

## Housing Delivery Plan 2025 – 2030

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### Contents

|  |    |
|--|----|
| Housing Delivery Plan 2025 – 2030 .....                              | 1  |
| Contents.....  | 1  |
| 1. Executive Summary .....   | 2  |
| 2. Strategic Alignment: Guiding Objectives for Housing Delivery..... | 3  |
| 3. Celebrating our achievements: Building on success.....            | 3  |
| 4. Strategic framework for 2025-2030.....                            | 7  |
| 5. Risk Management and Mitigation.....                               | 10 |
| 6. Implementation and Next Steps .....                               | 11 |
| 7. Conclusion .....  | 12 |
| 8. Document Attributes .....   | 13 |

## 1. Executive Summary

Broxtowe Borough Council has successfully delivered its ambitious housing plan established in 2019, exceeding original targets and establishing a proven track record of delivery. A fundamental driver of this success is the commitment to achieving a net gain in council-managed housing stock year-on-year, particularly in the face of Right to Buy pressures. Building on this, our Housing Delivery Plan sets out the approach for the next five years (2025-2030) to deliver up to 250 new affordable, high-quality homes for our residents. This aligns with the objective within the Asset Management Strategy to deliver 'more homes people need, imaginatively and effectively'.

Our previous plan aimed to deliver 230 homes over ten years - a target we have not only met but exceeded, delivering 57 more units than our initial soft targets over the past three years. This achievement demonstrates our commitment to addressing local housing need and our ability to deliver tangible results for our communities.

The plan for 2025-2030 builds on proven delivery methods while addressing the changing housing landscape. Our approach focuses on three core delivery mechanisms: new build development on council-owned sites (particularly underused garage sites), strategic open market acquisitions of former council houses, and selective engagement with Section 106 opportunities where we serve as provider of last resort.

Key achievements that underpin this new plan include continuing to establish the development department, securing significant external funding partnerships with Homes England and the Local Authority Housing Fund, and building a robust pipeline of schemes across the borough. We have developed expertise in navigating complex development processes and established valuable relationships with contractors, developers, and funding partners. Beyond immediate delivery, this plan contributes to the long-term sustainability of the Housing Revenue Account (HRA) through increased rental income, bolstering the Council's financial position.

Our ambitious target of 250 homes over five years represents an average of 50 homes annually, with estimated total investment of £45-£62.5 million. This will be funded through a strategic mix of grant funding (our primary source), Section 106 contributions (managed through improved inter-departmental protocols), Right to Buy receipts, and prudential borrowing as necessary. The plan prioritises maximising grant income to reduce borrowing requirements and ensure scheme viability.

The plan acknowledges key risks including construction cost inflation, interest rate volatility, and internal capacity constraints. Addressing staffing challenges is a critical priority, with immediate need for permanent leadership and an experienced development officer to ensure sustainable delivery. Improved coordination of Section 106 funding flows between departments is also a key operational priority.

This plan positions Broxtowe Borough Council to continue its leadership in affordable housing delivery, providing homes that meet identified local needs while maintaining financial sustainability and building on our established reputation for successful project delivery.

## **2. Strategic Alignment: Guiding Objectives for Housing Delivery**

This Housing Delivery Plan for 2025-2030 is directly aligned with the emerging Asset Management Strategy (AMS). The AMS establishes six key objectives that guide all asset-related activities, ensuring a holistic approach to meeting residents' needs and improving their well-being. This Housing Delivery Plan specifically focuses on the practical implementation and achievement of these objectives, particularly those related to the delivery of new homes.

The six strategic objectives from the AMS include:

- **Objective 1:** Delivering More Homes People Need, Imaginatively and Effectively
- **Objective 2:** Ensuring Every Home is Safe, Healthy, and Fit for the Future
- **Objective 3:** Transforming all Stock into Homes Fit for Modern Lives, Sensitive and Efficiently
- **Objective 4:** Creating Warmer, Greener and More Affordable Homes for a Sustainable Future
- **Objective 5:** Unlocking Potential: Empowering Tenants, Staff, and Innovation for Better Services
- **Objective 6:** Using Insightful Data to Drive Action and Improve Lives

## **3. Celebrating our achievements: Building on success**

Broxtowe Borough Council has demonstrated exceptional performance in housing delivery over the past five years, transforming initial aspirations into tangible results for our communities. Our original plan, established in 2019 and adopted around 2020, set an ambitious target of 230 homes over ten years. We are clearly on the right track to meet this target. This has been driven by a desire to end each year with a greater number of houses in management than we started.

This achievement represents more than mere numbers - it demonstrates our commitment to addressing local housing need and our ability to translate policy into practice. All sites identified in the original plan have either been developed or appropriately replaced with alternative opportunities, showing our adaptive approach to delivery while maintaining focus on outcomes.

Our success stems from developing a comprehensive approach to delivery using multiple complementary mechanisms:

### **3.1 Council-Led New Build Programme:**

We have successfully delivered 24 garage sites developments over the past five years, plus an additional 5 on site at Farm Cottage creating 35 new homes through the redevelopment of underused council assets. These developments,

ranging from 2 to 15 units per site, have maximised the potential of previously underutilised land while creating high-quality affordable homes for social rent. The program significantly accelerated in 2023, demonstrating our increasing capacity and expertise.

### **3.2 Open Market Acquisitions:**

This has been our standout success story. Colleagues within Housing and Asset Management have acquired 37 properties over eighteen months, with potential to reach 57 acquisitions over three years. This program has been particularly effective in bringing former council houses back into affordable housing stock, often utilising Right to Buy receipts to fund acquisitions.

### **3.3 Section 106 Partnerships:**

We have successfully secured commitments for 77 affordable housing units through Section 106 agreements with developers. Of these, 18 have been completed, 8 are scheduled for delivery in July, and 51 remain in contract for delivery through 2028, with first completions expected in March 2026. This demonstrates our ability to work effectively with private developers to secure affordable housing contributions.

### **3.4 Securing Strategic Funding Partnerships**

One of our most significant achievements has been establishing strong relationships with key funding partners, transforming our financial capacity for housing delivery:

- **Homes England Partnership:** We successfully established a direct relationship with the Homes England growth team. This partnership has delivered substantial grant funding, with examples of £75,000 per unit support, and has been retrospectively applied to acquisitions that weren't initially expected to receive funding. The relationship enables us to access up to 40% grant funding per unit, significantly improving scheme viability.
- **Local Authority Housing Fund (LAHF):** We have successfully secured additional funding from LAHF, including approximately £70,000 per unit for up to three units, thereby diversifying our funding sources and reducing reliance on borrowing.
- **Grant Funding Success:** Our proactive approach to grant applications has achieved remarkable results, with successful retrospective applications for schemes that possibly wasn't viable two years ago. This demonstrates our growing expertise in funding applications and relationship management.

### **3.5 Building Organisational Capacity**

Beyond individual projects, we have achieved fundamental organisational development that underpins sustainable delivery:

- **Continue to establish a Development team:** Senior colleagues have created a working team, where none existed before. This team have developed systems, processes, and build relationships with colleagues within Housing to enhance delivery.

- **Apprenticeship Programme:** We have recruited and developed two Degree Apprentices, building internal capacity while creating career pathways within the council. This investment in local talent (alongside our commitment to exploring various sources of employees, including those from underrepresented groups such as people with convictions) ensures continuity and develops expertise specific to our local context.
- **Process Improvement:** We have implemented better record-keeping and system mapping to enable continuity. This systematic approach, means knowledge and processes are preserved regardless of staff changes. Going forward, we would like to consider the adoption of a development cost assessment software (such as Panwin Lite), which provides our standard approach in project viability.
- **Contractor Relationships:** Through working with Housing colleagues, we have identified reliable contractors and developed understanding of local market dynamics. This knowledge enables more effective procurement and reduces delivery risks.

### 3.6 Learning and improvement

Our achievements include developing a better understanding of what works and what doesn't, significantly enhanced by continuous consultation and feedback from our customers (tenants) and proactive engagement with elected members. This comprehensive approach ensures our learning is responsive to diverse needs and feedback, genuinely shaping our direction and enabling effective service delivery. Key areas of improvement include:

- **Market Intelligence:** Housing colleagues and the development team have built effective networks for identifying acquisition opportunities, including relationships with estate agents, off-market contacts, and valuable leads from elected members. This intelligence enables rapid response to opportunities.
- **Policy Development:** Experience has led to policy refinements, such as implementing veto rights over tenanted properties to avoid complications in previous acquisitions.
- **Financial Management:** We have developed expertise in budget management, with Fraser noting that initial acquisition budgets were 'too high' leading to surpluses that demonstrate improving cost prediction accuracy

### 3.7 Creating Positive Momentum

Our achievements have created a culture of optimism and delivery, and the council now has a track record of delivery that enhances credibility. It improves our standing with Homes England, makes developers more willing to work with us on Section 106 schemes, and builds confidence among councillors and senior management for future investment decisions. Our achievements can be measured across multiple dimensions:

- **Delivery Volume:** Exceeded original targets by delivering 57 additional units beyond soft targets.

- **Delivery Rate:** Accelerated delivery, with the program gaining significant momentum over the last 18 months.
- **Financial Leverage:** Secured substantial grant funding that wasn't previously accessible.
- **Enhanced Financial Control and Strategic Management of Reserves:** We have significantly improved our processes for managing and forecasting key funding streams. This includes implementing robust cross-departmental protocols for Section 106 contributions, ensuring timely allocation and expenditure, and dynamically monitoring Right to Buy receipts to manage fluctuations and strategically reinvest funds, potentially by creating development reserves. This provides greater financial foresight and stability for our delivery programme.
- **Organisational Development:** Established a functioning department with apprentices and systematic processes and a better working relationship with Housing colleagues.
- **Partnership Development:** Built relationships with Homes England, LAHF, contractors, and developers.
- **Asset Optimisation:** Maximised value from underused council assets through garage site redevelopment.

These achievements provide the foundation for our ambitious 2025-2030 plan, demonstrating both our capacity to deliver and our commitment to continuous improvement in service of our communities' housing needs

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## 4. Strategic framework for 2025-2030

Building on our successful track record, we have set an ambitious target of 250 homes over five years (2025-2030), representing an average of 35-50 homes annually. This target reflects our growing capacity and established delivery mechanisms, including the proven success of our open market acquisitions program, which has been an achievement in bringing former council houses back into affordable housing stock. We also acknowledge the variable nature of development opportunities, and our methodology remains fundamentally reactive to opportunities as they arise, within a strategic framework this directly contributes to and is measured against the objectives and key results within the AMS.

Broxtowe's housing needs are assessed through a dynamic, responsive approach led by our Housing department, which updates needs assessments frequently. This rolling assessment ensures our delivery remains aligned with current demand and demographic changes across the borough, which is analysed through north and south geographical divisions. Our primary strategic driver is to achieve a net annual increase in the Council's housing stock, mitigating losses through Right to Buy.

The housing mix will continue to focus on meeting the highest identified needs in our area, with our dynamic and comprehensive borough-wide housing needs analysis driving delivery targets and priorities, including specific household types and required property specifications. This comprehensive analysis will continue to inform our delivery to ensure homes meet precise local needs, including the demand for one-bedroom properties. Historically, our developments have delivered approximately 70% affordable rent and 30% shared ownership. However, it is important to note that all new build and acquisition programmes delivered by the Council so far have been for social rent. We maintain flexibility to adjust this based on current needs and site-specific circumstances.

### 4.1 Delivery Methodology

Our five-year plan builds on proven delivery methods while adapting to changed market conditions since 2019. The methodology remains fundamentally reactive, responding to opportunities as they arise, but within a strategic framework that prioritises certain approaches.

Our development approach is fundamentally site-driven and means led, meaning we respond to opportunities as they arise while ensuring they meet identified housing needs. This methodology has proven effective in our previous plan and allows us to maximise opportunities while maintaining focus on housing outcomes.

### 4.2 Delivery Mechanisms:

- **New Build Development:** This remains our primary delivery method, focused on council-owned sites. We have a definitive garage site plan identifying numerous underused sites across the borough that are surplus to requirements as garages and suitable for housing development. The garage site program

offers several advantages: we own the land (eliminating acquisition costs), sites are distributed across the borough meeting local needs, and developments can be designed specifically for affordable rent, maximising grant funding opportunities.

- **Open Market Acquisitions:** This has been our most successful delivery mechanism and will continue as a core strategy. We will continue to work with colleagues within Housing to focus on former council houses and other suitable properties identified through our established networks of estate agents, member contacts, and market intelligence.
- **Strategic Section 106 Engagement:** We will position ourselves to step in where housing associations cannot deliver, ensuring affordable housing obligations are met while expanding our stock. This will involve proactive collaboration and equipping key staff with advanced negotiation and partnership skills to secure the best outcomes for our communities. Our aim is to maximise Section 106 contributions, targeting a significant increase in affordable housing delivery that precisely meets assessed local need. We will also explore opportunities for greater communication with housing associations to influence their priorities and potentially increase Section 106 delivery within the borough, leveraging our experience to secure commitments for affordable housing units. This approach aligns with our broader objective to secure new stock through opportunistic and innovative routes.

### 4.3 Partnership Strategy

- **Homes England:** Our established relationship with the Homes England growth team is fundamental to our delivery strategy. This partnership provides access to grant funding up to 40% of scheme costs and enables retrospective applications for suitable projects. We will continue to develop this relationship and explore additional funding opportunities.
- **Local Authority Housing Fund (LAHF):** We will maintain our partnership with LAHF as an additional funding source, particularly for acquisition programs and specific development types.
- **Developer Partnerships:** Based on our experience, we have identified developers we would be delighted to work with again and others we would approach with caution. This knowledge will inform our engagement with Section 106 opportunities and potential joint ventures.
- **Registered Provider Engagement:** While the housing association market has slowed due to Building Safety Act requirements and interest rate impacts, we will work with Housing colleagues to have much more influence with large regional housing associations to get them to prioritise Section 106 within Broxtowe. This will be supported by cultivating strong consultant partnerships and implementing a clear, long-term procurement methodology to enhance efficiency and secure optimal outcomes.

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## 4.4 Financial Strategy and Funding

Our financial strategy prioritises maximising grant income to reduce borrowing requirements and ensure scheme viability. The estimated total cost for our 250-home program ranges from £45 million (using median costs of £180,000 per unit) to £62.5 million (using top-end costs of £250,000 per unit). It is important to note that these costs are subject to change, as evidenced by build costs which rose over 30% during 2016-2021, and construction cost inflation remains a key risk.

### 4.5 Funding Hierarchy:

- **Grant Funding (Primary):** Homes England and LAHF grants provide up to 40% of scheme costs.
- **Section 106 Contributions:** Incredibly beneficial when available, though timing and amounts vary, requiring robust inter-departmental tracking.
- **Right to Buy Receipts:** Particularly effective for acquisition programs; fluctuations will be monitored and managed.
- **Prudential Borrowing:** Balancing funding for viable schemes, subject to interest rate conditions and overall Council borrowing capacity.

Our approach remains scheme-by-scheme assessment, allowing flexibility to optimise funding packages based on current market conditions and available resources. This methodology has proven successful and allows us to maximise grant income while maintaining financial prudence. While currently operating on a scheme-by-scheme approval basis, the Council will explore opportunities for greater internal strategic budget allocation for the development programme in future, to enhance flexibility and responsiveness, mirroring successful Housing Association models where appropriate and feasible within local authority governance.

Based on our target of 50 homes annually and median costs, we anticipate annual investment of approximately £9 million, rising to £12.5 million in higher-cost scenarios. This level of investment is achievable through our established funding mechanisms and partnerships, and the new homes are expected to generate rental income, contributing to the long-term sustainability of the Housing Revenue Account (HRA) and bolstering the Council's financial position.

## 5. Risk Management and Mitigation

### 5.1 Key Risk Categories

- **Capacity and Staffing Risks:** The most significant risk to delivery is internal capacity. Although the team has expanded over the last 12 months, our current structure relies heavily on temporary staff.
  - **Mitigation:** Immediate recruitment of permanent Head of Development and creation of an experienced Development Officer role to provide sustainable staffing structure. The apprenticeship program continues to build long-term capacity.
  
- **Financial and Market Risks:** Construction costs and land costs are expected to increase, while interest rate volatility affects borrowing decisions. Right to Buy receipts may rise and then fall based on government policy changes.
  - **Mitigation:** Scheme-by-scheme financial assessment with contingency planning, maximising grant funding to reduce borrowing exposure, and maintaining flexible approach to delivery timing based on market conditions. The Council will monitor Right to Buy receipt levels closely and explore strategies to manage fluctuations, such as potentially creating a development reserve during periods of high receipts to smooth funding availability in subsequent years.
  
- **Section 106 and Partnership Risks:** The housing association market has slowed, potentially requiring the council to take on more Section 106 schemes as provider of last resort. Information flow regarding Section 106 funds between departments needs improvement to prevent funds being clawed back.
  - **Mitigation:** Implementing a robust cross-departmental S106 tracking and allocation protocol, involving Planning, Finance, and Housing Development, to ensure timely allocation and expenditure. Building relationships with housing associations to influence their priorities, and maintaining capacity to step in as S106 provider when necessary.
  
- **Delivery and Contractor Risks:** Experience has shown variations in contractor performance, with some delivering excellently while others present challenges. A new procurement process required by Homes England funding presents untested risk.
  - **Mitigation:** Utilising established contractor relationships, maintaining project risk registers for each scheme, and careful management of new procurement processes with appropriate support.

### 5.2 Risk Monitoring

We are to ensure active risk registers for each scheme are maintained covering contractor performance, cash flow, supply chain issues, and delivery timetables. These are to be reviewed at regular site meetings and inform decision-making throughout project lifecycles.

## 6. Implementation and Next Steps

### 6.1 Immediate Priorities (Year 1)

Our immediate priorities for Year 1 (2025-2026) are strategically aligned with foundational initiatives required to deliver against the AMS Key Results:

- **Securing Permanent Leadership and Strengthening Staffing:** The recruitment of a permanent Head of Development and an experienced Development Officer is crucial for building sustainable capacity. This will ensure the long-term capability needed for effective housing delivery.
- **Finalising Garage Site Pipeline:** Detailed plans for identified garage sites will be informed by the comprehensive borough-wide housing needs analysis driving delivery targets and priorities.
- **Optimising Funding Relationships:** Strengthening partnerships with Homes England and LAHF focusing on securing external grant funding for housing delivery. Our proactive approach to grant applications has already yielded significant success.
- **Improve Interdepartmental Processes:** Continue to improve protocols within the Housing Delivery Group. Develop and implement a cross-departmental S106 tracking and allocation protocol, potentially leveraging a shared GIS system and regular, minuted meetings between Planning, Finance, and Housing Development to ensure timely allocation and expenditure of S106 funds.

### 6.2 Medium-term Objectives (Years 2-3)

Our medium-term objectives will focus on scaling up delivery and refining processes, directly contributing to the ongoing achievement of AMS Key Results and initiatives:

- **Scale Up Delivery:** Achieve consistent annual delivery of 50+ homes.
- **Diversify Opportunities:** Expand acquisition programs and explore additional Section 106 partnerships.
- **Build Market Presence:** Establish Broxtowe as preferred partner for housing associations and developers.
- **Develop Internal Expertise:** Continue apprenticeship programs and skill development.

### 6.3 Long-term Goals (Years 4-5)

- **Achieve Target Delivery:** Complete 250-home program.
- **Establish Sustainable Model:** Create self-sustaining delivery capacity for future programs.
- **Maximise Community Benefit:** Ensure homes meet local needs and contribute to community development.

- **Build Future Pipeline:** Identify and develop opportunities for next planning period.

## **7. Conclusion**

This Housing Delivery Plan builds on demonstrated success to set ambitious but achievable targets for 2025-2030. Our track record of exceeding previous targets, combined with established partnerships and proven delivery mechanisms, provides confidence in our ability to deliver 250 new affordable homes over the next five years.

Success depends on addressing identified capacity constraints while maintaining the flexibility and responsiveness that has characterised our previous achievements. With appropriate staffing investment and continued partnership development, Broxtowe Borough Council will continue to lead in affordable housing delivery, providing homes that meet local needs while maintaining financial sustainability.

Our approach balances ambition with realism, building on what works while adapting to changing circumstances. The result will be significant contribution to addressing local housing need while establishing Broxtowe as a model for effective council-led housing delivery.

## 8. Document Attributes

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