

| Mayor and Cabinet | | | |
|--------------------------|--|-----------------|--|
| Title | New Homes, Better Places Programme Update | | |
| Key decision | Yes | Item no | |
| Wards | All | | |
| Contributors | Executive Director of Customer Services Executive Director of Resources and Regeneration Head of Law | | |
| Class | Part 1 | 11 January 2017 | |

1 Summary

- 1.1 In July 2012 the Council embarked on a programme to build new Council homes in response to a series of on-going housing policy and delivery challenges, most notably an enduring under-supply of new affordable homes available to the Council to meet the housing demands placed upon it.
- 1.2 A series of update reports has subsequently been considered by Mayor and Cabinet outlining progress in meeting the target of delivering 500 new homes for rent, plus an additional 125 homes for sale to subsidise the build costs for the affordable homes, by March 2018.
- 1.3 9 new council homes have now been completed, 126 are on-site and being delivered, and a further 60 have planning consent and are awaiting start on-site. This means that a total of 195 new social rented homes are now underway.
- 1.4 In addition there are a further 19 projects on which design development is advancing and which have the capacity to provide around 330 council homes, all of which could start before March 2018. This means that a significant proportion of the programme is at the design stage and will need to be considered at planning committees during 2017. Officers from the Housing and Planning teams in the Council are working closely with Lewisham Homes on these developments to ensure they progress as quickly and efficiently as possible.

| Project Status | Number of Council homes |
|--|-------------------------|
| Complete | 9 |
| On-site | 126 |
| With planning consent awaiting start | 60 |
| Total homes in-development | 195 |
| Total potential homes on sites at the pre-planning stage which could start by March 2018 | 330 |
| Total homes in programme | 525 |

- 1.5 The report provides a summary of consultation activity to date on two of the schemes which are in the design development phase, at Crofton Park and Marnock Road, and recommends that Lewisham Homes finalises these plans and submits a planning application for each development.

2 Purpose of report

- 2.1 To provide an update on the Council's New Homes Programme
- 2.2 To seek the authority to submit a planning application for the schemes at Crofton Park Road and Marnock Road, as described in section 10 of this report.

3 Recommendations

It is recommended that the Mayor:

- 3.1 Notes the progress made to date to deliver 500 new council homes by 2018.
- 3.2 Notes that statutory Section 105 consultation has been carried out for proposed infill development at Marnock Road and Crofton Park Road.
- 3.3 Having considered the responses to the statutory Section 105 consultation, which are summarised in section 10 of this report, agrees that Lewisham Homes prepare and submit a planning application for Crofton Park Road
- 3.4 Having considered the responses to the statutory Section 105 consultation, which are summarised in section 10 of this report, agrees that Lewisham Homes prepare and submit a planning application for Marnock Road.
- 3.5 Notes the proposal set out at section 11 of this report for officers to consider the potential of additional sites, at Burnt Ash Hill in Lee Green and at the former Home Park Office in Bellingham, for the provision of new homes for this programme, and that further information in relation to these projects will be brought back to Mayor & Cabinet as soon as possible.

4 Policy context

- 4.1 The contents of this report are consistent with the Council's policy framework. It supports the achievements of the Sustainable Community Strategy policy objectives:
 - Ambitious and achieving: where people are inspired and supported to fulfil their potential.
 - Empowered and responsible: where people can be actively involved in their local area and contribute to tolerant, caring and supportive local communities.
 - Healthy, active and enjoyable: where people can actively participate in

maintaining and improving their health and well-being, supported by high quality health and care services, leisure, culture and recreational activities.

4.2 The proposed recommendations are also in line with the Council policy priorities:

- Strengthening the local economy – gaining resources to regenerate key localities, strengthen employment skills and promote public transport.
- Clean, green and liveable – improving environmental management, the cleanliness and care for roads and pavements and promoting a sustainable environment.

4.3 It will also help meet the Council's Housing Strategy 2015-2020 in which the Council commits to the following key objectives:

- Helping residents at times of severe and urgent housing need
- Building the homes our residents need
- Greater security and quality for private renters
- Promoting health and wellbeing by improving our residents' homes

5 Background and progress to date

5.1 The Council's New Homes Programme has now delivered 9 new homes for social rent, across four projects.

6 Schemes currently on site

Dacre Park South, Blackheath Ward (7 homes)

6.1 The construction of Dacre Park South is progressing well. The first seven homes are due to handover for letting in early 2017. In total the scheme will deliver 25 social rented homes, which are a mix of six x 1 bedroom homes, 14 x 2 bedroom homes (one of which is a wheelchair accessible flat), three x 3 bedroom homes and two x 4 bedroom homes which will be let at target rent levels. These first seven new homes are targeted at encouraging under-occupiers to down-size, so that larger social rented homes are then made available to other households in housing need.

Dacre Park North, Blackheath Ward (5 homes)

6.2 Dacre Park North will complete in July 2017. This site is being developed as five private sale homes which will be sold to provide an estimated £1.2m in receipts to cross-subsidise new Council homes on other projects.

Longfield Crescent, Forest Hill Ward, (27 homes)

- 6.3 Longfield Crescent is being developed to provide 27 new social rented homes. These homes are a mix of six x 1 bedroom homes, eight x 2 bedroom homes (two of which are wheelchair accessible flats), and 13 x 3 bedroom homes.

Hazelhurst Court, Bellingham Ward (60 homes)

- 6.4 Hazelhurst Court is being developed by Phoenix Community Housing Association, with the support of £2.1m of Council funding. The scheme will complete in July 2017 and will provide 60 bespoke new extra care homes for rent for over 55s. The nature of the housing stock in the Phoenix area of the borough – which is predominantly family housing – means that there are few downsizing options for tenants, and this development therefore offers a very good opportunity to provide high quality new homes and also to free up family sized accommodation.

Wood Vale, Forest Hill Ward (17 homes)

- 6.5 The development at Wood Vale will provide 9 Council homes for social rent which are a mix of one x 1 bedroom home, seven x 2 bedroom homes and one x 4 bedroom home. The scheme is progressing well and will complete by June 2017. The scheme will also deliver eight private sale homes which are expected to generate approximately £2.6m in cross-subsidy to support the delivery of additional social rented homes on other projects.

Honor Oak Housing Office, Telegraph Hill Ward (5 homes)

- 6.6 The redevelopment of the former Honor Oak Housing Office commenced in November 2016. This conversion will provide 5 homes for social rent which are a mix of one x 1 bedroom home, two x 2 bedroom homes and two x 3 bedroom homes. The new homes are forecast to be completed in summer 2017.

7 Schemes with planning consent awaiting start on site

Campshill Road extra care development, Lewisham Central Ward (53 homes)

- 7.1 The Campshill Road extra care development will provide 53 new homes for over 55s, 19 of which will be for shared ownership and 34 will be for affordable rent. The Council is working with One Housing Group who will develop, own and manage the scheme. The Council will have 100% nomination rights into the rented units, and marketing of the shared ownership flats will also be targeted specifically at Lewisham residents. The scheme is due to start on site in May 2017 and will complete within 18 months from the start.

Forster House, Whitefoot Ward (22 homes)

- 7.2 Phoenix Community Housing have been working on proposals to utilise under used and derelict areas for housing across their estate. This project will utilise land next to Forster House to develop 22 new homes for rent, including two wheelchair accessible flats. The Council is contributing £1.43 million in grant funding towards the construction of the new homes, which will be let at target rents. As with Hazelhurst Court, the scheme has been designed in part to enable downsizing and the freeing up of larger family properties. The project is planned to start on site in April 2017 and will complete in August 2018.

Woodbank, Whitefoot Ward (4 homes)

- 7.3 This site will deliver two x 2 bed houses and two x 3 bed houses, and achieved planning consent in July 2016. It is expected to start on site in June 2017 and complete in June 2018.

8 Schemes awaiting planning

Conversions (7 new homes)

- 8.1 Pepys Housing Office, Rawlinson House, Hawke Tower. Design work is in progress to achieve the conversion of three further housing offices which are surplus to requirements to provide a total of seven new homes to be let at target rents. These schemes are expected to start on site in 2017.

Kenton Court, Bellingham Ward (26 homes)

- 8.2 Design work has been progressed on the scheme at Kenton Court to respond to feedback from the public and planning authority. Further public consultation took place on 15th December 2016. It is anticipated that a new planning application for approximately 26 new social rented homes will be submitted in early 2017.

Silverdale Hall and Grace Path, Sydenham Ward (17 homes)

- 8.3 In June 2016, Mayor and Cabinet considered the results of the formal S105 consultation for the Silverdale Hall and Grace Path scheme and agreed that design work could be progressed for both schemes and planning applications made. Since then, further design and consultation on these two schemes have been undertaken and planning applications are expected in January 2017. These schemes are expected to start on site in summer 2017.

Church Grove, Ladywell and Lewisham central (33 homes)

8.4 Church Grove is being developed by the Community Land Trust RUSS and will provide 33 affordable New Homes on the boundary between Ladywell and Lewisham Central wards. It is a self-build development, where the future residents will work together to build their own homes, along with shared amenity spaces. RUSS have recently completed an extensive co-design process with the Church Grove residents group, they ran a series of detailed workshops with the self-builders on the design the community they want to create. The designs have been taken to Lewisham's Design Review Panel where they were well received, and RUSS are working towards submitting a planning application in early 2017. It is currently anticipated that the self-build process can start in early 2018.

9 Other schemes in design development

9.1 The projects in this category currently form the greatest element of the programme. For each of these the objective is to settle on an appropriate form of development following consultation with residents, other interested parties, and engagement with the Council's planning service.

9.2 Each of these sites will be brought forward for final decision making by Mayor & Cabinet as soon as possible in 2017. This will take place at a point where officers consider that an appropriate scheme has been designed, and when statutory consultation with secure tenants has taken place. Planning submissions will only be made following Mayor & Cabinet approval to proceed. The first two of the projects in this category – where approval to proceed is being sought - are set out at section 10 of this report. The sites that follow below will be brought forward for similar decisions as soon as possible in order to meet the programme targets.

Forest Estate, Forest Hill Ward

9.3 Design development was underway for three sites on the Forest Estate. Development proposals at two of these sites on Knapdale Close are being progressed, with the Eliot Bank site not being taken further at this time. Lewisham Homes wrote to residents of the Forest Estate in November 2016 to confirm this and to inform them that further consultation on development and improvement proposals for the estate will be held early in 2017.

Milton Court, New Cross Ward

9.4 Proposals for Milton Court Road have been undergoing design development with planning discussions taking place through the pre-application process. It is currently proposed that homes for social rent will be developed on this site, with consultation to take place in early 2017 and a planning application expected in late spring 2017.

Hillcrest Estate, Sydenham Ward

- 9.5 The Council and Lewisham Homes are working with Hyde Housing Association on proposals to develop or improve a number of sites across the Hill Crest Estate which is comprised of Hillcrest Close which is managed by Hyde Housing Association and High Level Drive, Vigilant Close, and Talisman Square which are owned by Lewisham Council and managed by Lewisham Homes. A public consultation meeting was held jointly with Hyde HA on 7th December 2016 for residents of both estates, and feedback will be used to inform the design process going forward. It is likely that this will be a phased development which could deliver new homes over a number of infill sites and improvements to the estate.

Bampton Estate, Perry Vale Ward

- 9.6 Lewisham Homes is currently working on proposals to build homes for people over the age of 55 and which be let at target rents on the Bampton Estate. Further consultation on proposals for this site will be carried out in spring 2017 with a planning application expected in late summer 2017.
- 9.7 Officers are also working with London and Quadrant (L&Q) to explore possible future redevelopment or refurbishment options for the adjacent Shifford and Witney Paths, which are in L&Q's ownership. This process for this element of the project is separate to the delivery of new Council homes as set out above, which can be brought forward regardless.

Somerville Estate, Telegraph Hill Ward

- 9.8 Surveys and design work have been progressing in order to inform proposals for possible development on the Somerville Estate, and to establish potential options for longer term regeneration as well as suitable sites for a first phase of development. Further consultation with residents will take place in early 2017 with planning applications expected in summer 2017.

Algernon and Embleton Road, Ladywell Ward

- 9.9 Two sites at Algernon Road and Embleton Road are in design development and proposals are being considered for a mix of homes for social rent and for sale. . Consultation will take place early in 2017 with planning applications expected in summer 2017.

Allison Close, Blackheath Ward

- 9.10 Proposals for a garage site at Allison Close are at an early stage, but could produce homes for sale to provide valuable subsidy for the delivery of more homes for social rent on other projects. The consultancy team is currently being appointed and consultation with residents will commence in spring 2017.

Endwell Road, Telegraph Hill Ward

9.11 Proposals are being progressed for the development of an existing garage site at Endwell Road. Consultation with residents is expected to take place early in 2017.

10 Schemes for approval for planning submission

Crofton Park Road and Marnock Road, Crofton Park Ward (8 homes)

10.1 This report seeks approval to submit planning permission for two schemes which have been in design development for over a year.

10.2 On the first of these, at Crofton Park Road the proposal to redevelop existing garages in Crofton Park ward to deliver two x 3 bedroom houses for social rent. A plan of the site in question, and an image of the proposed development can be found at appendix 1.

10.3 The second project is at Marnock Road, also in Crofton Park ward, where the proposal is to deliver at least six x 4 bedroom houses to be let at target rent on a garage site, and to increase that number if that proves feasible during the detailed design period which will follow. A plan of the site in question, and an image of the proposed development can be found at appendix 2.

10.4 S105 of the Housing Act 1985 provides that the Council must consult with all secure tenants who are likely to be substantially affected by a matter of housing management to which the section applies. The authority must inform secure tenants of proposals and provide them with the opportunity to make their views known within a specified period. The section further specifies that before making any decision on the matter the Council must consider any representations from secure tenants arising from the consultation. Such consultation must therefore be up to date and relate to the development proposals in question.

10.5 On 21st October 2016, 31 secure tenants who live in the vicinity of the two proposed developments were sent a formal Section 105 consultation letter as well as a covering letter which invited them to attend a drop-in meeting at which they could view the proposed plans, ask questions and give feedback. All other residents within the vicinity of the proposed sites were also invited to attend the drop-in event which was held on 8th November 2016.

10.6 Feedback forms were provided at the drop-in, with the intention that any written feedback given at the event by secure tenants would be considered for the purposes of the formal S105 consultation along with other written representations received. The formal S105 consultation period ran for 28 days from 21st October 2016

- 10.7 No responses to the formal S105 consultation were received from secure tenants in relation to either scheme. Six other households provided feedback on the proposals at Crofton Park Road, of which four stated that they were happy with the proposed design of the houses. Two residents expressed concern about security and one about the loss of the garage that they rent. Lewisham Homes is seeking to address the security concerns through the design process and to work with the residents affected by the loss of a garage to find an alternative solution.
- 10.8 Six non-secure tenant households provided written feedback in relation to the Marnock Road proposals. Concerns included parking and disruption, the design of the homes and a desire for the homes to be for rent rather than sale. The homes are now being proposed for social rent, and the parking and design issues are being addressed as part of pre-application planning work, which will also identify whether six or seven homes should be built on the site.
- 10.9 On the basis that no responses from secure tenants were received in relation to the statutory consultation, and that it is considered that the concerns raised by other residents can be addressed through the detailed design process which will follow, the Mayor is recommended to approve both of these projects and thereby enable Lewisham Homes to submit planning applications for both as soon as possible.

11 New Schemes

- 11.1 All of the projects listed above were approved in principle at the Mayor & Cabinet meeting on date. Given the continuing demand for new homes at social rent, and the need to consider further sites to maximise the likelihood that the project will achieve its target of 500 starts by March 2018, officers recommend that the two sites set out below be added to the programme. If this is approved Lewisham Homes will develop plans for the sites and undertake resident and wider consultation, with a view to bringing detailed proposals back for consideration later in 2017.

Mayfield Hostel, Lee Green

- 11.2 Mayfield Hostel, 47 Burnt Ash Hill, is comprised of 41 of bedspaces over 26 units and is used to house homeless families awaiting a permanent social housing offer.
- 11.3 While a valuable resource to the Council, the building itself does not make maximum use of the site it sits on, and is surrounded by land which might present an opportunity for a housing development. There are no proposals for this as yet, other than a “desktop” assessment that shows that if the site were redeveloped for permanent housing it might provide at least 50 new homes.

- 11.4 Given the nature of the site, which is easily accessed from a main road is of a regular, square, shape, officers are exploring the potential to use off-site manufacture on any development on the site. This could speed delivery and would also offer the opportunity to develop the next iteration of the modular method of construction used at PLACE/Ladywell. On this occasion this would be for permanent, rather than temporary, new homes, and the design would be changed to enable the scheme to fit with the look and feel of the surrounding area.
- 11.5 It is anticipated that public consultation could commence in the spring, and that there is still time for a development, if a suitable design and approach can be arrived at, to start on site before March 2018.

Home Park Housing Office, Sydenham Ward

- 11.6 In June 2016, Mayor and Cabinet approved a recommendation to demolish the Home Park Housing Office, Sydenham, on the basis that the site would be explored for housing purposes. Officers are in the process of procuring a demolition contractor and demolition will take place in the spring of 2017.
- 11.7 Public consultation has not yet started about possible future housing development on this site and this is planned for spring 2017. This site could also lend itself to a scheme which used modular methods of construction.

12 Comments of the Housing Select Committee

- 12.1 This report was considered by the Housing Select Committee at its meeting on 10 January. The timings of the meetings and report despatch dates means that it was not possible to incorporate the view of Housing Select Committee in this report. As such, if there are any comments, this will be made available at the time of the Mayor & Cabinet meeting.

13 Financial Implications

- 13.1 The purpose of this report is to provide Mayor & Cabinet with an update on the "New Homes, Better Places" Programme, and as such, has no direct financial implications.
- 13.2 The Council's current 30 year financial model for the Housing Revenue Account includes provision for up to 500 new units, for social rent purposes, at an average cost of £190k each (adjusted annually for inflation) over the first 10 years of the model.
- 13.3 In addition to this, the Council's General Fund Capital Programme currently includes provision of £12m for new build and property, including hostels acquisition.

13.4 Where schemes are of mixed developments, which include sales, the sales receipts generated will be reinvested back into the new build programme.

13.5 More detailed financial analysis of each scheme will be undertaken as they are developed and reported to Mayor & Cabinet at a later date.

14 Legal Implications

14.1 The Council has a wide general power of competence under Section 1 of the Localism Act 2011 to do anything that individuals generally may do. The existence of the general power is not limited by the existence of any other power of the Council which (to any extent) overlaps the general power. The Council can therefore rely on this power to carry out housing development, to act in an “enabling” manner with other housing partners and to provide financial assistance to housing partners for the provision of new affordable housing. In accordance with General Consent A3.1.1 of The General Housing Consents 2013 the Council may dispose of dwelling houses on the open market at market value.

14.2 Some of the proposals set out in this report are at an early stage of development. Detailed specific legal implications will be set out in subsequent reports to Mayor & Cabinet/Mayor & Cabinet (Contracts) as appropriate. Section 105 of the Housing Act 1985 provides that the Council must consult with all secure tenants who are likely to be substantially affected by a matter of Housing Management. Section 105 specifies that a matter of Housing Management would include a new programme of maintenance, improvement or demolition or a matter which affects services or amenities provided to secure tenants and that such consultation must inform secure tenants of the proposals and provide them with an opportunity to make their views known to the Council within a specified period. Section 105 further specifies that before making any decisions on the matter the Council must consider any representations from secure tenants arising from the consultation. Such consultation must therefore be up to date and relate to the development proposals in question.

Equalities Legislation

14.3 The Equality Act 2010 (the Act) introduced a public sector equality duty (the equality duty or the duty). It covers the following protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

14.4 In summary, the Council must, in the exercise of its functions, have due regard to the need to:

- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
- advance equality of opportunity between people who share a protected characteristic and those who do not.

- foster good relations between people who share a protected characteristic and those who do not.

14.5 It is not an absolute requirement to eliminate unlawful discrimination, harassment, victimisation or other prohibited conduct, or to promote equality of opportunity or foster good relations between persons who share a protected characteristic and those who do not. It is a duty to have due regard to the need to achieve the goals listed at 12.2 above.

14.6 The weight to be attached to the duty will be dependent on the nature of the decision and the circumstances in which it is made. This is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. The Mayor must understand the impact or likely impact of the decision on those with protected characteristics who are potentially affected by the decision. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations. The extent of the duty will necessarily vary from case to case and due regard is such regard as is appropriate in all the circumstances.

14.7 The Equality and Human Rights Commission has recently issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-codes-practice>

<https://www.equalityhumanrights.com/en/advice-and-guidance/equality-act-technical-guidance>

14.8 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:

- essential guide to the public sector equality duty
- Meeting the equality duty in policy and decision-making
- Engagement and the equality duty: A guide for public authorities
- Objectives and the equality duty. A guide for public authorities
- Equality Information and the Equality Duty: A Guide for Public Authorities

14.9 The essential guide provides an overview of the equality duty requirements including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at:

<https://www.equalityhumanrights.com/en/advice-and-guidance/public-sector-equality-duty-guidance#h1>

15 Crime and disorder implications

15.1 There are no environmental implications arising from this report.

16 Equalities implications

16.1 There are no environmental implications arising from this report.

17 Environmental implications

17.1 There are no environmental implications arising from this report.

18 Background Documents and Report Originator

| Title | Date | File Location | Contact Officer |
|---|------------------|--|-----------------|
| New Homes, Better Places Programme Update | 1 June 2016 | Available at this link | Jeff Endean |
| New Homes, Better Places Phase 3 Update | 14 January 2015 | Available at this link | Jeff Endean |
| New Homes, Better Places Programme Update | 15 November 2015 | Available at this link | Jeff Endean |

18.1 If you have any queries relating to this report please contact Jeff Endean on 020 8314 6213.

Appendix 1 – Site Plan and images – Crofton Park Road



Front Elevation

Appendix 2 – Site Plan and Images – Marnock Road

