



ADUR & WORTHING
COUNCILS

Joint Strategic Committee
16 March 2022
Agenda Item 8

Key Decision: No

Ward(s) Affected: All

Pathways to Affordable Homes - Delivery Plans

Report by the Director for the Economy

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Executive Summary

1. Purpose

- 1.1. This report follows the publication of the Adur and Worthing Housing Strategy for 2020-2023 and 'Delivering Pathways to Affordable Homes' documents.
- 1.2. The aim of this report is to describe how Adur and Worthing intend to meet the commitments set out in Delivering Pathways to Affordable Homes. This is described in the attached delivery plans.
- 1.3. The delivery plans provide details of how delivery programmes and teams can be structured as well as a detailed delivery structure providing an overview of work streams and timescales for completion

2. Recommendations

- 2.1 For Worthing Borough Council to consider its delivery plan and recommend adoption as part of the Housing Strategy for 2020-2023.

- 2.2 For Adur District Council to consider its delivery plan and recommend adoption as part of the Housing Strategy for 2020-2023.
- 2.3 To recommend to Adur and Worthing Councils that the Delivery Plans set out in Appendix A are agreed.

3. Context

- 3.1.** According to a recent report published by the National Housing Federation (NHF), more than 8 million people in England (approximately 1 in 7) are living in unaffordable, insecure or unsuitable homes¹. It is widely accepted that the current rate of building of new homes is insufficient to meet demand and that affordable housing delivery needs to be increased.
- 3.2.** In recognition of this the Council published its Housing Strategy for 2020-2023, the central concept of which is for everyone to have a place they can call home, whether it is owned, shared or rented.
- 3.3.** Local housing needs are discussed in detail in chapter 3 of the Housing Strategy but the overarching message is that there is pressure to deliver more affordable and sustainable housing.
- 3.4.** Chapter 4 of the Housing Strategy provides details of the 3 priorities that Adur and Worthing Councils intend to pursue. Priority 3 'improving levels of affordable housing supply' recognises the fact that access to affordable and suitable housing is important in ensuring that a balanced population profile is maintained across Adur and Worthing.
- 3.5.** The Housing strategy and Platforms for Places: Going Further 2020-2022 make it clear that good affordable homes matter. Giving individuals and families stability while supporting the creation of strong vibrant communities who invest in their local area is an important ambition.
- 3.6.** In March 2021 the Council published 'Pathways to Affordable Homes'. This ambitious strategy outlined the intention to deliver a combined

¹ The National Housing Federation represents housing associations in England, not-for-profit landlords to more than six million people. The research was carried out by Herriot-Watt University on behalf of the National Housing Federation

total of 1,400 affordable homes by 2025, a minimum of 250 of which would be directly commissioned by the Council.

- 3.7. Adur District Council as a stock owning Council with a need and ambition to regenerate its existing stock, committed to self deliver a minimum of 200 homes and help enable the delivery of 750 affordable homes by others.
- 3.8. Worthing Borough Council (WBC), which is not a traditional stock owning Council, does have a need to increase its number of temporary accommodation units. As such committed to self deliver a minimum of 50 new homes. A key part of WBC's delivery strategy was identified as partnering with others and helping to enable the delivery of major sites with a view to delivering 400 new affordable homes.

4. Issues for consideration

- 4.1. The detailed delivery plans can be found in appendix A of this report.
- 4.2. To enable efficient oversight and management of the delivery of new homes the development programme will be split into delivery programmes. These programmes will be overseen by the Major Projects and Investment team.

The suggested Programmes of delivery are:

- General Needs and Shared Ownership Delivery Programme
- Older Persons Housing Programme
- Temporary Accommodation and Supported Housing Programme
- Adur Homes Housing Renewal Programme
- Housing Innovation Programme

- 4.2 The delivery structure section provides a breakdown of the key workstreams and and timescales for delivery under each programme heading.

- 4.3** Since publication of the 'Pathways to affordable homes' document Worthing Borough Council has become a Registered Social Landlord. This was in response to grant availability for Temporary Accommodation schemes. WBC are currently looking to secure retrospective grant on Rowlands Road and Downview (two recently completed schemes), if successful this would provide a further funding source to deliver more Temporary Accommodation projects in the Borough.
- 4.4** In Worthing, outline planning permission has been secured for 169 homes on the Union Place site and a development partner has been selected. Teville Gate has now been purchased outright for a homes-led scheme and work is underway at the Fulbeck Avenue site to deliver new homes.
- 4.5** Since publication of the original strategy, Adur District Council has delivered 15 new homes for general needs housing, started on site with 55 homes and achieved planning permission on 5 new sites for the programme.
- 4.6** Adur District Council are currently undertaking an asset review of their estates, the outcome of which will identify priority sites to undertake detailed options appraisals for refurbishment through to redevelopment. A detailed consultation is currently underway with the 243 households on the Southwick Estate to ascertain the best solution for the site. Some of the options being considered will look to increase the level of housing on the site.

5. Engagement and Communication

- 5.1.** This strategy has been developed through engagement with executive members and has had a cross departmental review as part of the Affordable Homes Group.
- 5.2.** As part of the strategy ward members are being consulted on a site by site basis as the opportunities arise. This was piloted as part of the small sites programme and has proved successful at ensuring engagement and input on suitability and design from ward councillors at an early stage.

5.3. A workshop with local delivery partners was undertaken after publication of the 'Delivering Pathways to Affordable Homes' strategy document with feedback used to create the delivery plans. Engagement with these partners will continue as part of the Housing Enabling role that is being implemented in the planning team to ensure accurate monitoring of the delivery figures and encourage and foster further partnership working.

6. Financial Implications

6.1 The Councils have a number of budgets to support either the direct delivery or facilitate a partner delivering additional new affordable homes from within the approved budgets of the Councils.

6.2 The approved budgets include the following:

Adur District Council	Current forecast spend				Total scheme cost
	Spend in	2021/22	2022/23	2024/25	
	previous years				
	£	£	£	£	£
Cecil Norris House	3,470,950	513,920	0	0	3,984,870
Albion Street	1,735,610	4,422,080	5,825,950	0	11,983,640
Hidden Homes	467,740	155,770	15,045,990	0	15,669,500
Ashcroft redevelopment - Phase 1	0	540,000	0	0	540,000
Purchase of property	0	144,810	0	0	144,810
Contingency budget / Purchase of property	0	0	443,000	0	443,000
Total HRA development programme	5,674,300	5,776,580	21,314,940	0	32,765,820

Temporary and emergency accommodation	Spend in previous years	2021/22	2022/23	2024/25	Total scheme cost
Albion Street	61,200	686,300	379,500	0	1,127,000
Lancing Police Station	897,470	200,000	0	0	1,097,470
Unallocated budget	0.00	0	2,927,470	0	2,927,470
Total EA / TA programme	958,670	886,300	3,306,970	0	5,151,940
Grants to Registered Social Landlords					
- Unallocated	0	0	2,789,800	0	0
Total planned investment in affordable homes	6,632,970	6,662,880	27,411,71	0	37,917,76

Worthing Borough Council	Current forecast spend				Total scheme cost
	Spend in previous years	2021/22	2022/23	2024/25	
	£	£	£	£	£
Temporary and emergency accommodation					
Downview	3,520,010	756,570	0	0	4,276,580
Rowlands Road	2,925,210	1,233,960	0	0	4,159,170
Unallocated budget	0	0	3,101,520	0	3,101,520
Total EA / TA programme	6,445,220	1,990,530	3,101,520	0	11,537,270
Grants to Registered Social Landlords					
- Unallocated	0	0	2,671,800	0	0
Total planned investment in affordable homes	6,445,220	1,990,530	5,773,320	0	11,537,270

6.3 If new initiatives are identified which require funding, these are subject to a full financial appraisal to ensure that the investment is viable over the life of the

scheme. Such schemes will seek to maximise the amount of external funding to ensure that the rental yields can support the proposed investment.

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 Local Government (Contracts) Act 1997 confers power on the Local Authority to enter into a contract for the provision of making available of assets or services for the purposes of, or in connection with the discharge of the function by the Local Authority.

7.3 Section 123 of the Local Government Act 1972 places an obligation on local authorities to dispose of land for best consideration, which is not limited to the monetary purchase price, but may include other elements in the transaction, provided those have a quantifiable commercial or monetary value.

Background Papers

- Delivering pathways to Affordable Homes: Developing high quality affordable housing in Adur and Worthing in a post pandemic world
- Adur and Worthing Councils Housing Strategy 2020-2023: 'Enabling communities to thrive in their own home'
- Platforms for Places: Going Further 2020-2022

Sustainability & Risk Assessment

1. Economic

The outcome of this report is intended to have a positive impact on the delivery of homes, jobs and local communities. The delivery plans aim to structure the housing delivery programme and team to provide more affordable homes across the housing market. A stable place to live enables people to participate economically in the community as they can apply for and hold down regular work.

2. Social

2.1 Social Value

This Strategy promotes thriving communities where families and individuals are not at risk of homelessness, can settle and be part of the local community.

2.2 Equality Issues

Together with the Housing Strategy and Delivering Pathways to Affordable Homes document these plans aim to provide affordable and long-term accommodation for those who need it, irrespective of race, gender, sexuality, age, religion or belief, disability, marital status, pregnancy or maternity.

2.3 Community Safety Issues (Section 17)

This will be dependent on individual schemes that are proposed but it is envisaged that Improving access to homes and supporting people to be part of their communities will help reduce anti-social behaviour.

2.4 Human Rights Issues

Matter considered and no issues identified

3. Environmental

The Strategy supports the United Nations 2030 Agenda for Sustainable Development, through our commitments to help those in poverty and prevent homelessness, to promote health and wellbeing and to ensure our developments are sustainable by design where possible.

4. Governance

The creation of area specific delivery plans were a key next step in the previously approved Delivering Pathways to Affordable Homes Strategy document and extends the ambitions set out in the Housing Strategy and Platforms for our Places: Going Further.

The Strategy will be monitored with regular updates to members on progress with delivery based on the programmes as set out in the delivery plans document in appendix A.

Delivering Pathways to Affordable Homes- Delivery Plans

This paper builds on the delivering pathways to affordable homes document which was approved in March '21. In pathways to affordable homes the Council set out the key issues surrounding housing affordability and lack of supply across most tenures in the housing sector and provided a target to deliver a combined total of 1,400 affordable homes by 2025, a minimum of 250 of which would be directly commissioned by the Council.

This paper intends to set out in detail how the Councils will look to intervene in the different types of housing tenures across the housing market whilst being mindful of our economic climate and thrive agendas to ensure greater connectivity across the Council.

The Council is already delivering, with 42 homes delivered in the last quarter. The delivery plans will look to capture lessons learnt from these schemes and accelerate delivery to achieve the 1,400 target.

Definition of Terms

There are numerous definitions for affordable housing however often these relate to specific cohorts/demographics of people. In a post pandemic world Adur and Worthing recognise the need for affordable housing across the cross section of society. As such for the purpose of this paper affordable housing is defined as 'sub market (rent or buy) homes that provide secure housing across the housing market'. This is in recognition of the fact that affordability will be different depending on where someone is in the housing system.

Delivery overview

Below is a breakdown of the delivery figures by site and geographic area

Adur

Adur is a collection of places, chiefly; Shoreham By Sea, Lancing, Sompting and Southwick.

As a stock owning Council with a need and ambition to regenerate its existing stock, Adur District Council (ADC) committed to self-deliver a minimum of 200 homes and help enable the delivery of 750 affordable homes by others.

Since publication of the original strategy, Adur District Council has delivered 15 new homes for general needs housing, started on site with 55 homes and achieved planning permission on 5 new sites for the programme.

Appendix 1 provides a list of opportunity sites that have been identified to help meet the Councils targets.

Table 1 in appendix 1 sets out the opportunity schemes for Adur to ensure delivery against their self delivery targets

Table 2 in appendix 1 illustrates the opportunity schemes for delivery by others in Adur. The Housing Enabling role (see below) will be key to helping providers in the delivery of sites.

Worthing

Whilst Worthing Borough Council (WBC) is not a traditional stock owning Council, it does have a need to increase its number of temporary accommodation units, as such it committed to self-deliver a minimum of 50 new homes. A key part of WBC's delivery strategy is to partner with and enable the delivery of major sites with a view to delivering 400 new affordable homes.

Table 3 in appendix 1 sets out the delivery by the Council. Table 4 in appendix 1 identifies the opportunity sites for sites delivered by others.

In terms of self delivery of its own homes, WBC has recently been certified as a registered Provider of Social Housing. This accreditation will enable WBC to apply for Homes England funding for schemes which meet the social housing criteria.

Since publication of the original strategy, outline planning permission has been secured for 169 homes on the Union Place site and a development partner has been selected. Teville Gate has now been purchased outright for a homes-led scheme and work is underway at the Fulbeck Avenue site to deliver 152 homes, 72 of which will be affordable.

Worthing Borough council has also recently self delivered 36 new self contained flats for temporary accommodation to help singles and families in desperate housing need.

Worthing has also secured off site contributions for 4 sites. These contributions can be used to deliver affordable homes in the Borough.

Site Name	Contribution Amount
Bayside	£1,700,000
Gas Works (TBC)	£400,000
Kingsway Hotel	£111,000
South Street	£57,000
Total	£2, 518,000

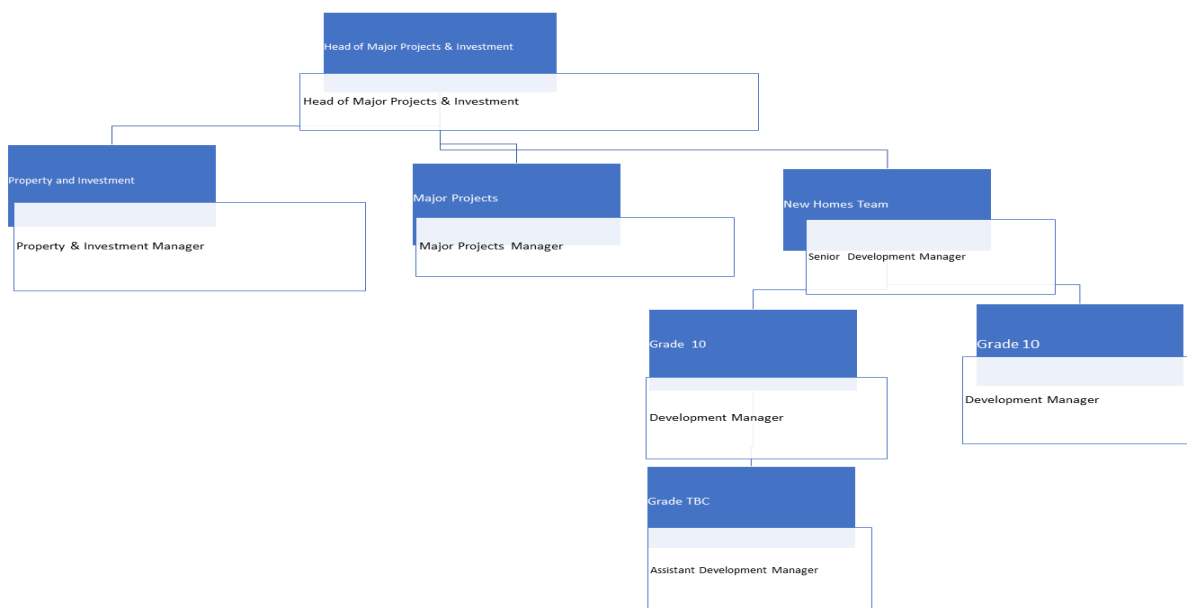
Method statement

In order to deliver the above there will need to be some changes to the in-house delivery team and how it works with various departments.

There is already a good level of interconnectivity between departments however it is proposed that to maximise the chance of delivering on the targets there needs to be a more targeted approach.

In regards to the current new homes team, a team structure has been devised to reduce reliance on external consultant support whilst organically growing the team from below to deal with succession planning and resilience. Below is the suggested structure.

All posts in the budget below can be incorporated as part of the overall Major Projects and Investment budget.



To enable efficient oversight and management of the delivery of new homes the development programme will be split into delivery programmes. These programmes will be overseen by the Senior Development Manager and in some cases a specific Development Manager to ensure accountability.

The suggested Programmes of delivery are:

- General Needs and Shared Ownership Delivery Programme
- Older Persons Housing Programme
- Temporary Accommodation and Supported Housing Programme

- Adur Homes Housing Renewal Programme
- Housing Innovation Programme

Each programme will have its own distinct work streams but will feed into the overall targets. Below is a delivery structure which illustrates some of the key work streams under each programme.

The housing innovation programme in particular is expected to impact on how pipeline schemes (especially those that are self delivered) are progressed. By pulling this out as a separate programme we recognise the need to innovate and test new ways of delivering homes. A key focus of this will be looking at how development in an area can bring about socioeconomic change by working with local communities to identify gaps in need and enhancing what is currently there. Intertwined with this is the need to ensure that whenever possible our proposals help provide economic growth based on net zero and non-extractive practices. This work will need to be mindful of emerging (or established) local plans to ensure best practice is a shared endeavour.

Delivery with others

To help meet the Councils ambitions it is critical that the Council work closely with other developing organisations to deliver the right homes for local people.

Sitting alongside the programmes set out above there will be a need to ensure efficient partnering on key strategic sites. Where the Council has a legal interest in land these sites will be managed and driven by the Major Projects team. On other strategic sites where the Council's involvement is more light touch the Housing Enabling role will be utilised to monitor and drive delivery.

Delivery structure

The delivery structure below provides further detail for each of the workstreams and whether they will be self delivered by the Councils or through working with delivery partners.

		Workstream Impacts On			
Workstreams	Action	Self Delivery (Adur)	Self Delivery (Worthing)	Partner or 3rd party delivery (Adur)	Partner or 3rd party delivery (Worthing)
General					

Self delivery of pipeline of identified sites	Team Structure change and team recruitment	✓	✓		
Data, monitoring and policy: how we develop, adapt and monitor our programme	Appointment of Housing enabling Officer by March '22	✓	✓	✓	✓
Maximising our affordable housing provision through S106	Appointment of Housing enabling Officer by Feb '22			✓	✓
General Needs and S/O Programme					
Review and increase funding streams	Continued engagement with Homes England and Department for Levelling Up Housing and Communities	✓	✓		
Identifying new sites	Review Council land holdings & local land sales for further sites	✓	✓	✓	✓
Deliver Existing Sites	Contract management on site	✓	✓		
Partnership Meetings	Hold quarterly (or similar) meetings with key strategic partners to help unlock more homes			✓	✓
Delivery of affordable on Council Owned	Look to maximise affordable	✓	✓	✓	✓

Sites (Major Projects)	delivery where possible, being mindful of viability				
Delivery of the small site project	Planning permission, contractor tender and delivery	✓			
Delivering with communities	Updating our consultation process and incorporating community mapping	✓	✓		
Updating and publishing local plans	Worthing Local Plan to be finalised and emerging Adur Draft Local Plan to be progressed to adoption	✓	✓	✓	✓
Temporary Housing and Supported Housing					
Continue to self deliver Temp Accomodation on an 'invest to save basis'	Need identified: Adur- 38 Worthing - 65				
Supported Housing Strategy	Housing team to review supported housing needs across both councils	✓	✓	✓	✓
Older Persons Housing					
Older Persons Housing Strategy	Commission an older persons housing strategy to inform medium/long term needs	✓	✓	✓	✓

Extra care delivery	Engage with WSCC and Partners to enhance EC offering where possible			✓	✓
Partnership and joined up working	Engage with local organisations delivering older persons housing			✓	✓
Review of Existing Adur Homes Sheltered Schemes		✓		✓	
Adur Homes Housing Renewal					
Adur Homes transformation Programme	Transformation programme delivery	✓	✓	✓	✓
Adur Homes Stock Review	Review of existing stock condition, cost and maintenance liability	✓		✓	
Asset Review linking to Development Strategy update	Following the above, review development strategy to target sites for redevelopment	✓			
Consultation Strategy	Review Adur Homes Consultation Strategy	✓			
Adur Homes Resident Engagement Officers	Induct AH's RLO's using the updated consultation strategy to standardise the process across	✓			

	sites				
Southwick Estate	On-going consultation to ascertain preferred options for the site.	✓			
Housing Innovation					
Fabric	Delivering Fabric Lancing by Dec '21	✓			
Modern Methods of Construction (MMC)and economic development	Investigation of MMC on own sites and the benefits of manufacturing MMC products in the area	✓	✓	✓	✓
Sustainable Design	Review of sustainable design brief to ensure meets viability and ambitions to deliver net zero carbon by 2045	✓	✓		
Climate Adaptation	Consideration of climate related risks and their impacts on new and existing development	✓	✓		
Green Space Provision and health and wellbeing of residents	Review provision of useable green space on schemes and enhance where possible.	✓	✓		
Funding	Review funding opportunities such as the Social Housing Decarbonisation Funding	✓	✓		

Development Charter	Publishing the development charter to commit developers to enhanced social value on larger sites			✓	✓
15 minute City discovery for our places	Review of current access to amenities for residents in our places	✓	✓	✓	✓
Development Strategy update	Use the above to inform areas of intervention	✓	✓	✓	✓

EA/TA Accommodation

As set out in the Delivering Pathways to Affordable Homes document (March '21), the cost of EA/TA accommodation continues to rise for both Councils. The Housing team have reviewed housing needs and reviewed a number of ways that this can be delivered. Below is an overview of need and suggested delivery method for Adur and Worthing.

Tables 1 and 3 in the appendix identify the current pipeline of self delivery sites however the below indicates a need to source further EA/TA projects to help reduce the budget pressures and provide long term sustainable housing for those who need it.

To ensure a well balanced mix of housing options the tables below highlight different delivery methods. Spot booking tends to provide high levels of flexibility but is the most costly, long term leased accommodation provides more certainty at a medium long term cost and direct delivery provides significant savings against other options however arguably carries a slightly higher risk to the council in terms of delivery.

WBC Total supply required by tenure 2021/2023							
	Room/studio: Medium/Complex needs singles (80%)	Room: general needs singles (20%)	Studios	1 bed	2 bed	3 bed	TOTAL required
40% leased/long term SLA	38	5	14	7	1	0	65
40% Direct Delivery	38	5	14	7	1	0	65
20% Spot booked	19	2	7	4	1	0	33

ADC Total supply required by tenure 2021/2023							
	Room/studio: Medium/Complex needs singles (80%)	Room: general needs singles (20%)	Studios	1 bed	2 bed	3 bed	TOTAL required
Split of tenures							
40% leased/long term SLA	14	3	11	11	0	0	38
40% Direct Delivery	14	3	11	11	0	0	38
20% Spot booked	7	1	5	6	0	0	19

Delivery Pipeline:

Ticks in the above have been colour coded to represent the following:

Now: Things that will happen between now and June '22 within each workstreams

Next: Activities that we are preparing for and starting now but we expect to see delivered in 6-12 months

Future: Activities which will come to fruition in 12 months+

What does success look like?

In terms of new homes delivered we will look to undertake an annual review against our assumptions to ensure we are on track to meet our 1,400 homes target.

Governance and performance

The programme and actions from the delivery plans will be delivered and monitored through the Affordable Homes Delivery Board.

Specific sites will be approved through the usual member/joint strategic committee process. The plans will be reviewed on an annual basis with members to ensure overall scrutiny on delivery.

On new sites coming forward it will be important to engage with members at a local level as well as executive member level to ensure local ideas are incorporated and that there is support for schemes wherever possible.

Appendix 1

Adur Opportunity Sites

Site	Total Units	Tenure	Affordable Units	No. Affordable Housing Units p/yr					
				19/20	20/21	21/22	22/23	23/24	24/25
North Road	2	GN	2	2					
Cecil Norris	15	GN	15			15			
Albion GN	49	GN	49				49		
Albion TA	6	TA	6				6		
Small Sites	48	GN	48				2	37	9
Lancing Police Station	21	TA	21						21
Ashcroft	43	SH	43					43	
Site A	36	GN	36						36
Site B	8	TA	8					8	
	228		228						

Table 1: Opportunity sites for Adur Self Delivery

Site	Planning application approval date	Total Units	Total Affordable	20/21	21/22	22/23	23/24	24/25
Ropetackle North	Approved	120	36	36				
Free Wharf, Brighton Road, Shoreham	Approved	540	162				137	25
Civic Centre, Ham Road, Shoreham	Pending	159	159				70	89
New Monks Farm, Lancing	Approved	600	180					180
Land at West Sompting (Phase 1)	Pending	469	91				41	50
Kingston Wharf, Brighton Road, Shoreham	Approved	255	255				92	163
The Mannings, Surrey Street, Shoreham-by-Sea	Approved	37	37				37	
St Peters Place, Lancing	Approved	18	6					
Total			926	36	0	0	377	507

Table 2: Opportunity sites for delivery by others

Worthing Opportunity Sites

Site	Total Units	Affordable Units	19/20	20/21	21/22	22/23	23/24	24/25
Downview	17	17		9	8			
Rowlands Road	19	19			19			
Site C	10	10					10	
Total	46							

Table 3: Opportunity sites for delivery by Worthing.

N.B This does not include the strategic sites owned (or sold) by Worthing (see table 4)

Site	Planning application approval date	Total Units	Total Affordable	20/21	21/22	22/23	23/24	24/25
Bayside (Aquarena)	Approved	141	20	20				
Columbia House, Columbia Drive	Approved	46	5		5			
West Durrington (Phase 2)	Approved	240	72				72	
Fulbeck Avenue	Approved	152	72				72	
Teville Gate	TBC	343	343					277
Union Place	Approved	169	50					30

Northbrook Farm	TBC	100	30					30
Church House, Church Road	Approved	14	14	14				
Skywaves	Submitted	21	21				21	
HMRC	Approved	287	TBC					
			627	34	5	0	165	337

Table 4 - Opportunity sites for delivery by others or in Partnership with Worthing Borough Councils.

N.B. Items in **bold** are sites owned by Worthing Borough Council

