



WORTHING BOROUGH  
C O U N C I L

5 June 2023

<b>Joint Strategic Sub-Committee (Worthing)</b>	
<b>Date:</b>	<b>13 June 2023</b>
<b>Time:</b>	<b>6.30 pm</b>
<b>Venue:</b>	<b>The Gordon Room, Worthing Town Hall</b>

<b>Committee Membership:</b> Councillors Caroline Baxter, Dr Beccy Cooper (Chair), Sophie Cox, Rita Garner, Emma Taylor, John Turley, Carl Walker (Vice-Chair), Vicki Wells and Rosey Whorlow
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## Agenda

### Part A

#### 1. Declarations of Interest

Members and officers must declare any disclosable pecuniary interests in relation to any business on the agenda. Declarations should also be made at any stage such an interest becomes apparent during the meeting.

If in doubt, contact the Legal or Democratic Services representative for this meeting.

#### 2. Minutes

To approve the minutes of the Worthing Joint Strategic Sub-Committee meeting held on 6 March 2023, copies of which have been previously circulated.

#### 3. Public Question Time

To receive any questions from members of the public.

Questions should be submitted by noon on Thursday 8 June 2023 to Democratic Services, [democratic.services@adur-worthing.gov.uk](mailto:democratic.services@adur-worthing.gov.uk)

(Note: Public Question Time will operate for a maximum of 30 minutes.)

#### **4. Members Questions**

Pre-submitted Members questions are pursuant to rule 12 of the Council & Committee Procedure Rules.

Questions should be submitted by noon on Thursday 8 June 2023 to Democratic Services, [democratic.services@adur-worthing.gov.uk](mailto:democratic.services@adur-worthing.gov.uk)

(Note: Member Question Time will operate for a maximum of 30 minutes.)

#### **5. Items Raised Under Urgency Provisions**

To consider any items the Chairman of the meeting considers to be urgent.

#### **6. Strategic Priorities for Worthing Borough Council: 2022/23 Progress Update Report and New Priorities for 2023/24 (Pages 5 - 48)**

To consider a report by the Chief Executive, copy attached as item 6

#### **7. Strategic Approach: Children and Young People (Pages 49 - 58)**

To consider a report by the Director for Housing and Communities, copy attached as item 7

#### **8. Update on the Housing Needs Assessment for Worthing (Pages 59 - 78)**

To consider a report by the Director for Housing and Communities, copy attached as item 8

#### **9. Redevelopment of 24 Marine Place Worthing to provide Temporary Accommodation (Pages 79 - 90)**

To consider a report by the Director for Place, copy attached as item 9

#### **10. Outline Business Case for acquisition of properties at Shelley Road and Heene Road (Pages 91 - 106)**

To consider a report by the Director for Place, copy attached as item 10

#### **11. Update on the Worthing Integrated Care Centre Project (Pages 107 - 132)**

To consider a report by the Director for Place, copy attached as item 11

### **Part B - Not for Publication - Exempt Information Reports**

#### **12. Exclusion of the Press and Public**

In the opinion of the Proper Officer the press and public should be excluded from the meeting for consideration of the following items. Therefore the meeting is asked to consider passing the following resolution:

'that under Section 100A(4) of the Local Government Act 1972, the public and press be excluded from the meeting from the following items of business on the grounds that they involve the likely disclosure of exempt information as defined in the paragraph of Part 3 of Schedule 12 A to the Act indicated against the item'.

**13. Exempt appendix for the Worthing Integrated Care Centre Project (Pages 133 - 152)**

To consider Exempt Information in relation to the Worthing Integrated Care Centre Project (agenda item 11), copy attached as item 13

**Recording of this meeting**

Please note that this meeting is being live streamed and a recording of the meeting will be available on the Council's website. This meeting will remain on our website for one year and will be deleted after that period. The Council will not be recording any discussions in Part B of the agenda (where the press and public have been excluded).

For Democratic Services enquiries relating to this meeting please contact:	For Legal Services enquiries relating to this meeting please contact:
Chris Cadman-Dando Senior Democratic Services Officer 01903 221364 Email: <a href="mailto:chris.cadman-dando@adur-worthing.gov.uk">chris.cadman-dando@adur-worthing.gov.uk</a>	Andrew Mathias Senior Solicitor – Legal Services 01903 221032 <a href="mailto:andrew.mathias@adur-worthing.gov.uk">andrew.mathias@adur-worthing.gov.uk</a>

**Duration of the Meeting:** Three hours after the commencement of the meeting the Chairperson will adjourn the meeting to consider if it wishes to continue. A vote will be taken and a simple majority in favour will be necessary for the meeting to continue.

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WORTHING BOROUGH  
COUNCIL

Worthing Joint Strategic Sub-Committee  
13 June 2023

Key Decision No

Ward(s) Affected:  
Cabinet Portfolio:

**Strategic Priorities for Worthing Borough Council:  
2022/3 Progress Update Report and New Priorities for 2023/24.**

**Report by the Chief Executive Officer**

**Officer Contact Details**

Richard Tuset,  
Chief Executive's Policy Lead  
richard.tuset@adur-worthing.gov.uk

**Executive Summary**

**1. Purpose**

- 1.1** The vision and overarching ambition for Worthing Borough Council is for Worthing to become the fairest and greenest coastal town in the UK.
- 1.2** At the July 2022 Worthing Joint Strategic Sub-Committee, the Worthing Cabinet, set out a new set of priorities for the Council to achieve its vision, deliver change and further improve the lives of all who live and work in Worthing.
- 1.3** This report describes the work started and the strong progress made in delivering these actions and ambitions for the citizens of Worthing.
- 1.4** The report also sets out Worthing Council Priorities for 2023/24, setting out the Council's long term ambitions as well as the immediate priorities that will show progress towards them.

## **2. Recommendations**

The Joint Sub-Committee is asked to:

- 2.1.** Review and note the progress made by Worthing Borough Council in delivering its ambitions and priorities in 2022/23.
- 2.2.** Review and agree priorities for 2023/24, supporting the ambition of Worthing becoming the fairest and greenest coastal town in the UK.
- 2.3.** Delegate officers to use these priorities to shape and develop plans for 24/25

## **3 Context**

- 3.1 At the July 2022 Worthing Joint Strategic Sub-Committee meeting the Worthing Cabinet agreed a new set of priorities for the Council to achieve its vision to become the fairest, greenest coastal town in the UK; delivering change and further improving the lives of all who live and work in Worthing.

Key priorities included being responsive to the needs of the community by opening up democracy and undertaking a more progressive approach to engagement and participation work. Reflecting the pressing issues of poverty and inflation, the Council made commitments to strengthen support for residents through the cost of living crisis. In addition, work of the Council in responding to the climate emergency and achieving net zero was expanded and accelerated.

- 3.2 In identifying and agreeing these priorities the Cabinet worked with officers to develop the necessary plans and identify resources to support the required delivery. Some of the priorities identified were 'quick wins' able to be delivered within the first year of the new Administration, whilst others are longer term ambitions requiring a delivery period over a number of years. Where plans involve a shared service, the Borough has worked in partnership with Adur District Council as appropriate, through the Partnership Agreement and the associated corporate plan called 'Our Plan'.

Strong progress has been made in the past year despite the significant pressures placed on the Council through inflation and the cost of living emergency. The Council has reviewed progress throughout the year and our updated priorities reflect this learning.

- 3.3 This report also sets out the Council's priorities for 2023/24, building on the work undertaken in 2022/23 as described above. These priorities will deliver strategic outcomes starting in 2023 and will contribute to the longer term strategic Council vision for Worthing, to become the greenest and fairest coastal town in the UK. The Council priorities of particular focus in 2023/24 will be the delivery of social housing and urban greening.

#### **4. Building for the long term**

##### **4.1 A Fair Council**

In prioritising being fair, the Council is seeking to be there for all our residents, helping to prevent vulnerability and increase opportunity and turning things around when residents and families are in need or crisis.

##### **4.2 A Council for the Community**

A number of 'golden threads' run through the approach of the Administration including listening to its communities, business and partners and as described later, community wellbeing and climate regeneration. Through better engagement the Council has commenced an ambitious programme to become a 'Council for the Community', tapping into the enormous capability and enthusiasm seen across the Borough's communities to work with the Council on identifying issues and priorities and being part of the solutions required. These ambitions were set out in the Worthing Joint Strategic Committee paper in February 2023 entitled 'Becoming a Council for the Community: Principles and Approach'. The Council's long term ambitions described in this plan include, where possible, the passing of power and control over what happens within communities, to communities. A separate roadmap will be produced to set out the ambitions and progress against these.

The Council's commitment to stronger and more effective engagement with its communities will be supported through a review of the Council's branding. The purpose of this work will be to support better communication with

residents about council priorities and services, increasing awareness and participation. The council has evolved dramatically in recent years, with a renewed focus on climate awareness and community participation. The existing brand is therefore no longer representative of the whole Borough or of the approachable and innovative council we are seeking to become. Rebranding will help the Council to better embrace and engage the varied communities across our Borough – Town, coast and countryside – and tell the story of transformation we are undergoing.

Our paper 'Council for the Community' articulated our vision and ambition here and we have already made progress towards this over the last year:

- 4.3 **Opening up Decision Making** - In July 2022 the Council established the new Worthing Joint Strategic Sub-Committee enabling the Council to better focus on the issues and interests of the Borough, helping to open up democracy and better share decision making. Three Subcommittee meetings have, as part of this approach, been taken into community settings and this will be developed upon in 2023/24. Work is ongoing to identify how the Council, through a number of different approaches, could better engage local communities in decision making processes.
- 4.4 **Big Listen Campaign** - Starting during the first 100 days of the new Administration, the Council started a town-wide Big Listen Campaign. The campaign aimed to listen to residents, in many different locations, sharing different ideas across every area of Council activity. Through this phase one of the Big Listen the Council developed and agreed a new approach to participation combining new methods and approaches to listening, documenting and capturing the views and opinions of citizens.

The Big Listen approach has been used to shape Council budget setting work for 2023/24 and the priorities and delivery of Council services going forward. A more detailed report on the findings and lessons learnt from the Big Listen Phase 1 will be published in 2023.

- 4.5 **Big Clean-Up** - Alongside the Big Listen Campaign the Council has also undertaken a number of Big Clean-up events focusing on the town centre and seafront. Through this approach the Council has worked with the Worthing Town Centre Initiative, local businesses, residents and community groups, identifying problems and areas that need improvement, and supporting the community in getting them cleaned up. Feedback from residents and businesses in undertaking this work has been used to further inform and direct

regeneration work in these areas. Further details are described later in the report.

We will continue to develop our Council for the Community roadmap as outlined above, with the following commitments for 2023/24:

<b>Council for the Community - Actions and Priorities 2023/2024</b>	
Continue to develop Big Listen	<ul style="list-style-type: none"> <li>• An evaluation report for The Big Listen Phase 1 will be published and</li> <li>• There will be a Big Listen Phase 2 where community members will be trained and supported to help lead and deliver the process.</li> </ul>
Community Directed Spend	<ul style="list-style-type: none"> <li>• As part of our budget building process for 2024/25 the Administration will identify which funding could be released for community directed spend in local neighbourhoods and communities of interest.</li> <li>• The Council will deliver and evaluate our new approach to Community Infrastructure Levy (CIL) Neighbourhood Fund ensuring decision making processes are improved, more accessible and opened up by involving Ward Councillors and local community groups .</li> </ul>
Work with our minoritised communities	<ul style="list-style-type: none"> <li>• Community Wellbeing, Culture and Leisure Cabinet Members will continue to develop relationships with equality groups, including the LGBTQ community and the borough's ethnic communities.</li> <li>• Additional work has started with particular equality groups and this will be further extended in 2023/24. Engagement work has been undertaken with representatives from the LGBTQ+ community regarding Worthing Pride and work to better understand the impact of the pandemic on minoritised ethnic communities has been undertaken.</li> </ul>
Create space for young people	<ul style="list-style-type: none"> <li>• As outlined in our Young People strategy, the Council will prioritise opportunities for Young People to be engaged not just in the decisions which directly affect them but also in long term strategic decisions which affect their futures.</li> </ul>

Development of the Constitution	<ul style="list-style-type: none"> <li>• A further review of the Constitution will be planned to support the authority in its efforts to become a Council for the Community.</li> <li>• This will look specifically at how to open up participation in decision making and explore the options for meaningful transfer of power to our community</li> </ul>
Improving Access	<ul style="list-style-type: none"> <li>• An access group will be established, enabling community representatives to regularly meet with councillors and officers to identify accessibility problems and agree solutions.</li> </ul>

#### 4.6 The Cost of Living Emergency

A very significant focus of the Council has been to respond quickly and effectively to the cost of living crisis affecting every household in the Borough. During 2022 and into 2023 inflation has been at its highest for many decades and has most visibly been seen in the sharp rise in energy bills and soaring food prices. Whilst many households and businesses have been struggling, the living standards and wellbeing of our most vulnerable residents has required urgent action.

In response to this crisis the Council declared a 'Cost of Living Emergency' at the July 2022 Full Council Meeting and work commenced immediately after this declaration with residents, businesses and partners to create an action plan to address needs. Through this process a strategic partnership has been established and a road map developed with this group and agreed by Worthing Cabinet in September 2022. This Roadmap (with associated action plan and communications plan) reflects the complexity of the challenges faced by our residents, incorporating multiple approaches to providing residents with support, recognising these complexities in a broad range of actions undertaken across the service system and balancing short term emergency needs with longer term outcomes. The cost of living initiatives also support Worthing's sustainability work in relation to the climate crisis, including work to deliver more energy efficient homes and the development of a sustainable food system.

The Road Map delivers around the following priority areas for action:

- Support our food banks as the frontline of community action
- Maximising ways to address fuel poverty
- Keeping people in their homes safely
- Targeting financial support where its most effective

- Create person centred pathways with a focus on prevention
- A whole system approach to support through partnership working
- Funding and resources to support delivery of the support needed.

Actions delivered in the Road Map Work include supporting Food Groups, developing Warm Spaces and prioritising the work of our Local Community Network to address related health inequalities. As part of this work the Council in November 2022 adopted a new corporate debt policy which provides the framework for the identification of residents experiencing financial vulnerability, sensitive and fair debt recovery arrangements, and effective signposting for those in need of further support. Design work has commenced across housing, revenues and benefits and customer services to develop associated detailed implementation plans and process changes.

Work on our Cost of Living roadmap is underpinned by the proactive approach outlined in 4.31.

Additionally, following a consultation exercise, the Council agreed that from April 2023 the £5 minimum Council tax charge would be completely removed. These changes, combined with other improvements including changes to make it easier for residents to claim Council Tax support when they apply for Universal Credit, have delivered meaningful financial support for our low income and most vulnerable residents. Reflecting the strength of this approach, significant investment has been secured from the UK Shared Prosperity Fund for the Road Map until 2025.

<b>Cost of Living - Actions and Priorities 2023/2024</b>	
Deliver the Cost of Living Emergency Road Map.	<p>The Cost of Living Emergency Road Map developed in 2022/23 will be further developed with a focus on being proactive: moving from emergency and crisis support to prevention and sustainable development.</p> <p>As part of this approach the Council will explore the possibility of:</p> <ul style="list-style-type: none"> <li>• Enhancing links between the Roadmap and our community wellbeing and mental health work.</li> <li>• Working with the County, schools and community groups to support the most disadvantaged children and young people across the town.</li> <li>• Setting up a community day every week in the town hall to support local community groups to open the town hall for regular events for residents including coffee mornings, talks,</li> </ul>

	<p>craft, films and other events</p> <ul style="list-style-type: none"> <li>• How we might best continue our working with Boom Community Bank on the new No Interest Loans Scheme and other opportunities to improve the financial resilience of our residents.</li> <li>• Setting up a community pantry as part of a co-produced work with local food groups and sustainability groups and as a forerunner to developing a new sustainable food system for Worthing.</li> <li>• The Council will continue to work with BOOM Community Bank to support residents experiencing financial hardship and to promote ethical saving</li> </ul>
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#### 4.7 **Community Wellbeing**

The Council, during this challenging context, has sought to continue improvements to wellbeing and community safety, helping to make Worthing a seaside town to start well, live well, and age well in. The Council has been working to ensure Health and Wellbeing is a golden thread through all activities and as such is properly integrated into policy development and service delivery across the Council.

Good health and wellbeing really matters, to our residents and our communities. It is linked to every aspect of how people live their lives, how local neighbourhoods and places function, the strength of our local economy and how we make use of and protect our natural environment. Reflecting these complexities and interdependencies, health and wellbeing is a shared responsibility between the Council, citizens, communities, businesses and other partners, including the National Health Service. `

In this context, one of the council's key roles is to become the connector/convenor and create the opportunity for high impact collaboration between our communities and these other partners in health and wellbeing. A second area of focus is to further develop the preventative space and accept firstly that there are others in the health arena that can work in the acute space more effectively than us, but that we are well placed to work upstream, working proactively to reduce vulnerability. The third area of work is to really emphasise a practical manifestation of our ambitions, for example in the form of community wellbeing hubs, rooted in communities and able to respond directly to need and build community capacity in places.

Through the Big Listen Campaign, other engagement opportunities and information gained through data sources, we are actively adapting the existing strategy to ensure it is able to progress the above approaches and address

gaps in provision and ensure our services meet the changing needs of our diverse communities. For example, multidisciplinary working has been strengthened between the Council's Social Prescribers, OneStop Employment and Money coaches and other customers facing services, to further improve support for residents in accessing support and advice around mental health, weight management, addiction and social isolation.

We have in addition continued to develop and improve engagement with our communities and through this, improve the collection of data and information about community assets and needs. Findings from the Big Listen Campaign and the Census, have started to give the Council unparalleled insight into our communities, helping to inform and guide our work with all communities.

Moving forward our priority will be to develop a design for community wellbeing hubs which will bring many of these strands of work together in a way which embeds community action and participation in the heart of our work, alongside the shift to proactive services which we outline later in the report.

Additional areas of work include:

- 4.8 **Refugees and Asylum Seekers** - The responsibility for refugees and asylum seekers sits with West Sussex County Council and the Borough has been actively working with the County to ensure Worthing is a welcoming and safe place for those placed in the borough, for example from Ukraine. Support for the Third Sector continues to be prioritised ensuring communities have the resources and structures to facilitate advocacy, community voice, inclusion, engagement and participation as well as focusing on our primary responsibilities with respect to housing.
- 4.9 **Young People** - Through the above work it is apparent that the pandemic and the ongoing impacts of the cost of living crisis have affected young people in many ways, including access to education and training, homelessness, social isolation and wellbeing, including mental health. Throughout 2022/23 the Council has undertaken a collaborative review of support for young people in the borough and a Young People's Strategy is presented at this meeting, seeking to ensure young people in Worthing are supported, encouraged and better able to thrive. As outlined in the paper, we will make sure that children and young people are visible and involved in all aspects of our priorities.
- 4.10 **Community Safety** - The Council has been actively working to ensure successful implementation of the Community Safety Partnership Strategy,

against a backdrop of diminishing resources for local districts and boroughs. A review into the effectiveness of the Strategy and the funding formula for Safer Community Partnerships, is underway and completion of this will be a key action in 2023/24. The Council continues to actively support stronger partnership working between the police, businesses, communities and the Licensing team, seeking to address concerns over the impact of the important night-time economy (discussed in section 4.14) both on health and wellbeing and community safety. The Council is working with partners to review recent issues with youth violence. Using a multidisciplinary safeguarding approach this area of work remains a high priority as we seek to reduce youth crime and support both the families affected and victims.

<b>Community Wellbeing - Actions and Priorities 2023/2024</b>	
Develop the Health and Wellbeing Strategy	<ul style="list-style-type: none"> <li>• We will publish a Health and Wellbeing principles strategy for Worthing at the end of this year, with regular progress reporting.</li> </ul>
Embed Health and Wellbeing golden thread.	<ul style="list-style-type: none"> <li>• The Council will undertake a cross cutting review of the directorates to better understand how the authority's work is contributing to the health and wellbeing of our Communities.</li> </ul>
Develop a Community Hub approach.	<ul style="list-style-type: none"> <li>• The Council will develop a broader holistic community hub approach to support better health and wellbeing outcomes. This work will be developed over the summer and next steps published in the Autumn</li> </ul>
Support the Young Person's Strategy.	<ul style="list-style-type: none"> <li>• The Council will support the delivery of the Young Person's Strategy, including engagement work, partnership with schools and colleges and a mental health support event.</li> </ul>
Improve Community Safety outcomes.	<ul style="list-style-type: none"> <li>• The Council will seek to further increase understanding, awareness and support for community safety and will seek to develop, where possible, a public health approach to reducing offending.</li> <li>• Work with our partners to create safer spaces and address violence against women and girls in the night time economy.</li> <li>• Work aimed at reducing youth offending will be highlighted with regular updates brought to Cabinet and the overall</li> </ul>

	approach integrated in the wider young people's work described above.
Refugees and asylum seekers	<ul style="list-style-type: none"> <li>The Council will seek to improve support for refugees and asylum seekers as we work to develop our knowledge and connection with the minorities communities which are here in Worthing.</li> </ul>

#### 4.11 **Housing and Citizen Services**

The Citizen Services Cabinet Portfolio has been established to bring together key service areas linked to housing and entitlements, including homelessness prevention and homeless services provision, revenue and benefits and Council Tax Support, and customer service teams. In bringing these services together, under a single Cabinet Portfolio, the Council is seeking to improve support for residents through better service integration and increased focus on prevention through its work on Proactive; getting upstream of problems before they arise wherever possible. As part of this approach, service delivery with vulnerable residents is person centred, where we work in partnership with our residents to identify options and delivery solutions together.

The Council as part of this work continues to ensure residents have access to suitable housing and is actively developing models that could provide this in a sustainable way, for example by repurposing existing buildings and protecting our limited green spaces. Our entitlements system (including benefits) is subject to ongoing review to ensure it is fair and accessible; ensuring everyone can get the help they need when they need it.

Other areas of progress include:

- 4.12 **Housing** - A landmark housing conference for Worthing was held in February 2023 where key leaders from property development companies, housing associations, architects, charities and consultants from across the region came to explore the best approaches for providing housing, including Council Housing provision, across the borough. Outcomes from the conference include workstreams on how we can develop better 'move on options' for the many households who are currently caught in a bottleneck of emergency and temporary accommodation, ready to move on but with no suitable options available at a rent level that is affordable on local wages and entitlements.

- 4.13 **Revenue and Benefits** - In partnership with Adur, we have accelerated the process of digitisation ensuring the Revenues & Benefits system is more efficient and responsive to the needs of our residents. A new online [change of address form](#) has been launched, reducing call demand in the contact centre and a range of automations are being implemented saving processing time. A suite of improved online forms is due for implementation during the summer 2023.

The Working Age Council Tax Support (CTS) schemes for the Council have been amended so that from April 2023 the majority of citizens who claim Universal Credit will not be required to complete a separate CTS claim form, helping to ensure residents get the right support as quickly as possible. In March 2023 the Revenues & Benefits Service began administering the recently announced Energy Support Schemes and in April, as discussed above, the £5 minimum Council tax charge was completely removed. The Corporate Debt Policy, introducing further proactive and supportive approaches as described above, has been reviewed and adopted.

<b>Citizen Services - Actions and Priorities 2023/20240</b>	
Improve housing provision.	<ul style="list-style-type: none"> <li>• The Council will continue to work with partners to improve housing provision in the borough, including directly delivering new homes (for example on brownfield sites) to improve the well being of our residents and address the current bottleneck of emergency and temporary accommodation</li> </ul>
Meeting specific housing needs and improving emergency accommodation and support for the homeless.	<ul style="list-style-type: none"> <li>• A new housing strategy will be produced this year, building on housing needs data, which will include changes to demand, projected demand and data around the lived experience of people needing housing help and support.</li> <li>• When developing housing the Council will seek to create mixed communities catering for a variety of needs, including but not limited to adaptations for those with disabilities and mobility challenges, care leavers and people who need support to live independently.</li> <li>• Particular focus will be given to the creation of</li> </ul>

	<p>council owned emergency accommodation which will allow us to bring those placed outside the borough, who wish to return, back into Worthing where they can access vital support networks. Having more of our own emergency accommodation will put us in control of the quantity, quality, sustainability, type and location of units as well as helping to ease the budgetary pressures of leasing from third parties. A variety of schemes will be developed with community, registered and private housing providers in 2023/4 including:</p> <ul style="list-style-type: none"> <li>○ Development of a Community Housing move on scheme with support for single people</li> <li>○ Provision of temporary accommodation provision in the borough with support</li> <li>○ Increasing Opening Doors portfolio for all household sizes</li> <li>○ Developing rough Sleeper Accommodation Programme flats with Southdown Housing</li> <li>○ The Council will undertake further work on the possibility of a Worthing 'Housing First' model to tackle rough sleeping. A grant funded Housing First is being piloted by Turning Tides and Worthing Homes and the council will seek to develop this further as part of our Homelessness Prevention Partnership.</li> <li>○ Recognising that some people who experience homelessness also have experience of trauma and mental health conditions, we will look to provide supported accommodation for those who need it, until such a time that they are ready to thrive fully independently.</li> <li>○ This work will look at a range of innovative solutions with an emphasis on modular and modern methods of construction</li> </ul>
Consider a selective licencing scheme to improve the quality	<ul style="list-style-type: none"> <li>● In 2023/24 the Council will investigate the opportunity for a selective licensing scheme to address issues in particular areas of the Borough</li> </ul>

of the town centre housing supply.	that have higher than average levels of private rented accommodation and associated category 1 hazard reports.
Further improve our Revenues and Benefits service.	<ul style="list-style-type: none"> <li>• We will continue to improve our entitlements (benefits) system to ensure it is fair and accessible; ensuring everyone can get the help they need.</li> </ul>

#### 4.14 Culture and Leisure

The cultural offer in Worthing is rich and diverse and the Council has made good progress in 2022/23 to develop this further, providing the conditions and opportunity for the arts and creative industries to grow, thrive and be accessible to all. The links between wellbeing and leisure are being actively reviewed and developed further and the Council has established a Culture Network, with over 100 individuals and organisations now registered on the network. The Council now hosts 3 or 4 meetings a year, with the main focus on networking, establishing events (such as the Festival) and drawing ideas together.

In March 2023 the Cabinet adopted a set of emergent principles that are currently being tested and agreed with the partners and the community. The principles are intended to act as 'guardrails' to support the sector, with the intention of a more comprehensive Cultural Plan being developed through active community participation. The emerging principles are as follows:

- A place where cultural entrepreneurs can set up roots and flourish, where Createch and the culture and creative industries can thrive on innovation - encouraging entrepreneurship and sustainable growth with creativity at the heart
- A place that celebrates its unique creative heritage - through its past, present, and future as part of Worthing's contemporary cultural renaissance
- Where culture grows sustainably in our place between the countryside and the coast - championing sustainability at the heart of cultural participation and production
- A place that platforms quality culture reaching beyond its borders to the creative coastline - collaborating and championing high quality arts experiences at a local, coastal, regional, and national level

- A place where culture welcomes everyone – platforming full and dynamic cultural experiences of all genres and artforms
- A place where culture and creativity delivers growth and regeneration - enhancing the very places we live, work and study to their best potential.

#### 4.15 Other areas of progress started in 2022/2023 include:

- The Council has started to review the Worthing Theatres and Museums (WTM) offer, clarifying and agreeing outcomes and performance indicators and making these available to the public (where they are not commercially sensitive). This work with WTM has included seeking to improve the cultural offer of the Trust to hard to reach communities. Details of this work will be made available in 2023.
- The Council, with its partners, reviewed Time for Worthing and through this process the 'value' of the brand was acknowledged and further improvements maximised through an increased focus on specific priorities, for example upon the Visitor Economy. As a result of this exercise, the Visitor Information Point has been established at the Coastal Office whilst the Worthing Festival has been created to celebrate the diversity on offer throughout all of the Borough and the updated approach to Time For Worthing has meant it was the place where events have been published alongside the venues own publicity.
- The Council has been working with Experience West Sussex to improve the modern visitor experience in Worthing and as part of this approach is supporting the development of new opportunities, including the exploration of how a new accommodation mix can be provided to encourage overnight stays.
- The Council, through Time for Worthing and associated partnership working, has successfully developed a Festival of Worthing – showcasing music, dance, art, heritage and comedy running from June 10th to 18th in 2023. The Festival will include workshops and family events and take place in venues and open spaces across the town, to celebrate Worthing's wealth of cultural talent.

<b>Culture and Leisure - Actions and Priorities 2023/2024</b>	
Develop new principles for	<ul style="list-style-type: none"> <li>• The Council will further develop and adopt a new set of culture and leisure principles for Worthing. Outcomes</li> </ul>

delivery.	from this work will include ensuring culture and leisure provision are integrated into Community Hubs development work, supporting community cohesion and diversity.
Improve our community assets.	<ul style="list-style-type: none"> <li>As part of its asset review process to develop a multi year maintenance programme to improve sports and cultural facilities and increase participation (see below) the Council will identify potential new venues for additional leisure facilities, water sports and other activities based on community need. Activities will include reviewing the development plans for Colonnade House and supporting organisations in successfully gaining additional funding from external grant funders, sponsors and other sources of support.</li> </ul>
Improve the experience.	<ul style="list-style-type: none"> <li>The Council will review the town events programme, increasing accessibility, sustainability and local business involvement. As part of this work we will explore additional open-air sites, and support communities to use parks and open spaces for activities and events. Public art provision will be extended, for example by including public art proposals in new developments and public spaces when upgraded and changed. Finally, the Council will develop impact measures for the Worthing Festival to support funding applications and development in future years.</li> </ul>
Work with community and partners.	<ul style="list-style-type: none"> <li>The Council will continue to develop the Arts Forum which will be a significant contributor to a new Cultural Plan for Worthing. In addition, we'll continue to work with partners to provide better signposting to our arts, music and heritage venues.</li> </ul>
Support the visitor economy further.	<ul style="list-style-type: none"> <li>The Council will measure the impact of this year's focus for Time for Worthing and continue to promote Worthing as a visitor destination. Work will continue with Experience West Sussex on what is the modern visitor offer for families and the Council will support existing providers to change and meet this demand. As part of this work the Council will review its own accommodation requirements to see if assets and buildings could be used more effectively to support the local visitor.</li> </ul>
Improve	<ul style="list-style-type: none"> <li>Undertake a review of South Downs leisure contract and</li> </ul>

contract management.	arrangements to ensure they are delivering best value for the citizens of Worthing. The Council's review of Worthing Theatres and Museums (WTM) offer, clarifying and agreeing outcomes and performance indicators will be published in 2023 and work will be undertaken to develop the contract specification and terms for the next contracting period.
Develop a night time economy plan.	<ul style="list-style-type: none"> <li>The council will produce a night time economy plan utilising data, information and feedback from the Big Listen, Scrutiny, local hospitality businesses and other sources.</li> </ul>

#### 4.16 A Green Council: Responding to the Climate Emergency

In March 2023 Worthing Cabinet approved and adopted a new set of principles governing climate emergency actions in Worthing.

The approach seeks to further accelerate organisational work, while building new partnerships and networks with other “anchor institutions”, local businesses and communities in pursuit of ambitious area-wide targets.

Reflecting wide ranging threats to the natural environment, the cabinet agreed to update the Climate Emergency Declaration to include the Ecological Emergency. Following the declaration, the Council recently brought key organisations together in Sussex - South Downs National Park, Sussex Local Nature Partnership, Sussex Wildlife Trust, West Sussex County Council and East Sussex County Council to discuss the establishment of a 30 x 30 target in line with the Global Biodiversity Target set at COP15. This would involve working to protect 30% of land, coast and sea by 2030. Worthing Council aims to continue discussions at the Sussex level, while also exploring local target-setting with local communities and businesses.

An area biodiversity target would sit alongside the Council's net zero 2045 area target, and set the ambition for the whole community to **mobilise urgently for change**.

To drive this work going forward the Worthing Cabinet agreed to establish a Climate and Ecological Emergency Response Group comprising a number of committed and willing individuals from different local environmental

community groups, and other local organisations. The approach is currently being designed to deliver high levels of participation and representation, and the first group session will be held in July 2023, forming part of the Council for the Community approach, supporting different organisations and community groups in working together to adapt to and mitigate the adverse consequences of Climate Change, across decarbonisation, biodiversity, climate adaptation and the circular economy.

In addition, the Council will explore the establishment of a Climate Network for Business, which would allow the development of shared projects and peer support to accelerate transitions across carbon, nature and circular economy - building a movement for change.

The Cabinet agreed as part of this approach to ensure a just transition for all, recognising that those on low income, from deprived neighbourhoods or from excluded groups will need to be represented and may need additional support to access solutions and opportunities.

In addition the following progress has been made:

#### **4.17 District Heat Network**

The Council has reviewed the procurement and business model for the Heat Network delivering the very best sustainability outcomes and retaining as much investment as possible in the Borough.

Pinnacle Power has been identified as the preferred bidder for the Network which will focus on public sector and new developments within the town centre and will deliver carbon savings in excess of 3,000 tonnes a year.

Where Council buildings connect, emissions from heat are predicted to reduce by up to 80%. The approach developed ensures that over time, as the network is expanded, residential and commercial customers will have access to the most economical way of decarbonising heat supply. The bidder's social value delivery plan outlines an initial four, plus a further three full time roles with an emphasis on attracting local people, with provision of significant training; 4 work experience placements per year, two apprentice placements per year, three educational workshops in schools per year, a site visit for all high schools and local universities each year, and paid staff volunteering in the local community including at our nature restoration sites.

#### 4.18 **Reviewing Regeneration Schemes** (see also improvement areas below) -

The Council has pursued an integrated area based approach to regeneration looking at the contribution each new development can make to our places, strengthening communities and minimising impact on the environment.

Renewed efforts to ensure that the new neighbourhoods created exemplify the best sustainable building and design solutions to support our changing climate by reducing greenhouse gas emissions and pursuing a zero carbon future. A concerted effort has been made to reevaluate scheme designs to ensure that they implement biodiversity enrichment by planting trees to establish green corridors that connect with the town, aiding water absorption and air quality improvement.

#### 4.19 **Carbon Reduction Review**

The Council is continuing its work on the Carbon Neutral Plan, including securing £3.1 of Public Sector Decarbonisation Scheme to date to improve the energy efficiency and reduce carbon emissions across the corporate estate.

As part of the Council's forward planning work, heat decarbonisation plans have been developed for all corporately maintained gas-boilers (including leisure centres and community centres) and work is ongoing to evaluate options for reducing emissions for the crematorium. A fleet decarbonisation strategy is under development for adoption later this year.

In order to offset residual emissions from electricity, a scoping exercise for a solar farm is currently being explored and funding will be sought for a first-stage feasibility study in the next few months. Further work is planned to improve energy efficiency standards in rental properties, including for Turning Tides and 'Open Doors' properties .

Further bids to the Public Sector Decarbonisation Scheme will be submitted subject to deliverability of the works within eligibility criteria and deadlines.

#### 4.20 **Natural Areas**

Through the new Climate & Ecological Emergency Response Group, and through working with key partners including Sussex Local Nature Partnership, Sussex Wildlife Trust and Weald to Waves (Knepp Estate), the Council aims

to create a local nature recovery strategy that shows communities and businesses what we need to do collectively to recover biodiversity in our town: the wildlife corridors we need to build, urban greening plans and how newly identified land parcels and spaces and residential gardens can be used and adapted to help nature thrive again.

We envisage the development of significant proposals to philanthropic funders, working with communities and businesses, and we are forging links with other major anchor institutions to establish shared commitment to supporting and driving the work.

In addition the following progress has been made:

The Council, through the Environment and Climate Emergency portfolio leads, have worked closely with the South Downs National Park to discuss climate and ecological emergency impacts, mitigation and adaptation to ensure the future of Cissbury, Shepherds Mead land and the Sanctuary land in Salvington ward. In partnership with the National Park, the National Trust and local communities (including Findon Valley Residents Association), the Cissbury Fields Site Management Plan is being developed and is being very positively received by local residents and partners.

The Council has worked with national charity Trees for Cities to establish a new crowdfunding scheme called Trees for Streets to increase urban tree planting in Worthing.. In addition the Council has stopped using harmful pesticides in parks and open spaces.

#### 4.21 Sustainable Travel -

Work to improve sustainable travel across the Borough is ongoing, including partnership work with the county on the Growth Deal, bus network development, refreshing the Local Cycling and Walking Infrastructure Plan (LCWIP), supporting safe school street improvements and planning for a 20 mph community consultation exercise for neighbourhood streets to improve safety. In addition, the Council has delivered on its commitments to deliver an expanded bike share scheme with new hubs coming on stream this month. Further commitments and details of these plans are provided below.

Climate Emergency - Actions and Priorities 2023/2024	
Deliver climate	<ul style="list-style-type: none"> <li>The Council will work to implement the recently adopted</li> </ul>

emergency principles.	<p>‘Principles Governing Climate Emergency Action for Worthing’ and undertake the work necessary to achieve our net carbon zero target by 2030 for council operations and by 2045 for all of Worthing.</p> <ul style="list-style-type: none"> <li>• The Council will set up the Climate Emergency &amp; Ecological Emergency Response Group with communities, and explore a Climate Network for Business to help bring together and mobilise business involvement in the work with the intention of creating an eco-charter to highlight businesses and organisations making positive changes in the face of the climate emergency in order to celebrate and inspire others.</li> </ul>
Improve sustainability standards for regeneration projects	<ul style="list-style-type: none"> <li>• The Council will continue to support the improvement of regeneration schemes and ensure their alignment with climate and ecological emergency priorities.</li> <li>• The council will seek to achieve the highest sustainability and architectural standards in buildings - simultaneously sympathetic to Worthing and innovative in design. As Part of this work the council will review options and consider the development of a design code and/ or develop a stand alone policy.</li> </ul>
Improve climate change and carbon reduction planning across the estate.	<ul style="list-style-type: none"> <li>• The Council will identify where energy efficiency measures are required in its estate and where possible Decarbonisation of the Public Sector funds will be applied for.</li> <li>• The Council will continue to re-evaluate council owned and jointly owned buildings, green spaces and other council assets (including vehicles) to ensure climate change and carbon reduction plans are in place or will be put in place by the timetables agreed.</li> <li>• We will as part of this start to undertake an energy efficiency assessment of emergency and temporary council owned accommodation (all council owned temporary accommodation is EPC rated C). The Council will also work with housing partners to better collaborate and deliver an energy efficiency assessment of their properties. In a similar way the Council will seek to work in</li> </ul>

	<p>partnership with the owners of 'Open Doors' properties and the owner/occupiers of properties with energy efficiency ratings E or below.</p>
<p>Improve partnership working on Climate Emergency impacts, mitigation and adaptation.</p>	<ul style="list-style-type: none"> <li>• The Council will work strategically with Sussex partners on the development of a biodiversity target (e.g. 30 x 30) that helps engage and mobilise communities and businesses in a shared and urgent effort, developing significant funding proposals for a high impact engagement and community action campaign.</li> <li>• The Council will continue to work with external partners (South Downs National Park, the National Trust, communities and other stakeholders) to realise the ambitions identified with communities regarding Climate Emergency impacts, mitigation and adaptation of Shepherds Mead and the Sanctuary land at Cissbury. The Project Delivery Team will coordinate and progress plans, including application for Countryside Stewardship Scheme (August 2023), further stakeholder and community engagement and ongoing management of the site.</li> <li>• The Council will develop an incident management / response plan to enable the timely engagement with residents and external partners including Environment Agency/Southern Water/others to mitigate for climate change related severe weather (heat, flood, invasive species) and also industrial/biological contamination or disease epidemics.</li> </ul>
<p>Develop a Local Nature Recovery Strategy</p>	<ul style="list-style-type: none"> <li>• The Council will also work with the County, Sussex Local Nature Partnership, Sussex Wildlife Trust and other key stakeholders to support the development of a Local Nature Recovery Strategy.</li> <li>• The Council will continue to develop collaboratively a natural capital approach, including readiness for Biodiversity Net Gain national rollout in November 2023.</li> </ul>
<p>Develop a Growth Deal to improve</p>	<ul style="list-style-type: none"> <li>• The Council will actively work with the County on the development of a Growth Deal that stimulates and supports active and sustainable travel. In addition the</li> </ul>

sustainable and active travel.	<p>council will seek to:</p> <ul style="list-style-type: none"> <li>○ Support bus network development including the development of an Active Travel Hub (Teville Gate)</li> <li>○ Explore the possibility of Electric Bus provision</li> <li>○ Expand on 2023 Christmas Bus promotion</li> <li>○ Fund a design plan for the George V to Sea Lane Cycle path and look to allocate funding for the build as soon as possible</li> <li>○ Commence 20mph community engagement work to improve community safety on residential streets.</li> </ul>
Further integrate climate emergency and public health work.	<ul style="list-style-type: none"> <li>● As part of this work the Council will bring together Climate Emergency and Public Health work, tackling air pollution and mental wellbeing through urban greening and sustainable transport networks.</li> </ul>
Develop local sustainable energy	<ul style="list-style-type: none"> <li>● As part of the development of strategic initiatives to drive to net zero for the area by 2045, develop a broader clean energy approach with partners and communities, examining external funding and investment opportunities to maximise the use of solar, wind, hydrogen and other clean technologies.</li> </ul>
Create a circular economy model	<ul style="list-style-type: none"> <li>● Through the new Climate Emergency &amp; Ecological Response Group, develop a circular economy approach for Worthing based on the principles of Re-use, Recover, Remanufacture, Refurbish, Rethink, Refuse, Reduce, Recycle, Repurpose, Repair - across council procurement and operations, the wider business network, communities and neighbourhoods and homes. Many of these initiatives will require the development of propositions and the securing of external funding.</li> </ul>

## 4.22 Environment

The Council's ambitions going forward are to build on the foundations already established in the first 12 months of administration. It will expand to encompass wider goals delivering environmental excellence both onshore and offshore ensuring Worthing is a green, fair and local coastal town.

A Greening Plan will help deliver a network of connected green spaces as a major part of the Local Nature Recovery Strategy, reflected in a new Parks

and Open Spaces Management Strategy (incorporating Big Listen Campaign feedback).

As a coastal town, we have a responsibility for and an opportunity to protect and improve our blue habitats - our precious chalk streams, coastline and sea. The Sussex Bay initiative, created and led by the Council in partnership with Adur Council, continues to build strong momentum, increasingly recognised nationally as an exemplar. Stretching along the entire Sussex coast, the project is working to unlock £4m of funding to support kelp and other habitat research, development of nature financing models, innovation in marine regulation through a UK first support partnership with The Crown Estate, support for small boat fishing communities and a range of community participation initiatives including citizen science.

The Council has developed a strong reputation for its work on nature recovery, and the opportunity to more deeply engage and involve residents and businesses is the next big step.

The administration's first year has already delivered tangible change:

#### **4.23 Parks and Open Spaces:**

The Greening guide and Parks and Open Spaces Management Strategy will drive the continued improvement of our council-owned spaces, ensuring high amenity and well-being value for our communities alongside work to improve biodiversity.

We aim to make better and fairer use of the Council's capital and revenue expenditure in green spaces, recovering biodiversity and improving access and recreation.

Our capital programme focuses on delivering improved playgrounds in our parks with an emphasis on accessibility and inclusion; and we are actively promoting the involvement of Friends across our open spaces in helping to design and curate improvements including new planting schemes.

Trees for Streets is a community crowdfunding initiative that has generated a great amount of interest and the first trees will be planted later this year.

Officers are also undertaking work to further improve the work of our Bereavement Services and a Cemeteries Management Plan is being developed for 2023/24.

#### 4.24 **Waste and Recycling**

Work to develop a new Waste Management Strategy, incorporating Big Listen Campaign feedback on options around recycling provision, food waste collection and smart collection services awaits critical guidance on proposed changes to refuse and recycling as set out in the Environment Act 2021.

In preparation for the changes we have commissioned (with Adur) a feasibility study, delivered by Eunomia Research and funded by WRAP, on food waste collection options. The study identifies different collection options and models their costs and performance. Council wide roll out and time-scales will be subject to government new burdens and capital funding, and joint working with the County Council as the disposal authority.

In the meantime proposals for a trial, which will focus on food waste minimisation as well as collection, is being scoped in detail. Subject to funding and availability of resources (vehicles and containers) will be rolled out later this year.

The Council has introduced kerbside recycling of electrical waste - currently collecting 1 tonne per week - and will look to expand this.

In the past 12 months the Council has significantly increased its communication around waste and recycling, including information on social media to incorporate national and local recycling campaigns and numerous blogs covering seasonal items including food waste minimisation and Christmas recycling.

We have secured grant funding for 'recycling on the go' which will be used to install additional on street recycling bins on the seafront. A communications campaign is being launched as part of the project and analysis of contents of the bins will be undertaken to assess how effective they are.

<b>Environment - Actions and Priorities 2023/2024</b>	
Further develop Big Cleanup initiatives.	<ul style="list-style-type: none"><li>• The success of the Big Clean Up will be built upon and as we develop we will work with volunteers</li></ul>

	<p>and partners in order to work together effectively to participate and bring to life our civic pride in Worthing.</p>
<p>Improve community participation.</p>	<ul style="list-style-type: none"> <li>• As part of our work to become a Council for the Community the Council will develop a Volunteer Charter, to ensure effectiveness, safety and equality while supporting voluntary and participatory activities</li> <li>• We will develop with partners the idea of a Worthing 'big nature watch' with the intention of using citizen science approach to benchmark our nature</li> <li>• We will support communities to engage proactively with the parks and natural spaces in this journey. We will enable residents to establish and maintain pockets of biodiversity - from the humble roadside verge to tree lined streets, working with WSCC to extend Community Road Verge Schemes and cease the use of weedkiller being used by WSCC at the base of trees in Worthing.</li> <li>• The Council will be an active supporter of NoMowMay 2024, encouraging residents as well as participating in targeted spaces of our own green spaces.</li> <li>• Through continued listening includes working smarter to meet residents expectations for a clean, functional town. Our priorities reflect this listening and are captured as the three Bs; Bins, Benches and Basics.</li> </ul>
<p>Improve communication with residents regarding waste and recycling.</p>	<ul style="list-style-type: none"> <li>• Dedicated, regular communication will seek to inform and encourage less waste and more recycling - increasing the percentage that is reused or composted. We will go further and develop reuse hubs increasing the amount of material saved from landfill. We will increase</li> </ul>

	<p>awareness about the environmental and health hazards associated with dog fouling.</p> <ul style="list-style-type: none"> <li>• The Council has launched an app in the spring of 2023 that will enable us to proactively engage with residents about waste and recycling, provide information about what can be recycled, push out campaigns and provide service information, e.g. relating to collection days.</li> </ul>
Improving accessibility of our spaces	<ul style="list-style-type: none"> <li>• The public conveniences in High Street MSCP will be refurbished and include the installation of a Changing Places facility. As part of the ongoing review of toilets planning for 24/25 will look to develop proposals for the next major refurbishment.</li> <li>• The cafe in Brooklands Park will also have new public toilets, including a Changing Places facility.</li> <li>• We will review the accessibility of our parks in order to increase accessibility for all of the many groups of people who should be able to enjoy our green spaces. As part of this work we will explore provision with young people so they can enjoy these spaces as valued members of our society.</li> </ul>
Develop a new waste strategy.	<ul style="list-style-type: none"> <li>• A new Waste Strategy for the Council relies significantly on policy and guidance emerging from the National Strategy in relation to consistency in collection (including food waste), extended producer responsibility (EPR) and a national Deposit Return Scheme (DRS). Details on the policy and guidance associated with the national strategy (including funding for local authorities) have been repeatedly delayed but are now expected 'imminently'. A report will be brought to Cabinet setting out a plan for the revision of the Council's Waste Management Strategy during 2023/24, subject to confirmation of national policy and guidance.</li> <li>• Despite ongoing delays at national level the</li> </ul>

	<p>council will continue to make every effort to keep pace with the Government goal to recycle 65% by 2035 and as part of this will seek to undertake a bins review including for flats, public recycling and dog waste to ensure the “right bins in the right places”, and including tests of the use of QR code public bin reporting.</p> <p>Additional activities planned for 2023/24 include:</p> <ul style="list-style-type: none"> <li>○ Delivery of a small scale food waste collection trial, building on the feasibility study completed last year.</li> <li>○ Develop our work with communities to maximise the opportunity for community and home composting as part of our approach to managing food waste.</li> <li>○ Continued engagement with neighbouring districts and boroughs and with West Sussex County Council as the waste disposal authority planning for the anticipated changes. As part of this work, engagement will also be undertaken with national organisations including LARAC (Local Authority Recycling Advisory Committee) and the Chartered Institute for Waste Management.</li> <li>○ Work with local schools and communities to identify and work with recycling champions.</li> </ul>
Improve the quality and provision of green spaces.	<ul style="list-style-type: none"> <li>● In partnership with Adur, the Council will seek to prepare a Parks and Open Green Spaces Management Strategy (incorporating Big Listen Campaign feedback and to look at both green and blue spaces) that meets the needs of our residents, our Climate and Ecological Emergency priorities and our Community health and wellbeing needs.</li> <li>● The Council will seek to work with CIL and other</li> </ul>

	<p>funding to enable Communities to deliver urban greening and actively contribute to ecological enhancement directly wherever possible. This work will include the enhancement, creation and maintenance of green corridors and extending areas of foreshore vegetated shingle to enable migratory pollinating species to connect with inland habitats.</p> <ul style="list-style-type: none"> <li>• Tree planting, and in particular the trees for streets initiative, will continue and the council will work with Highways and other partners to increase street tree replanting. As part of this work the Council will seek to improve data on trees and in particular our tree canopy cover as we work to increase our ratio of green space per person.</li> <li>• Feedback from the Big Listen Campaign has been used to review and improve the quality and accessibility of the leisure offer in Worthing parks, seafront and foreshore, for example: <ul style="list-style-type: none"> <li>○ Beach wheelchair and place to store and booking system.</li> <li>○ Basketball courts improvement in West Park, and plans in progress for other parks.</li> <li>○ New seating involving young people is being designed.</li> </ul> </li> </ul>
<p>Improve our blue spaces and deliver Sussex Bay.</p>	<ul style="list-style-type: none"> <li>• Worthing Borough Council will continue to work with partners to strongly challenge Southern Water to eliminate sewage dumping in our rivers, streams and sea.</li> <li>• The Council with assistance from citizen volunteers will gather data and resubmit applications to DEFRA for two additional Bathing Designations. One at East Beach and one at Goring Gap</li> <li>• Our Sussex Bay initiative will continue to grow</li> </ul>

	<p>and develop, providing major opportunities for nature restoration, community participation, the renewal of coastal industries and ecotourism. External bids for Sussex Bay are being developed with partners currently, valued at £4m.</p> <ul style="list-style-type: none"> <li>• A further major bid with partners, led by West Sussex County Council and including University of Brighton, University of Sussex and Shoreham Port has been submitted for a “Connected Buoy” network which would provide mobile signal out in Sussex Bay to support technology innovation in marine research and maritime uses.</li> <li>• The Council is a member of the Arun to Adur Farm Cluster, and is on the steering group for the Weald to Waves initiative led by the Knepp Estate. We will work in partnership with the Ouse &amp; Adur Rivers Trust to develop projects to protect our streams from pollution (litter, chemicals and sewage), including Teville Stream which feeds into Brooklands Lake and Ferring Rife.</li> </ul>
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## **A Local Council**

### **4.25 A local economy that works for our community**

Worthing Council believes in an inclusive, resilient economy which provides stability, high quality opportunities for all and a social safety net at its core. People should have access to good quality work which offers a living wage, decent conditions and good working practices. This means championing ‘Good Work’, the ability for people to access the right work for them, that provides the right work life balance and a good income, with the opportunity to learn and develop and live a good and healthy life. The Council also believes that access to safe, secure and sustainable housing, delivered by a local and green supply chain, is critical for all our residents. The Council is therefore investing in sustainable housing growth to help create a fair deal for citizens now and into the future.

In December 2022 the Administration agreed new economic principles for

Worthing reflecting the vision of the Council to be fair, green and local. The foundation to this economic approach adopted is community wealth building. This is a people-centred approach to local economic development, which redirects wealth back into the local economy, and places control and benefits into the hands of local people. The approach seeks to be green and address the climate and ecological emergency in a number of ways, for example the Council is working with business partnerships and networks, seeking to provide effective tools to enable businesses to better understand their carbon footprint and take action to drive to net zero, supporting our ambition for Worthing to be net zero by 2045.

In adopting this approach the Council in 2022/23 has prioritised listening to our residents in order to meet their aspirations for regeneration in a way that protects the environment, mitigates climate impact, provides homes and responds to the cost of living crisis. Existing and future developments have and continue to be carefully reviewed, to ensure developments enhance the environment, reflect the creativity and heritage of Worthing, as well as providing the housing and amenities that our town requires. The Council as part of this approach has been working with local businesses, colleges, schools and employers enabling them to flourish, providing the jobs and training opportunities that our residents, including our young people, need.

The Council, as part of the community wealth building approach, is seeking to maximise the opportunities provided to us through our procurement approaches giving additional emphasis to better outcomes for residents, investments in local supply chains and enhanced local employment opportunities.

The Council has been using its resources in a wide number of ways, responding to community needs and interests on a number of scales. This work has been across the portfolios and includes the following examples:

- Ongoing work to identify how vacant buildings could be offered to charities on a short-term basis and identify pop up spaces for crafts and artists.
- Work to ensure the Decoy Farm development supports the growth of green businesses.
- The development of a better partnership with BOOM Community Bank helping to ensure residents experiencing financial hardship are able to get the help they need.
- Exploring the possibility of developing a local Climate Bonds scheme

- Developing a Worthing Good Business Charter (in partnership with the Chamber of Commerce who have already signed up to the Charter).

The Council's anchor tenancy of the Cityfibre gigabit network has unlocked £25m of commercial investment delivering 155 km of fibre build in Worthing to 37,000 homes with a target of 70,000 and creating 130 regional jobs. Citizen WiFi is now being procured for the town centre utilising the new fibre to council assets, for delivery this financial year.

In the past 12 months the council has delivered the following regenerative developments and initiatives:

#### **4.26 Regeneration of our Town Centre and Seafront**

Over the summer 2022 the Council started its work on the Town Centre and Seafront with the very successful 'Big Clean-up Week' and other following Big Clean Up events. These events involved the Council working with residents, business and the TCI to bring neglected and forgotten areas back to life. The first Big Clean up Week ran from 1 to 7 August and included works to various areas to smarten up the seafront. The area around the Pavilion Theatre was jet washed and the doors and railings were painted as well as carrying out weed removal. The seafront shelters at the Marine Gardens and George V Avenue were redecorated and the paintwork at two other shelters, Thorn Road and The Lido were improved. On 7 August a community beach clean took place with over 100 people taking part. Volunteers also cleaned up and repainted benches in Beach House Park. The second week of activity took place from 19th to 25th September and included work to cut back the Tamarisk hedges along the Promenade and painting works to the Denton Gardens Kiosk and the Denton Gardens seafront shelter. Community volunteering events took place on Sunday 23 October with a beach clean and a neighbourhood clean in Victoria Park.

The Council has worked with key community stakeholders to put together a green, community focused design for Montague Place, with the objective of breathing life back into the heart of our town. In collaboration with stakeholders, the Council has also started plans to implement an additional bespoke set of public realm, property related, climate action and other improvements for this area.

Looking forward we will put our coastal heritage at the heart of our regeneration of the seafront and we will focus on improvements through regeneration of our Seafront and Promenade offers with projects that support our vision as part of Sussex Bay, greenest, fairest coastal town. This means continuing to develop plans to restore the Lido as a jewel in the crown for the Borough and our goal this year is to bring forward practical next steps in an options paper for this vital landmark.

The Council will in the next 12 months explore the creation of a car-free town centre and seafront, with a new network of pedestrian and cycling routes providing safe and easy access. This will underpin the development of an infrastructure plan which will form the basis of our partnership work with WSCC and other infrastructure providers.

The Council will also continue to drive progress with the development of Teville Gate as well as progressing the development of Union Place with the ambition of ensuring Union Place has commenced development in Summer 2024. A key focus of work will be in securing a development partner for Teville Gate by Winter 2023 which will have the experience and capability to be on site in 2025.

We continue to work on plans to support Colonnade House - putting it at the heart of the creative economy of Worthing.

#### **4.27 Green Inward Investment**

The Council has renewed and reinvigorated its commitments to actively working with local businesses and has been working with the TCI and others to support start ups and encourage more networking and collaboration between businesses, communities, the Council and Not For Profits.

As part of this work the Council continues to stimulate green businesses promoting low carbon economies and developing Sussex Bay as the powerful delivery framework for sustainable tourism, aquaculture and fisheries, renewable energy and nature conservation. We are as part of this work actively reviewing the opportunities for Decoy Farm to make a significant contribution to our Net Zero economic ambitions and support green business growth. We will build on this by exploring how best to create and support regeneration zones within the Borough that work with our eco-charter partners (as proposed in 4.16) and support our green vision for net zero.

## Economic Development and Regeneration - Actions and Priorities 2023/2024

Implementation of the 'New Economic Principles for Worthing' roadmap.

- The Council will work to implement the recently adopted 'New Economic Principles for Worthing' including:
  - Development of model of a circular economy with sustainable growth, drawing from approaches such as Doughnut Economics and the Cooperative Council movement
  - The engagement of Anchor institutions in economic development networking
  - Devolution of decisions and resources to community level (see also community sections)
  - Economic planning to include wellbeing outcomes, inequality reduction and climate emergency requirements
- To improve green inward investment the council will continue to actively work with local businesses, the Worthing BID and others to support start ups and encourage more networking and collaboration between businesses, communities, the council and Not For Profits.
- Develop a business support plan for 2023-25 with three key strands of sustainability, innovation and digital. As part of this work, Decoy Farm is able to make a significant contribution to our Net Zero economic ambitions.
- With partners the council will seek to better understand and respond to skills employment gaps and will seek to stimulate and encourage CreaTech (where creativity meets technology to

	create new ways of engaging audiences and to inspire business growth and investment).
Improve skills	<ul style="list-style-type: none"> <li>• The Council will interact with local schools and colleges to promote skills required by local businesses (including green jobs).</li> <li>• The Council will work with Eco-Charter partners to make sure that our offer with respect green skills is innovative and effective to support growth</li> </ul>
Develop a digital business hub.	<ul style="list-style-type: none"> <li>• Continue development of our digital Business Hub (Customer Relationship Management tool), providing joined up support for our local SMEs.</li> </ul>
Deliver Regenerative Development in the Borough.	<ul style="list-style-type: none"> <li>• The Council will develop Worthing design codes and as part of this consider what a 'Worthing Garden City' might look like and identify how progress on this vision might be achieved.</li> <li>• The council will progress development of Teville Gate and Union Place, negotiating with developers for the fairest, greenest deal possible for our town.</li> <li>• Publish a green, community focused design for Montague Place and look to allocate funding and to build it out by the end of 2024</li> <li>• The council starting in 2023/24 will seek to improve the edge of town areas through public realm interventions, for example through CIL contributions. Areas to benefit from this approach are to be agreed and the following areas are being considered: Montague Street West, Brighton Rd, Chapel Road, Ham Road and Tarring Road.</li> <li>• As described above the Council will ensure the Decoy Farm development supports the growth of green businesses</li> </ul>

Promote and improve active travel.	<ul style="list-style-type: none"> <li>• The Council will continue to promote and support active travel, encouraging residents to make journeys in physically active ways - like walking, wheeling (using a wheelchair or mobility aid) and cycling. We aim to make active travel the natural choice for short journeys.</li> <li>• The council will continue to explore options around the creation of a car-free town centre and seafront, with a new network of pedestrian and cycling routes providing safe and easy access. Major focus on this in 2023/24 - George V to Sea Lane Cycle lane design and focus on finding funds to get it built.</li> </ul>
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## 5 Organisational Design & Capacity

Much of what we want to achieve relies on our organisation being set up to deliver in the right way. In terms delivering Our Plan, we are focusing on the building of the following organisational capabilities with our Adur partners:

### 5.1 New modern organisational design

In response to Our Plan, the Council will redesign services over time to reflect the three principles identified in Our Plan making the Council. The means we will:

- Focus on **resilience** rather than just efficiency
- Make change and **adaptation** part of how we work all the time
- Create the context for **participation** so we always be doing things with and not to people

## 5.2 **A shift to proactive**

Our proactive work is about more than just the data and we will work to redesign frontline services to respond to the evidence we are seeing of the benefits of working in a more proactive way. We are focused on hardwiring a more proactive approach into how we collect income and recover debt, ensuring that this is aligned to our new corporate debt policy, which is premised on being fair, consistent and sensitive to people's needs. We are also designing more capacity into our teams to enable us to become more proactive in our approach to citizens that need help and support early, to enable them to manage and become more resilient. Working alongside our community partners, we want to continue to develop proactive working within our neighbourhoods and places, building strong community capacity to ensure that communities have what they need to help each other during difficult times.

## 5.3 **Working in place**

As part of the organisational redesign work we will develop our ability to work with our communities. It's also about making sure that our frontline teams are part of and central to how we work with communities. To enable this we will develop a shared 'map of place' so that all teams have a common geographical footprint for delivery and we will experiment with forming multidisciplinary teams which support each other's work in these places.

## 5.4 **Working more effectively with our partners**

We will review our current partnerships and ensure that we are making the most of the strengths and opportunities that these bring. We will look where possible to combine efforts with partners in order to make a greater impact across our priorities.

## **5.5 Investing in digital**

We will continue to invest in digital technologies in order to improve our customer experience and increase our organisational resilience by improving process design and effectiveness. We will focus on where there is a need to increase staff capacity to work directly with citizens so that we can continue to develop our proactive work.

We will build on the investment in gigabit infrastructure by developing our work with respect to citizen wifi as well as implementing new tools that will support our ambition as a Council for the Community.

## **5.6 Developing our data led practice**

As part of the organisational redesign which is driven by Our Plan we will develop our internal planning and prioritisation capabilities and develop performance dashboards to support our delivery ambitions.

We will continue to develop our use of predictive analytics in our proactive work in order to increase our ability to reach people before they are in crisis.

## **5.7 A strategic review of our assets**

The Council will continue to review its assets, to make sure we are using them well and to the greatest benefit for our residents. Drawing on the new economic principles outlined above, this approach will increasingly see the Council, with its partners, use economic levers to create a more resilient and sustainable local economy, with more diverse businesses, creating more employment and well-paid jobs for local people.

We will take a structured review of all of our assets with a view to determining how best they can be utilised to support our local communities. This will involve being open and transparent about the land and buildings that we own; ensuring that our relationships with tenants are strong; and that we maintain safe and well managed assets. Where it makes sense to do so, we will dispose of land and buildings to achieve our wider objectives.

## 5.8 Developing our use of external funding

We will review our current use of external funding and consolidate it as well as reviewing opportunities to expand our work with appropriate partners and funders who share our vision and purpose. We are leveraging external resources wisely to deliver our ambitions, such as the use of the Shared Prosperity Fund to focus on key priorities including the costs of living crisis and Proactive.

<b>Capacity Building - Actions and Priorities 2023/2024</b>	
Improve data and information about our communities.	<ul style="list-style-type: none"><li>• The Council will further develop and improve our data collection and management systems across the Council to give a clearer picture of how our Council services are interacting with and serving the needs of our Communities. As part of this work the council will seek to continue investment in digital infrastructure</li></ul>
Digitalise core services	<ul style="list-style-type: none"><li>• The Council will further develop digital self-service while improving customer experience and supporting residents most in need. It will also invest in new digital services in planning and bereavement and further improve digital and data services in housing.</li><li>• The digitisation of the Revenue and Benefits service will be completed in 2023/204, freeing up valuable officer time and allowing skills to be used on our Proactive programme, identifying and helping those most in need of our help and support. Proactive work will become more and more important in our efforts to prevent homelessness and the integration of the low income family tracker (LIFT) and Telljo will allow us to make targeted interventions on relevant groups. In addition, the introduction of Citizen Hub will allow better and more effective cross communication between the housing needs and customer contact teams, ensuring that wherever a Citizen first makes contact with us, their needs and concerns are treated holistically with relevant information made available to all the relevant departments.</li><li>• The Council will continue to improve the integration of support for our residents (benefits, support, wellbeing services) and link this to work being considered linked to creating a broader holistic community hub approach.</li></ul>

Improve digital provision.	<ul style="list-style-type: none"> <li>• Ensure free public space broadband is available in the town centre and on the seafront and improve digital access in community hubs across the Borough.</li> <li>• Improve the Council's own core digital infrastructure and invest in more robust cyber security.</li> </ul>
Asset review and improve green spaces and leisure facilities.	<ul style="list-style-type: none"> <li>• The Council will continue its Strategic Review of Assets to ensure they continue to be used efficiently and as effectively as possible.</li> <li>• Use information from the strategic asset review and audit of parks and pavilions to develop a multi year investment programme to improve sports and cultural facilities and increase participation.</li> <li>• As part of this work a strategic review of planned investment into parks and open spaces (e.g. play equipment, grounds, seating and biodiversity improvements, biodiversity monitoring) will be undertaken.</li> </ul>
Ensure procurement brings stronger benefits to the local community.	<ul style="list-style-type: none"> <li>• The council will continue to maximise the opportunities provided to us through our procurement approaches giving additional emphasis to better outcomes for residents, investments in local supply chains and enhanced local employment opportunities. In particular we will look at how to maximise opportunities provided by the new Procurement Act expected in 2024.</li> </ul>
Consider a climate bonds scheme.	<ul style="list-style-type: none"> <li>• The Council will explore the possibility of developing a local Climate Bonds scheme to raise money for local sustainable projects.</li> </ul>

## **6. Engagement and Communication**

Inclusive participation is central to the overall approach of the Council. Engagement with our communities and partners through the Big Listen Campaign, the opening of democracy and other engagement opportunities described in the report, are better informing and directing the plans of the Council.

Through our 'Council for the Community' principles and objectives the Council is actively seeking to make the connection between what we hear from the communities in Worthing and the decisions we make.

Delivery of specific projects will be communicated through the Council's communication channels, press releases, social media etc as appropriate but we will also use these channels to amplify community voices and to invite new ideas and contributions to the work of the Council.

## **7. Financial Implications**

- 7.1 The cost of delivering most of these priorities are accommodated in the existing 2023/24 budget. Where this is not possible, funding will be sought from members, either with decisions around changing priorities or with the use of reserves, to support the delivery of individual initiatives.

## **8 Legal Implications**

- 8.1 Part 1 of the Local Government Act 2000 provides all local authorities with the power to take any steps which are likely to promote the economic, social and environmental wellbeing of their area and residents. It also places a duty on authorities to develop a community strategy, together with other local bodies, for this purpose, and is a strategy that also contributes to the achievement of sustainable development in the UK
- 8.2 s1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation

- 8.3 Section 3(1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness
- 8.4 Specific legal implications arising from any of the commitments referred to in this report, will be reported to Members, in each commitment specific report delivered as part of the usual decision making process.

### **Background Papers**

- [Strategic Priorities for Worthing Borough Council](#)
- [Our Plan for Adur and Worthing Council's](#)
- ['Becoming a Council for the community: principles and approach'.](#)
- [New Economic principles for Worthing](#)
- [The Principles Governing Climate Emergency Action for Worthing](#)
- [New Culture Principles for Worthing](#)

### **Officer Contact Details:-**

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## **Sustainability & Risk Assessment**

### **1. Economic**

This document describes the Council's new approach to economic activity which reflects the objectives and priorities of the Administration. As such it is intended to have an ongoing positive effect on the Borough's economic activity and an action plan to support this will be developed in 2023/24 to support this work.

### **2. Social**

**2.1 Social Value** - The work outlined in this report is expressly designed to increase social outcomes - building participatory infrastructure and capability in order to help our communities thrive. Key priorities set out in the report include being responsive to the needs of the community by opening up democracy and undertaking more engagement and participation work. In response to the cost of living crisis, for example, the Council has worked with residents, businesses and partners in the creation of an action plan to immediately start addressing needs. Actions include how the authority can help prevent households entering crisis as well as helping those who are already struggling. The action plan and its associated engagement processes are enabling the Council to better understand the scale of need, identify who most needs support and how best this support can be given.

**2.2 Equality Issues** - The Council is subject to the general Equality Duty set out in section 149 of the Equality Act 2010. The actions set out in this paper explain how the Council is meeting its legal duties by supporting further engagement with communities; helping to ensure services are designed and delivered in ways that better meet specific needs and address areas of historic and ongoing disadvantage and inequality. It is the clear intention of the Council to actively engage with groups that have traditionally found it difficult to be heard in decision making spaces. This has been done primarily via the Big Listen work but is being developed in all programmes of activity.

### **2.3 Community Safety Issues (Section 17)**

There are specific commitments in the report which relate to the promotion of communities as safe places. Delivery of these commitments by working in partnership through multidisciplinary teams is in progress and being strengthened.

## **2.4 Human Rights Issues**

The programme of work set out in the report enables the Council to identify solutions with other partners that will enable our residents, communities and neighbourhoods to flourish.

The activities undertaken specifically look at aspects of inequality in our communities, from having a voice in our democratic system to being able to feed your family and heat your house. This Council is clear that these issues must be addressed for all in our communities

## **3. Environmental**

Developing the Council's role in responding to the climate emergency and in protecting and developing the natural environment are key priorities for the Council and its ambitions. This report explains the approach being taken and progress made.

## **4. Governance**

The Council's key priorities include being more responsive to the needs of the community by opening up democracy and undertaking more engagement and participation work.



WORTHING BOROUGH  
COUNCIL

Worthing Joint Strategic Sub-Committee  
June 13 2023

Key Decision [No]

Ward(s) Affected: All  
Cabinet Portfolio: Deputy Leader

## **Strategic approach: Children and Young People**

## **Report by the Director for Housing and Communities**

## **Officer Contact Details**

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## **Executive Summary**

### **1. Purpose**

- 1.1. The purpose of this report is to outline how Worthing Council will deliver an inclusive and ambitious strategic approach to our work with and for children and young people, now and for future generations
- 1.2. The purpose of this strategic approach is to set out how Worthing Council, as a Council for the Community, will develop a responsive, proactive and constructive space whereby children and young people are actively engaged and involved as citizens and are visible in all aspects of the Council's core business, as we co-shape our places with communities now and into the future, in ways which can be evidenced through co-design and co-production.
- 1.3. This paper recognises that much of the direct responsibilities for children and young people sit with other organisations, therefore the principles set out here are focused on where we can influence or support others to deliver, where collaboration maximises potential

and development opportunities. We are committed to working with our community partners and with young people, to grow community capacity and resilience, leveraging funds and resources into our places to produce stronger outcomes and impact.

- 1.4. To embed our ambitious plans for children and young people in Worthing we will build strong participatory foundations through a co-designed partnership roadmap. This will move us beyond initiative-led activities, to develop sustainable forms of participation that are visible in our organisational ethos, our culture, our infrastructure and in our decision making processes.
- 1.5. Finally this paper sets out how this strategic approach will connect to the Council's core principles of fair, green and local.

## **2. Recommendations**

- 2.1. That we adopt a framework for our work with and for children and young people of Worthing, as set out in section 4.
- 2.2. That officers continue to develop a live roadmap and that this is reviewed with our Member lead for young people as an established way of doing business.
- 2.3. To note that we will work with key members of our community to further develop our Worthing specific framework so that we have a definable evidence base to our work for and with children and young people and can measure both outcomes and impacts.

## **3. Context**

- 3.1. As a Council for the Community, we want our communities to have greater influence and control over what happens locally and, where possible, to pass power to communities. This also means going beyond the boundaries of what the Council controls to work effectively in partnership and co-produce with communities.

- 3.2. Working with our key partners, such as schools, Voluntary Sector, faith groups, who hold much of the statutory responsibilities for children and young people, this strategic approach is about influencing and creating an ambitious agenda for our town to deliver the best outcomes for children and young people and to ensure they are involved (along with parents and carers) in how this is shaped.
- 3.3. We see this approach as embedding the Council's foundational principles of:

**Fair:** An inclusive approach that enables all children and young people to have their voice heard and which utilises data and evidence to inform and tackle the issues that impede social mobility such as a result of social inequality. We will place significant social value on the rights of children to grow in environments that support them to flourish, be healthy and happy, and whereby they can access culture, sport and leisure activities that contribute to this outcome. There will be a key focus on the following key areas for consideration: mental health, emotional and physical wellbeing, community safety and safeguarding, education, skills, training and employment, homelessness prevention and housing. We will ensure that there is a specific focus on children and young people who are care leavers or who have experience in the care system. Where children and young people are disproportionately impacted by crises such as with the pandemic and more recently the Cost of Living emergency, we will ensure that we can demonstrate specific action that addresses the specific needs that emanate from these circumstances.

**Green:** Children and young people as central voices and action for our climate and ecological work, bridging the generational thinking and action needed for bold and sustainable change. We need young people as active participants in community action and co-producers of solutions. We need to enable the active participation and engagement of young people within our local green and open spaces, helping us to create these as places of physical and mental well being.

**Local:** Approaches recognise and support our emerging map of place and recognise and work with the way children and young people experience their neighbourhoods and the contextual issues that arise in local places and actively work on young people's lived experiences and how they feel about their neighbourhoods. More generally we will aspire to our children and young people feeling their community and

neighbourhood is safer, by working with young people and partners on pro-social activities that help to influence the perceptions of the community more widely reflects this.

- 3.4. Article 12 of the UN Convention on the Rights of the Child (UNCRC) says every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously. This principle recognises children and young people as actors in their own lives and applies at all times throughout a child's life.
- 3.5. According to the 2021 census data Worthing has a population of 110,727 (rounded data) of which we have 21,377 under 18 year olds, which equates to a little over 19% of our population. We need to ensure an inclusive approach to hearing and including the voices, views and opinions of a variety of young people are represented in all aspects of the Council's business.
- 3.6. There has been significant de-investment in youth service provision (non statutory) with spending on youth services in England and Wales having been estimated at a reduction in funding in excess of 70% in real terms in less than a decade, with the loss of £1bn of investment resulting in zero funding in some areas, according to research. Analysis in 2020 by the YMCA found that local authority expenditure on youth services dropped from £1.4bn in 2010-11 to just under £429m in 2018-19, resulting in the loss of 750 youth centres and more than 4,500 youth workers.
- 3.7. Children and young people are defined and viewed through a deficit lens - we all too often focus on negative behaviours, or we react to the somewhat isolated incidents or spikes in antisocial or criminal behaviour. We need to change the narrative, to one whereby we see the potential of all young people and of some behaviour through a public health lens and as a symptom of what children and young people experience and the adversities they can face in their lives. We want to work in a strength-based way that challenges the existing preconceptions and recognises the value that our children and young people have to offer our place. When children and young people engage in less favourable, pro criminal or antisocial behaviour, or engage in behaviours that are a detriment to their physical or emotional wellbeing, we will seek to understand where these might be understood through adverse experiences within their lives and environments and

work in a compassionate way to support children and young people to have healthy and fulfilling lifestyles.

- 3.8. The Council's role is set within the wider context of the statutory responsibilities of the County Council for Children's Services such as Children's Social Care, Early Help, Community Safety, Education, and with NHS Sussex and the Integrated Care Board. Our role and interface with these overarching bodies is both strategic and operational. We represent at key decision making boards and partnerships and are engaged in national, regional and local agendas, where our primary responsibility and focus is representing our places and our people.

#### 4. Our Roadmap

In designing our strategic approach to children and young people, we want to build a strategic framework based on the following key pillars:

- 4.1. **All children and young people are visible and involved** and we have a clear and cogent definition of participation, co design and co production. That we can map assets, audit skills, and related activity across the Council and in commissioned services. That we have a clear position on roles, responsibilities, and accountability across the organisation, we champion children and young people and the regard we have for them is present in our organisational profile. We build opportunities that actively build the potential for intergenerational ways of working.
- 4.2. We operate an **asset-based approach** whereby we value children and young people's strengths and contribution to local communities and places. Participatory methods are embedded and information is designed to be engaging and accessible for children and young people.
- 4.3. That participatory methodologies are varied and designed to be inclusive of our Worthing communities. We adopt varied methodologies and children and young people co-design and co-produce participation approaches and inform service design. That we utilise a range of **evidence-based approaches** and insights in our work with and for young people where outcomes and impacts can be measured and scrutinised.
- 4.4. We embed a **systems approach**, so that where possible key policy developments, strategies and major developments reflect the views of children and young people and evidence how they have informed outcomes.

- 4.5. Strategies, policies and performance measures reflect our ambition, and we actively seek to build capacity, capability and resilience in our endeavour. **Equality, diversity, and inclusion** are at the heart of all that we do and we can evidence this through all core Council business and in our work with partners.
- 4.6. We will ensure our HR practices reflect our approach to working with and for children and young people, that **our workforce understands the value** of the approach
- 4.7. This approach forms an integral part of our Council for the Community approach, ensuring children and young people count as opposed to approaches that count young people, through traditional tokenistic initiatives. Our test becomes our live roadmap, it is not a static document designed to gather dust, or dusted off when we face a particular challenge or trend, it becomes our established way of doing business. This will include working in key areas, such as contextual safeguarding, mental health and wellbeing, community safety, homelessness prevention and participation and will inform future developments.
- 4.8. That we work with key members of our community to further develop our Worthing specific framework so that we have a definable evidence base to our work for and with children and young people and can measure both outcomes and impacts where this is possible. We will demonstrate that this is a new approach for children and young people in Worthing and one whereby we anticipate seeing an acceleration to activity that evidences children and young people being present wherever possible in Council led activity.

## **5. Engagement and Communication**

- 5.1. This paper lays the foundations of our engagement approaches with children and young people as citizens, which will form subsequent communication plans.

## **6. Financial Implications**

- 6.1. It is anticipated that the costs associated with this paper will be funded from our existing budgets or via leveraging in external funding. However, if

this is not possible then members will be consulted on the release of additional resources.

## **7. Legal Implications**

- 7.1. Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to, the discharge of any of their functions.
- 7.2. Section 1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation
- 7.3. Section 3 (1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

## **Background Papers**

None

## **Sustainability & Risk Assessment**

### **1. Economic**

Matter considered and no issues identified.

### **2. Social**

- 2.1 The work outlined in this report is expressly designed to increase social outcomes.

### **3. Equality Issues**

- 3.1 The Council is subject to the general equality duty set out in Section 149 of the Equality Act 2010. This duty covers the following protected characteristics: age, gender, gender reassignment, pregnancy and maternity, race, religion or belief, and sexual orientation.
- 3.2 In delivering the plan the Council must have due regard to the need to:
  - a. Eliminate unlawful discrimination, harassment and victimisation
  - b. Advance equality of opportunity between different groups
  - c. Foster good relations between different groups
- 3.3 This paper describes the Councils' commitment to providing truly inclusive services by listening to underrepresented voices, creating equal access and meeting our equality duties.
- 3.4 Given the breadth of work proposed and the complexity of relevant protected characteristics and their intersections it is not possible to analyse all the impacts of the plan in relation to legally protected characteristics. However, the Councils' legal duties (Equality Act 2010) will shape the development of the associated work plan, roadmap, in relation to eliminating discrimination, advancing equality of opportunity and fostering good relations.
- 3.5 Actions and areas of investment identified in the plan, as well as other decisions relating to implementation of the plan, will require Equality Impact Assessments as proposals are brought forward to relevant committees.

#### **4. Community Safety Issues (Section 17)**

The Council is committed to the promotion of communities as safe places.

#### **5. Human Rights Issues**

Matter considered and no issues identified.

#### **6. Environmental**

This work will support the participatory element of the Council's climate and ecological action plans.

#### **7. Governance**

Matter considered and no issues identified.

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Worthing Joint Strategic Sub-Committee  
13 June 2023

Key Decision [/No]

Ward(s) Affected: All  
Cabinet Portfolio: Cabinet Member for  
Citizen Services

## Update on the Housing Needs Assessment for Worthing

### Report by the Director for Housing and Communities

#### Officer Contact Details

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#### Executive Summary

##### 1. Purpose

- 1.1 This is an update report for Members of the Worthing Joint Strategic Sub-Committee on the delivery of the Housing Needs Assessment for Worthing and which provides an interim data set about our current housing needs.
- 1.2 The Housing Needs Assessment was commissioned in March this year. Officers engaged Cordis Bright to produce two data sets: a quantitative set of data, which will be released in August 2023; and a qualitative data set, which will be released in November 2023. In addition, the 2022/23 full year homelessness data will be available, which is expected to be published by DLUCH in October 2023.
- 1.3 This Assessment is central to the development of Our Plan's Housing Mission - Everyone has a safe, secure and sustainable home. It will provide important evidence for a number of new strategies including, the new Housing Strategy, the Homelessness and Rough Sleeping Prevention Strategy, and the Strategic Asset Management Plan which will guide

decisions about the future use of existing residential assets managed by Adur Homes.

- 1.4 It will also inform Adur and Worthing planning and development strategies for new social and affordable housing supply and more generally it will inform the Housing Needs Team future homelessness prevention activity. This data set is also critical to meet reporting requirements of the Department for Levelling Up, Housing and Communities (DLUHC).

## **2. Recommendations**

2.1 Members of the Worthing Joint Strategic Sub Committee are asked to note:

1. the current status of the Adur and Worthing Housing Needs Assessment with quantitative data due in August 2023, and qualitative data to follow in November 2023;
2. the interim data on housing need and demand homelessness as set out below in Section 5 of the report;
3. that further reports will be brought to Committee later in the year following receipt of a final report from the consultants due in November 2023.

## **3. Background**

- 3.1 Our citizens need to have access to safe, secure and sustainable homes. To help address this, our Council is developing a new housing strategy, which must be informed by data and evidence about the needs of our communities. This includes data about the lived experience of citizens that experience homelessness, unstable and unsafe housing.
- 3.2 We have reported previously - [Worthing Housing Strategy Roadmap](#) - the profound challenges around demand for housing, with growing numbers of our citizens requiring access to good quality, affordable and sustainable housing. There are particular challenges for Worthing, which has large gaps between LHA (Local Household Allowance) rates and true housing costs, and which currently has the highest gap in West Sussex for 2 bed properties. This is the result of reduced housing affordability and availability, loss of low cost private rental, lack of additional social housing supply, and the lack of support

provision to ensure people can stay sustainably housed. The impact of Covid-19, the enduring cost of living effects, together with landlords leaving the market as a result of changes in tax and concern over the ending of section 21, have created a perfect storm resulting in significant pressures on our housing waiting lists and costs to the public purse. More importantly the impacts of all of this on some of our citizens and their mental health, during times of vulnerability, can not be understated.

3.3 Having access to good quality, affordable and sustainable housing is a fundamental requirement for all of our citizens. It is core to our developing strategic approach to housing is deeply connected with this Council's core ambitions:

- We want to ensure that everyone has access to safe, secure and sustainable housing (Fair)
- We want to ensure our housing plans actively address climate and ecological emergencies (Green)
- As a Council for the [Community](#) we want to ensure that housing is available in places close to our citizens networks (Local).

3.4 No local authority can tackle the issues of homelessness alone. This needs a whole system approach - partners, communities, businesses - to collectively work together to share the response to these challenges and work together to find local and creative (with diminished budgets) solutions. We need to switch from reacting to demand, to a focus on prevention and early intervention and the relentless pursuit of low cost, good housing supply for our citizens.

3.5 Central to this is the need for much stronger foundations in relation to data, insights and evidence so that the current and future needs of our citizens are better understood, predicted and planned for. This is also to help ensure that the impact of this housing crisis on our citizens is better understood.

#### **4. Context - the Housing Needs Assessment brief**

4.1 In February 2023, Adur and Worthing Councils commissioned consultants Cordis Bright to carry out a comprehensive housing needs analysis as the basis for a revised and comprehensive homelessness strategy. This is also a first step in identifying how many new homes should be planned for within a local area, and for understanding the types of homes needed, given the population (both current and future projections), and housing affordability impacts.

- 4.2 Cordis Bright commenced the contract for the work in March 2023, with a delivery date for the analysis of the quantitative data due in August 2023. A further report on qualitative data sourced through interviews with key stakeholders is due in November 2023. It should be noted that Cordis Bright have significant experience in carrying out housing needs assessments for local authorities and understand the needs and issues to satisfy DLUHC guidance.
- 4.3 The project brief for the consultants requires them to deliver a comprehensive housing needs assessment for Adur and Worthing Councils that addresses:
- Analysis of homelessness presentations with emphasis on family/friends and private rented sector evictions and duty to refer to inform prevention and relieving of homelessness
  - Effectiveness of partnership and early identification and target support for those at risk of homelessness (Hospitals, Prisons, Social landlords, Supported housing)
  - Analysis of current housing type provision and housing need demand (protected characteristics)
  - Projected change in percentage of accommodation by type (expressed as a rate and a number over the next 20 years)
  - Demographic population trends that will drive housing need over the next 20 years
  - Current and future demand by housing type - supported housing, temporary accommodation, social housing and affordable housing provision expressed as both a percentage of stock growth and as a number
  - Provision and access to suitable housing for vulnerable single people since Homeless Reduction Act (how we use supported housing and temporary accommodation in this regard)
  - The gap in housing and homelessness provision expressed as a shortfall in stock (for the next 20 years)
  - Current and projected gaps and deficiencies in support provision (for the next 20 years)
- 4.4 All of these will be mapped against demographic data that will include projected population trajectory by household and income type.
- 4.5 The methodology to be used in the Housing Needs Assessment will provide this for Worthing and Adur. Available local and national data will be sourced - census data, homelessness presentations, local authority housing data and ONS housing and population data. Applicable local data and information will

also be used. The consultants will analyse and triangulate the data to respond to the key project questions.

- 4.6 It has been agreed that qualitative data will also provide more texture to the information and interviews with key stakeholders will be scheduled. The qualitative data will be informed by a series of interviews with key community stakeholders and partners, including people sleeping rough, single people in temporary or supported accommodation, homeless households, experts by experience as well as the members of the new Adur and Worthing Homelessness Prevention Partnership, which has just been re-established. This new Partnership comprises experts from other social housing providers, homelessness agencies, county council, health, criminal justice and critical support providers, will guide the development of the Homelessness and Rough Sleeping Prevention Strategy and will commit to delivering the priorities set out in the Strategy. The group had its first meeting on 17th May 2023.
- 4.7 The findings from the Housing Needs Assessment will form a central part of the deliberations and will directly input into the new Housing Strategy and a number of strategic documents (as set out in the initial summary), adjusting and setting our new strategic path for housing in Worthing.

## **5. Interim picture of housing need and homelessness data**

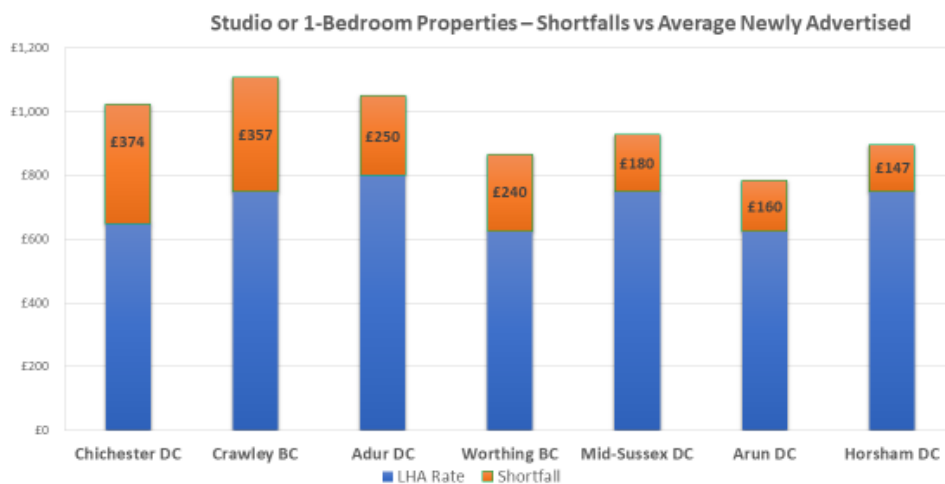
- 5.1 The development of our housing, homelessness and rough sleeping strategy, policy and practice needs to be based upon good data to provide an accurate picture of current and future demand and trends. This will inform our strategy around homelessness and rough sleeping and around our housing supply. Whilst we await these data sets, we have also been reviewing our own data sets to produce an interim and up-to-date picture for Members to review about current demand and issues.

### **5.2 Private Sector housing.**

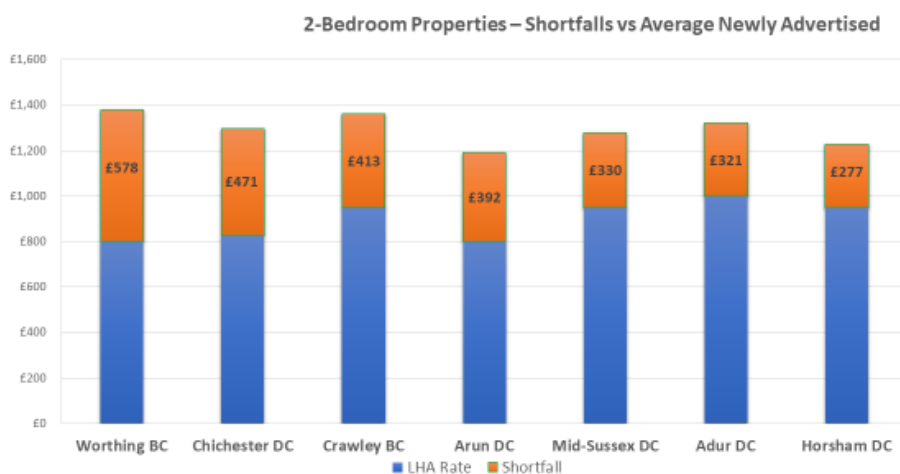
There is a shortfall between the Local Housing Allowance rate and the cost of private sector housing, with Worthing having the biggest gap in West Sussex for 2 and 3 bed properties, with a £578 pcm shortfall in Worthing for 2 beds (and £321 pcm shortfall in Adur). Additionally we have a higher than national average owner occupier population (Worthing 68.2%, Adur 72.7% against a national average of 62.3%) and a lower than national average % of social housing properties. Despite this we are over reliant on the private sector and

impacted significantly by pressures in the market, with 53.5% of Worthing homeless households being housed in the private sector against a national average of 33.5%.

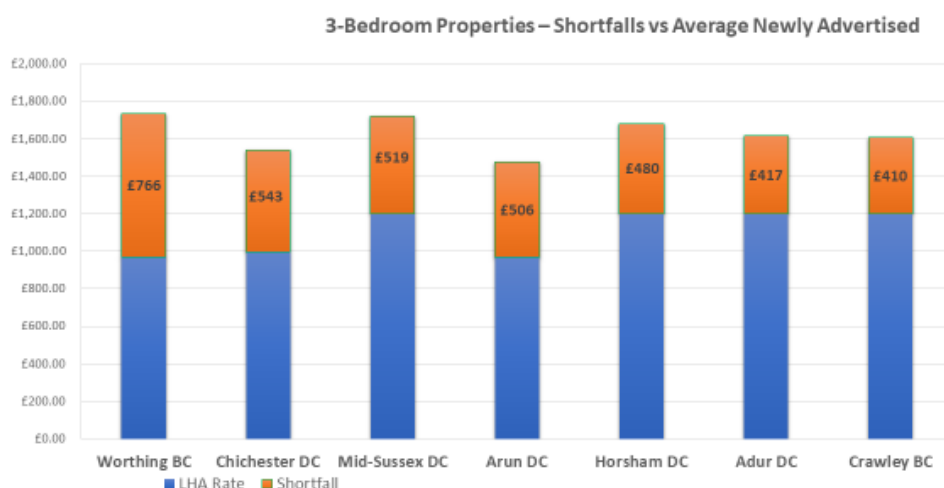
Whilst being reliant on the private sector to solve homelessness, end of private sector tenancies (S21 no fault evictions) is our biggest cause of homelessness in prevention duty, at 68% against a national average of 38%. This creates challenges for households to afford and secure their own accommodation as well as creating challenges for the Housing Needs Team to be able to prevent or relieve homelessness into private sector tenancies. This challenge is leading to more demand, especially with more working households turning to the council for assistance. Previously these families/individuals would not have needed to turn to the Council, as they would have been able to secure their own accommodation. Many are now being outpriced from the sector and landlords are selecting tenants with higher earnings for their properties:



\*Based on Rightmove drawn search by district and borough, W/C 24/04/2023.  
Excludes 'extreme' outliers whereby a 'normal' household renting would not be expected to live, i.e. luxury holiday lets.



\*Based on Rightmove drawn search by district and borough, W/C24/04/2023.  
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\*Based on Rightmove drawn search by district and borough, W/C24/04/2023.  
Excludes 'extreme' outliers whereby a 'normal' household renting would not be expected to live, i.e. luxury holiday lets.

### 5.3 Temporary Accommodation

The number of households in temporary accommodation is increasing. The lack of accommodation of all types results in challenges in both preventing and relieving homelessness, leading to increasing numbers of households needing and being eligible for accommodation. In addition, there is limited availability of local temporary accommodation - 62% of all current temporary accommodation placements are out of area compared to 12% nationally and an increase from 45% 6 months ago, which results in people being disconnected from their support networks and services and places additional demands on our staff to

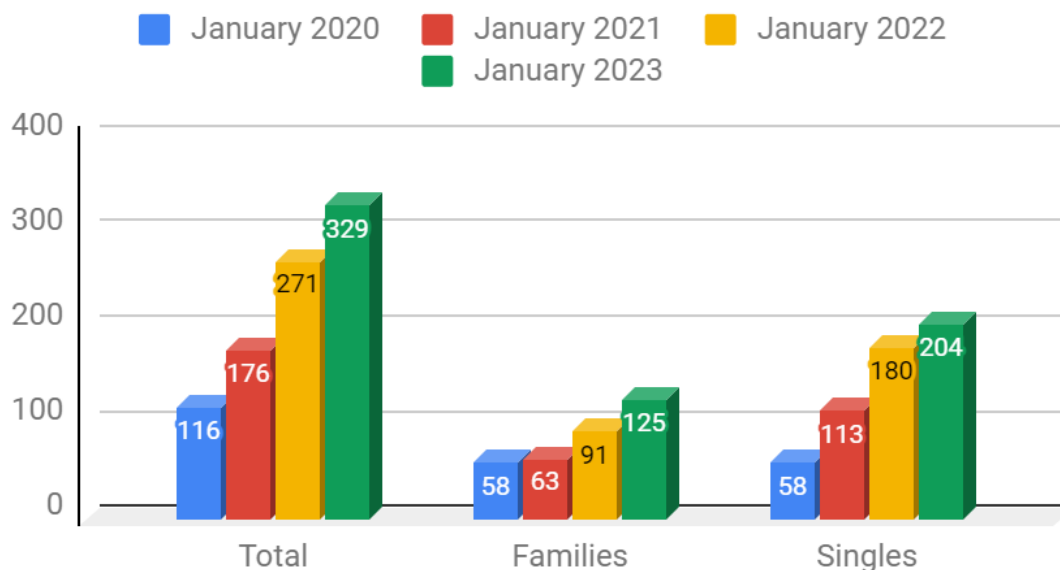
provide inreach support to those in out of area accommodation. The increase in numbers also places additional tenancy management demands on the service.

\*tables based on snapshot data

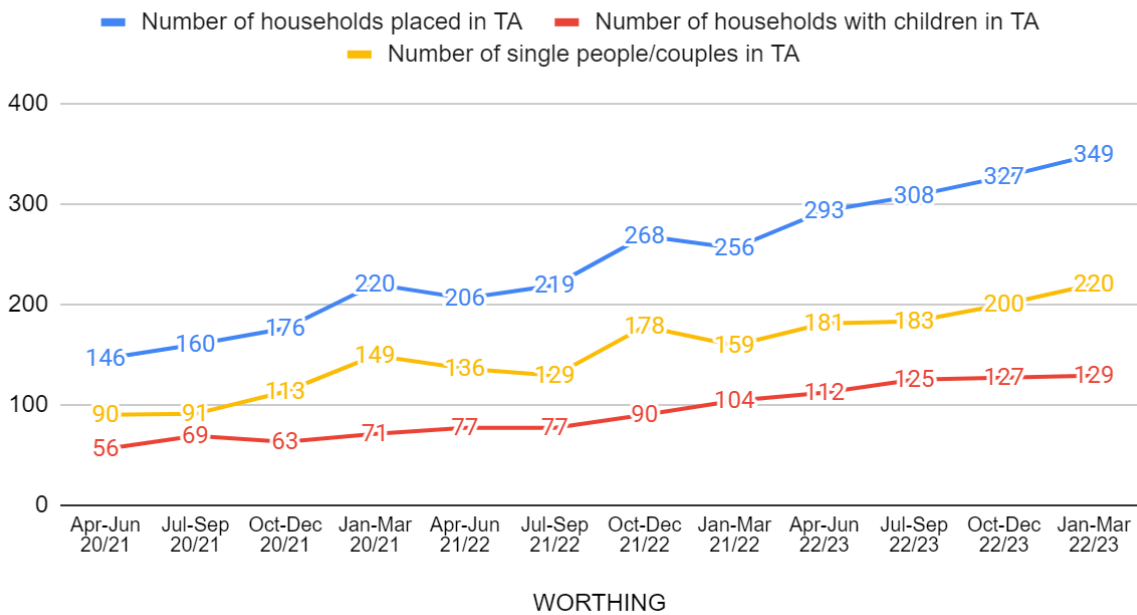
Table 1: WBC emergency accommodation placements

	Placement Areas						Total Households	% of out of area placements
	Worthing	Arun	Adur	Brighton	Outside WAAB but within W Sussex	Outside W. Sussex		
<b>Families</b>	72	32	0	10	1	9	124	42%
<b>Couples (no children)</b>	4	5	0	4	0	2	15	73%
<b>Singles</b>	57	44	16	36	16	42	211	73%
<b>TOTAL</b>	<b>133</b>	<b>81</b>	<b>16</b>	<b>50</b>	<b>17</b>	<b>53</b>	<b>350</b>	<b>62%</b>

## Worthing: Numbers in Temporary Accommodation



## Number of households placed in TA



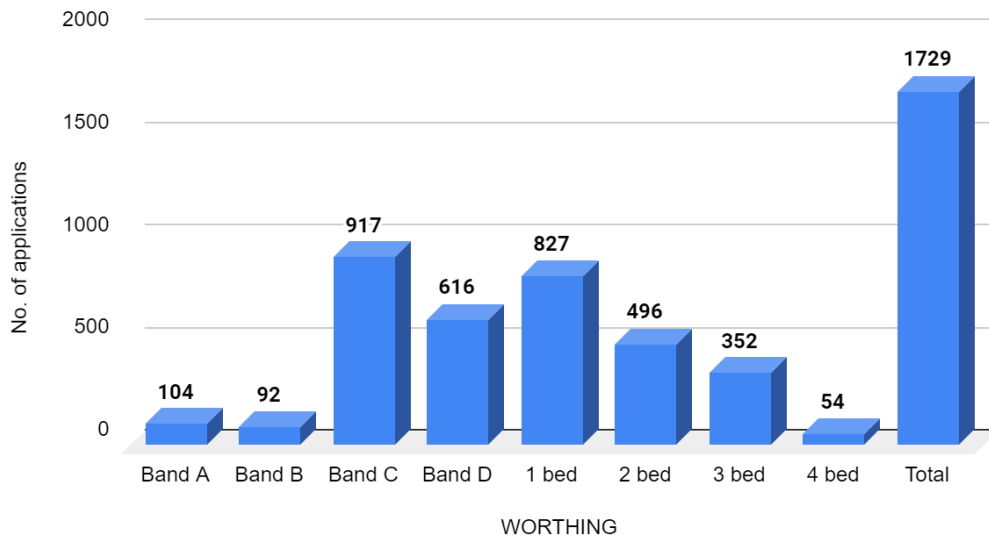
### 5.4 Housing Register

The number of households on the register is increasing, in part, due to a reduction in the number of properties being made available to let. Through our commissioned data and our work with our new A&W Homelessness Prevention Partnership we want to create more understanding about a number of issues to inform our work and strategy including:

- the impacts of delays in the court system reducing evictions and therefore voids in social housing
- The numbers of people moving on independently from social housing placements and the number of voids in socially rented properties
- The reasons for nominees failing affordability assessments - an emerging trend for single people, particularly affecting under 35's - and the reasons for citizens not being accepted by providers
- The reasons and insights about why nominees are being excluded by social housing providers due to issues such as history of tenancy breakdown

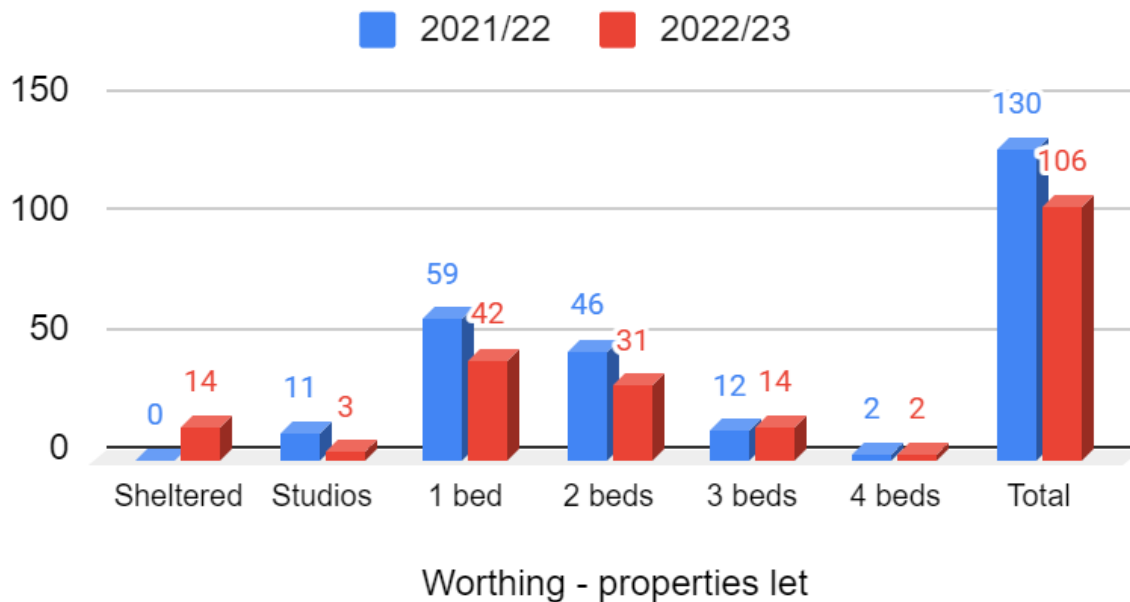
In the last 12 months Worthing total number on the housing register has increased from 1550 total applicants to 1729:

## Live Housing Register cases



In the last 12 months Adur total number on the housing register has increased from 837 to 906:

## Worthing: Housing Register Lets



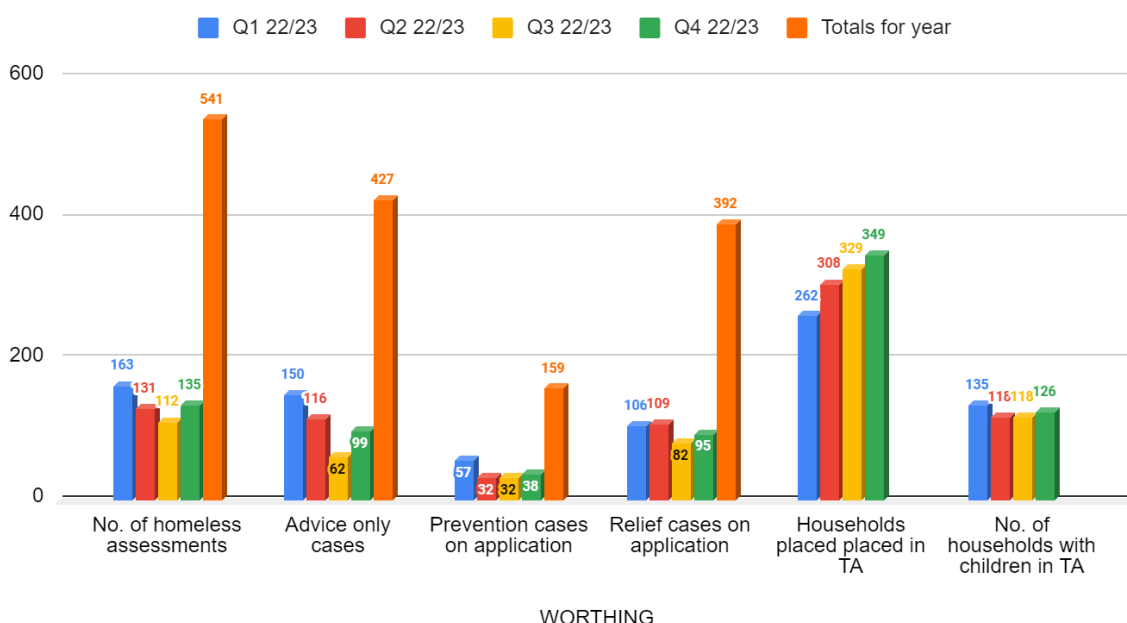
## 5.5 Homelessness prevention.

The data for homeless application shows an increase of households being accepted at the relief stage, which means that prevention opportunities are being missed. The pressures of housing demands have created some real challenges in the Housing Team shifting from reactive to a more preventative approach.

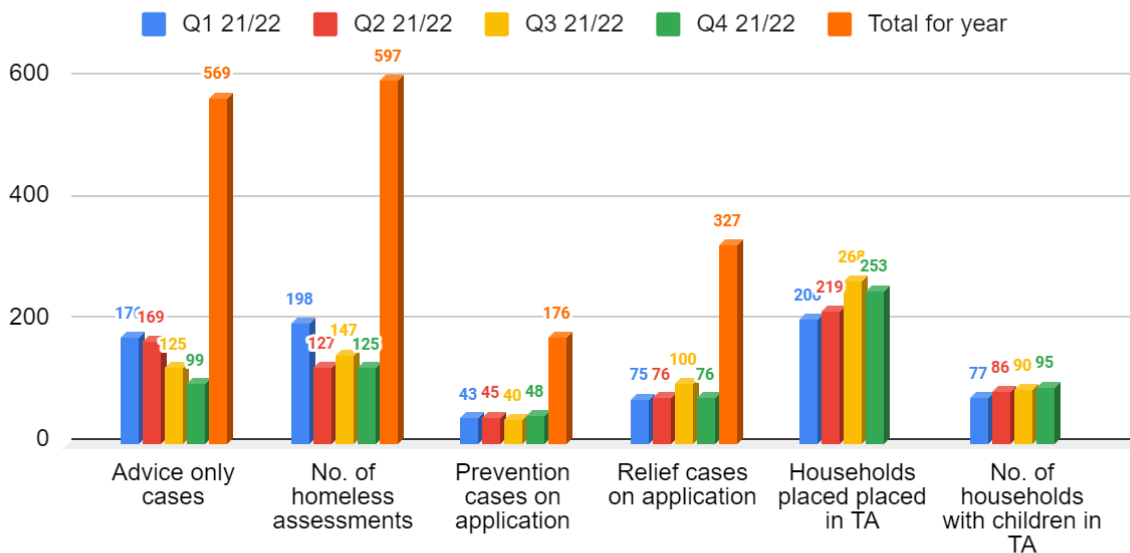
The housing needs assessment will provide a good set of data to inform how we move more upstream and the newly forming A&W Homelessness Prevention Partnership and strategy will enable officers to mobilise the wider system and strategic approach to focus on ways in which we can work together to prioritise housing and preventing homelessness through a shared purpose, information, support and advice across our system.

We have a number of strong insights about the triggers for homelessness and can already start to begin the work to develop the right interventions to prevent homelessness and improve wellbeing. The work of Proactive is fundamental here to how we develop our prevention and early help work. Using digital tools such as our LIFT data set and Tell Jo as a digital wellbeing tool, with our developing Proactive team (which will be reported to Members in July) will enable a more preventative approach to how we identify, work with and support people before they become homelessness and at an early stage.

### Housing Needs team demand in 2022/23

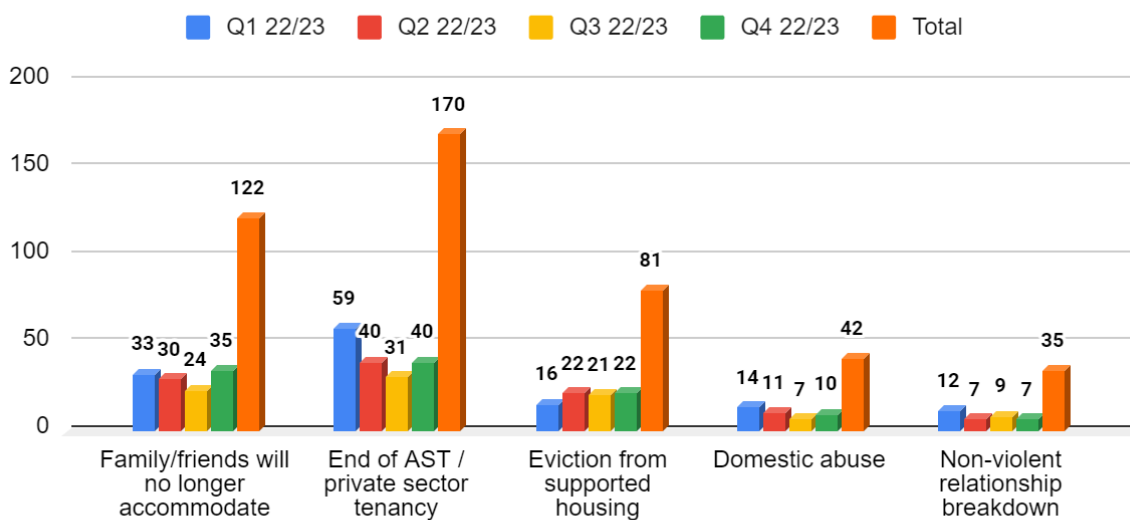


## Housing Needs team demand in 2021/22



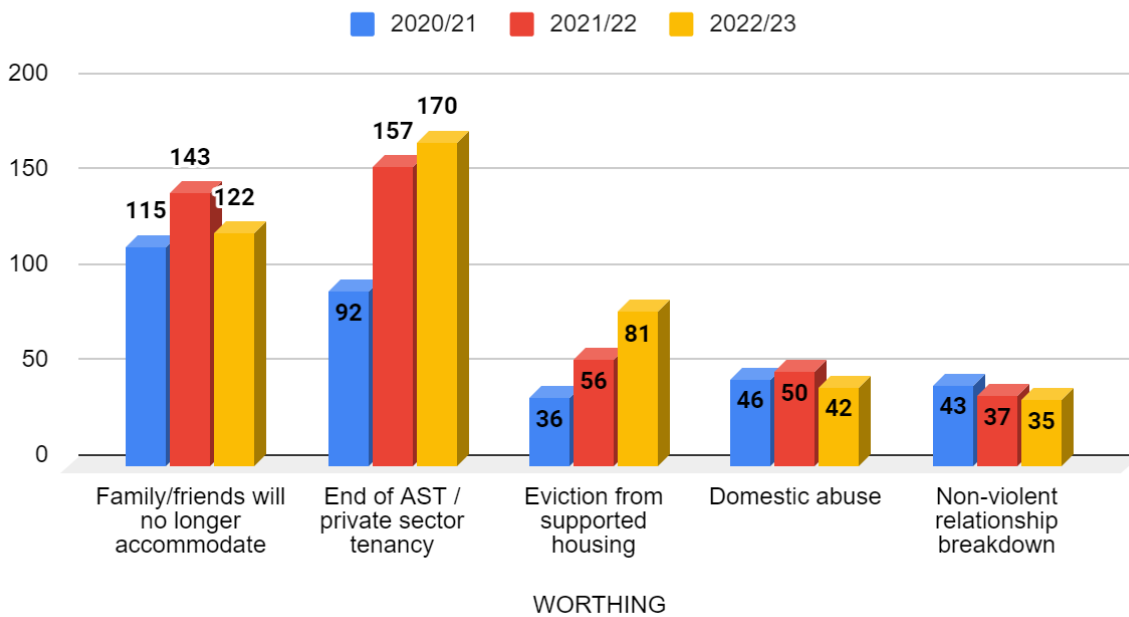
WORTHING

## Main Reasons for homelessness (Prevention & Relief cases) - 2022/23



WORTHING

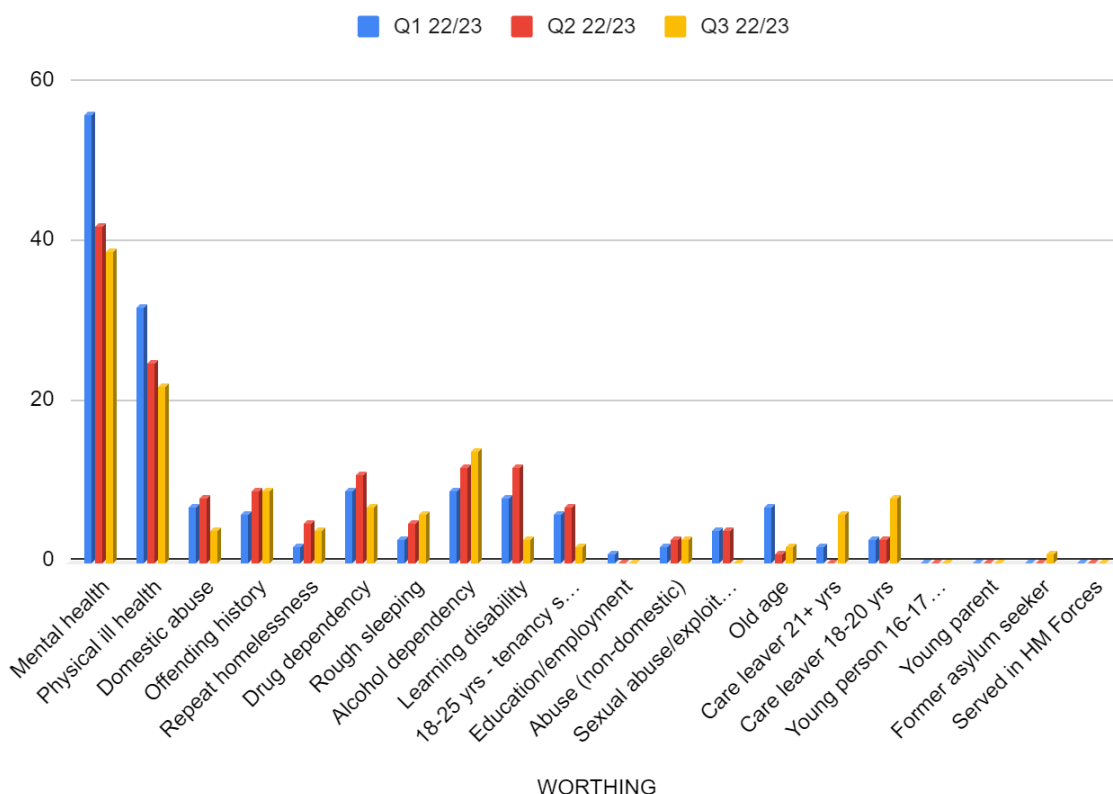
## Main Reasons for homelessness (Prevention & Relief cases)



### 5.6 Homelessness support needs

Those who experience homelessness often have significant support needs, which are often contributory or causal factors in homelessness, highlighting that preventing homelessness is not just about 'four walls' and if homelessness is to be prevented, these support needs will need to be met. There are significant numbers who are housed in a variety of options and repeatedly evicted, resulting in the cycle of homelessness and rough sleeping being repeated. The aim of the needs assessment and strategy will be to bring the system together to develop a collective understanding of these factors and how we might better tackle these together to enable those with support needs to be able to access and maintain accommodation.

## Support needs of households owed a prevention or relief duty



Physical and mental health conditions are prevalent amongst homeless households and understanding the impacts on citizens accessing and maintaining accommodation will be critical in preventing homelessness.

### 5.7 Rough Sleeping

Rough Sleeping is increasing with a considerable cohort of 43 (target priority group: TPG) who continue to repeatedly rough sleep, with some for prolonged periods due to a lack of housing that meets their needs. This cohort is predominantly the same group of people stuck in a cycle of rough sleeping, most have experienced significant trauma and whose health, both physical and mental, deteriorates year on year.

Analysis of those who accessed the night shelter is underway to help us demonstrate the complexity and need of this group and the barriers to them being able to access housing.

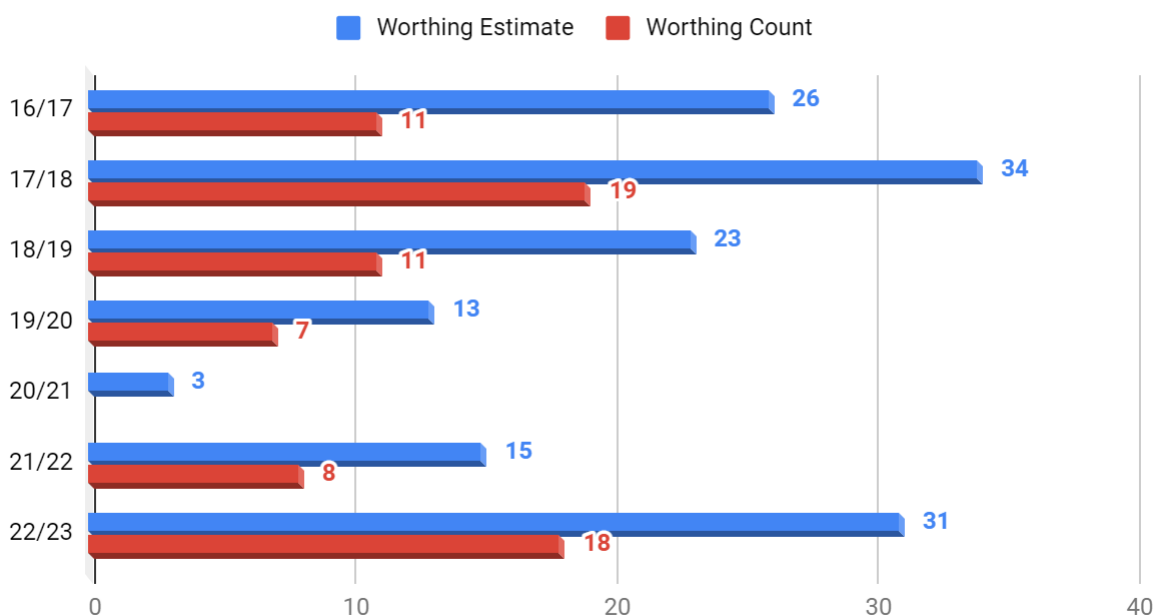
The impact of the loss of 34 supported housing beds with the closure of Lyndhurst Road and no re-provision has been compounded by the lack of move on options which results in people staying in supported housing longer

than they need and means those in need of supported accommodation are waiting longer to access it; additionally the demand for temporary accommodation means we are less able to offer discretionary placements for rough sleepers to support them to access more suitable housing. Lack of move on is multi-faceted with the private sector becoming more unaffordable and difficult to access and many clients excluded from social housing.

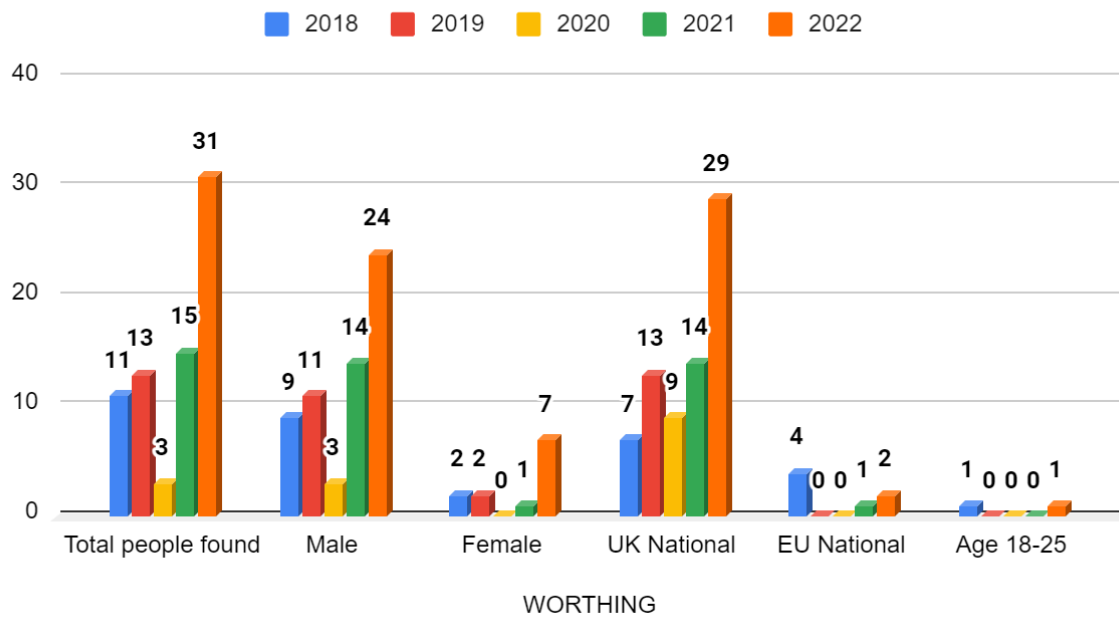
As well as temporary accommodation, additional supported accommodation and move on accommodation is in development, including a project with 21 self contained flats for those with high needs and 22 units of move on accommodation with floating support to help people transition into independent living.

The development of a pathway for those at risk of and those rough sleeping is critical if we are to achieve our aim of eliminating the need to rough sleep.

## Worthing Rough Sleeping Counts



## Rough sleeping annual count - people



## 6. Issues for consideration

- 6.1 This approach to understanding what needs to be done to improve responses to homelessness is common to all local authorities. A tender process was held to identify the best consultant both in terms of expertise and price.

## 7. Engagement and Communication

- 7.1 There has been communication about the development of a Homelessness Strategy and the formation of the Homelessness Strategic Partnership with a wide range of stakeholders. Those partners are aware that a Housing Needs Assessment is underway and are expecting that the outcomes of that analysis will be used to inform the group's deliberations.
- 7.2 All staff in Adur Homes and the Housing Needs Team are aware of the work being undertaken and its purpose. The Cabinet Member has been briefed on this work and will be interviewed as part of this.



## **8. Financial Implications**

- 8.1** The Council has a budget of £121,160 to fund homeless initiatives. The proposed work is expected to cost £43,360 which can be accommodated within the budget.

## **9. Legal Implications**

- 9.1** Section 3(1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
- 9.2** Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to, the discharge of any of their functions.
- 9.3** S1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation.
- 9.4** Section 9 of The Housing Act 1985 confers power on the Local Authority to provide, repair and maintain houses for rent.
- 9.5** Section 8 of the Housing Act 1985 continues to place a duty on every local housing authority to consider housing conditions in their area and the needs of the area with respect to the provision of further housing accommodation.
- 9.6** The Homelessness Act 2002 places a duty on a local housing authority to carry out, from time to time, reviews for their borough or district and to formulate and publish a homelessness strategy based on the results of that review.

## Background Papers

- DLUHC 'Ending Rough Sleeping for Good' policy paper (Sept 2022):  
<https://www.gov.uk/government/publications/ending-rough-sleeping-for-good>
- Adur & Worthing Housing Strategy (2020 - 2023):  
<https://www.adur-worthing.gov.uk/housing/policies-and-strategies/housing-strategy/>
- Adur & Worthing Housing Needs assessment project brief (2023):  
 Adur and Worthing Housing Needs Assessment 2023
- 2023.03.06 - WJSSC - Worthing Cabinet Housing Strategy :  
 2023.03.06 - WJSSC - Worthing Cabinet Housing Strategy

## **Sustainability & Risk Assessment**

### **1. Economic**

- 1.1 Thriving Economy is one of the four Missions identified in Our Plan and will therefore become one of the key documents informing the direction and prioritisation of the council's work with regard to Adur Homes.
- 1.2 Providing a decent home that is secure, affordable, warm and modern, supports the wellbeing of our residents, enabling those who are able to work to enter and sustain employment and contribute to economic activity.

### **2. Social**

#### **2.1 Social Value**

- 2.1.1 Residents and communities are central to Our Plan and 'Thriving People' is one of the four Missions identified in Our Plan. This mission aims to ensure people are healthy, resilient and resourceful, that they can access the right help when they need it and everyone has a safe, secure and sustainable home.
- 2.1.2 One of the most vulnerable groups in our community are rough sleepers and homeless people. Being homeless affects well-being and health outcomes and is a significant barrier to social interactions and employment. The provision of effective housing and support strategies to meet the needs of homeless people means that everyone in the community benefits from the additional social outcomes this brings.

#### **2.2 Equality Issues**

- 2.2.1 The council is subject to the general equality duty set out in section 149 of the Equality Act 2010. This duty covers the following protected characteristics: age, gender, gender reassignment, pregnancy and maternity, race, religion or belief, and sexual orientation.
- 2.2.2 In delivering housing services the council must have due regard to the need to:
  - Eliminate unlawful discrimination, harassment and victimisation
  - Advance equality of opportunity between different groups
  - Foster good relations between different groups
- 2.2.3 The participative principle in Our Plan describes the council's commitment to providing truly inclusive services by listening to underrepresented voices, creating equal access and meeting our equality duties.

2.2.4 Homeless people and rough sleepers are amongst the most marginalised and unlistened to groups and the development of the Homelessness Strategy will ensure that communication and participation is at the heart of the approach.

2.2.5 The Homelessness Strategy may require an Equality Impact Assessment.

### **2.3 Community Safety Issues (Section 17)**

2.3.1 The council is committed to the promotion of communities as safe places. Our Plan seeks to progress delivery of the councils' community safety commitments by strengthening working partnerships with the Police, communities, businesses and multidisciplinary teams across the council.

2.3.2 Providing supportive and appropriate responses to homeless people and rough sleepers is the most effective way of protecting them from harm in the community.

### **2.4 Human Rights Issues**

2.4.1 The actions set out in the report will enable the council to identify solutions that will enable our most vulnerable households to flourish.

## **3. Environmental**

3.1 Thriving Environment is one of the four Missions identified in Our Plan and key actions include achieving net zero carbon, resilience to climate change and increased biodiversity by restoring natural habitats and minimising waste.

3.2 The Homelessness Strategy will consider the environmental sustainability outcomes generated by its priority actions.

## **4. Governance**

4.1 Performance in relation to the delivery of the Homelessness Strategy and the Regulator referral will be reported quarterly to the Joint Audit and Governance Committee.



WORTHING BOROUGH  
COUNCIL

Worthing Joint Strategic Sub-Committee  
13 June 2023

Key Decision [Yes/No]

Ward(s) Affected: Marine  
Cabinet Portfolio: Citizen Services

## **Redevelopment of 24 Marine Place Worthing to provide Temporary Accommodation**

### **Report by the Director for Place**

**Officer Contact Details** Jackie Strube, Development Manager, 07525 780683,  
[jackie.strube@adur-worthing.gov.uk](mailto:jackie.strube@adur-worthing.gov.uk)

### **Summary**

#### **1. Purpose**

- 1.1. The report seeks approval for the re-development of the Council owned property at 24 Marine Place Worthing to provide temporary accommodation and for a budget to complete the development of the site.
- 1.2. The report follows the publication of the Adur and Worthing Housing Strategy for 2020-2023, 'Delivering Pathways to Affordable Homes' document and subsequent Delivery Plans where plans for a housing development programme were set out.
- 1.3. This report outlines the increasing demand for emergency and temporary accommodation (EA/TA) in Worthing, the Council's commitment to owning its own stock of EA/TA, and reviews the options available to the Council for the future of the building with development of the site as temporary accommodation the preferred option both economically and in terms of meeting an established local need.

## **2. Recommendations**

- 2.1. To approve the preferred option for the future of the building at 24 Marine Place set out within this paper to enable the council to fulfil its statutory housing duties under S188 and S193 of the Housing Act 1996.
- 2.2. To approve a budget of £1,100,000 from the unallocated temporary and emergency accommodation budget to deliver the project, and to note that the actual sum required from this budget will be lower should we be successful in an application for grant funding from Homes England's Single Homelessness Accommodation Programme (SHAP) for which Worthing Borough Council has been identified as a target authority.
- 2.3. To delegate authority to the Director for Housing and Communities to invite tenders for the construction work, and to enter into all necessary contracts to enable the project to progress through the construction phase to completion.

## **3. Context**

- 3.1 The building at 24 Marine Place and its adjacent small car parking area is owned by Worthing Borough Council and is situated in the South Street Conservation area in central Worthing. It was used as a youth drop in centre by WSCC for some years up until 2021 and most recently as a winter night shelter for the homeless. It is currently unoccupied.
- 3.2 Redevelopment options for the building have been considered and the scope for its conversion and extension have been assessed and discussed with planning officers. In planning terms the current use is 'sui generis' or without designation so it has the potential to serve a number of uses. The current proposal is to convert the building to provide urgently needed temporary accommodation for homeless households and the policy background to support this is set out in the paragraphs below.
- 3.3 Chapter 3 of the Housing Strategy outlines the local need for affordable housing, in the context of increasing prices and rents. Based on demographic projections, there is a need for 653 additional affordable dwellings (of all tenures) per annum across the region.

- 3.4 Priority 3 of the Housing Strategy demonstrates the Council's commitment to the delivery of affordable housing, including a commitment to the delivery of 250 homes directly by Adur & Worthing Councils. This commitment is reiterated in 'Delivering Pathways to Affordable Homes' which was adopted in March 2021.
- 3.5 Adur & Worthing's Temporary Accommodation Strategy was adopted in 2017 and focuses on the placement and procurement of accommodation. There is recognition in the Housing Strategy that the Temporary Accommodation Strategy should be reviewed and updated with extra emphasis on developing our own accommodation for these purposes.
- 3.6 Since April 2021, placement of households in emergency accommodation (EA) and temporary accommodation (TA) has increased by 35%, from 215 to 329. Currently the Council has 200 rooms secured on a long lease, with 137 placements spot-booked (the most expensive type of accommodation). Most recent projections have put the number of units needed by March 2025 at 459. Without securing our own stock of EA/TA (whether owned or leased), the additional requirement will need to be accommodated through spot-booked accommodation, potentially outside the area.
- 3.7 In addition, the cost of providing EA and TA accommodation continues to rise. Net average annual cost per placement is £9,150, a year on year increase of 13%. Consequently, considerable savings are possible with the Council owning its own stock of EA/TA.

#### **4. Issues for consideration**

##### **4.1 Option for retention in its current use**

- 4.1.1 WSCC's Youth Service were the most recent long term occupier of the building and paid a below market rent of £6,000 p.a.
- 4.1.2 The building could be relet for a similar community or office use but would need upgrading to meet current standards; in particular the heating system needs to be replaced. A market rent of around £10,000 might be expected which would produce a capital value of around £400,000.

- 4.1.3 If the property were relet or sold, the opportunity to provide further housing accommodation would be lost and it is felt that on balance a housing scheme aligns better with the Council's Corporate priorities.

## **4.2 Re-development proposal**

- 4.2.1 The scope for a residential conversion has been considered. Architects CityZen have been appointed to draw up initial plans and have produced a proposal for conversion of the building to provide 5no 1 bedroom flats (3x studios and 2 x 1 beds) with 2 car parking spaces adjacent and a landscaped 'pocket park' taking up the remainder of the car parking area. An extension into the adjacent car park has been ruled out due to the impact on neighbouring buildings in terms of light and overlooking.
- 4.2.2 The proposal has been discussed with planning officers who have no objection in principle however a case for the loss of the current use would need to be made. The building is in a conservation area so any alterations will need to take account of this and conservation area consent will be required.
- 4.2.3 The homes would be managed by the Council's Housing Needs Management team as Emergency/Temporary Accommodation and would help meet the urgent (and growing) need for temporary accommodation for small homeless households set out in paragraph 3.6.
- 4.2.4 Development costs are estimated at £1.1m. The Development Management Team will bid for funding from Homes England's Single Homelessness Accommodation Programme (SHAP) to cover approximately 27% of the development costs. Worthing Borough Council has been identified as a target authority for SHAP which would supplement capital funding with revenue funding for support costs for a three year period following completion.
- 4.2.5 The remainder of the capital requirement (c.£800k) would be funded by Worthing Borough Council's General Fund as a spend to save initiative resulting in savings of approximately £12.5k in the first year and £2.3m over a 50 year appraisal period.
- 4.2.6 Subject to JSC approval of the scheme, the anticipated timeline is as follows:

- Further survey and design work: Summer 2023
- Submission of planning application: Autumn 2023
- Planning Approval: Winter 2023
- Contractor procurement: Winter 2023/Spring 2024
- Start on site: Spring/Summer 2024
- Scheme completion: Spring/Summer 2025

The team will look to commence contractor procurement whilst the scheme is in planning to expedite the works. Previous works of this nature delivered by the team have been taken in a period of 10-12 months from start on site to competition. Intrusive survey works would be carried out during summer 2023 to reduce unforeseen risks on-site and gain more certainty regarding the build cost.

## 5. Risks and Mitigation

Risk	Mitigation
Planning permission withheld	Early consultation with planning officers has taken place and further detailed input will be sought prior to further development of the plans and submission of the planning application
Unforeseen site conditions result in increased costs affecting viability	Full survey information to be obtained prior to acquisition, partial stripping out of retained property to be carried out prior to tender.
Legal restrictions constrain development	A report on title has been obtained which does not identify any issues of concern.
Costs increase due to inflation/ materials shortages	A contingency of 30% has been allowed for in the development costs
Funding from Homes England is not forthcoming where expected.	Early discussions have taken place to ensure the project is supported and funding likely to be available. Worthing is identified as a priority area for SHAP funding. The appraisal has assumed no Homes England funding and the project remains viable - therefore grant is considered a windfall.

## 6. Engagement and Communication

- 6.1 This approach has been developed through engagement with Cabinet Members, the Council's Housing Management Team and Affordable Homes Delivery Group.
- 6.2 Housing Management in particular has been integral to ensuring that the proposals meet the needs of their customer base and enable efficient, effective management.
- 6.3 The Council's Planning Team have also been consulted who support the principle of the scheme and have provided comments on the issues which will need addressing within a planning application.
- 6.4 As development proposals progress, the team will engage with local people through face to face and online consultation exercises and statutory planning obligations.

## **7. Financial Implications**

- 7.1 The Council has an unallocated budget of £7.566m for the provision of temporary and emergency accommodation funded through borrowing which is released on the presentation of a business case. Elsewhere on the agenda is a report on the potential redevelopment of Shelley Road which has an estimated build cost of £3.68m (excluding the land cost) which means that potentially £3.886m would be available to support this project.
- 7.2 A financial viability assessment has been carried out by the finance team based on cost estimates.
- 7.3 It is expected that the scheme will attract funding from Homes England at £60,000 per unit which would provide a total of £300,000 reducing the Council's need to borrow.
- 7.4 Overall the scheme is expected to cost £1.1m which is broken down as follows:

	£
Conversion Costs	720,000
Allowance for optimism bias @ 30%	259,200
Professional fees	144,000
Fitting Out	20,000

Proposed Initial Cost	<u>1,143,200</u>
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- 7.5 The proposed investment in 24 Marine Place is expected to generate savings in the cost of temporary accommodation in the first full year of operation as follows:

Annual costs	Purchase outright £	Bed and Breakfast £
Debt charges		
Interest	42,160	
Principal repayment	5,460	
Total borrowing cost	<u>47,620</u>	0
Maintenance	10,200	
Annual buildings insurance	2,550	
Cyclical maintenance	0	
Staff management costs	7,990	
Bed and Breakfast charges		82,710
Total costs	<u>68,360</u>	<u>82,710</u>
Less: Potential rental income	-28,920	-28,920
Allowance for rental voids	1,450	
Council Tax Void Allowance	370	
Net annual cost	<u>41,260</u>	<u>53,790</u>
Operation revenue saving - Year 1	12,530	

- 7.6 In the longer term, it is expected that the proposed development will continue to save the Council resources, with a more favourable net present value over the next 50 years.

	Net annual cost (first operational year)	Net cost / income(-) over 50 years	NPV over 50 Years
Conversion to Temporary Accommodation	41,260	2,227,350	631,300
Current B&B arrangements	53,790	4,550,800	2,143,270
Annual saving	£12,530		

Average annual saving over appraisal period		£46,469
% revenue saving	23%	51%
Saving over 50 Years build compared to B&B		£2,323,450
Internal Rate of Return for the conversion	1.12%	

Finance Officer: Sarah Gobey

Date: 10th May 2023

## 8. Legal Implications

- 8.1 Section 188 and 193 of the Housing Act 1996 places a duty on the Council to provide interim accommodation for those persons who are homeless, eligible for assistance, in priority need and not intentionally homeless, with emergency and temporary accommodation.
- 8.2 Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to the discharge of any of their functions.
- 8.3 s1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation
- 8.4 Section 3(1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
- 8.5 s1 Local Government (Contracts) Act 1997 confers power on the Council to enter into a contract for the provision of making available assets or services for the purposes of, or in connection with, the discharge of the function by the Council.
- 8.6 When entering into a public contract for goods works or services, the authority is required to comply with the procurement procedures, found in the Councils' Contract Standing Orders found at Part 4 of the Councils' constitution. Where the Contract involves an above threshold contract for works or services, the Council should additionally have regard to the Public Contract Regulations 2015.

- 8.7 If the Council applies for and receives an amount of grant funding, it must ensure that the project officers are aware of and comply with, the grant funding terms and conditions.

Legal Officer: Joanne Lee

Date: 09/05/2023

### **Background Papers**

- Adur & Worthing Councils Housing Strategy 2020-2023
- Delivering Pathways to Affordable Homes (March 2021)
- Pathways to Affordable Homes - Delivery Plans (March 2022)

## **Sustainability and Risk Assessment**

### **1. Economic**

This proposal will lead to the creation of emergency housing available to eligible local households at what is considered 'affordable' levels (no more than 80% of market rent or no more than the 90% of 2011 Local Housing Allowance; whichever is lower) - this helps ensure that the individuals in need do not have to worry about being able to afford the cost of the accommodation. During this time the Council's 'Opening Doors' programme will support residents into permanent accommodation.

### **2. Social**

#### **2.1 Social Value**

The proposals will provide temporary homes which are purpose built and local - reducing the need to put households into substandard, small or cramped accommodation, or rehouse them outside the area.

#### **2.2 Equality Issues**

Worthing Borough Council has a responsibility under the Homelessness Reduction Act 2017 to provide interim accommodation to eligible households with the criteria for eligibility set and agreed by the Council.

#### **2.3 Community Safety Issues (Section 17)**

Delivery of purpose-built accommodation in small clusters removes the need for eligible families or individuals to be housed in hostels where the Council has less ability to influence or address criminal or antisocial behaviour.

#### **2.4 Human Rights Issues**

Matter considered and no issue identified.

### **3. Environmental**

Homes will be designed to be well insulated and gas-free, thereby allowing present and future consumption of renewable electricity. Care will be taken to

design homes to minimise consumption of water, minimise run-off to sewers, address overheating risks and promote sustainable transportation measures.

#### **4. Governance**

The proposals in this report are in line with the Councils' Housing Strategy.

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WORTHING BOROUGH  
COUNCIL

Worthing Joint Strategic Sub-Committee  
13 June 2023

Key Decision [Yes/No]

Ward(s) Affected: Central & Heene  
Cabinet Portfolio: Citizen Services

## Outline Business Case for acquisition of properties at Shelley Road and Heene Road

### Report by the Director for Place

**Officer Contact Details:** Anthony Probert, Senior Development Manager, Major Projects & Investment Team, 07824 521957, [anthony.probert@adur-worthing.gov.uk](mailto:anthony.probert@adur-worthing.gov.uk)

### Summary

#### 1. Purpose

- 1.1. The report follows the publication of the Adur and Worthing Housing Strategy for 2020-2023, 'Delivering Pathways to Affordable Homes' document and subsequent Delivery Plans where plans for a housing development programme were set out. The report outlines the increasing demand for emergency and temporary accommodation (EA/TA) in Worthing and the Council's commitment to owning its own stock of EA/TA.
- 1.2. This report sets out the business case to support the acquisition of the properties at 23, Shelley Road and 145, Heene Road Worthing which; subject to the approval of the recommendations contained within JSSC report entitled '*Update on the Worthing Integrated Care Centre Project*', and on condition of exchange of the agreement for lease with WMG; are to be purchased from the Worthing Medical Group (WMG) to help facilitate their move to the Worthing integrated Care Centre (WICC).
- 1.3. This report reviews the potential options available to the Council on acquisition of the properties, identifies the preferred options and outlines the budget required to investigate the preferred options in

more detail.

- 1.4. Following agreement on the preferred options, approval is sought to progress with outline plans for the redevelopment of 23, Shelley Road to provide emergency and temporary accommodation for eligible households in need, and for further additional work to be undertaken to examine the options for retention, redevelopment or disposal of 145, Heene Road.

## **2. Recommendations**

- 2.1. To note the options available to the Council for the future use of the properties at Shelley and Heene Road following their acquisition.
- 2.2. To approve a budget of £30,000 to complete options appraisals for both properties, to involve outline design and survey work.
- 2.3. To delegate authority to the Director for Housing and Communities in consultation with the Cabinet Member for Citizen Services to agree the preferred option for each site.
- 2.4. To approve a budget of £137,000 to take the scheme at 23, Shelley Road to planning application stage should the preferred option be for redevelopment.
- 2.5. To note that a budget of £65,000 will be required to take a scheme at 145 Heene Road to planning application stage should the preferred option for redevelopment be demonstrated on production of a business plan.
- 2.6. To note that a further report will be produced for approval at Worthing Sub-Committee which will detail the development proposals and the budget required to complete both projects.

## **3.0 Context**

- 3.1 It is proposed that the properties at 23 Shelley Road and 145, Heene Road in Worthing are to be acquired by Worthing Borough Council from Worthing Medical Group (WMG) once the Worthing Integrated Care Centre (WICC) accommodation is completed and they have relocated to the new premises. Approval to the acquisitions is sought in the report entitled '*Update on the Worthing Integrated Care Centre Project*' currently

under consideration by Worthing JSC Sub-Committee at the meeting on 13th June 2023.

- 3.2 Completion of the WICC is scheduled for early 2024, and it is anticipated that they will vacate the buildings allowing the sale of the properties to the Council to be completed at the point that they take up their tenancy at the WICC.
- 3.3 The properties and their sites have been assessed and both properties have redevelopment potential. The initial review has concluded that there is a strong business case for the Shelley Road property to be redeveloped for housing. The Heene Road property's redevelopment options are less clear cut, and further consideration and work needs to be undertaken at this stage to strengthen the business case.
- 3.4 The proposal for Shelley Road is to re-develop the site to provide temporary accommodation and the policy context to support this is set out below. The Heene Road property is similarly being looked at for temporary accommodation.
- 3.5 Chapter 3 of the Housing Strategy outlines the local need for affordable housing, in the context of increasing prices and rents. Based on demographic projections, there is a need for 653 additional affordable dwellings (of all tenures) per annum across the region.
- 3.6 Priority 3 of the Housing Strategy demonstrates the Council's commitment to the delivery of affordable housing, including a commitment to deliver 250 homes directly by Adur & Worthing Councils. This commitment is reiterated in 'Delivering Pathways to Affordable Homes' which was adopted in March 2021.
- 3.7 Adur & Worthing's Temporary Accommodation Strategy was adopted in 2017 and focuses on the placement and procurement of accommodation. There is recognition in the Housing Strategy that the Temporary Accommodation Strategy should be reviewed and updated with extra emphasis on developing our own accommodation for these purposes.
- 3.8 Since April 2021, placement of households in emergency accommodation (EA) and temporary accommodation (TA) has increased by 35%, from 215 to 329. Currently the Council has 200 rooms secured on a long lease, with 137 placements spot-booked (the most expensive type of accommodation). Most recent projections have put the number of units

needed by March 2025 at 459. Without securing our own stock of EA/TA (whether owned or leased), the additional requirement will need to be accommodated through spot-booked accommodation, potentially outside the area.

- 3.9 In addition, the cost of providing EA and TA accommodation continues to rise. Net average annual cost per placement is £9,150, a year on year increase of 13%. Consequently, considerable savings are possible with the Council owning its own stock of EA/TA.
- 3.10 The business case for acquisition of the properties is based on (a) demonstrating the viability of a self-contained EA/TA scheme at Shelley Road and (b) the opportunity to sell the property at Heene Road to recoup the acquisition cost; however, it is recognised that the priorities for each site would be to (a) develop a Housing Hub at Shelley Road and (b) deliver self-contained EA/TA at Heene Road and these will be the options we will look to pursue and demonstrate their feasibility.

#### **4 Shelley Road - Overview**

4.1 The headline options for Shelley Road on purchasing are:

- 1) Retain the building as a medical / office building
- 2) Redevelop for self contained emergency / temporary accommodation
- 3) Redevelop to provide a 'Housing Hub' and single room accommodation
- 4) Dispose of the building

While the retention and reletting of the buildings at 23 Shelley Road would be possible, the buildings have been extended and modified over the years to provide the accommodation required by the surgery and they do not currently meet the modern standards which would be expected by a medical or office user. The Council are active in the office market in Worthing and it is considered that the likelihood of being able to refurbish and relet these premises at a rent that is likely to recover the Council's cost is unlikely in the current market.

4.2 Secondly, with regards to Option 4, the Council's Asset Management Plan and Housing Strategy make clear the priority for reuse of buildings to deliver housing to meet the Council's housing requirement. While the building could be sold on the open market following its acquisition, this

would mean the loss of the valuable opportunity to provide temporary accommodation.

4.3 As such Option 1 and Option 4 have been discounted as they either would place an unacceptable financial burden on the Council, or would miss a clear opportunity for meeting one of the Council's core priorities around providing needed accommodation in Worthing.

4.4 As such, options 2 and 3 are progressed for further consideration.

#### **4.5 Planning considerations**

4.6 The surgery buildings comprise two large Victorian villas which have frontages onto Shelley Road and Gratwicke Road. The buildings have been extended and modified a great deal and show signs of structural movement. Experience on other developments in Adur and Worthing development programme to convert Victorian properties has shown that costs increase significantly once work is underway due to the unforeseen problems with the structure. Consequently, they are often expensive to develop and it is difficult to produce accommodation to modern accessibility standards. The preference would therefore be for the demolition and wholesale redevelopment of the site.

4.7 The scope for demolition of the buildings and replacement with new blocks has been discussed with planners. Due to the semi-detached nature of the Gratwicke Road property and its proximity to a conservation area, the planners do not support demolition. However, they have agreed that a 'hybrid' scheme involving the conversion of Gratwicke Road and demolition of the Shelley Road property may be acceptable. Design options have been produced by local architects ECE based on this advice.

#### **4.8 Option 2 - Self contained temporary accommodation**

4.9 Plans have been produced for 14 self contained homes comprising 9 x 1 person bedsits and 5 x1 bedroom 2 person flats. These would meet the required minimum nationally described space standards.

4.10 The homes would be managed by the Council's Housing Needs Management team, as Emergency/Temporary Accommodation and would help meet the urgent need for temporary accommodation for small homeless households.

- 4.11 Development costs are estimated at £4.91m (including contingencies). The Development Management Team would bid for funding from Homes England to cover approximately 19% of the development costs, with the remainder funded by Worthing Borough Council's General Fund as a spend to save initiative resulting in average annual savings of approximately £100,000 over the appraisal period.

#### **4.12 Option 3 - Housing Hub and single room accommodation**

- 4.13 Plans for an alternative scheme for a 'housing hub' to provide a multi agency facility for single homeless people have also been drawn up. This would include a day centre facility on the ground floor together with clinical and interview rooms, washing facilities and meals. The upper floors would provide self contained accommodation for single homeless people which would consist of around 13 single rooms.
- 4.14 There is a particular need to bring together this provision under one roof to replace facilities such as St Clare's Community Hub on Marine Place which is currently run by the agency Turning Tides and does not meet current requirements.
- 4.15 This would be a multi agency provision and collaboration is needed to engage with potential partners and fully assess the management and funding options needed to make it work. The team have met with Turning Tides and CGL as potential managers of this facility to develop design options and identify the spaces and amenities that would be needed in such a facility.
- 4.16 A scheme that delivers 13 single rooms in addition to the Housing Hub, is unlikely to have as strong a commercial case as the option outline above for 14 self contained homes, however, there are significant social benefits in terms of the care and support that could be provided for the town's homeless community that would be derived from the scheme. While a number of these benefits are "non-cashable", the impact on the wider health and social care system is likely to be significant as these hubs can provide significant support to the homeless community.

#### **4.17 Preferred Scheme - Shelley Road**

- 4.18 Option 2, the self contained TA scheme would be more straightforward to deliver, fund and manage. Homes England funding would be available to support the scheme and it would be managed under an established

arrangement. This is therefore the option which has been appraised and is accompanied by a business plan to support the property acquisition.

4.19 Option 3, the housing hub option would rely on a small number of residential units to provide an element of cross subsidy for the non housing element. This is likely to leave a funding gap and further discussions with agencies on the commitment they could give on rental and capital contributions are required, together with research on other sources of capital grant, in order to establish whether this option could be delivered. Due to the need and the potential for this site to meet it considering its location, ownership and space available, Option 3 would be preferred but more work is needed to work through the current unknowns.

4.20 A valuation report to consider the values arising from the alternative use of the building has been obtained. This confirms that there is little demand for office use in the area. While a medical user could pay a higher rent, this is a very limited market. The valuation report concludes that the best use of the site is for residential redevelopment and the site value based on this assumption is confirmed as £800,000.

4.21 The price of £1,180,000 agreed with WMG exceeds this open market valuation. However, in this instance a more suitable valuation exercise has been undertaken that reflects the NHS Code of Estates Practice which assess the value of the property based on the current rent paid by the medical group according to the NHS Code of Estates Practice.

#### **4.22 Risk assessment - Shelley Road**

4.23 The following key risks of delivering an EA/TA scheme at Shelley Road have been identified, along with mitigation measures:

Risk	Mitigation
Planning permission withheld	Early consultation with planning officers has taken place and further detailed input will be sought prior to further development of the plans and submission of the planning application.
Unforeseen site conditions result in increased costs affecting viability	Full survey information to be obtained prior to acquisition. Partial stripping out of retained property to be carried out prior to tender.

Legal restrictions constrain development	A report on title has been obtained which identifies some issues. However, it is anticipated that these can be allowed for in the design and, where needed, title indemnity insurance will be obtained.
Costs increase due to inflation/ materials shortages	A contingency of 30% has been allowed for in the development costs
Funding from Homes England is not forthcoming where expected.	Homes England have funded similar EA/TA schemes in the Borough and appreciate the urgent need. Early discussions with them will take place to ensure the project is supported and that funding is likely to be available.

#### **4.24 Conclusion & Next Steps - Shelley Road**

- 4.25 The significant benefits of the housing hub option (Option 3) are recognised, and further exploration of this option is to be undertaken to see whether this could be made viable.
- 4.26 Survey work to complete the options appraisal is to be carried out, to include measured and structural surveys together with further design work, provision of cost advice and more detailed consultation with planning officers. The cost of this is estimated at £20,000 and approval of a budget to facilitate this is requested in Recommendation 2.2.
- 4.27 A report setting out the preferred option is to be produced for approval by the Director of Communities in consultation with the lead cabinet member, prior to a planning application being made.
- 4.28 A budget of £137,000 is requested to ensure that the site surveys and design work needed to prepare the planning application is undertaken (see Recommendation 2.4). It should be noted that this budget will be required whether we are able to offer facilities within a housing hub, or solely self-contained EA/TA. This is broken down as follows:

Design & planning fees:	£40,000
Legal fees:	£10,000
Surveys:	£30,000
Project management:	£35,000
Employers agent and cost advice:	£22,000

Total

£137,000

4.29 The following draft programme has been prepared demonstrating the path and timeline through delivery.

- Survey and appraisal work: Summer 2023
- Approval to proceed with planning application by Director of Communities: Autumn 2023
- Submission of planning application: Winter 2023
- Planning Approval: Spring 2024
- Completion of purchase: Spring 2024
- JSC Report to secure budget to scheme delivery: Spring 2024
- Contractor procurement: Summer 2024
- Start on site: Autumn 2024
- Scheme completion: Winter 2025

## **5.0 Overview - 145 Heene Road**

5.1 There are three main options available for the property at 145 Heene Road:

1. Retain the building as a medical / office building
2. Redevelop for self contained emergency / temporary accommodation
3. Dispose of the building

5.2 The property at Heene Road is in a primarily residential area, is more distant from the town centre, and is semi-detached with a residential property adjoining it. The building itself has undergone significant additions and extensions over the years with a large two-storey rear outrigger and a single storey flat roofed extension to the rear.

5.3 For the same reasons as set out in section 4.2 above, Option 1, the retention of the building in its existing use or its change of use to office, is at present not considered likely to be economically viable given the properties location and its inability to meet modern standards and requirements.

5.4 Given the Council's priority of delivering emergency and temporary accommodation within Worthing the preferred option is to investigate further the potential for delivering new homes at this location (Option 2).

An initial architectural review has indicated that 4 -5 units could be delivered through the refurbishment and remodelling of the property.

- 5.5 Some risks have been identified in that as a semi-detached property there is increased scope for the works to have an unacceptable impact on the neighbours caused by the building works, and its intensive occupation by numerous households could be an issue. Since it is an Edwardian property, its cost effective conversion into a modern standard of accommodation sufficient to meet current accessibility and insulation standards could prove challenging.
- 5.6 An independent report by Avison Young (dated November 2022) has put the market value of the Heene Road site at £507,000. Should retention and redevelopment of the property not be considered feasible, then disposal (Option 3) would be a viable option considering the market value of the property is within £10k of the price agreed with WMG, and it is on this basis that the outline business case for acquisition is made.
- 5.7 However, even though the case for acquisition is made on the basis of selling the property, retention and redevelopment would be preferable; this is reinforced by the Council's Asset Management Plan that prioritises reuse of buildings to deliver housing to meet the Council's housing requirement. While the building could be sold on the open market following its acquisition, this would mean the loss of the valuable opportunity to provide temporary accommodation and due to the substantial savings presented by the Council owning its own EATA, would prove less beneficial to the Council financially.
- 5.8 Ultimately, more work is needed to evaluate the three options before the preferred is identified. Its development potential will be considered further, and a budget of £10,000 has been recommended to facilitate this. This will cover the cost associated with basic design and survey work and the development of a business case to demonstrate the viability of an EA/TA scheme.
- 5.9 Should retention and redevelopment be the preferred option, it is anticipated that a planning application to redevelop Heene Road into temporary accommodation would require a budget of around £65,000, broken down as follows:

Design & planning fees:	£15,000
Professional fees inc asbestos:	£20,000

Surveys:	£10,000
Project management:	£10,000
Employers agent and cost advice:	£10,000
 Total	 £65,000

However this would only be sought once the feasibility work has completed, a preferred option has been agreed and a business case has been developed.

## **6.0 Engagement and Communication**

- 6.1 This approach has been developed through engagement with Cabinet members, the Council's Housing Management Team and Affordable Homes Delivery Group.
- 6.2 Housing Management in particular has been integral to ensuring that the proposals meet the needs of their customer base and enable efficient, effective management.
- 6.3 The Council's Planning Team have also been consulted who support the principle of the scheme and have provided comments on the issues which will need addressing within a planning application.
- 6.4 As development proposals progress, the team will engage with local people through face-to-face and online consultation exercises and statutory planning obligations.

## **7.0 Financial Implications - Shelley Road**

- 7.1 The Council has an unallocated budget of £7.566m for the provision of temporary and emergency accommodation funded through borrowing which is released on the presentation of a business case. The WICC report elsewhere on the agenda recommends release of the funding for the land acquisition from the Strategic Property Investment Fund to purchase the two properties in Shelley Road and Heene Road.
- 7.2 To demonstrate the principle of the viability of the self-contained EA/TA scheme for Shelley Road, a financial assessment has been carried out by the finance team based on early cost estimates.

- 7.3 It is expected that the scheme will attract funding from Homes England at £60,000 per unit which would provide a total of £840,000 towards the cost of the scheme reducing the Council's need to borrow.
- 7.4 Overall the scheme is expected currently to cost £4.91m which is broken down as follows:

	£
Purchase	1,180,000
SDLT	48,500
Works	2,160,000
Fees	540,000
Allowance for optimism bias @ 30%	759,900
Allowance for interest	220,000
<b>Proposed Initial Cost</b>	<b>4,908,400</b>

Given the high level of inflation in the building industry and the relatively early stage in the project, an optimism bias of 30% has been included. This will be reduced down as the estimates are refined and there is more certainty about the level of costs.

- 7.5 The proposed investment in Shelley Road is expected to generate savings in the cost of temporary accommodation in the first full year of operation as follows:

	New build £	Bed and Breakfast £
<u>Year 1</u>		
Annual costs		
<b>Debt charges</b>		
Interest	139,730	
Principal repayment	40,140	
<b>Total borrowing cost</b>	<b>179,870</b>	<b>0</b>
Maintenance	29,710	
Annual buildings insurance	7,430	
Cyclical maintenance	0	
Staff management costs	20,570	
Bed and Breakfast charges		250,460
<b>Total costs</b>	<b>237,580</b>	<b>250,460</b>
Less: Potential rental income	-92,830	-92,830
Allowance for rental voids	4,640	

Council Tax Void Allowance	980	
Net annual income	150,370	157,630

Net initial annual saving 7,260

However the level of saving is predicated on a successful bid to Homes England for funding at a level of £60,000 per unit delivered (£840,000 in total) and the outcome of any procurement exercise.

- 7.6 In the longer term, it is expected that the proposed development will continue to save the Council resources, with a more favourable net present value over the next 50 years.

	Net annual cost (first operational year)	Net cost / income(-) over 50 years	NPV over 50 Years
Purchase for Temporary Accommodation	150,360	7,696,820	-2,355,642
Current B&B arrangements	157,630	12,813,930	-6,126,096
Annual saving / cost (-)	7,270		
Average annual saving over appraisal period		102,342	
% revenue saving	5%	40%	
Internal Rate of return	1.716%		

## 8.0 Legal Implications

- 8.1 Under Section 111 of the Local Government Act 1972, the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to the discharge of any of their functions.
- 8.2 s1 of the Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation
- 8.3 7.3 Section 3(1) of the Local Government Act 1999 (LGA 1999) contains a general duty on a best value authority to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.

- 8.4 s1 Local Government (Contracts) Act 1997 confers power on the Council to enter into a contract for the provision of making available assets or services for the purposes of, or in connection with, the discharge of the function by the Council.
- 8.5 When entering into a public contract, the authority is required to comply with the procurement procedures, found in the Councils' Contract Standing Orders found at Part 4 of the Councils' constitution. Where the Contract involves an above threshold contract for works or services, the Council should additionally have regard to the Public Contract Regulations 2015.
- 8.6 If the Council applies for and receives an amount of grant funding, it must ensure that the project officers are aware of, and comply with, the grant funding terms and conditions.

### **Background Papers**

- Adur & Worthing Councils Housing Strategy 2020-2023
- Delivering Pathways to Affordable Homes (March 2021)
- Pathways to Affordable Homes - Delivery Plans (March 2022)

## **Sustainability and Risk Assessment**

### **1. Economic**

This proposal will lead to the creation of emergency housing available to eligible local households at what is considered 'affordable' levels (no more than 80% of market rent or no more than the 90% of 2011 Local Housing Allowance; whichever is lower). This helps ensure that the individuals in need do not have to worry about being able to afford the cost of the accommodation. During this time the Council's 'Opening Doors' programme will support residents into permanent accommodation.

### **2. Social**

#### **2.1 Social Value**

The proposals will provide temporary homes which are purpose built and local - reducing the need to put households into substandard, small or cramped accommodation, or rehouse them outside the area.

#### **2.2 Equality Issues**

Worthing Borough Council has a responsibility under the Homelessness Reduction Act 2017 to provide interim accommodation to eligible households with the criteria for eligibility set and agreed by the Council.

#### **2.3 Community Safety Issues (Section 17)**

Delivery of purpose-built accommodation in small clusters removes the need for eligible families or individuals to be housed in hostels where the Council has less ability to influence or address criminal or antisocial behaviour.

#### **2.4 Human Rights Issues**

Matter considered and no issue identified.

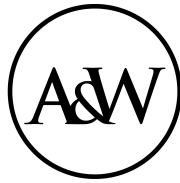
### **3. Environmental**

Homes will be designed to be well insulated and gas-free, thereby allowing present and future consumption of renewable electricity. Care will be taken to

design homes to minimise consumption of water, minimise run-off to sewers, address overheating risks and promote sustainable transportation measures.

#### **4. Governance**

The proposals in this report are in line with the Councils' Housing Strategy and Platform for Places document.



ADUR & WORTHING  
COUNCILS

Joint Strategic Sub Committee  
13 June 2023  
Agenda Item

Key Decision Yes

Ward(s) Affected: Central Ward

## **Update on the Worthing Integrated Care Centre Project**

### **Report by the Director for Place**

#### **Summary**

##### **1. Purpose**

1.1 The purpose of the report is to update the members of the Sub-Committee on the construction of the Worthing Integrated Care Centre (WICC) and Multi Storey Car Park (MSCP) at Stoke Abbott Road, Worthing. The report sets out the key considerations that have affected the construction programme and costs.

1.2 The Council agreed a budget for the project at the Joint Strategic Committee in March 2021. Since then the construction industry has experienced extreme cost inflation which has affected the delivery of the project. This report seeks approval to increase the overall project budget to account for the effects of this inflation, and as a result of a number of constructions risks materialising.

1.3 The report sets out an opportunity arising from the project to purchase properties at Heene Road and Shelley Road from Worthing Medical Group subject to the preparation of an appropriate outline business. An accompanying report on this Sub-Committee agenda sets out the business case for the use of these properties for the provision of temporary and emergency accommodation.

1.4 The report sets out the need to approve funding from the Worthing Community Infrastructure Levy towards the fit out costs of the Worthing Integrated Care Centre (WICC) for Worthing Medical Group.

## **2. Recommendations**

The Joint Strategic Committee is recommended to:

2.1. To note the updates on the construction programme, costs implications and timescales for delivery of the WICC and MSCP on the former Worthing Town Hall Car Park.

2.2 To approve a budget virement of £5.63m from the Strategic Property Investment Fund to complete the construction of the WICC and MSCP.

2.3 To approve release of £1.8m from the Strategic Property Investment Fund to fund the purchase of 23 Shelley Road, Worthing, BN11 4BS and 145 Heene Road, Worthing, BN11 4NY.

2.4 To delegate authority to the Assistant Director of Regenerative Development in consultation with the Cabinet Member for Regeneration, Leader of Worthing Borough Council and Chief Financial Officer to proceed with the purchases of 23 Shelley Road, Worthing, BN11 4BS and 145 Heene Road, Worthing, BN11 4NY.

Note that a separate report on the development of Heene Road and Shelley Road will be presented to the Committee detailing the options for the properties.

2.5 Delegate authority to the Assistant Director of Regenerative Development to:

a. Appoint Savills Property Management services to oversee the facility management of the WICC and note costs of £170,000 to undertake the commissioning of the facility management for the WICC.

b. To procure for and make any further consultancy appointments to execute and conclude the delivery of the WICC/MSCP scheme,

providing that the appointments are within the approved budget.

2.6 To approve the expenditure of £320k from the Worthing CIL Pot to NHS Sussex to help fund the fit out of the Worthing Integrated Care Centre (WICC), as outlined in the Infrastructure Investment Plan (IIP) and the creation of a capital budget within the Council's capital programme.

### **3. Background**

- 3.1 At the Joint Strategic Committee meeting of 10th October 2017, members approved a report to progress a health related development scheme at Worthing Town Hall Car Park. The site, owned by Worthing Borough Council, had been considered an underutilised key brownfield development site and the opportunity for development was recognised in the Worthing Investment Prospectus.
- 3.2 A Master Plan was produced following an options appraisal process for the new facility. The council set out to develop an Outline Business Case (OBC) to prepare plans for an integrated care centre facility with NHS partners. The development brings together Worthing Medical Group, Sussex Community NHS Foundation Trust, and Sussex Partnership NHS Foundation Trust services into one integrated health care facility in the heart of Worthing's Civic Quarter.
- 3.3 The new centre now referred to as Worthing Integrated Care Centre (WICC) would be the first of its type in Sussex and would deliver significant benefits in care for the local community. In addition to the WICC, a Multi Storey Car Park will be built to accommodate 190 vehicles with 20% electric vehicle charging points and cycle parking provision to service the needs of the Civic Quarter.
- 3.4 The proposed development outcomes have been consistent with the strategic direction of NHS England to promote New Models of Care and Integrated Care Systems and 'Platforms for our Places' which set out a commitment to "partner with local health providers to deliver a health hub facility with new models of health provision".
- 3.5 At the Joint Strategy Committee (JSC) on 7 November 2019 the committee approved the Outline Business Case (OBC) for the WICC. Officers were further tasked with developing the Worthing Integrated

Care Centre (WICC) and associated Multi-Storey Car Park (MSCP) scheme to Full Business Case.

- 3.6 A further report on 9 June 2020 set out approval for the Head of Major Projects and Investment in consultation with the Executive Members for Resources to enter into a detailed project agreement with West Sussex Estates Partnership with associated costs on the terms set out in the LIFTCO Strategic Partnership agreement.
- 3.7 In 2020 the Covid 19 pandemic had impacted the progression of the development programme, not only in terms of restrictions the pandemic had placed on managing logistical arrangements for developing a major development scheme but also in terms on pressure our NHS partners experienced in managing the Covid 19 virus and tackling the Vaccine roll out.
- 3.8 A report on 30 March 2021 approved the Full Business Case for the Worthing Integrated Care Centre and Multi Storey Car Park. To release the full budget for the construction of the WICC and MSCP funded through borrowing subject to final agreement of the Heads of Terms for the occupier leases, acquisition of Central Clinic and the development agreement (£33,971,000) Delegate authority was given to the Head of Major Projects & Investment to execute occupier leases and service level agreements for the occupation of the WICC facility and to authorise the acquisition of the Central Clinic. To agree the acquisition of Shelley Road Medical Centre and Heene Road Surgery, supporting future housing delivery options and subject to business case approval.
- 3.9 The council entered into a development agreement with West Sussex Estates Partnership. West Sussex (Worthing) Limited, a special delivery vehicle wholly owned by West Sussex Estate Partnership, to manage the delivery of the construction development on behalf of the WBC.
- 3.10 The delivery of the WICC construction programme is progressing significantly and a Topping Out Ceremony, where the construction of the WICC reached its full structural height, was held on 19 October 2022. Practical completion of the facility is scheduled to be concluded this winter and operational early in 2024.
- 3.11 The scheme has been identified as a model of partnership working between local government and the NHS. The Council in using its assets, commercial and investment capability, and development

know-how to deliver modern care facilities that will integrate and improve the model of care for patients within the town is a paragon of the integrated care model being developed nationally, and has received widespread support from the local health system and partners.

#### **4. Development Programme and Development Costs**

- 4.1 The new facilities were anticipated to open in December 2023. However, the development, along with the wider construction industry has not been immune to the wider economic headwinds facing the country. Common issues across the economy including inflation, supply chain issues, and the availability of labour have been acutely felt within the construction industry. These have been further exacerbated by the impact of the war in Ukraine with the resultant impact on energy prices and commodities affecting the energy intensive construction industry. For the project this has had a significant impact in terms of cost and programme (see Appendix 1.)
- 4.2 As a result, the Council now anticipates that the building will come into use in early 2024 following the tenant's fit out of the premises.
- 4.3 The factors outlined in paragraph 4.1 inevitably have an effect on the project's budget. As with any large development being constructed on a brownfield town centre site, there have been some issues that have arisen as the project has progressed, resulting in additional costs being incurred.
- 4.4 There are several items that have impacted on the WICC project that have resulted in the anticipated cost of the project increasing above the original tendered price. The form of construction contract entered into (Single Stage Design & Build) has meant that a large proportion of cost risk is covered by the contractor, there are categories of cost risk that fall outside the contract which have contributed to the projected overspend.
- 4.5 The development has encountered issues that fall into each of the above categories and further detailed information is provided in section 5 below. These costs currently attributed to the issues are an estimate of the likely "worst case scenario". Mitigation measures to reduce the cost of these issues are also set out in section 6 below.

## **5. Core Issues affecting the Cost of Development**

- 5.1 As with all construction projects there are multiple issues that require resolution as the project progresses. The list below is not exhaustive but is a summary of the key issues that contribute to the increase in cost. The costs indicated are set out as a “worst case scenario” and include additional contingencies, and don’t take into account any of the mitigation actions that will be taken to reduce their impact. The actual outturn cost of the project will be reported on completion of the project.
- 5.2 UKPN Sub-Station decommissioning and reprovision - The most significant cost issue is attributable to the construction of a new substation and it accounts for approximately 50% of the total cost overrun. The development requires the demolition and reinstatement of a major substation which provides electricity to all of the civic quarter buildings, and the construction of an additional substation to serve the new development. UKPN were commissioned and paid to specify and design the required infrastructure as well as provide and install the infrastructure; transformers and cables needed to make the distribution network operable.
- 5.3 The replacement substation was constructed and equipped at which point UKPN discovered they had failed to specify that new connections were needed for Worthing Town Hall, The Assembly Rooms, Worthing Library and Worthing County Court. This was entirely under the control of UKPN and no other party had access to verify that their original design was correct. UKPN failure to adequately design the new infrastructure and rectifying this issue has been the principal cause of the delay.
- 5.4 While this issue has now been resolved, and the switch over from the redundant substation to the new substation completed on 29 January 2023, it has had a significant impact in terms of delay, with the associated cost implications.
- 5.5 There is further detailed information in the exempt appendix regarding the effect this has had on the project, and further advice on how the impact of this can be further mitigated is included.
- 5.5 Inflation - the scheme has been significantly affected by high inflation. The scheme was initially tendered between December 2020

and March 2021 which ensured that a very competitive tender price was received at the time. At the end of 2020 the bank base rate was 0.25% and annual inflation (RPI) was 3.5%. The industry standard BCIS indices\* showed construction materials costs rising at 19.8% per annum with building costs and tender prices, rising at 10.6% and 4.9% respectively.

- 5.6 Although Covid-19 restrictions were rolling back, the disruption to worldwide supply chains had sparked an unprecedented increase in construction materials price inflation, which peaked at 26% in June 2022.
- 5.7 In February 2022 Russia's invasion of Ukraine led to further pressure on energy prices and commodity prices generally, all of which affected construction materials prices and availability.
- 5.8 Increase in Borrowing Costs - the overall budget includes the cost of borrowing capital as a cost to the project. When preparing the approved budget the covid-19 pandemic was still ongoing. At this time the cost of capital (interest rates) had been stable for the Council and the outlook for the economy was very uncertain.
- 5.9 As is well documented there was a significant increase in interest rates to combat inflation commencing in February 2022 rising from 0.25% to a current rate of 4.5% in May 2023.
- 5.10 Government lending rules prevent the Council from "borrowing in advance of need". Therefore the Council has borrowed the funds needed to pay for the project in line with a cash flow prepared at the commencement of the project. The increased cost of borrowing due to increased interest rates has significantly affected the overall cost of the project.
- 5.11 Site Contamination – the initial cost plan had anticipated a level of contamination on site. This was based on sample testing across the site and a contingency was included in the overall project contingency, although the risk was excluded from the construction contract. The volume of material to be removed was higher than indicated from initial site investigations. Previous use as a council depot meant that contaminated material on the former town hall car park was randomly distributed across the western end of the site. Although the contamination had been concealed by the car park surface for years

and was no risk to the public, it also needed to be removed as part of the development. The cost of removal and disposal did not breach the overall contract value but significantly reduced the available contingency to deal with other issues.

## **6. Mitigations**

- 6.1 There are a number of mitigation measures that are currently in place or being considered. These are detailed in the exempt appendix to this report.
- 6.2 The cost of the variations requested by the tenants for the WICC are agreed in principle.

## **7. Acquisition of Central Clinic**

- 7.1 The most recent JSC report in March 2021 delegated authority to the Head of Major Projects & Investments to negotiate and purchase land at Central Clinic from Sussex Community Foundation Trust.
- 7.2 The acquisition of the building was necessary to provide a suitable development envelope to accommodate the construction of the WICC and MSCP. As part of this arrangement the services that operated from within Central Clinic would be decanted to temporary accommodation at Liverpool Gardens provided by the council and they would be relocated to the new WICC building when operational to ensure a seamless and continuous healthcare service throughout the disruptive period.
- 7.3 Following negotiations between Worthing Borough Council and Sussex Community NHS Foundation Trust it was agreed that the purchase price for Central Clinic would be £1,147,500 plus stamp duty land tax of and legal costs of £52,500, this equating to £1.2m in total.

These costs are in line with the estimated cost in the approved project budget from March 2021.

## **8. Acquisition of Heene Road and Shelley Road surgeries**

- 8.1 The previous JSC report in March 2021 delegated authority to the Head of Major Projects & Investment to agree the acquisition of Shelley Road Medical Centre and Heene Road Surgery from Worthing Medical Group, supporting future housing delivery options and subject to outline business case approval.
- 8.2 Purchase prices have been agreed in principle with Worthing Medical Group based on the existing use value of the properties to comply with NHS Estate Codes, for both the Heene Road and Shelley Road.
- 8.3 At present WMG has not entered into any legally binding commitment to exchange agreements for lease with the Council to occupy the WICC. The purchase of both Heene Road and Shelley Road are on condition of them doing so.

### **23 Shelley Road Surgery, Worthing, BN11 4BS**

The property has a net internal floor area of 5,698 square feet (529.41 square metres) The property comprises a pair of Victorian villas linked by a modern extension to provide a GP Doctors surgery.

### **145 Heene Road Surgery, Worthing, BN11 4NY**

The property comprises a net internal floor area of 329.77 sq m/3,550 sq ft. It includes a two storey semi-detached Edwardian villa converted to provide a Doctors Surgery practice extending into a purpose built single storey flat roof rear extension providing consulting rooms.

## **9. Approach to Property Management of WICC**

- 9.1 Savills Property Management services has been sought to ensure the WICC is appropriately run from the point of practical completion. The costs of managing the property are to be recovered from the tenants as part of the service charge.

9.2 Savills have been appointed to run the property management including Facility Management services and to manage the service charges necessary for the running of the completed building, and for the pre - Practical Completion commissioning work.

9.3 The commissioning costs up to a maximum of £170,000 has been identified which may not be wholly recoverable from tenants and would be a cost borne by Worthing Borough Council. Recoverable costs will be passed to tenants where appropriate. Non recoverable costs are being negotiated or deleted where possible. These costs relate to matters such as preparation of Facility Management agreements, tendering costs, legal costs, building commissioning project management and fire risk assessment and safety induction training.

## 10. Delivery Programme

10.1 The following target milestones have been set out for the delivery of the WICC project:

Delivery Programme	
ACTION	DATE(S)
Construction of MSCP	16 <sup>th</sup> November 2023 (completion)
Early occupation of WICC for fitout	Autumn 2023 (to be agreed/confirmed)
Final Occupation	Early 2024

## 11. CIL 'Other Agencies' Pot

11.1 The Community Infrastructure Levy (CIL) is a fixed rate charge per square metre of qualifying development, which was introduced by Worthing Borough Council to offset the infrastructure impacts that arise from development in an area. Local authorities must spend the levy on infrastructure needed to support the development of their area, and they will decide what infrastructure is needed.

- 11.2 The CIL Regulations (as amended) prescribe how the CIL funds should be spent, with 80% of all CIL receipts being allocated towards the strategic infrastructure needs of the Borough. Worthing Borough Council agreed to 'top slice' this proportion, so that 70% of all CIL money received is spent on Worthing Borough Council and West Sussex County Council projects. The remaining receipts (10% of total CIL money collected) is allocated to 'other service providers' (such as NHS partners, Police, Ambulance Trust) once that part of the 'pot' has reached £100,000. There is currently over £480,000 collected in the CIL 'Other Agencies' Pot, which can now be spent.
- 11.3 Infrastructure projects provided by 'other agencies' will be prioritised in line with the overarching themes and objectives as described in the [Infrastructure Investment Plan \(IIP\)](#) (<https://www.adur-worthing.gov.uk/worthing-cil/spending-cil/> ). The IIP outlines that a potential project which has been identified proposes a new health hub on Worthing Town Hall Car Park. This is a joint project between the Borough Council and various health partners and would provide greatly enhanced health facilities to improve health outcomes for a wide range of residents. It has been identified that there will be a need for a CIL contribution to help ensure a viable project. Because of the strategic importance of this project it is considered that 10% of the strategic pot should be allocated for the new health hub project, if the scheme comes forward within the period 2020-2023.
- 11.4 The 2022 update to the 2020-2023 IIP can be found on the [Council's website](#) (<https://www.adur-worthing.gov.uk/media/Media,169179,smxx.pdf>)
- 11.5 Worthing Borough Council has now received the proforma funding request for £320k of CIL funding towards the fit out costs of the building (see Appendix 2). The CIL contribution will focus on the shared areas, main entrance and Primary Care areas where all Worthing population will use. The services will be supporting all of the Worthing area, not just the Worthing Medical GP practice. There is also a Homeless NHS service in place. The premises are over 6,000 square metres, with the fit out total cost planned at over £1m.

## 12. Financial Implications

### 12.1 Construction of the new healthcare facility

12.2 The Council has an approved capital budget of £33,971,000. This budget was based on the initial tender price submitted by the contractor and included provision for the purchase of the Central Clinic.

12.3 Since approval a number of issues have occurred to increase the cost of the construction contract. As set out above these costs represent a “worst case scenario” and do not take into account any of the mitigations that have been identified. These are:

	Item	Worst Case Cost Estimate
A	High inflation within the building industry (net of residual contingency)	£439,000
B	Contaminated land and removal of hazardous materials	£655,000
C	The construction of a new energy substation by UKPN and associated costs (see paragraph 5.3 above). This has not only increased the contract price but has led to delay on the project and may impact on the associated professional fees	£2,273,000
D	A number of tenant requested changes which will be funded by the users of the building and recovered by the Council.	£670,000
E	Increase to professional fees due to increased timescales and contract amount	£279,000
F	Additional costs associated with the decant of the central clinic	£167,000
G	Claim by contractor for additional time	£600,000
H	Gross Worst Case Increase to Construction Contract	£5,083,000
I	Less: Recoverable costs from the tenant (row D)	-£450,000

J	Net Worst Case Increase to Construction Contract	£4,633,000
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- 12.4 In addition to the increase in costs relating to the construction contract there are additional costs arising from the cost of borrowing to fund the investment. Interest rates have increased from an expected average of 2.5% to 3.25% and the expected initial rental has decreased from £218 per m2 to £209 per m2 following the District Valuers determination for the majority of the tenants.

Increase to capitalised interest costs due to increases to interest rates, an increased contract cost and an extended construction period	£550,000
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- 12.5 The previously approved budget for the scheme is £33,971,000. Overall the project is now expected to cost £39,604,090 of which £450,000 will be recovered from the tenants. This amounts to a net increase in the budget of £5,633,140 (14.2%).

	Medical Centre	Car Park	Total
	£	£	£
Construction costs	25,948,010	7,732,030	33,680,040
Purchase of land		1,317,000	1,317,000
Professional fees	2,500,360	606,690	3,107,050
Interest	1,115,350	384,650	1,500,000
	29,563,720	10,040,370	39,604,090

The Council needs to approve a budget virement from the Strategic Property Investment Fund to ensure that the project is properly funded. There is currently £13.7m remaining in the fund.

- 12.6 Whilst the project continues to provide a positive return over the life of the investment (50 years), there would be a net cost in the initial 5 years until the first rent review takes place.

	Borrowing	Net income (-)/ cost over the life of the investment*	NPV over 50 years post construction
	£	£	£
Construction of a new medical centre	29,563,720	-35,633,710	2,732,765
Construction of a new car park	10,040,370	3,790,897	4,466,439
Total	39,604,090	-31,842,814	7,199,204

\* Net income after the repayment of debt

12.7 It should be noted that in the worst case scenario, the short term the project will result in a revenue strain to the budget once in the first full year of operation:

	First year:			Full year:		
Net annual running costs:	Medical Centre	Car Park	Total	Medical Centre	Car Park	Total
	£	£	£	£	£	£
Minimum Revenue Provision	0	0	0	162,740	56,120	218,860
Interest costs at 3.5%	54,630	24,950	79,580	946,200	326,310	1,272,510
Total debt charges	54,630	24,950	79,580	1,108,940	382,430	1,491,370
Running costs		7,050	7,050		86,250	86,250
Total costs	54,630	32,000	86,630	1,108,940	468,680	1,577,620
Less: Income	-96,950	-22,140	-119,090	-1,163,390	-270,990	-1,434,380
Overall net cost / income (-)	-42,320	9,860	-32,460	-54,450	197,690	143,240

- 12.7 The table above shows that the medical centre element of the project will, in its first full year, provide a surplus to the Council of £54,450. The car park element of the project, necessary to achieve planning permission, is shown to make a loss of £197,690.
- 12.8 However, in an infrastructure investment such as this, it is necessary to take the longer term view of the project finances. The development of a larger commercial property portfolio is a core tenet of the strategy to improve the Council's long term financial resilience. The purchase of and development of a portfolio of commercial property assets that provide stable income streams and diversified income base is central to the Council's Commercial Property Investment Strategy. While the worst case scenario indicates that there would be an initial strain, over the whole the development will provide a strong annual income stream for the Council once the initial set of rent reviews have taken place. The purchase of other properties at Shelley and Heene Road also provide the opportunity to reduce the cost of temporary and emergency accommodation over the long term.
- 12.9 There is an option to dispose of the medical centre once constructed. This would be an attractive investment for institutional investors due to the quality of the tenants with an expected sale price of £32m+. If disposed of, the financial gain from the surplus receipt would help fund the losses associated with the car park removing the strain on the revenue budget in the short term.

### 13 **Purchase of the property**

- 13.1 To facilitate the occupation of the new centre, the Council has the opportunity to acquire two new properties.
- 13.2 These properties were not included within the original budget, as at the time the Council had expected the Worthing Medical Group to dispose of these properties. The opportunity to acquire the properties was identified later in the development of the project.
- 13.3 However, the purchase of these properties will give the Councils the opportunity to provide additional housing accommodation. Business cases are being developed to underpin this option which will be presented to the Committee in due course.

- 13.4 Overall a budget of £1.8m needs to be released to facilitate the purchase of the two sites. The exempt appendix provides further details of the breakdown of the costings.
- 13.5 Whilst provision has been made for Stamp Duty Land Tax (SDLT) within the costings, the Council may well be exempt from these costs related to the purchase of Shelley Road. The intention for this site is to develop as temporary accommodation which should attract Homes England funding. As the Council is an RSL, and the project will be part funded through Government funding, the purchase of the site should be exempt from SDLT.
- 13.5 The Council will have to initially fund debt charges associated with the acquisition of £26,700 in 2023/24 which can be funded from the expected surplus. For 2024/25 provision will need to be made in the revenue budget for the interest costs until such time as the sites are either disposed of or developed for temporary accommodation use.
- 13.7 As identified above, there will be property commissioning costs of up to £170,000 which will be funded from the commercial property management provision.

#### **14. Legal Implications**

- 14.1 Under the Local Government Act 1972 the Council has the power to do anything that is calculated to facilitate, or which is conducive or incidental to, the discharge of any of their functions.
- 14.2 Section 1 of The Localism Act 2011 empowers the Council to do anything an individual can do apart from that which is specifically prohibited by pre-existing legislation.
- 14.3 Section 1 of The Local Government (Contracts) Act 1997 confers power on the local authority to enter into a contract for the provision of making available assets or services for the purposes of, or in connection with the discharge of the function of the local authority.
- 14.4 At Appendix 1 there is an additional document that is exempt under the Local Government (Access To Information) Act 1985 as the information relates to the financial or business affairs of the Council and contains legal advice. This information must be given due consideration and taken into account prior to the committee making a decision.

- 14.5 The Council's purchase of Shelley Road is dependent on WMG being able to terminate their existing lease with the Worthing Pharmacies Limited to ensure vacant possession is given to the Council on completion.
- 14.6 Prior to making the CIL Contribution referred to at recommendation 2.6 above, the Council is advised to ensure it has received Subsidy advice on the proposed transfer of funds and that it is satisfied that the Subsidy does not offend the general rule against Subsidies.
- 14.7 The appointment of Savills as Managing Agent is to be compliant with the Council's Contract Standing Orders.

Legal Officer: Andrew Mathias

Date: 27 April 2023

## **Background Papers**

- Report to the Joint Strategic Committee 10th October 2017 - Health Related Development on Worthing Town Hall Car Park
- Report to Joint Strategic Committee Meeting 06/11/2018 - Investing in Worthing Town Centre - Approach to Car Parking Provision
- Worthing Town Centre Investment Prospectus 2016
- Integrated Care Centre cost plan - Report on construction costs, 7 November 2019
- Procurement Approach for Worthing Integrated Care Centre (WICC) Development, 9 June 2020
- Delivery of Worthing Integrated Care Centre and MSCP on Worthing Town Hall Car Park, 30 March 2021
- CIL Regulations (as amended)
- Worthing CIL - Infrastructure Investment Plan (IIP) 2020-2023 - 2022 Update
- Joint Strategic Committee 2 April 2019, agenda item 7 - Worthing Community Infrastructure Levy - Governance and Procedural Matters
- Joint Strategic Committee 9 June 2020, agenda item 12 - Worthing Community Infrastructure Levy - Infrastructure Investment Plan (IIP)

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## **Appendices**

Appendix 1. [WICC / MSCP – Cost overview](#)

Appendix 2. [CIL Other Agencies Funding Request \(WICC - NHS\)](#)

## Appendix 1. WICC / MSCP – Cost overview

### WICC / MSCP – Cost overview – 28<sup>th</sup> April 2023

As Cost Advisors on the project, McPhersons prepared several Cost Plans through the design stage, these took into account design development and made suitable allowance for reasonable unknowns within a contingency allowance.

The last cost plan, Rev F dated 4<sup>th</sup> August 2020, totaled £30,185,200, it assumed a start on site in 1Q21 and with a suggested 18 month construction programme gave a completion in 3Q22.

This proved to be an accurate forecast of the tender returns and the subsequent agreed contract sum with Galliford Try was £29,630,369. (NB All sums excl VAT).

Clearly the influence of the Pandemic and the ongoing Ukraine situation has had, and continues to have, a profound effect on the overall UK economy and accordingly we have reviewed this last cost plan with a view to estimating what it would have showed if the current timescales, market and site conditions had been understood and been prevalent at that time.

The current projected completion date has gone back at least five quarters to 4Q 2023 and even with a very conservative estimate using RPI this would equate to an inflation addition of approx. 12¼%.

The uncovering of the contaminated ground that was encountered on the site (approx. cost of £500k) and the UKPN issues and additional downstream UKPN connection works (£300k) should also be factored in as if they had been known at the time of tender they would have formed part of the ITT package.

In addition to the above it is evident that there continues to be abnormal and additional pricing in of risk in recent tenders, this is difficult to quantify but on a tender of this value it could well account to 2-3% (NB GTs declared OH&P was a very competitive 2¼%) accordingly therefore should we have tendered this project now with the information and economic conditions currently in play would estimate that we would have been reporting an updated cost plan in the order of £35-36.5m, indeed it likely that on a range of tender returns the highest would likely be £40m+.

It is worthy of note that again due to the prevailing economic conditions it is extremely unlikely that there would be any contractors willing to tender on the same basis as the initial bids i.e., fixed price lump sum, and this has also been borne out by recent GBP experience elsewhere.

It is considered that most contractors would likely only bid on one of the following basis:

- a fluctuating contract tied back to accepted indices
- a two-stage type situation which enables them to tender work packages against a series of provisional sums against an artificially inflated initial GMP (guaranteed maximum price)
- a cost-plus basis i.e., a P22 or similar framework type agreement

In each case tendering contractors are looking to significantly reduce their risk, or completely negate it, and in such event the only place it can sit is with the other party of the contract i.e., the Client.

Clearly this is far from a detailed review and is not an exact science, but this gives some idea of the adverse financial effect of the current market and some of the project specific issues that have been encountered to date.

McPhersons  
28<sup>th</sup> April 2023



**McPhersons**  
Est. 1951

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Registered in England & Wales  
Number 1823755

## Appendix 2. CIL Other Agencies Funding Request (WICC - NHS)

### CIL Funding Request Proforma

#### Other Agencies Pot (10%)

This form should be completed when requesting any expenditure of CIL funds held by Worthing Borough Council, for projects that have been approved CIL funding from the 'Other Agencies' Pot (10%).

#### 1. Contact details for this project

Full Name	<b>Simon Clavell-Bate</b>
Position and organisation	<b>Head of Estates – West Sussex</b>
Address for correspondence	<b>Email is better.</b> Work base is Wicker House High Street Worthing BN11 1DJ
Phone Number	<b>07718 971710</b>
Email	<b>s.clavell-bate@nhs.net</b>

#### 2. Project title & summary

Project Title	<b>WICC – Fit out</b>
Brief description of the project	<p><b>WICC (Worthing Integrated Care Centre)</b></p> <p>To contribute to the site fit out – so enabling a standardised and fit for purpose fit out for our population. The site is over 6,000 square metres.</p> <p>Fit out support, especially for Primary Care Worthing specific population, was agreed in principle (subject to funds) at the outset of the project – as enabler. Worthing Medical Group (GP practice) are relocating to this site.</p> <p>The developer is providing the shell (floor, walls, cabling).</p> <p>The NHS is funding the annual lease costs; with support for fit out requested from the CIL housing contribution growth factor (hence this actual application now the project build is in place)</p> <p>The new site is adjacent to the Worthing BC offices.</p> <p>The project brings Primary Care, Community NHS care, Mental Health NHS care and a Homeless NHS service to the central Worthing area, adjacent to many other key</p>

	<p>Our aim is to make the access and use of the site the best possible for our Worthing population.</p> <p>Hence, at an early stage, we picked up on fit out support to enable the site use to be great for the visitors and patients.</p> <p>Waiting areas and main entry areas are key to support and help put people attending at ease (but also look professional and quality focussed). The same for our Primary Care attendees at clinical rooms.</p>
Total cost of project	<p><b>Still in work up – will be in excess of £700k</b></p> <p>** Working alongside Worthing Borough Council</p>
Amount requested from CIL	<p><b>£320k contribution</b>– to focus on the shared areas, main entrance and Primary Care areas where all Worthing population will use. The services will be supporting all of the Worthing area, not just the Worthing Medical GP practice. There is also a Homeless NHS service in place.</p> <p>The premises are over 6,000 square metres. The premises are a very large estate project – with pre-project work up for fit out part of the proposed way forward (to benefit the Worthing population)</p> <p>Fit out total cost is planned at over £1m</p>

### 3. Project details (Part A)

Is the infrastructure project identified in the adopted Infrastructure Investment Plan?	Yes <input checked="" type="checkbox"/> proceed to question 4 No <input type="checkbox"/> continue below
Does the project meet one of the overall themes of the IIP, if so which?	
What other funding has been identified to help deliver the infrastructure project?	
Is the infrastructure necessary to deliver a Local Plan allocation for employment or housing?	

#### 4. Project details (Part B)

Attach Project plan/Project feasibility study/ committee reports/other relevant information	<b>The Project is now at Build stage</b> Final lease signing in place (final fine detail to complete)
Date project will start	<b>Sep-Nov – review of needs and fit out specifications</b>
Date project will finish	<b>Summer 2023 – build work is broadly on plan</b>
Key milestones (with anticipated dates)	<b>Broad workings whilst leases complete:</b> <b>Sep-Nov</b> = review of fit out needs based on room/floor layout <b>Nov-Mar</b> = Ordering of goods (likely a pre-procured provider, which the NHS has used in prior sites) <b>Summer 2023</b> = delivery and install of furniture and some fittings
Details of how the project will be managed	<b>3 main tenants, with an aim to have a lead provider for ordering.</b> Potentially individual tenant order, but a procurement exercise will define the preferred supplier. A CIL contribution will facilitate standardised shared space. <b>WBC are part of the project group and no order will be placed without agreement of WBC officer</b> (potentially Cian Cronin or Phil Graham). This is very much a shared project, and Simon Clavell-Bate (Commissioner) will oversee the working.
Details of who will be responsible for future maintenance	<b>Tenant responsibility</b>
Likely annual costs of future maintenance	<b>Wear and Tear – all of mixed timeframes and tenant cost. The fit out (materially furniture/clinical) will be a tenant obligation</b>

#### 5. Project Costs & Management

\*\* This CIL application is made in advance of the actual ordering, so as to support that stage.

The fit out has been provisionally agreed as the project aim.


However, Phil Graham (WBC project officer) will be part of the working group on the order element. As a project we have a surveyor appointed for the project (Rory McIntyre) who will support the actual ordering. Simon Clavell-Bate will oversee.

**Worthing Borough Council have appointed Tim Kempster as their project manager for this site.**

Project Breakdown		How the project is funded	
Item or activity	Item/activity cost	CIL Contribution	Other contributions (Amount & source)
Totals	£	£	£

Please remember that CIL can only be spent on infrastructure and cannot be used to fund feasibility studies or investigative work.

#### 6. Confirmation

<p>I confirm that I have been authorised by the organisation to apply for this funding and that to the best of my knowledge all the information I have provided is true.</p> <p>I understand that WBC may use your project as an example to other applicants on how CIL funds can be used.</p>	
<p>Sign &amp; Date</p> 	<p><b>Simon Clavell-Bate</b>  <b>Head of Estate</b>  <b>West Sussex</b>  <b>NHS Sussex</b></p>

## **Sustainability & Risk Assessment**

### **1. Economic**

- The project is strategically interlinked with a planned wider investment programme connected with future developments at other key sites in Worthing.
- Redevelopment of the town hall car park for health care building will contribute to the creation of an enhanced civic quarter providing a suitable location for public service consolidation, improved usage of council amenities, an economic boost to existing businesses, and encouraging an increase in investment.

### **2. Social**

#### **2.1 Social Value**

- Development on the existing surface car park would send a positive message to the community, visitors, commuters and business, that change is taking place in Worthing and improvements to Health Care within the built environment will be realised in the near future.
- The existing car park does little to enhance this part of Worthing from road or rail, and its demolition will help to bring forward the redevelopment of this important gateway site to enhance the street scene and act as a catalyst for the regeneration of the wider Area.

#### **2.2 Equality Issues**

- Matter considered and no issues identified.

#### **2.3 Community Safety Issues (Section 17)**

- Matter considered and no issues identified.
- Works will be managed under the Construction Design & Management (CDM) Regulations 2015.

#### **2.4 Human Rights Issues**

- Matter considered and no issues identified.

### **3. Environmental**

- It is intended that redevelopment will bring forward a health centre in a sustainable town centre location and will enable released sites to come forward for suitable redevelopment. Noise, dust and highway obstructions will be kept to a minimum using industry standard techniques, and monitored by the Council throughout the Works

- The project aligned to the council's strategic approach to Climate Emergency.

#### **4. Governance**

- A dedicated project board oversee the governance of the project ensuring:
  - 1) Due diligence
  - 2) Alignment with Council policies and priorities
  - 3) Legal issues and compliance with legislation
  - 4) Risk management including health and safety
  - 5) Statutory approvals
  - 6) Stakeholder management and engagement
  - 7) Change control

#### **5. Sustainability & Risk Assessment**

- All implications associated with any impacts on sustainability are considered through the councils BREEAM assessment which is required to be of an excellent standard to fulfil the requirements of a NHS occupied facility.
- A Risk Register is assessed through the Project Board. Any associated risks are delegated to the Project Team in the form of a risk assessment. This organic document is assessed on a monthly basis.



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

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