the “decent homes” standard and continues to improve the public realm in these areas.</p> <p>As part of this the Council has carried out some major Estate Renewal projects. These have included demolishing two of the blocks of flats at Common Road Langley and replacing them with family housing. The Britwell regeneration scheme has involved demolishing the flats and shopping centre and replacing them with new facilities and family housing. It is proposed to demolish the Tower and Ashbourne flats in Chalvey.</p> <p>In addition the Council has carried out a programme of redeveloping unused garage courts for housing which makes better use of unsightly areas. Further phases of this are planned along with proposals to redevelop some old peoples units which do not meet modern needs.</p> <p>Most of the Council Estates in Slough such as Wexham Court, Trelawney Avenue in Langley and the Britwell have been built to a high standard. The Council will, however, be carrying out a stock condition survey to see whether there are areas which will need major investment or could benefit from being partially redeveloped during the plan period.</p>	
<b>Proposed Option</b>	
<p>This option would involve selectively redeveloping parts some of the housing Estates in Slough in order to improve the appearance and environment of the areas and increase the number of units as well as the quality of housing that is available to meet local needs.</p> <p>This would be carried out through a combination of schemes across the Borough which would range from the infilling of available small sites, to the demolition and redevelopment of large tower blocks.</p>	
<b>Constraints</b>	
<p>There may be physical constraints to the development or redevelopment of sites as a result of flooding, drainage, noise, air quality or other environmental problems.</p> <p>There may also be a number of practical constraints to development.</p> <p>The main constraint is the shortage of available land.</p>	
<b>Key Links</b>	
<b>Issues</b>	
<p>There are a number of issues associated with this option.</p> <p>Any refurbishment or redevelopment would inconvenience residents in the short term.</p> <p>New development would also have to be at a higher density than at present and so it would have to be carefully designed to make sure that it fitted into the existing neighbourhood. The type of new accommodation may also change with more apartments being provided.</p> <p>There is also a potential problem in carrying out comprehensive redevelopment or refurbishment schemes where some properties have been sold or leased to the occupiers. If it is not possible to buy properties back it may be necessary to use Compulsory Purchase powers on a selective basis.</p> <p>The critical issue is whether schemes will be economically viable taking account of the constraints to what the Council can do with its housing stock.</p>	
<b>Capacity</b>	
<p>It is not possible to assess what the capacity is of this option at this stage.</p>	

**APPENDIX**

<u>OPTION E</u>	ESTATE RENEWAL
<b>Key Sites</b>	
Whilst some key sites for redevelopment in the short term can be identified, such as Tower House and Ashbourne House, this option will be made up of multiple sites over the course of the plan period.	
<b>Related Sites/Areas</b>	

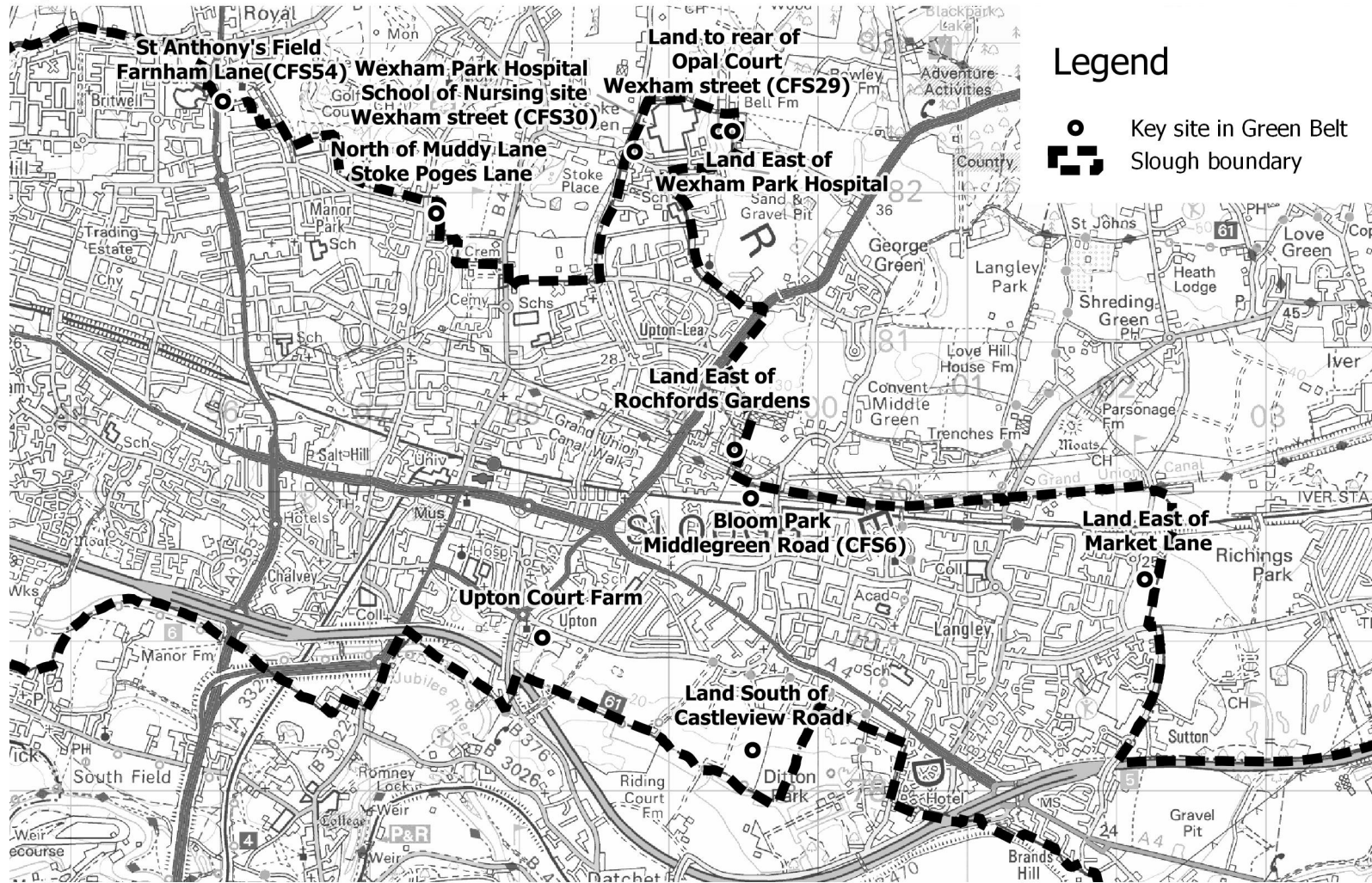
<p><u>OPTION H</u></p>	<p><b>RELEASE OF GREEN BELT LAND FOR HOUSING</b></p>
<p><b>Background</b></p>	
<p>The NPPF states that once established Green Belt boundaries should only be altered in exceptional circumstances, through the preparation or review of the Local Plan (para.83). It is recognised that the Government attaches great importance to green Belts (para.79) and there have to be very special circumstances to justify inappropriate development in the Green Belt (para.88). Further justification for the release of Green Belt will form part of the Local Plan evidence base.</p> <p>Changes have been made to the Green Belt in Slough in successive plans. The Local Plan for Slough (2004) identified a shortfall of 1,000 houses compared with the overall requirement. As a result it was agreed that there were sufficient exceptional circumstances for the plan to release six sites from the Green belt to provide for these 1,000 houses. It also released two other sites on the basis that they no longer had a Green Belt function and these have subsequently been granted planning permission for housing.</p> <p>The Core Strategy (2008) subsequently made changes to the Green Belt boundaries by putting back into the Green Belt any open land which had no further development potential but could perform a Green Belt function.</p> <p>The Strategic Housing Land Assessment (2016) has identified that Slough has an Objectively Assessed Housing Need of 927 units a year which is almost three times higher than the requirement of 315 in the Core Strategy. At the same time there is an even greater shortage of land. As a result, and in line with Government Guidance, it is necessary to consider the option of releasing further Green Belt land for housing.</p> <p>The largest area of Green Belt in the Borough is in Colnbrook and Poyle. It is not, however, considered that this area is suitable for new housing because it is subject to a number of environmental constraints. There is also uncertainty about whether a third runway for Heathrow will be built in the area, and there may be a need for any new airport related development.</p> <p>There is also an area of Green Belt land south of the M4 in Slough which is also not suitable for development because it contains the Jubilee river and the sewage works, it has very poor access and most of it is liable to flood.</p> <p>A number of other small pockets of Green Belt land have also been ruled out as possible housing sites because they are not considered to be developable.</p>	
<p><b>Proposed Option</b></p>	
<p>This option would involve the development of a number of sites around Slough that are currently in the Green Belt for housing. The possible sites that have been identified are:</p> <ul style="list-style-type: none"> <li>• St Antony’s Field, Farnham Lane (CFS 54)</li> <li>• Wexham Park Hospital School of Nursing site, Wexham Street (CFS 30)</li> <li>• Land to rear of Opal Court, Wexham Street (CFS 29)</li> <li>• Land east of Wexham Park Hospital</li> <li>• North of Muddy Lane, Stoke Poges Lane</li> <li>• Land east of Rochford Gardens</li> <li>• Bloom Park, Middlegreen Road (CFS 6)</li> <li>• Land east of Market Lane</li> <li>• Land south of Castlevew Road</li> <li>• Upton Court Farm</li> </ul> <p>It is considered that all of the sites should be predominantly developed for family housing and that a full quota of affordable housing and all of the necessary infrastructure contributions will be provided given the uplift in land values that would come about as a result in the change in designation from Green Belt.</p>	
<p><b>Constraints</b></p>	

**APPENDIX**

<u>OPTION H</u>	<b>RELEASE OF GREEN BELT LAND FOR HOUSING</b>
<p>It is not possible to list all of the possible constraints to the development of every site but there may be flooding, drainage, access, ecological, contamination or other environmental problems which could affect the design and the capacity of the sites. These will be considered in due course.</p> <p>Some of the sites are also subject to policy constraints. Bloom Park is for instance public open space and the land south of Castlevue Road is within the Ditton Park Historic Park and Garden.</p> <p>Some sites, such as St Antony’s Field, Farnham Lane, may have a particular role in preventing the coalescence of settlements and the land east of Market Lane is within the Colne Valley Regional Park and the Strategic Gap identified in the Core Strategy.</p>	
<b>Key Links</b>	
<b>Issues</b>	
<p>Aside from site specific constraints the biggest issue will be whether there are the very special or exceptional circumstances that are required to release land from the green Belt.</p>	
<b>Capacity</b>	
<p>It is estimated that all of these sites could produce around 650 dwellings but this would have to be subject to detailed testing.</p>	
<b>Key Sites</b>	
<p>The Key Sites which make up this option are listed above.</p>	
<b>Related Sites/Areas</b>	
<p>Many of these sites could be affected by Option J which proposes meeting some of Slough’s housing need in a northern expansion of Slough into South Bucks.</p>	



### Option H - Green Belt Release for Housing



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**APPENDIX**

<p><u>OPTION I</u></p>	<p><b>RELEASE OF GREEN BELT LAND FOR EMPLOYMENT (IN THE COLNBROOK AND POYLE AREA)</b></p>
<p><b>Background</b></p>	
<p>As set out in Option H It is recognised that the Government attaches great importance to Green Belts, it is appropriate to carry out a review of the Green Belt as part of the Local Plan Process and determine whether there are very special circumstances sufficient to justify its release.</p> <p>Changes to the Green Belt in Slough in the 2004 Local Plan and 2008 Core Strategy were justified on the basis of housing need. Option H has looked at the potential for release of sites within the Green Belt around Slough for residential development on the basis that they are more appropriate for housing rather than employment use.</p> <p>There are two major developed sites in the Green Belt that are currently in Employment use at Wexham Park Hospital and Slough Sewage Works. Aside from these areas, it is considered that the only Green Belt land with any potential for employment use is within Colnbrook and Poyle. This area contains the Poyle Trading Estate and a number of other industrial and commercial areas. It also contains the Grundon's Energy from Waste plant and a number other large infrastructure uses.</p> <p>Although it is not very accessible by public transport commercial uses have been attracted to the area because of its proximity to Heathrow airport and accessibility to the motorway network.</p> <p>There is a proposal to build the third runway at Heathrow on Green Belt land in Colnbrook north of the A4 Colnbrook bypass. This would demolish the Grundon’s plant and part of the Lakeside Road industrial area. It would also result in extensive changes to the road network and require land for associated infrastructure.</p> <p>Apart from being in the Green Belt, the area is currently highly protected from development because of its location in the Strategic Gap and Colne Valley Park. A proposal for a Strategic Rail Freight Interchange north of the A4 Colnbrook bypass has recently been refused by the Secretary of State.</p> <p>The Council has expressed its support for expansion at Heathrow because of its importance to Slough’s residential and business communities. The Economic Development Needs Assessment has identified the need for up to 180 hectares of new employment land much of which is needed for storage and distribution. An Employment Needs study is also being carried out for Heathrow.</p> <p>Because of its location close to Heathrow the potential for more employment development has to be considered in the Colnbrook and Poyle area.</p>	
<p><b>Proposed Option</b></p>	
<p>This option would involve releasing land from the Green Belt in the Colnbrook and Poyle area for airport related development depending upon any decisions to expand Heathrow.</p> <p>There will be an embargo on any development taking place in the short term unless it meets the “essential to be in this location” test set out in the Core Strategy. This will only be reviewed once a decision has been taken about whether the proposed third runway will go ahead.</p> <p>If the third runway at Heathrow is not supported by Government, consideration will be given to whether any additional airport related development is needed in the Poyle area to support the planned growth at Heathrow with the existing two runways. This would have to be justified by the results of the Employment Needs Assessment and be limited to meeting airport needs only.</p> <p>If it is decided that the third runway will go ahead the full extent of the land use needs for the runway and associated infrastructure and the need to re-provide for displaced uses will have to be established. Consideration would then be given to the release of Green Belt land and a review of the Strategic Gap for airport related uses as part of a Master Plan for the area.</p> <p>It will also be important to consider the impact on the Strategic gap and Colne Valley Park.</p>	
<p><b>Constraints</b></p>	
<p>The Colnbrook and Poyle area has a number of possible constraints to development. A large part of it is in an area liable</p>	

**APPENDIX**

<b><u>OPTION I</u></b>	<b>RELEASE OF GREEN BELT LAND FOR EMPLOYMENT (IN THE COLNBROOK AND POYLE AREA)</b>
<p>to flood. Much of the remaining open land has been landfilled.</p> <p>The area suffers from significant noise and air quality problems. There is a Public Safety Zone west of the northern Heathrow runway and there is still uncertainty as to whether the proposed third runway and its associated infrastructure will be built in the area. The location of a new Public Safety Zone will also constrain what type of development can go within it.</p> <p>The Colne Valley Park runs north to south in the Green Belt, the centre of Colnbrook village are a Conservation Area and there is a need to protect the amenities of residents and the need to protect the environment.</p>	
<b>Key Links</b>	
<b>Issues</b>	
<p>The Colnbrook and Poyle area is currently highly protected from development because of the pressures it faces. The Core Strategy currently makes a distinction between different parts of the Green Belt within the Borough by identifying the Strategic Gap between Slough and Greater London and the Colne Valley Park as an area where development will only be allowed if it is “essential to be in that location”. This has been accepted by the courts and the Secretary of State as a “higher bar” than the “very special circumstances” test for inappropriate development in the Green Belt.</p> <p>This means that a change in policy should only be made if there is a very exceptional justification.</p> <p>The key issue is whether or not additional development will be needed to support the growth of Heathrow. The Council has supported the expansion of the airport on the grounds that this is in the national as well as local interest. Even if the proposed third runway doesn’t go ahead there will still be growth at Heathrow and so there may be a need for some development in the Poyle area to facilitate this.</p> <p>If the third runway does go ahead there will be a need for a comprehensive Master plan for the whole area.</p>	
<b>Capacity</b>	
<b>Key Sites</b>	
No specific sites have been identified at this stage	
<b>Related Sites/Areas</b>	
Proposed third runway at Heathrow Airport	

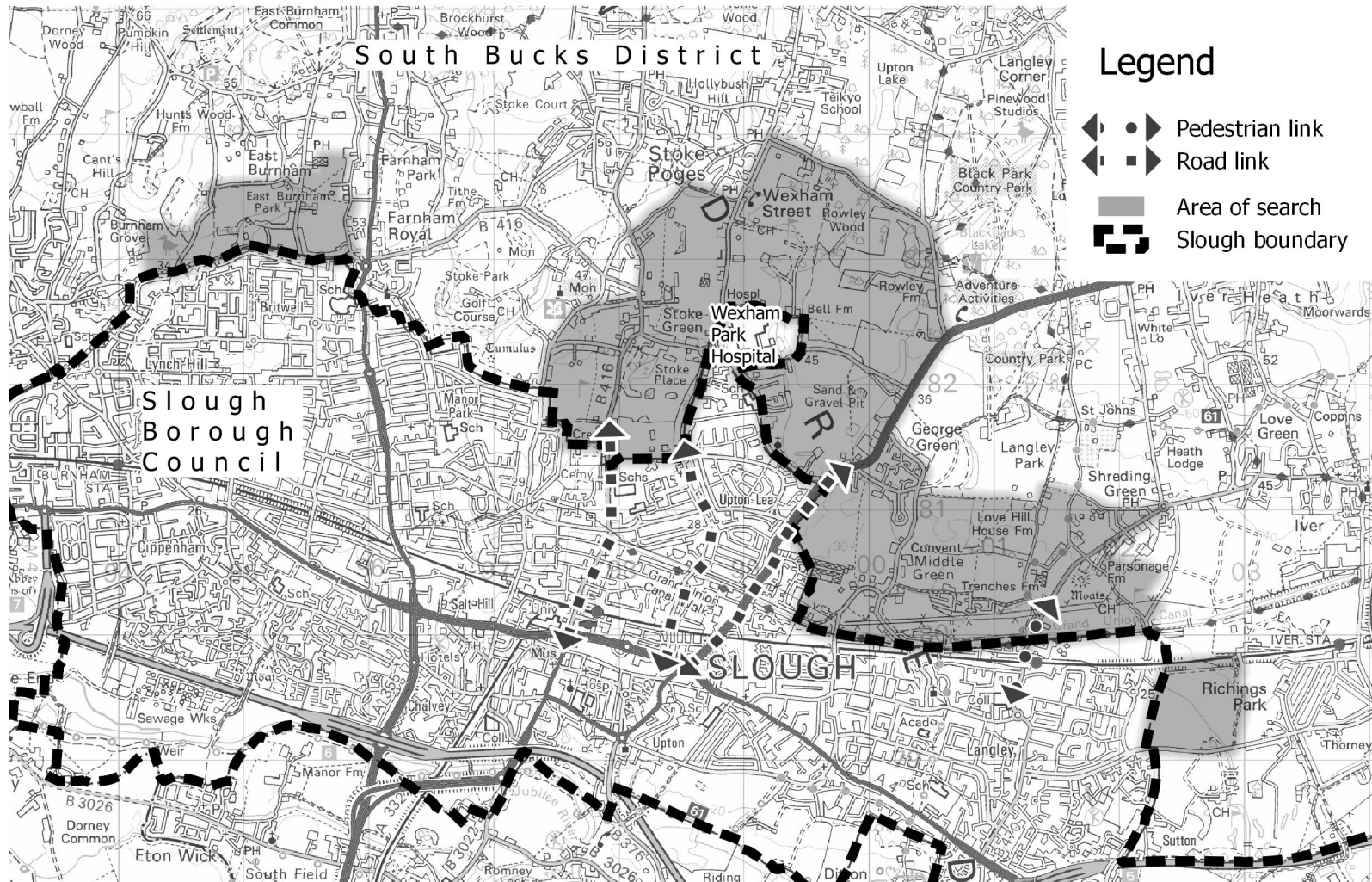
**APPENDIX**

<u>OPTION J1</u>	<b>NORTHERN EXPANSION OF SLOUGH (INTO SOUTH BUCKS)</b>
<b>Background</b>	
<p>This option looks at the further expansion of Slough. Because of physical constraints such as the M4 motorway the main opportunity to do this is to the north although there is a small to the south in Windsor &amp; Maidenhead which could be developed as Option J2.</p> <p>The possibility of land to the north of Slough, which is in South Bucks District, being used to meet Slough’s needs was raised in the South East Plan. The much higher housing figures that have emerged from the Strategic Housing Market Assessment means that this option has to be looked at again.</p> <p>One of the objectives of the Review of the Local Plan for Slough is to meet housing needs in full as close to where they arise as possible (NPPF para. 84). The Housing Capacity Study shows that it will not be possible to meet Slough’s Objectively Assessed Housing need of 927 units a year within its boundary. The Options presented in this paper could potentially provide more housing but even so there could be a significant shortfall.</p> <p>As a result the option of building a northern expansion of Slough is being put forward. This will be considered within the context of the option of providing the necessary housing elsewhere outside of the Housing Market Area.</p>	
<b>Proposed Option</b>	
<p>This option would involve building a major new residential development with the entire necessary supporting infrastructure such as shops, community facilities, schools and open spaces. The area of search as shown in the attached plan stretches from land north of Farnham Lane in the west across to land east of Market Lane in Langley.</p> <p>It is proposed that the development should take place in the form of a “garden suburb”. This means that it would predominantly consist of family housing which would be fully integrated with the surrounding countryside, parks and golf courses. Using the principles of the “Garden City” movement the development would capture some of the uplift in land prices to ensure that the development can fully fund all of the necessary infrastructure and planning requirements such as the provision of affordable housing.</p> <p>It will be important that the proposed development takes place in a sustainable way which means that it has the critical mass that will be necessary to provide facilities and public transport services. The location of Wexham Park hospital within the area is important because this is already a major destination for visitors and employees.</p> <p>Part of the area of search is also close to Langley Railway station which will have the Crossrail (Elizabeth Line) service and could be developed in conjunction with the Option to expand the centre of Langley around the station.</p> <p>The location of any new development will also have to take account of the availability of transport links from Slough. One option would be to develop along the B416 Stoke Road corridor another would be to develop along the A412 Uxbridge Road corridor. Use of Wexham Road would be another option.</p>	
<b>Constraints</b>	
<p>There are a number of major constraints to the development of this Option. These include the normal issues about flooding and drainage, landscape, conservation, ecology and other environmental considerations. It is recognised that some areas have been and are being worked for minerals and some have been subject to landfill operations.</p> <p>There is need to take account of the impact of development upon Burnham Beeches, Stoke Park, Conservation Areas and the high quality landscape and ecological value of the area. The capacity of the road network both within Buckinghamshire and Slough is also a possible constraint to development. This could require the promotion of non-car modes of transport.</p>	

**APPENDIX**

<u>OPTION J1</u>	<b>NORTHERN EXPANSION OF SLOUGH (INTO SOUTH BUCKS)</b>
<b>Key Links</b>	
<p>A412 Uxbridge Road</p> <p>B416 Stoke Road</p> <p>Wexham Road</p> <p>Road Network in southern Buckinghamshire</p> <p>Langley Railway station</p> <p>Canal footpath</p>	
<b>Issues</b>	
<p>Clearly the biggest issue is whether the release of land from the Green Belt can be justified given the importance that the Government attaches great importance to green Belts and the need for there to be exceptional circumstances to justify changes to Green Belt boundaries through the review of a Local Plan.</p> <p>The other major issue is how this Option can be progressed given that it is on land that is outside of Slough Borough Council’s control. The Council has already made representations to the Chiltern/South Bucks Local Plan that this area should be considered for development in the form of a “garden suburb” in order to meet local housing needs.</p> <p>The proposal will have to continue to be considered through the on-going Duty to Cooperate process. It is complicated by the fact that the two Local Plans are on different timescales with the South Buck/Chiltern Plan more advanced. As a result it may be necessary to have a review of the South Bucks/Chiltern Local Plan just to consider the proposed “Garden Suburb” which could be conjoined with the Inquiry into the Review of the Local Plan for Slough.</p>	
<b>Capacity</b>	
<p>The Northern Expansion could contain around 5,000 houses</p>	
<b>Key Sites</b>	
<p>The area of search is set out in the Map</p>	
<b>Related Sites/Areas</b>	
<p>Any development would have to take account of any proposed development sites in the South Bucks/Chiltern Local Plan. It would also have to take particular account of any development which took place as a result of Options C and H.</p>	

### Option J1 - Slough Northern Expansion



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**APPENDIX**

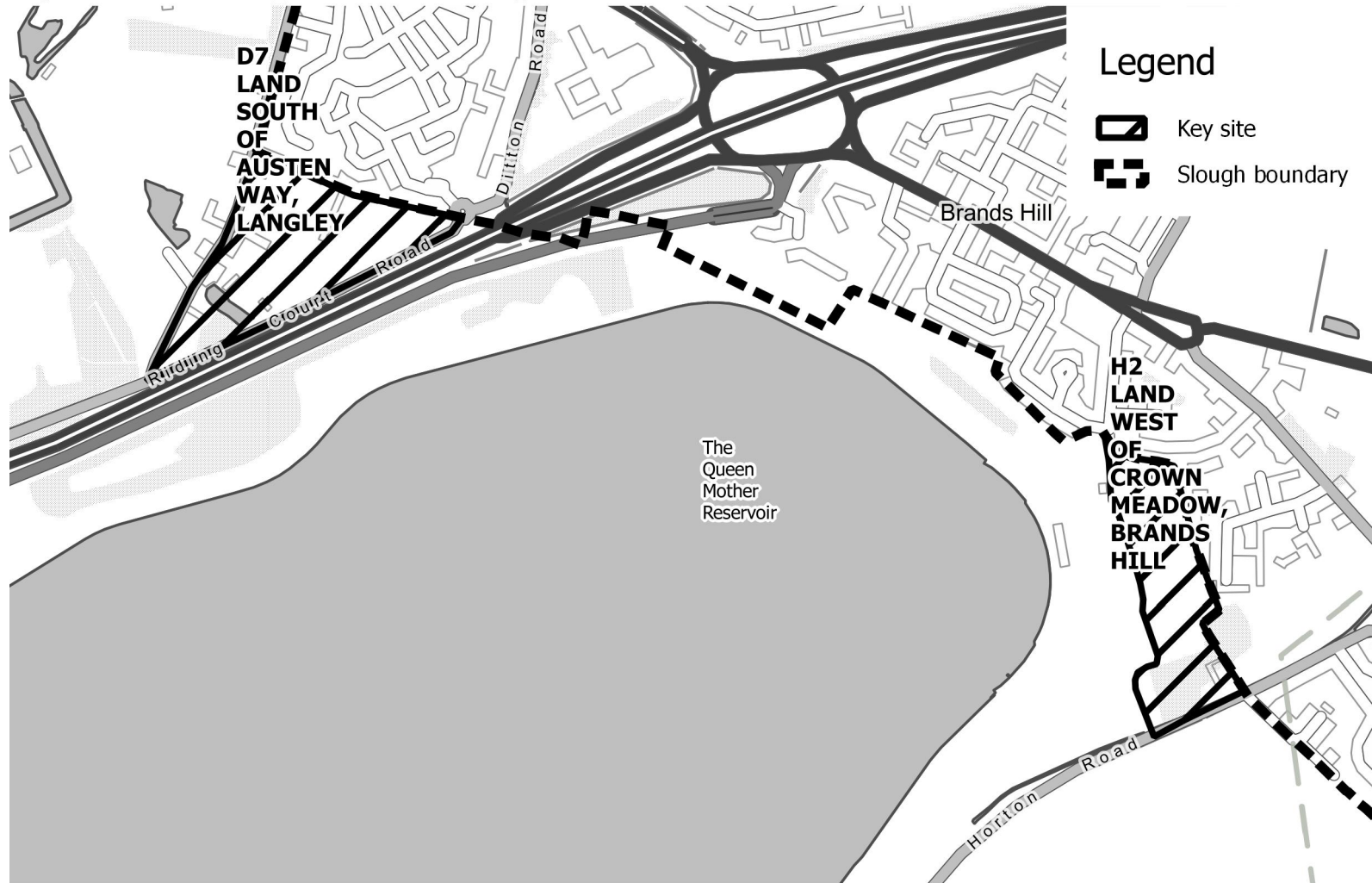
<b><u>OPTION J2</u></b>	<b>SOUTHERN EXPANSION OF SLOUGH (INTO WINDSOR AND MAIDENHEAD)</b>
<b>Background</b>	
<p>Slough’s administrative boundary to the south borders the Royal Borough of Windsor and Maidenhead, but much of the available land is not contiguous with the built up area of Slough. The M4 motorway prevents the southern expansion of west half of Slough and the only areas that abut the urban area are at Ditton Park and Brands Hill in the east.</p> <p>Most of the land at Ditton Park forms part of a Historic Park and Garden and so is not appropriate for development.</p> <p>To the east of this is a parcel of land south of Austen Way. This was considered in Part 1 of the Windsor &amp; Maidenhead of the Edge of Settlement Analysis (January 2014). This concluded that the parcel made a “lower” contribution to meeting the purposes of Green Belt policy. As a result it was brought forward as Site D7 – Land south of Austen Way - for further consideration in the Part 2 Constraints, Opportunities and Delivery Assessment (July 2016).</p> <p>Whilst it is recognised that there are some constraints to the development of the site, including noise and air pollution from the M4, it is considered that it should be considered as an area of search for residential development as part of Option J2.</p> <p>Further east there is another small parcel of land in Windsor and Maidenhead Borough between the Queen Mother Reservoir and Brands Hill. This was also considered in the Windsor &amp; Maidenhead of the Edge of Settlement Analysis (January 2014). This concluded that the parcel made “lower” contribution to meeting the purposes of Green Belt policy. As a result it was brought forward as Site H2 – Land west of Crown Meadow, Brands Hill - for further consideration in the Part 2 Constraints, Opportunities and Delivery Assessment (July 2016).</p> <p>This found that that the site was the subject of some constraints which included flooding on the southern part of the site and was subject to noise and air pollution from the M4 and Heathrow.</p> <p>Nevertheless it is considered that the site should be included as an area of search in Option J2 at this stage.</p>	
<b>Proposed Option</b>	
<p>The proposed Option would involve investigating a southern expansion of the urban area of Slough by building housing on open land that is in the administrative area of the Royal Borough of Windsor &amp; Maidenhead. The areas of search is limited to those parcels of land which adjoin the built up area which have identified by Windsor and Maidenhead as land south of Austen Way, Langley and the land west of Crown Meadow, Brands Hill.</p>	
<b>Constraints</b>	
<p>Part of the southern section of the land west of Crown Meadow is located within Flood Zone 3a and is at high risk of flooding. Part is also in Flood Zone 2 which has medium risk of flooding. It suffers from noise and air pollution from the M4 and Heathrow Airport.</p> <p>Land south of Austen Way suffers from noise and air pollution from the M4.</p>	
<b>Key Links</b>	
<p>Slough Linear Park</p>	
<b>Issues</b>	
<p>The sites are outside of Slough and so cannot be brought forward through the Review of the Slough Local Plan. As a result they will have to be promoted in the Royal Borough of Windsor and Maidenhead Local Plan which is currently being prepared. They have not been identified as a possible housing site in any versions of the plan to date and so this will have to be pursued through the Duty to Cooperate process and representations to any consultations on the Plan.</p> <p>Both sites would potentially be affected by the proposed third runway at Heathrow in that they would be directly under the flight path. As a result they may not be suitable for residential development if this goes ahead.</p>	
<b>Key Sites</b>	

**APPENDIX**

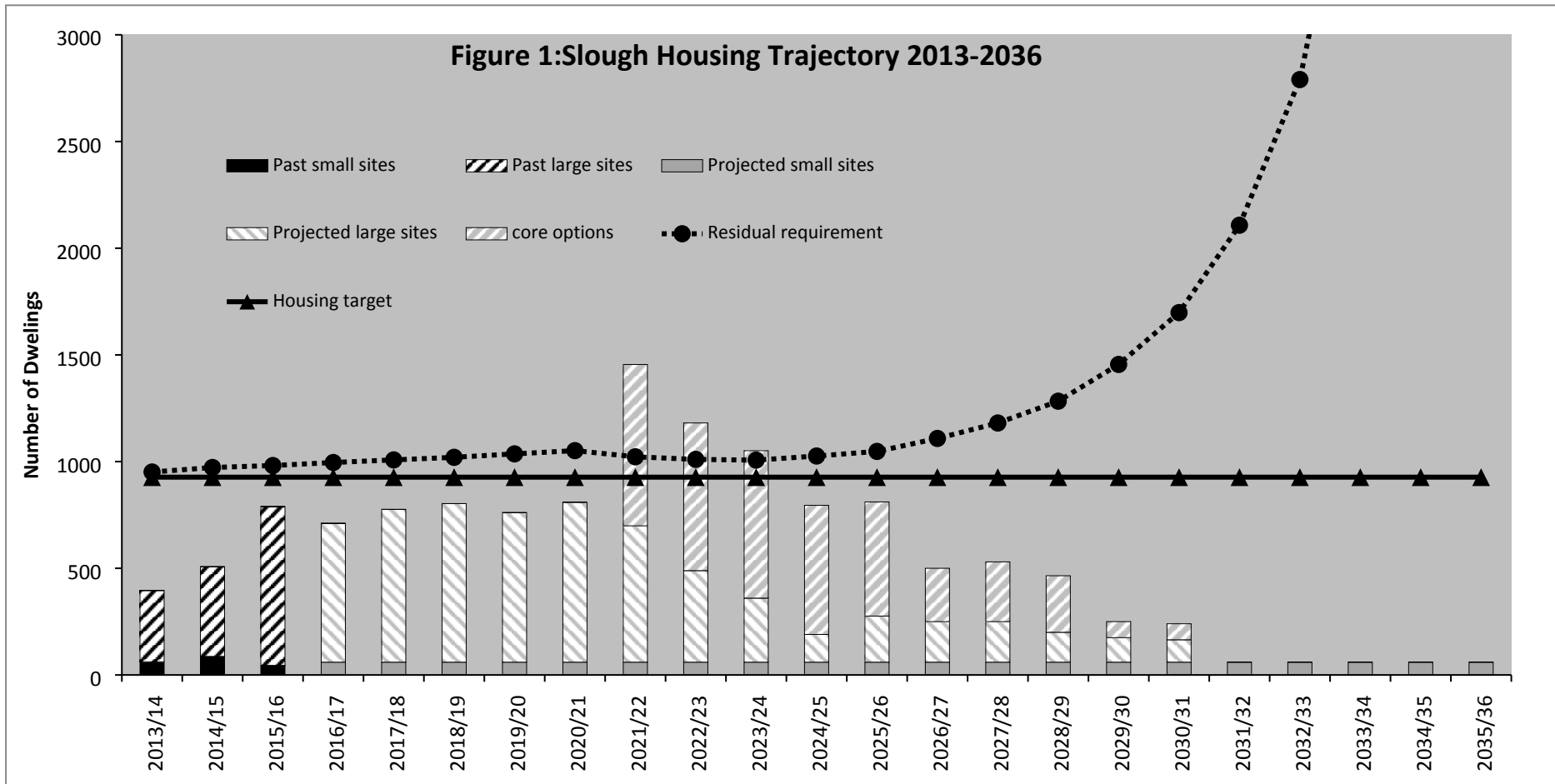
<u>OPTION J2</u>	<b>SOUTHERN EXPANSION OF SLOUGH (INTO WINDSOR AND MAIDENHEAD)</b>
Site H2 – Land west of Crown Meadow, Brands Hill Site D7 – Land south of Austen Way	



### Option J2 - Slough Southern Expansion



4. Housing Trajectory



Required residual at the end of the plan:8191

**SLOUGH BOROUGH COUNCIL**

**REPORT TO:** Overview and Scrutiny Committee

**DATE:** 17<sup>th</sup> November 2016

**CONTACT OFFICER:** Dave Gordon – Scrutiny Officer  
(For all Enquiries) (01753) 875411

**WARDS:** All

**PART I**  
**FOR COMMENT & DECISION****OVERVIEW AND SCRUTINY COMMITTEE – 2016/17 WORK PROGRAMME****1. Purpose of Report**

For the Overview and Scrutiny Committee (OSC) to identify priorities and topics for its Work Programme for the 2016/17 municipal year.

**2. Recommendations/Proposed Action****2.1** That the OSC:

- a) identify the major issues it would like to cover in the 2016/17 municipal year;
- b) agree, where possible, timing for specific agenda items during the 2016/17 municipal year; and
- c) consider whether there are any items which it would like to request one of the Scrutiny Panels add to their Work Programmes for the municipal year.

**3. The Slough Joint Wellbeing Strategy, the JSNA and the Five Year Plan**

3.1 The Council's decision-making and the effective scrutiny of it underpins the delivery of all the Joint Slough Wellbeing Strategy priorities. The OSC, alongside the 3 Scrutiny Panels combine to meet the local authority's statutory requirement to provide public transparency and accountability, ensuring the best outcomes for the residents of Slough.

3.2 The work of scrutiny also reflects the priorities of the Five Year Plan, as follows:

- Slough will be the premier location in the south east for businesses of all sizes to locate, start, grow, and stay
- There will more homes in the borough, with quality improving across all tenures to support our ambition for Slough
- The centre of Slough will be vibrant, providing business, living, and cultural opportunities
- Slough will be one of the safest places in the Thames Valley

- More people will take responsibility and manage their own health, care and support needs
  - Children and young people in Slough will be healthy, resilient and have positive life chances
  - The Council's income and the value of its assets will be maximised
  - The Council will be a leading digital transformation organisation
- 3.3 Overview and Scrutiny is a process by which decision-makers are accountable to local people, via their elected representatives for improving outcomes relating to all priorities for the Borough and its residents. Scrutiny seeks to influence those who make decisions by considering the major issues affecting the Borough and making recommendations about how services can be improved.

#### 4. **Supporting Information**

- 4.1 The purpose of Overview and Scrutiny is to hold those that make decisions to account and help Slough's residents by suggesting improvements that the Council or its partners could make.
- 4.2 Prioritising issues is difficult. The Scrutiny function has limited support resources, and therefore it is important that the work scrutiny chooses to do adds value.
- 4.3 There are three key elements that make up the responsibilities of the Overview and Scrutiny Committee:
- provide transparency and public accountability for key documents relating to the financial management and performance of the Council;
  - scrutinise significant proposals which are scheduled for, or have been taken as, a Cabinet/Officer delegated decision; and
  - strategic shaping of service improvements relating to the Cabinet Portfolios of Finance & Strategy and Performance & Accountability
- 4.4 In considering what the OSC should look at under points two and three above, Members are invited to consider the following questions:
- *To what extent does this issue impact on the lives of Slough's residents?*
  - *Is this issue strategic and pertinent across the Borough?*
  - *What difference will it make if O&S looks at this issue?*

#### 5. **Suggested Topics**

- 5.1 It is generally recommended that a Scrutiny Committee should aim to look at no more than 3 or 4 items in any one meeting. This limited number can prove challenging, but does allow the Committee to delve down into specific subject areas and fully scrutinise the work that is being undertaken.
- 5.2 This will be a continuous process, and flexibility and responsiveness vital to success. It is important not to over-pack the Committee's agenda at the start of the year, which will not allow the flexibility for the Committee to adapt to take into consideration issues that have arisen during the year.

6. **Resource Implications**

- 6.1 Overview and Scrutiny is supported by 1 FTE member of staff. This officer is responsible for support the O&S Committee and three Scrutiny Panels. Therefore, this is a finite resource and consideration must be given, in conjunction with the work programmes for the three Scrutiny Panels, as to how the resource is used during the year.

7. **Conclusion**

- 7.1 The Overview and Scrutiny Committee plays a key role in ensuring the transparency and accountability of the Council's financial and performance management, and strategic direction. The proposals contained within this report highlight some of the key elements which the Committee must or may wish to scrutinise over the coming municipal year.
- 7.2 This report is intended to provide the Committee with information and guidance on how best to organise its work programme for the 2016/17 municipal year. As previously stated, this is an ongoing process and there will be flexibility to amend the programme as the year progresses, however, it is important that the Committee organises its priorities at the start of the year.

8. **Appendices Attached**

A - Draft Work Programme for 2016/17 Municipal Year

9. **Background Papers**

None.

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**OVERVIEW AND SCRUTINY COMMITTEE**  
**WORK PROGRAMME 2016/2017**

Meeting Date
Thursday 12 January 2017
<ul style="list-style-type: none"><li>• Transactional Services – performance update</li><li>• Transport – overall strategy for Slough</li><li>• Slough Urban Renewal</li><li>• Homelessness</li><li>• First Bus – changes to services and timetables</li></ul>
Thursday 2 February 2017
<ul style="list-style-type: none"><li>• Proposed date – Budget</li><li>• Performance and Financial Management – Q3</li></ul>
Thursday 9 March 2017
Thursday 13 April 2017
<ul style="list-style-type: none"><li>• Policing – Chief Constable</li><li>• Scrutiny Annual Report</li><li>• Petitions – annual summary</li></ul>

**Currently Un-programmed:**

- Town Centre
- Local economy

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**MEMBERS' ATTENDANCE RECORD 2016/17**  
**OVERVIEW AND SCRUTINY COMMITTEE**

COUNCILLOR	14/06/16	14/07/16	15/09/16	26/10/16 (Joint Meeting with ECS Panel)	17/11/16	12/01/17	02/01/17	09/03/17	13/04/17
Bedi	P	P	P	P					
Coad (Committee Member until 8/8/16)	P	P							
N.Holledge	P	P	P	P					
Nazir	P	P	P	P					
Parmar	Ap	Ab	P	P* (from 6.42pm)					
Sadiq	P	P	P* (from 6.44pm)	P					
A.Sandhu	P	P	Ap	P					
R.Sandhu	Ap	P	P	P					
Strutton	P	P	P	Ap					
Usmani (Appointed to Committee from 8/8/16)			Ap	P					

P = Present for whole meeting  
 Ap = Apologies given

P\* = Present for part of meeting  
 Ab = Absent, no apologies given

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