



To:
All members of the
Corporate Policy and Resources
Committee

Please reply to:
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Date: 6 October 2026

Supplementary Agenda

Corporate Policy and Resources Committee - Monday, 12 October 2026

Dear Councillor

I enclose the following item which was marked 'to follow' on the agenda for the Corporate Policy and Resources Committee meeting to be held on Monday, 12 October 2026:

10. Procurement of resource to support the preparation of an evidence-based Housing Delivery Plan 3 - 16

Committee is asked to consider the procurement of Inner Circle Consulting to deliver an evidence-led Housing Delivery Plan which can be taken forward by West Surrey Council.

Yours sincerely

Karen Wyeth
Corporate Governance

To the members of the Corporate Policy and Resources Committee

Councillors:

G. Neall (Chair)	J. Button	M.J. Lee
C. Bateson (Vice-Chair)	D.C. Clarke	D. Saliagopoulos
M.M. Attewell	S.M. Doran	J.R. Sexton
J.R. Boughtflower	R.V. Geach	J.A. Turner

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M. Buck

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Substitute Members:

Councillors: S.N. Beatty, H.S. Boparai, T. Burrell, K. Howkins,
S.C. Mooney and K.E. Rutherford



Committee Report Checklist

Please submit the completed checklists with your report. If final draft report does not include all the information/sign offs required, your item will be delayed until the next meeting cycle.

Stage 1

Report checklist – responsibility of report owner

ITEM	Yes / No	Date
Councillor engagement / input from Chair prior to briefing		
Relevant Group Head review		
MAT+ review (to have been circulated at least 5 working days before Stage 2)		
This item is on the Forward Plan for the relevant committee		
	Reviewed by	
Finance comments (circulate to Finance)	Yes	25/9/26
Risk comments (circulate to Lee O'Neil)	Yes	25/9/26
Legal comments (circulate to legal@spelthorne.gov.uk)	LH	25/09/26
HR comments (if applicable)		

For reports with material financial or legal implications the author should engage with the respective teams at the outset and receive input to their reports prior to asking for MO or s151 comments.

Do not forward to stage 2 unless all the above have been completed.

Stage 2

Report checklist – responsibility of report owner

ITEM	Completed by	Date rec'd
Monitoring Officer commentary – at least 5 working days before MAT	L Heron	25/09/26
S151 Officer commentary – at least 5 working days before MAT	T. Collier	25/09/36
Commissioner engagement		
	Delete as applicable:	No issues Comments in S. 7
Relevant MAT member sign-off	PM	25/09/26
Report reviewed by Management Team	T. Collier	6/10/26

Corporate Policy and Resources Committee

12th October 2026

Title	Procurement of resource to deliver an evidence-based Housing Delivery Plan
Purpose of the report	To make a decision
Report Author	Terry Collier, Deputy Chief Executive
Ward(s) Affected	All Wards
Exempt	No
Exemption Reason	N/A
Corporate Priority	Addressing Housing Need
Recommendations	Committee is asked to: To approve the procurement of Inner Circle Consulting to deliver an evidence-led Housing Delivery Plan which can be taken forward by West Surrey Council.
Reason for Recommendation	The Council has a statutory direction to put in place “A realistic plan to deliver housing numbers outlined in its Local Plan”.

1. Executive summary of the report *(expand detail in Key Issues section below)*

What is the situation	Why we want to do something
- The Council now has a current approved Local Plan with target delivery numbers considerably more than those which have been delivered to date. - The Council has a set of statutory Best Value Directions which include one directing the Council to put in place a realistic plan to deliver housing numbers outlined in its Local Plan.	- On 1st April 2027 Spelthorne will cease to exist as a sovereign council and will pass its responsibilities across to West Surrey Council, therefore it is important that a credible evidence-based plan which West Surrey Council (WSC) can buy in to is produced in the next few months - Aim is to facilitate a joined-up SBC team - transitioning to WSC with an approved housing delivery plan

- Recent delivery averages just over 200 homes per year, creating a significant delivery gap and statutory risk under the Housing Delivery Test. - Resources within the Council are limited, particularly with the additional pressures of Surrey Local Government Reorganisation, with the Strategic Planning Team focused on delivering the Staines Masterplan and working on refreshing the Local Plan	- An effective Housing Delivery Plan will contribute towards achieving the Local Plan numbers, delivering sustainable communities and easing pressures on this Council's (and subsequently West Surrey's) Temporary Accommodation Budget. - There is a need for the Council to work with the Registered Provider, developer and investor community drive housing delivery in the borough.
This is what we want to do about it	These are the next steps
A short-term specialist commission is required to: - Build a robust, prioritised housing delivery pipeline - Identify quick-win opportunities and longer-term strategic growth sites - Engage the market to test appetite and delivery routes - Produce a clear, investable Housing Delivery Action Plan for transition to WSC - That the Council appoints as a short-term one-off resource, a consulting firm with a proven track record of supporting Councils to progress Housing Delivery.	To approve the procurement of Inner Circle Consulting with a brief to produce a Housing Delivery Plan by January 2027.

2. Key issues

- 2.1 A new Local Plan was approved by Council in March 2026 and requires a step-change in delivery. Councils, as Local Planning Authorities, are required each year to demonstrate whether they are achieving the Housing Delivery Test (the Test). The Test looks back at delivery over previous years with sanctions if the Test is not achieved.
- 2.2 Applying the updated Standard Method results in a requirement for **793 new homes per year**, compared with **631 homes per year** in the adopted Local Plan. When the statutory 20% buffer is applied for the first five years, the requirement rises to **952 homes per year**, representing a substantial uplift in the scale of delivery the Council must plan for.
- 2.3 The Council is subject to statutory Best Value Directions, including a requirement to produce "*a realistic plan to deliver the housing numbers outlined in its Local Plan*". Over the last three years (2022–23 to 2024–25),

delivery has averaged just over **200 homes per year**, demonstrating a significant gap between current performance and the scale of delivery required. A step change in both the **scale** and **pace** of housing delivery is therefore essential.

- 2.4 To date, Spelthorne has not had the dedicated capacity needed to proactively drive delivery against substantial Local Plan targets. The Strategic Planning Team is already fully committed to securing an approved Staines Masterplan by Christmas 2026 and commencing the Local Plan refresh. Delivering housing at the required scale demands skills and interventions that typically sit within a proactive regeneration, inward investment or housing-enabling function—capacity the Council does not currently have.
- 2.5 To develop a credible Housing Delivery Plan for transition to West Surrey Council, the Council needs short-term access to specialist expertise capable of supporting officers, coordinating cross-Council inputs, and producing a robust, evidence-based and investable housing delivery pipeline. This report identifies an experienced organisation able to provide that support and ensure the resulting plan is both deliverable and aligned with best practice
- 2.6 The Council needs a clear, evidence-led plan for building more homes. A range of potential support options has been considered, and Inner Circle Consulting have been identified as the organisation best placed to help the Council achieve the required step change in housing delivery. They have a strong track record of enabling councils to accelerate delivery and specialise exclusively in public-sector support, bringing a blend of local government expertise and commercial delivery experience.
- 2.7 Their proposal demonstrates the capability needed to produce a credible, evidence-based Housing Delivery Plan and a robust, investable housing pipeline for transition to West Surrey Council.

Options appraisal and proposal

- 2.8 **Option 1 (Preferred):** Approve the procurement, via a direct award through a framework contract, of Inner Circle Consulting for a three-month project to deliver a Housing Delivery Plan. The outputs to be delivered are a four-stage Housing Delivery Acceleration Programme designed to ensure a comprehensive, market-facing and focused Housing Delivery Action Plan. The core output of the programme will be on producing a fully detailed housing delivery pipeline that clearly identifies site-specific constraints, sets out the actions required to unlock each site, and assigns clear ownership and accountability for delivery.
- 2.9 There will be four key deliverables, and each deliverable will have a clear purpose and a set of SMART objectives to ensure effective evaluation of

what has been delivered and that it meets the Council's requirements. These are set out in Appendix 1.

2.10 Option 2: Decide to not approve the recommendation in this report, and request further sources of support to be considered. Not recommended due to the time constraints and challenge of finding resource with appropriate skills and experience.

2.11 Option 3: Decide to not approve the recommendation in this report and continue with existing internal capacity. Not recommended as not sufficient uncommitted resource to provide the required focus to pull together a Housing Delivery Plan.

3. Governance and Risk Considerations

3.1 This is a key programme which will require appropriate programme and management oversight, alongside alignment with in-house teams. The risks include potential for the work to overrun and for a Housing Delivery Plan not to be produced in time to transition to West Surrey. The project forms part of the Commercial, Regeneration and Housing Theme under the Improvement and Recovery Plan, and progress will be reported on a regular basis to the Improvement and Recovery Board. Dave Anderson is returning to provide programme and management oversight of this project and to act as client manager to ensure that the project is delivered on time on budget and with full internal alignment.

3.2 There is the risk that the outcome is a Plan which lacks credibility or does not achieve buy in from West Surrey. Effective stakeholder engagement and management will help mitigate this, including engaging effectively with West Surrey at a political and officer level. The project will build on the impact of the Affordable Housing Forum on 14th October to engage with RPs, investors and developers

3.3 For the Housing Delivery Plan to be credible it needs to be based on robust and comprehensive evidence. The consulting team will need to engage and work effectively with internal staff and draw on relevant existing data sets.

4. Financial implications

4.1 The proposed procurement is for an indicative cost of up to £135,000 (excluding VAT) for up to 125 days of work. This overall programme cost will be carefully managed through a phased structure, with each stage monitored and signed off before progressing to the next. The final fee will be confirmed during mobilisation, following a review of existing material and the Council's level of preparedness.

4.2 The appointment of the consultants will be made via a framework which means that the consultancy has been previously evaluated for value for money as part of the process being placed on the framework. The track

record of delivery of the consultants in housing delivery across a number of local authorities has been considered. Given that there is not the in-house capacity, to deliver the Housing Delivery Plan in the timescales available before Vesting Day, the alternative of bringing in individual interim officers would equate to a significant level of expenditure.

- 4.3 Progression and payment will be contingent on the successful completion of each stage, ensuring strong financial control and clear accountability throughout. Sufficient funding is available within existing Planning budgets, and the cost of employing Dave Anderson to oversee the commission will also be met from existing resources.

5. Legal comments

- 5.1 Under section 111 of the Local Government Act 1972 the Council has the power to do anything that is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions. This includes activities such as procuring external advice, provided it supports the Council in fulfilling its statutory duties.
- 5.2 The Local Government (Contracts) Act 1997 enables the Council to enter into contracts for the provision of services, including external advice, as part of discharging their statutory functions.
- 5.3 General Power of Competence under the Localism Act 2011 allows the Council to do anything that individuals generally may do, unless explicitly prohibited by law. This power provides a broad basis for the Council to procure external advice.
- 5.4 The proposed procurement exercise must comply with the Council's Contract Standing Orders and all applicable regulations. The proposed appointment must be subject to a written contract. Legal Services will assist throughout.

Corporate implications

6. Commissioners' comments

- 6.1 Commissioners support the appointment of suitably experienced and qualified consultants, in light of the Council's current capacity constraints, to provide the necessary specialist expertise to ensure full compliance with the directions issued by the Secretary of State.
- 6.2 Commissioners expect the Council to maintain a strong client-side oversight and management role to ensure effective governance, value for money, robust quality assurance, and the timely and effective delivery of the required work.

7. S151 Officer comments

- 7.1 The S151 Officer confirms that all financial implications have been taken into account and that the recommendations are fully funded from within the current year's budget.

8. Monitoring Officer comments

- 8.1 Provided the proposed procurement exercise and the appointment are undertaken in accordance with the relevant legislation, the framework's requirements, the Council's Contract Standing Orders and governance processes, the Council has the necessary powers to implement the recommendations in this report.

9. Procurement comments

- 9.1 The proposed procurement has been considered by the Procurement Board who are supportive. The proposed procurement route is a direct award via the ESPO framework. As the total value of the contract is over £100k, Committee approval is required.
- 9.2 The Procurement Team will advise and assist throughout.

10. Equality and Diversity

- 10.1 Future housing in Spelthorne needs to ensure it meets the needs of all residents and addresses any particular requirements for those with protected characteristics. The delivery plan should take account of these in its recommendations.

11. Sustainability/Climate Change Implications

- 11.1 The procurement itself is not expected to have a significant impact on the Council's Scope 1 and Scope 2 carbon emissions. However, the Housing Delivery Plan presents an opportunity to support the Council's Net Zero ambitions and to influence the delivery of sustainable, climate-resilient communities. This includes ensuring that future housing growth takes account of increasing climate risks, particularly flooding and overheating during periods of extreme heat, alongside measures that improve the long-term environmental performance of new development.
- 11.2 Inner Circle have the opportunity to build upon these opportunities and strengthen both Spelthorne and West Surrey's climate and sustainability commitments.

12. Other considerations

- 12.1 None identified.

13. Local Government Reorganisation Implications

- 14.1 Whilst Spelthorne is exempt from the S24 regime and does not require West Surrey approval, the proposed procurement has been highlighted to the West Surrey Interim Section 151 Officer. The objective is to generate a credible

evidence-based Housing Delivery Plan which West Surrey will take forward to ensure that it is able to meet the housing target numbers.

14. Timetable for implementation

14.1 Once Committee have approved, Inner Circle to commence straight away with target of producing draft Housing Delivery Plan by early January 2027 which would be brought to CPRC for consideration. Whilst the timescales are set out in the Appendix. The key milestones are as follows:

14.2 **End Week 3:** Evidence base and initial pipeline established.

- **End Week 6:** Case for Housing Action signed off; 100% of pipeline sites assessed.
- **End Week 8:** Priority sites identified and market engagement underway.
- **End Week 10:** Priority pipeline and emerging delivery routes agreed.
- **End Week 11:** Market testing complete.
- **End Week 12:** Final Housing Delivery Action Plan ready for Council approval.

15. Contact

15.1 *Terry Collier, Deputy Chief Executive: t.collier@spelthorne.gov.uk*

***Please submit any material questions to the Committee Chair and Officer
Contact by two days in advance of the meeting.***

Background papers: There are none.

Appendices:

Appendix A: Deliverables and associated SMART metrics for Housing Delivery Plan

APPENDIX A: Deliverables and associated SMART metrics for Housing Delivery Plan

Spelthorne Borough Council Housing Delivery Three-Month Action Programme (12 Weeks)

Introduction

The following proposal sets out a structured three-month programme of consultancy support designed to enable Spelthorne Borough Council to produce a credible, evidence-based and fully deliverable Housing Delivery Plan. This plan will meet the requirements of the Government's Housing Delivery Test (HDT) and establish a clear, practical foundation for the transition of housing delivery responsibilities into the new West Surrey Council ahead of vesting day. The programme comprises four integrated workstreams, running in parallel from 12 October to 3 January, each with clearly defined SMART objectives, measurable outputs and aligned interdependencies to ensure disciplined progress and timely completion.

There will be 4 deliverables which are as follows:

Deliverable 1: Case for Housing Action (Weeks 1 to 6)

Develop a clear understanding of why housing delivery matters and a shared source of housing data. This will establish a place-based narrative that positions housing delivery as an enabler of growth, prevention and long-term financial sustainability. It will also quantify the scale and impact of current housing pressures, together with the consequences of failing to accelerate delivery. This includes the additional costs arising from rising homelessness presentations, increased demand for temporary accommodation, and further growth in houses in multiple occupation. A clear, evidence-based understanding of these financial and operational implications will be essential as the borough transitions into the new West Surrey authority.

Purpose: To build an evidence-led narrative that anchors the entire programme.

Deliverable 2: Housing Delivery Pipeline Tracker (weeks 1-10)

Review the current list of potential housing sites and create a clear plan showing which sites can deliver soon and which could support longer-term growth.

Purpose: Create a single, prioritised, investable pipeline with readiness and risk clearly assessed.

Deliverable 3: Market Testing and Partner Engagement (weeks 4-11)

Undertake structured engagement with registered providers, developers, investors and delivery partners. This will establish a basis for regular and ongoing engagement with housing investors over the short and medium term – one that will sustain through LGR transition.

Purpose: Test appetite, delivery models and routes with Registered Providers (RPs), developers, and investors.

Deliverable 4: Priority Action Plan (weeks 8 – 12)

Review all existing housing data and produce a clear, prioritised Housing Delivery Pipeline. This should identify both quick-win opportunities and longer-term sites capable of supporting sustained growth, setting out for each:

- the key actions required
- indicative timescales
- critical risks and dependencies
- the steps needed to move the opportunity forward

The final output will be an investable Housing Delivery Pipeline that gives the Council a clear view of what can be delivered, when it can be delivered, and what must happen to ensure delivery is achieved, providing a robust and actionable basis for decision-making and resource allocation.

The work will culminate in a clear, deliverable programme, including recommended next steps, critical path sequencing, and the governance arrangements required to maintain oversight, track progress and ensure accountability. This will include proposed reporting cycles, decision gateways, and escalation routes, giving assurance that delivery risks are actively managed and that the programme remains aligned with corporate priorities and available resources.

Inner Circle will work closely with internal staff members across relevant departments.

Purpose: Integrate evidence, pipeline, and market feedback into a clear, Council-ready delivery programme.

The SMART metrics for these deliverables are:

1. Case for Housing Action (Weeks 1–6)

Purpose: Build a shared, evidence-led narrative that anchors the whole programme.

SMART Objectives

- **Specific:** Produce a complete diagnostic evidence pack and a Committee-ready narrative that clearly sets out the housing delivery gap, statutory risks, affordability pressures, TA trajectory, and economic drivers.
- **Measurable:** Deliver a diagnostic pack (max 20 pages), 10 headline messages, visual evidence suite (minimum 8 charts/maps), and a 10-slide summary.

- **Achievable:** Uses existing HDT data, TA records, affordability metrics, and local economic datasets already held by the Council.
- **Relevant:** Provides the evidence base required for pipeline prioritisation, market engagement, and the final Action Plan.
- **Time-bound:** Completed, validated and signed off by Week 6 (Week commencing 23rd November).

Weeks 1–2 — Evidence Assembly & Diagnostics

- Consolidate HDT data, affordability metrics, TA trends, waiting list pressures, HMO patterns.
- Produce a succinct diagnostic pack covering delivery gap, statutory consequences, affordability, TA cost trajectory, market conditions.
- Map local economic drivers (Heathrow, London labour market, Thames Valley, M3 corridor).
- Identify 6–8 headline messages for political and corporate leaders. SMART Output: Draft diagnostic pack completed, validated and signed off by end of Week 2 (week commencing 26 October).

Weeks 3–4 — Narrative Development

- Draft the Case for Housing Action structured around prevention, growth, and financial sustainability.
- Develop minimum 8 visual evidence items (charts, maps, infographics).
- Test narrative with senior officers and portfolio holder. SMART Output: Draft narrative and visuals completed and signed off by end of Week 4 (week commencing 9th November).

Weeks 5–6 — Refinement & Signoff

- Incorporate feedback from internal leadership.
- Produce final narrative pack and 10-slide summary.
- Publish internal briefing note. Milestone: Case for Housing Action signed off by Week 6 (22 November).

2. Pipeline Tracker (Weeks 1–10)

Purpose: Create a single, prioritised, investable pipeline with readiness and risk clearly assessed.

SMART Objectives

- **Specific:** Build a consolidated tracker of all known sites with full attributes and a consistent readiness/risk scoring framework.
- **Measurable:** Minimum 40 sites logged, each with 10 core attributes; readiness/risk scoring applied to all; 10–15 priority sites identified; pipeline dashboard produced.
- **Achievable:** Uses existing planning, housing, property and RP datasets.

- **Relevant:** Forms the backbone of delivery routes and the Action Plan.
- **Time-bound:** Completed, validated and signed off by Week 10 (Week commencing 21st December).

Weeks 1–3 — Data Collection & Consolidation

- Gather all sites: Council-owned, RP-owned, private developer schemes, stalled sites, strategic opportunities.
- Capture key attributes: planning status, constraints, viability, land ownership, delivery partners, timescales.
- Build initial tracker structure (Excel/Power BI). SMART Output: Initial tracker populated with minimum 40 sites by Week 3 (Week commencing 2nd November).

Weeks 4–6 — Readiness & Risk Assessment

- Apply consistent scoring framework across all sites.
- Identify “quick wins”, “medium-term”, and “strategic” sites.
- Flag sites requiring intervention. SMART Output: Full scoring applied to 100% of sites by Week 6 (Week commencing 23rd November).

Weeks 7–8 — Prioritisation & Intervention Mapping

- Prioritise 10–15 investable sites for early action.
- Define required interventions.
- Produce draft pipeline dashboard. SMART Output: Priority list and draft dashboard completed and signed off by Week 8 (Week commencing 7th December).

Weeks 9–10 — Finalisation & Governance

- Validate pipeline with planning, housing, property, and regeneration teams.
- Establish update cycle and governance route.
- Produce Committee-ready pipeline summary. **Milestone:** Prioritised, investable pipeline completed, validated and signed off by Week 10 (week commencing 21st December).

It is noted Deliverables 1 and 2 overlap at Week 6. The evidence base will inform pipeline prioritisation

3. Market & Partner Engagement (Weeks 4–11)

Purpose: Test appetite, partnership models, and delivery routes with RPs, developers, and investors.

SMART Objectives

- **Specific:** Conduct structured engagement with a defined list of partners and produce a market-tested delivery routes report.
- **Measurable:** Minimum 10–15 engagement sessions, one briefing pack, site summaries for all priority sites, and a market-tested delivery routes report.
- **Achievable:** Builds on existing RP and developer relationships.
- **Relevant:** Ensures delivery routes are realistic and aligned with market appetite.
- **Time-bound:** Completed by Week 11 (Week commencing 4th January).

Weeks 4–5 — Engagement Preparation

- Develop market pitch.
- Identify target organisations.
- Prepare briefing materials and site summaries. SMART Output: Engagement pack completed, signed off and issued by Week 5 (week commencing 16 November).

Weeks 6–8 — Engagement Rounds

- Hold 10–15 structured conversations.
- Test appetite, delivery models, barriers, and opportunities.
- Capture insights systematically. SMART Output: Engagement log completed by Week 8 (week commencing 7th December).

Weeks 9–10 — Synthesis & Delivery Route Mapping

- Translate feedback into delivery routes for each priority site.
- Identify RP-led, developer-led, Council-enabled, and investor-backed routes. SMART Output: Draft delivery routes mapped by Week 10 (week commencing 21st December).

Week 11 — Final Market Report

- Produce and sign off market-tested delivery routes report.
- Share with senior leadership. Milestone: Market-tested delivery routes validated by Week 11 (week commencing 4th January).

4. Housing Delivery Action Plan (Weeks 8–12)

Purpose: Integrate evidence, pipeline, and market feedback into a clear, Council-ready delivery programme and turns it into the action plan.

SMART Objectives

- **Specific:** Produce a full Housing Delivery Action Plan with site-specific actions, governance, resourcing, KPIs, and a 12–36-month roadmap.
- **Measurable:** One Action Plan document (max 30 pages), 10–15 site action sheets, governance framework, KPI set, Committee report, slide deck, and Q&A briefing.
- **Achievable:** Draws directly on outputs from the first three workstreams.

- **Relevant:** Provides the Council with a credible, deliverable programme aligned to best practice.
- **Time-bound:** Signed off by Week 12 (week commencing 11th January).

Weeks 8–9 — Action Plan Structure

- Define structure and draft delivery roadmap. SMART Output: Action Plan skeleton completed by Week 9 (week commencing 14 December).

Weeks 9–10 — Site-Specific Action Development

- Produce 10–15 site action sheets covering delivery model, partner route, interventions, timeline, and risks. SMART Output: Site sheets completed and validated by **Week 10 (21st December)**.

Weeks 10–11 — Governance & Resourcing

- Define Housing Delivery Board terms of reference.
- Identify internal resource requirements and external support.
- Set monitoring framework (KPIs, reporting cycle). SMART Output: Governance and KPI framework completed and signed off by Week 11 (4th January).

Week 12 — Finalisation & Committee Preparation

- Produce Committee report and slide deck.
- Prepare Q&A briefing for Leader, Committee Chair and Vice Chair, CEO.
- Finalise Action Plan for approval. Milestone: Council-ready Housing Delivery Action Plan delivered by Week 12 (11th January).