



**GREAT YARMOUTH**  
BOROUGH COUNCIL

# Housing and Neighbourhoods Committee

**Date:** Thursday, 01 October 2020

**Time:** 16:00

**Venue:** Virtual

**Address:** [Venue Address]

## AGENDA

Open to Public and Press

### 1 **APOLOGIES FOR ABSENCE**

To receive any apologies for absence.

### 2 **DECLARATIONS OF INTEREST**

You have a Disclosable Pecuniary Interest in a matter to be discussed if it relates to something on your Register of Interests form. You must declare the interest and leave the room while the matter is dealt with.

You have a Personal Interest in a matter to be discussed if it affects

- your well being or financial position
- that of your family or close friends
- that of a club or society in which you have a management role
- that of another public body of which you are a member to a greater extent than others in your ward.

You must declare a personal interest but can speak and vote on the

matter.

Whenever you declare an interest you must say why the interest arises, so that it can be included in the minutes.

**3      MINUTES      5 - 9**

To confirm the minutes of the meeting held on 27 February 2020.

**4      MATTERS ARISING**

To consider any matters arising from the above minutes.

**5      FORWARD PLAN      10 - 11**

The Committee is asked to receive and consider the Forward Plan.

**6      GREAT YARMOUTH BOROUGH COUNCIL HOUSING DELIVERY ACTION PLAN 2020      12 - 29**

Report attached.

**7      COUNCIL HOMES PROGRAMME      30 - 34**

Report attached.

**8      TENANCY STRATEGY 2020      35 - 48**

Report attached.

**9      RESIDENT ENGAGEMENT STRATEGY      49 - 58**

A presentation will be given at the meeting.

## 10 HRA BUDGET MONITORING PERIOD 4

**59 - 64**

Report attached.

## 11 ACQUISITION OF COUNCIL HOMES

**65 - 70**

Report attached.

## 12 LOCALITY UPDATE

A presentation will be given at the meeting.

### 13 ANY OTHER BUSINESS

To consider any other business as may be determined by the Chairman of the meeting as being of sufficient urgency to warrant consideration.

## 14 EXCLUSION OF PUBLIC

In the event of the Committee wishing to exclude the public from the meeting, the following resolution will be moved:-

"That under Section 100(A)(4) of the Local Government Act 1972, the public be excluded from the meeting for the following item of business on the grounds that it involved the likely disclosure of exempt information as defined in paragraph 1 of Part I of Schedule 12(A) of the said Act."

**15     CONFIDENTIAL APPENDIX - ACQUISITION OF COUNCIL**  
**HOMES**

## Details

**16    CONFIDENTIAL - DRAFT GYN LIAISON BOARD MINUTES**

Details

# Housing and Neighbourhoods Committee

## Minutes

Thursday, 27 February 2020 at 18:30

### PRESENT:

Councillor Grant (in the chair); Councillors Annison, Cameron, Candon, Flaxman-Taylor, Galer, Martin, Talbot, Walker, Wainwright, B Walker, C Walker & Williamson.

Mrs Lindsay Barker (Strategic Director), Mrs N Turner (Housing Director), Mr A Moore (Housing Growth Manager), Mr T Chaplin (Housing Transformation Manager), Mrs D Patterson (HRA Service Accountant), Mrs R Frosdick (Executive Services Officer)

### **1 APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillors Smith-Clare and D Hammond.

### **2 DECLARATIONS OF INTEREST**

There were no declarations of interest declared at the meeting.

### **3 MINUTES**

The minutes of the meeting held on 23rd January 2020 were agreed subject to the following addition:-

**Item 7 - Activity Framework and Strategy Refresh**

The framework laid out by Active Norfolk included them appointing the chair of Active Great Yarmouth but they are an independent body with their own constitution and terms of reference who are facilitated by GYBC with their own Chair Person.

**4 MATTERS ARISING**

Councillor Martin queried whether the information in relation to the amount spent on bed & breakfast accommodation was available yet. The Housing Director advised she would send this information as soon as possible.

Councillor Williamson commented on the Active Great Yarmouth Framework structure and voiced his concern that it would become a signposting role rather than coordinating. The Strategic Director confirmed that it is a coordinating role across a range of agencies to deliver the framework.

**5 FORWARD PLAN**

Councillor Wainwright asked for clarification on the date of the Neighbourhoods that Work workshop which has been arranged and the subsequent Housing & Neighbourhoods Committee date. The workshop is confirmed for the 30th April with the output feeding into a subsequent Housing & Neighbourhoods Committee, date to be confirmed as per the new committee timetable.

Councillor Wainwright enquired as to whether there would be a Selective Licensing review following the recent implementation of the Selective Licensing Scheme. The Strategic Director will confirm with the Head of Environmental Services when this will be scheduled for. This is to be added to the forward plan.

Councillor Williamson would like to request the Housing & Neighbourhoods Committee consider the results from a recent study by York University on the decline of life expectancy. The Strategic Director will look into this further.

**6 HOUSING & NEIGHBOURHOODS PERFORMANCE REPORT Q3 2019-2020**

The Committee received and considered the report from the Housing Transformation Manager.

Councillor Williamson requested further information relating to HN09C, in particular, the issues involved. A request for the Community Development

Manager to provide further information

Councillor Wainwright requested further figures in relation to HN09B. Of the 122 people helped to overcome issues preventing employment, how many are still in employment. A request for the Community Development Manager to provide further information

RESOLVED

That the Committee noted the report.

## **7 HRA BUDGET MONITORING REPORT PERIOD 10**

The Committee received and considered the report from the HRA Service Accountant.

Councillor Talbot queried how many void properties we currently have and whether the process includes an assessment for suitability for adaptations. The Head of Property & Asset Management confirmed we currently have seven void properties, five of which have a programme of works assigned to them and two which are still being investigated. She also confirmed that all properties which come back to the council are assessed.

Councillor Wainwright queried the Neighbourhood Plans figures, the HRA Service Accountant confirmed that roofing works are overspent by £192K but EWI is underspent resulting in a figure of £284K. The Head of Property & Asset Management confirmed that these figures include the works required on porches. The assessments for these have been done and work is due to commence on site later this month with all canopies to be replaced by the first quarter of 20/21.

## **8 MIDDLEGATE ESTATE REGENERATION FEASIBILITY**

The Committee received and considered the presentation and report from the Housing Growth Manager.

ARK have recently undertaken a feasibility study and the technical analysis is summarised below:-

- Middlegate is not a single entity but a series of micro neighbourhoods and any approach needs to reflect this.
- Most units will be refurbished to address issues of thermal performance and unsuitable unit and block layouts. Refurbishment to a high standard is possible and the current, externally funded, Passivhaus retrofit on King Street is an example of how that might work;
- Some demolition and rebuild is necessary due to the cost of refurbishing some units to the required standard. Some newbuild is desirable to create new streetscapes and block forms. These will not only create new homes but

- enable communal gardens which are private to specific blocks.
- The previously subdivided public realm doesn't work in the majority of cases and should be reintegrated into open space. Retaining the private gardens where they do work will ensure existing positives from the historic regeneration works are built upon and not lost.

Community Consultation showed that:-

- Residents like their homes and there is no appetite for full-scale demolition and rebuild, although there is a recognition that significant redevelopment is necessary;
- Residents feel isolated from Town, King Street and the seafront;
- The Multi Use Games Area (MUGA) is situated poorly and creates a disproportionate amount of the reported Anti-social behaviour issues in the area. Young people need something else and a space to call their own which doesn't impinge on other resident's enjoyment of their homes;
- The services provided within the Library building are much-valued community assets for the estate and the town. This building has the potential to become even more of a community hub for the area as part of the cluster of heritage buildings on South Quay and Middlegate.

Viability

- The redevelopment schemes, as modelled by ARK, are financially viable as a standalone appraisal; however, when modelled through the HRA business plan, the overall position of the HRA is affected negatively by such a large redevelopment and requires approximately £14,000,000 of gap funding to maintain HRA viability over 30 years. Further work needs to be undertaken to test the viability of the scheme when lower demand unit types are removed from the stock mix and replaced with house types for which there is a current and ongoing demand.
- There was an aspiration to add some private sale homes into the area. Values are too low currently for private sale homes to be viable. Therefore, the recommendation, at this time, is to explore other options, such as partnering with a Housing Association or building for Shared Ownership to attract grant and create a ladder to full ownership, some additional rented homes will also be provided where grant can be accessed

The Chairman requested that parking provisions are considered, to make things easier for residents.

Councillor Candon queried whether looking at the boundaries of the estate would alleviate incidents of ASB outside the Salvation Army building. The Housing Growth Manager advised this has been acknowledged and engagement will be undertaken with the Salvation Army.

Councillor Williamson requested confirmation that the area the other side of Yarmouth Way identified as an area for private development would be required to match the design of the area and the rows. The Housing Growth Manager confirmed this will be required.



Councillor Talbot questioned where the over spill of residents will go when they get moved out of their current property, if their new property isn't yet available? The Housing Growth Manager advised that part of the first phase would be infill of new homes, so there would be new properties for residents to move to. The Housing Director advised that some people may have to move twice, but dedicated staff will liaise closely with residents to plan. Ongoing discussions will be vital during the entire period and there will be funds available to assist with removal costs.

RESOLVED:

- That Members noted the report.
- That Members approved the use of the remaining government grant to fund:-
  - (i) A review of options to provide appropriate youth facilities to serve the estate and surrounding areas;
  - (ii) To procure further financial viability analysis of the regeneration proposals.

## **9 ANY OTHER BUSINESS**

The Chairman reported that there was no other business being of sufficient urgency to warrant consideration.

The meeting ended at: 20:30

### Forward Plan for Housing & Neighbourhoods Committee

	URN	Matter for Decision	Report by	Pre Agenda Meeting (PAM)	Housing & Neighbourhoods	Policy & Resources
1		GYN Board Minutes	Strategic Director (PB)			
2	20-108	Housing Action Plan 2020	Strategic Planning Manager	23/09/20	01/10/20	
3	19-182	Council Homes Programme	Director of Housing	23/09/20	01/10/20	
4	20-017	Tenancy Strategy	Director of Housing	23/09/20	01/10/20	
5	20-118	Approach to Resident Engagement (presentation for Members)	Director of Housing	23/09/20	01/10/20	
6	20-140	HRA Budget Monitoirng (Period 4)	Finance Director	23/09/20	01/10/20	
7	20-105	Acquisition of Council Homes	Director of Housing	23/09/20	01/10/20	
8		Locality Update (Presentation)	Early Help Hub Manager	23/09/20	01/10/20	
9		Empty Homes Update	Director of Housing	TBC	TBC	
10	20-110	The Close, Bradwell	Head of Property and Asset Management	TBC	TBC	
11	20-143	Right to Buy Retained Receipts Policy	Housing Director	TBC	TBC	
12	20-144	Acquisitions and Disposals Policy	Housing Director	TBC	TBC	
13	20-084	Great Yarmouth Locality Strategy	Strategic Director (PB)	TBC	TBC	
14	19-184	Community Housing Fund Update	Director of Housing	TBC	TBC	
15	20-059	Gapton Hall Update	Director of Housing	TBC	TBC	
16	20-058	Housing Strategy Action Plan Delivery	Director of Housing	TBC	TBC	



Subject: Great Yarmouth Borough Council Housing Delivery Action Plan 2020

Report to: Housing & Neighbourhoods Committee 1<sup>st</sup> October

Report by: Strategic Planning Manager

**SUBJECT MATTER**

**The production of the Council's Housing Action Plan for 2020**

**RECOMMENDATIONS**

**That Housing and Neighbourhoods Committee:**

- 1. Notes that the Council has not met the national Housing Delivery Test for the period 2016/17-2018/19 and so needs to prepare and publish a Housing Action Plan**
- 2. Endorses the update to the Housing Delivery Action Plan as attached to this report.**

## **1 BACKGROUND**

1.1 Increasing the delivery of housing has been a national priority for many decades, with it being commonly accepted that levels of housebuilding have not met needs.

1.2 The Government introduced the Housing Delivery Test (HDT) in the July 2018 version of the NPPF. The HDT requires that delivery of housing must be at least 95% of the authority's housing requirement over the previous three years. If delivery has fallen below 95%, then the authority "should prepare an action plan in line with national planning guidance, to assess the causes of under-delivery and identify actions to increase delivery in future years". When the first set of national results were published in February 2019, for the years 2015/16-2017/18, Great Yarmouth borough had seen delivery of 67%, meaning that a Housing Action Plan needed to be produced. This was published in August 2019.

1.3 The HDT results for the years 2016/17-2018/19 were published in February 2020. These results showed that whilst delivery had improved, it was still short of the 95% threshold at 77%. Therefore, the requirement for a Housing Action Plan still stands.

1.4 Attached to this report is an update to the Housing Action Plan for 2020. The action plan reviews the progress on actions identified in last year's plan.

1.5 On whole the Council is undertaking a wide range of actions to help improve housing delivery across the Borough. No new, additional actions are identified in this year's plan other than those identified in the Corporate Plan. The Housing Action Plan reports good progress on many of the actions previously identified and delivery is now

increasing in the Borough with 382 completions in 2019/20. This means next year the Council is likely to pass the Housing Delivery Test.

## **2. FINANCIAL IMPLICATIONS**

2.1 None directly, although specific activities proposed may have cost implications. These have/will be subject to separate committee/Council decisions. The actions identified in the Housing Action Plan are not binding on the Council and many of the actions already have the approval of the relevant committee and are currently being implemented. Preparation of the Action Plan itself is within the normal budget for the Planning & Growth Service.

## **3. LEGAL AND RISK IMPLICATIONS**

3.1 None. The action plan is not binding and is not a requirement of legislation. However, it is a requirement of national planning policy. Therefore, it is clearly important to prepare one to demonstrate that the Council is doing all it can to increase the delivery of housing. The plan could be of value in defending planning appeals and supporting the examination of the Council's Local Plan.

## **4. CONCLUSIONS**

4.1 The Council has to prepare a Housing Action Plan due to under-delivery of housing in the past three-year period, even though this under-delivery is not mainly due to any shortcomings of the Council itself. A significant number of mitigation and improvement measures are already in train (and have been for years in some cases) which are now starting to show success.

## **5. RECOMMENDATIONS**

**That Housing and Neighbourhoods Committee:**

- 1. Notes that the Council has not met the national Housing Delivery Test for the period 2016/17-2018/19 and so needs to prepare and publish a Housing Action Plan**
- 2. Endorses the update to the Housing Action Plan as attached to this report.**

## **6. ATTACHMENTS**

1. Draft Housing Delivery Action Plan 2020.

*Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated?*

<b>Area for consideration</b>	<b>Comment</b>
Monitoring Officer Consultation:	Yes
Section 151 Officer Consultation:	N/A

Existing Council Policies:	Local Plan Core Strategy (2015)
Financial Implications:	Discussed in the report
Legal Implications (including human rights):	None directly
Risk Implications:	Discussed in the report
Equality Issues/EQIA assessment:	None
Crime & Disorder:	None
Every Child Matters:	None

# HOUSING DELIVERY ACTION PLAN 2020



**GREAT YARMOUTH**  
BOROUGH COUNCIL

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Prepared in response to the results of the Government's Housing Delivery Test results – 2019 measurement.

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## Introduction

Increasing the delivery of housing has been a national priority for many decades, with it being commonly accepted that levels of housebuilding have not met needs, resulting in a level of social and economic harm.

At least partly as a result of the need to focus on delivery, the Government introduced the Housing Delivery Test (HDT) in the July 2018 version of the NPPF (paragraph 75). In essence, the HDT requires that delivery of housing must be at least 95% of the authority's housing requirement over the previous three years. If delivery has fallen below 95%, then the authority "should prepare an action plan in line with national planning guidance, to assess the causes of under-delivery and identify actions to increase delivery in future years". When the first set of national results were published in February 2019, for the years 2015/16-2017/18, Great Yarmouth borough had seen delivery of 67%, meaning that a Housing Action Plan needed to be produced. This was published in August 2019.

The HDT results for the years 2016/17-2018/19 were published in February 2020. These results showed that whilst delivery had improved, it was still short of the 95% threshold at 77%. Therefore, the requirement for a Housing Action plan still stands.

This document therefore provides an update to housing action plan and reports on progress made over the last year. This document should be read in conjunction with the 2019 Housing Delivery Action Plan.

## Recent Housing Delivery

For the period 2016-2019 the housing target within the Great Yarmouth Core Strategy was less than 5 years old and therefore not 'out-of-date'. In this circumstance the housing need for the purposes of the Housing Delivery Test (HDT) is the annual target in the adopted plan unless the local housing need figure is lower (which in the case of the relevant years above - it is not).

The table below shows delivery compared to housing requirement in the Core Strategy over the relevant 3 years.

	2016/17	2017/18	2018/19	Total
Housing Target	301	301	301	902 (due to rounding)
Housing Delivered	186	207	306	699
Percentage Delivery	62%	69%	102%	77%

As can be seen by the figures above, housing delivery has slowly been increasing and in the most recent year has exceeded requirements.

Delivery has again increased significantly in 2019/20 with **382** completions. As such the Council should be able to demonstrate 99% delivery against the target next year.

Additionally, there are still significant numbers of homes with the benefit of planning permission. As of April 2020 there are 2,990 units with planning permission. Many of these are expected to come forward over the next five years.

## Research into Housing Delivery

The research presented in section in section 4 of the 2019 action plan remains largely up to date and relevant. However, there has been some research published which is relevant to housing delivery in Great Yarmouth as detailed below.

### Cost and Value – Building Better, Building Beautiful Commission (Knight Frank, Feb2020)

This research report aimed to support the work of the Building Better, Building Beautiful Commission which was set up by the Government in December 2018 to look at improving beauty in the delivery of new homes and neighbourhoods. The aim of the report was whether there is added value where scheme are developed with quality as an aim.

The report included a case study of Great Yarmouth. The report states that the housing crisis discussed nationally does not reflect the crisis in Great Yarmouth, identifying that the town has a demand side issue rather than a supply-side issue.

The report opines that policy making designed to appease the perceived national housing crisis does nothing to stimulate investment into areas like Great Yarmouth. The report includes an analysis of housing commitments, completions and the relevant targets and concluded it doesn't make a difference how many homes have planning permission or what the targets are, the number of homes will reflect demand.

The report also analysed the 2013 Strategic Housing Market Assessment. This concluded that the growth in demand from households likely to need a house (as opposed to a town centre flat) would only be 2.7% between 2013 and 2029.

The report advises that if town centre sites are to be successful it is important that they harness the small amount of demand there is and therefore important this demand is not directed to less sustainable or less regenerative locations.

The report concludes that housing targets are putting pressure on the Council to approve more planning permissions when instead it should be encouraged to refuse application which are not in the most sustainable and most regenerative locations.

## Update on Actions to Address Delivery

The following table provides an update on all of the actions, current and planned as identified in the 2019 Housing Action Delivery Plan. The numbers relate to the paragraph numbers in the 2019 action plan for ease of reference.

Action	2020 Update
5.2 Infrastructure improvements. <ul style="list-style-type: none"> <li>• Third Crossing</li> <li>• Flood Defences</li> <li>• A47 improvements.</li> </ul>	<p>The examination into the Development Consent Order for the Third Crossing has now been completed and the Examining Authority has issued a Recommendation Report to the Secretary of State. A decision from the Secretary of State is expected by the 24<sup>th</sup> September 2020.</p> <p>Work has commenced on the improvements to flood defences.</p>
5.3 Progressing the Local Plan Part 2.	<p>The Local Plan Part 2 has now been submitted for examination (31<sup>st</sup> July 2020). The Local Plan allocates an additional 1,992 new homes. 1,752 of these homes are on land in the control of a developer. The remainder are on land in control of a landowner who has expressed an intention to release the land for development. The allocations within the plan together with existing commitments will ensure there is an overprovision of housing land against need over the next 10 years of 33%.</p>
5.4 Developers Forum	<p>The Developer's Forum continued to meet until March when it was postponed due to Covid-19. It is expected that the forum will re-convene in the near future, either virtually, or in person if safe to do so.</p>
5.5 Appointment of a Housing Growth Manager	<p>This officer is still in post and working on a number of actions detailed in this table.</p>
5.6 Promoting a Housing Deal for Great Yarmouth	<p>A report by WSP is now nearing completion and the Council is in conversation with Homes England partners. However, there have been delays due to Covid-19.</p>
5.7 Council's Property Acquisition and Disposal Policy	<p>The strategy was adopted in April 2019 and provides clarity on how and when the Council will acquire properties to provide a greater number of better-quality homes in the Borough.</p>
5.8 Middlegate Estate Regeneration	<p>An initial study into the regeneration project was completed in January 2020. Work on the viability of the project was started in July 2020.</p>
5.9 Regeneration of North Quay and The Conge	<p>An outline planning application for the redevelopment of The Conge to provide 89 dwellings was submitted in May 2020.</p> <p>A Supplementary Planning Document was adopted in May 2020 to support the regeneration of the North Quay site. A number of technical studies to inform the regeneration of the site have been completed and negotiations continue with landowners on acquisition by the Council.</p>
5.11 Property Market Study	<p>This report is now complete. The study highlighted issues with demand and perception which undermine delivery of open market homes in the central part of Great Yarmouth.</p>

Action	2020 Update
	The study concluded that housing developments within this central area would be unviable without gap funding and that a targeted raft of regeneration strategies are required to raise values and diversify the housing market offer. The Conge project identified above is a key response to this.
5.12 Improved relationships with Registered Providers	The Council has met with all registered providers at a Director level and the Council is about to commence a procurement exercise to appoint a strategic registered provider partner for future developments.
5.13 Future High Streets Fund	The Council has submitted a £19.9 million bid as part of the Future High Streets Fund (5 <sup>th</sup> June 2020). The bid includes the 89 homes on The Conge referred to above, together with the conversion of historic properties in the Market Place and King Street and new contemporary houses to the rear of King Street.
5.14 Future Place Status.	Great Yarmouth was a RIBA Future Place in 2019. It was a successful project in raising the profile of the town and RIBA contributed a useful piece of work around future seafront aspirations.
5.15 Strategic planning work across Norfolk.	Work has continued on revising the Norfolk Strategic Planning Framework. Work has also been undertaken looking at the needs for housing for older and vulnerable people which is expected to complete this autumn. The Council is also looking to jointly commission an update to the Strategic Housing Market Assessment with other Norfolk local authorities. It is expected that this project will be commissioned in early autumn.
5.17 Enterprise Zones	Work is continuing to promote the Enterprise Zones and the Council is actively working on proposals for commercial developments in the zones. The positive impacts from this work to strengthen the local economy should have a positive effect on the local housing market.
5.18 Equinox Enterprises Ltd. (the Council's wholly-owned, arm's length property company)	As of April 2020, 14 dwellings were completed on Equinox's development site at Beacon Park. There remain 42 dwellings outstanding on the detailed planning permission which are expected to be delivered over the next 2 years.
5.19 Pre-application charging	This was introduced in October 2018. Take-up of this service continues to be popular with a number of major developments taking advantage of the service.
5.20 Promotion of the town and borough to potential investors and developers	The Council is continuing to promote the town and borough to investors with attendance at MIPIM and REVO.
6.4 Greater analysis of why sites are not coming forward.	The Council contacted all landowners/developers with planning permission in Autumn 2019 to help inform the Five Year Supply of Housing Statement. The survey asked questions about delivery plans for specific sites, whether there were any delays and blockages affecting delivery and whether the Council could do anything to help speed up delivery. Despite creating an easy to use form, and sending chasing emails and calls, the response was not brilliant with

Action	2020 Update
	<p>just 6 responses. Responses which were received did not identify any major issues. In terms of blockages and delays to delivery, issues reported included surface water drainage issues and lack of demand (in Hemsby). In terms of what the Council can do to help delivery it was requested that:</p> <ul style="list-style-type: none"> <li>• planning applications are dealt with quickly;</li> <li>• the process should be streamlined as much as possible at each stage;</li> <li>• Planning conditions discharged promptly</li> </ul> <p>Further analysis as part of putting the Five Year Supply together revealed that good progress towards reserved matters was being made on a number of outline consents and that many sites now had developers involved. As a result the five year supply position increased from 2.55 years to 3.42 years.</p> <p>To support this year's Five Year Supply Statement, the Council will re-consider on how it engages with landowners and developers to obtain a better response.</p>
6.6 Setting up a small site sub-group of the Developer Forum	No progress has been made on this and the Developer Forum meetings were postponed in March due to Covid-19. This will be explored further when the Developer Forum reconvenes.
6.8 Other Internal Measures – for example prioritisation of discharge of condition applications, and use of planning performance agreements.	A focus has been made over 2019/20 on enhancing the capacity of the planning service to be able to respond more quickly. An additional Senior Planner post has been created and a Development Management Manager post which should provide a significant contribution to the quality and speed of the planning service. A Business Support Manager role has also been created to ensure planning applications, building control applications and land charges enquiries are processed as quickly and accurately as possible. The Council will also be reviewing its software to ensure a better and more efficient service. Figure A7 in Appendix A shows that performance in determining applications within the set timescales or within agreed extensions has improved over the last five years.
6.99 External measure and “asks” to potentially be considered.	<p>The Cost and Value – Building Better, Building Beautiful Commission report referred to above, highlights at a national level and to Government some of the constraints to housing delivery in Great Yarmouth. A planning white paper has recently been published for consultation which will give the Council a further opportunity to raise concerns about housing delivery in the Borough.</p> <p>The town was selected as one of 101 places across the country to potentially benefit from the new Town Deals Fund. A Town Deal Board, of local leaders from the private, public and third sectors, has been set up and is crafting a Town Investment Plan to support the bid which could be up to £25 million of funding.</p>

## Corporate Plan Actions for 2020

Since the 2019 Housing Delivery Action Plan the Council has published a revised Corporate Plan [“The Plan 2020-2025”](#). The plan includes a number of strategic priorities and outcomes the Council wishes to achieve over the five-year period. Many of these will help support the housing market. However, there are a number of specific outcomes and priorities for housing which are listed below. Some of these priorities are already covered above, but inclusion in the Council’s Corporate Plan further emphasises their importance:

### Outcomes

- To have delivered more new homes of mixed tenure including meeting specific needs, such as for older and disabled people;

### Strategic Priorities

- Increase the number of good quality new homes and associated infrastructure built through both direct provision and by working with Registered Social Landlords and private sector developers.
- Better quality private rental accommodation will be available for residents by tackling substandard provision and ensuring the rollout of the selective licensing scheme
- Providing decent homes to our existing tenants through a planned programme of improvement works and providing a responsive and quality repair service.
- To understand the issues facing our largest housing estates and where appropriate bring forward regeneration plans.
- Bring empty properties back into use and in the town centre bring the first and second floors of appropriate properties back into residential use, creating quality homes.
- To support residents to live in high quality and warm homes.
- Shape our town centres to make them places where people will choose to visit, shop, socialise and live.
- Continue to assemble land along North Quay for regeneration purposes to deliver an improved gateway to the town through appropriate redevelopment.
- To transform The Conge as the key linkage between the railway station and town centre by delivering a mix of new residential and employment opportunities as well as improving the physical environment.
- Convert a greater numbers of planning permissions into developed out sites.

Alongside the Corporate Plan the Council has also published an Annual Action Plan for 2020-21. This plan also takes into account the Covid-19 crisis and sets a basis of a plan for recovery. The plan includes a number of specific actions which relate to the priorities and outcomes of the Corporate Plan. Those actions relevant to housing delivery include:

- Progress the Marketplace redevelopment through the planning phases and develop a business case for submission to the Future High Street fund to obtain funding for further to complete further interventions and improve the Town Centre area.





- Work with Town Deal Board partners to develop an evidence-based Town Investment Plan with a clear programme of interventions. Submit bid to Central Government to obtain for a share of the Towns Fund.
- Continue engagement activities with property owners in North Quay in order to progress general land assembly in readiness for regeneration.
- Submit planning applications for the construction of residential properties at the Conge.
- Continue to work existing occupiers in the Conge to find suitable premises to enable them to relocate.
- Progress the adoption of the Local Plan Part 2 to enable land allocation for new developments.
- Continue to hold regular Developers forums to identify and discuss and planning or development issues and remove barriers.
- Increase the number of new homes completed across the Borough to meet a range of needs including affordable homes and homes which meet specific needs by:
  - Expanding the stock of council housing via acquisitions and new build properties
  - Joint working with Registered Providers to deliver quality homes.
  - Support private sector developers to build out quality new homes.
- Commence development of a Design Code to ensure both the council's aspirations for a quality built environment and exemplar housing can be delivered.
- Undertake an audit of planning permissions not built out and land allocations for strategic delivery
- Address issues of poor quality properties through a targeted programme of acquisition and renovation to provide high quality homes.
- Continue the work of Equinox Enterprises Limited in housing development
- Further engagement with private rental sector to:
  - Review outcomes of selective licensing scheme with a view to expanding the scheme.
  - Encourage empty homes back into use.
  - Instigate enforcement action on sub-standard HMO's
- Use Equinox Property Holdings Limited to build a portfolio of quality market rent properties in the borough.
- Complete viability work & business case on the regeneration of Middlegate Estate.
- Adopt a cohesive approach to reviewing empty properties and encouraging owners to bring them back into use.

## Conclusions

It is clear that housing delivery is picking up in the Borough and there is a likelihood that more planning permissions will deliver homes over the next five-year period. The good progress made on the Local Plan Part 2 will further ensure that land availability is not a constraint to housing delivery. It is likely that the Council will not be required to prepare an action plan next year in light of the improving delivery.

The Council is making good progress on a wide range of actions to help stimulate the housing market and increase delivery.

Since the publication of last year's action plan, there has been the outbreak of Covid-19. The full economic effects on the housing market from the Covid-19 pandemic are still not clear. At present

there is no evidence to suggest there has been a downturn in the housing market or delivery locally, although a number of building sites did close temporarily at the start of the outbreak. At the time of writing, the number of planning applications that the Council is receiving has not notably decreased compared with previous years and business in the Council's Building Control section is picking up again with nearly 100 dwellings issued completion notices between 1<sup>st</sup> April 2020 and 31<sup>st</sup> July 2020. The plans the Council have put in place to help support the recovery and the actions detailed above should help ensure any impacts from Covid-19 on housing delivery are mitigated. Additionally, the Government has introduced a raft of measures to support the housing market and increase the delivery of homes including:

- Extending planning permissions due to lapse between 23 March and 31 December 2020
- Fast-track deemed consent route to vary conditions on construction site working hours
- New permitted development rights to create new homes through extending upwards and redevelopment of some commercial properties to housing (through demolition and re-build)

However, despite these actions the impact of Covid-19 will be an issue that the Council will need to closely monitor, analyse and respond to as appropriate.



## Appendix A - Analysis of Housing Data for 2020

### Housing Data up to 2019/20

Housing Completions & Housing Commitments (2001/2-2018/19)

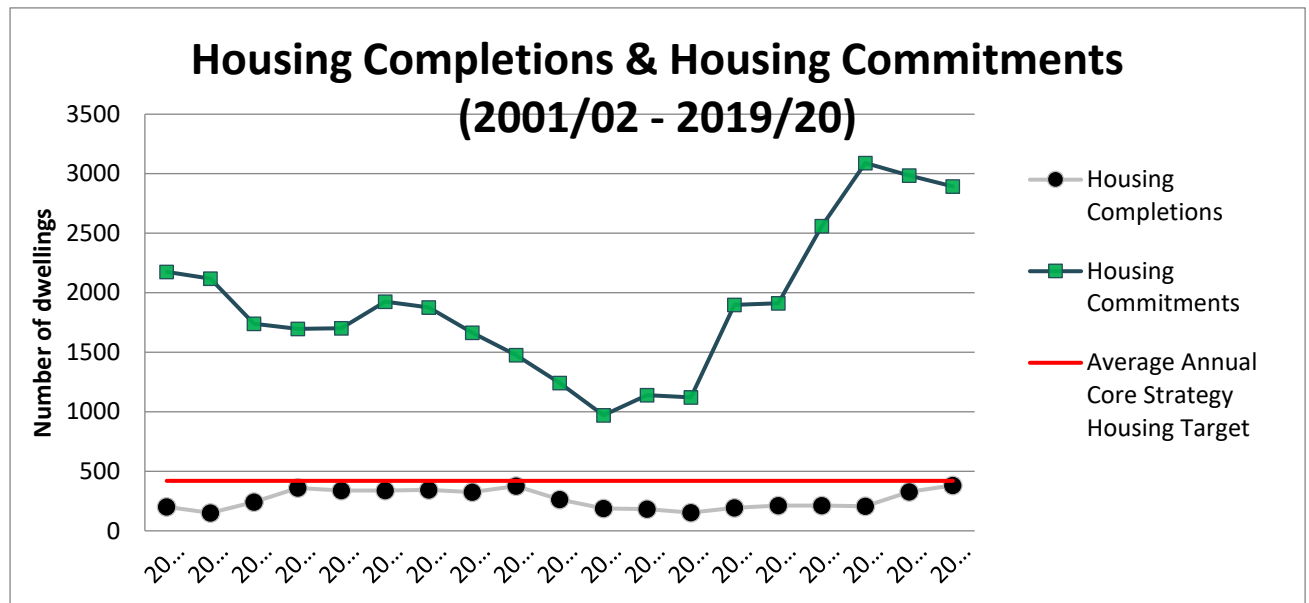


Figure A.1 (housing completions vs commitments)

Figure A.1 shows that the significant increase in commitments (housing planning permissions) starting in 2014/15. The two most recent years completions show an sustained increase in housing completions compared to the under delivery compared to the Core Strategy Target following its adoption in 2015.

## Housing Completions 2019/20

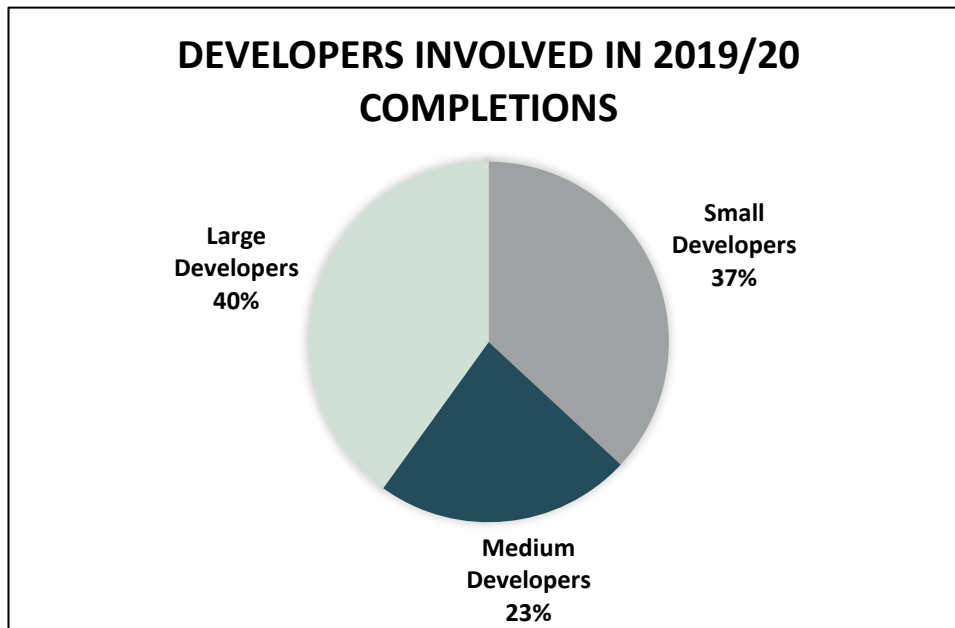


Figure A2 (Breakdown of types of developers involved in 2019/20 completions)

The pie chart above shows how little of the total completions were delivered by small developers. Following 2018/19 there has been an increase in the proportion being delivered by medium developers.

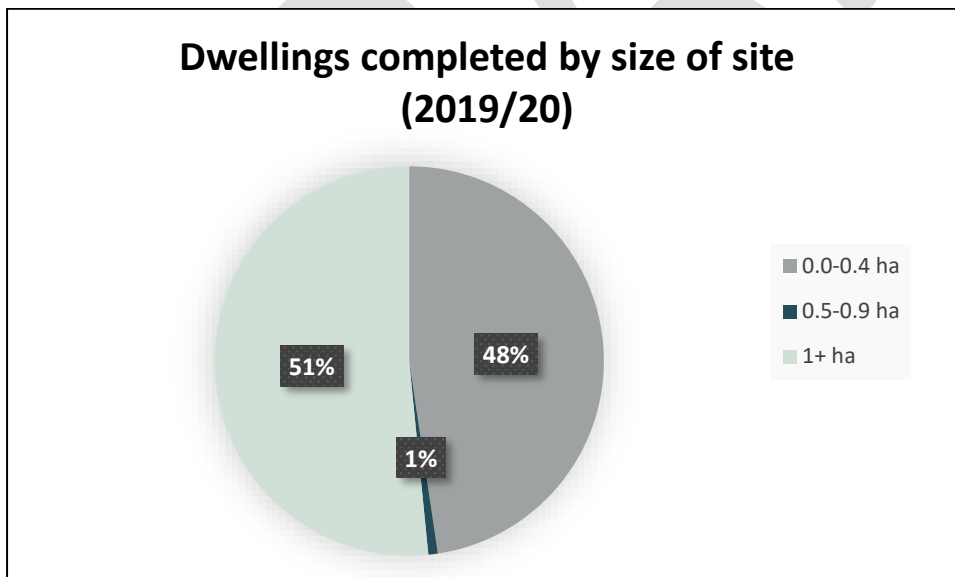
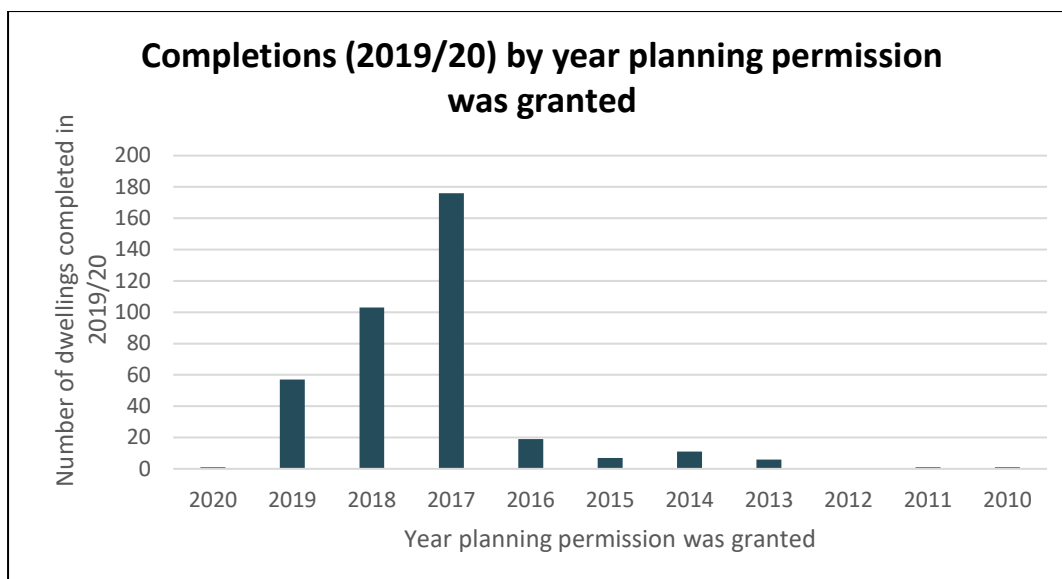


Figure A3 (Dwelling completions by size of land in hectares (2019/20))

Figure A.3 shows that completions for 2018/19 were split evenly between small sites (up to 0.4 hectares) and larger sites (on one hectare or more) with only a small proportion delivered on medium sites (0.5 to 0.9ha).



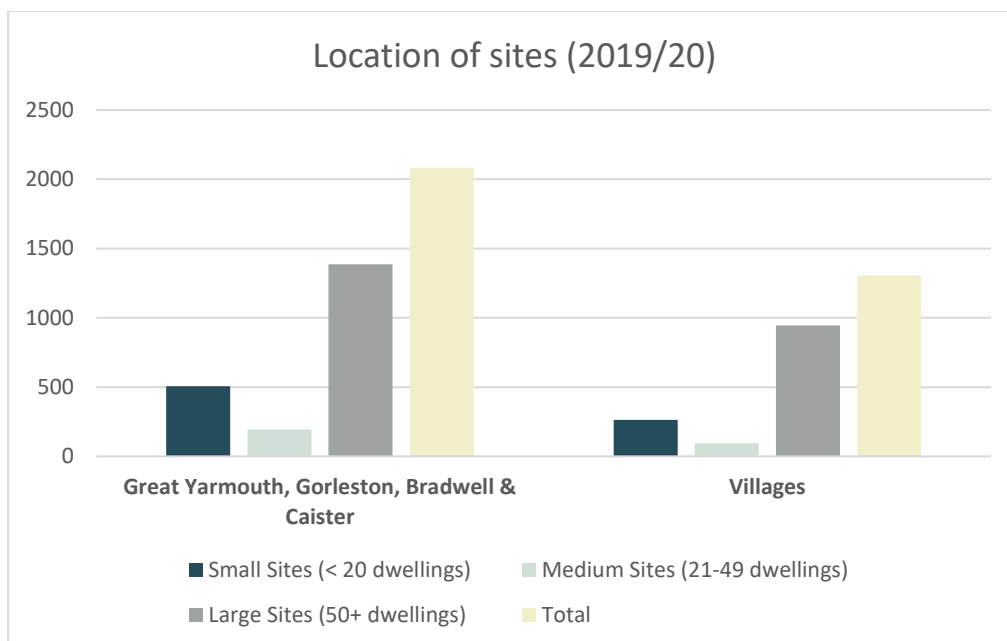
*Figure A4 (Completions by year planning permission was granted (2019/20))*

The figures above show that, for 2019/20 completions, most of the completions arise from consents granted in the previous three or so years. To some degree this will be an accident of timing, with some larger sites delivering for some years after consent was granted, but it does show how little housing tends to be delivered from consents which have been implemented for some years.



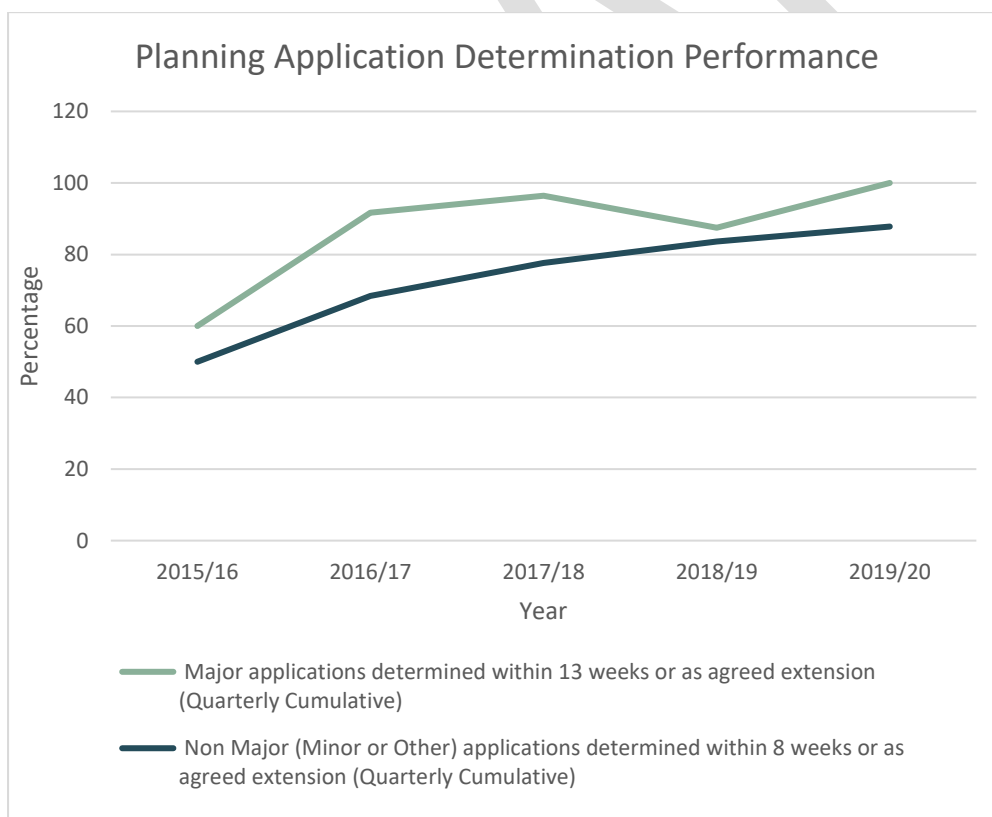
*Figure A5 (Brownfield and Greenfield Sites)*

Just over two thirds of current consents/commitments are on greenfield sites. Brownfield commitments total more than 1,000 units, albeit there are often constraints and viability challenges preventing brownfield sites coming forward as swiftly as greenfield sites.



*Figure A6 (Location of Sites)*

Figure A6 shows that the bulk of the current consents/commitments are within the two main towns of Great Yarmouth, Gorleston, and Key Service centres of Bradwell and Caister.



*Figure A7 (Planning Application Determination Performance)*

Figure A7 shows that over the last five years an increasing proportion of planning applications have been determined within the set timescales or within an agreed extension. Performance for the most recent three years is above the target of 75% of decisions.

DRAFT

**URN:** 19-182

**Subject:** Council Homes Programme Update Report

**Report to:** ELT 16 September 2020  
Housing and Neighbourhoods Committee 1 October 2020

**Report by:** Sue Bolan – Enabling and Empty Homes Officer  
Nicola Turner, Housing Director

#### **SUBJECT MATTER**

This report provides an update of the work that has been carried out to date and the next steps in the provision of the Council Homes Programme.

#### **RECOMMENDATION**

It is recommended that the Committee note the report and progress to date.

## **1. Introduction**

- 1.1 In November 2019 Housing and Neighbourhoods Committee approved the use of £500,000 from the year on year reduction in spend on responsive day to day repairs and maintenance budget, to support borrowing in 2020/21 and the following two financial years to fund the acquisition and development of new Council homes.
- 1.2 This recognised that a further Stock Condition Survey will be undertaken in 2022 following which a review of the additional capacity (beyond support the use of Right to Buy Retained Receipts) to support an HRA new affordable home capital programme would be undertaken.
- 1.3 As part of the approval of the release of repairs funding to support new borrowing, the report recommended that a further report be provided which details the opportunities for sites and a programme of delivery including numbers and timeframes was reported back to Housing and Neighbourhoods Committee. This report provides an update on the current position.

## **2. Work to Date**

- 2.1 Work has been carried out to identify an initial tranche of potential sites, this has included a review of all HRA and General Fund owned sites, along with identification of potential other sites:
  - The Housing Land Availability Schedule was reviewed by each village / town, to identify potential sites.
  - A 'Housing – Land for Development' report was added to the 'Love Clean Streets' app which allows caretakers and other officers to identify potential site opportunities.

- Tenancy Services provided a list of garage sites along with statistics on occupation and waiting lists to enable each of these to be reviewed. Sites were added to the list where it was believed they could be physically developed, some were disregarded due to access issues.
  - Operational Enforcement Group highlighted potential sites and properties
- 2.2 Once a complete list of sites had been compiled, work started to identify how many homes each site could potentially accommodate. Where possible sites were ‘packaged’ to maximise the number of homes that could be developed. Each site was mapped and measured using the Norfolk Mapping Browser and, using the housing density guidance within the emerging Great Yarmouth Local Plan Part 2, an indicative number of homes was produced for each site. Discussions took place with Development Control to give initial planning advice and the ownership of the private sites was identified, where this was not already known.
- 2.3 Following the identification of the pool of potential sites, the potential delivery timescale was identified based on the information already known about the site. The table below shows the criteria used:

Definition	Timescale	Examples
Short Term	Within 18 months	Sites for sale with planning permission, only needing acquisition to be able to commence. Sites in GYBC ownership which require planning permission.
Medium Term	Within 2 - 3 years	Sites requiring further investigations; parking surveys, contamination, archaeological, flood risk.
Long Term	3 years – 5 years	Sites which require some site assembly to maximise development and more complicated sites.

- 2.4 The table below provides the breakdown of the potential number of homes which could be provided from this first tranche of sites. It should be noted that this is indicative only, each site will need to be designed to reflect the housing need of the particular area, consider existing supply and any site constraints.

Site Ownership	Indicative Number of Homes			Total Homes (Indicative)
	Short Term	Medium Term	Long Term	
HRA	7	73	24	<b>104</b>
<i>of which, garages or car parks</i>		65		
General Fund	29		135	<b>164</b>
Private	71	122	361	<b>554</b>
<b>Total</b>	<b>107</b>	<b>195</b>	<b>520</b>	<b>822</b>

- 2.5 Sites have also been considered where a ‘package’ approach could be used. Bringing together sites, under different ownerships, to either to increase the number of homes provided on site or where the sites could be brought forward together to ensure best use of resources. These sites mainly fall within the long-term bracket as the site assembly will take time.

Site Ownership	Indicative Number of Homes by Timescale			Total Homes (Indicative)
	Short Term	Medium Term	Long Term	
Package Sites		7	207	<b>214</b>

- 2.6 The impact of Covid-19 meant that four of the identified potential sites for the new Council Home Programme have been identified to address the need to increase the supply of one-

bedroom homes recognising the impact of 'Everyone In'. Members will consider a separate report on the Modern Methods of Construction provision which is proposed for these four sites, the funding for which was approved by Full Council on 30 July and which is additional to the additional borrowing capacity which will support the wider Council Homes Programme.

- 2.7 Whilst the tables above show an indicative programme of over 800 homes, it is recognised that not all of the sites will ultimately be able to proceed (due to issues with site availability, site constraints or planning concerns). However, the tables demonstrate that there are sufficient sites to deliver the initial three-year Council Homes Programme.

### **3. NEXT STEPS**

- 3.1 The work carried out to date relates to the identification of an initial tranche of new build sites, however, the following opportunities will also form part of the Council Home Programme:

- Purchasing homes from developers through S106 Agreements
- Purchasing homes from developers (additional homes above S106 Agreement requirements)
- Exploring opportunities for joint developments with Equinox Enterprises
- Purchasing homes from Registered Providers (new or existing homes).

- 3.2 As the current programme provides for three years funding, the new build sites identified so far have been prioritised so that the next steps work to draw up development proposals for sites will focus initially on those sites which can be developed in the short term to ensure that some of the new homes developed through the programme will be occupied within the next two years. Once this work is complete, the focus will move to sites which can be developed in the medium term to ensure there is an ongoing programme of schemes. This work will require an initial appraisal of the viability of the sites based on assumed capacity and known site constraints. All viable sites will then:

- Be checked to ensure the site is still available, with in principal offers made for private sites, subject to planning
- Be referred to an architect to provide a site layout to finalise the number of homes which the site can support – this will reflect the housing need in the local area
- Be subject to a review of the scheme viability to ensure any change in size or number of homes is affordable to the HRA
- Be submitted for planning permission once the final home and site layout has been refined.

To secure best value for the build process, the Council will consider the use of a framework to procure a builder for the new Council homes. This will include a review of the Modern Method of Construction options for construction and the outcome of the procurement and delivery of the one-bedroom flats discussed above. The Council could also commission Equinox Enterprises to build homes, with this option being of particular relevance in relation to mixed tenure sites.

- 3.3 The Council will produce and adopt a Development Standard which will set out the Council's requirements for the construction of new homes. New homes will be:

- Of high-quality appearance set within a scheme which is attractive and welcoming
- Energy Efficient
- Of high-quality construction to reduce repair and maintenance costs
- Spacious – reflecting the National Space Standards



The Development Standard will include principles of design for the appearance and scheme layouts of new homes. It will also include requirements in relation to the layout of homes and adaptability of homes to meet changing needs. The Development Standard will include specific requirements for homes which are acquired (new and existing homes) rather than constructed by the Council. Once developed, Housing and Neighbourhoods Committee will be asked to adopt the Development Standard.

- 3.4 An application to re-instate the Council's Investment Partner status with Homes England is underway, this will allow us to bid for grant funding in addition to the borrowing already allocated which will, if bids are successful, allow the Council to increase the number of homes which can be delivered.
- 3.7 A further report will be provided in six months to update on progress in delivering the Council Homes Programme.

### **3. Financial Implications**

- 3.1 As agreed at the November 2019 Housing and Neighbourhoods Committee, the reduction of the Repairs & Maintenance spend by £500k for the years 2020/21, 2021/22 and 2022/23 will support the additional borrowing to support the Council Homes Programme. The new homes delivered through the Council Homes Programme will increase the Council's rental income, this new rental income will not be required to service historic debt (or borrowing associated with the delivery of the new homes) which will help to support the sustainability of the HRA and support future additional borrowing for new homes.
- 3.2 Spend this year is currently expected to only relate to costs associated with planning applications being brought forward for the initial new build sites along with any procurement costs. The unspent borrowing will therefore be rolled forward into 2023/24.

### **4. Risk Implications**

- 4.1 As identified within the report to Housing and Neighbourhoods Committee in November 2019, there is a capacity and skills gap within the Council to build to the levels which could be achieved as demonstrated by the site analysis above. Purchasing homes will provide a good number of new homes for the HRA, but for the Council to make a real difference, building will be the way forward and to do this in-house expertise and capacity needs to be created.
- 4.2 To mitigate this in the short-term, purchasing properties from Registered Providers and developers through S106 contributions will assist, however, capacity needs to be considered in the longer term, whether that be by increasing in house capacity or through working in partnership with a Registered Provider. Initially, an additional dedicated Housing Delivery Manager post will be recruited to, to provide the required capacity to support the work identified at paragraph 3.2. This post is expected to be in post before Christmas, subject to the recruitment process. However, the capacity and skills requirement will be kept under review to reflect the delivery requirements of the Council Homes Programme.

### **5. Legal Implications**

- 5.1 The Government removed the HRA debt cap in October 2018, which removed the constraint on borrowing within the HRA allowing local authorities to use their rights under Section 9 of the Housing Act 1985 to provide homes through acquisition, conversion or new build based on a prudential approach to borrowing.

## 6. Conclusion

- 6.1 The report shows that there is a development pipeline achievable for the Council Homes Programme. Although it is recognised that the sites identified within this initial piece of work may not all come forward, it does provide confidence that those already identified and those that will come through in the future, could achieve the increase in Council homes which is aspired to.
- 6.2 Identifying purchasing options continues but as identified in the report, capacity and expertise in development will see outputs increase and continuing pipeline of developments created.

## 7. Background Papers

- 7.1 HRA Borrowing report approved at November 2019 Housing and Neighbourhoods Committee.

*Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?*

Area for consideration	Comment
Monitoring Officer Consultation:	Through ELT
Section 151 Officer Consultation:	Through ELT
Existing Council Policies:	N/A
Financial Implications (including VAT and tax):	Included in section 3
Legal Implications (including human rights):	Included in section 5
Risk Implications:	Included in section 4
Equality Issues/EQIA assessment:	The new homes provided will be designed to meet housing need and address particular shortages in supply which may currently have a negative impact on the likelihood of some households with protected characteristics from being able to have their needs met in a timely way. This recognises that households in higher levels of need will have more opportunity to be accommodated in the Council's housing stock (and that of Registered Providers) than those with low needs.
Crime & Disorder:	New housing schemes will be designed and built to minimise properties vulnerability to crime.
Every Child Matters:	The Council's Development Standard for new housing will take into the account the needs of children.

**URN:**

**Subject:** Tenancy Strategy 2020

**Report to:** ELT 16 September 2020

Housing and Neighbourhoods Committee 1 October 2020

**Report by:** Christine Spooner, Housing Strategy, Policy and Performance Officer  
Nicola Turner, Housing Director

#### **SUBJECT MATTER/RECOMMENDATIONS**

A new Tenancy Strategy has been developed following review of the Council's Tenancy Strategy 2013. The Tenancy Strategy sets out the matters to which Registered Providers of Social Housing should have regard when formulating their own Tenancy Policies. The Strategy will be going out to Consultation for 6 weeks once approved, and minor changes may be made once feedback from Registered Providers has been considered.

#### **RECOMMENDATIONS**

That the Housing and Neighbourhoods Committee:

- i) Approves the Tenancy Strategy subject to consultation with Registered Providers and stakeholders
- ii) Delegates authority to the Housing Director to make any minor changes to the Strategy following consultation, with the caveat that any major changes would be presented to a future Housing and Neighbourhoods Committee.

## **1. Introduction**

- 1.1. Councils are required by the Localism Act 2011 to have a Tenancy Strategy which sets out the matters which Registered Providers delivering affordable rented homes within their area should have regard when developing their own Tenancy Policies. The Act also requires Councils to keep their Tenancy Strategy under review and update it as appropriate.
- 1.2. The Tenancy Strategy has been updated following review because of changes to the Council's Tenancy Policy and Housing Allocations Scheme in 2019.

- 1.3. There are 7598 affordable rented homes within the Great Yarmouth borough. 5766 are owned by the Council with a further 1832 owned by a range of private Registered Providers<sup>1</sup>.
- 1.4. The Council needs to consider the views of Registered Providers delivering affordable housing within the borough in the development of the Tenancy Strategy. Registered Providers will be invited to submit feedback during a 4-week consultation period.
- 1.5. Following consultation with the Registered Providers, this Tenancy Strategy may be subject to minor amendments.

## **2. The new Tenancy Strategy**

- 2.1 The new Tenancy Strategy sets out with clarity what Registered Providers need to have regard to when developing their own Tenancy Policies in relation to:
  - Type of Tenancy offered
  - The circumstances in which different types of tenancy will be offered
  - Length of Tenancy
  - The circumstances in which a further tenancy will be issued when a Fixed Term Tenancy is coming to an end.
- 2.2 The Tenancy Strategy also provides guidance to Registered Providers on:
  - Use of Affordable Rents (including conversion of homes from social rent to an Affordable Rent
  - Succession
  - Mutual Exchanges.

## **3. Financial Implications**

None

## **4. Risk Implications**

None

## **5. Conclusions**

A new updated Tenancy Strategy has been produced which sets out the matters which Registered Providers of Social Housing delivering affordable housing for rent within the Council area should have regard to when developing their own Tenancy Policies.

## **6. Background Papers**

Tenancy Strategy 2013

Tenancy Strategy 2020

*Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?*

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<sup>1</sup> Based on Regulator for Social Housing (RSH) data at 31/03/19 plus adjustments based on the latest data available on disposals/new builds

Area for consideration	Comment
Monitoring Officer Consultation:	Via ELT
Section 151 Officer Consultation:	Via ELT
Existing Council Policies:	Not applicable
Financial Implications (including VAT and tax):	None
Legal Implications (including human rights):	The Localism Act 2011 requires the Council to have a Tenancy Strategy and keep it under review
Risk Implications:	None
Equality Issues/EQIA assessment:	An EQIA has been undertaken to assess the impact of the use of fixed term tenancies.
Crime & Disorder:	None
Every Child Matters:	The needs of children have been considered in respect of the length of fixed term tenancies and the review process.



# Tenancy Strategy

DRAFT

Author	Christine Spooner
Date	04/09/2020
Document Status	Draft for Consultation

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# 1 Introduction

Great Yarmouth Borough Council's (GYBC) first Tenancy Strategy (published 2013) set out the Council's priorities relating to new options for rented tenancies introduced by the Localism Act 2011.

The Localism Act 2011 places a statutory duty on local authorities to review and update their Tenancy Strategy. A review of the first Tenancy Strategy has been completed which included consultation with Registered Providers who own homes across the borough. As a result, a number of changes to the previous Tenancy Strategy have been identified which have been reflected in this new revised Tenancy Strategy 2020-2025.

Housing associations or Registered Providers of Social Housing (RPs) should have regard to this Tenancy Strategy when developing, adopting or reviewing their own Tenancy Policies. Each Registered Provider's Tenancy Policy lays out the criteria for the tenancies they plan to offer and the process for reviewing and offering tenancies.

## 1.1 Key features of Great Yarmouth Borough

- The borough includes the towns of Great Yarmouth, Gorleston-on-Sea and a rural hinterland consisting of 21 parishes stretching from Winterton-on-Sea in the north to Hopton-on-Sea in the south.
- Great Yarmouth became a Universal Credit Full-Service area in 2016.
- Housing affordability is a real issue for many people. Whilst average house prices and private sector rents are amongst the lowest in East Anglia the average annual earnings of residents are also amongst the lowest. The house purchase and private rental markets are frequently unaffordable for local people.
- There is a higher need for affordable housing than can be met from existing supply, with some types of property – particularly larger homes and homes adapted for or suitable for adaption for wheelchair users which have a restricted supply. The households who require these types of homes are more likely to be unable to meet their needs in the market.

At 1 April 2020, there were 7598<sup>1</sup> affordable homes for rent of which:

- 5766 are owned by Great Yarmouth Borough Council
- 1832 are owned by other Registered Providers

Further information on the supply of affordable homes can be found at Appendix 1.

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<sup>1</sup> Excludes leasehold properties as well as shared ownership or shared equity homes



## 2 Legislation

Through the introduction of the Localism Act 2011 the government offered social housing providers the option to use Fixed Term flexible tenancies. The minimum legal requirement for Fixed Term tenancies is for two years in exceptional circumstances with five years or more being the usual practice. All Fixed Term tenancies are renewable subject to eligibility criteria.

The Localism Act 2011 placed a duty on local authorities to produce, publish and review a Tenancy Strategy setting out the matters to which Registered Providers are to have regard when setting their own policies relating to:

- The kinds of tenancies they grant
- The circumstances in which they will grant a particular kind of tenancy
- The length of any Fixed Term tenancies
- The circumstances in which they will grant a further tenancy when the Fixed Term tenancy is coming to an end.

GYBC developed its first Tenancy Strategy in 2013, determining local priorities and encouraging Registered Providers to have regard for those priorities when setting their own Tenancy Policies. The Tenancy Strategy does not cover Shared Ownership or Shared Equity properties.

In producing this Tenancy Strategy due regard has been given to the Equalities Act 2010.

## 3 Supporting Documents

As required by the Localism Act 2011, GYBC has given due regard to the following supporting documents in the preparation of this Tenancy Strategy:

- GYBC Preventing Homelessness and Rough Sleeper Strategy 2018-23
- GYBC Housing Strategy 2018-23
- GYBC Rough Sleeping Strategy and Action Plan 2020
- GYBC Allocation Scheme 2018 (in use when this Tenancy Strategy was produced)
- GYBC Allocation Scheme 2019 (to be implemented during the life of this document)
- GYBC Tenancy Policy 2019

Registered Providers should demonstrate how their Tenancy Policy specifically meets the Borough's corporate and housing priorities.

## 4 Consultation

GYBC's Tenancy Strategy 2013 was produced in consultation with local stakeholders and partner organisations.

This document has been subject to review with local partners and stakeholders, including all Registered Providers who own affordable homes to rent across the borough.

## 5 Key changes since 2013

There have been a number of changes which have been taken into account when reviewing the previous Tenancy Strategy and in the production of this strategy.

### 5.1 Universal Credit

Great Yarmouth became a Universal Credit Full-Service area in May 2016, one of the first areas in the country. The number of people claiming Universal Credit has also increased during 2020 reflecting the impact of the Coronavirus (Covid-19) pandemic.

### 5.2 Allocation Scheme

The GYBC Allocation Scheme was updated in 2018. A new Housing Allocations Scheme was approved in December 2019. The new Housing Allocations Scheme and introduction of an online application form is to be implemented in 2020.

### 5.3 Tenancy Policy 2019

Great Yarmouth Borough Council is a stock owning Council and is therefore required, as a Registered Provider to have a Tenancy Policy. In 2019, the Council reviewed its Tenancy Policy to provide clarity in relation to the different kinds of tenancies which it offers and introduce the use of Fixed Term secure tenancies in some limited circumstances to make the best use of the Council's housing stock. Fixed Term tenancies will only be offered in the following very limited circumstances for:

- properties with 4 or more bedrooms
- properties which have been built to be wheelchair accessible or which have been specifically adapted to meet the needs of a wheelchair user

The Tenancy Policy identifies to protect families that the period of a Fixed Term secure tenancy for a property with four or more bedrooms shall be not less than five years and shall be for the time needed for the youngest child in the household at the time the property is let to turn sixteen. For wheelchair accessible properties a five-year Fixed Term secure tenancy will be offered.

In some instances, a household will move from a lifetime tenancy to a more suitable property on a Fixed Term tenancy; for new tenants, the period of the Fixed Term starts after successful completion of an Introductory Tenancy. In cases where a Fixed Term tenancy

passes to another member of the household (for example, on the death of the tenant), after 6-12 months the new holder of the tenancy may be offered a property that is more suitable for their needs at that time.

#### 5.4 Housing Strategy 2018-2023

A new Housing Strategy was produced in 2018, this strategy has four strategic objectives to enable it to meet current and future Housing need in the borough:

- New homes: ensuring there are enough good quality new homes
- Our homes: improving the quality and use of the council's housing stock
- Decent homes: providing a good mix of decent homes across all tenures
- Healthy homes: meeting the needs of vulnerable household.

## 6 Type of tenancy offered

Registered Providers may wish to offer flexible Fixed Term tenancies or assured periodic tenancies (lifetime tenancy). In making a decision as to whether to offer a lifetime tenancy or a flexible Fixed Term tenancy, the Council asks that the health, support and other needs of vulnerable tenants, including the need to protect the wellbeing of children are taken into account and that Fixed Term tenancies are offered only in limited, specified circumstances which are clearly set out in the Registered Provider's Tenancy Policy. The Tenancy Policy is supported by an Equalities Impact Assessment to ensure that no person with a protected characteristic is disproportionately impacted upon by the use of a Fixed Term tenancy unless it is reasonable and proportionate to do so to achieve a specific aim of the policy.

## 7 Length of tenancy

In determining the length of any Fixed Term tenancy, the Council requests that Registered Providers consider the circumstances of the tenants, particularly families with dependent children who require stability for educational reasons and/or health reasons and for those living in adapted properties who have a long term need for those adaptations.

The Council asks, therefore, that the standard length for Fixed Term tenancies offered by Registered Providers should be a minimum of five years. This provides a degree of stability to families and helps to sustain communities.

## 8 Tenancy Review

### 8.1 Tenancy Review Process

At the end of the Fixed Term period, a review of the tenancy should be carried out by the Registered Provider to identify whether there is a continued need for that property by the

tenant or a member of the household. The review will enable the Provider to take a decision to either:

- renew the Fixed Term tenancy  
or
- end the Fixed Term tenancy.

The Council asks that Registered Providers start the review process no less than 6 months before the end of the Fixed Term period to allow appropriate advice and assistance to be given to the tenant.

During the review process, residents' individual circumstances should be assessed and the following considered:

- whether the tenant and their household still require the size and type of property they occupy
- whether there is an adaptation in the property that is no longer required
- whether any of the tenant's household have significant health issues or are terminally ill
- whether the tenant is a care leaver and still needs the support of social services
- the conduct of the tenancy throughout the Fixed Term tenancy, including evidence of tenancy breaches (although these must be addressed throughout the tenancy and there must be evidence of the steps that have been taken prior to the review)
- the tenant's household's current circumstances relating to employment, education and training
- the tenant's income and ability to meet their needs by purchasing an appropriate property on the open market or renting an appropriate home in the private rented sector
- the household's cultural or religious needs.

## 8.2 Decision not to renew a tenancy

The decision not to renew a tenancy needs to be based on clearly defined criteria to ensure tenants know what they can expect should their circumstances change. These criteria need to be proportionate and considered alongside any factors that would make the current property more suitable for the applicant than alternative options.

Registered Providers should clearly set out in their Tenancy Policy the reasons for not renewing a tenancy and this information should be available to all tenants. The Council considers the following as reasonable grounds for not renewing the tenancy on a particular property:

- the property is permanently under-occupied
- the property is no longer suitable for the tenant's needs or the member of the household it was allocated to meet

- possession proceedings have commenced or obligations have been broken, for example, anti-social behaviour or rent arrears
- disposal or refurbishment of the property is required
- the tenant's circumstances have improved such that they can now meet their housing needs in the market through purchasing or renting an appropriate home.

Tenants whose Fixed Term tenancies are not being renewed should be given a decision in writing no more than 2 months after the start of the review. The notice must contain the reasons for the decision, and how the tenant's individual circumstances relate to the Registered Providers policy. It must also notify the tenant of their right to appeal the decision within 21 days, clearly setting out how they can do this, and the duty of the Registered Provider to reach a decision within 20 days of the appeal. The Registered Provider must notify the tenant of the outcome of the appeal and the reasons for the decision on their appeal.

The Council expects that the ending of a Fixed Term tenancy without the grant of a new Fixed Term tenancy of the same or an alternative property will be rare as in most cases a new Fixed Term tenancy will be issued. Where a Registered Provider makes the decision to end a Fixed Term tenancy and not offer a new Fixed Term tenancy, the Registered Provider should inform the Housing Options Team at Great Yarmouth Borough Council of this fact along with the date of the end of the tenancy and the reasons for this decision.

In deciding whether a Fixed Term tenancy (or lifetime tenancy) should be offered of a different which better meets the needs of the tenant and their household, the Registered Provider should consider the demand for the existing property and the demand for the type and size of property which would be required should the tenant move. The Housing Options Team can provide information on housing need and affordable housing supply across the borough to support such decisions to ensure the most effective use of the overall supply of affordable housing. In some cases, to ensure the most effective use of the overall supply of affordable housing, it will be necessary to issue a new Fixed Term tenancy of the current property rather than another more suitable property as the type of property required is in higher demand than the existing property.

## **9 Affordable Rent**

### **9.1 New Housing**

The 2011 Localism Act introduced 'Affordable Rents' (rents which are up to 80% of the market rent for the size and type of property and which include the costs of any applicable service charges) to enable Registered Providers to raise funding to develop new social housing. The Council needs to ensure that whilst the use of Affordable Rents supports the provision of new affordable housing, the need for housing for those on low incomes is still being met. The Council will therefore monitor the number of Social Rent and Affordable Rent lets.

Registered Providers are requested to ensure that an Affordable Rent charged does not exceed the Local Housing Allowance rate for the size of the property being let. The Council requests that Registered Providers discuss the basis for rents for new homes with the Enabling Team at an early stage of a development proposal being identified in the borough and particularly where an Affordable Rent would be above Local Housing Allowance rates.

Under the Act, Registered Providers can choose to deliver all their new housing at Affordable Rent levels. However, it is requested that Registered Providers continue the provision of social rent homes on sites where viability allows.

## 9.2 Conversion of stock

Due to the low incomes across the borough, it is requested that, where possible, Registered Providers retain existing properties as social rent rather than converting them to Affordable Rents when they are re-let.

The Council will not, however, object to the use of an Affordable Rent where it is capped at the applicable Local Housing Allowance rate and the basis for charging an Affordable Rent has been discussed with the Enabling Team.

## 10 Succession

The Localism Act 2011 changed succession rights for tenancies which commenced from 1 April 2012, limiting the one statutory right of succession to spouses and civil partners. Where one part of a joint tenancy dies, the remaining joint tenant will automatically succeed to the tenancy. Whilst Registered Providers can make provision in tenancy agreements to expand the range of individuals who can succeed to a tenancy, the Council will not support significant extensions to the statutory rights of the right of succession. This approach reflects the high demand for housing across the borough and the limited supply of affordable homes to rent to meet these needs.

Registered Providers should ensure, that where individuals are left residing in home, following the death of the tenant and that individual has no right of succession, that the individuals are provided with appropriate advice and assistance and where appropriate the individual is offered appropriate alternative accommodation. The Council's Housing Options Team can provide advice and assistance to Registered Providers in these circumstances.

## 11 Mutual Exchanges

The Council recognises the importance of mutual exchanges in allowing tenants to move to meet housing needs and aspirations. Mutual exchanges therefore support the effective use of the affordable housing supply.

Protections exist for tenants granted assured lifetime or secure lifetime tenancies prior to 1 April 2012. Registered Providers must therefore ensure that tenants on a lifetime tenancy

are given full information on the implications of a mutual exchange with a tenant on a Fixed Term tenancy. Such advice should include implications in relation to the Right to Buy/Preserved Right to Buy and Right to Acquire as applicable.

## **12 Monitoring and Review**

This Strategy will be subject to bi-annual monitoring, with a full review of the document and a new Tenancy Strategy in 2025.

DRAFT

## Appendix 1

### Registered Providers of Affordable Housing for Rent in Great Yarmouth Borough Council area

REGISTERED PROVIDER NAME	UNITS OF AFFORDABLE HOUSING <sup>1</sup>
Anchor Hanover Group	30
Broadland Housing Association Limited	392
Clarion Housing Association Limited	76
Cotman Housing Association Limited	56
Flagship Housing Group Limited	478
Great Yarmouth Borough Council	5766
Herring House Trust	53
Housing 21	47
Notting Hill Genesis	31
Orbit Group Limited	1
Orbit South Housing Association Limited	283
Orwell Housing Association Limited	171
Places for People Homes Limited	22
Progress Housing Association Limited	18
Saffron Housing Trust Limited	90
Sage Housing	6
Suffolk Housing Society Limited	7
The Abbeyfield Society	9
Victory Housing Trust	6
YMCA Norfolk	56
<b>TOTAL</b>	<b>7598</b>

The table above includes supported housing and general needs housing.

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<sup>1</sup> Based on RSH data at 31/03/19 plus adjustments based on the latest data available on disposals/new builds





**GREAT  
YARMOUTH**  
BOROUGH COUNCIL

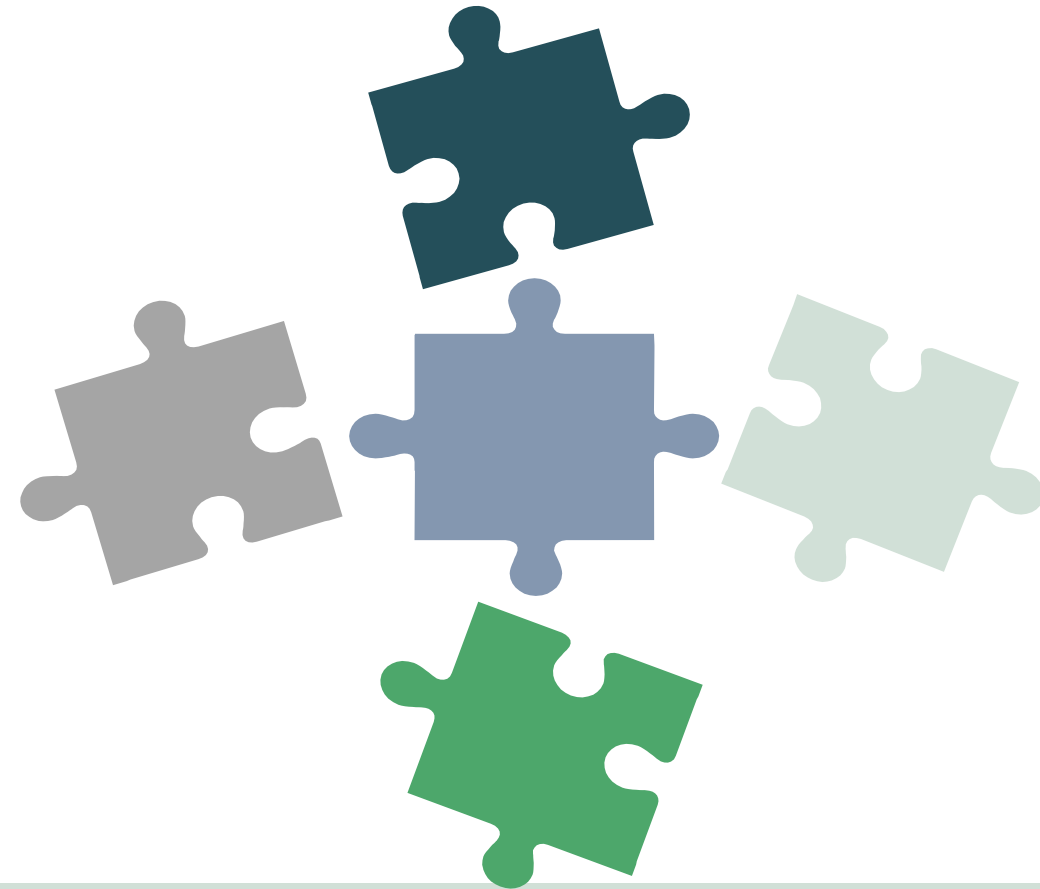
# Delivering engagement & strengthening the tenant voice

*Update on where we are and what's happening*

Russell Heath  
Resident Engagement Officer

# Putting the pieces together

- Reviewing where we are
- Building on current initiatives
- Expanding opportunities
- Delivering change



# What we have set out to do

Resident engagement  
strategy

What we mean and how we will do it

Increase opportunities

Different interests, different times, clear  
and easy

Tenant  
Voice

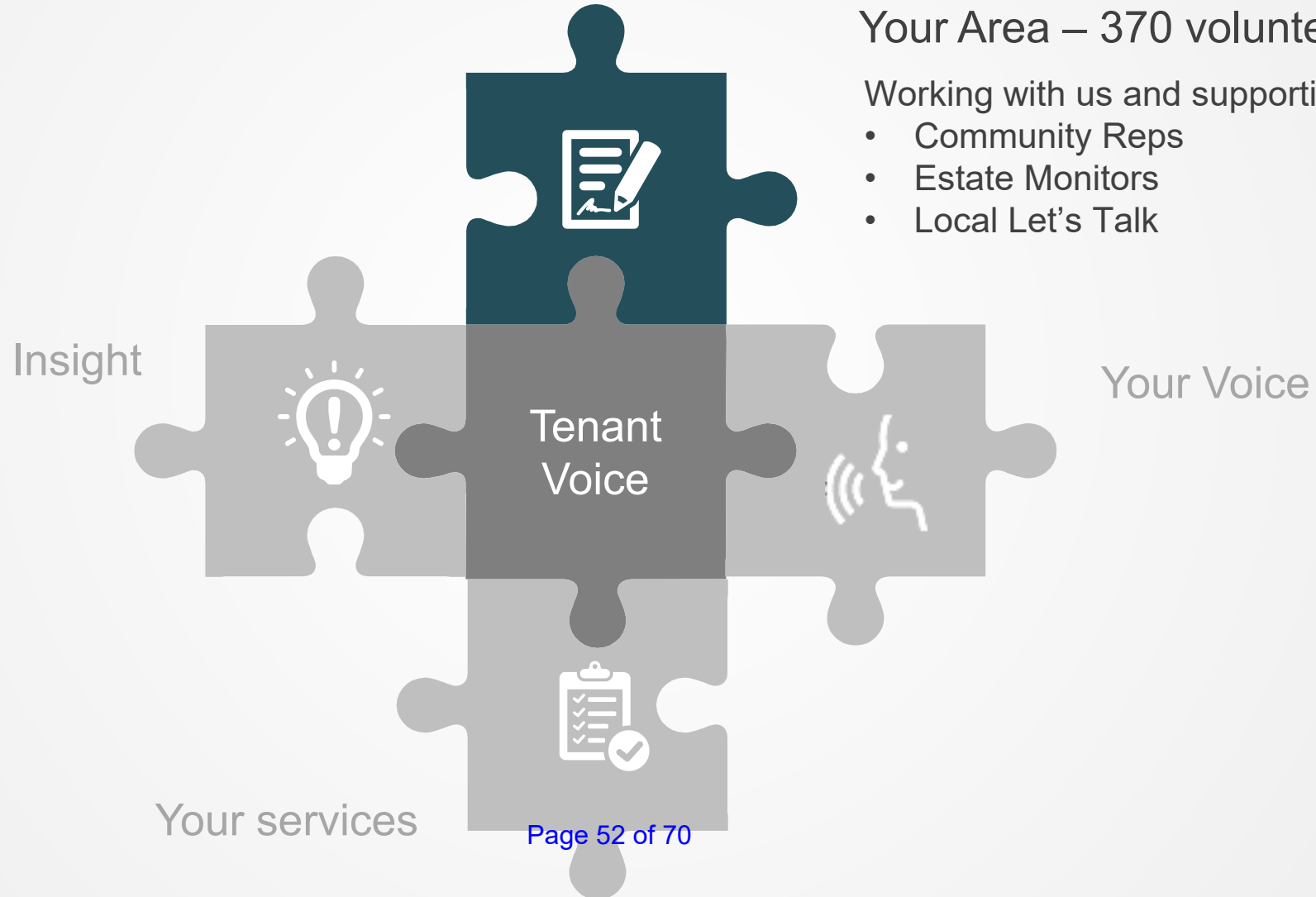
Going digital

Improve and introduce different digital tools

Use insight and  
feedback

To improve services and demonstrate  
we are listening and acting

# The ways tenants can influence – Your Area

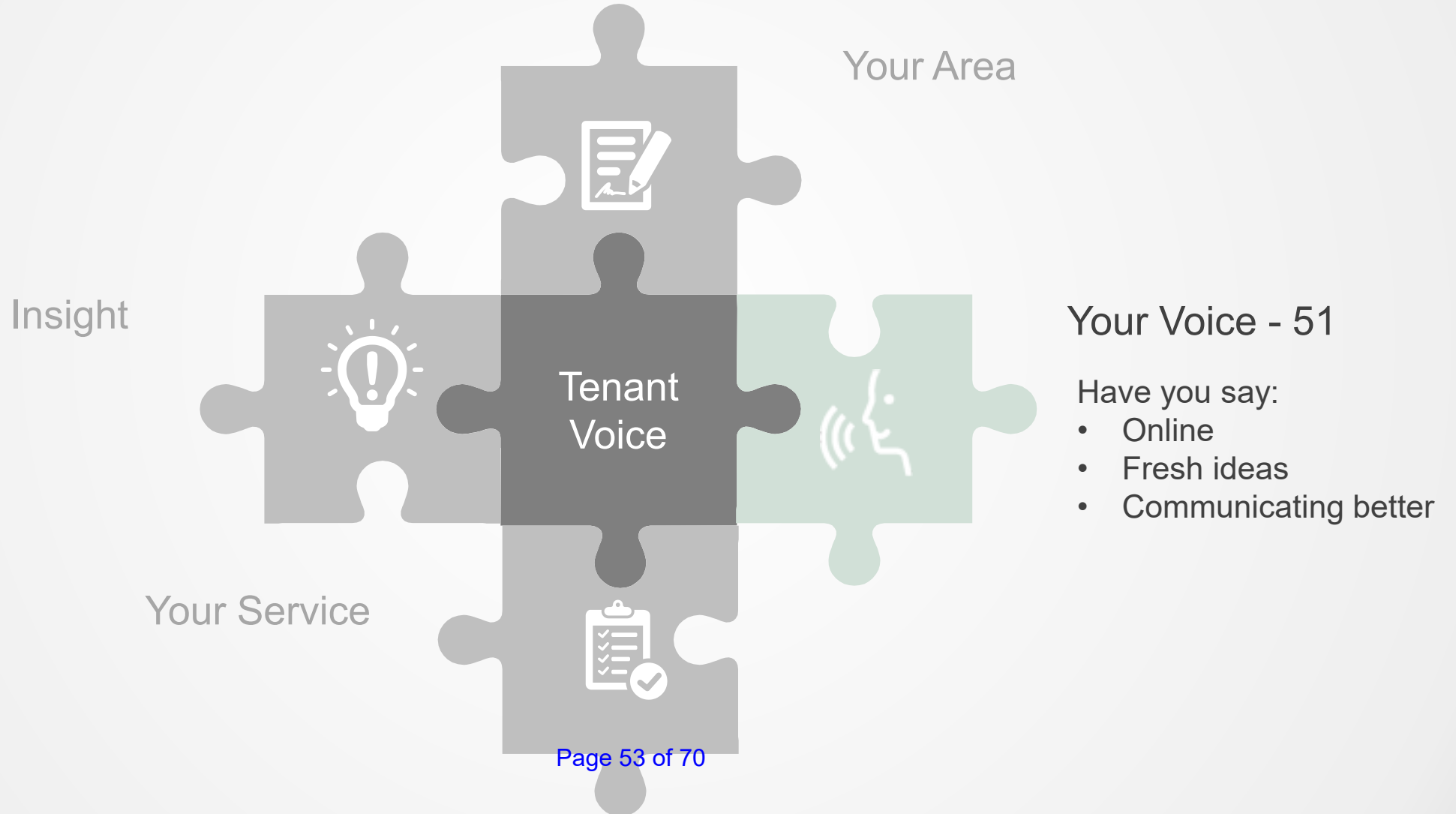


Your Area – 370 volunteers

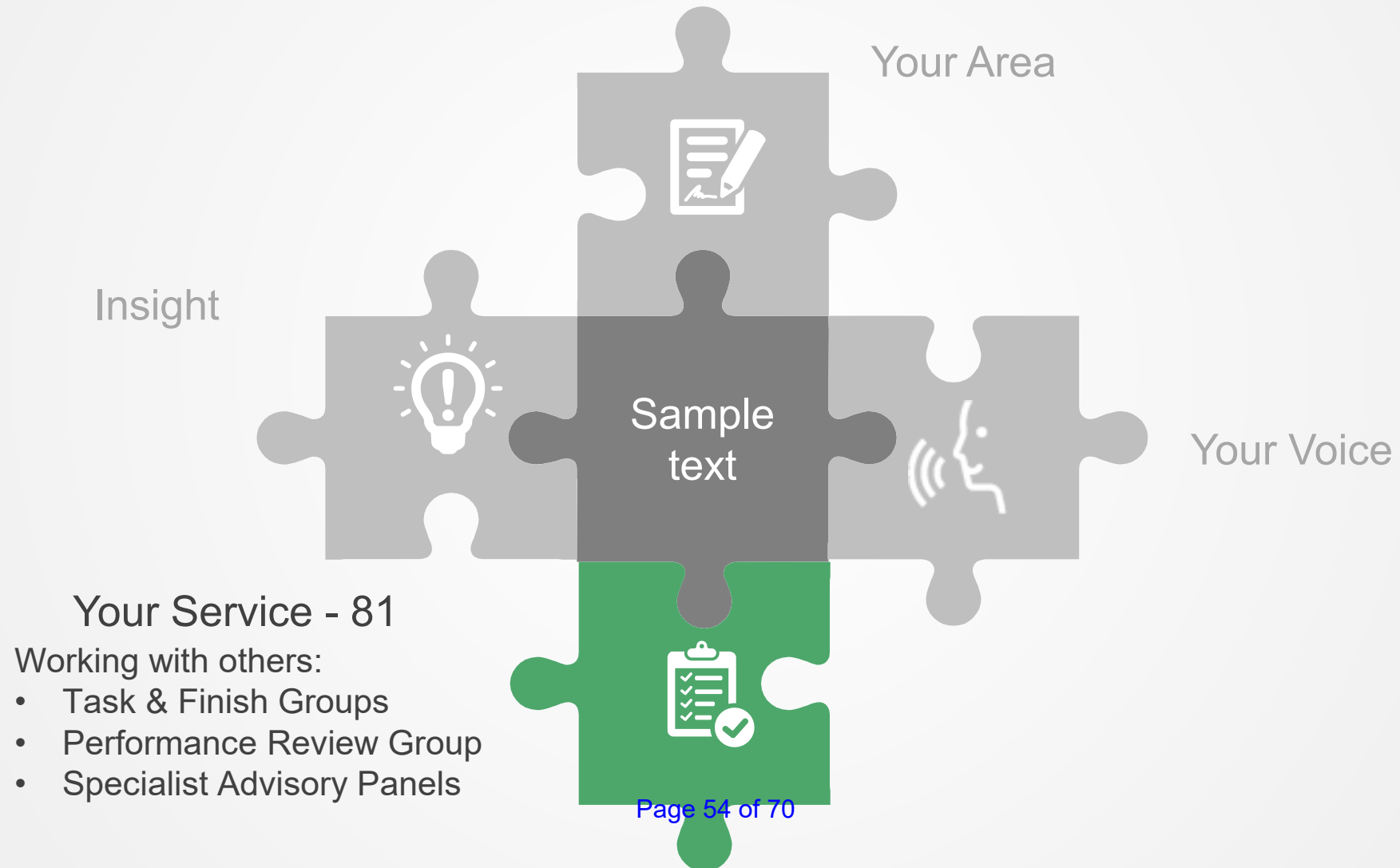
Working with us and supporting improvements:

- Community Reps
- Estate Monitors
- Local Let's Talk

# The ways tenants can influence – Your Voice



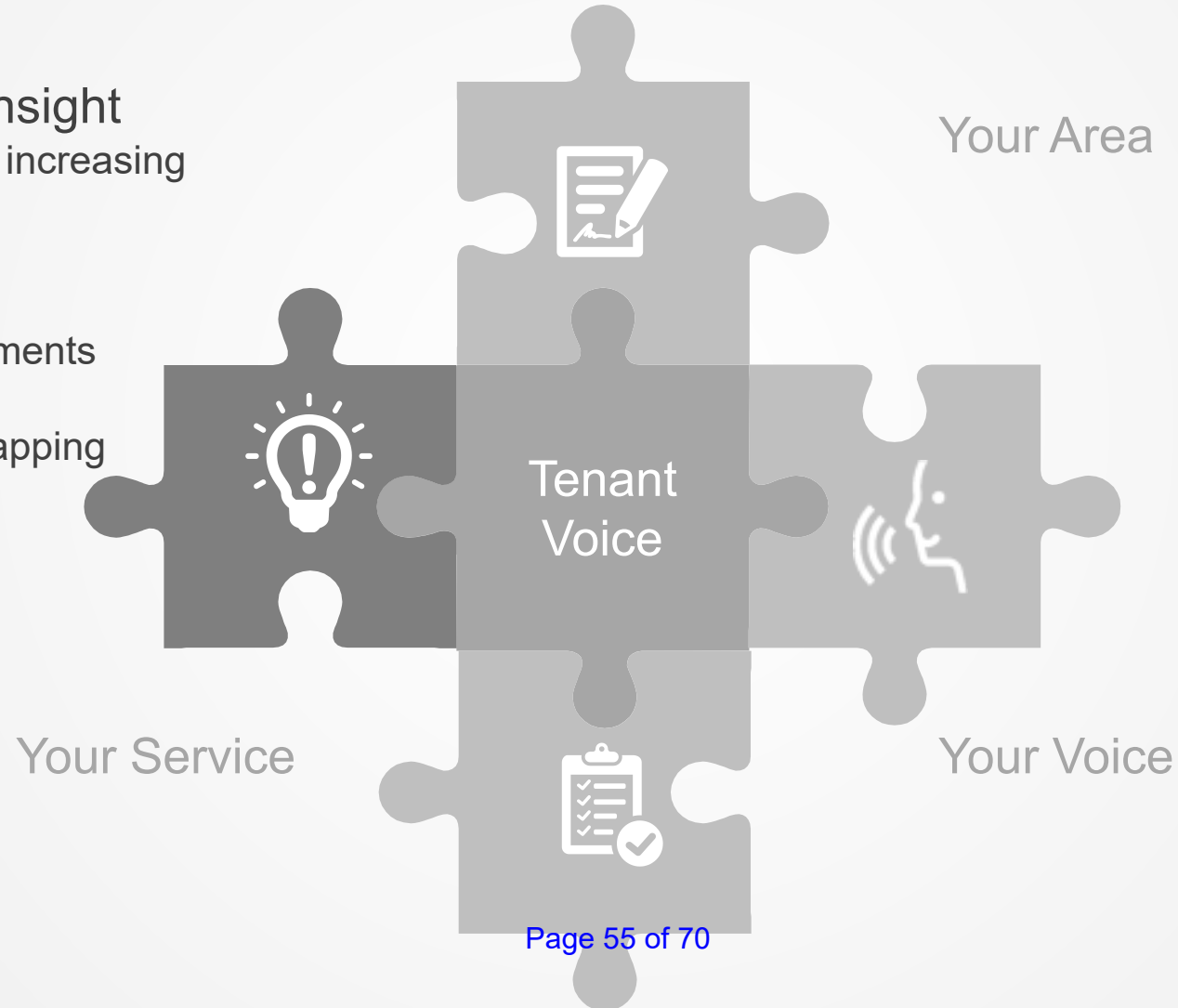
# The ways tenants can influence – Your Service



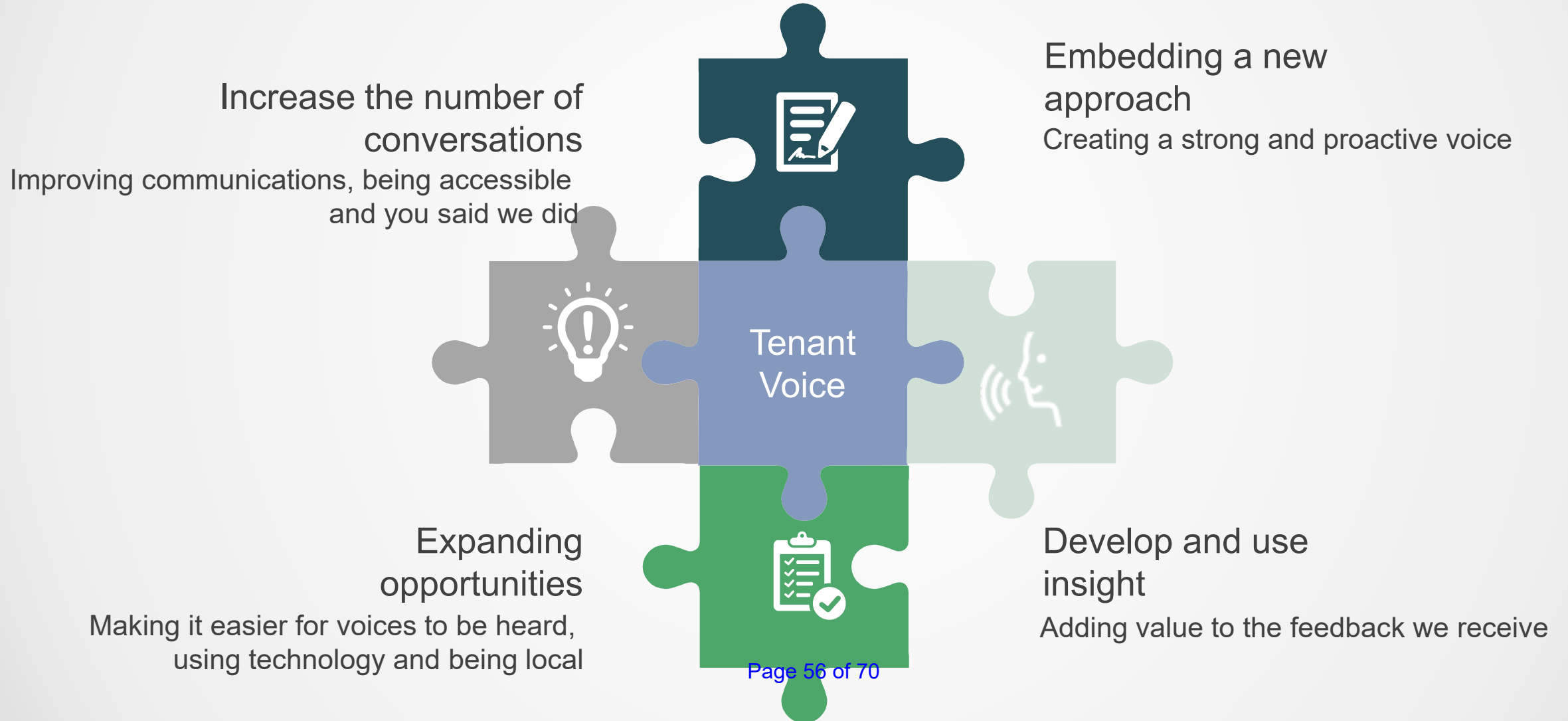
# The ways tenants can influence – Insight

Insight  
Using what we have and increasing  
our knowledge

- STAR
- Satisfaction surveys
- Complaints & Compliments
- Behaviour
- Customer Journey Mapping
- Cycle of Service
- Service feedback



# Our Commitments

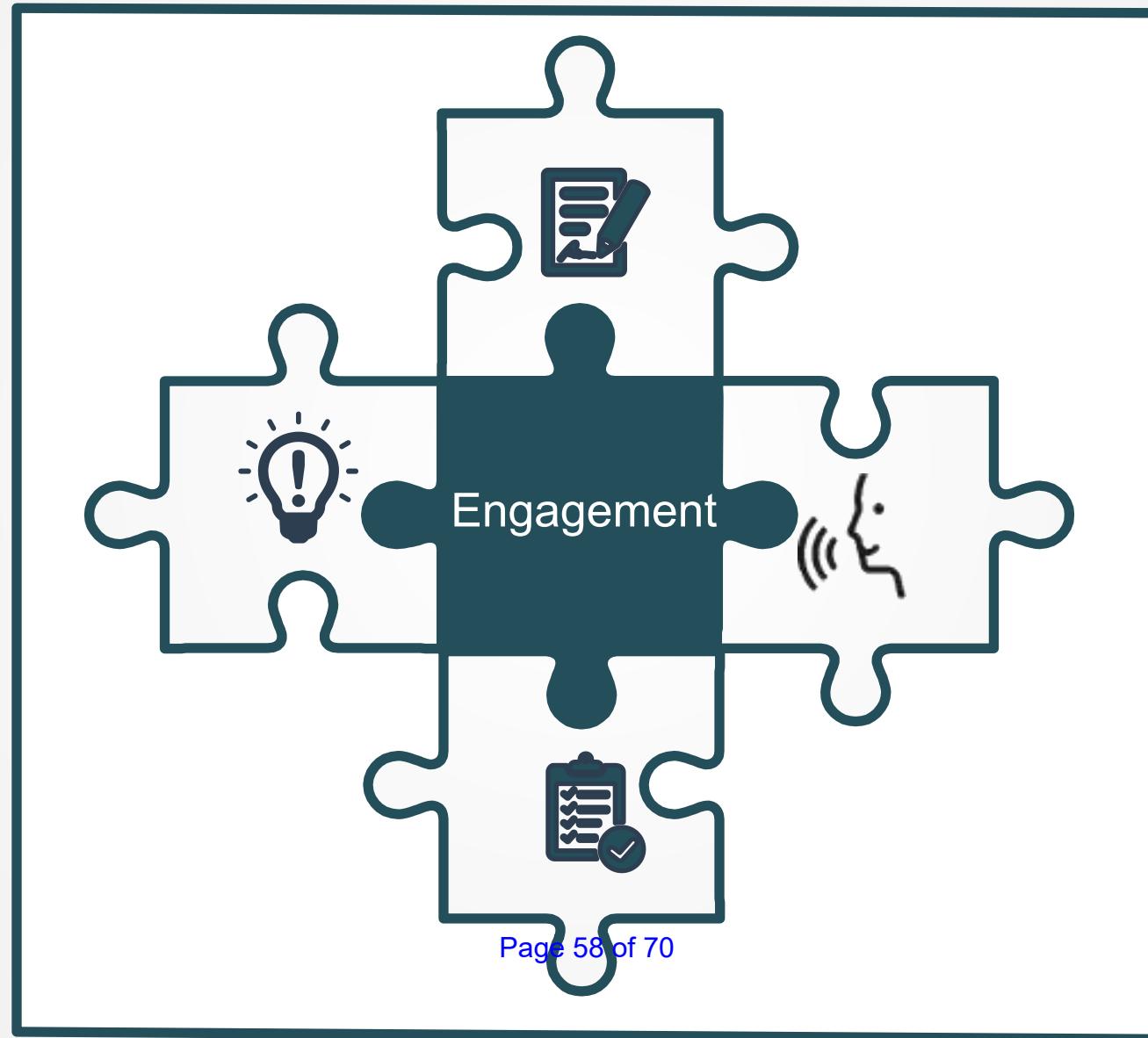




# Where are we?



# Questions welcomed



**URN:**

**Subject:** 2020/21 Period 4 Housing Revenue Account Budget Monitoring Report

**Report to:** ELT – 23 September 2020  
Housing and Neighbourhoods Committee - 1 October 2020

**Report by:** HRA Service Accountant

#### **SUBJECT MATTER/RECOMMENDATIONS**

It is recommended that Members:

Consider the 2020/21 Housing revenue and capital budget monitoring position as at the end of period 4.

## **1. Introduction**

- 1.1. There is a statutory requirement to maintain a Housing Revenue Account (HRA) and that account must not show a deficit. The HRA is a separate (ring fenced) account of the Council covering income and expenditure relating to its role as landlord. Under the self-financing arrangements for local authorities, the HRA records the costs of management and maintenance of the Council's dwellings and the related income from rents and other charges. The Government provides guidance on what should be included in the HRA to protect Council tenants.
- 1.2. Although there is not a requirement for a similar separation of capital expenditure, the capital programme as it relates to the HRA is separately monitored. This report outlines the estimated forecasts for the full financial year 2020/21 as well as showing the position of the HRA as at the end of period 4.
- 1.3. The regular review and monthly monitoring of the HRA budgets provides a sound basis for the preparation of estimates for 2020/21 and of the HRA Business Plan.

## **2. Budget Monitoring at Period 4 (April – July 2020)**

- 2.1. For budget monitoring purposes, the actual expenditure and income to the end of period 4 is compared to the profiled budgets for the same period. Key variations are identified and explained within Appendix 1, HRA Income and Expenditure 2020/21 and Appendix 2, HRA Capital programme expenditure.

- 2.2. The Housing Revenue Account currently has a revised 2020/21 forecast deficit of £2.317m, from an originally budgeted forecast deficit of £1.703m, resulting in an adverse movement of £614k to be funded by reserves.
- 2.3. The increased forecast deficit is due to the 2020/21 COVID-19 pandemic. Revisions included within the revised forecast reflect the overall estimated impact, such as a reduction in rental income received.
- 2.4. The capital programme is currently on track to meet the profiled budget provisions, despite delays to programmed works due to reduced access and contractor availability. Programmes are forecast to continue at a higher rate of productivity to complete the works highlighted by the stock condition survey.

### 3. Forecasts for 2020/21

- 3.1. To prepare updated forecasts detailed analysis has been undertaken of actual figures, known variations (as indicated in the budget monitoring analysis) and planned changes identified by the review work. The latest forecasts are set out below; table 1 shows the HRA Income and Expenditure forecast.

**Table 1 - HRA Income and Expenditure Forecast 2020/21**

	Original Budget £000	Revised Budget £000	Variance £000 (Underspend)
Dwelling Rents	(21,753)	(21,153)	600
Other non-dwelling rents	(275)	(275)	0
Charges for services and facilities	(1,442)	(1,441)	1
Interest & investment income	(15)	(15)	0
<b>Income Total</b>	<b>(23,485)</b>	<b>(22,884)</b>	<b>601</b>
Repairs & Maintenance	8,984	8,984	0
Supervision and Management (Direct Employee)	2,439	2,439	0
Supervision and Management	2,908	2,921	13
Rents Rates & Taxes	249	249	0
Depreciation	3,780	3,780	0
Capital expenditure funded by the HRA	3,268	3,268	0
HRA Interest Payable	3,066	3,066	0
Provision for bad and doubtful debts	150	150	0
Employer's Pension Adjustment	394	394	0
<b>Total Expenditure</b>	<b>25,238</b>	<b>25,251</b>	<b>13</b>
Transfers (from)/to Earmarked Reserves	0	0	0
Leasehold Capital Contributions	(50)	(50)	0
<b>Deficit/(Surplus) for the year</b>	<b>1,703</b>	<b>2,317</b>	<b>614</b>
<b>Bfwd HRA Reserves Balance (01 Apr)</b>	<b>9,435</b>	<b>9,435</b>	<b>0</b>
<b>Deficit/(Surplus) for the year</b>	<b>1,703</b>	<b>2,317</b>	<b>614</b>
<b>Cfwd HRA Reserves Balance (31 Mar)</b>	<b>7,732</b>	<b>7,118</b>	<b>(614)</b>

- 3.2. The changes incorporated within the revised budget are overall predictions following the impact of the 2020/21 COVID-19 pandemic.

#### **4. Right To Buy (RTB) Summary 2020/21**

- 4.1. Table 2 provides the number of the RTB sales made year to date at period 4 against our anticipated budgeted sales. Further analysis will be undertaken in Quarter 2 to review the projected sales anticipated for the full year.

**Table 2 – RTB Sales 2020/21**

	<b>Estimated Sales</b>	<b>Actual Sales</b>
<b>Qtr. 1</b>	8	7
<b>Qtr. 2</b>	9	0
<b>Qtr. 3</b>	10	0
<b>Qtr. 4</b>	10	0
<b>Total</b>	<b>37</b>	<b>7</b>

#### **5. Conclusion**

- 5.1. The majority of the HRA revenue income & expenditure budgets are on track to meet 2020/21 budget provisions, with the exception of reduced income streams following the COVID-19 pandemic.

#### **6. Financial implications and Risks**

- 6.1. The detail within the report highlights the significant variances for the year to date, including a full year impact to the HRA revenue and capital budgets
- 6.2. The HRA monitoring report aims to capture all impacts as a result of the 2020/21 COVID-19 pandemic. This includes a revised full year forecast to depict a more accurate outturn position overall.
- 6.3. The income and expenditure will continue to be monitored in detail during the year, including additional reviews of the HRA 40 year business plan throughout the year.
- 6.4. The HRA is dependent mainly on the rental income stream of the social housing rents, and we have a dedicated team monitoring tenant arrears on a regular basis.

#### **7. Background Papers**

*Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?*

<b>Area for consideration</b>	<b>Comment</b>
Monitoring Officer Consultation:	
Section 151 Officer Consultation:	

Existing Council Policies:	
Financial Implications (including VAT and tax):	
Legal Implications (including human rights):	
Risk Implications:	
Equality Issues/EQIA assessment:	
Crime & Disorder:	
Every Child Matters:	

## **Appendix 1 - HRA Income and Expenditure 2020/21**

	<b>Profiled Budget to Period 4 £000</b>	<b>Expenditure to Period 4 £000</b>	<b>Variance £000</b>	<b>Comments</b>
Dwelling Rents	(7,581)	(7,422)	159	Rent received from HRA Dwellings. Rent received variance impacted by COVID-19 YTD. Rental income will continue to be monitored going forward.
Other non-dwelling rents	(92)	(79)	13	Garage & Stores Rents Income – Income received impacted by COVID-19.
Charges for services and facilities	(532)	(462)	70	Income received from services and facilities impacted by COVID-19.
<b>Income Total</b>	<b>(8,205)</b>	<b>(7,963)</b>	<b>242</b>	
Repairs and Maintenance	2,856	2,340	(516)	Revenue repair works reduced YTD. This is due to improved stock condition as a result of an increased capital programmes in prior years. Repair works have also been impacted by COVID-19 due to reduced access.
Supervision and Management (Staff Pay)	813	737	(76)	Staff vacancies year to date within multiple housing teams. Services are working towards recruiting into these posts going forward.
Supervision and Management	206	260	54	Reduced costs year to date due to a reduction in utilities, such as electric etc. Other costs are also reduced, such as printing and stationary and staff travel.
<b>Expenditure Total</b>	<b>3,875</b>	<b>3,337</b>	<b>(538)</b>	

## **Appendix 2 - Capital Expenditure 2020/21**

<b>Capital Programme</b>	<b>Profiled Budget to Period 4 £000</b>	<b>Expenditure to Period 4 £000</b>	<b>Variance £000</b>	<b>Comment</b>
Improvement Programme Kitchen and Bathroom	413	406	(7)	No significant variances.
Improvement Programme Windows and Doors	40	25	(15)	No significant variances.
Planned Maintenance	35	10	(25)	Major repairs and maintenance works are currently £25k underspent. This budget is demand lead. As a result of the COVID-19 lockdown, large repair works overall have been reduced due to limited access availability.
Energy and Efficiency Improvements	195	140	(45)	Heating workstreams have been reduced due to the COVID-19 pandemic. These programmes have now been increased and are forecast to reach the programmed budget allocation.
Specific Planned Projects	207	261	54	Long term and Whole house works are ahead of the schedule YTD. This is due to increased workstreams in order to clear dwellings which were previously delayed.
Empty Properties	233	260	27	Major void works are ahead of schedule year to date. This is partly due to the reduction in access of other programmes during COVID-19. The overall programme is forecast to reach its budget provision.
Neighbourhood Plans	203	168	(35)	Neighbourhood Planned works are currently behind schedule due to the COVID-19 pandemic. This programme will continue to be monitored but is forecast to reach its budget allocation for 2020/21.
New Affordable Housing	700	771	71	Five properties have been purchased off the open market year to date, as part of the planned scheme using retained receipts. Currently the programme is ahead of schedule.
<b>Total</b>	<b>2,026</b>	<b>2,041</b>	<b>15</b>	



## CONFIDENTIALITY

The contents of the appendix to this report qualifies as exempt information under section 100(A)(4) and paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 as it is “*information relating to the financial or business affairs of any particular person* (including the authority holding that information)”

and

2) In relation to the “exempt” information, it has been determined that the public interest in maintaining the exemption outweighs the public interest in disclosing the information because disclosure would adversely affect the authority’s ability to manage its commercial financial and business affairs. Accordingly, it is proposed that the appendix shall remain exempt.



**URN:** 20-105

**Subject:** Acquisition of Council Homes

**Report to:** ELT

16 September 2020

Housing and Neighbourhoods Committee

1 October 2020

**Report by:** Nicola Turner, Housing Director

## SUBJECT MATTER/RECOMMENDATIONS

The current Covid-19 pandemic has highlighted the need to increase the number of one-bedroom homes within the Council’s housing stock to meet the need from single people and childless couples. This report seeks approval to procure the delivery of 36 new one-bedroom homes to meet some of this increased demand.

### Recommendations:

It is recommended that Housing and Neighbourhood Committee:

1. Approve the use of an appropriate framework or frameworks to procure, on a turnkey basis, 36 one-bedroom modular homes
2. Delegate decisions in relation to the procurement of the 36 homes to the Housing Director and Section 151 Officer reflecting the prior approval by Full Council on 30 July 2020 of £5.2m capital expenditure and HRA borrowing
3. Request a progress report on the delivery of the new homes, following the completion of the procurement process.

## 1. Introduction

- 1.1 The current Covid-19 pandemic has highlighted the need to increase the supply of one-bedroom homes in the Council’s housing stock to meet the needs of single people and childless couples as the current supply is not sufficient to meet the housing need

for such homes. This report seeks approval to deliver 36 new one-bedroom homes to be held within the HRA to help to meet some of the increased housing need.

- 1.2 It is important that this need is met as quickly as possible. On this basis, the Council has selected to use the Modern Method of Construction option of modular homes for the 36 homes as it will deliver a significantly shorter timescale for the construction and occupation of the new homes than by using traditional construction methods.

## **2. Proposal**

- 2.1 Modern Methods of Construction (MMC) is a term which encompasses a range of building types and processes which have been developed to address issues around traditional construction – namely timescale for construction, quality control and current and future skill shortages. It includes onsite, off site and a combination of onsite and offsite construction methods. MMC is however, not a new concept, as some MMC approaches have been used for some homes since the post-World War Two prefabricated programmes.

- 2.2 In considering the need to increase the supply of one-bedroom homes, the Council has identified that modular homes will meet the Council's requirements of:

- High quality construction and design (internal layout and external appearance)
- Speed
- Energy efficiency
- Lifespan and mortgageability

Modular homes are constructed off site in a factory and are delivered to site either as a completed home in one module or in a number of modules which are joined together on site to form a home. The benefit of modular construction is that only the ground works and installation process are weather dependent. Overall, the completion timescale from start of works (to site and on construction of the homes) to handover of the completed homes is significantly shorter than traditional construction timescales.

- 2.3 A review was undertaken of modular providers to identify companies who had/were able to construct a one bedroom 2 person flat built to or exceeding the National Space Standard requirement of an internal floor area of 50m<sup>2</sup>. This size is larger than most one-bedroom homes provided by modular companies or indeed private developers. However, as the homes will be held in the Housing Revenue Account (HRA) for at least sixty years, it is important that the homes will meet current and future needs. In addition, the current Covid-19 pandemic has highlighted the need for spacious homes reflecting the need for many people to work from home. Homes of this size will also meet the changing needs of the occupiers over time.
- 2.3 From this initial review a shortlist of six suppliers was identified, this was reduced to two following assessment of each of the companies against the criteria set out at 2.2.

Both companies met the criteria in full with differences in indicative pricing and the footprint dimensions of the modular homes.

### **3. Modular Home Programme**

3.1 Following a tender process, Broadland Housing Association were appointed as the Council's Development Agent recognising the Council currently has a lack of capacity and skills to deliver the ambitious delivery of 36 new homes within this financial year. Broadland Housing Association is an established Registered Provider with an office within the borough who develop high quality affordable housing.

3.2 Broadland Housing Association will undertake the project management of the modular home programme, including pre-planning, planning, groundworks and installation stages. A fee has been agreed for the delivery of this service.

3.3 Five sites were originally identified as potential sites for the Modular Home Programme, two in private ownership, two within the Housing Revenue Account and one within the General Fund. One private site has been sold. The Council is in negotiations to purchase the remaining privately-owned site, on a subject to planning basis. Informal planning advice was sought as to the suitability of all five sites, as a result one site within the Housing Revenue is being reviewed as to its suitability and the option of replacing this site with three smaller sites (garage sites) within the immediate area is being considered. Reflecting the sizes of the sites, the majority of homes would be delivered within Great Yarmouth, with a smaller number provided in Gorleston recognising the areas of highest need for new affordable homes.

3.4 The key stages of the Modular Home Programme are:

- Procurement of modular home – using a Framework Agreement
  - Procurement of ground works contractor – using a Framework Agreement
  - Submission of planning applications, including pre-submission public consultation
- Subject to planning being granted:
- Purchase of private owned site
  - Commencement of ground works
  - Completion of ground works (including foundations, parking, landscaping etc)
  - Delivery and installation of homes
  - Occupation of homes

The modular homes will, once installed be fully ready for occupation. As the timescale for completion of the homes will be known, the properties will be able to be pre-let reducing the timescale between receiving the keys of the completed homes from the modular company and the new tenants moving in.

3.5 Following the completion of the procurement process, an update to committee will be provided on the progress of the Modular Homes Programme and in relation to the Policy and Resources decision re the transfer of the land held within the General Fund.

### **4. Financial Implications**

- 4.1 Through the adoption of the Rough Sleeping Strategy and Action Plan 2020 and subsequent approval of the 2020/21 Capital Programme, £5.2m of borrowing within the HRA was approved to support the provision of new homes within the HRA. This reflected the requirement to increase the supply of one-bedroom homes to meet the increased demand for such properties as a result of Covid-19 which led to an increase in homelessness for single people and childless couples. The borrowing approval assumed all costs would be funded from borrowing including land, professional fees, the development agency fee and cost of the modular homes.
- 4.2 The Confidential Appendix provides full information on the expected costs for the modular homes, including land, ground works, the development agency fee and other costs. These costs will be finalised following completion of the procurement process. The 36 new homes will provide an annual gross income to the HRA of £172k based on charging Affordable Rents (capped at the current Local Housing Allowance rate for a one-bedroom property). When allowances for voids, supervision and management and responsive repairs and pre-planned maintenance are taken into account, this reduces to £101k. This income, is however, insufficient to repay the full interest cost associated with the borrowing required to fund the homes and therefore Right to Buy Retained Receipts will be used to reduce the level of borrowing required to deliver the new homes.
- 4.3 The land held within the General Fund will need to be transferred to the HRA should the planning application on the site be successful. This site is currently vacant and has been marketed for use via a lease since the early part of this year. There are no opportunity costs associated with the use of this site as no income has been allowed for in this year's budget and no income has been received. However, transfer to the HRA does represent a loss of a potential capital receipt to the General Fund and on this basis, the HRA will pay for the site. A valuation of the site has been carried out which valued the site in relation to its existing use with a separate valuation including the special assumption of residential planning consent. Policy and Resources Committee approval will be required for the transfer of the land from the General Fund to the HRA. The "purchase price" will reduce the General Fund's Minimum Reserve Provision requirements, this will have the same beneficial impact as if the site had been sold on the open market. There is no land cost associated with the use of the HRA sites. There is, however, a potential cost to the HRA if garage sites are redeveloped reflecting loss of income from garage rentals.
- 4.4 In procuring the modular homes, the Council will undertake due diligence on the financial capacity of the modular home provider to undertake a contract of the value of the new homes.

## **5. Risk Implications**

- 5.1 The Council has chosen the MMC option of modular homes to speed up the delivery of the 36 homes and aims that these homes will be completed by 31 March 2021,

allowing occupation at the start of April 2021. This programme is ambitious and requires a twin track of the planning and procurement processes. The Council is not however, predetermining the planning process and the decisions requested of Housing and Neighbourhoods Committee through this report are separate to any decision of the Development Committee in relation to their consideration of planning applications for the sites. To help mitigate the risk associated with this twin track process, the Council will review with Broadland Housing Association the capacity of each site to see whether it will be possible to seek planning consent for more homes than the 36 which the Modular Homes Programme is intended to deliver. If all the planning applications are successful, the additional homes/sites can be provided as part of the Council Home Programme.

- 5.2 The Council has not used a modular option to deliver homes within the HRA before. However, the modular homes selected are Bopas (Buildoffsite Property Assurance Scheme) compliant, this means they are mortgageable and have at least a sixty-year life. Broadland Housing Association will appoint an Employers Agent who will undertake quality checks during the construction of the modular homes. In addition, Broadland Housing Association will provide a “passport for each home” giving information on the components with the homes, to support the ongoing repair and maintenance of the new homes.

## **6. Legal Implications**

- 6.1 The Council is able to provide homes by building, converting or acquiring properties, the Council is also able to acquire land for the provision of accommodation. As the homes would be provided under Part II of the Housing Act 1985, the homes would be held in HRA as affordable housing.

## **7. Conclusions**

- 7.1 The Council has identified a requirement to increase the number of one-bedroom homes within the HRA to meet the needs of single people and childless couples, this reflects the Council’s prevention focus and increases in homelessness for this group as a result of the Covid-19 pandemic. Modular homes provide the Council with the opportunity to provide homes which meet the Council’s requirements for quality within a much shorter timescale than would be the case should a traditional method of construction be used. The ability to use frameworks to deliver the homes also reduces the timescale for delivery of completed homes.
- 7.2 The procurement of Broadland Housing Association will provide the relevant development skills and capacity to ensure the timely delivery of the new homes and the quality of the homes and overall scheme in terms of construction and design. A modular company has been identified which can meet the Council’s requirements for the homes.

7.3 This report therefore seeks authority to procure the delivery of 36 new modular homes to be held within the HRA.

## 8. Background Papers

Rough Sleeping Strategy and Action Plan 2020 – Policy and Resources Committee 28 July 2020

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Via ELT
Section 151 Officer Consultation:	Via ELT
Existing Council Policies:	Corporate Plan
Financial Implications (including VAT and tax):	Discussed in report
Legal Implications (including human rights):	Discussed in report
Risk Implications:	Discussed in report
Equality Issues/EQIA assessment:	In increasing the supply of one-bedroom homes, the needs of single people and childless couples will be increased, some of whom may have protected characteristics of age or disability. The homes will provide a positive impact on the health and wellbeing of the tenants, with ground floor homes designed to be accessible to a wheelchair user.
Crime & Disorder:	The layout of the sites will be designed to reduce out crime.
Every Child Matters:	None