

Gedling Borough Council

Detailed Business Case

Project Title: Burton Road and Station Road Affordable Housing Schemes, and Purchase of Additional Temporary Accommodation Properties

Project Manager: Paul Whitworth

Project Sponsor: Tanya Najuk

Lead Department: Regeneration and Welfare

Document Control

PB Author	Anne Tomanek
Project Sponsor (contact details)	Tanya Najuk
Project Manager (contact details)	Paul Whitworth
Date	March 2023
Document ID	

Status	Revision Date	Summary of Changes	Sign-Off
Final	14/03/2023	Final Version	Complete

CONTENT

1. Purpose of Document	5
2. Executive Summary	5
3. Background	5
3.1 Background	5
3.2 Business Need	6
3.3 Delivery Options	10
3.4 Delivery Scope	12
3.5 Constraints	14
3.6 Strategic Objectives and Outcomes	15
3.7 Key Risks	16
3.8 Benefits	18
4. Strategic Fit	18
5. Economic Case (Value for Money) - Option Appraisals	21
6. Affordability	21
7. Commercial Viability	27
8. Achievability	28
9. Terms of Reference	28
10. Project Team	28
11. Support services comments	29

12. Senior Leadership Team Approval	34
Appendix A: Temporary Accommodation Options Appraisals 2021 and 2023	35
Appendix B: Option Appraisal	36
Appendix C: Burton Road Site	44
Appendix D: Station Road Site	45
Appendix E: The Grove case study	46

1. PURPOSE OF DOCUMENT

This document sets out a revised Business Case for the development of affordable housing on the Council owned land at Burton and Station Road in Carlton and the purchase of seven additional units of temporary accommodation (TA).

2. EXECUTIVE SUMMARY

The Business Case sets out the rationale and evidence base for the delivery of affordable homes on two Council owned sites at Burton Road and Station Road. The Business Case also identifies the Council's need for temporary accommodation and the preferred delivery mechanism that can deliver both of these requirements.

The Business Case outlines the risks associated with both a Council developed and operated scheme as well as the lost opportunities that would arise if the Council should decide on a "Do Nothing" approach. The Business Case concludes that the most viable and deliverable option that mitigates against potential risk to the Council is to undertake a competitive tender exercise to secure a Registered Housing Provider (RHP) to develop the two sites through a disposal. The tender process would include the requirement that a RHP ensures 100% nomination rights for the Council in perpetuity. The Business Case also includes proposals to purchase seven additional units of temporary accommodation on the open market.

3. Business Need

3.1 Background

In March 2021, Cabinet approved the re-development of the Burton Road and Station Road sites for the provision of Council owned affordable housing and temporary accommodation.

The original Business Case assessed various options for redevelopment of the sites (these options have been reviewed and revised and are listed in section 3.3 and Appendix B). Two viable options were identified with the preferred option being that the Council should proceed to develop the sites for affordable housing and temporary accommodation. The appraisal concluded that this option provided the Council with greater control of the sites in terms of their design, construction and long-term management. The rejected option was to develop the sites in partnership with a RHP. Indicative development plans were drawn up for both sites with the potential to build up to 7 two bedroom flats at Burton Road and 10 two bedroom flats at Station Road.

The original Business Case was informed by the Temporary Accommodation Appraisal Cabinet Report January 2021 (Appendix A). The Temporary Accommodation Review recommended purchasing 8 temporary accommodation units, in line with an approved budget, on the open market and lease 7 units on a temporary basis whilst the Burton Road and Station Road sites were being developed. To date the Council has purchased 7 units on the open market. These purchases were undertaken during a period of inflated house prices with a balance of £120,000 remaining on a budget of £1,154,000 (units averaging £147,700 rather than assumed £140,000). The private sector leasing option proved to be challenging due to supply and demand across this sector. Therefore, the Council has entered into arrangements with the County Council to secure 3 leases within the Borough. The Council is currently exploring the viability of entering into further arrangements subject to approval with the County Council.

Since approval of the original Business Case, there has been a delay in progressing the development of the Burton Road and Station Road sites in part due to the Covid pandemic, as well as to the loss of key staff members.

In view of the project delay alongside the current economic climate, escalating costs in the construction industry, and capacity of the Council to manage and deliver a housing project, a review of the Business Case was prudent. Such a review provided an opportunity to consider changes to housing need trends within the Borough and to give proper consideration to both delivery and financial risks of developing two challenging sites, with no internal housing development experience in the current economic climate.

3.2 Business Need

Affordable homes demand

Since the original business case, housing need has remained consistent, with an average of **580 – 600 applicants** in housing need registered annually on the Council's housing register. The number of properties, which became available for applicants, last year, was **131 general needs lets and 85 sheltered accommodation lets** for older applicants over 55. There continues to be an acute shortfall in available social housing annually to meet need. This contributes to the numbers presenting to the Council as homeless.

Temporary accommodation demand

Since the 2021 approval, the demand for temporary accommodation has been increasing. Over the past 12 months, the Council has successfully added to its temporary accommodation stock through the purchase of 7 properties on the open

market and 3 properties leased from the County Council. The temporary accommodation stock as at December 2022 totals 23 units. However this is inadequate for the Council's needs.

The Council has experienced increased demand for its homelessness service with **733 homeless approaches** during 2021/22, an increase of 187 cases since 2020/21. If this trend continues, it could result in **900 approaches** for the financial year 2022/23 (as at December 2022 there had been 621 homeless individuals or families presenting to the Council). This is a further increase of 167 homeless approaches over the 2021/22 figure. Whilst not all approaches require placing in temporary accommodation, the increase in presentations reflects the increased demands on the service and results in the increased demand for temporary accommodation.

Other factors have also increased the current demand on the housing service and for both affordable housing and temporary accommodation. These include:

- The complexity of the cases and backlog of evictions resulting from rent arrears accrued during the Covid pandemic when the evictions ban ended on 31 May 2022;
- Private landlords seeking to sell their property; and
- A significant increase in rental charges throughout the private rented sector.

As at December 2022, there were 39 households in temporary accommodation as follows:

Bed and Breakfast	15
Hound Lodge	6
Council units (including those leased from partners)	18
	39

It should be noted that currently the Council is able to make placements at Rushcliffe Borough Council's Hound Lodge Hostel subject to availability. There is no formal agreement nor guarantee of availability.

The initial findings of the Temporary Accommodation Appraisal Cabinet Report January 2021 (Appendix A) identified a significant increase in both the numbers of temporary accommodation units required and the associated costs.

During 2019/20 the number of households placed in temporary accommodation was **141**, an increase of 37 households compared to 2018/19. During 2020/21, this increased further with **148** households placed in temporary accommodation. There was a significant reduction in 2021/22 with **119** placements. However, this can be attributed to the Covid pandemic and legislation that prevented landlords evicting tenants from their private sector tenancies.

Gedling Borough Council
Burton Road and Station Road Business Case

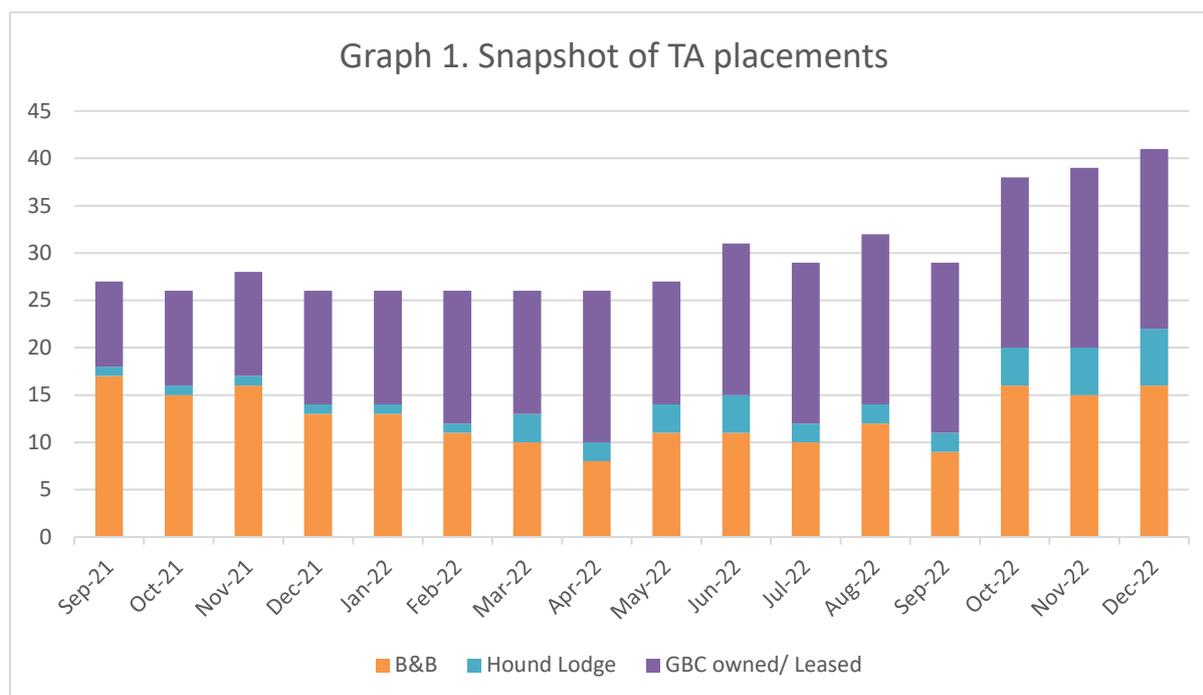
During the period April - December 2022 the Council accommodated **100** individuals or families in temporary accommodation (This figure does not include the numbers still in temporary accommodation at the beginning of the financial year, of which there were **26**.) The forecast is that this figure will rise to approximately **150** by the end of the financial year.

There is also a significant risk that the cost of living crisis and potential failure of Ukrainian placements, could lead to a further increase in numbers of approaches.

Table 1 demonstrates a snapshot of the number of households remaining in temporary accommodation at the end of each month. Graph 1 demonstrates the trajectory of temporary accommodation placements over the past year.

Table 1 Snapshot of Temporary Accommodation Placements

	30 Sept 21	31st Oct 21	30th Nov 21	31st Dec 21	31st Jan 22	28th Feb 22	31st March 22	30th April 22	31st May 22	30th June 22	31st July 22	31st Aug 22	30th Sept 22	31st Oct 22	30th Nov 22	31st Dec 22
B&B	17	15	16	13	13	11	10	8	11	11	10	12	9	16	15	15
Hound Lodge	1	1	1	1	1	1	3	2	3	4	2	2	2	4	5	6
GBC owned/ Leased	9	10	11	12	12	14	13	16	13	16	17	18	18	18	19	18
Total	27	26	28	26	26	26	26	26	27	31	29	32	29	38	39	39



It should be noted that government advice is that Housing Authorities who use B&B to accommodate families in emergencies should consider including a plan to reduce or eliminate its use. Housing authorities also must not use B&B to accommodate families with children or pregnant women except where there is no alternative available, and then for a maximum period not exceeding 6 weeks. The Council can be challenged by judicial review if this period is exceeded. With limited facilities to store and cook food, continued use of B&B places additional financial burdens on homeless families as well as pose a risk to their health and well-being. B&B placements are also generally out of area, which could affect schooling and support arrangements. Therefore reducing the Council's reliance on B&B would afford a better service to customers.

Of the 16 current placements in B&B, there are 10 families in B&B (with the other 6 being individuals), of which 3 families have been in for more than 6 weeks.

The gross cost of B&B placements in 2018/19 was **£95,800**, this increased in 2019/20 to **£277,900**, and again in 2020/21 to **£391,800**. There was a reduction in 2021/22 to **£249,800**. The estimated costs for 2022/23 are likely to slightly reduce again to **£240,000**. (note that some of these costs would have been offset by Housing Benefit payments).

The reduction can be attributed to the increased numbers of temporary accommodation units available to the Council. However, the Council has not been able to secure all of the additional units included in the Temporary Accommodation Appraisal and this is compounded by the delay in the delivery of the Burton Road and Station Road schemes.

It is clear that an increase in available temporary accommodation properties would impact on the annual B&B expenditure, however as set out above, the number of homeless approaches have increased over the last year, so the purchase of additional units will assist in dampening that increased requirement for B&B, or reduce B&B expenditure if the number of homeless approaches falls in future years.

The current and projected demand for affordable homes and temporary accommodation illustrates that there continues to be a growing and urgent need to increase such housing provision within the Borough. The potential development of the Burton Road and Station Road sites could provide suitable accommodation to alleviate demand pressures for affordable housing. There is also potential for the Council to continue to purchase homes for temporary accommodation that would have a more immediate impact on the supply of units and cost of placements in B&B accommodation.

To conclude, there is a shortfall in both available affordable homes for rent and temporary accommodation to meet housing need and to assist with the Council's duty to accommodate homeless applicants. Since the Temporary Accommodation Review 2021 the demand for temporary accommodation is higher than projected.

3.3 Delivery Options

The Development Sites - Review and Issues

Burton Road: The Council acquired 23 Burton Road using powers under the Housing Act 1957 for the purposes of Housing. The adjacent shops 25, 27 and 29 Burton Road, were acquired in October 2018 for a total cost of £117,316 plus legal fees. In June 2019, demolition and site clearance was completed at a cost of £142,175. The Council has spent a **£259,691** on the site to date funded by Section 106 (S106) affordable housing funds (developer financial contributions to the Council for the provision of affordable housing in the Borough).

Appendix C includes the Burton Road site plan.

Table 2

Station Road: The Council has owned the southern part of the site since 1894. In 2016, the Council applied for adverse possession of the northern part of the site and the Council is now the registered owner of the whole site. The costs to date including demolition works are **£65,191**

The site is shown at Appendix D and is on the Netherfield/Carlton border.

In 2015, the Council was allocated £174,000 Homes England Starter Homes funding for the Station Road project. The Council drew down £47,474 of this funding to undertake demolition to prepare the sites for development. Government failed to implement this affordable home ownership product and this funding is no longer available, meaning the Council has spent £13,125 of this drawn down amount on Station Road, with a balance of £34,349 unspent. Although the government funding was intended to progress Starter Homes an assurance has been given by Homes England that this will not be clawed back if development of the site is progressed to provide affordable housing.

To date £324,882 has been invested in both of the sites to progress towards housing provision, £259,691 being spent on Burton Road and £65,161 on Station Road. Prior year expenditure have been financed as follows:

Delivery Options

The original Business Case considered a number of options that are listed below.

1. Dispose of the site(s)
2. Development for other uses – commercial, retail and/or leisure purposes
3. Residential development by the Council for market rent and / or sale units
4. Residential development by the Council for Council-owned affordable housing / temporary accommodation
5. Residential development for affordable housing in partnership with a Registered Provider

Site	Spend	S106	Homes England Funds	CERA/ Cap Receipts	Grant (Other)
Burton Road	£259,691	£259,691	0	0	
Station Road	£65,191	0	£13,125	£38,066	£14,000
Total Spent	£324,882	£259,691	£13,125	£38,066	£14,000

All of these options have been revisited with options 1 - 3 being discounted because they fail to support both the:

- Council's strategic priorities and
- Evidenced need for an increase of affordable housing and temporary accommodation within the Borough.

The assessment of the five options can be found in in Appendix B.

3.4 Delivery Scope

As the Borough has a continued need for affordable housing and temporary accommodation, only two delivery options are considered to provide a mechanism to meet this priority. The following assessment considers the viability of both of these options alongside a 'do nothing' alternative. The assessment includes:

- Do Nothing;
- Residential development by the Council for Council-owned affordable housing / temporary accommodation;
- Residential development for affordable housing in partnership with a Registered Provider and the purchase of additional temporary accommodation on the open market.

Option One: Do Nothing

This option is discounted as it fails to deliver affordable homes and/or temporary accommodation. The Council would be failing in its responsibility to develop a plan to reduce or eliminate the use of B&B accommodation for households in emergencies. Likewise, it would represent a failure to implement the objectives of the Council's Gedling Plan.

This option would not realise the community benefit intended by the Council acquiring and clearing the sites for development of new affordable homes.

The vacant sites would remain in their current condition, with no development, continuing to be a blight on the area and a liability to the Council, whilst attracting ongoing community concern impacting upon the reputation of the Council.

If this option was approved, there is a risk that the Homes England and the developer S106 contributions expended could be clawed back as the Council would not have delivered or secured delivery of affordable housing on the sites.

The 'do nothing' option could be extended to consider selling the sites for a capital receipt. Again this has been discounted as any capital receipt is unlikely to reach the levels of council spend so far (£324,882), and the sites are difficult to build out and may not attract investors.

Option Two: Residential development by the Council for Council-owned affordable housing and TA

The Council transferred its housing stock to Gedling Homes (Jigsaw Homes) in November 2008. Therefore, the Council has neither in-house capacity nor recent housing development expertise to drive and manage such a project through to completion. This option would require the Council to commit to significant capital funding supplemented by Section 106 contributions at a time of growing inflation and financial uncertainty. The full Starter Homes funding allocation included in the March

2021 Business Case is no longer available (£174,000), and discussions with Homes England concluded that it was unlikely the Council would successfully secure additional funding. Homes England funding being allocated through competitive processes where delivery experience and future housing ambitions are key factors of success.

This option would not respond to the immediate pressures arising from the increased growth in demand for temporary accommodation properties. New properties would not become available until late-2024 at the earliest and would be dependent upon securing a contractor and agreeing terms at a time of economic uncertainty, when there are continued supply chain issues, increased costs of construction, and a major energy crisis. This long lead-in period to having properties for let would place further pressure on the B&B budget.

The option also assumes a level of clustering of temporary accommodation units across the two sites within the Carlton area. However, clustering households that are potentially vulnerable and challenging can present issues for local communities that need to be carefully managed. The preferred option wherever possible is to provide a range of accommodation across the Borough that does not impact adversely upon the local communities or the households that are accommodated.

This option is no longer supported on the basis it would create risks in respect to delivery of the construction project as well as the operational management of social housing and the very immediate requirement for additional temporary accommodation. The Council can mitigate these risks and the associated financial risks through an alternative delivery option.

It should be noted that if the Council were to build temporary accommodation on either site, Section 106 funding would not be permitted for those units.

Option Three: Residential development for affordable housing in partnership with a RHP

This option would secure, through a competitive tender process, an experienced RHP with a proven history of housing development delivery. If the tender process were successful, the Council would dispose of the sites to a RHP for them to develop affordable homes, including 100% council nomination rights in perpetuity. The Council would invite bidders to provide accommodation best suited for the sites that addresses the needs of the Borough and demands for types of accommodation.

The tender process would include the disposal of the sites to the successful RHP under Section 123 of The Local Government Act 1972. The Council has a duty to secure best consideration in the disposal of its land and property assets. Bidders would be invited to offer a financial contribution that would be considered in the evaluation process alongside their intention to bid for Section 106 funding.

This option ensures that the Council secures affordable housing on-site and access to these units through a nomination agreement.

The selection of a RHP with a proven delivery history provides the best option for the schemes to secure Homes England Affordable Homes Programme grant that would support a viable Business Case for development of the two sites.

The option for a RHP to deliver 7 units of temporary accommodation on the sites (as per the original business case), or from within their own stock on alternative sites, was considered. This option was dismissed as it would impact upon the Council's prospects of securing a RHP, as it could seriously impact upon scheme viability both in terms of a RHP securing additional funding (Affordable Homes funding is not eligible for temporary accommodation development) or their own suitable / available stock. More importantly, this option could delay the delivery of additional temporary stock to alleviate the current and projected pressure on B&B placements.

In view of the above this option is considered to be the most viable to develop the Burton Road and Station Road sites and secure affordable housing in the borough. The option reduces the risks to the Council in respect of delivery and management risks whilst providing accommodation that meets strategic priorities.

It is proposed that an additional 7 temporary units be purchased on the open market, funded through prudential borrowing. The assets would form part of the Council portfolio, yielding rental income as well as saving £153,300 annually on the B&B costs.

This option provides the Council with the opportunity to secure accommodation in suitable localities that considers the impact upon local communities and service.

The Council has developed experience of managing temporary accommodation stock as part of fulfilling its statutory responsibilities. There are mechanisms and staffing in place for managing temporary accommodation placements, charging rent, arranging repairs and improvements. This would also ensure the accommodation is available quickly, without the need to build, as the current demand is acute. If demand were to fall, the assets could be released by sale.

3.5 Constraints

There are a number of issues that constrain the Council in how it proceeds with the Burton Road and Station Road sites particularly in respect to funding that has been received and planning considerations. These are listed below.

- The Council has received £47,474 from Homes England of which £13,125 has been spent preparing land specifically for affordable housing;
- The Council has used Section 106 affordable housing fund to acquire the Burton Road site at a total cost of £259,691;

- The scheme is limited to what is acceptable from a planning policy perspective within the context of the site, and height restrictions that also apply (due to relationships with adjacent residential properties);
- The grounds for the acquisition of land at the Burton Road site restricts the site to housing unless a statutory approval process is followed;
- An independent appraisal of the sites by David Lock Associates in March 2018 concluded that due to specific constraints of the sites, they were not viable for market housing;
- Government Planning Policy on affordable housing has changed and any site which will deliver ten homes or more must provide at least 10% First Homes as part of the developments (which are affordable homes sold at 30% below market value to qualifying persons).

3.6 Strategic Objectives and Outcomes

The main strategic objective of this project is to deliver more affordable and temporary housing within the Borough.

The other aims of the project include the Gedling Plan priorities:

- To redevelop vacant or underused sites for new affordable homes and temporary accommodation; and
- Encourage the wider regeneration of these areas.

The outputs from this redevelopment include:

- Deliver more units of affordable housing;
- Improved standard for both affordable housing and temporary accommodation;
- Timely securing of additional temporary accommodation.

The outcomes to be achieved from the project are far more wide ranging and include:

- Efficiency savings for the Council, by reducing the cost of temporary accommodation by reducing the reliance on expensive B&B and nightly paid for accommodation;
- To provide much needed temporary housing in the local area.

The Council has an obligation to secure “best value” as local authorities are under a general Duty of Best Value to “make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.” Under the Duty of Best Value, therefore, authorities should consider overall value, including economic, environmental and social value, when reviewing service provision.

In this regard, the proposal to secure a RHP through a competitive tender and disposal in order to provide affordable accommodation to address the increasing demand for accommodation within the Borough and to improve the local environment, is in keeping with this obligation. Likewise by securing more affordable accommodation, and

purchasing at the earliest opportunity additional temporary accommodation, ensures the Council is responding to both medium and immediate pressures to provide suitable and cost effective solutions for the Borough residents and addressing the immediate pressure on B&B budgets.

3.7 Key Risks

Key risks associated with the project will be identified and mitigated throughout the projects. Those identified to date include:

Risk	Effect	Impact	Mitigation
Tender exercise unsuccessful – RHP not secured to develop the site	Scheme progress is delayed	High	Soft market testing undertaken with local RHP to evaluate the feasibility of a development.
Delays in procuring partner provider	Delay in both commencing and completion of the scheme	High	A project team in place to manage tender and if required housing specialist to be procured to support the process.
Partner unable to secure planning permission.	Scheme cannot continue.	Medium	RHPs will be advised to obtain pre-application planning advice at the tender stage to mitigate against a later unsuccessful submission.
Ability of the RHP to draw down external funding.	Viability of scheme could be compromised.	Medium	Affordable housing scheme would be eligible for Section 106 funding and a RHP would be eligible to secure through a competitive process for Homes England funding
100% Nominations Rights to units in perpetuity not granted.	No rights to nominate from Council's list of Choice Based Lettings	Low	Tender to stipulate requirement for a 100% nomination rights in perpetuity.
Capital build costs are higher than expected and	RHP aborts the scheme	Medium	Tender evaluation to ensure that RHP business model is

become unaffordable			robust and their proposal viable.
Station Road – original land registry documents	The original documentation may have further restrictions on the use of the land that will impact upon how the site can be developed	Low	RHP has the option of procuring indemnity insurance.
Council unable to purchase properties on the open market for temporary accommodation purposes	The Council continues to rely upon B&B accommodation to meet temporary accommodation need	Low/Medium	Market analysis undertaken to ensure that purchase of temporary accommodation properties is viable but changes to market conditions could impact upon the option.
Council unable to manage 7 new tenancy agreements	Units fail to be let or tenants not supported	Low	The Council has appointed a dedicated Temporary Accommodation Officer. This Officer currently supports households in B&B which the newly acquired units are intended to replace.
Compliance with Subsidy legislation. Meet the 7 principles of subsidy	The tender proposal from a RHP could breach the requirements relating to subsidies under the Subsidy Control Act 2022	High	As part of the tender evaluation process, the bids will be considered in accordance with the new subsidy rules. A tender will only be accepted if it either does not constitute a subsidy or is a permitted subsidy under the Subsidy Control Act 2022. Such assessments will be undertaken in accordance with the statutory guidance and using the BEIS assessment template (and any other published tools available at the time of evaluation).

3.8 Benefits

The scheme will provide the following benefits:

- Additional affordable housing;
- Additional temporary accommodation at the earliest opportunity to reduce number of households in B&B accommodation;
- Temporary accommodation that does not impact adversely upon local communities and supports vulnerable households;
- Enhanced appearance of the Carlton Road and Station Road areas which supports the Council's wider regeneration of Carlton Square locality;
- Development of vacant sites;
- Physical improvements to the area;
- Economic improvements for nearby businesses arising from the improved physical appearance of the area;
- Conditions for further investment created;
- Enhancement of the reputation of Gedling Borough Council;
- Provide high quality housing;
- Enable ongoing reduction in B&B budget;
- Increased Council Tax revenue.

4. STRATEGIC FIT

Gedling Plan

The Business Case considers and is shaped by the following Gedling Plan priorities.

The Corporate Vision

A commercial council that is innovative and forward thinking in its use of resources and focused on achieving value for money

Gedling Borough's Priorities

- **Cohesive, diverse and safe communities**
 - To promote strong, resilient communities and reduce hardship and inequality;
 - Deliver improvements to the standard and availability of temporary accommodation;
 - Identify and deliver key interventions to prevent homelessness and rough sleeping.

- **High Performing Council**
 - To be a high performing, efficient and effective Council;
 - Develop and deliver a new efficiency programme in order to secure a balanced budget in the medium term.

- **Vibrant economy**
 - To promote and drive sustainable growth across the borough to meet current and future needs;
 - Identify and facilitate the delivery of the identified housing priorities;
 - Drive the delivery of key housing sites;
 - Identify the opportunities for redeveloping vacant or underused sites for new affordable homes and temporary accommodation;
 - Explore the development of additional houses across the borough through appropriate models.

- **Sustainable environment**
 - To promote a sustainable environment;
 - Ensure delivery of new technology infrastructure such as electric charging points, 5G and broadband.

The Regeneration and Welfare Service Plan 2020/23.

The Business Case also responds to a number of the Economic Growth and Regeneration Service Plan priorities, which include;

- **ECO 12.1:** Identify and facilitate the delivery of the identified housing priorities;
- **ECO 12.2:** Drive the delivery of key housing sites;
- **ECO 12.3:** Identify the opportunities for redeveloping vacant or underused sites for new affordable homes and temporary accommodation;
- **ECO12.4** Explore the development of additional houses across the borough through appropriate models;
- **ECO 13.7** Facilitate growth and inward investment across the Borough;
- **COM 12.02** Deliver improvements to the standard and availability of temporary accommodation.

5. ECONOMIC CASE (Value for Money)

As referred to in Section 3.3, the original Business Case considered a number of options concerning the future of the Burton Road and Station Road sites. The options were revisited and reviewed, resulting in a number of options being discounted because they were neither viable nor provided affordable housing and/or temporary accommodation to meet the needs within the Borough (Appendix B). These discounted options included:

- Disposal of the site(s);
- Development for other uses – commercial, retail and/or leisure purposes;
- Residential development by the Council for market rent and / or sale units.

The remaining options are listed below:

1. Do Nothing;
2. Residential development by the Council for Council-owned affordable housing / temporary accommodation;
3. Residential development for affordable housing in partnership with a Registered Provider and purchase of additional temporary accommodation units.

A review of their Value For Money considerations are shown below:

1. Do Nothing: Whilst this option would not require significant investment, it would fail to deliver value for money, as it would realise no benefit to the Council or residents of the Borough. This option fails to address the affordable housing and temporary accommodation demands in the Borough, and will fail to alleviate budgetary pressures forecast in view of demand and the supply of suitable accommodation.

In addition, the Council has a responsibility to maintain these sites including clearance and site management. This expenditure providing no discernable benefits to the Borough.

The Council may need to pay back the funding already secured and spent on the sites.

2. Residential development by the Council for Council-owned affordable housing / temporary accommodation: Whilst this option would deliver affordable housing and temporary accommodation, the potential costs and risks are considerable. Based on the original Business Case uplifted by inflation the scheme could be funded through a mixture of section 106 affordable housing funds and borrowing, it is unlikely that the Council will be successful in competitive funding

bids to Homes England to secure additional monies due to lack of experience of delivery. There is more risk to the Council with this option due to increasing build costs due to the current economic climate, and lack of in-house experience in developing and managing housing schemes.

This option also requires the Council to ensure revenue budgets are in place to adequately maintain and manage a new social housing stock and support vulnerable clients which cannot be absorbed within the existing structure. It also includes the risk of tenants exercising a Right To Buy at a later stage at a discounted market value.

3. Residential development for affordable housing in partnership with a RHP and the Council to purchase 7 units of temporary accommodation on the open market: This option would also deliver affordable homes, with nomination rights in perpetuity as well as temporary accommodation. The Council would manage the temporary accommodation and use at its discretion to meet the identified need. The temporary accommodation could be acquired quickly, subject to market conditions and without the need to build. The option also provides the Council with the ability to sell units in the event of demand for temporary accommodation falling in the medium to long term.

The Council's financial obligation would be restricted to the sale of the land to a RHP at a sum that will support the financial viability of the development and the potential need to provide Section 106 contributions. One possibility outcome is that the Council could be forego a level of capital receipt for nomination rights and providing Section 106 monies. The purchase of new temporary accommodation would need to be funded by Prudential Borrowing.

6. AFFORDABILITY (Financial Case)

Background to Burton Road and Station Road Affordable Housing scheme

To date a total of £324,882 has been spent on the sites including acquisition, site clearance and preparation works along with some preliminary design works and funded separately.

A capital budget of £2,647,000 was approved to support the development of the Burton Road and Station Road sites in the 2021/22 capital programme. This was intended to be funded through a mix of Homes England Funding, Section 106 funding held by the Council and Prudential Borrowing.

Current Position

The original costing were based on estimates provided by G F Tomlinson (December 2020). Since this date, the economic climate has changed significantly and it is anticipated that the budget would need to be adjusted for the following:

Gedling Borough Council
Burton Road and Station Road Business Case

- A recent report from Royal Institute of Chartered Surveyors has indicated the construction industry has seen price growth of 10.2% since 2020. Applying these would see estimated construction costs rise to £2,917,000, an increase of £270,000.
- In addition Planning and Building Control costs need to be added to the project costs of £14,000.
- In addition, the cost of borrowing has increased. The initial rates used were around 1.94% (May 2021) and at December 2022 these were 4.50% over a 40 year period.
- Additional £455,000 section 106 funding for Affordable Housing has been received and this could be used against this scheme.
- In addition, it has been highlighted that the remaining Homes England Starter Homes funding of £126,526 (£174,000 allocation less drawn down amount of £47,474) will not be able to be claimed.

A summary of the capital assumptions and proposed financing are as follows:

Option 2 Council Construct and Manage Affordable and Temporary Accommodation			*Option 3 RHP Develop Affordable Housing Scheme and GBC Acquire Temporary Accommodation
	Original Business Case 2021	Revised Business Case 2023/24	New Proposed Business Case 2023/24
	£	£	£
Capital Budget Requirement:			
Costs	2,647,000	2,931,000	1,160,000
Financed by			
Section 106	(789,000)	(1,244,000)	
Starter Homes Grant	(176,000)	(34,300)	
Prudential Borrowing	(1,682,000)	(1,652,700)	(1,160,000)
Total Financing	(2,647,000)	(2,931,000)	(1,160,000)

The revenue assumptions remain the same as the business case, see below table:

Revenue Assumptions	Original Business Case 2021	Option 2 Business Case 2022/23 Revised	Option 3 Assumptions*
Interest Rate	1.94%	4.50%	4.50%
Borrowing Period	40 years	40 years	25 years
General Maintenance (per unit)	£500	£550	£1,000
Sinking Fund (per unit)	£1,000	£1,100	£2,000
Management Fees (per unit)	£750	£825	£0
Voids (5%) & uncollected rents (5%)	10%	10%	10%

Gedling Borough Council
Burton Road and Station Road Business Case

Income - Temp Accommodation (per week x 7 units on LHA rates)	£126.58	£126.58	£126.58
Income – Affordable Housing (per week x 10 units on LHA rates)	£126.58	£126.58	£126.58
**Net Bed & Breakfast cost (after allowing for Housing Benefit income)	£42.60	£42.60	£42.60

**TA costs adjusted to reflect higher maintenance liabilities due to turnover/placements.*

*** Assumption is average Bed & Breakfast is at £60 per night however Gedling receives approx. 23% Housing benefit contribution, giving a net cost of £42.60*

An affordability review of the options is set out below:

1. Do nothing (Option 1)

As mentioned above, the Council has spent to date £324,882; a large portion of this has been funded through Section 106 monies. Failure to develop affordable housing could result in clawback of this funding.

If this option was pursued the Council would still be expected to have in place plans to reduce or eliminate the reliance upon B&B accommodation. An option could be to extend temporary leases included in the 'Temporary Accommodation Appraisal 2021'. As at December 2022, three leases have been secured. However, this would not be sufficient to meet the current and projected demand for temporary accommodation.

2. Residential development by the Council for Council-owned affordable housing / temporary accommodation (Option 2)

The financial model has been updated with the assumptions set out in 6.2 and a summary of the impact can be seen Table 3 below.

Table 3. MTFP Impact of changes in market condition			
	Cost	5 Year MTFP	40 Net Cost (excluding discounting)
Business Case (18 March 2021)	£2,647,000	(£33,700)	(£1,083,300)
Revised figures @ 03.02.23	£2,931,000	£148,000	£370,600
Variance	+£284,000	+181,700	+1,453,900

The impact of the revised assumptions will cost an additional £181,700 over the first 5 years and £1,453,900 over the life of the assets (40 years) that was assumed in the original business case. This is largely attributed to the increase in borrowing costs.

It should be noted that the above excludes the anticipated reduction in B&B expenditure, however the assumptions have not changed from the original 2021 business case. Also it should be noted that although this proposal is showing a cost of £148,000 over 5 years the Council would continue to incur B&B costs of approximately £224,000 (based on net cost of £46.20 per night x 346 days x 2 years x 7 cases) or approximately £2,150 per week during the two year construction period.

Although this option would substantially increase the Council's housing stock, the Council does not have experience of managing affordable/social housing stock that would require on-going maintenance management and there is potentially a requirement for a Rent Management System, which would require upfront investment and on-going licence fees payment. Alternatively the Council could pay a management fee per property to a professional letting agent or RHP, as included in the costings at £825 per property.

This option would require the Council to take on the risks associated with procurement of design and construction works and operational management of the project.

3. Residential development for affordable housing in partnership with a RHP and the purchase of 7 units of temporary accommodation on the open market (Option 3):

The Council's proposal is to dispose of the land at both sites to the RHP for development of affordable housing. Bidders would be invited to make a financial offer for the land as part of the tender process. In addition, the Council will purchase and manage 7 units of temporary accommodation across the Borough as an extension to the original Temporary Accommodation business case.

The land is held on the Council's asset register at £114,100 for Station Road and £46,700 for Burton Road and an independent valuation would be required prior to a disposal decision, and this is currently being procured. The competitive tender process will ensure that the Council secures both social housing nomination rights and, if feasible, a financial contribution for the disposal of its land.

The proposal intends to effectively reduce the Station Road and Burton Road element of the business case to a maximum of £1,244,000, depending on the tender process, which will be fully funded through Section 106 contributions. The Council does not anticipate any ongoing revenue implications from the development of the Affordable Housing element as this will all be transferred to the RHP, which they will manage. However, the Council would incur legal and professional fees and it is advised that a housing specialist with relevant experience be secured to manage the disposal. The disposal would also require officer time to support the partnership. If the total amount

of accumulated Section 106 contributions is not required the balance can be used to fund future Affordable Housing schemes.

In addition, the temporary accommodation requirements will be met through an extension of the previous temporary accommodation purchasing budget. The Council would purchase a further 7 properties for this use in order to reduce its reliance upon B&B accommodation and thereby reduce expenditure. An average property price of £160,000 has been used, plus Stamp Duty and Land Tax costs, to arrive at a budget of £1,160,000 for 2023/24.

There is currently an underspend on this years approved budget of £120,000 (not enough remaining to purchase the eighth property) that can be used to pay for stamp duty costs if the council is not able to contain the costs including stamp duty within the estimated £160,000 figure per property.

Table 4 (below) provides a comparison of the refreshed business case (Option 2) and the working in partnership with a Registered Housing Provider (RHP) (Option 3).

Table 4. Comparison of Refreshed Business Case and New Proposed Business Case			
	Option 2 Council Construct and Manage Affordable and Temporary Accommodation		*Option 3 RHP Develop Affordable Housing Scheme and GBC Acquire Temporary Accommodation
	Original Business Case 2021	Revised Business Case 2023/24	New Proposed Business Case 2023/24
	£	£	£
Capital Budget Requirement:			
Costs	2,647,000	2,931,000	1,160,000
Financed by			
Section 106	(789,000)	(1,244,000)	
Starter Homes Grant	(176,000)	(34,300)	
Prudential Borrowing	(1,682,000)	(1,652,700)	(1,160,000)
Total Financing	(2,647,000)	(2,931,000)	(1,160,000)

Revenue implications

The table 5 below, illustrates that New Proposed Business Case (Option 3) would cost an additional £27,400 annually, when compared to Revised Business Case (Option 2). Over the life of the asset this would be an additional cost of £355,600.

Table 5. Ongoing Revenue Budget Implications:			
	Original Business Case 2021	Revised Business Case 2023/24	New Proposed Business Case 2023/24
Average Annual Cost (years 1-5)	(7,000)	29,600	57,000

Whole Life Cost (40 years)	(1,083,000)	370,000	705,600
Number of Housing Units	15	15	Up to 22
Note: Costs only relate to Temporary Accommodation Assumes that the RHP delivery model does not require S106 Contributions. This final business case to be confirmed by the proposed procurement process			

Bed & Breakfast Savings

The table below illustrates the potential impact of acquiring the Temporary Accommodation properties within 6 months compared to a construction time of 2 years.

It is anticipated that the 7 Temporary Accommodation units could be purchased within 6 months (Option 3) whereas construction of these would take up to 24 months. Acquiring the properties within 6 months would create a saving of £109,000 over a 3 year period against a saving of £23,200 for Option 2, however Option 2 has the higher ongoing saving from year 3 onwards, an annual saving of £82,400 against a saving of £55,000.

Financial Year	Revised Business Case (Option 2) 2023/24			New Proposed Business Case (Option 3) 2023/24		
	Net Addition Rev Cost	B&B Saving	Net	Net Addition Rev Cost	B&B Saving	Net
	£	£	£	£	£	£
Year 1	29,600	0	29,600	57,000	(56,000)	1,000
Year 2	29,600	0	29,600	57,000	(112,000)	(55,000)
Year 3 ongoing	29,600	(112,000)	(82,400)	57,000	(112,000)	(55,000)
Note: The level of ongoing savings is dependent upon future homelessness demand						

Although Option 2 appears to be less attractive from year 3 onwards, the option has other significant benefits that include the following:

- Reduction in use of B&B: Option 3 provides the Council with an opportunity to reduce its reliance upon B&B for families both in the short and medium term. As referred to above housing authorities also must not use B&B to accommodate families with children or pregnant women except where there is no alternative available, and then for a maximum period not exceeding 6 weeks. Continued use of B&B places additional financial burdens on homeless families as well as pose a risk to their health and well-being. B&B placements are also generally out of area, which could affect schooling and support arrangements.

Therefore reducing the Council's reliance on B&B at the earliest opportunity would afford a better service to customers

- Timescales: To purchase on the open market the Council will meet the temporary accommodation demand far quicker than the construction timeframes for the units, see impact in table 6 above.
- Right to buy (RTB): The risk of tenants purchasing the newly constructed units will be transferred to the Registered Provider. Exercising the RTB the tenant would be able to purchase the affordable units at a discounted market value. This has not been factored into the original financial model due to uncertainty and likely to apply after a 15 year period in which case a 'Cost Floor' will apply. The original business case didn't assume any take up of RTB;
- Construction and project cost escalation risk: This will eliminate any risk of cost increases or any unforeseen costs;
- Registered provider attractiveness: It is anticipated that this will give the RHP more flexibility to build on the sites and be more financially attractive for them;
- Site flexibility: Rather than building 7 units on the specific sites, this option gives the Council flexibility to purchase units across a variety of places within the Borough. This also eliminates the risks associated with clustering the units in close proximity of each other.
- For option 3, the council lacks the resources to manage the project along with managing the tenants and maintaining the 17 units going forward

The amount of Section 106 funding available for this project will not be disclosed in the tender process. During the process, the Council will invite bidders to demonstrate viability of their proposals and for them to advise how much funding they require from the Council, if any, in order to meet the Council's service requirements and this will form part of the tender scoring. Therefore, the figures above for affordable homes is worse case and depending on what tenders we received full implications will need to be considered. There is potential for funds to remain for further affordable homes projects within the borough

7. COMMERCIAL VIABILITY (planning and management of procurement)

An open market tender to select the RHP would be undertaken if the proposal is supported with the engagement of the Council's Procurement Team (currently provided by Bolsover District Council)) that will be compliant with procurement legislation and the contract standing orders of the Council.

Tender documentation will be developed, and submissions evaluated by the Project Team, see Section 10. RHPs will be invited to demonstrate the best use of the sites and the benefits of their preferred option. This will be through factors such as

timescales for delivery, environmental aspects, building design, affordability and meeting housing need, reducing carbon emissions throughout construction, the energy efficiency of the homes, and the delivery of homes that are easily adapted for people with disabilities.

RHPs will be invited to submit a financial offer for the disposal of the Council's land and identify funding sources and whether Section 106 monies will be required. The evaluation criteria to be developed will include:

- 100% affordable – based at LHA rates;
- 100% nomination rights to the Council in perpetuity;
- Number of units;
- Design, including carbon and environmental performance;
- Capital receipt to the Council;
- Timeframe for delivery.

8 Achievability

The high-level timetable for this project includes:

Date	Stage/key tasks
April 2023	Commence purchase of Temporary accommodation homes (open market acquisition)
April 2023	Draft specification
June 2023	Go out to tender
July 2023	Tenders assessment
September 2023	Award contract and transfer of land

9. Terms of Reference

Project Reporting

Project reporting will be in line with the Council's project management system, with regular updates to the Programme Board.

Project Tolerances

Project tolerances will be identified when the project plan begins.

10. Project Team

The project team for the procurement and delivery phase will include

Project Sponsor

Head of Regeneration and Welfare: Tanya Najuk

Project Team:

- Project Manager: To be appointed
- Strategic Housing Lead: Anne Tomanek
- Legal Lead: Sara Fayaz
- Finance Lead: Scott Anderson
- Property Lead: Alan Rawlins
- Service Manager Housing: Paul Whitworth
- Procurement Lead: Bolsover District Council
- Specialist Housing Advisor: Appointment/Framework

11. Support Services Comments

Customer Services and Communications

As the project progresses, further work will be undertaken on internal consultation to understand the implications on IT, customer services and communications team.

Democratic Services

Support from Democratic Services will be obtained at the relevant stages of the project.

Financial Services		
Financial comments provided in the Business Case		
Scott Anderson	Principal Finance Business Partner	

Health and Safety
The Council's Health & Safety Officer will be consulted on as part of the final design work.

Legal Services comments
<p>There are a number of legal considerations throughout this draft Business Case. Here is a summary of the main legal implications to be aware of at this stage:</p> <ol style="list-style-type: none">1. The Council will need to comply with any powers used to acquire the sites. No. 23 Burton Road was acquired using powers under the Housing Act 1957. This means that that part of the Burton Road site must be used for the provision of housing or associated infrastructure except where consent of the Secretary of State has been obtained, unless the land were appropriated by the Council for another purpose. Numbers 25-29 (odds) Burton Road were acquired under section 120 of the Local Government Act 1972 which does not restrict how the site is developed or disposed of provided the land is used for purposes of any of the Council's functions or the benefit, improvement or development of the area. The powers used to acquire the Station Road site are unknown and therefore there are no known restrictions which prohibit or dictate how that site is developed, whether for residential or commercial purposes.2. Funding Restrictions. Where funding has been utilised for a project (i.e. Homes England funding), the funds must be used for the purposes for which they were applied and in accordance with any conditions of the funding. In addition, any section 106

affordable housing funds for the provision of affordable housing must be used in accordance with the terms as set out in the particular Section 106 agreement pursuant to which the funds have been paid. This applies to funds already secured and expended on acquisition and site preparation costs and any future funding that may be secured towards the development costs of the proposals.

3. Disposal of the site.

No. 23 Burton Road was acquired using powers under the Housing Act 1957. This Act has now been repealed but the land is still held for housing purposes. Under section 32 of the Housing Act 1985 a local authority has the power to dispose of land and dwellings held for housing purposes. However Secretary of State consent is required unless the disposal is covered by one of the General Consents. The General Consent for the Disposal of Land held for the purposes of Part II of the Housing Act 1985 - 2013 provides a general consent for a local authority to dispose of land held for housing purposes where it is vacant land (paragraph A3.2). The land at Burton Road is 'vacant' land under this general consent as the dwelling-house on the land has been demolished.

The Council can dispose of its freehold interest in both sites pursuant to powers under section 123 of the Local government Act 1972. Under this power, it cannot dispose of the land for consideration less than the best that can be reasonably obtained in the market except with the express consent of the Secretary of State. The Government has recognised that there may be circumstances where a local authority considers it appropriate to dispose of land it owns at an undervalue. A general consent exists that permits a local authority to dispose of land at an undervalue without the need for specific consent from the Secretary of State where the authority considers the disposal will help it secure the promotion or improvement of the economic, social or environmental well-being of its area, provided the undervalue does not exceed £2 million pounds.

4. Subsidy Rules.

Development of the two sites by a RHP could constitute a subsidy if the Council were to transfer the land to the RHP at an undervalue and / or passed on Section 106 developer contributions to fund the development of the sites.

Any proposal would need to be assessed against the Subsidy Control Act 2022. We would firstly need to consider whether the proposal is a subsidy pursuant to section 2 of the Subsidy Control Act 2022 and determine whether the financial assistance:

- 1. Is given directly or indirectly from public resources;**

2. Confers an economic advantage on one or more enterprises;
3. Is specific insofar as it benefits one or more enterprises over one or more other enterprises;
4. Has or is it capable of having impact upon competition and investment within the UK, trade between the UK and a country or territory outside the UK or investment as between the UK and a country or territory outside the UK?

If the above questions are answered in the affirmative, the financial assistance will be a subsidy and further consideration would be needed as to whether one of the exemptions applies that would permit the financial assistance to be given. The minimum financial assistance exemption could be relied upon if the financial assistance to the RHP does not exceed £315,000 within the current and previous two financial years. This will depend on the value of the land and whether the RHP makes a capital receipt to the Council in exchange for the land and whether any Section 106 developer contributions are required to make the scheme viable. A subsidy will also be permitted if it complies with the even principles set out in the Subsidy Control Act 2022. Financial assistance for social housing may also be exempt if it falls within a Service of Particular Economic Interest (SPEI).

If any proposal by a RHP did constitute a subsidy, justification in accordance with the principles under the Act or compliance with a relevant exemption would need to be carefully considered and documented in accordance with the statutory Government Guidance ([Statutory Guidance for the United Kingdom Subsidy Control Regime \(publishing.service.gov.uk\)](https://www.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/100000/statutory-guidance-for-the-united-kingdom-subsidy-control-regime)) and BEIS guidance for public authorities ([Annex 2: Public authorities' assessment of how individual subsidies comply with UK-EU Trade and Cooperation Agreement principles - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/100000/annex-2-public-authorities-assessment-of-how-individual-subsidies-comply-with-uk-eu-trade-and-cooperation-agreement-principles)).

5. Procurement.

As the transfer of sites to a RHP for residential development of affordable housing would include a binding obligation on the RHP to develop the land in a particular manner, this would constitute a works contract for purposes of the Public Contracts Regulations 2015. Procurement of the RHP must therefore be undertaken in accordance with the Public Contracts Regulations 2015 and the Council's Contracts and Procurement Rules. Procurement by open tender or via a framework would be compliant. Legal Services should be engaged throughout the project and will provide advice throughout.

6. Purchase of properties for Temporary Accommodation.

The Council owes statutory duties to eligible individuals / households who are either homeless or threatened with homelessness under the Part VII of the

Housing Act 1996 which can include a requirement to provide temporary accommodation. The Council must therefore have means of accommodating these households.

The Council has a general power pursuant to section 120 of the Local Government Act 1972 to acquire land by agreement for the purposes of any of their functions or the benefit, improvement or development of the area. The Council can therefore acquire properties off the open market for use as temporary accommodation to fulfil its statutory functions.

Sara Pregon

Legal Services Manager

12. SENIOR LEADERSHIP TEAM APPROVAL

Approval / Rejection Options	Name	Role	Date
Programme definition approved			
Programme definition approved, pending minor changes			
Programme definition not approved, major changes required – must be re-submitted			
Comments:			
Business Case approved 14 th March 2023			
Please state what you are asking approval for			

Temporary Accommodation Review 2023

Contents

1. Introduction.....	3
2. Outcome of the work of the TA Options Appraisal 2021	4
Progress to Date.....	5
2.1 Purchasing Delivery Option - Outcome.....	5
2.2 Leasing Option - Current Position.....	5
Build Option - Current Position	5
2.3 Current Stock Position – How many units by type	6
2.4 Burton Road and Station Road Business Case and Recommendations	7
2.5 Review of Need – Current usage of TA	7
2.6 Temporary Accommodation Costs.....	8
2.7 Temporary Accommodation - Condition	9
3. Temporary Accommodation Review Scope.....	10
4. Preferred Option	10
5. Financial Observations	10
6. Conclusion.....	11
7. Recommendations.....	11
Appendices	12
Appendix A: Housing Benefit costings.....	12
Appendix B: Equality Impact Assessment	

1. Introduction

1.1 The Council has statutory duties under the Housing Act 1996 Part VII to assist people at risk of homelessness. The Homeless Reduction Act 2017 places a duty on the Council to offer Homeless Prevention for 56 days to eligible customers threatened with homelessness. Casework is carried out with each customer, however if homelessness cannot be prevented, and the applicants become homeless, the Council has a statutory duty to offer Temporary Accommodation (TA) during the Homeless Relief stage, which lasts a further 56 days. Temporary Accommodation continues to be provided unless the customer is housed during this period. If not, the Main Homelessness Duty is reached and TA continues until long-term accommodation can be found.

1.2 There is a significant shortage of affordable accommodation, both in the social and private sector, in the Borough, which means that there is a long wait for permanent accommodation. Many private sector landlords are selling. Of 98 applicants owed the prevention duty due to Section 21 notice being issued between January and December 2022, 55 of the 65 issued were due to the landlord selling their property. LHA rates are significantly lower than rents, meaning prevention and relief through achieving a letting in the private sector is more difficult, leaving the Council to rely largely on affordable lettings through the CBL (Choice Based Lettings) scheme, and this has implications for the length of stay in TA.

1.3 The Council has increased the numbers of TA units available following the recommendations of the Temporary Accommodation Options Appraisal approved by Cabinet in 2021. An additional 7 homes have been purchased, and 3 have been leased from Nottinghamshire County Council all located within the Borough.

1.4 However, homelessness presentations have increased, (there were 733 homeless approaches during 2021/22. So far in 2022/23, there have been **613** homeless individuals or families presenting to the Council. If this trend continues, it could result in over 830 approaches this financial year, a further increase of 100 homeless approaches). Despite the Council having 23 units of temporary accommodation, the Council is still relying on costly Bed and Breakfast (B&B) placements outside of the Gedling Council area.

1.5 Government housing guidance is that Housing Authorities who use B&B to accommodate families in emergencies should consider including a plan to reduce or eliminate its use. Housing authorities also must not use B&B to accommodate families with children or pregnant women except where there is no alternative available, and then for a maximum period not exceeding 6 weeks. The Council can be challenged by judicial review if this period is exceeded.

1.6 With limited facilities to store and cook food, continued use of B&B places additional financial burdens on homeless families as well as pose a risk to their health and well-being. B&B placements are also generally out of area, which could affect schooling and support arrangements. Therefore reducing the Council's reliance on B&B would afford a better service to customers.

1.7 There are other issues for the Council to consider, including the condition of the seven flats retained for use as TA after the Council housing stock transfer in 2008. All of the flats are above shops owned by the Council with poor access arrangements. No significant improvement works have been carried out at the properties since 2008. There are likely to be cost implications associated in ensuring the properties continue to be health and safety compliant and energy efficient. This report will provide an update on the progress with the recommendations of the TA Options Appraisal 2021. It will present the current homelessness trends, the issues relating to the standard of the flats and health and safety concerns. It will include an options appraisal and recommendations.

2. Outcome of the work of the TA Options Appraisal 2021

2.0.1 The TA Options Appraisal was carried out in 2021. A Corporate Officer group was established ("Temporary Accommodation Officer Working Group") in April 2019 with officers from Strategic Housing, Housing Needs, Finance and Legal Services. The group was tasked with reviewing the Council's provision of temporary accommodation and other matters linked to temporary accommodation. The TA group had two main streams of work:

- **Reducing time spent in temporary accommodation** – these are measures to improve the supply of, and access to, permanent accommodation and the prevention of homelessness thus reducing the need for temporary accommodation; and
- **Improving the provision of suitable temporary accommodation** – these are measures to improve the quality and the cost effectiveness of temporary accommodation.

2.0.2 The work of the group fed into the review and made recommendations to improve the service to customers by increasing the number of TA units available to the Council, and reduce costs as follows:

- **Purchase delivery option:** buying units as the most preferable option. It was proposed to purchase 8 units (mix of 2/3 bedroomed), at an average cost of £140,000 per property;
- **Build delivery option:** subject to a successful detailed business case and budget approval, delivery of 7 two bedroomed units on the Council owned land at Station Road and Burton Road; and

- **Lease delivery option:** To have access to 7 units whilst the ones on Station and Burton Road are being built, it was proposed to lease 7 properties (mix of 2/3 bedrooled) on a 2 year lease commencing from March 2021 (on average at £650/month).

Progress to Date

2.1 Purchasing Delivery Option - Outcome

2.1.1 Following Cabinet's approval in January 2021 to purchase TA accommodation, officers have been working to secure these properties within the Borough. Numerous viewings have been undertaken and as a consequence seven homes have been purchased on the open market. These purchases were undertaken during a period of inflated house prices and significant interest and demand for accommodation. Following the seven purchases the current budget balance remaining is around £120,000 of the initial £1,154,000 approved (units averaging £160,000 rather than assumed £140,000). The following properties were purchased:

- 2 Bed Terraced House St Albans Road, Arnold
- 2 Bed townhouse at Honingham Close, Arnold
- 3 Bed House Broom Walk, Carlton
- 1 Bed house at Shacklock Close, Arnold
- 3 Bed House Cinderhill Grove, Arnold
- 2 Bed House Aidan Gardens, Top Valley
- 2 Bed House Sherbrook Road, Arnold

2.2 Leasing Option - Current Position

2.2.1 The private sector leasing option proved to be challenging due to supply and demand across this sector. Officers approached various estate agents and private landlords but without any success. Therefore, the Council has entered into arrangements with Nottinghamshire County Council securing 3 leases within the Borough. The Council is currently exploring the viability of entering into further arrangements subject to approval both within and outside of the Borough. Three homes have been negotiated with Nottinghamshire County Council on 2 year leases. These run until 31 March 2024. These properties are all 3 bedroom bungalows and assist with TA for larger families and whilst they are not adapted, they do assist the Council to accommodate homeless households with disabled family members. As larger and adapted homes are at a premium in the Borough, the families living in this type of accommodation are likely to be housed for longer than other households.

2.2.2 There may be the option to re-negotiate these as rolling one-year leases but these leases cease in March 2024.

Build Option - Current Position

2.2.3 A recommendation to Cabinet on the Burton and Station Road was to build, however this option has not proceeded because of both market conditions and

internal capacity. This Review has been undertaken to assess whether the option of a build is still valid.

2.3 Current Stock Position – How many units by type

2.3.1 The TA units available to the Council as at December 2022 totals 23 units. As you can see, from Table 1 below, the majority are 2 and 3 bedroom homes. They are a mixture of flats the Council retained when the Council transferred the stock in 2008. It includes houses purchased following the TA Options Appraisal 2021, and flats and houses leased from other registered providers and bungalows leased from Nottinghamshire County Council. It should be noted that not all of the units have tenants at all times as some are still in the process of being prepared for use and some are void.

Address	Dwelling	Bedrooms	Provider
3a Beechwood	1 st Floor Flat	2	GBC
6a Beechwood	1 st Floor Flat	2	GBC
9 Aidan Gardens	House	2	GBC
18 Brook Ave	House	3	Derwent
20 Brook Ave	House	3	Derwent
10 Broom Walk	House	3	GBC
49 Church Lane	House	3	Jigsaw Homes Midlands
6 Cinderhill Grove	House	3	GBC
5 Honingham Close	House	2	GBC
2 Jacobs Court	Ground Floor Flat	2	Derwent
5 Jacobs Court	Ground Floor Flat	2	Derwent
141a Oxclose Lane	1 st Floor Flat	2	GBC
84 Redland Grove	House	3	Jigsaw Homes Midlands
7 Shacklock Close	House	1	GBC
35 St Albans Road	House	2	GBC
6a Wollaton Avenue	1 st Floor Flat	2	GBC
8a Wollaton Avenue	1 st Floor Flat	2	GBC
10a Wollaton Avenue	1 st Floor Flat	2	GBC
12a Wollaton Avenue	1 st Floor Flat	2	GBC
21 Sherbrook Road	House	2/3	GBC
Calverton Bungalow, Manor Park, Flatts Lane, Calverton	Bungalow	3	NCC
School Bungalow, Shelford Road, Gedling	Bungalow	3	NCC
School Bungalow, 43 Killisick Road, Arnold	Bungalow	3	NCC

Accommodation Key	1 Bed	2 Bed	3 Bed
-------------------	-------	-------	-------

2.4 Burton Road and Station Road Business Case and Recommendations

2.4.1 In March 2021, Cabinet approved the re-development of the Council owned Burton Road and Station Road sites for the provision of Council owned affordable housing and temporary accommodation.

2.4.2 The appraisal concluded that this option provided the Council with greater control of the sites in terms of their both design and construction and long-term management. The rejected option was to develop the sites in partnership with a Registered Provider (RP). Indicative development plans were drawn up for both sites with the potential to build up to 6 or 7 two bedroom flats at Burton Road and 10 or 11 two bedroom flats at Station Road.

2.4.3 Approval was given in October 2022 to review the business case, and new recommendations to develop the sites are being presented to Cabinet, in a separate report, including the residential development of affordable housing with a RP with a separate recommendation to purchase a further 7 units of TA on the open market.

2.4.4 The change in recommendation is due to a number of factors including changes to the current economic climate and capacity of the Council to manage and deliver a housing project. The recommendation to purchase units rather than build is because of a demonstrable increase in demand for TA units now, and the potential cost implications for the Council in continuing to fund B&B placements during the potential 2-year delay in building.

2.5 Review of Need – Current usage of TA

2.5.1 As at December 2022, there were 39 households in TA that included; 15 households in B&B, 5 in Hound Lodge, with the remaining 19 accommodated in properties either owned or leased by the Council.

2.5.2 It should be noted that currently the Council is able to make placements at Rushcliffe Borough Council's Hound Lodge Hostel subject to availability. There is no formal agreement nor guarantee of availability.

2.5.3 During 2019/20 the number of households placed in TA was 141, an increase of 37 households compared to 2018/19. During 2020/21, this increased further with 148 households placed in TA. There was a significant reduction in 2021/22 with 119 placements. However, this can be attributed to the Covid pandemic and legislation that prevented landlords evicting tenants from their private sector tenancies.

2.5.4 During the period April – December 2022 the Council accommodated 100 individuals / families in temporary accommodation, with a further 26 individuals / families already in properties at the start of the financial year. This is projected to increase to around 150 by the end of the financial year. Placements in the previous

year (2021/22) totalled 119, so it is evident that without further provision of temporary accommodation properties, high levels of spending on B&B will continue.

2.5.5 Table 2 below is a snapshot of numbers in TA at the end of each month, and demonstrates an increase in the need for TA accommodation, and that there is still a short fall in the TA available despite increasing the available number of Council owned and leased units.

Table 2 Snapshot of TA Placements

2021/ 2022	30 Sept	31st Oct	30th Nov	31st Dec	31st Jan	28th Feb	31st March	30th April	31st May	30th June	31st July	31st Aug	30th Sept	31st Oct	30th Nov	31st Dec
B&B	17	15	16	13	13	11	10	8	11	11	10	12	9	16	15	15
Hound Lodge	1	1	1	1	1	1	3	2	3	4	2	2	2	4	5	6
GBC owned/ Leased	9	10	11	12	12	14	13	16	13	16	17	18	18	18	19	18
Total	27	26	28	26	26	26	26	26	27	31	29	32	28	38	39	39

2.6 Temporary Accommodation Costs

2.6.1 Although there are costs associated with purchasing and maintaining Council owned TA, these are offset by a rental charge to each tenant. However, charges incurred through B&B are not offset. There are also the wider social and economic costs to the homeless individuals and families placed, as well as the potential for Judicial Review if families are placed in B&B for more than 6 weeks.

2.6.2 Table 3 below demonstrates the current weekly and annual rent charged for each TA property. The amount charged will depend on the property size and whether the property is charged at Social Rent or Local Housing Allowance Rates (the Benefit allowed for the size of property). Appendix A provides a full overview and explanation of costs and income for each property owned or leased as well as the costs of B&B.

Table 3 Income from TA

Address	Rent	Annual Rent	Owner	Size
2 Jacobs Court	£127.61	£6,635.72	Derwent	2 Bed flat
5 Jacobs Court	£127.61	£6,635.72	Derwent	2 Bed flat

18 Brook Ave	£135.17	£7,028.84	Derwent	3 bed house
20 Brook Ave	£135.17	£7,028.84	Derwent	3 bed house
7 Shacklock Close	£108.16	£5,624.32	GBC	1 Bed house
6A Wollaton Ave	£123.76	£6,435.52	GBC	2 Bed flat
8A Wollaton Ave	£123.76	£6,435.52	GBC	2 Bed flat
10A Wollaton Ave	£123.76	£6,435.52	GBC	2 Bed flat
12A Wollaton Ave	£123.76	£6,435.52	GBC	2 Bed flat
3A Beechwood Rd	£123.76	£6,435.52	GBC	2 Bed flat
6A Beechwood Rd	£123.76	£6,435.52	GBC	2 Bed flat
141A Oxclose Lane	£123.76	£6,435.52	GBC	2 Bed flat
5 Honingham Close	£126.58	£6,582.16	GBC	2 Bed house
35 St Albans Road	£126.58	£6,582.16	GBC	2 Bed house
9 Aidan Gardens	£126.58	£6,582.16	GBC	2 Bed house
21 Sherbrooke Road	£126.58	£6,582.16	GBC	2/3 Bedroom
10 Broom Walk	£143.84	£7,479.68	GBC	3 Bed house
6 Cinderhill Grove	£143.84	£7,479.68	GBC	3 Bed house
49 Church Lane	£114.23	£5,939.96	Gedling Homes	3 Bed house
84 Redland Grove	£114.23	£5,939.96	Gedling Homes	3 bed house
Frank Seely	£143.84	£7,479.68	NCC	3 Bed bungalow
Shelford Road	£143.84	£7,479.68	NCC	3 Bed bungalow
Killisick Road	£143.84	£7,479.68	NCC	3 Bed bungalow
Total	£2,954.02	£153,609.04		23 Units

2.7 Temporary Accommodation - Condition

2.7.1 The Council owned flats above shops at Beechwood Road, Oxclose Lane and Wollaton Avenue all require updating to ensure they remain fit for purpose.

2.7.2 No decent homes work was carried out on these properties when they were retained after the stock transfer in 2008.

2.7.3 There are likely to be major costs implications associated in ensuring the properties continue to be health and safety compliant and energy efficient.

2.7.4 To inform decisions as to whether to carry refurbish these premises, surveys will be undertaken with the option of disposal and re-investment. Both of these options will impact on available TA stock and will need to be phased.

3. Temporary Accommodation Review Scope

3.1 The scope of this review is to present the current position with regard to the available TA in the Borough and the potential options the Council could consider to reduce the number and cost of placements of homeless families in TA outside of the Borough.

3.2 Options Discounted

3.3 Two potential options have been discounted:

3.4 **Do Nothing Option** – this has been discounted as doing nothing would not deliver any benefits to the Council and the status quo would continue. Homeless people would still be placed in B&B outside of the area, at a huge cost to both the Council and the customer. The Council would continue to be at risk of Judicial Review for placing families with children in B&B for more than 6 weeks.

3.5 **Build new Council homes for use as TA option** – this option is discounted as this would result in further delay to provision of available TA within the Borough.

4. Preferred Option

4.1 The preferred approach includes:

- Continue with the NCC leases but with a rolling contract to give the Council flexibility if the need for the TA homes reduces.

The Council currently has three leases with NCC and this option will depend on the continued desire of the County Council to lease the homes to the Council and agreeing to a one year rolling lease:

And

- Purchase of 7 units of TA on the open market.

Purchase of the properties would require an upfront capital contribution at the outset, as well as legal fees and disbursements. There would be ongoing repair costs. However, the homes would be owned by the Council providing a rental income. This income would contribute to the cost of borrowing and maintenance liabilities.

Each home the Council purchased for use as TA could save B&B costs of up to £15,000 per year, as well as raise rental income. Appendix A provides a full breakdown of the rent the Council can charge by property type, and the potential savings on B&B costs.

5. Financial Observations:

5.1 Purchase - Based on market research, an average price of £160,000 per home is assumed. In each case, the suitability of the property for temporary accommodation will be assessed, and a valuation undertaken in line with the Council's Standing Orders for dealing with land. It may be that depending on size, some properties are over or under £160,000 average price. There may be flexibility in relation to each individual property depending on size and suitability but overall the 7 properties would remain within the approved budget envelope. Rent can be charged at LHA rate for homes, depending on how many bedrooms, a sample of which can be found on Table 3.

5.2 Leasing homes from Nottinghamshire County Council – each home costs the Council £600 per calendar month. The rent set for a 3 bed home is set at Local Housing Allowance rates which is £623.30.

5.3 Continuing to use Bed and Breakfast – Assuming an average nightly charge of £60, the cost of each room per month is £1825 (60x365 divided by 12). The Council can claim back £390 per room per month, leaving a cost to the Council of £1435 per month. With no indications that the level of homelessness in the Borough is likely to decrease, and limited options to prevent homelessness, this cost is likely to be sustained or increase.

6. Conclusion

6.1 It is clear based on the number of homes at the Councils disposal that the level of need for TA outstrips supply. Placing customers owed a TA duty in B&B outside of the Borough and for longer than the statutory guidance in the case of families places additional risks on the Council.

7. Recommendations

7.1 That the Council continues with and reviews the properties leased from Nottinghamshire County Council annually and that the Council purchases a minimum of 7 properties on the open market.

7.2 A review of the cost and long term suitability and sustainability of the Council owned flats above the shops is carried out.

Appendices

Appendix A: Housing Benefit costings

Source document

Circular HB S5/2017 (3rd revision)

Current B&B calculation

When using B&B accommodation the Housing Benefit (HB) subsidy is calculated using the LHA rate as at January 2011 as per the above circular. We can only claim one bedroom LHA rate for B&B and this amounts to a maximum of £98.08 per week.

In simple terms if we book a room in a privately owned Bed and Breakfast for £~~5060~~.00 a night for 7 days the weekly cost is £~~350420~~.00 per week. **IF** they claim HB we can claim back a maximum of £98.08 per week meaning a cost to the Housing Need's budget of £~~251321~~.92 per week for just one household. For non-benefit customers we would expect the customer to pay the £98.08 that they would receive if they were on Housing Benefit, again with the remaining cost being borne by the Housing Needs budget.

Leasing

For all homeless accommodation in England that is self-contained and leased to the LA for a period not exceeding 10 years we can claim the 90% of the appropriate LHA rate as set at January 2011. The calculation is 90% of the appropriate LHA rate and not the household size.

1 bed property:

For a 1-bedroom property the appropriate LHA rate in January 2011 was £98.08. Therefore, we can claim up to 100% subsidy on 90% of this figure, which amounts to £88.27 per week.

£88.27 per week calculates to £382.50 per month. If the core rent we need to pay a private landlord to lease their accommodation is more than £382.50 per month then this would again be a cost to the HN budget.

In simple terms if we lease a property for £468.69 per month, based on current LHA rates from April 2020 the Council would be losing £86.19 in HB shortfall per month. This only equates to £19.89 per week compared to £251.92 per week in B&B as in example 1 above. This is already a saving of £232.03 per week per household and this will provide them with a better quality property and self-catering facilities. Over a 52-week period, this property could potentially save the Council £12,065.56 per annum on existing B&B expenditure.

2 bed property:

For a 2-bedroom property, assuming the family need the 2 bedrooms the appropriate LHA rate in January 2011 was £114.23 per week. Therefore, we can claim up to 100% subsidy on 90% of this figure, which amounts to £102.81 per week.

£102.81 per week calculates to £445.51 per month. If the core rent we need to pay a private landlord to lease their accommodation is more than £445.51 per month then this would again be a cost to the HN budget.

In simple terms if we lease a property for £548.51 per month, based on current LHA rates from April 2020 the Council would be losing £103.00 in HB shortfall per month. This only equates to £23.77 per week compared to £251.92 per week in B&B as in example 1 above. This is already a saving of £228.15 per household per week and this will provide them with a better quality property and self-catering facilities. Over a 52-week period, this property could potentially save the Council £11,863.80 per annum on existing B&B expenditure.

3 bed property:

For a 3-bedroom property, assuming the family need the 3 bedrooms the appropriate LHA rate in January 2011 was £126.92 per week. Therefore, we can claim up to 100% subsidy on 90% of this figure, which amounts to £114.23 per week.

£114.23 per week calculates to £495.00 per month. If the core rent we need to pay a private landlord to lease their accommodation is more than £495.00 per month then this would again be a cost to the HN budget.

In simple terms if we lease a property for £623.31 per month, based on current LHA rates from April 2020, the Council be losing £128.31 per month in HB shortfall. This only equates to £29.61 per week compared to £391.92 per week in B&B as in example 1 above. This is already a saving of £362.31 per household per week and this will provide them will a better quality property and self-catering facilities. Over a 52-week period, this property could potentially save the Council £18,840.12 per annum on existing B&B expenditure.

LA Owned

Self-contained homelessness accommodation, which the authority has a right to use under an agreement other than a lease with a third party, attract 90% of the appropriate LHA rate as set at January 2011.

Current Temporary Accommodation

Below is a list of the current TA we use and the weekly rents associated with them. It also shows the potential amount of rent we can generate annually.

Address	Rent	Weeks	Calculation	Owned
2 Jacobs Court	£127.61	52	£6,635.72	Derwent
5 Jacobs Court	£127.61	52	£6,635.72	Derwent
18 Brook Ave	£135.17	52	£7,028.84	Derwent
20 Brook Ave	£135.17	52	£7,028.84	Derwent
6A Wollaton Ave	£123.76	52	£6,435.52	GBC
8A Wollaton Ave	£123.76	52	£6,435.52	GBC
10A Wollaton Ave	£123.76	52	£6,435.52	GBC
12A Wollaton Ave	£123.76	52	£6,435.52	GBC
3A Beechwood Rd	£123.76	52	£6,435.52	GBC
6a Beechwood Rd	£123.76	52	£6,435.52	GBC
141A Oxclose Lane	£123.76	52	£6,435.52	GBC
49 Church Lane	£114.23	52	£5,939.96	Gedling Homes
84 Redland Grove	£114.23	52	£5,939.96	Gedling Homes
Total			£84,257.68	

Temporary Accommodation Options Appraisal

January 2021

Contents

1.0	Introduction.....	4
	Current position	4
	Temporary accommodation officer working group.....	4
	Reducing the Time Spent in Temporary Accommodation.....	5
	Improving the Provision of Suitable Temporary Accommodation	6
	Summary	6
2.0	Local Position	8
	Current supply of temporary accommodation	8
	Current usage of all temporary accommodation	9
3.0	Options Appraisal Scope.....	17
	Overall Objective	17
	Parameters	17
	Delivery options scope.....	17
4.0	Delivery Options Review	19
	Delivery option 1: Purchase a property on the open market.....	19
	Delivery option 2: Build our own units.....	20
	Delivery option 3: lease a property from a private owner/landlord	20
5.0	Financial Observations	22
	Purchase	22
	Lease.....	22
	Financial Analysis	23
	Bed and Breakfast.....	23
	Financial Summary	24
	Risks.....	24
	Conclusion.....	25
6.0	Recommended Approach.....	27
	Summary of findings	27
	Conclusion.....	27
	Appendix A: Size of households in the various types of temporary accommodation	29
	Appendix B: Housing Benefit costings.....	32
	Appendix C: House Sales Values	35
	Market research (August 2020)	35

Market research (November 2020)	37
Appendix D: House Rental Values	40
Market research (August 2020)	40
Market research (November 2020)	41

1.0 Introduction

Current position

- 1.1 Homeless figures and use of temporary accommodation continue to rise nationally and locally. The Council has statutory duties to assist and, in specified circumstances, accommodate eligible individuals / households who are homeless or threatened with homelessness under Part VII of the Housing Act 1996. This includes a duty to provide interim accommodation whilst the Council is making enquiries as to whether a full housing duty is owed. In other words, the Council must find them temporary accommodation. Wherever the Council accommodates an applicant, it must ensure that the accommodation secured is suitable for the applicant and their household
- 1.2 Presently the Council meets this duty through access it has to various properties that it owns or leases which are used as temporary accommodation. Where these properties are fully occupied, the Council also utilises private accommodation that is available on a nightly basis, primarily Bed and Breakfast accommodation (B&B), which are often located outside of the Borough. This use of this type of accommodation has been increasing year on year since 2016/17, and creates two main concerns:
- **Health and well-being implications** – the facilities at a B&B mean that cooking healthy meals in the accommodation is not possible and therefore adds to the costs of living of the individual / household. Living in emergency accommodation can also affect mental health and well-being.
 - **Significant cost implications** - the total spend on B&B accommodation has risen significantly over the last few years with only £32k being spend in 2016/17, rising to £96k in 2018/19 and a spend of £278k in 2019/20.

Temporary accommodation officer working group

- 1.3 A corporate officer group was established (“Temporary Accommodation Officer Working Group”) in April 2019 with officers from Strategic Housing, Housing Needs, Finance and Legal teams to review the Council’s provision of temporary accommodation and other matters linked to temporary accommodation. The TA group currently has two main streams of work:
- **Reducing time spent in temporary accommodation** – these are measures to improve the supply of, and access to, permanent accommodation and the prevention of homelessness thus reducing the need for temporary accommodation; and
 - **Improving the provision of suitable temporary accommodation** – these are measures to improve the quality and the cost effectiveness of temporary accommodation.

Reducing the Time Spent in Temporary Accommodation

Improve the supply of permanent accommodation

- 1.4 One of the main factors that impacts on the need to use temporary accommodation, is the amount of affordable properties available for people to move into. As part of the planning process and with the delivery of key housing sites, an increase in the amount of affordable housing being provided as part of the private developments (secured through planning obligations given by the owner to the Council) is expected. This could have a significant impact on the Council's housing waiting list and should help to reduce the need for temporary accommodation. More information is provided within this report.

Improve access to permanent accommodation

- 1.5 Following legislative changes, the Council's Housing Allocation Policy has been reviewed and revisions to the policy have been consulted on two occasions. The proposed changes are designed to ensure that people at risk of homelessness are given additional priority on the Council's waiting list. This should help to reduce the need for temporary accommodation, as a secure tenancy in permanent accommodation will be found more quickly.

Homelessness Prevention

- 1.6 One of the main streams of work is to prevent the threat of homelessness and the number of people presenting as homeless. This includes various initiatives:
- **Call Before You Serve** – this is a specialist support service for private landlords who are considering evicting a tenant, seeking possession or needing advice on tenancy support. This initiative is designed to provide independent advice and support to the landlord with the objective of preventing evictions.
 - **Advertising the housing needs service** – this is focused on ensuring local residents are aware of the help that the Council can provide, if they are at risk of being evicted or made homeless. Early intervention enables the best outcomes and is viewed as good practice by MHCLG.
 - **Youth/school engagement** - Broxtowe Youth Homeless have been commissioned to undertake a series of sessions with schools to help educate children about their housing options.
 - **Citizens Advice Bureau in GP surgeries** – trial for the CAB to be located in one doctor's surgery and provide housing and debt advice to people who are also visiting the doctor with health problems.
 - **Housing prevention officers** – the Council employs two housing prevention officers. Their role is to work with people to prevent them from becoming homeless, by offering advice and guidance. This can also mean working with the landlords or family members.

Improving the Provision of Suitable Temporary Accommodation

- 1.7 Officers have been seeking improvements to the quality and quantity of temporary accommodation available to the Council. This includes a variety of projects:
- **Securing additional properties for temporary accommodation** – this options appraisal is being prepared to consider the provision of additional properties as an alternative to B&B and nightly accommodation – for example by purchase, leasing or the development of new units by the Council.
 - **Securing external funding to increase provision** – Various funding applications have been submitted to the MHCLG/Homes England linked to this stream of work. The latest is the bid to the Next Steps Accommodation Funding Programme fund (more details are provided below).
 - **Improvements to provision through Covid19** – under the Government’s “Everyone In” initiative and the need to ensure people in temporary accommodation could isolate, Officers have been sourcing appropriate self-contained accommodation and moved people swiftly.
 - **Development of a procurement framework** for B&B accommodation and nightly accommodation – this will ensure that any accommodation we use meets a certain standard and that the value for money is secured through a tendering process. This is currently being prepared.
 - **Severe Weather Emergency Protocol (SWEP)** – this provision is for rough sleepers or people at risk of being homeless to provide them with a place to stay in adverse weather conditions, and linking them with support services to address their housing situation.

Summary

- 1.8 Overall, the only way to reduce the need for temporary accommodation is for households to be able to access permanent affordable accommodation and to become more effective at preventing homelessness in the first place. However, the Council has a statutory duty to provide temporary accommodation to eligible individuals and their households. Furthermore, based on the current usage, it is essential to identify options to reduce the use of B&B accommodation to ensure individuals/households are placed in accommodation suitable for them and to reduce the costs incurred by the Council. There is a need to therefore identify options to reduce and improve the quality of other temporary accommodation in both the short and medium to long term.
- 1.9 This options appraisal will seek to establish the existing usage of all forms of temporary accommodation and a preferred method of meeting the current and future projected need for temporary accommodation, with the overarching objectives of reducing the use of B&B accommodation, improving the quality of the accommodation on offer, complying with the Government’s Homelessness code of guidance for authorities (“Homelessness Code”) and reducing the cost of temporary accommodation to the Council.

1.10 This Option Appraisal is specifically looking at improving the provision of suitable temporary accommodation and reducing the use of B&B and other nightly paid accommodation.

2.0 Local Position

Current supply of temporary accommodation

- 2.1 In order to meet its statutory duties to provide accommodation for eligible homeless individuals/households, Gedling Borough Council currently have access to various properties in the borough which are used as temporary accommodation. As the Council transferred its housing stock to a registered provider of social housing in 2008, it is not able to utilise and access a supply of Council-owned housing stock with which to flexibly support the changing demands for temporary accommodation.
- 2.2 The Council therefore relies on a mixture of Council-owned properties and leased properties. The Council currently has use of 7 two bedroom Council owned flats and leases a further 4 three bedroom houses. The Council also leases 2 two bedroom flats from a registered social landlord, making a total of 13 properties owned or controlled by the Council available for use as temporary accommodation (see table below).

Table 1: Breakdown of types of temporary accommodation

Address	Owned by?	Type of property	Agreement
2 Jacobs Court	Derwent Housing	2 bed ground floor flat	Long lease (99 year lease with an annual review)
5 Jacobs Court, Arnold	Derwent Housing	2 bed ground floor flat	
18 Brook Avenue, Arnold	Derwent Housing	3 bed house	
20 Brook Avenue, Arnold	Derwent Housing	3 bed house	
6A Wollaton Avenue, Gedling	GBC	2 bed first floor flat	GBC owned
8A Wollaton Avenue, Gedling	GBC	2 bed first floor flat	GBC owned
10A Wollaton Avenue, Gedling	GBC	2 bed first floor flat	GBC owned
12A Wollaton Avenue, Gedling	GBC	2 bed first floor flat	GBC owned
3A Beechwood Road, Arnold	GBC	2 bed first floor flat	GBC owned
6a Beechwood Road, Arnold	GBC	2 bed first floor flat	GBC owned
141A Oxclose Lane, Arnold	GBC	2 bed first floor flat	GBC owned
49 Church Lane, Arnold	Jigsaw Homes	3 bed house	2 year lease (ending March 2023)
84 Redland Grove, Carlton	Jigsaw Homes	3 bed house	

- 2.3 It should be noted that the Council-owned accommodation will require further investment to bring the properties up to standard in the short to medium term.
- 2.4 Where these properties are fully occupied, the Council utilises accommodation that is available on a nightly basis, primarily B&B, but also other nightly paid for accommodation such as hotels or serviced apartments. The Council can also refer cases to a neighbouring authority who run a hostel (Hound Lodge), which is located outside of the Borough.
- 2.5 The Council currently sources three additional properties from the Housing Network is a company specialising in providing accommodation to local authorities. These charged at a nightly rate which makes these properties nearly as expensive as B&B accommodation, but they do provide better facilities and self-contained

accommodation. As such this is not a permanent solution and is being reviewed as part of this process. Details of these properties are shown in the table below.

Table 2: Breakdown of types of temporary accommodation

Address	Owned by?	Type of property	Agreement
25 Kingswell Avenue, Arnold	Housing Network	2 bed house	Nightly charged
27 Kingswell Avenue, Arnold	Housing Network	2 bed house	Nightly charged
110 Southdale Road, Carlton ¹	Housing Network	4 bed house	Nightly charged

2.6 In summary, the properties the Council currently uses for temporary accommodation is varied and includes:

- **Council leased/owned properties** – provide suitable accommodation with all the main facilities and is reasonable in cost to the Council
- **Hound Lodge** – this hostel is outside of the Borough but provides free accommodation (to the user and no ongoing cost to the Council) at short notice for individuals with the basic facilities
- **B&B accommodation** – provides accommodation at short notice for individuals with the basic facilities, such accommodation is expensive to the Council
- **Nightly paid for accommodation currently via The Housing Network** – provide suitable accommodation with all the main facilities but is relatively expensive for the Council
- **Serviced Apartments** – provide suitable accommodation with all the main facilities but can be expensive for the Council
- **Night shelter** - provides accommodation (which the Council have received funding for) at short notice for individuals with the basic facilities during the winter months

Current usage of all temporary accommodation

2.7 During 2019/20 the number of households accepted as homeless and placed in temporary accommodation by the Council was 141, an increase of 37 households compared to 2018/19. Between the 1st April and 31st December 2020, we have already placed 124 households in temporary accommodation. It is therefore projected that the total number of households requiring temporary accommodation in 2020/21 will again increase from the previous year figure of 141.

2.8 The average length of stay of in all forms of temporary accommodation during 2019/20 was 117 days (16.7 weeks), an increase of 34 days (4.9 weeks) from the previous year. Of the 141 cases eligible for temporary accommodation, 118 of these households were placed in nightly accommodation, including B&B, whilst either alternative more suitable temporary accommodation was secured or permanent accommodation was found. In total, these 118 households were placed in B&B style accommodation at a net cost of £220,000. Data from the Housing Needs Team

¹ This property has not been in use since July 2020..

(December 2020) shows that the average length of stay² in just B&B and nightly accommodation (not including the temporary accommodation owned or leased by the Council) was 65.5 days (8 weeks).

2.9 Table 2 shows the number and type of temporary accommodation placements Gedling has made since April 2019 (data taken at the end of every month, as a snap shot).

Table 3: Usage of all temporary accommodation³ by type per month (April 2019 – December 2020)

	Apr-19	May-19	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	July 20	Aug 20	Sept 20	Oct 20	Nov 20	Dec 20	Average
Council owned properties	6	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	7	6	7
Council leased properties	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	6	5	6
Hound Lodge (hostel)	5	4	4	6	5	4	5	5	4	6	6	0	0	0	2	1	1	0	0	0	0	3
B&B	7	8	5	11	17	15	14	12	8	9	14	9	15	20	17	21	24	22	22	22	17	15
Housing Network (nightly)	-	-	3	3	3	3	3	3	4	3	2	2	2	1	3	1	1	1	2	2	2	2
Serviced Apartment (nightly)	-	-	-	-	-	-	1	1	1	1	1	11	2	-	-	-	-	-	-	-	-	1
Night shelter (SWEP)	-	-	-	-	-	-	-	-	1	2	2	0	-	-	-	-	-	-	-	-	-	0
Total	24	25	25	33	38	35	36	34	31	34	38	35	32	34	35	36	39	36	37	37	30	34

2.10 As shown above, the number of temporary accommodation placements are relatively static with an average of 34 over the last 21 months. Furthermore, there was a shift away from the hostel at Hound Lodge and the night shelter into other types of temporary accommodation during the first Covid19 lock down period – March to May 2020, to ensure that social distancing and self-isolation could occur. The use of serviced apartments in March 2020 is specifically down to the Government's

² As per the performance indicator target: "the average length of time spent in temporary accommodation (in weeks)"

³ This includes the properties owned and leased by the Council, as well as B&B accommodation and nightly paid accommodation.

“Everyone In” Initiative (linked to Covid 19 restrictions) and therefore is a one-off, unexpected use of nightly accommodation, which is not expected to be used again.

- 2.11 Table 3 shows that on average of about 12 households are placed in B&B and 3 in nightly paid accommodation through the Housing Network. On this basis, the Council will need to source or provide a further 15 properties for use as temporary accommodation to reduce the need for B&B and nightly paid accommodation. This is on the basis that the use of hostels, B&B and serviced apartments could be used in the future as last resort where there is spike in need, i.e. because of Covid or other emergency that cannot be planned for, and the type of accommodation will be sourced depending on what is suitable in the circumstances.

Temporary accommodation costs

- 2.12 B&B and nightly accommodation is used when the Council does not have an available temporary accommodation property that it either leases or owns. The net cost of which is projected to be over £200,000 again this financial year which has been exacerbated due to the additional demands arising from Covid19. This included the requirement for self-contained accommodation and the requirement to house rough sleepers/people at threat of being homeless under the “Everyone In” initiative (see table below), which meant self-contained accommodation was required.

Table 4: Use of B&B/Nightly accommodation since 2013/14

Financial year	Number of TA cases	Number of days in TA	Net Expenditure		Total Amount spent on Nightly accommodation
			Bed & Breakfast £	Other Nightly Accommodation £	
2013/14	34	1560	12,400	0.00	12,400
2014/15	41	1683	25,300	0.00	25,300
2015/16	55	2142	30,900	0.00	30,900
2016/17	50	2478	24,000	0.00	24,000
2017/18	64	3668	60,500	0.00	60,500
2018/19	98	2585	74,100	0.00	74,100
2019/20	123	6770	185,000	35,100	220,100
2020/21 (as of 31/12/20)	98	5876	182,800	21,300	204,100
2020/21 forecast	-	-	250,700	27,900	278,600

- 2.13 The table above shows the changes since 2013/14. Of note is the increased number of TA cases and the very significant numbers of days spent in temporary

accommodation since 2018 which in turn has led to the steep increasing costs of B&B accommodation.

Size of households in temporary accommodation

Council owned/leased properties

2.14 Further analysis has been done on the size of the group being placed in temporary accommodation owned or leased by the Council (as detailed in table 1). The average household numbers are shown below and the detailed (month by month) breakdown are shown in Appendix A.

Table 5: Size of households in Council owned/leased accommodation (April 2019 – December 2020)

Size of households	Average number of households
1 or 2 adult(s)	0
1 or 2 adult(s)/1 Child	2
1 or 2 adult(s)/2 children	4
1 or 2 adult(s)/3 children	4
1 or 2 adult(s)/4 children	1
1 or 2 adult(s)/ 5 children	1
1 or 2 adult(s)/ 6 children	0
1 or 2 adult(s)/ 7 children	1
Total	13

2.15 The table above shows of the 13 temporary accommodation properties the Council leases or owns, the majority of them are being used for households with a single adult or couple with 2 or 3 children.

B&B/nightly paid for accommodation

2.16 The table below shows the average size of households in B&B/nightly paid for accommodation (only including the Housing Network properties) in the period between April 2019 and pre-Covid19 (March 2020) and then also between April 2019 and December 2020. The average household numbers are shown below and the detailed (month by month) breakdown are shown in Appendix A.

Table 6: Size of households in B&B and the Housing Network nightly accommodation (since April 2019)

Size of households	Average number of households	
	Pre Covid19 (April 2019 – March 2020)	April 2019 – December 2020
1 or 2 Adult(s)	6	7
1 or 2 Adult(s)/1 Child	6	6
1 or 2 Adult(s) / 2 Children	2	2
1 or 2 Adult(s) / 3 children	2	2
1 or 2 Adult(s)/4 children	0	0
1 or 2 Adult(s)/ 5 children	0	0
Total	15	17

- 2.17 The table above shows that on average there are 15 households in B&B/nightly accommodation (Housing Network properties) since April 2019 until Covid19 restrictions started (March 2020) and that this rose to 17 households after this period (up to December 2020). Of these households, the majority are the smaller ones – either single applicants or couples or those with 1 or 2 children. There was a clear spike in the figures of singles/couples being housed after Covid19 restrictions were in place in April 2020 (see highlighted cells in Appendix A). Local knowledge suggests that this is due to the Covid19 restrictions and housing at least 5 single/couples pursuant to the Government’s “Everyone In” policy announced in March 2020.
- 2.18 Overall, table 5 and 6 shows that the largest households we provide temporary accommodation tend to be accommodated in our own/leased properties (as these tend to be 2 or 3 bedroomed properties) whilst leaving B&B/nightly paid accommodation of the smaller households.
- 2.19 Table 6 below shows the assumed size of property required for the different size placements in the B&B/nightly paid for accommodation (Housing Network properties) since April 2019 and pre-Covid19 restrictions (March 2020). The overall average since April 2019 has also been included for reference.

Table 7: Assumed size properties required to meet size of recent placements in B&B and nightly accommodation

	Total in B&B/nightly accommodation	1 or 2 Adult(s)	1 or 2 Adult(s)/1 Child	1 or 2 Adult(s)/2 Children	1 or 2 Adult(s)/3 children
Assumed property size required		1 bed	2 bed	2/3 bed	3 bed
Number required based on placements pre Covid19	15	5.5	6	2	1.5
Number required based on placements since April 2019	17	6.5	6	2	1.5

2.20 The table above demonstrates that there is current proven need for 2 and 3 bedroomed properties (weighted more towards 2 bedrooms) to help meet the recent demand for B&B and nightly paid accommodation.

Future need for temporary accommodation

2.21 There are many factors that impact on the need to use temporary accommodation and how long it is required for. One of the main factors is the amount of affordable properties available. The table below shows the expected numbers and locations for additional affordable properties to be built within the Borough.

Table 8: Future supply of affordable housing within the Borough (as of December 2020)

Site	Number of affordable units ⁴	Planning Status	Expected delivery ⁵
Teal Close, Netherfield	13 (9 rent and 4 s/o)	Outline planning permission (2013/0546). Reserved matters approved (2019/0152) for the second phase. Reserved matters application 2019/0560 for the final phase being determined	On site. First affordable units due September. Entire scheme due to be delivered in phases to 2028
Vale Road, Colwick	44 (21 rent and 23 s/o)	Full planning permission (2016/0347) secured	On site – units to be delivered by 2021/22
Chase Farm	105 units split in 3 phases (15 already provided).	Planning application approved.	Phase 1 completed and phase 2 currently under construction.
Lendrum Court	34 sheltered units	Full planning permission approved (2019/0876)	Start 2021 and practical completion by January 2022
Millbeck House, Arnold	Zero	Full planning application (2020/0009) being determined	N/A
West of Mapperley Plains, Mapperley	49 (33 rent and 16 s/o)	Full planning application 2019/0213 secured subject to the signing of the s106	Start 2021/22 and completed by 2023/24
Dark Lane, Calverton	11 (8 rent and 3 s/o)	Full planning application secured (2019/0213)	Start 2021/22 and completed by 2023/24

⁴ Split into social rent, shared ownership (s/o) or sheltered units.

⁵ Taken from the Five year Supply document

Linden Grove, Gedling	24 (17 rent and 7 s/o)	Planning application (2019/1186) approved subject to the s106	Start 2021/22 and completed by 2024/5
Park Road, Calverton	70 (49 rent and 21 s/o)	Outline permission secured (2018/0607). Reserved matters application (2020/0020) pending consideration	Start 2021/22 and completed by 2028/9
Earl of Chesterfield, Carlton Hill	23 sheltered units	This has a resolution to grant permission subject to signing of the s106	Dependent on planning decision but expected within 24 months of decision being made
Flatts Lane, Calverton	16 (11 rent and 5 s/o)	Reserved matters approval (2020/0822)	Start 2021/22 and completed by 2023/24
Rolleston Drive	Est. 131 (65 rent and 66 s/o)	Jigsaw offer accepted. Planning application submitted (2020/1054)	No units expected until 2022.
Top Wighay, Linby	241 (169 rent and 72 s/o)	Outline application (2020/0050) being determined	Start 2021/22 and completed by 2028

2.22 From the table above we are therefore expecting a significant amount of social housing being provided as part of the private developments (secured through mainly through planning obligations). This could have a significant impact on the Council's waiting list and may help to reduce the need for temporary accommodation. However, many of these developments have yet to start or have agreed their s106 contributions (and viability of the scheme has the potential to significantly reduce the amount of affordable homes provided).

2.23 In summary, there are:

- 160 social units and 34 sheltered units have full planning permission and are either on site or will be on site this financial year. The first of these units are due this financial year (at Teal Close) and then the 44 units at Vale Road are due to be completed in the next financial year with the others coming forward on a phased basis before 2028
- Another 84 social units with a resolution to grant planning permission, subject to the s106 agreement being signed, due to be completed by 204/25
- Planning applications for 86 social units and 23 sheltered units currently being determined
- A further 372 social units could come forward from allocated housing sites in the future if they progress through the planning process and are delivered as expected.
- Whilst there was a pre-existing requirement for affordable housing on the Chase Farm site, which is being delivered against. Jigsaw Homes have recently purchased an additional 8 x 2 bed roomed flats at Chase Farm (bought on the open market and is over and above the affordable housing requirement through the planning application), and is a considerable windfall for the Council.

2.24 There are other reasons for the increased demand for temporary accommodation, especially in light of Covid19. These include an increase in domestic violence cases

where one party is fleeing and requires emergency housing (nationally there has been a 50% increase in these cases), early release of prisoners (a government initiated response, though relatively low numbers presenting to the Council) and increase in private sector evictions (potential to increase when the courts re-open and the embargo on evictions is ended, this has been extended again until the end of March 2021, but post that date a significant increase in private sector evictions is anticipated). These could all cause an increase in demand for temporary accommodation, but to what extent is unknown at this time.

- 2.25 With this in mind, the current demand for temporary accommodation is a reasonable basis to project future demand over the next few years (but is subject to change if the planned affordable units are built through the planning system, but may also increase with further implications from Covid19).

3.0 Options Appraisal Scope

Overall Objective

- 3.1 The objective for this option appraisal is to identify and evaluate a variety of alternative accommodation options to significantly reduce the usage (and therefore cost to the Council) of B&B and nightly paid accommodation as temporary accommodation to improve the quality of accommodation provided and to adhere to Government guidance.

Parameters

- 3.2 For the purposes of this options appraisal, set parameters have been used to assist with comparing the various delivery options (detailed in para 4.3 below). It was agreed to use specific properties within the urban conurbation of Gedling as set parameters, for the following reasons:

- as there is known strong demand for these units for temporary accommodation within this area;
- semi-detached properties will be better value for money than detached properties;
- focusing on 2 and 3 bedroomed properties as this is the demand shown by current usage of B&B/nightly paid accommodation;
- GBC is particularly keen to reduce usage of B&B by families;
- to ensure compliance with statutory provisions and guidance; and
- assume that housing benefit can be reclaimed (see Appendix B).

Delivery options scope

- 3.3 There were a number of delivery options discounted for this appraisal, as they did not meet the objective of reducing the use of B&B accommodation, whilst also reducing the cost and improving the quality of temporary accommodation. The options discounted, include:

- **Serviced apartments** – although these provide the majority of the facilities required, in normal market conditions, these are too costly to be considered; also none could be identified any within the borough so use would mean accommodating eligible individuals/households outside of the borough;
- **Formalise the relationship with the Housing Provider** - this has been used as a short term measure and could be considered as a way of alleviating some more of the pressure on B&B usage going forward. Dependent on the offer from the provider, the Council may need to run a procurement exercise before entering into a formal contract for the provision of properties for temporary accommodation;
- **Taking an equity stake in temporary accommodation dwellings** - potential to purchase an equity stake from a housing provider in properties for use as temporary accommodation. This will enable more stock in the private sector to be purchased by housing providers to be used as temporary accommodation. However, this option is currently not available due to the lack of appetite from housing providers. This may an option in the long term and will be considered if appropriate; and

- **Lease further properties from social landlords** – this would mean taking over responsibility for a property from a social landlord for a specified period of time. The Council currently utilises this approach for properties at Jacobs Court and Brook Avenue (Derwent Housing) and Church Lane and Redland Grove (Jigsaw Homes, formerly Gedling Homes). However, due to a significant lack of affordable properties available in the Borough, this option has been discounted at this stage, as it depletes the number of affordable homes able to redress housing need on a permanent basis.
- **Use a third party to lease properties** - this means agreeing to terms for a period of time, but dependent on the offer, could include management and maintenance of the properties. However, there is a variety of options available from various sources although many often require signing up for long periods of time (5-10 years leases) with unclear terms and conditions. For this reason, this option is currently discounted.

3.4 Therefore, the delivery options that are being considered in detail as part of this options appraisal include:

1. **Purchase of properties on the open market/auction** - taking ownership of a property for sale on the open market or at auction;
2. **Build our own units** – use Council owned land to build properties for use as temporary accommodation; and
3. **Lease of properties from private owners/landlords** – this means agreeing to terms and taking responsibility for the property (including the ongoing maintenance) for a specified period of time.

4.0 Delivery Options Review

Delivery option 1: Purchase a property on the open market

- 4.1 A potential option is to buy dwellings on the open market or at auction. An assessment of property prices for 1, 2 and 3 bedroom houses in the urban conurbation was undertaken through the Rightmove website in August and then was repeated in November to identify the available properties. The results are included in Appendix C and are summarised below:

Table 9: House price data

	Range of house prices		
	Flat	Terraced	Semi-detached
1 bed	Aug: £70-85k Nov: £100-120k	Aug: N/A Nov: £120k	Aug: N/A Nov: N/A
2 bed	Aug: £90k Nov: £85-120k	Aug: £115-140k Nov: £125-140k	Aug: £145-150k Nov: £150k
3 bed	Aug: N/A Nov: N/A	Aug: £115-140k Nov: £110-140k	Aug: £145k Nov: £125-135k

- 4.2 Purchase of properties would require an upfront capital contribution at the outset; along with the costs associated with a purchase such as legal fees and disbursements and any costs to bring the property up to standards. Purchase would also mean that the Council would be responsible for any repairs required to the property over time and any falls in value. Equally the Council would benefit from any growth in the housing market should it chose to dispose of the asset in the future.

Positive aspects

- 4.3 A significant positive aspect of this approach would be that the Council gains a capital asset which can be used at temporary accommodation to reduce the usage of B&B accommodation and would still retain a value if it was no longer required for temporary accommodation. Each property would be assessed and chosen to ensure it is of a good standard and provides suitable accommodation at a reduced cost than B&B usage. This approach also means that the supply of social housing in the borough is not reduced.

Negative aspects

- 4.4 As stated above, there is a significant initial capital requirement. Additionally, there are ongoing maintenance costs with the property, including all the structural repairs, general ongoing maintenance required and compliance with statutory requirements, such as gas and electric safety checks which are required for each new letting.

Delivery option 2: Build our own units

Land owned by the Council could be used to build properties for use as temporary accommodation. There are two specific sites that have been identified at Burton Road and Station Road Carlton which could deliver around 17 dwellings (10 on Station Road site and 7 on Burton Road site). Options are being considered for these sites to deliver affordable housing with some units retained by the Council for use as temporary accommodation (subject to budget approval and a detailed business case for the scheme being approved).

Positive aspects

- 4.5 A significant positive aspect of this approach would be that the Council gains a capital asset which can be used to reduce the usage of B&B accommodation and would still retain a value if it was no longer required for temporary accommodation. The properties would be designed and built to ensure it is of a good standard and provide suitable accommodation at a reduced cost than B&B usage. This approach could also provide a means that if increasing the supply of social/affordable housing in the borough if a proposal to deliver both temporary accommodation and social/affordable rented units on both sites were approved. The Council also holds grant funding and commuted sums from financial contributions made towards the provision of affordable housing through planning obligations which could be used towards the financing of the overall scheme (but could not be used to fund any temporary accommodation units).

Negative aspects

- 4.6 As stated above, there is a significant initial capital requirement, which would need a business case to justify the expenditure. Additionally, there are ongoing maintenance costs with the property, including all the structural repairs and statutory requirements.

Delivery option 3: lease a property from a private owner/landlord

- 4.7 A third option is to lease properties from private owners/landlords. This is likely to mean agreeing terms with a landlord to take control of the property for a medium to long term (likely 1-5 years) in return for a set payment of rent. The Council is likely to be responsible for all internal repairs and general maintenance but would have the opportunity to flexibly house people in need of temporary accommodation. Leasing of properties from a private landlord may require a significant incentive to the landlord such as payment up front, but research has identified potential leased properties within the borough.
- 4.8 A review of the property prices for 1, 2 and 3 bedroom houses in the urban conurbation was undertaken through the Rightmove website in August and in November to identify the available properties. The results are included in Appendix D and are summarised below.

Table 9: House rental values data

	Range of house rent/month		
	Flat	Terraced	Semi-detached
1 bed	Aug: £425-595 Nov: £450-595	Aug: 550 Nov: N/A	Aug: N/A Nov: N/A
2 bed	Aug: £550-625 Nov: £412	Aug: £575-650 Nov: £600	Aug: N/A Nov: N/A
3 bed	Aug: N/A Nov: N/A	Aug: £675 Nov: £775-795	Aug: £750-850 Nov: £750

Positive aspects

- 4.9 A significant positive aspect of this approach would be that the Council has the ability to access a greater number of temporary properties on a relatively flexible basis without significant up front capital costs and potentially this could be achieved relatively quickly. This approach also means that the supply of social housing in the borough is not reduced.

Negative aspects

- 4.10 The Council would not own the property and therefore would not have a capital asset. Furthermore, the appetite from landlords to this approach is not yet known. Financial incentives may be required for a private landlord to lease a property to the Council. Therefore, it is difficult to fully quantify the costs and extent of opportunity of this approach however other local authorities have implemented similar schemes. The market research shows that there are significantly less properties to rent than there is to purchase, which may impact on our ability to secure the right type and quality property at an affordable cost.

5.0 Financial Observations

- 5.1 As stated above, one of the methods of delivery the Council currently utilises to deal with the current demand for Temporary Accommodation is Bed and Breakfast (B&B). In addition to the health & wellbeing concerns highlighted in section 1.4 of this report, using this type of accommodation is widely understood to be an expensive option. For the financial year 2020/21 expenditure associated with placing individuals and families into B&B accommodation is expected to cost c£300,000.
- 5.2 The Council currently have an approved budget for B&B of £35,000 per year; the additional cost has been funded by utilising the Homelessness Support Grant and Earmarked Reserves. However, using reserves to fund ongoing pressures is an unsustainable method of funding. One of the objectives of this project is to identify and assess a more economical method of delivering the Councils responsibilities in regards to Temporary Accommodation.
- 5.3 As detailed above three options have been considered for alternate delivery of Temporary Accommodation these are as follows:
- Purchase on the open market or at auction;
 - Lease on the open market;
 - Build owned units (this financial analysis does not consider this option in any detail as the Station & Burton Road Business Cases will separately consider and identify the risks and benefits of these potential projects).
- 5.4 The options appraisal has identified that in addition to the units that the Council currently owns and leases 15 more properties are require to meet estimated ongoing demand.
- Purchase**
- 5.5 Using the cost information on Appendix C the financial model has assumed an average price of £140,000 per unit. This relates to mainly the purchase of two bedroom properties but would give some flexibility to include a small number one and three bedroom properties.
- 5.6 Borrowing from PWLB would be used to finance the project over a 25-year period, which would be appropriate given the properties are not likely to be new.
- Lease**
- 5.7 Using the information set out in Appendix D the financial model has assumed an average rental sum of £650pcm. Again, this is mainly based on two bedroom properties and would give a degree of flexibility to include some one and three bedroom units.
- 5.8 The financing of a leased option would be through the Revenue Budget.

5.9 Both financial models have allowed for repairs, maintenance dilapidation payments and managements costs.

Financial Analysis

5.10 This Options Appraisal sets out a recommend approach for the Council to deal with its responsibilities in regards to the provision of temporary accommodation, and demonstrates that there is ongoing demand for an additional 15 units needed for Temporary Accommodation within the Borough.

5.11 In order to ascertain the most cost effective method of delivery of these 15 units, financial modelling has been undertake to compare the net cost to the Council of purchasing or leasing. (This part of the financial model is to purely to consider the most cost effective method of delivery the proposed mix is considered below) Table 9 below demonstrates that the purchase option has a significantly lower net costs to the Council compared to the lease option.

Table 9: Financial analysis of temporary accommodation options

Options	Purchase	Lease
	£	£
1 Year (Net cost)	36,000	70,000
5 Year (Net cost)	173,000	356,000
25 Year (Net cost)	712,000	1,994,000

5.12 The net cost to the Revenue Budget of purchasing 15 units modelled on the assumptions above is £712,000 over the 25 borrowing term. This equates to an average c£29,000 per year. The net cost in year one would be £36,000 this decreases year on year due to a 1% inflation included on rent payments.

5.13 In comparison, the net cost of a lease option is £1,994,000 over the 25-year period, which is on average is £48,000 a year £70,000 in year one. The same 1% inflation increase has been included as the purchase option above.

Bed and Breakfast

5.14 The Council is currently utilising the higher-priced provision of B&B to accommodate cases. As stated above this provision is largely unbudgeted for and causing significant pressures on the Council's budget. Table 10 below sets out the comparable net costs to accommodate 15 cases in B&B accommodation.

Table 10: Overview of B&B costs for 15 rooms

Table 2.		
No. of rooms	1 Room	15 Rooms
	£	£
B&B Cost per annum	29,000	437,000
Reimbursement HB	(5,000)	(77,000)
Net Cost	24,000	360,000

5.15 The net cost of accommodation of an equivalent 15 cases is £360,000 each year or £24,000 per case.

5.16 Table 11 below compare the two options of purchase and lease with the net costs of B&B provision.

Table 11: Annual comparison between purchase and B&B costs

Options	Purchase	Lease	B&B
	£	£	£
Cost per 1 unit	2,400	4,600	29,000
Cost per 15 units	36,000	70,000	360,000

5.17 It is clear from the above tables, that both the purchase and lease options would significantly reduce the Councils cost when compared to using B&B accommodation. However, greater savings would be generated through the purchasing option.

Financial Summary

5.18 The above tables indicate that both the purchase and lease options would generate significant cost savings to the Council when compared to using B&B accommodation. However, the annual net cost of purchasing 15 properties in year 1 would be £36,000 compared to the leasing option of £70,000. This would generate savings from current use of B&B of £26,000 per unit of purchased and £23,000 for leasing.

5.19 From a financial perspective the purchase option would be a more cost effective solution and would generate significantly more savings than the lease option. In addition, purchase of properties would result in ownership of an asset, which can be sold at some point on the future to raise a capital receipt for repayment of debt.

Risks

5.20 There is a risk that the requirement for Temporary Accommodation reduces. The Council would have number of options for the use of any purchased units including rental for social rents, affordable rent or market rent.

- 5.21 Alternately the Council could use the purchased units to replace current stock which are a lower quality accommodation. The assets could also be sold to raise capital receipts for repayment of debt.
- 5.22 There is also a risk that the property market could fall. However, historically property has tended to appreciate over time; therefore, this risk is viewed as minimal. If this did happen Council could chose to rent out the units until the market improved.
- 5.23 The leasing option would eliminate this risk, however may be subject to lease increases or decreases in line with market rents.

Conclusion

- 5.24 If after all the risks and rewards of purchased v lease have been considered and the Council concludes that the most effective option is to purchase, the next step is to consider a proposed mix.
- 5.25 There is currently a Business case being prepared up for the delivery option to build our own units on Station & Burton Road. The proposal suggests the scheme could realise 7 owned units in around 2 years' time for use as Temporary Accommodation. Whilst this scheme has not yet been approved it would not be appropriate at this time to consider purchasing all 15 units. Therefore, we could assume the most financially beneficial mix would be as follows:
- 7 units leased on a 2 year lease commencing from March 2021, however it should be noted that the timings of this may be delayed due to market conditions which have yet to be assessed.
 - 8 units purchased in 2021/22, at an average cost of £140,000 per unit plus Stamp Duty Land Tax at 3% a total capital outlay of £1,154,000. However, depending on the market and the timings of purchases this may spread across more than one financial year.
- 5.26 The five-year revenue impact of this proposal would be as follows.

Table 12: Five Year Revenue

Year	Year 1	Year 2	Year 3	Year 4	Year 5	Total
	£	£	£	£	£	£
Lease (7 units)	32,500	32,800	33,200	33,600	33,900	166,000
Purchase (8 units)	19,200	20,900	20,600	20,300	20,000	101,000
Housing Needs Budget	126,500	35,000	35,000	35,000	35,000	266,500
Total Cost	178,200	88,700	88,800	88,900	88,900	533,500
Current Provision of B&B						
	280,000	280,000				
Potential Savings	101,800	191,300				

5.27 The table above is based on the assumption that in year 1 there will be timing issues related to the purchase of units, therefore, a B&B budget will be required to enable the provision of TA whilst the units are being procured. The current forecast expenditure for temporary accommodation in 2020/21 is expected to be in the region of £280,000, therefore the proposal could generate savings of £101,800 in year 1.

5.28 The savings could increase to £191,300 from year 2 on the assumption that all the units are procured by this time, a small budget for provision of emergency B&B would remain. Principally these savings enable a reduced reliance on earmarked reserves that are currently required to cover additional costs, the release of grant funding in the region of £16,000 to enable additional investment in homelessness prevention measures and a saving in the Council's ongoing budget for bed and breakfast accommodation of £35,000.

5.29 The net revenue cost of purchasing and leasing units as set out in Table 12 of c£89,000 per year will be met by utilising the Homelessness Reduction Grant which is expected to continue for the foreseeable future.

6 Recommended Approach

Summary of findings

This options appraisal has reviewed a variety of initiatives and options, some of which have been discounted (as detailed in section 4). Of the three options considered in more detail, there were various aspects considered, including the financial implications, exit strategy and availability of properties. A summary of these assessments are shown below:

- **Purchase property on the open market** - there is an identified supply of suitable properties, in the right location and have demonstrated to be the best option from a financial point of view. This will then increase the council's asset base, and would be considered a longer term option. If demand for temporary accommodation dropped significantly, then the asset could be disposed of and a capital receipt realised.
- **Build our own properties** – this option will allow the Council to design and build 17 properties to meet the current affordable housing requirements of the Borough, whilst also ensuring 7 of these properties were made available for temporary accommodation.
- **Leasing properties on the open market** -- the financial modelling shows that this is a viable option for the Council. The range of properties and flexibility on their location means that Officers can choose properties that are most suitable to their needs of for temporary accommodation as evidence in the options appraisal. Furthermore, this option could provide properties to cover the interim period whilst plans are being progressed with the build delivery option (if approved).

Conclusion

From the review of the three delivery options (outlined in section 5), and in view of the pressing need to increase the Council's supply of properties for use as temporary accommodation quickly, it is proposed to adopt the following approach:

- **Purchase delivery option:** buying units as the most preferable option and so it is proposed to purchase 8 units (mix of 2/3 bedroomed), at an average cost of £140,000 per property;
- **Build delivery option:** subject to a successful detailed business case and budget approval, delivery of 7 two bedroomed units on the Council owned land at Station Road and Burton Road; and
- **Lease delivery option:** in order to have access to 7 units whilst the ones on Station and Burton Road are being built, it is proposed to lease 7 properties (mix of 2/3 bedroomed) on a 2 year lease commencing from March 2021 (on average at £650/month).

Exit strategy

Whilst there has been considerable evidence to show the repeated demand for temporary accommodation since April 2019, officers have considered what may happen if this demand decreases. It is considered that there are two main options:

- use of any purchased units including rental for social rents or affordable rent; and/or
- use the purchased units to replace current stock which are a lower quality accommodation. The assets could also be sold to raise capital receipts for repayment of debt.

Appendix A: Size of households in the various types of temporary accommodation

Table 13: Size of households in Council owned/leased accommodation (at end of each month)

	Apr-19	May-19	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	July -20	Aug -20	Sept - 20	Oct-20	Nov-20	Dec 20	Average
1 or 2 Adult(s)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
1 or 2 Adult(s)/1 Child	3	3	4	3	3	3	2	2	0	0	0	1	1	1	1	1	1	1	1	1	1	2
1 or 2 Adult(s) / 2 Children	2	2	2	3	3	3	4	4	5	6	6	5	5	5	5	5	6	5	5	5	2	4
1 or 2 Adult(s) / 3 children	4	5	4	4	5	4	4	4	5	5	5	5	5	5	5	4	3	4	4	4	5	4
1 or 2 Adult(s)/4 children	2	2	2	2	2	2	2	2	2	1	1	1	1	1	1	1	1	1	1	1	1	1
1 or 2 Adult(s)/ 5 children	1	1	1	1	0	0	0	0	0	0	0	0	0	0	0	1	1	1	1	1	1	1
1 or 2 Adult(s)/ 6 children	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	1	1	1	1	0
1 or 2 Adult(s)/ 7 children	0	0	0	0	0	1	1	1	1	1	1	1	1	1	1	0	0	0	0	0	0	1
Total	12	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	13	11 ⁶	13

⁶ Two of the properties were undergoing essential maintenance at the end of December 2020.

Table 14: Size of households in B&B and some nightly accommodation⁷ (at end of each month)

	Apr-19	May-19	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20 ⁸	Apr-20	May-20	Jun-20	July-20	Aug-20	Sept-20	Oct-20	Nov-20	Dec-20	Average
1 or 2 Adult(s)	5	5	2	4	7	7	8	5	0	0	3	6	10	13	9	13	11	10	11	11	8	7
1 or 2 Adult(s)/ 1 Child	2	3	4	5	8	6	6	6	10	10	9	11	5	4	5	5	9	8	9	5	5	6
1 or 2 Adult(s) / 2 Children	0	0	1	4	4	3	3	2	1	1	3	3	2	2	3	2	3	1	0	3	3	2
1 or 2 Adult(s) / 3 children	0	0	1	1	1	1	1	3	2	2	2	2	2	2	3	2	2	3	3	4	2	2
1 or 2 Adult(s)/ 4 children	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	1	1	0
1 or 2 Adult(s)/ 5 children	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
1 or 2 Adult(s)/ 6 children	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	7	8	8	14	20	18	18	16	13	13	17	22	19	21	20	22	25	23	24	24	19	17

⁷ This does not include Hound Lodge

⁸ The use of temporary accommodation in the period after March 2020 was impacted with the Covid19 restrictions and the “Everyone In” Initiative. Before this period, the average was 15 households in B&B and some nightly paid accommodation.

Table 15: Size of households in B&B and all nightly accommodation⁹ (at end of each month)

	Apr-19	May-19	Jun-19	Jul-19	Aug-19	Sep-19	Oct-19	Nov-19	Dec-19	Jan-20	Feb-20	Mar-20	Apr-20	May-20	Jun-20	July-20	Aug-20	Sept-20	Oct-20	Nov-20	Dec-20	Average
1 or 2 Adult(s)	6	5	2	4	7	7	8	5	1	2	5	6	10	13	9	13	11	10	11	11	8	8
1 or 2 Adult(s)/ 1 Child	4	6	6	7	9	7	8	9	12	15	14	11	5	4	6	5	9	8	9	5	5	8
1 or 2 Adult(s) / 2 Children	1	1	3	8	8	6	6	4	3	2	4	3	2	2	3	2	3	1	0	3	3	3
1 or 2 Adult(s) / 3 children	1	0	1	1	1	1	1	3	2	2	2	2	2	2	4	3	3	3	3	4	2	2
1 or 2 Adult(s)/ 4 children	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1	1	1	1	0
1 or 2 Adult(s)/ 5 children	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
1 or 2 Adult(s)/ 6 children	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total	12	12	12	20	25	22	23	21	18	21	25	22	19	21	22	23	26	23	24	24	19	21

⁹ This does include Hound Lodge.

Appendix B: Housing Benefit costings

Source document

Circular HB S5/2017 (3rd revision)

Current B&B calculation

When using B&B accommodation the Housing Benefit (HB) subsidy is calculated using the LHA rate as at January 2011 as per the above circular. We can only claim one bedroom LHA rate for B&B and this amounts to a maximum of £98.08 per week.

In simple terms if we book a room in a privately owned Bed and Breakfast for £50.00 a night for 7 days the weekly cost is £350.00 per week. **IF** they claim HB we can claim back a maximum of £98.08 per week meaning a cost to the Housing Need's budget of £251.92 per week for just one household. For non-benefit customers we would expect the customer to pay the £98.08 that they would receive if they were on Housing Benefit,, again with the remaining cost being borne by the Housing Needs budget.

Leasing

For all homeless accommodation in England that is self-contained and leased to the LA for a period not exceeding 10 years we can claim the 90% of the appropriate LHA rate as set at January 2011. The calculation is 90% of the appropriate LHA rate and not the household size.

1 bed property:

For a 1-bedroom property the appropriate LHA rate in January 2011 was £98.08. Therefore, we can claim up to 100% subsidy on 90% of this figure, which amounts to £88.27 per week.

£88.27 per week calculates to £382.50 per month. If the core rent we need to pay a private landlord to lease their accommodation is more than £382.50 per month then this would again be a cost to the HN budget.

In simple terms if we lease a property for £468.69 per month, based on current LHA rates from April 2020 the Council would be losing £86.19 in HB shortfall per month. This only equates to £19.89 per week compared to £251.92 per week in B&B as in example 1 above. This is already a saving of £232.03 per week per household and this will provide them will a better quality property and self-catering facilities. Over a 52-week period, this property could potentially save the Council £12,065.56 per annum on existing B&B expenditure.

2 bed property:

For a 2-bedroom property, assuming the family need the 2 bedrooms the appropriate LHA rate in January 2011 was £114.23 per week. Therefore, we can claim up to 100% subsidy on 90% of this figure, which amounts to £102.81 per week.

£102.81 per week calculates to £445.51 per month. If the core rent we need to pay a private landlord to lease their accommodation is more than £445.51 per month then this would again be a cost to the HN budget.

In simple terms if we lease a property for £548.51 per month, based on current LHA rates from April 2020 the Council would be losing £103.00 in HB shortfall per month. This only equates to £23.77 per week compared to £251.92 per week in B&B as in example 1 above. This is already a saving of £228.15 per household per week and this will provide them with a better quality property and self-catering facilities. Over a 52-week period, this property could potentially save the Council £11,863.80 per annum on existing B&B expenditure.

3 bed property:

For a 3-bedroom property, assuming the family need the 3 bedrooms the appropriate LHA rate in January 2011 was £126.92 per week. Therefore, we can claim up to 100% subsidy on 90% of this figure, which amounts to £114.23 per week.

£114.23 per week calculates to £495.00 per month. If the core rent we need to pay a private landlord to lease their accommodation is more than £495.00 per month then this would again be a cost to the HN budget.

In simple terms if we lease a property for £623.31 per month, based on current LHA rates from April 2020, the Council be losing £128.31 per month in HB shortfall. This only equates to £29.61 per week compared to £391.92 per week in B&B as in example 1 above. This is already a saving of £362.31 per household per week and this will provide them will a better quality property and self-catering facilities. Over a 52-week period, this property could potentially save the Council £18,840.12 per annum on existing B&B expenditure.

LA Owned

Self-contained homelessness accommodation, which the authority has a right to use under an agreement other than a lease with a third party, attract 90% of the appropriate LHA rate as set at January 2011.

Current Temporary Accommodation

Below is a list of the current TA we use and the weekly rents associated with them. It also shows the potential amount of rent we can generate annually.

Address	Rent	Weeks	Calculation	Owned
2 Jacobs Court	£127.61	52	£6,635.72	Derwent
5 Jacobs Court	£127.61	52	£6,635.72	Derwent
18 Brook Ave	£135.17	52	£7,028.84	Derwent
20 Brook Ave	£135.17	52	£7,028.84	Derwent
6A Wollaton Ave	£123.76	52	£6,435.52	GBC
8A Wollaton Ave	£123.76	52	£6,435.52	GBC
10A Wollaton Ave	£123.76	52	£6,435.52	GBC
12A Wollaton Ave	£123.76	52	£6,435.52	GBC
3A Beechwood Rd	£123.76	52	£6,435.52	GBC
6a Beechwood Rd	£123.76	52	£6,435.52	GBC
141A Oxclose Lane	£123.76	52	£6,435.52	GBC
49 Church Lane	£114.23	52	£5,939.96	Gedling Homes
84 Redland Grove	£114.23	52	£5,939.96	Gedling Homes
Total			£84,257.68	

Appendix C: House Sales Values

Market research (August 2020)

1 bedroomed properties

Street	Type of Property	No of Beds	Cost £	Agent	Other Information
Arnold					
Chelsbury Court	Flat	1	£85,000	Fixed price - agent	Top floor with garage
Killarney Park	Park Home	1	£72,500	Agent	
Oxborough Road	Flat	1	£69,950	Agent	
Carlton					
Manor Road	2 x Flats	1 & 2	£140,000	Agent	Parking at rear

Range is £70-85k for a 1 bed flat

2 bedroomed properties

Street	Type of Property	No of Beds	Cost £	Agent	Other Information
Arnold					
Duke Street	Terraced house	2	£120,000 guide price	Agent	
Edison Way	Flat	2	£94,950 fixed	Agent	
Queens Bower Road	Terraced House	2	£115,000	Agent	
Carlton					
Mayfield Road	Semi	2	£145,000	Agent	Courtyard Garden
Foxhill Road	End Terrace	2	£140,000	Agent	Shared Driveway
Carlton Square	Flat	2	£135,000	Agent	
Kestrel Close	Mid Townhouse	2	£130,000	Agent	
Foxhill Road	Maisonette	2	£110,000	Agent	
Fletton Court	Flat	2	£99,000	Agent	
Holme Lodge	Flat	2	£80,00	Agent	Parking
Gedling					
Florence Road	Semi	2	£150,000	Agent	
Stoke Lane	Flat	2	£140,000	Agent	
Stoke Lane	Maisonette	2	£120,000	Agent	
Beckett Court	Maisonette	2	£90,000	Agent	

Netherfield/Colwick					
The Elms	Townhouse	2	£130,000	Holden Copley	
Nether Pasture	Semi	2	£145,000	Haart	Parking
The Elms	Maisonette	2	£120,000	Nottingham	Ground Floor
Cooper Street	Terrace	2	£120,000	Nottingham	
Carnarvon Street	Terrace	2	£115,000	Johnsons	
Festus Street	Terrace	2	£115,000	Agent	
Vale Road	Terraced	2	£125,000	Thomas James	
Daybrook					
St Albans Road	End Terrace	2	£140,000	Greaves	
Edwards Lane	Mid Terrace	2	£120,000	Walton & Allen	

Range is £90k (flat), £115-140k (terraced) through to £145k (semi)

3 bedroomed properties

Street	Type of Property	No of Beds	Cost £	Agent	Other Information
Arnold					
Mildenhall Cres	Semi det house	3	£125,000	Agent	
Danes Close	Semi det House	3	£140,000	Agent	
Glade Hill Road	Semi det house	3	£150,000	Agent	
Chippenham Road	Semi det house	3	£150,000 guide	Agent	
Carlton					
Yeomans Parade	Mid Townhouse	3	£150,000	Agent	Parking
Southdale Road	Mid Townhouse	3	£135,000	Agent	
Mayfield Road	Terrace	3	£130,000	Agent	
Foxhill Road	Semi	3	£140,000	Auction	
Gedling					
Newcastle Road	Semi	3	£150,000	Agent	
Bessecar Avenue	Mid Townhouse	3	£140,000	Agent	
Queens Avenue	Mid Townhouse	3	£125,000	Agent	
Philip Grove	End Terrace	3	£125,000	Agent	
Netherfield/Colwick					

Godfrey Street	Semi	3	£150,000	Agent	
Daybrook					
St Albans Road	End Terrace	3	£130,000	Frank Innes	

Range is £125k (terrace) to £150k (semi)

Market research (November 2020)

1 bedroomed properties

Street	Type of Property	No of Beds	Cost £	Agent	Other Information
Arnold					
Milbeck House, Oakdale Road	Flat	1	£119,999	David James	Parking
Carlton					
Cross Street	Flat	1	£100,000	Holden Copley	Ground Floor
Carnarvon Grove	Mid Terrace	1	£120,000	Johnsons & Partners	

Range is £100-120k (flat) and £120k terraced

2 bedroomed properties

Street	Type of Property	No of Beds	Cost £	Agent	Other Information
Arnold					
Ulgham Close	End Town House	2	£150,000	Holden Copley	
Brookfield Road	Semi	2	£150,000	David James	
Cavendish Street	End Terrace	2	£143,000	Saint	
Canonbie Close	End Town House	2	£140,000	David James	
Goddard Court	Flat	2	£140,000	Holden Copley	
Sherbrook Road	Flat	2	£120,000	Walton & Allen	
Kingswell Avenue	Flat	2	£110,000	Holden Copley	
Derwent Crescent	Flat	2	£95,000	Holden Copley	
Larkspur Avenue	Maisonette	2	£85,000	David James	

Carlton					
Radcliffe Gardens	End Town House	2	£145	David James	
Carlton Hill	Town house	2	£140,000	David James	
Carlton Square	Flat	2	£110,000	Bairstow Eves	
Fletton Court	Flat	2	£99,950	Home	
Dale Road	Mid Terrace	2	£125,000	David James	
Chatsworth Avenue	Terrace	2	£125,000	Just Move	
Gedling					
Beckett Court	Maisonette	2	£90,000	Strike	
Netherfield/Colwick					
Arthur Street	Mid Terrace	2	£105,000	Holden Copley	
Daybrook					
St Albans Road	End Terrace	2	£140,000	Greaves	

Range is £85-120k (flat) and £125-140k (house)

3 bedroomed properties

Street	Type of Property	No of Beds	Cost £	Agent	Other Information
Arnold					
Mildenhall Cres	Semi det house	3	£125,000	Holden Copley	
Mosswood Crescent	Semi	3	£130,000	Holden Copley	
Milverton Road	Semi	3	£130,000	Holden Copley	
Broadwood Road	Mid Terrace	3	£130,00	Holden Copley	
Carlton					
Apple Walk	Mid Townhouse	3	£115,000	Purple Bricks	
Southdale Road	Mid Townhouse	3	£140,000	Johnson & Partners	
Foxhill Road	Semi	3	£135,000	Auction	
Gedling					
Bessecar Avenue	Mid Townhouse	3	£100,000	Johnson & Partners	Auction

Queens Avenue	Mid Townhouse	3	£1250000	Johnson & Partners	
Philip Grove	End Terrace	3	£110,000	Haart	
Netherfield/Colwick					
n/a					
Daybrook					
n/a	End Terrace	3	£130,000	Frank Innes	

Range is £110-140k (terraced) and £125-135k (semi)

Appendix D: House Rental Values

Market research (August 2020)

1 bedroomed properties

Street	Type of Property	No of Beds	Cost £/month	Agent	Other Information
Arnold/Daybrook					
Church Avenue	Terrace	1	£550	Leaders	
Carlton					
Southcliffe Road	Flat	1	£425	Slater & Brandley	
Douglas Court	Maisonette	1	£595	David James	

Range is £425 to £595/month

2 bedroomed properties

Street	Type of Property	No of Beds	Cost £/month	Agent	Other Information
Arnold/Daybrook					
St Albans Road	Mid terrace	2	£625	David James	
Edison Way	Block of flats	2	£625	Platinum	
St Albans Road	Terraced	2	£625	David James	
Carlton					
Station Road	Flat	2	£550	Ashcourt	First Floor
Forester Road	Semi	2	£650	Woo Properties	
Netherfield/Colwick					
Forester Street	End Terrace	2	£575	Smooth Moves	
Victoria Road	Flat	2	£550	Bairstow Eves	

Range is £550 to £650/month

3 bedroomed properties

Street	Type of Property	No of Beds	Cost £/month	Agent	Other Information
Arnold/Daybrook					
St Albans Road	Terraced	3	£675	Slater & Brandley	
Worrall Avenue	Detached	3	£725	Wise Properties	
Carlton					
Calverton Avenue	Semi	3	£750	Open Rent	
Bentinck Road	Semi	3	£850	Wise Properties	
Redland Grove	Detached	3	£750	Tassi Lettings	

Range is £675 to £850/month

Market research (November 2020)

1 bedroomed properties

Street	Type of Property	No of Beds	Cost £/month	Agent	Other Information
Arnold/Daybrook					
Milford Court. Sherbrook Road	Flat	1	£450	Belvoir	
Carlton					
Burton Road	Flat	1	£550	Frank Innes	
Albert Avenue	Flat	1	£425	Slater & Brandley	
Colwick					
Verona Avenue	Maisonette	1	£595	Fairview	

Range is £425 to £595/month

2 bedroomed properties

Street	Type of Property	No of Beds	Cost £/month	Agent	Other Information
Arnold/Daybrook					
St Albans Road	Terrace	2	£600	Base Lettings	
Carlton					
Old Brickyard	Flat	2	£412	Bairstow Eves	
Netherfield/Colwick					
n/a					

Range is £412 to £600/month

3 bedroomed properties

Street	Type of Property	No of Beds	Cost £/month	Agent	Other Information
Arnold/Daybrook					
Chestnut Grove	Semi	3	£750	Belvoir	
Carlton & Gedling					
n/a					
Colwick					
Langton Close	Town House	3	£775	Royston Lund	
Gedling					
Priory Road	End Terrace	3	£795		

Range is £750 to £795/month

Appendix B Options Appraisal

The following Option Appraisal considers a range of alternative options for the disposal and/or development of the Burton Road and Station Road sites including

1. Dispose of the site(s);
2. Development for other uses – commercial, retail and/or leisure purposes;
3. Residential development by the Council for market rent and / or sale units ;
4. Residential development by the Council for Council-owned affordable housing / temporary accommodation;
5. Residential development for affordable housing in partnership with a Registered Provider and the purchase of 7 units of temporary accommodation by the Council on the open market.

1 - Dispose of the site(s)

This option involves an open market disposal of the sites. The Council's Annual Asset Valuation Report March 2021 valued Burton Road and Station Road at £37,921 and £107,490 respectively. These valuations assumed Burton Road suitability for development of 7 flats and Burton Road for 4 terraced units.

This option would provide the Council with a capital receipt. However, the Council would be liable for repaying funds secured for acquisition and clearance of the sites that were awarded from Section 106 contributions and Homes England Funding to develop affordable housing.

This option would neither provide additional affordable homes within the Borough nor temporary accommodation unless stipulated as part of a contract for land sale.

This option could provide more market housing and potentially a First Home/s dependent upon the number of units developed. However, a statutory approval process would be necessary in the event of the former 23 Burton Road site not being developed for housing.

Lastly, the Council would not be able to control when the site was developed. The land could remain undeveloped impacting upon the overall appearance and perception of the locality, which is particularly relevant in view of the investment in Carlton Square and the importance of Station Road as a gateway into Netherfield. The acquisition of 23 Burton Road restricts the site to housing unless a statutory approval process is followed.

2 - Development for other uses

There are a number of alternative development uses that have been considered, including:

- **Commercial/ Industrial: As there is a mix of residential, retail and offices located within the immediate vicinity of both Station Road**

- and Burton Road sites, a commercial or industrial development is not considered to be appropriate or viable.
- **Retail:** There are comprehensive retail offers within the locality, ranging from small independent retailers such as the green grocer, to high street names, Wilko, Boots and Farm Foods to a major supermarket (Tesco). In addition, there are vacant retail units within the area, which indicates over provision for retail.
 - **Leisure:** The development sites are too small to be developed for leisure facilities. There is also existing provision of cafes, restaurants, fast food outlets, pubs and bars within the area and in the current climate additional facilities are unlikely to be sustainable.

However, the Council would be liable for repaying funds secured for acquisition and clearance of the sites that were awarded from Section 106 contributions and Homes England Funding to develop affordable housing.

If this approach would also need to consider the statutory approval if the former 23 Burton Road site was not developed for housing.

3 - Residential development by the Council for market rent and / or sale units

This option would include the Council appointing a contractor to develop the site for residential units and retaining full ownership and responsibility of the properties once constructed. This would not deliver more affordable housing in the Borough. The number of units on site would not meet the threshold to require an affordable housing requirement, nor would this provide temporary accommodation for use by the Council. However, the option may provide “First Homes” dependent upon the number of units.

The funding of the development would be through Council borrowing and therefore the main driver would be to generate an income (either an initial capital receipt upon selling the properties or ongoing income through the rental option). In addition, the Council would be liable for repaying Section 106 and Homes England affordable housing funding that had been invested in the sites.

If the sites were to be developed as a commercial concern (i.e. solely to make a profit for the Council) this can only be undertaken through a company pursuant to section 4 of the Localism Act 2011.

However, if the Council were to develop Station Road site for market sale or rent units as part of an overall scheme with the Burton Road development for temporary accommodation and affordable housing, and any receipts from the sale or rent of units at Station Road would fund / subsidise the Burton Road development. This would be acceptable under the general power of competence under section 1 of the Localism Act 2011 and we would not need to develop Station Road through a company.

MHCLG recently revised its approach to prudential borrowing, and this option is no longer available for Councils on a profit generation basis, and therefore the option has been discounted.

4 - Residential development by the Council for Council-owned affordable housing and temporary accommodation

This option would include the Council appointing a contractor to develop the site for residential units and retaining full ownership and responsibility of the properties once constructed. This would deliver more affordable housing in the Borough, which would remain under the Council's control and deliver temporary accommodation to help reduce the Council's reliance upon B&B and nightly paid for accommodation. This would help to deliver the Council's corporate priorities of delivering more affordable housing and support its homelessness duties under Part VII of the Housing Act 1996. The properties and scheme would be designed to meet the local housing needs requirements.

However, this option would require a long term management and maintenance commitment as these properties would be in the Council long term ownership (unless right to buy is taken up on the affordable units).

If the Council adopted this approach capital would be required to fund the development. Such funding would most likely be secured by Section 106 funding supplemented by borrowing. It is unlikely that the Council will secure additional Homes England Funding through a competitive building process due to the lack of delivery experience.

Despite the low stock numbers, the Council would still be required to provide a comprehensive landlord service, including reporting back to the Housing Ombudsman etc. The landlord service includes maintenance regimes to ensure the statutory compliance of the properties. This option would also incur the risk of tenants exercising their Right To Buy option to acquire a property at a discounted market value.

The Council housing stock was transferred to Gedling Homes (Jigsaw) in November 2008. Therefore, the Council has neither the in-house capacity nor recent housing development expertise to either deliver the project or manage the new housing stock.

5 - Residential development for affordable housing in partnership with a RHP and the purchase of 7 units of Council owned temporary accommodation.

This option would include the Council securing a RHP through a competitive tendering process to develop the sites for affordable housing. The Council would purchase 7 units of temporary accommodation. The competitive tender process would result in the disposal of the sites to the RHP through a works contract (Public Contracts Regulations 2015). This option could provide a capital receipt, subject to the viability of the development. The selected preferred provider would construct and manage the units as part of their wider stock holdings, with the Council securing 100% nomination rights in perpetuity. By undertaking a competitive tendering process, the Council would not be providing a subsidy or advantage to a RHP.

This option would provide affordable housing in the Borough, delivered by an

experienced RHP who would be responsible for the management of the properties.

The Homes England and Section 106 affordable housing funds can provide a subsidy to the RHP to ensure delivery viability. This would also mitigate against the Council repaying these funds. It is also likely that the RHP would bid to Homes England's Affordable Housing Programme for additional funding to ensure a viable scheme.

This option would not present the Council with either the burden of financing the development and ongoing maintenance for the affordable housing, as the RHP would take on both of these responsibilities. This option also removes the risk to the Council of a tenant exercising their RTB. The Council already has a stock of temporary accommodation and has arrangements in place to charge rent, and manage repairs and improvements of this type of accommodation.

Burton Road delivery options

In order to understand the delivery options available for the Burton Road site, the following should be noted:

- The acquisition of no. 23 restricts the site to housing unless a statutory approval process is followed;
- 2018 Cabinet approval to acquire the adjacent shops, numbers 25, 27 and 29, with a view to demolishing the properties and redeveloping the entire site as affordable housing and for regeneration reasons, in partnership with a RHP;
- An options appraisal was commissioned from David Lock Associates in March 2018 with reference to the sites ability to provide housing, and their assessment concluded that whilst the site could deliver new homes, due to specific constraints within the site such as its topography and access issues, it was not viable for market housing, but would work for affordable housing;
- 25, 27 and 29 were acquired in October 2018 for a total cost of £117,316, plus legal fees using Section 106 affordable housing funds (as per the previous Cabinet approval);
- February 2021 Cabinet report outlining the preference to build our own temporary accommodation units, such as on sites at Burton Road and Station Road;
- Recent discussions with Homes England indicated that future funding would be on a competitive basis and experience of delivery of housing schemes was considered as a factor in funding awards.

On this basis, three delivery options have been discounted:

1. Dispose of the site(s) – the additional properties were bought for regeneration purposes and to deliver affordable houses, not for site assembly purposes and onward sale.
2. Development for other uses – commercial, retail and/or leisure purposes – the additional properties were bought for regeneration purposes and to deliver affordable houses. In any case, there are vacant shops across from this site, which indicates there is a lack of demand for retail units in this location (and the Council would not want to be seen to be competing with the local centre).

Furthermore, the site is very small for a leisure or a commercial use and was considered not suitable for such uses.

3. Residential development by the Council for market rent and / or sale units - the additional properties were bought for regeneration purposes and to deliver affordable houses. However, financial modelling from David Local Associates suggested that the site was not viable for market rent or sale (which informed the 2018 Cabinet approval).

Station Road – delivery options

In order to understand the delivery options available for the Station Road site, the following should be noted:

- There are no legal restrictions for this site and so could deliver all house tenures and non-residential uses;
- The Council committed to delivering Starter Homes when a funding bid was submitted to Homes England (which was successful) however this funding stream is no longer available;
- Subsequent and recent discussions with Homes England suggest that there is further funding available but on a competitive basis and experience of delivery is considered in the awarding of grants.

On this basis, three delivery options have been discounted:

1. Dispose of the site(s) – there is an asset valuation for the site of £107,490 for the site based on a scheme for 4 terraced properties. However, Officers are discounting this option, as selling the land on the open market could mean that the Gedling Plan requirements of redeveloping vacant sites for affordable housing would not be met. The site is too small to warrant any affordable housing through the planning process and if it were sold for affordable housing, it would come under option 5 (and be delivered by a RHP).
2. Development for other uses – commercial, retail and/or leisure purposes –there are vacant shops in the local centre nearby which indicates there is a lack of demand for retail units in this location (and the Council would not want to be seen to be competing with the local centre). Furthermore, the site is very small for a leisure or a commercial use and therefore was considered not suitable for such uses.
3. Residential development by the Council for market rent and / or sale units – David Lock Associates reviewed this option as part of the wider work that they did on both sites in 2018. There were two schemes proposed of market sale properties which suggested that there was a minimal amount of profit to be made from the schemes (up to £70k), but this did not account for any land value. Therefore, the potential for any capital receipt was very limited. On this basis and as this option would not delivery any affordable housing (for the same reason as identified in option 1), this was ruled out.

Preferred delivery route

This leave two delivery options still be to be considered for both sites:

- **Option 4: Residential development by the Council for Council-owned affordable housing and temporary accommodation.**
- **Option 5: Residential development for affordable housing in partnership with a RHP, as per the report to Cabinet in 2018. The purchase of 7 units by the Council for use as temporary accommodation is proposed as part of the project to ensure the identified need for temporary accommodation is addressed as quickly as possible. It is also felt that that this will make the sites at Burton Road and Station Road more attractive as a development by a RHP.**

The table below compares the relative merits of both these final remaining options (which are the same for both sites, unless otherwise stated).

Matter for consideration	Option 4: Council owned	Option 5: Working with a RHP
Generating a capital receipt	There would be no capital receipt from adopting this approach but the Council would retain control and ownership of the site and assets.	The tender process will invite RHP to offer a contribution for the sites but considering the overall viability of the scheme and potential Section 106 contributions. It is “normal practice” to gift the land over to a RHP to help make the scheme financially viable.
Ongoing revenue implications	The Council would be liable for on-going maintenance and the servicing of borrowing	All maintenance and repairs costs would be the responsibility of the RHP. The Council will maintain and repair the temporary accommodation alongside its other temporary accommodation stock. Rental income and savings on B&B would mitigate the cost of borrowing incurred to pay for the seven units.
Gedling Plan priorities part 1: redeveloping vacant or underused sites	This option would ensure that the vacant sites are redeveloped and would be in the Council’s control. However, the Council has no recent experience of developing housing and no progress has been made in developing the sites since February 2021.	This option would ensure that the vacant sites are redeveloped subject to a success tender exercise.
Gedling Plan priorities part 2: delivery of new affordable homes	This option would provide new affordable homes in the Borough. The type, size and specification would all be within the Council’s control.	This option would provide new affordable homes in the Borough. The Council can ensure, through the tender process, the type, size and

		specification of the properties.
Gedling Plan priorities part 3: delivery of new temporary accommodation	This option would provide new temporary accommodation in the Borough, however the delivery would be delayed due to the construction programme and would not address the Council's obligation to reduce/eliminate the reliance upon B&B within the next 2 or more years.	This option would provide new temporary accommodation in the Borough. This can be delivered quickly by purchasing units on the open market, rather than waiting for the build to be completed. This would address the immediate need to reduce the reliance upon B&B accommodation.
Encourage the wider regeneration of these areas	The Council would control the site and the scheme.	The Council would influence the site and what scheme was developed out as part of the tender process and planning process.
Maximising the funding opportunities	The Council could utilise Section 106 funding to support the scheme, however Starter Home Funding is not available and the Council would be unlikely to secure Home England's Affordable Housing Programme (AHP) funds. This funding is subject to a competitive process and the Council has neither the delivery experience nor housing strategy ambitions to be successful in the process. Therefore, borrowing will be required for any shortfalls in funding.	The RHP would be able to call on Section 106 affordable housing income held by the Council, if the Council chose to make those funds available. The RHP would also be in a better position to competitively bid for Homes England funding. It is anticipated that the Section 106 funds would be required to deliver a viable scheme, along with support for the RHPs application to Homes England for AHP funds. This option reduces the financial risk.
Management of the properties	The approach to management and letting of the units would be in the Council's control. However, the Council does not currently have the experience or capacity to manage the new homes.	The RHP would use its existing services and the Council would only be able to provide advice on the approach to management and letting of the units, with nomination rights in perpetuity secured via a nominations agreement. The Council can absorb the management of the additional temporary accommodation through existing mechanisms already in place for the other Council owned temporary accommodation.

<p>Right to Buy</p>	<p>Tenants of affordable housing provided by the Council may be entitled to buy their property under the RTB scheme. An eligible tenant could exercise the RTB upon occupation if they have been a public sector tenant for three years or more. The Council can off-set the costs of construction of the properties, including site acquisition and development, works of repair or maintenance that exceed £5,500 in the 15 years prior to the RTB application (“Cost Floor figure”). The discount cannot exceed the Cost Floor figure. Therefore if the Council adopt a policy for calculating the Cost Floor figure, it is unlikely that a tenant would exercise the RTB in the first 15 years after construction as they would not be entitled to any discount or the discount would be reduced.</p>	<p>Whilst Right to Buy is still available to tenants of RHPs, this is called the Right to Acquire, and the discounts are less. Discounts are set between £9,000 and £16,000, The risk is on the RHP. There is no right to buy temporary accommodation.</p>
----------------------------	---	--

Overall, the two remaining delivery options both meet the corporate priorities of redeveloping vacant sites for affordable housing and temporary accommodation. However, Option 5 Residential development for affordable housing in partnership with a RHP and the Council to purchase 7 units of temporary accommodation on the open market is the preferred option. This reduces delivery and financial risk whilst allowing the Council to achieve its aim of increasing the number of affordable housing units and temporary accommodation in the Borough. This option mitigates against the need for the Council:

- To source capital and enables borrowing at a reduced level;
- Secure necessary construction and contract management development expertise;
- Fund additional capacity to manage the housing stock;
- Fund on-going maintenance of the assets except the additional temporary accommodation.

Appendix C: Burton Road Site Plan

Site Plan



Gedling Borough Council
Ole Centre, Arndt Park, Arnold,
Nottinghamshire, NG6 8LJ

Reproduced with the permission of the Controller of H.M.S.O. Crown copyright, License No. LA100021046.
Unauthorized reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

Site

Appendix D: Station Road Site

Site Plan



Gedling Borough Council
Ole Centre, Arndt Park, Arnold,
Nottinghamshire, NG6 8LJ

Reproduced with the permission of the Controller of H.M.S.O. Crown copyright, License No. LA100021046.
Unauthorized reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

Site

Appendix E: The Grove Case Study

The Council purchased The Grove (using commuted sums and growth point), and then put this in a tender to 3 Registered Providers to deliver affordable housing, including the former play area on Dunstan Street and £150k commuted sums. Proposals were received from NCHA and Gedling Homes – Now Jigsaw Midlands

The assessment criteria included:

- 100% affordable – based at LHA rates
- 100% nomination rights to the Council in perpetuity
- No of units
- Design
- Capital receipt to the Council
- Timeframe for delivery

NCHA won all 3 tenders. The sites were transferred for £1 each and the commuted sum contribution was increased to £186k. The sites delivered:

- Grove provided 20 units – 16 flats and two pairs of semi-detached houses
- Dunstan Street provided 6 town houses
- The Cavendish provided 41 units, a mix of flats and houses.