



CHELtenham

BOROUGH COUNCIL

Notice of a meeting of Overview & Scrutiny Committee

Monday, 4 October 2021
6.00 pm
Council Chamber - Municipal Offices

Membership	
Councillors:	Chris Mason (Chair), Alex Hegenbarth (Vice-Chair), Dilys Barrell, Nigel Britter, Wendy Flynn, Alisha Lewis, Emma Nelson, John Payne, Julie Sankey and Jo Stafford

The Council has a substitution process and any substitutions will be announced at the meeting

Agenda

1.		APOLOGIES	
2.		DECLARATIONS OF INTEREST	
3.		MINUTES OF THE LAST MEETING Draft minutes of 6 th September meeting.	(Pages 5 - 10)
4.		PUBLIC AND MEMBER QUESTIONS, CALLS FOR ACTIONS AND PETITIONS	
5.		MATTERS REFERRED TO COMMITTEE	
6.	6.05 pm	HOUSING DELIVERY STRATEGY/DEVELOPMENT DELIVERY UPDATE Discussion paper from David Oakhill, Senior Development Manager, Place & Growth Objective: understand the strategy for housing and regeneration (housing provision) and comment as necessary.	(Pages 11 - 16)
7.	6.35 pm	TOWN CENTRE PROJECTS & PROGRAMMES Presentation by Tracey Crews, Director of Planning and Jackie Jobes, Townscape Manager Objective: To consider the changing demands on High Street related schemes and the approach for co-ordinating initiatives and understanding how they fit into the wider	

		objectives for the High Street.	
8.	7.05 pm	<p>FEEDBACK FROM OTHER SCRUTINY MEETINGS ATTENDED</p> <p>Gloucestershire Economic Growth O&S Committee (15th September 2021) – update from Councillor Paul McCloskey to follow.</p> <p>Police and Crime Panel (28th September 2021) – update from Councillor Jonny Brownsteen to follow.</p> <p>The Gloucestershire Health O&S Committee has not met since the last meeting of this committee.</p>	
9.	7.10 pm	<p>CABINET BRIEFING Councillor Hay, Leader</p> <p>Objective: An update from the Cabinet on key issues for Cabinet Members which may be of interest to Overview and Scrutiny and may inform the work plan</p>	(Pages 17 - 18)
10.	7.15 pm	REVIEW OF SCRUTINY WORKPLAN	(Pages 19 - 24)
11.		<p>LOCAL GOVERNMENT ACT 1972 - EXEMPT INFORMATION</p> <p>The committee is recommended to approve the following resolution:-</p> <p>“That in accordance with Section 100A(4) Local Government Act 1972 the public be excluded from the meeting for the remaining agenda items as it is likely that, in view of the nature of the business to be transacted or the nature of the proceedings, if members of the public are present there will be disclosed to them exempt information as defined in paragraph 3, Part (1) Schedule (12A) Local Government Act 1972, namely:</p> <p>Paragraph 3; Information relating to the financial or business affairs of any particular person (including the authority holding that information).</p>	
12.	7.20 pm	<p>MUNICIPAL OFFICES: OPTIONS APPRAISAL</p> <p>Discussion paper from Mark Sheldon, Director of Projects to follow</p> <p>Objective: To consider options and the next steps regarding the Municipal Offices</p>	
13.		<p>EXEMPT MINUTES</p> <p>Draft exempt minutes of 6th September meeting.</p>	(Pages 25 - 26)
14.		<p>DATE OF NEXT MEETING</p> <p>1st November 2021</p>	
		Informal de-brief	

		What went well? Can we identify opportunities for improvement or training needs?	

Contact Officer: Harry Mayo, Democracy Officer,
Email: democratic.services@cheltenham.gov.uk

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Overview & Scrutiny Committee

Monday, 6th September, 2021

6.00 - 7.05 pm

Attendees	
Councillors:	Alex Hegenbarth (Vice-Chair), Dilys Barrell, Nigel Britter, Wendy Flynn, John Payne, Julie Sankey, Jo Stafford, Tim Harman (Reserve), David Willingham (Reserve) and Matt Babbage (Reserve)
Also in attendance:	Cllr. Rowena Hay, Cllr. Peter Jeffries, Richard Gibson, Darren Knight

Minutes

1. APOLOGIES

Cllrs. Mason, Lewis and Nelson sent apologies, with Cllrs. Babbage, Willingham and Harman substituting for them.

In the absence of Cllr. Mason, Cllr. Hegenbarth chaired the meeting.

2. DECLARATIONS OF INTEREST

Cllr. Barrell noted that her son worked for Cheltenham Borough Homes, which could be relevant to the exempt item.

**3. MINUTES OF THE LAST MEETING
RESOLVED:**

That the minutes of the 5th July meeting be approved and signed as a correct record.

4. PUBLIC AND MEMBER QUESTIONS, CALLS FOR ACTIONS AND PETITIONS

There were none.

5. MATTERS REFERRED TO COMMITTEE

Members discussed the Council motion from 19th July where members agreed to 'Work with scrutiny to investigate ways the Borough Council can encourage more people to participate in future elections in Cheltenham', and made the following points:

One member suggested that when the council sends letters to residents about council tax it could encourage them to register to vote. Another member agreed with this, noting that someone registering for council tax did not automatically register them to vote although one might assume it did. The Revenues and Benefits department would need to be properly supported to do this. Another

member agreed that anything the council could do to increase participation was positive, and small things could make a big difference.

One member added that it was important to avoid exclusionary processes which might dissuade people from engaging. They cited the current Gloucestershire PCC roadshow which required an inordinate level of information from people to attend, and should have been more open. Darren Knight, Executive Director People and Change, thanked the member for flagging this and agreed to follow it up as the council's link to the PCC.

6. HOUSING AND REGENERATION STRATEGY

This item was deferred to the October meeting due to unforeseen circumstances.

7. SCRUTINY TOPIC REGISTRATION FORM

Cllr. Willingham outlined his reasons for proposing the topic for scrutiny, noting that both his CBC ward and his county council division contained areas of significant deprivation. He had submitted a motion to the 7th September GCC Council meeting asking the authority to take the lead on this.

He hoped the motion would be passed and that the authorities could work closely together on a key issue. GCC had produced a helpful analysis of the 2019 Indices of Deprivation, which was hugely useful but needed to be followed by tangible progress. Portsmouth's Tackling Poverty project was a good framework for what CBC could try. It was important to look at what they can control (e.g. areas like housing), and who the key partners were in areas that CBC did not control (e.g. education, health and crime). He hoped that colleagues would support this and contribute their experience and expertise, perhaps initially through a Cabinet Member Working Group or Scrutiny Task Group.

Richard Gibson, Strategy and Engagement Manager, added that he had reported to the committee on this topic in 2019. It was clear that a multi-agency approach was needed, with many of the main drivers of deprivation being linked to employment and skills, which were mostly outside CBC's remit. He supported the scrutiny request but noted that the committee needed to be aware of the limitations on the authority's capacity.

One member supported the request and emphasised the need to look at all options to support deprived areas of Cheltenham. They reassured members that there was agreement from the county council on the importance of the issue, and the authorities have a lot in common.

One member commended Cllr. Willingham for a well-researched and passionate topic request. It was hugely important to look at how areas of deprivation can be aided and improved, and the council must make every effort to tackle these problems urgently. It was not a partisan issue, but rather something they could work with GCC on.

One member noted that as a former social worker, they were aware that a wide variety of factors were linked to deprivation. They acknowledged that there

would always be capacity issues and they must think carefully about how they can help most effectively.

One member suggested that a Scrutiny Task Group was preferable to a Cabinet Member Working Group since the non-political aspect would be beneficial. Members agreed. The Leader added that the topic of deprivation related to so many different areas that either form of group would be effective. She emphasised the importance of keeping track of what the council could influence itself and what it needed to put pressure on others to do.

RESOLVED:

That a Scrutiny Task Group be set up on the topic of deprivation.

8. SCRUTINY ANNUAL REPORT 2020/21

Darren Knight, Executive Director People & Change, presented the report and praised the work of the committee over the last year. Its effectiveness had certainly grown and its recommendations to Cabinet had been taken on board, so he was optimistic about the next twelve months.

One member thanked officers for their work over the last year and for putting the report together.

The Chair moved to the vote, where it was unanimously:

RESOLVED:

That the Annual Report be approved for noting by Council.

9. FEEDBACK FROM OTHER SCRUTINY MEETINGS ATTENDED

Cllr. Brownstein's update on the Police and Crime Panel meeting from 7th July was taken as read.

Cllr. Barrell updated the committee on the Gloucestershire Health O&S Committee meeting from 13th July. She added that she was following up several queries with the county council but had not yet had answers from them. She urged members to read the minutes of the HOSC meeting as it had tackled a number of complex topics relating to significant changes.

The Gloucestershire Economic Growth O&S Committee had not met since the last meeting of this committee.

10. CABINET BRIEFING

The Leader's briefing was taken as read. She added that the council would be flying a flag to mark the day celebrating emergency services and the NHS, and this would be added to the council's flag protocol. The celebration sought to promote good citizenship and raise the profile of the emergency services in the hope that more people would come forward as volunteers.

One member asked for clarification about the local boundary review and how it related to the government's ongoing national boundary review. The Leader clarified that the local review was the first of its kind in over 20 years and related

to ward sizes and member numbers. As an example, St Peters ward had a relatively high population and as a result its boundaries could change. CBC seemed to have a reasonable number of councillors for its population and so the overall number was not expected to change.

One member asked how the second Joint Core Strategy was progressing. The Leader responded that she had attended an member liaison group on the topic that morning. JCS 2 had been due to go out for consultation by now but was had been postponed until October. She expected it to be a long process and would meet with the relevant officers, such as the Director of Planning, to ensure the council remained on top of it.

The Executive Director People and Change added that the Cheltenham Lottery was progressing well, and urged members to spread awareness of it.

11. REVIEW OF SCRUTINY WORKPLAN

One member suggested that in the future, the committee ought to consider the outcomes and lessons learned from the council's Covid response. This was still an ongoing process so they did not have a particular date for it, but it would be important to look at what went well and what they could have done better.

The Vice-Chair noted that the deferred Housing and Regeneration Strategy item would go to the October meeting instead, and that the scrutiny task group agreed in this meeting would have to be set up.

12. LOCAL GOVERNMENT ACT 1972 - EXEMPT INFORMATION RESOLVED:

That in accordance with Section 100A(4) Local Government Act 1972 the public be excluded from the meeting for the remaining agenda items as it is likely that, in view of the nature of the business to be transacted or the nature of the proceedings, if members of the public are present there will be disclosed to them exempt information as defined in paragraph 3, Part (1) Schedule (12A) Local Government Act 1972, namely:

Paragraph 3; Information relating to the financial or business affairs of any particular person (including the authority holding that information).

13. EXEMPT MINUTES RESOLVED:

That the exempt minutes of the 5th July meeting be approved and signed as a correct record.

14. PROPERTY SERVICES RESOURCES

Members considered an information paper regarding the property department, and Cllr. Jeffries (Deputy Leader of the Council and Cabinet Member Finance and Assets) responded to questions from members.

15. DATE OF NEXT MEETING 4th October 2021.

Chairman

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Information Paper

Overview and Scrutiny Committee

4th October 2021

Housing Delivery Strategy/Development Delivery

Update

1. Why has this come to scrutiny?

- 1.1 This note comes to the Overview and Scrutiny Committee at the request of members of that committee. It provides an update on the Council's role in the direct housing delivery in Cheltenham, along with a broader update on the concept of delivery of development (housing, commercial, public realm etc) by the Council.

2. Summary of the Issue

- 2.1 Cheltenham Borough Council has set an ambitious vision that involves a considerable development agenda, including the Golden Valley Development, a step change in housing delivery including an increase in the number of affordable homes and the raising of standards – in particular environmental / sustainability. This is set in the context of a climate emergency and a pledge to make Cheltenham carbon neutral by 2030. There are also a number of other Covid-19 economic recovery and regeneration projects including the Minster Exchange, public realm schemes, the cultural quarter; as well as the development potential of a number of key CBC assets to deliver wider socio-economic outputs, contribute to the place shaping agenda and support delivery of other corporate priorities and the Council's Medium Term Financial Strategy (MTFS).

- 2.2 Housing delivery will play an important role in this overall development agenda and will likely be a key component of schemes brought forward on CBC land. The Housing, Homelessness & Rough Sleeping Strategy 2018-23 was approved by CBC Cabinet in July 2018. This strategy sets out a range of objectives aimed at tackling housing inequality in Cheltenham. In late 2018, the Cabinet and Council unanimously agreed to commit £100m to provide a step change in housing delivery, and since that time a number of important events have taken place:

- In 2019 the Council declared a Climate Emergency and pledged to make Cheltenham Carbon Neutral by 2030.
- Land at the Golden Valley Development has been procured and the project has now reached a key point with the appointment of a preferred bidder and clear proposal bringing forward a considerably higher quantum of development than was originally envisaged on Council land – in particular c. 800 more homes than originally envisaged, now proposing c.1,500 homes of which c.500 will be affordable, with further opportunity to develop build to rent stock.
- The ability for local authorities to borrow funds through the Housing Revenue Account (HRA) to develop affordable housing stock was significantly enhanced at the end of 2018 when the borrowing headroom cap was removed.
- The HRA Capital Programme 20/21 – 23/24 was approved in February 2021, with an anticipated capital spend on new housing developments in the order of £75m.
- CBC and CBH have agreed a development facility and funding agreement to deliver PRS housing, and CBH have commenced work in this area, with the first PRS homes to be completed in the coming months.
- Covid-19 and the Council's Covid-19 recovery plan reinforcing the focus on the Council's role in economic recovery through development.
- The Council's Asset Management Plan is being reviewed to ensure it aligns with the Council's corporate objectives
- The Campbell-Tickell review undertaken in 2020 identifying the scope for closer working between CBC and CBH focused around a clear shared vision enabling more efficient use of our collective resources.

- And finally the CBC organisational review – which is shaping the organisation to more effectively support the delivery of Council priorities and make most efficient use of resources.

These events are shaping the way in which the Council together with CBH directly deliver new homes.

2.3 The Asset Management Plan is now under review and will be presented for consideration in the winter of 2021/22. This overarching plan will set the framework within which all Council assets are managed in line with corporate objectives. Housing delivery will form an important component of the Council's approach to asset management. A housing delivery strategy will be presented alongside the Asset Management Plan and will cover:

- Purpose, aims and objectives – aligned to Corporate Objectives
- Responding to the Climate Emergency
- Councils role in housing delivery including types of homes to be delivered and rationale
- Delivery Mechanism
- Governance
- Risk Management

2.4 The types of homes the Council is/is considering delivering in partnership with CBH fall under four broad categories:

- Affordable housing –to address the housing needs of those who require affordable housing
- Estate Regeneration –to enhance existing pockets of HRA stock requiring upgrades
- Private Rental Stock –to cater for a growing market, helping to retain and attract young people, providing a high landlord standard, bridging the gap between affordable and open market housing
- Open Market Sales – to create mixed communities on some of the sites the Council develops whilst making a return to reinvest

2.5 A range of models for delivery have been considered. The model now being pursued is a collaborate approach between CBC and CBH. CBC have recently established a small resource base to manage major development projects including the Golden Valley development, whilst CBH have an established delivery team principally responsible for new affordable home development and acquisitions. These resources will continue to work closely together to deliver new housing.

2.6 Subject to relevant restrictions, the way in which new homes are being built, delivered and/or procured includes as follows:

Affordable Homes (via HRA*)	HRA Estate Regeneration
<p>Development of assets already held in the HRA – likely Design and Build Contracts</p> <p>Acquisition of s106 properties</p> <p>Acquisition of new land for development (likely Design and build post acquisition)</p> <p>Buy backs of former RTB properties and acquisitions on the open market</p>	<p>Identification of priority estates, costs, scheme and funding availability.</p>
PRS (to cover a range of accommodation types)	Open Market Housing (in order as follows)
<p>Continue small scale acquisition of PRS from open market (short term)</p> <p>Self-development and delivery of PRS stock (long term including Golden Valley) – this is a more cost effective means of delivery providing more beneficial returns.</p>	<p>Full review and development of assets already under the control of CBC. Options for ‘development’ to include:</p> <ul style="list-style-type: none"> • Site promotion and disposal (at best value) • Joint Venture agreements (various) <p>Further site acquisition and JV delivery</p>

* - *The HRA Capital Programme 2020/21 – 2023/24 was approved in Feb 2021 with an estimated spend on New Build and Acquisition of c.£75m over that time period.*

- 2.7** The positive impact of the GV Development on the Council's broader ambitions for housing delivery should not be underestimated. It is important to note that CBC's role in the GVD is now providing a much higher number of residential units than was originally envisaged (initially c. 800 additional units of which c. 300 affordable homes to c.1,500 homes of which 520 will be affordable homes). If this were delivered via the market – that certainty would not exist. It also creates a significant opportunity for Build to Rent – providing purpose built stock that can be designed to meet the varying needs of the market. The Council's involvement provides the opportunity to raise the bar for environmental/green credentials and create highly sustainable communities.
- 2.8** Design standards and sustainability will be a key component of the Council's programme of housing delivery, offering the potential to achieve higher levels of sustainability and design and striving for schemes to be tenure blind and carbon neutral.
- 2.9** Risk is and will continue to be managed via appropriate officer, Councillor and board member overview and analysis. Financial returns made through housing delivery will be retained by the authority to be spent as appropriate.
- 3. Summary of evidence/information**
- 3.1** Since the Council commitment to spend up to £100m was given in 2018, significant

progress has been made to realise our development aspirations as follows:

- Delivered to date and in contract via CBH – 250 homes
- Established a significant development pipeline to provide a further 200 homes (including acquisitions)
- The 450 homes identified above totals approximately £80m of spend and includes 80 homes already delivered by 31 March 2021
- Other potential opportunities of 300 homes totalling c£50m of spend
- 13 PRS units to open in the Autumn of 2021

Through the Golden Valley development, the opportunity to:

- Acquire up to 170 PRS in early phases of development
- Acquire up to 520 affordable homes through the HRA

3.2 The role of the Council as facilitator of new home delivery should not be underestimated. Through the planning process the Council allocated land and work with the development industry to ensure appropriate development is delivered. Through the Council's own sites (including Golden Valley) new housing is provided which provides the opportunity to set high standards of design and sustainability.

4. Next Steps

4.1 The Asset Management Plan is now under review and will be presented for consideration in the winter of 2021/22. This overarching plan will set the framework within which all Council assets are managed in line with corporate objectives. Housing delivery will form an important component of the Councils approach to asset management. The above sets out the overall context and content of that housing delivery plan.

Contact Officer: David Oakhill, David.Oakhill@cheltenham.gov.uk, 07768 368 3654

Accountability: Cabinet Member Housing, Cllr. Mike Collins

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Briefing for Overview and Scrutiny Committee (4th October 2021)

Digital Platform

We are doing a joint procurement with Stroud District Council to purchase our digital platform.

There will be a report to full council on the 17th October to appoint an interim Monitoring Officer.

Minster Gardens regeneration will be going to the November Planning meeting and also the diocese planning.

The Christmas ice rink has been supported by Cabinet at the September meeting. We will be working in partnership with the BID if our Planning Committee give its approval.

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Overview and Scrutiny Committee work plan – 2021/22

Item	Outcome	What is required?	Author/presenter
Monday 4 October 2021 (deadline: 22 September)			
Housing Delivery Strategy/Development Delivery Update	Consider the draft strategy and comment as necessary	Discussion paper	David Oakhill, Senior Development Manager
Town Centre Projects & Programmes	To consider the changing demands on High Street related schemes and the approach for co-ordinating initiatives and understanding how they fit into the wider objectives for the High Street.	Presentation	Tracey Crews, Director of Planning and Jackie Jobes, Townscape Manager
Municipal Offices: Options appraisal	Has the project concluded and what are the next steps?	Discussion paper (EXEMPT)	Mark Sheldon, Director of Corporate Resources
Monday 1 November 2021 (deadline: 20 October)			
Community Infrastructure Levy register	Review register (monies collected/held/spent and details of how the decisions were made), key objectives and measures of success.	Discussion Paper	Andy Robbins, Head of Planning
Asset Management Strategy 2021- 2023	Review the draft strategy and provide constructive feedback	Discussion paper and draft strategy	Peter Jeffries (AMWG Chair) Gemma Bell, David Oakhill
BID	Chair of BID to present the business plan, Director of Planning to reassure members of unified approach between BID and public realm.	Business plan	BID Chair and CEO, Tracey Crews
Carbon footprinting	Officers to brief on carbon footprinting work, especially the risks and what is being done to address them.	Discussion paper (+carbon data)	Alexandra Wells, Climate Emergency Project Support Officer
Monday 17 January 2022 (deadline: 05 January)			
Budget proposals (for coming year)	Consider feedback from the Budget Scrutiny Working Group on the budget proposals for 2022-23	Discussion paper	Chair of Budget Scrutiny Working Group
Review of Council KPIs	To review key performance indicators across council services		Darren Knight, Ann Wolstencroft

Overview and Scrutiny Committee work plan – 2021/22

The Council's response to the Covid crisis	To consider the outcomes and lessons learned from the council's Covid response – what went well and what could have been done better?	Discussion paper	Darren Knight, Ann Wolstencroft
North Place and Portland Street	Possible update on these sites if this proves timely	EXEMPT	Paul Jones, Executive Director Finance & Assets
Monday 28 February 2022 (deadline: 16 February)			
Review of Publica KPIs	Update on KPIs	Discussion paper	Gareth Edmundson, Jan Britton, Sally Walker (Publica)
Monday 28 March 2022 (deadline: 16 March)			
Monday 6 June 2022 (deadline: 25 May)			
Solace	Update on performance of this service	Discussion paper	Louise Boyle, Team Leader (Solace)
Overview and Scrutiny Review (2020) – follow up	Follow-up on the recommendations (actions) that were agreed in June 2021 – is there anything that needs to be revisited?	Discussion paper	Saira Malin, Democracy Officer
End of year performance review	Consider the end of year performance, have we achieved what we set out to and if not, why	Discussion paper	Richard Gibson, Strategy and Engagement Manager
Publica annual report	Consider annual report, where is performance good/need improving and where are they with the CT recommendations	Discussion paper	Dave Brooks (Chair) and MD
Monday 4 July 2022 (deadline: 22 June)			
Air Quality Management Plan and general update		Discussion paper	Gareth Jones, GCC?
UBICO annual report	Consider the annual report, where are Ubico performing well and what risks are they facing, how are they mitigating them	Annual report	Ubico, Client Officer and Cabinet Member
Monday 1 August 2022 (deadline: 20 July)			

Overview and Scrutiny Committee work plan – 2021/22

Items for future meetings (a date to be established)			
Public Art Panel	Consider what is it, is it effective, what has it done, what difficulties does it face	To be scheduled once SWOT has been concluded (chased TC for date 25/02/20)	Tracey Crews and Chair of Panel
Risk and Performance	Look at risk and performance scorecard on Clearview	Real time data shown on Clearview (pdf in advance)	Darren Knight, Executive Director People & Change / Ann Wolstencroft
Cyber Security	Is this something that O&S want to look at		Darren Knight
The Council's response to the Covid crisis	To consider the outcomes and lessons learned from the council's Covid response – what went well and what could have been done better?	Still an ongoing process, no particular date for it	suggested by Cllr. Willingham Darren to report? Internal Audit has taken place, LGA Peer Review to take place DK – ready at any time CM suggested January
July 2021 Council Motion	' Work with scrutiny to investigate ways the Borough Council can encourage more people to participate in future elections in Cheltenham – with a particular focus on the next Borough Council elections in 2022 and 2024.' Consider strategies to improve participation	before May 2022	Kim Smith (Elections), ELT, Communications

Annual Items

Overview and Scrutiny Committee work plan – 2021/22

Budget proposals (for coming year)	January	Chair, Budget Scrutiny Working Group
Draft Corporate Plan	February	Richard Gibson, Strategy and Engagement Manager
Publica annual report	June	Dave Brooks (Chair) and MD
End of year performance review	June	Richard Gibson, Strategy and Engagement Manager
UBICO annual report	July	Ubico, Client Officer and Cabinet Member
Scrutiny annual report	September	Democracy Officer
Police and Crime Commissioner (circulate his annual report in advance)?	September	P&CC
Quarter 2 performance review?	November	Richard Gibson, Strategy and Engagement Manager

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