

SUBJECT:	HOUSING DELIVERY PROGRAMME UPDATE
DIRECTORATE:	HOUSING AND INVESTMENT/MAJOR DEVELOPMENTS
REPORT AUTHOR:	JO WALKER, ASSISTANT DIRECTOR, MAJOR DEVELOPMENTS

1. Purpose of Report

- 1.1 To provide an update on the programme of development and acquisitions to maintain a pipeline of affordable housing delivery.
- 1.2 To seek approval to proceed to pre-construction phase for the proposed scheme of new build affordable homes on land owned by the Council off Rookery Lane.
- 1.3 To seek approval to carry out the demolition of Garfield View, Woodburn View and Trelawney Church, all located off Queen Elizabeth Road on land identified for future development.

2. Executive Summary

- 2.1 This report provides an updated programme for the delivery of housing across the City for the period up to 2022.
- 2.2 A concept plan for a scheme of 48 affordable homes off Rookery Lane is presented for review. Subject to approval by Executive, the scheme will be developed for further consultation and a planning application prepared for submission in March 2020. During this pre-construction phase, technical survey work will be carried out to inform the detailed design of the scheme in order to improve cost certainty. It is estimated that the scheme will start on site by December 2020, subject to the granting of planning permission and approval of the final costs and delivery budget, which will be the subject of a further report to the Executive.
- 2.3 The report also seeks approval to progress with the demolition of Garfield View, Woodburn View and Trelawney Church, all located off Queen Elizabeth Road. The demolition of Garfield View and Woodburn View is required to enable access into the proposed housing site. The demolition of Trelawney Church is required to prepare that site for future development. Early demolition of these properties will reduce the Council's Council Tax liability and cost associated with the upkeep and maintenance of vacant property whilst development proposals are being reviewed.

3. Programme for Delivery 2019-22

- 3.1 The delivery of quality, affordable housing remains a priority for the Council within its emerging Vision 2025 Strategic Plan. In service to this, it is proposed to deliver around 230 local authority dwellings over the period 2019-22 through a

combination of new build and acquisitions as set out below.

Scheme	Dwellings practically completed			Totals
	2019-20	2020-21	2021-22	
Purchase and Repair	30	30		60
Potential new build acquisitions		24		24
Single persons' homeless accommodation		8		8
Markham House		5		5
De Wint Court			70	70
Rookery Lane			48	48
Totals	30	67	118	215

- 3.2 Since April, the Council has acquired 18 dwellings under its Purchase and Repair scheme. These are predominantly former local authority properties that have previously been sold under the Right to Buy legislation. The properties form part of the Housing Revenue Account stock and are currently being used to support the provision of temporary accommodation. It is proposed to continue with the Purchase and Repair scheme during 2020-21 in order to provide for immediate housing need.
- 3.3 In addition to purchasing existing properties the Council is exploring the potential to acquire new build dwellings off-plan which conform to social housing space standards and meet housing need.
- 3.4 The Council is continuing to pursue options to support the provision of specialist temporary accommodation for single homeless persons which may include tenancy support, the provision of life skills and potentially include 24/7 on-site management. The aim is to reduce reliance on bed and breakfast accommodation and re-integrate homeless people back into a supported environment.
- 3.5 The approved scheme at Markham House is due to commence imminently and will deliver 5 new two-bedroom homes in 2020 (estimated completion is August 2020). These homes will provide modern, spacious and energy efficient affordable housing.
- 3.6 The sheltered housing extra care scheme at De Wint Court is scheduled to start on site in early January 2020. The scheme will deliver 70 extra care apartments in 2021.
- 3.7 Proposals for Rookery Lane will deliver circa 48 new homes in 2021/22, details are outlined in section 4.
- 3.8 Plans for Queen Elizabeth Road are being reviewed alongside proposed demolition work to prepare the site for development. Immediate proposals for QER are outlined in section 5.
- 3.9 Concept proposals for Hermit Street have now been produced by architects, which have the aim of creating a better sense of place and reducing anti-social behaviour. The proposals are to be shaped in consultation with residents. There is potential to provide 13 additional homes on the site. These would be integrated into the existing environment and will complement proposals to remodel and

improve the existing dwellings in Hermit Street to ensure sustainability.

- 3.10 Officers are also procuring design and cost-consultancy services in order to inform proposals and delivery options for Searby Road and a number of smaller schemes, including garage sites and in-fill sites. Proposals for these sites will be subject to feasibility work and reported to Executive from July 2020.
- 3.11 Alongside the programme for affordable housing delivery, significant progress has been made with the development of proposals for the Western Growth Corridor, the City's largest Sustainable Urban Extension. An outline planning application was submitted in March 2019 for a scheme of up to 3,200 homes together with commercial uses, leisure and community facilities and sustainable transport links.
- 3.12 Funding from Homes England has been secured to support the delivery of the highway infrastructure which is required to unlock the first phase of development – 300 dwellings, including circa 50 new homes on Council-owned land. Subject to planning, work on the delivery of the infrastructure is expected to commence later in 2020.
- 3.13 The Council has also been invited to submit a business case for funding to support the delivery of the Tritton Road Bridge (Phase 1b) and the main spine road (Phase 1c). Forward funding the delivery of this infrastructure will unlock the development value of this site and accelerate the construction of new homes. The aspiration is to create an exemplar scheme which embraces sustainability principles and provides a variety of quality house-types across all tenures, including affordable homes. The Council will seek to deliver this scheme in phases through a combination of direct delivery, sale of serviced plots for SME and self-build and by exploring potential partnership delivery options.

4. Rookery Lane

- 4.1 In August 2019 a report was taken to the Executive to approve a budget to procure and undertake feasibility and design work in respect of a proposed housing scheme on land owned by the Council off Rookery Lane.
- 4.2 This work has now been completed. A lead contractor and architect have been appointed via the Procurement Hub Framework up to feasibility stage; concept proposals and outline costs have been prepared and approval is now requested to progress to the pre-construction phase.
- 4.3 The proposed scheme currently includes a total of 48 new build affordable homes, of which around 70% will be for affordable rent and around 30% will be for shared ownership. The housing mix has been informed by local need and demand and includes 2, 3 and 4 bedroom family properties, together with a number of bungalows and 1-bedroom apartments. An indicative split across type and tenure is provided below (note that the final number of new homes to be provided on site will be informed by further site survey work and the total may be adjusted during pre-construction phase). The following table is the current proposal:

No.	Type	Tenure	Proposed size (sqm)
2	4b6ph	AR	101
9	3b5ph	AR	96
12	2b4ph	AR	81
6	1b2pf	AR	53
4	2b3pb	AR	67
8	2b4ph	SO	81
7	3b5ph	SO	96

4.4 The homes will be designed to meet Energy Performance Rating A and to meet the Lifetime Homes Standard as a minimum. As a target and subject to financial viability, the scheme will aim to be carbon neutral. A concept plan for the development is included in Appendix 1.

4.5 The scheme is scheduled to commence on site by December 2020, subject to planning consent, full design and tender costs being agreed.

4.6 Officers are mindful of the need to balance quality and cost considerations in respect of this development.

4.7 Approval is now sought to draw-down funds to support the pre-construction phase of this scheme. This phase will include detailed designs and survey work to enable the submission of a planning application, technical design, tender and final cost analysis.

5. Queen Elizabeth Road (QER)

5.1 In February 2019 planning permission was granted for the demolition of Garfield View and Woodburn View alongside the development of 325 new homes on land which was subsequently purchased by the Council (the acquisition being subject to planning permission) off Queen Elizabeth Road.

5.2 Since the planning application was submitted a number of opportunities have arisen in the local area. Most significantly, the Council has been able to acquire an additional site at the former Ermine Methodist Church, Trelawney Crescent, to the south of the main development site and adjacent to the local shops and amenities which serve this community. The Council also owns a considerable portion of the land and property between the two development sites.

5.3 It is proposed to review the masterplan for QER to take into account the wider site area, which could provide opportunities for a greater mix of housing alongside a range of additional community facilities which provide for the new and existing communities and which will help to integrate the new development into the existing communities.

5.4 A review of the masterplan would also provide an opportunity to consider how some of the key constraints might be addressed through modifications to the design and layout and also to understand how the scheme is best phased.

- 5.5 Whilst design, phasing and delivery options are being considered, work is also required to prepare the land for development. This includes the demolition of Garfield and Woodburn View to provide access into the site.
- 5.6 The Council's housing teams have been working with the tenants of Garfield and Woodburn View to assist them in finding a suitable new home. A number of tenants have been moved into the new build homes bought by the Council on the Ingleby Crescent and Blankey Crescent whereas others have moved into existing council homes. Both Garfield View and Woodburn View are now empty.
- 5.7 It is proposed that both Garfield and Woodburn View should be demolished at the earliest opportunity for the following reasons:
- The maintenance costs of two empty blocks of flats is significant, particularly when there is no income from these properties;
 - We are informed by the Revenues and Benefits partnership that the Council is still liable for the Council Tax (CT) costs for each property once tenants have moved out. The CT liability could be as much as 200% of the relevant charge if the properties are empty for over two years. The significant proportion of the CT will be paid to the County Council and Police Authority
 - The empty properties may attract anti-social behaviour;
- 5.8 A separate planning application has been granted for the demolition of Garfield View and Woodburn View. This allows for the demolition of these two blocks without the need to discharge a range of planning conditions associated with the consented development scheme. The discharge of these conditions would have been costly and time consuming and may have resulted in some works which would not meet the requirements of a new design. It is therefore considered to be more cost effective to carry out the demolition works under a separate consent. A turfed greenspace will be provided in the interim. This provides an appropriate, low cost solution for the site until it can be brought forward for development.
- 5.9 In December 2018 the Council bought the former Ermine Methodist Church on Trelawney Crescent and indicative plans show the potential for a development of up to 15 apartments on the site. Officers are now reviewing this proposal in conjunction with the plans for the main development site at Queen Elizabeth Road in order to understand how the two areas may be developed to best integrate the new with the existing community.
- 5.10 It is proposed that the former Ermine Methodist Church building be demolished to prevent additional costs emanating from the site as well as related issues such as anti- social behaviour. Once demolished, and all materials have been reclaimed or removed, the site will be turfed to bring maintenance costs to a minimum. Planning permission has been granted for the demolition of the building.
- 5.11 Officers are seeking approval to contract with a demolition contractor to proceed with the demolition of all 3 properties (on a phased basis), as required to prepare the sites for future development.

6. Strategic Priorities

6.1 Let's drive economic growth

The delivery of new housing and repair of acquisitions will support jobs and training opportunities in the construction sector. Providing access to the right type of housing in the right location, access to infrastructure, helping to support local residents' access local services and assist in accessing employment.

Officers will seek to maximise local economic benefits through the procurement, contracting and delivery of the proposed schemes.

6.2 Let's deliver quality housing

The Rookery Lane scheme will provide an additional 48 affordable homes in Lincoln which will all be in the ownership of the Council. This is in addition to the 5 new homes to be delivered at Markham House and 70 extra care units at De Wint Court.

A wider scheme is to be developed for the Queen Elizabeth site which will deliver further affordable and market homes and proposals for affordable homes will also be prepared for consideration by Executive on Searby Road and some smaller sites.

6.3 Let's enhance our remarkable place

The Rookery lane scheme has potential to include connectivity with 'The Backies', leading to Boutham Park. An application for funding from European Regional Development Fund (ERDF) has been submitted to support the cost of this work. This approach is aimed at enhancing the biodiversity of the area and improving connectivity between the residential area and the parks for cycles and pedestrians.

Further housing proposals at Queen Elizabeth Road will include a range of improvements to the areas surrounding the sites, including enhanced green spaces, play areas and connectivity between the consented development and existing community/ local services as part of the wider housing scheme.

7. Organisational Impacts

7.1 Finance

Rookery Lane:

Budget will be allocated for the pre-construction phase to cover surveys, professional and for the detailed and technical designs for planning and tender of the construction phase.

The final cost of this scheme will be subject to refinement, based on cost estimates at this stage the construction costs require further consideration. A further report will be presented to the Executive for approval of the scheme prior to the award of the construction contract for the works.

The detailed revenue implications of the scheme will be contained in the further report to the Executive for approval of the scheme.

Queen Elizabeth Road

The demolition works required to enable the Queen Elizabeth Road development to progress are to reduce the council's liability with regard to maintenance of empty buildings and council tax.

Markham House

The development of five dwellings will result in the Council's general fund benefitting from New Homes Bonus and additional Council Tax. Moreover, five additional council dwellings will positively add to the Housing Revenue Account's balance sheet.

Purchase and Repair (P&R)

In order to maximise the use of RTB receipts the Council has embarked on a short term P&R programme, see para 3.2. So as to deploy the receipts in a timely manner it may be that the council has to accept lower levels of return in the early years of ownership on these properties, this will enable the Council to ensure RTB receipts are not returned to the treasury with interest.

7.2 Legal Implications including Procurement Rules

All procurement activity will be undertaken taking account of the Council's Contract Procedure Rules (CPR's) and ultimately Public Contract Regulations 2015 (PCR's), which is embedded into UK Law. All frameworks which the Council are using and may consider using are PCR compliant.

7.3 Equality, Diversity and Human Rights

The Public Sector Equality Duty means that the Council must consider all individuals when carrying out their day-to-day work, in shaping policy, delivering services and in relation to their own employees.

It requires that public bodies have due regard to the need to:

- Eliminate discrimination
- Advance equality of opportunity
- Foster good relations between different people when carrying out their activities

Proposals for Rookery Lane are being designed in response to local housing need and informed by urban planning principles. Policies are in place with regards to the allocation of these homes to ensure that allocations are made in line with housing legislation.

The scheme design in each case will aim to deliver high quality housing which seeks to integrate with and enhance the existing neighbourhood.

7.4 Human Resources

This project will be managed by existing staff within the Housing Strategy and Investment and Major Development Directorates. A multi-disciplinary project board and delivery group has been formed to oversee this programme and ensure a coherent approach to delivery.

7.5 Land, Property and Accommodation

This programme will increase the stock of Council housing across the city, bringing additional units into the Housing Revenue Account.

7.6 Significant Community Impact

The scheme at Rookery Lane will seek to integrate with the existing community and will aim to provide accesses through the site to the improved open spaces to the rear of the site.

8. Risk Implications

8.1 (i) Options Explored

Sale

The Rookery Lane site could be sold with or without planning permission to a developer(s) or for existing use however, this would not provide the Council with additional affordable housing and therefore would not support the Council's Strategic aim to deliver an additional 400 affordable homes through the Vision 2020 Plan.

If sold the site could be developed by a private developer but this would reduce the number of affordable homes to planning policy compliant levels (25% – 12 homes on a scheme of 48 total) and quality may be compromised in lieu of profit.

8.2 (ii) Key Risks Associated with the Preferred Approach

Planning:

Risk: planning permission cannot be secured

Mitigation: early engagement, pre-planning discussion and consultation

Financial:

Risk: Tender costs exceed estimates, scheme is not viable

Mitigation: early estimates and financial modelling; Right to Buy receipts to support viability; option to revise proposals if non-viable

Risk: Development cost exceeds estimate

Mitigation: form of contract and management to contain/transfer risk as far as possible; project manager appointed to oversee works and scrutinise costs; value engineering to be considered.

Procurement:

Risk: challenge

Mitigation: Framework approach to allow for mini-competition or direct award or competitive process to comply with the Council's Contract Procedure Rules (CPR's) and Public Contract Regulations 2015 (PCR's).

Letting:

Risk: properties developed cannot be let/sold

Mitigation: development informed by Housing Register and demand; option to revert to affordable rent if shared ownership properties cannot be sold.

9. Recommendation

- 9.1 To approve outline proposals for the delivery of a scheme of circa 48 units off Rookery Lane and to request a further report be presented to the Executive once the final scheme cost is known; to approve a further budget allocation to proceed to the pre-construction phase of this scheme funded from the HIP new build allocation.
- 9.2 To approve proposals for the demolition of Garfield View, Woodburn View and the former Ermine Methodist Church for the reasons outlined in this report and to approve a budget, funded from the HIP new build allocation.

Is this a key decision?	Yes
Do the exempt information categories apply?	No
Does Rule 15 of the Scrutiny Procedure Rules (call-in and urgency) apply?	No
How many appendices does the report contain?	1
List of Background Papers:	None

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Appendix 1: Concept Plan for Rookery Lane



ALL DIMENSIONS AND SETTING OUT ARE TO BE VERIFIED ON SITE AND ALL DISCREPANCIES REFERRED TO THE ARCHITECT BEFORE WORK COMMENCES. COPYRIGHT RESERVED

REV.	DATE	DESCRIPTION

SCHEDULE OF AREAS (48 Dwellings Total)			
TYPE	LOT	DESCRIPTION	Share Ownership (Phase 1)
TYPE 1	1, 2, 3, 4, 5, 9	2no. 20+4h	Share Ownership (Phase 1)
	39, 40	2no. 20+4h	
	41, 42, 43	2no. 20+4h	
TYPE 4	7, 8	2no. 30+6h	
TYPE 1	15, 16, 21, 22, 23, 32	2no. 20+4h	Affordable Rent (Phase 2)
	9, 10, 11, 20, 28, 30	3no. 30+6h	
TYPE 3	12, 13, 14, 26, 27, 44, 45, 46	2no. 30+6h	Affordable Rent (Phase 2)
	47, 48	2no. 30+6h	
TYPE 5	25, 28	2no. 40+9h	
TYPE 6	17, 18, 19, 20	2no. 20+3h	
TYPE 7	33, 34, 35, 36, 37, 38	6no. 10+2h	



FOR DISCUSSION

client
WILLMOTT DIXON LTD
 for
CITY OF LINCOLN

project
RESIDENTIAL DEVELOPMENT
ROOKERY LANE
LINCOLN

drawing
PROPOSED SITE PLAN
OPTION 02

scale
1:500 A2

date
OCT 19

drawn
FCB

checked

drawing no.
7843W-SK-02

revision
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