

OVERVIEW & SCRUTINY

Torbay's Housing Crisis Review Panel

Members

Councillors Foster (Chairwoman), Barnby, Brown, Bye, Mandy Darling, Douglas-Dunbar, Johns, Kennedy, Chris Lewis, Barbara Lewis, O'Dwyer, David Thomas, Jacqueline Thomas

External Advisors

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A meeting of **Torbay's Housing Crisis Review Panel** will be held on **Monday, 27 September 2021** commencing at **4.30 pm**

The meeting will be held remotely via Zoom (the links to the meeting are set out below)

Join Zoom Meeting

<https://us02web.zoom.us/j/84220424065?pwd=OFNDcm5uZVg2MDIXK0FiR2tSTnh3QT09>

Meeting ID: 842 2042 4065 Passcode: 661595

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+441314601196,,84220424065#,,,,*661595# United Kingdom

Agenda

1. **Apologies and Confirmation of Membership of the Panel**

2. **Scope and Timeline of the Torbay's Housing Crisis Review** (Pages 5 - 9)
To agree the scope and timeline of the Review and call for evidence.

3. **Update on the work of the Strategic Housing Board** (Pages 10 - 69)
To receive an update from Alistair Allender, Chairman of the Strategic Housing Board and consider:
 1. What is the purpose of the Strategic Housing Board.
 2. How will the Board ensure that the housing crisis is managed in a timely manner.

Supporting documents:

- Housing Strategy.
- Housing 2020 Delivery Plan (Action Plan).

- First amended version of the Delivery Plan covering Strategy Priority 1, new housing supply (amendments shown in red).
- Presentation on Housing Need.
- Housing need and impact on health and social care.

Instructions for the press and public for joining the meeting

If you are using an iPad you will need to install Zoom which can be found in the App Store. You do not need to register for an account just install the software. You only need to install the software once. For other devices you should just be taken direct to the meeting.

Joining a meeting

Click on the link provided on the agenda above and follow the instructions on screen. If you are using a telephone, dial the Zoom number provided above and follow the instructions. (**Note:** if you are using a landline the call will cost up to 13p per minute and from a mobile between 3p and 55p if the number is not covered by your inclusive minutes.)

You will be placed in a waiting room, when the meeting starts the meeting Host will admit you. Please note if there are technical issues this might not be at the start time given on the agenda.

Upon entry you will be muted and your video switched off so that only the meeting participants can be seen. When you join the meeting the Host will unmute your microphone, ask you to confirm your name and update your name as either public or press. Select gallery view if you want see all the participants.

If you have joined the meeting via telephone, your telephone number will appear on screen and will be displayed for all to see until the Host has confirmed your name and then they will rename your telephone number to either public or press.

Speaking at a Meeting

If you are registered to speak at the meeting and when it is your turn to address the Meeting, the Chairman will invite you to speak giving the Host the instruction to unmute your microphone and switch your video on (where appropriate) therefore please pause for a couple of seconds to ensure your microphone is on.

Upon the conclusion of your speech/time limit, the Host will mute your microphone and turn off your video.

Meeting Etiquette for Registered Speakers – things to consider when speaking at public meetings on video:

- Background – the meeting is public and people will be able to see what is behind you therefore consider what you will have on display behind you.
- Camera angle – sit front on, upright with the device in front of

you.

- Who else is in the room – make sure you are in a position where nobody will enter the camera shot who doesn't want to appear in the public meeting.
- Background noise – try where possible to minimise background noise.
- Aim to join the meeting 15 minutes before it is due to start.

Torbay's Housing Crisis Review
DRAFT Scope and Timeline

Scope

The purpose of the review is to consider issues impacting on Torbay's housing crisis and explore what action is being taken to address the following key areas:

- shortage of temporary accommodation;
- implications of short term leases;
- social and affordable housing and the work of TORVISTA;
- empty properties;
- general housing supply; and
- the work of the Strategic Housing Board.

This links to the following Thriving People Priority Actions:

- Deliver and update our Housing Strategy Action Plan, including working with developers to encourage sites to be brought forward, to ensure a five-year housing land supply, thereby protecting our green spaces.
- Continue to work to enable work to start on stalled development sites across Torbay.
- Develop a sufficiency strategy approach to reduce the need for temporary accommodation.
- Working with Registered Providers across Torbay, facilitate the availability of social and affordable accommodation to enable people to move on from temporary accommodation including 'next steps' accommodation.

Timescales

- See further details below.

<p>Methodology</p> <p>The Review Panel was established at Overview and Scrutiny Board 14 July 2021.</p> <p>Task-and-finish group established to receive briefing notes and information arising from Call for Evidence (various dates).</p> <p>Overview and Scrutiny Board in (to be confirmed) for final agreement of recommendations for presentation to Cabinet and/or Council.</p>	<p>Communications and Engagement</p> <ul style="list-style-type: none"> • Direct emails to (partners, voluntary and community groups, registered landlords) • Invites to meetings (various) • Publication of final report (to be confirmed)
<p>Information required</p> <ul style="list-style-type: none"> • As set out against each meeting below. • Overall update on the Council’s Housing Strategy and Action Plan (the Action Plan is made up of four key areas which are each being developed separately). • Timeline for future decision points (set out below). 	<p>Membership of Task-and-Finish Group:</p> <p>Councillor Foster, Scrutiny Lead for Corporate and Community Services (Chairwoman of the Group) plus Councillors Barnby, Brown, Bye, Mandy Darling, Douglas-Dunbar, Johns, Kennedy, Barbara Lewis, Chris Lewis, O’Dwyer, David Thomas, Jackie Thomas</p> <p>External Advisors to the Panel:</p> <p>Alistair Allender, Independent Chairman of the Strategic Housing Board Steve Barriball, Citizen’s Advice Torbay Community Development Trust (to be confirmed) Stuart Bakewell, Shekinah</p> <p>Support Officer:</p> <p>Teresa Buckley</p>

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
Task and Finish Group (meeting 1 - 27 September 2021)	<ul style="list-style-type: none"> Agreement of scope and timeline of the review and call-for-evidence. 	<ul style="list-style-type: none"> Draft Scope and timeline 	
Task and Finish Group (meeting 1 date to be confirmed)	<ul style="list-style-type: none"> To receive an update on the work of the Strategic Housing Board (Alistair Allender/Kevin Mowat/Jo Williams). 	<ul style="list-style-type: none"> Housing Strategy. Housing Strategy Action Plan. Presentation on Housing Need. Housing need and impact on health and social care. 	<ul style="list-style-type: none"> What is the purpose of the Strategic Housing Board? How will the Board ensure that the housing crisis is managed in a timely manner?
Task and Finish Group (meeting 2 date to be confirmed)	<ul style="list-style-type: none"> To receive an update on the level of demand for temporary accommodation and consider if and is there sufficient capacity in place that is appropriate to meet statutory duties (Tara Harris/Lianne Hancock). To consider the demand on the service overall and ability to meet statutory duties in respect of housing needs (Tara Harris/Lianne Hancock). 	<ul style="list-style-type: none"> Temporary Accommodation (TA) needs analysis. Current usage by families etc, costs, provision, length of stay etc. Including information to illustrate the level of complexity which is now presenting. TA procurement strategy and progress including leased properties etc. Previous, current and projected spend. Demand on the service and impact on resourcing. Interventions put in place to manage demand, complexity and resourcing. 	<ul style="list-style-type: none"> How does the Council assess accommodation needs? What are the challenges in finding suitable accommodation? What are the opportunities to work differently with the community, voluntary sector and housing providers/owners to increase capacity and matching of suitable accommodation to tenants? How is the Housing Service ensuring it is meeting its statutory requirements? <p>Additional invitees:</p> <ul style="list-style-type: none"> Local letting agent to be invited to attend to provide their perspective.

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
			<ul style="list-style-type: none"> Residents who have been through the process to be invited to attend to provide their perspective.
Task and Finish Group (meeting 3 date to be confirmed)	<ul style="list-style-type: none"> To receive an update on housing supply and predicted future need within Torbay (David Edmondson/Adam Russell/Tara Harris/Nancy Meehan) 	<ul style="list-style-type: none"> Papers from Strategic Housing Board providing an overview – detailing needs by sector including HEENA report (draft) Feedback from reviews – MHCLG – Young people. Current Housing Land Supply data and future predicted housing need. Stalled sites data Data on adult services housing need and availability. Data on care experienced young people’s need and availability. 	<ul style="list-style-type: none"> What is being done to bring empty properties back into use, including grants and organisations available to assist homeowners? How is the planning system being utilised to bring forward suitable housing e.g. larger family homes, single units, units for care experienced young people or units assist adults to live independently? What action is being taken to encourage more development of brown field and stalled sites to bring forward new housing.
Task and Finish Group (meeting 4 date to be confirmed)	<ul style="list-style-type: none"> To receive an update on the work of TORVISTA in bringing forward social and affordable housing (Liam Montgomery/David Edmondson). To receive an update from social housing providers and community housing organisations on their work in bringing forward social housing (see additional invitees). 	<ul style="list-style-type: none"> Overview on work of TORVISTA, including planned and delivered work. Level of social and affordable housing in train against need. Shelter conversation and lobbying about affordable / social rents. Occupancy of social rented properties and how to bring more properties back into use. 	<ul style="list-style-type: none"> Based on the information discussed at previous meetings, what action is being taken to meet the need for affordable and social housing? How can we work differently together to increase availability of suitable accommodation? <p>Additional invitees:</p> <ul style="list-style-type: none"> Sanctuary Housing Sovereign Housing

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
			<ul style="list-style-type: none"> <li data-bbox="1554 240 2080 316">• Fran Mason – Community Housing Organisation
Overview and Scrutiny Board – (to be confirmed)	Agreement of final report to Cabinet/Council		

Updated 16 September 2021

Housing Strategy 2020 ~ 2025

Improving the delivery, affordability and quality of housing in
Torbay



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This document can be made available in other languages, on tape, in Braille, large print and in other formats. For more information please contact 01803 207014.

1 Introduction

The Housing Strategy sets out how the Council working together with partners will deliver its priority of improving the delivery, affordability and quality of housing in Torbay. We want to **ensure that all our residents have access to good quality homes, which are affordable and meet their particular needs.**

The commitments and actions are organised around the priorities of:

Housing supply:	Increase the overall supply and range of housing in Torbay and make the best use of existing housing
Housing demand:	Ensure appropriate and affordable housing is available to meet people's housing needs and aspirations
Sustainability:	Improve the environmental, economic and social sustainability of our housing
Quality:	Improve the quality of housing in Torbay

The Housing Strategy and Delivery Plan set out how we will work with our partners and communities to address these priorities. It sets out the policy context (including key data), strengths, challenges and opportunities of our current housing market and is underpinned by a comprehensive evidence base which has been published separately. The Strategy is focussed on what we want to achieve and how we intend to deliver on our priorities. It is informed by the Council's Core Principles that commit us to:

- Enable our communities
- Use reducing resources to best effect
- Reduce demand through prevention and innovation
- An integrated and joined up approach

The Council's housing responsibilities cover a broad range of issues, from identifying land for new homes to improving old ones and meeting the wide variety of housing needs of our communities. More detailed strategies and policies sit beneath this Housing Strategy, setting out our aims and delivery plans in specific areas. The Housing Policies 'Map' below illustrates how these strategies and policies fit together and the important links between the Housing Strategy and Planning Policy and the Council's role as the Local Planning Authority.

The Housing Strategy Delivery Plan sets out a high level summary of actions and more detail is provided in the detailed Action Plans of the constituent 'daughter' strategies, policies and plans.

Consultation

The Housing Strategy forms part of the Council's Policy Framework. This is a set of strategies and policies which the Council agrees and which the Leader and Cabinet (together with officers) implement. The Policy Framework sets out the ambitions, aims and objectives of the Council.

The Council's Constitution says that documents which form the Policy Framework should be subject to a consultation period of (normally) not less than six weeks. The Council consulted on the Housing Strategy between 17th December 2019 and 31st January 2020.

Improving the delivery, affordability and quality of housing in Torbay is one of the Cabinet's priorities. This draft Housing Strategy sets out the Cabinet's plans towards meeting this priority.

The Cabinet also recognises that people and communities, as well as housing planners, developers, providers and landlords need to be better involved in how the Council is working to improve Torbay. As part of this, the Cabinet want to have better on-going conversations with individuals, groups and organisations to help us make Torbay thrive.

This Housing Strategy sets out priorities, strengths and opportunities, as well as the issues that need to be addressed. It has been amended to reflect feedback received during the consultation process. There were 67 responses to the on line survey, 8 written responses and additional feedback via social media. During the consultation period a stakeholder event was attended by 34 people and further feedback was provided at a Torbay Community Development Trust engagement session. A Housing Strategy Delivery Plan will be developed with partner organisations and will be approved by Cabinet to ensure that the Housing Strategy can and will be delivered. A summary of responses from the consultation is available via the Council's website.

Torbay Housing Policy Map



Evidence Base

2 Context

The introduction of the Housing First initiative, the creation of the Council's Housing Company and support for community-led housing projects signal greater political determination to tackle the housing crisis and support development of affordable housing locally. However, the national policies have served to reduce affordable housing development, increase affordability pressure in the private rented sector and make it increasingly difficult to access decent housing, for people who are on low incomes or benefits.

For younger generations, particularly, the housing crisis is especially serious. High rents in the private rented sector and lack of access to affordable housing mean that, even when they are working, younger people can find it impossible to save the funds needed for a deposit for a mortgage. Benefit changes mean that Local Housing Allowance for single under 35s is capped at the cost of a single room in a shared house or house of multiple occupation. In practice, this means that younger people are unable to form independent households. Recent data from the Office for National Statistics highlighted that one in four young adults aged 20-34 are still living with their parents. This represents a 24% increase over the past ten years.

The following sections briefly set out the housing policy context at national, regional and local level. Key aspects of the local housing market are then outlined, organised around the four Housing Strategy priorities: Supply, Demand, Quality and Sustainability.

Housing Policy Context

The national picture

Nationally, the UK faces a housing crisis in which those on lower incomes, and younger generations particularly, are finding it increasingly difficult to access owner occupation or genuinely affordable rented housing. Estimates have put the number of new homes needed in England at between 240,000 and 340,000 per year, accounting for new household formation and a backlog of existing need for suitable housing¹². The lack of access to owner occupation and continuing scarcity of genuinely affordable social housing has stimulated growth in the private rented sector.

Nationally there are now more people living in the private rented sector than in social housing. In Torbay it is estimated that more than a quarter of households live in privately rented homes, whereas only around 8% of households live in social housing. A 165% increase in rough sleeping has been witnessed across the country since 2010³, and it is an issue that is noticeable in Torbay.

National government policies highlight the role of the planning system in achieving an increase in supply of new homes. The 2019 National Planning Policy Framework reinforces the requirement for local planning authorities to identify a five year supply of deliverable housing sites. The Localism Act promoted greater participation in planning by local communities, encouraging development of Neighbourhood Plans alongside Local Plans. The majority of new affordable housing is delivered through planning requirements on privately developed sites, secured through Section 106 legal agreements. Hence, the delivery of affordable housing is intrinsically linked to delivery of market

¹ ONS, *Families and Households, 2018*, ONS, August 2019

² *Tackling the Under-supply of Housing in England*, House of Commons Library Briefing Paper, Dec 2018

³ MHCLG, *Rough Sleeping Statistics Autumn 2018*

housing and private developers have considerable influence over the design, layout and quantum of affordable housing provided.

The regional picture

Housing delivery is a priority for the Heart of the South West (HotSW) Joint Committee which is statutory committee comprising the Leaders of the 16 local authorities across Devon and Somerset, alongside the Local Enterprise Partnership, National Parks and Clinical Commissioning Groups. The Joint Committee is a single strategic public sector partnership providing cohesive, coherent leadership and governance to ensure delivery of the Productivity Strategy for Devon and Somerset. The Joint Committee is committed to accelerating housing delivery and is working proactively to engage with Government in order to unlock the economic potential of Devon and Somerset and the quality of housing growth needed to provide for our communities of the future.

However the lower house prices in Torbay, when compared to other areas in the region around Exeter, Bristol and the emerging economic growth area around Hinckley Point, may have the effect of deterring developers from investing in Torbay.

The local picture

The Indices of Multiple Deprivation from 2019 show 24 areas in Torbay are within the 20% most deprived areas nationally – an increase from 16 areas in the Indices of Multiple Deprivation 2010.

This means that 27% of Torbay's population live in the 20% most deprived areas in England. Torbay has seen a worsening of its score for the 'barriers to housing and services' domain of the indices. Despite continued good levels of access to services, the measures related to housing show declining affordability of both rented and owner occupied housing in relation to average incomes, an increase in overcrowding and an increase in homelessness. More people than ever within Torbay live in an area that is amongst the 20% most deprived areas in England in relation to housing deprivation. The numbers have increased to 16,200 people in 2019 compared to 1,700 in 2015.

Torbay Council adopted its Local Plan 2012 – 2030 "A Landscape for Success" in 2015 and will review the Plan during 2020. Policy SS12 of the Local Plan made a commitment to provision for 8,900 new homes over the Plan period, utilising brownfield sites and including mixed use developments and affordable housing. The Local Plan also commits to development of major new housing developments in partnership with landowners and utilising Neighbourhood Plans which were made in June 2019. As at April 2019, the Council was not able to demonstrate a five year land supply for housing according to the Government's standard methodology. However, as the five year supply is calculated annually, this position is likely to change during the life of the Housing Strategy. Based on 2014 household projections, as at July 2019, there is a minimum local housing need of 612 dwellings per year. Allocation of additional developable housing sites is required and the Local Plan Review will address this alongside an Action Plan to maximise housing delivery on existing sites.

The Housing Strategy will encompass proposals that recognise the significance of housing within the wider determinants of health and draws on the Joint Strategic Needs Assessment in highlighting the challenges faced in Torbay with regard to deprivation, poor health, risky behaviours, the ageing population and vulnerability. As such, the Housing Strategy will sit underneath the Joint Health and Wellbeing Strategy.

A fundamental component of the Care Act 2014 is the 'suitability of accommodation' in meeting the "at home" care and support needs of older and vulnerable people. Under the Act, local authorities should develop the market for a range of forms of care, including residential care and services to help people remain independent in their own homes. The general duty to promote wellbeing makes reference to suitable accommodation, housing related support and information and advice on housing options. From a strategic housing perspective this means ensuring there is a range of suitable accommodation for people to live independently, whilst still having their care needs addressed.

The Council's Economic Strategy sets out a five year plan for growing and developing Torbay's economy. Sustainable, affordable and suitable housing is an important element of economic development and of our plans to regenerate and repurpose our town centres. Whilst demand for some forms of commercial space outstrips supply, there are opportunities to reduce redundant commercial/retail property and increase the supply of residential property in some town centre locations. Improving Torbay's long term economic prosperity is crucial to attracting high quality housing investment and the associated affordable housing development. Creating sustainable employment opportunities will also help to nurture an improved and diverse housing offer in Torbay.

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Local Housing Market

Housing Supply

Torbay covers 24.6 square miles and includes the coastal towns of Torquay, Paignton and Brixham. It has a population of around 133,883, made up of 61,683 households (2016). The majority of housing stock in Torbay (92%) is privately owned with around 8% social housing⁴ – all owned by Registered Providers.

Over recent years delivery of affordable housing has reduced markedly. The 30% requirement for affordable housing on certain sites, set out in the Local Plan and the Planning Contributions and Affordable Housing Supplementary Planning Document is not always achievable due to viability, the type of site, smaller developments being under the minimum threshold and introduction of policy that exempts vacant existing buildings from affordable housing requirements. Completions of additional affordable housing developed by Registered Providers on their own sites has been limited in recent years. There is a need to find alternative delivery vehicles and opportunities for development of affordable housing.

The Council is supporting the setup of a not for profit Housing Company. The Council Housing Company will be a subsidiary of TDA (Torbay Economic Development Company) to increase the supply of and

⁴ English Housing Survey 2017-18

develop affordable housing in Torbay. The Company will be registered with Homes England and will be able to bid for funding as well as having access to the Council's affordable housing capital.

The new company, TorVista Homes, has established its own Board and will be regulated by Homes England. TorVista has submitted its application and are already working to bring forward a number of affordable housing schemes.

The terms Affordable housing covers a range of housing products including:-

- 'Social Rent' which is normally managed by a Registered Provider (e.g. a Housing Association) or alternative organisations approved by the Council. Social rented housing is homes let on assured or secure tenancies (as defined in Section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
- 'Affordable Rented Housing' is let by Local Authorities or private registered providers of social housing or alternative organisations approved by the Council to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable).
- 'Intermediate and other low cost home ownership'. Intermediate housing is an umbrella term for homes for sale or rent at a discount below market rates but above social and affordable rented products. It includes (but is not limited to) shared equity (shared ownership and equity loans), discounted market sale, intermediate rent (but not affordable rented housing), starter homes, and self-build housing where provided as affordable housing.

It is recognised that self-build may also have the potential to contribute to the affordable housing stock. There is a need to ensure that the mix of affordable housing provided adequately addresses the actual housing need. Concern has been expressed that even where affordable housing might be below market rates it does not necessarily make them affordable for all local people and consequently 'Social Rent' provision should be increased.

Torbay has a relatively large supply of private rented housing at between 22% and 30%. Housing within the private rented sector in Torbay is not as expensive as in neighbouring authorities and is therefore potentially more accessible. However, for those on lower incomes, requirements for deposit, rent in advance and agents' fees are significant barriers to accessing housing in this sector. Benefit claimants and people with pets and children may also face discrimination in accessing the private rented sector. Insecurity of tenure in this sector continues to be an important cause of homelessness and of approaches to our housing options/advice services. Issues with poor conditions and energy efficiency are generally more prevalent in the sector, with tenants not feeling empowered to complain or report low standard accommodation.

Housing Demand

Incomes, employment rates and wages are important drivers of housing demand. Torbay has a relatively low wage economy and a higher rate of unemployment than the average for the South West and England. There are higher numbers of people with long term limiting illness and a higher proportion

of older people in Torbay. Torbay has a job density of 0.76 (i.e. for every 100 residents aged 16-64, there are 76 jobs) compared to 0.89 for the South West and 0.86 for Great Britain. In 2018 Torbay's median (workplace based) earnings were £22,121 compared to Exeter £28,844, England and Wales £29,686 and the South West £27,969⁵. The number of workless households is higher in Torbay than in the South West and England as a whole.

The higher level of unemployment means that owner occupation is unattainable for a significant proportion of households and their access to decent quality private sector rented homes may also be constrained due to the gap between Local Housing Allowance and rents, the level of rent, difficulty accessing deposits/rent in advance and discrimination. Lower than average wages, higher levels of unemployment and long term disability all act to increase demand for affordable housing.

People applying for affordable housing in Torbay now have to meet certain criteria before being accepted onto the Housing Register and those with a less severe housing need (Band E) are not included in the Register. During 2018-19 there were between 982 and 1074 households on the Housing Register for affordable housing in Torbay. Torbay's **Allocations Policy** details how we determine who is eligible and qualifies for affordable housing and how priority is awarded.

Affordable housing vacancies are advertised through Devon Home Choice and applicants have to actively 'bid' for suitable vacancies, with priority awarded for banding and waiting time. Band A being highest priority and Band D lowest. For many applicants, waiting time before being housed can be between 11 and 50 weeks depending on band and preference. Our **Tenancy Strategy** sets out our expectations for the types of affordable housing tenancies offered by registered providers in Torbay and seeks to promote best use of stock whilst still encouraging sustainable, secure communities.

During 2018/19 a total of 329 units of affordable accommodation were offered to successful bidders. This represents a vacancy rate of 6% over the year. There is a need for a step change in quantum and speed of delivery of new affordable housing in Torbay to meet local needs. The Council also has to understand and seek to meet the needs of those who require specialist housing and support due to health, age, disability or other factors. To enable this, strategic commissioners in adult services, children's services and partners in the NHS work together on the design and development of homes to meet a range of different needs, these will be detailed in the **Healthy Torbay Supplementary Planning Document long** with many other areas, Torbay has seen an increase in homelessness in recent years. This is manifested in both rough sleeping and less visible insecure housing including sofa surfing and overcrowding. In an alliance of local housing providers, the Council is piloting a radical new Housing First approach to tackle the complex issues facing some homeless people.

Under the Homelessness Reduction Act 2017 the Council has additional responsibilities in assisting people who are homeless or threatened with homelessness. One effect of the Act is that the Council is placing more households in temporary accommodation pending investigations and whilst waiting for a suitable private rented or affordable tenancy to become available.

The cost and lack of suitable temporary accommodation is a growing challenge for the Authority. In 2018/19 Torbay Council placed 480 homeless households in temporary accommodation. The average length of stay of larger families in temporary accommodation is six months and may be up to 12 months in some cases. It is estimated that the net cost of temporary accommodation to the Authority in 2019/20 will be over £600,000 in housing costs with additional financial impacts in Children's Services as they

⁵ Source: Nomis 2019, Lower quartile earnings in 2018 for Torbay were £16,822 (England and Wales £21,170, South West £20,567).

seek to support children living in insecure temporary accommodation. Sourcing alternative temporary accommodation that is flexible, cost effective and appropriate for families is a priority for the council. The Council's **Homelessness and Rough Sleeping Strategy** sets out our approach to tackling homelessness in more detail.

Housing Quality

The Council's most recent Private Sector House Condition Survey (2011) found that a greater proportion of the housing stock was older (e.g. built before 1981 and particularly during 1965 to 1980, with fewer dwellings built after 1980). It highlighted that there are a substantial number of Houses in Multiple Occupation (HMOs) in Torbay and the use of residential caravans as permanent accommodation is significant. The number of non-decent homes, at 33.7%, was slightly higher than the national average but had fallen from 41.5% in 2006. As the age of accommodation increases, and from the type of issues identified by the Housing Standards team, there is no evidence to suggest that this is improving. These factors, along with the relatively large size of the private rented sector, which is generally where the poorest housing conditions can be found, emphasise that housing quality is an important issue in Torbay.

Poor energy efficiency and the presence of Category 1 hazards are indicators of poor housing quality. During 2018-19 the Council served 52 Notices and 13 Civil Penalties in enforcement actions to address housing hazards under the Housing Health and Safety Rating System. Since October 2018, all Houses in Multiple Occupation occupied by five or more people need to be licensed. As at October 2019, there are around 120 licensed Houses in Multiple Occupation and estimates indicate there substantial numbers of buildings being used to house multiple households. Our requirements for licensing are set out in Torbay Council's **Houses in Multiple Occupation Standards Policy**. Improving the quality of the private rented sector is an important priority for the Council and provides an opportunity to greatly improve the health and wellbeing of lower income and vulnerable households who are more likely to find themselves renting privately. Targeted intervention will help to improve housing conditions in our more deprived town centre wards, where poor private rented housing is concentrated.

In the social housing sector the quality of the stock has been improved since the introduction of the Decent Homes standard and providers' efforts to improve housing quality. Some of the more dated homes, particularly those designated for older people, are in need of updating and renovation to meet the current aspirations and needs of people in later life and to enable people to remain living in their own homes for longer. The Homes (Fitness for Human Habitation) Act 2018 came into force on 20 March 2019 and requires all landlords (private and social) to ensure that their properties, including any common parts of the building, are fit for human habitation at the beginning and throughout the duration of the tenancy.

Where qualifying tenants believe that their home does not meet the requirements set out in the Act and their landlord is responsible, they can take action against the landlord themselves and may seek Council support in doing so.

Funding for Council intervention to support owner occupiers to improve the condition of their property is now very limited. For homeowners, the Council offers support where health or disability gives rise to a need for adaptations to the property through the Disabled Facility Grant Policy and can refer vulnerable households to community energy organisations for energy efficiency interventions. The local authority has greater scope to intervene in the private rented sector and funds from civil penalties have to be used for enforcement activity. Details of the Council's policy for intervention in the private rented sector are set out in Torbay's **Housing Standards Enforcement Policy**.

The Council's Local Plan and other planning policies already encourage the development of high quality and well-designed homes that provide flexible accommodation over the life course and include properties suited to different household types and people with disabilities. However there is scope for further work to improve the quality of new homes. In particular, the Council will encourage developers to build homes and neighbourhoods that are age friendly across the generations, suitably located near to amenities and transport, fully adaptable and with scope for technology-assisted care built in. Thereby minimising the need for age-designated schemes and assisting people to remain in their homes and communities as their housing needs change over time. The **Healthy Torbay Supplementary Planning Document** will ensure that these issues are material considerations for planning applications.

Sustainability

Torbay Council is committed to tackling climate change and how our whole way of living influences our environment. Sustainability is a priority within this strategy and the Delivery Plan sets out how we will address sustainability issues through partnership and innovative design and development of new housing and the refurbishment of existing properties.

Sustainable development can be defined as: "development that meets the needs of the present, without compromising the ability of future generations to meet their own needs". Protecting and conserving the natural environment is an important part of that, but sustainability also incorporates economic and social elements. "It's also about ensuring a strong, healthy and just society. This means meeting the diverse needs of all people in existing and future communities, promoting personal wellbeing, social cohesion and inclusion, and creating equal opportunity"⁶. The Council has also made a commitment to strive to improve the natural environment, including flood protection and to work to reduce consumption, increase recycling and promote low carbon energy. Existing homes and the building of new homes contribute heavily to CO₂ emissions and climate change. The theme of sustainability therefore runs through all of the Council's policy commitments and strategies. In the context of housing, sustainability can be said to encompass the following key aspects:

Economic: affordability of rent/purchase and running costs; proximity to a range of well-paid employment opportunities; availability of suitable and sustainable modes of transport and connectedness to local services, shops and educational opportunities. The opportunity to achieve both environmental and economic sustainability by ensuring that homes combine the benefits of low or no carbon energy/heating with the economic benefits of lower running costs are critical.

Social: includes the suitability of housing for different types of households and incomes; adaptability of housing to meet different stages of life. As well as ensuring that accommodation for people with particular care and support needs, including those with learning and physical disabilities, are met within supportive and sustainable neighbourhoods. For example, designing homes with suitable technology to assist in care; ensuring that development of housing with support and care is included in housing developments and appropriately staffed and funded; encouraging housing providers to ensure that housing developments incorporate space for play and recreation; considering how to facilitate intergenerational living as well as housing designated for particular age groups.

Environmental: In the realm of new homes development, design features and construction methods can play a critical role in mitigating the effects of climate change, such as flooding and

⁶ <http://www.sd-commission.org.uk/pages/what-is-sustainable-development.html>

overheating and avoiding further contributions to CO₂ emissions. Modular construction methods can reduce environmental impact from construction waste and transportation and build homes more quickly and with future flexibility. The location of new homes and design policies can enhance rather than threaten biodiversity and wildlife and create homes and neighbourhoods that encourage lower carbon living and more sustainable lifestyles. Local authorities have a critical role to play in planning for and guiding housing development and supporting retrofitting to enhance, rather than compromise, our environment.

The Council's transport and planning policies, the Housing Strategy and its associated strategies, plans and policies and Public Health policies all have a part to play in delivering economically, socially and environmentally sustainable housing.

In the realm of existing homes, retrofitting and improving the environmental efficiency of homes is a key aspect of decarbonising society, reducing fuel poverty and meeting Government climate targets. The Council's Housing Standards team signpost and support eligible people to access intervention through the Energy Company Obligation scheme. Opportunities to encourage and facilitate Community Energy Organisations to operate in Torbay to provide energy efficiency advice and assistance are also actively pursued.

Community-led and Self-build Housing

In recent years central government has encouraged community groups, parish councils and local authorities to promote community-led affordable housing development and opportunities for self-build. Dedicated funding has been made available through the Community Housing Fund to build capacity for community-led housing initiatives. Councils also now have a duty to hold a register of people seeking self-build opportunities and to identify sites for self-build.

In Torbay we engaged local people who are concerned about homelessness, using arts-based consultation methods and support from Wessex Community Assets organisation. As a result a fledgling Social Benefit Society is underway that can act as a Community Land Trust, developing and holding affordable housing in trust to be let to local people in housing need. In addition to this, a local well-established community organisation that has already successfully developed homes for vulnerable local people is seeking to expand its portfolio.

The Local Plan review will develop policies and identify opportunities to facilitate self-build.

Strengths, issues and opportunities

STRENGTHS	ISSUES	OPPORTUNITIES
<ul style="list-style-type: none"> ■ The Council has an adopted Local Plan and 100% Neighbourhood Plan coverage. ■ Large proportion of accommodation in the private rented sector, however it does not necessarily meet the needs of Torbay’s population. ■ Active community and voluntary sector working to support and mitigate homelessness in Torbay. ■ Alliance approach to tackling street homelessness through Housing First. ■ The Homelessness Reduction Act enables the Council to tackle homelessness more proactively. ■ Strong partnership working with statutory agencies to tackle poor quality housing in private rented sector through a multi-agency approach. 	<ul style="list-style-type: none"> ■ The Council is not able to demonstrate a five year land supply for housing according to the Government’s standard methodology. ■ The housing market in Torbay needs to enable and support the Council’s Economic Strategy. ■ While housing costs are relatively lower in Torbay than in neighbouring authorities wage levels are also relatively lower and this affects affordability. ■ Affordable Rented and Shared Ownership tenures are not affordable for some local people. ■ The 30% requirement for affordable housing on certain sites is not always achievable. Completions of additional affordable housing by Registered Providers on their own sites has been limited in recent years. ■ The cost and lack of suitable temporary accommodation is a growing challenge for the Council along with increased demand. 	<ul style="list-style-type: none"> ■ Council-owned housing sites and Housing Company to expedite housing delivery. ■ Local Plan review underway. ■ Affordable housing development/refurbishment may be more viable in Torbay than neighbouring areas. ■ Scope to improve the quality of the private rented sector through targeted intervention, Housing Company and Community-led housing intervention. ■ Support for and development of community-led responses to housing need. ■ Strong track record and cooperation from local housing providers to prove value and sustain the initiative. ■ Opportunity to work in partnership with the private rented sector to develop and seek out additional temporary and permanent housing solutions.

STRENGTHS	ISSUES	OPPORTUNITIES
<ul style="list-style-type: none"> ■ A reduction in people sleeping rough on the streets through rough sleeper initiative programme and partnership. ■ Integrated strategic planning and delivery of health and social care including, design and development of housing to enable people to remain independent in their communities. 	<ul style="list-style-type: none"> ■ The reduction in street homelessness needs to be maintained. Housing First is a pilot scheme and the outreach team is grant funded with any future funding still to be identified. ■ A greater proportion of the private sector housing stock is older and therefore can be of poorer quality and not energy efficient. There are a substantial number of Houses in Multiple Occupation in Torbay. ■ There is an ageing population as well as younger people with long term conditions who require suitable homes with access to the right community support, whilst there is an oversupply of residential care. ■ There is a need for greater coordination and active engagement between the Council and all other organisations in relation to housing. ■ We need to ensure delivery of a range of semi-independent support and accommodation options, in particular for young people and those fleeing domestic abuse, as well as those moving on from other forms of institutional care. 	<ul style="list-style-type: none"> ■ Strategy for Housing in Later Life with an evidence base and funding to support additional Extra Care Housing as part of a wider market-shaping of accommodation based care and support. ■ Ability to prioritise housing fit for all stages of life in supportive and sustainable neighbourhoods, through partnership with local registered providers and Housing Company ■ A fledgling Social Benefit Society is underway that can act as a Community Land Trust ■ Provide accessible services that have seamless pathway from prevention, to intervention and provide effective communication with people about how to avoid the risk of homelessness. ■ The redesign of discretionary funds to allow targeted support with streamlined access and ensure income maximisation through links with Department for Work and Pensions

3 Objective, Priorities and Principles

Objective

The objective of the Housing Strategy is:

To ensure that all our residents have access to good quality homes, which are affordable and meet their particular needs.

Priorities

To deliver the objective of this Strategy there are four inter-connected priorities which will ensure that we improve the delivery, affordability and quality of housing in Torbay.

Priority 1: Increase the overall supply and range of housing in Torbay and make the best use of existing housing.

We will ensure the appropriate planning policy framework is in place and there is adequate land supply to support housing development.

We will work proactively with partners, such as Homes England and Registered Providers (including our Housing Company), to increase the number of social rented homes in Torbay. We will find alternative delivery vehicles and opportunities for the development of a range of affordable housing.

We will work to establish a thriving mixed economy within the housing sector. We will work with the public, private and voluntary sectors to drive up the quality of housing stock generally and to increase the amount of social rented accommodation in Torbay.

We will provide evidence-based guidance on the range and types of housing required for all sections of Torbay's population. Our Tenancy Strategy will seek to promote the best use of our housing stock, whilst encouraging sustainable, secure communities. We will work together with partners, including the NHS, to enable development and design homes to meet a range of different needs. We will help people to live independently whilst having their care needs addressed.

We recognise that our care leavers are a vulnerable group in terms of accessing and sustaining housing. We will provide all of our care leavers with individualised support to ensure they are in suitable and safe accommodation."

We will have a clear understanding of why we have empty homes in Torbay and how we can bring them back into use. We will take advantage of all funding opportunities available in Torbay, such as the Land Release Fund, and will seek a range of investment, including from institutional investors.

Related Policies/Strategies: Local Plan and Neighbourhood Plans
Learning Disability and Mental Health Housing Plan

Affordable Housing Supplementary Planning Document
Healthy Torbay Supplementary Planning Document (in
development)
Tenancy Strategy
Allocation Policy

Priority 2: Ensure appropriate and affordable housing is available to meet people's housing needs and aspirations

We will work to prevent all forms of homelessness – through our wider ambitions for the economic development of Torbay (which include creating full-time jobs and raising wages) and through seeking a step-change in the quantum and speed of delivery of affordable housing to meet local needs.

We will use evidence-based strategic policies to guide the type, design and range of housing including accommodation and support for people with particular needs as part of sustainable, supportive neighbourhoods. We will be pro-active in enabling affordable housing development through local registered providers, the Council's Housing Company and community-led initiatives.

We will deliver an effective and intelligent housing options and homelessness service, aimed at reducing the number of people who are at risk of becoming homeless, especially those with children and need for temporary accommodation. At the same time we will source alternative temporary accommodation that is flexible, cost effective and appropriate for families.

Given the challenges we face around increasing homelessness it is critical that we continue to put homelessness prevention at the heart of everything we do. We will find new ways of both understanding and addressing the factors that can lead to homelessness – such as the ending of private tenancies, family/relationship breakdown and discharge from other institutions

We will work with the Social Benefit Society so that it can act as a Community Land Trust to develop and hold affordable housing in trust to be let to local people in housing need. We will empower other voluntary and community organisations to develop homes for vulnerable local people.

We will continue to deliver our Housing First approach.

Related Policies/Strategies: Local Plan and Neighbourhood Plans
Learning Disability and Mental Health Housing Plan
Affordable Housing Supplementary Planning Document
Housing for Later Life Supplementary Planning Document
Allocations Policy
Homelessness and Roughsleeping Strategy
Commissioning Plan – Accommodation and Support for 16-25 year olds

Priority 3: Improve the quality of housing in Torbay

We want to have a positive impact on the private rented housing sector in Torbay.

We will use our statutory powers to regulate and improve the quality of homes and their management whilst protecting the rights of tenants, improving the local environment, preventing illness and injury and improving quality of life for residents. We will target this intervention in our more deprived town centre wards, where poor private housing is concentrated. We will work alongside our Housing Company and through community-led intervention to improve the health and wellbeing of lower income and vulnerable households. We will consider whether a licensing approach could have positive benefits in specific areas of Torbay.

We will work with registered providers to ensure that social housing in Torbay meets the Decent Homes standard and will support social housing tenants to take action against their landlords if their homes do not meet the standard. We will work across the sector to improve housing management and empower all tenants.

We will provide adaptations for those with health or disability needs through our Disabled Facilities Grants and we will signpost vulnerable households to community energy organisations. We will encourage the use of assistive technology in homes to support people to remain independent as their needs change.

We will encourage developers to build homes and neighbourhoods that are age-friendly across the generations, suitably located near to amenities and transport, fully adaptable and with scope for technology-assisted care built in.

Related Policies/Strategies:

Housing Standards Enforcement Policy
Houses in Multiple Occupation Standards
Disabled Facilities Grant Policy
Healthy Torbay Supplementary Planning Document (in development)
Allocations Policy
Local Plan and Neighbourhood Plans
Homelessness and Rough Sleeping Strategy

Priority 4: Improve the environmental, economic and social sustainability of our housing

We will review our planning policies to ensure new homes are designed to protect the environment, mitigate climate change, reduce CO₂ emissions and achieve social and economic sustainability.

In planning, design and development we will recognise the importance of housing fit for all stages of life as part of sustainable and supporting neighbourhoods.

Use statutory powers and work with communities to implement policies to improve existing housing, reducing its environmental impact and ensuring energy efficiency and reductions in fuel poverty.

We will encourage and facilitate Community Energy Organisations to operate in Torbay to provide energy efficiency advice and assistance and explore other alternative models to promote sustainability and reduce fuel poverty.

We will work to encourage greater co-ordination and active engagement between the Council, housing providers, private landlords and the community and voluntary sector.

Related Policies/Strategies:

- Local Plan and Neighbourhood Plans
- Housing Standards Enforcement Policy
- Houses in Multiple Occupation Standards
- Healthy Torbay Supplementary Planning Document (in development)
- Allocations Policy

Principles

Our work in delivering the Housing Strategy will reflect the Council's principles:

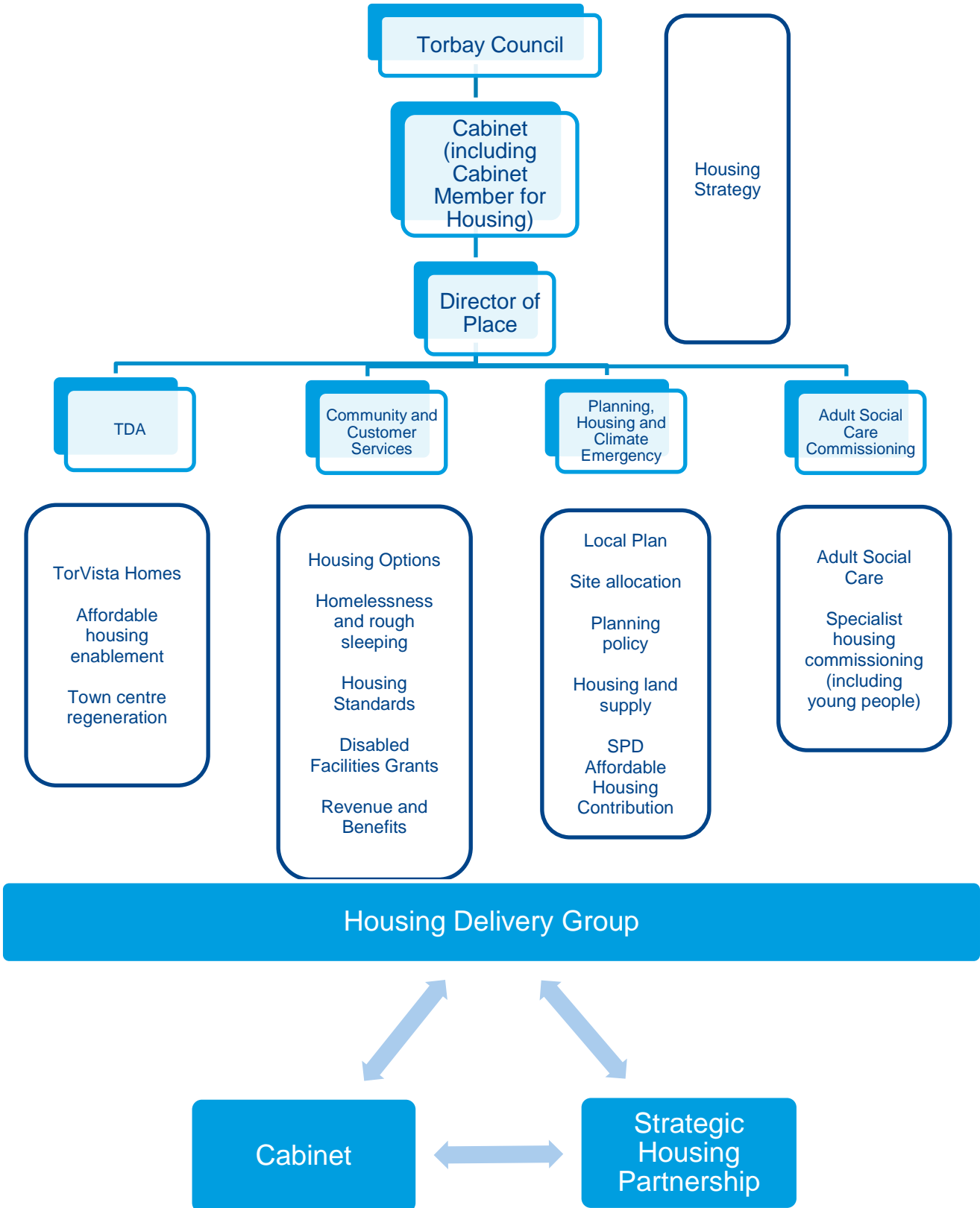
- We will enable our communities by engaging with local people, our NHS partners and a range of housing and social care providers across the public, private and voluntary sector. We will work together to design and develop a range of flexible housing options to meet current and future needs and aspirations. This will include our commitment to support community led housing development. We will engage with residents and work proactively with all of our partners to improve housing across Torbay.
- We will use reducing resources to best effect by seeking external funding and investment to sustain successful homelessness prevention and community led initiatives. We will use our existing tools and powers (including funding for aids, adaptations, equipment and assistive technology) to improve private sector standards and the supply of affordable housing. We will work creatively with partners to provide access to homes that meet individual needs over time.
- We will reduce demand through prevention and innovation by working in partnership with local people, housing, health, and social care organisations to address rough sleeping and secure sustainable funding to continue our Housing First alliance. We will work with partners to ensure housing is technologically and physically designed and enabled to meet lifetime needs and aspirations. Through innovative and efficient housing design, within sustainable and supportive neighbourhoods, we will increase the potential for independence through community led support and reduce reliance on placements into residential and formal packages of care.
- We will take an integrated and joined up approach by working together with local people, the NHS, social care and registered housing providers. We will plan, design and develop housing that promotes independence, provides an alternative to inappropriate residential care placements and supports delivery of a community led approach to care and support.

Housing Strategy Delivery Plan 2020 ~ 2025

This section sets out at a high level the key actions that are fundamental to delivering on our priorities. Further actions will be set out in detail in the relevant associated supporting strategies and policies.

A Housing Strategy Delivery Plan will be developed with partner organisations and will be approved by Cabinet to ensure that the Housing Strategy can and will be delivered. We will continue to work together with stakeholders and through wider community engagement to deliver this Plan and monitor our progress.

Appendix 1 – Governance Arrangements



Housing Strategy Delivery Plan 2020 ~ 2025

Version 1

May 2020

This document can be made available in other languages and formats. For more information please contact housingdelivery@torbay.gov.uk

Torbay Council's Housing Strategy 2020 ~ 2025 was agreed in February 2020. This Delivery Plan has been developed with partner organisations and will be considered by the Cabinet. The aim is to ensure that the Housing Strategy can and will be delivered. The Delivery Plan will be reviewed on an annual basis with updates agreed and published as necessary.

The Council is committed to work with stakeholders and through wider community engagement to deliver this Plan and the monitor our progress in meeting our Objectives and Priorities.

Monitoring of the Plan will in the first instance be through the Housing Delivery Group which is made up of representatives from across Torbay Council each with a role to play in delivering the Housing Strategy. There will be regular feedback and engagement with both the Cabinet and the Strategic Housing Partnership. Delivery of this Plan against the Housing Strategy will be included within our Performance and Risk Framework.

Through the heart of this Delivery Plan is the need to ensure that we maximise the opportunities to improve conditions within our Community Investment Areas through positively targeting, influencing and delivering regeneration projects to their benefit. We will measure our success through the overall improvement within the Indices of Multiple Deprivation and in narrowing the gap between less deprived areas of Torbay

As part of Torbay Council's commitment to building trusted relationships with our communities, including having continuing conversations with them, we will ensure that we regularly publish housing monitoring information.

Action Item	Key Deliverable What we are going to do/enable?	Who is responsible?	Measure and target	By when
Housing Strategy Priority 1 Increase the overall supply and range of housing in Torbay and make the best use of existing housing				
1	<p>Deliver more affordable homes ensuring that they are good quality and well-designed</p> <p>Work with developers to ensure early delivery of affordable homes on Section 106 sites.</p> <p>Cross-reference housing need by type (Action Item 14) to available sites (Action Item 6) to provide greater focus to housing delivery.</p>	<p>Assistant Director of Planning, Housing & Climate Change</p> <p>Director of Asset Management, Investment and Housing (TDA)</p> <p>Registered Providers</p>	<ul style="list-style-type: none"> Deliver 110 affordable homes p.a. On Section 106 sites deliver 70 affordable homes p.a. 	March 2021
2	<p>Building on the response to the Covid-19 pandemic, consider how the Council can work with private landlords to make properties available at affordable rents to help meet housing need.</p>	Assistant Director of Community and Corporate Services	<ul style="list-style-type: none"> Establish an affordable rental scheme with landlords 	December 2021
	<p>Review S106 and Affordable Housing Supplementary Planning Document (SPD).</p>	Service Manager Spatial Planning	<ul style="list-style-type: none"> Review of S106 and Affordable Housing SPD 	September 2021
	<p>Encourage and support Registered Providers (RPs) bids to Homes England to develop affordable and social rented housing.</p>	<p>Assistant Director of Planning, Housing & Climate Change</p> <p>Registered Providers</p>	<ul style="list-style-type: none"> Embed liaison meetings with Registered Providers and enable positive dialogue with Homes England Achieve 50% successful RP bids p.a. 	Ongoing
5	<p>Through the Local Plan Review, consider Torbay Council's viability policy and practice to ensure it is maximising opportunities for affordable housing and addressing stalled sites.</p>	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> Review of viability policy and practice carried out 	December 2020
6	<p>Ensure the provision of sufficient deliverable housing sites, seeking to meet the government's requirement for a five year land supply including unlocking stalled sites.</p>	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> Maintain a five year land supply Complete 679 homes 	April 2021

Action Item	Key Deliverable What we are going to do/enable?	Who is responsible?	Measure and target	By when
7	Through the Local Plan Review, support change of use from redundant commercial to residential use in town centres where this is consistent with Torbay Council's Economic Strategy and the Town Centre Regeneration Strategy.	Director of Economic Strategy Town Centre Regeneration Programme Director TorVista Homes Ltd Private landlords	<ul style="list-style-type: none"> Number of units transferred from commercial to residential use 15 p.a. 	Ongoing
Housing Strategy Priority 2: Ensure appropriate and affordable housing is available to meet people's housing needs and aspirations				
8	Deliver our Homelessness and Rough Sleeping Strategy	Assistant Director of Community and Customer Services	<ul style="list-style-type: none"> Homeless strategy action plan monitored 	Ongoing
9	Develop and implement a 'Promoting Independence at Home' delivery plan to ensure we meet the objectives of the emerging Later Life Strategy and Learning Disability, Autism and Mental Health Housing Strategy.	Head of Partnerships, People & Housing	<ul style="list-style-type: none"> 'Promoting Independence at Home' delivery plan is produced 	December 2020
10	Develop additional units of extra care housing in order to meet the needs of our population in accordance with the "Promoting Independence at Home" delivery plan.	Director of Asset Management, Investment and Housing (TDA) Head of Partnerships, People & Housing TorVista Homes Ltd	<ul style="list-style-type: none"> Number of additional units of extra care housing targeted at meeting needs from within the existing population (Targets to be set in the Promoting Independence at Home delivery plan) 	March 2021
11	Secure provision of specialist accommodation for people with autism as part of Transforming Care Programme	Transforming Care Programme Housing Project Officer	<ul style="list-style-type: none"> 5 specialist autism accommodation units secured 	March 2021
12	Ensure adequate supply of support and accommodation for young people aged 16 to 24 including care leavers, young parents and homeless young people.	Head of Procurement, Contract Management & Commissioning	<ul style="list-style-type: none"> New contract in place to include specific targets in relation to: <ul style="list-style-type: none"> Step down accommodation for care leavers 	March 2021

Action Item	Key Deliverable What we are going to do/enable?	Who is responsible?	Measure and target	By when
			<ul style="list-style-type: none"> ○ Move on accommodation ○ Accommodation with support; and ○ Outreach support 	
13	As part of Domestic Abuse and Sexual Violence Strategy re-commission the current accommodation service	Strategic Commissioning Officer	<ul style="list-style-type: none"> ● DA and sexual violence support services are commissioned as part of the Multiple Complex Needs Alliance 	December 2021
14	Provide a robust evidence base for the Local Plan review through: <ul style="list-style-type: none"> ● analysis of housing market data ● call-out for sites ● review of government, regional and local data evidencing housing need, including a breakdown of housing type 	Service Manager Spatial Planning	<ul style="list-style-type: none"> ● Publish an annual Five Year Land Supply Statement ● Create mechanism to review and measure housing need by type 	Ongoing
15	Secure homes for the homeless/rough sleepers via funding from the Ministry of Housing, Communities and Local Government for a small lettings agency in Torbay, focussing on those who are homeless and referred through from the Council.	Strategic Commissioning Officer Plymouth Homes for Let	<ul style="list-style-type: none"> ● Lettings agency is operational ● Secure 25 properties in the first year 	March 2021 May 2021
Housing Strategy Priority 3: Improve the environmental, economic and social sustainability of our housing				
16	Adopt an updated Healthy Torbay Supplementary Planning Document (SPD) covering design/development of accommodation with care and support including older persons housing	Senior Planning and Public Health Officer Senior Housing Strategy & Delivery Officer Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> ● Adopt a Healthy Torbay SPD 	April 2021

Action Item	Key Deliverable What we are going to do/enable?	Who is responsible?	Measure and target	By when
17	Support community led housing projects to meet identified housing demand, including the use of community land trusts.	Senior Housing Strategy & Delivery Officer Growing Homes Torbay	<ul style="list-style-type: none"> Establish links with community led housing projects 	Ongoing
18	Encourage take up of government and utility sector affordable warmth grants and other opportunities to increase energy efficiency and reduce fuel poverty	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> Undertake promotional campaign to signpost to available grants 	March 2021
19	Introduce a new local planning application validation requirement to require a Climate Change Design Statement with all new buildings	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> Produce and introduce a Climate Change Design Statement for all new buildings in Torbay 100% of new buildings with this statement 	October 2020
20	Publish design guidance to inform how new buildings might achieve the zero carbon target, and how existing buildings could be suitably adapted to improve their energy efficiency.	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> New guidance is produced or existing design guidance is adopted 	February 2021
21	Lobby government to encourage a review of Building Regulations as a means to ensure the new buildings are of a higher standard necessary to help bring forward zero carbon buildings.	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> Government lobbied to encourage a review of national Building Regulations 	Ongoing
Housing Strategy Priority 4: Improve the quality of housing in Torbay				
22	Ensure appropriate advice, support and information is available for private rented tenants with a view to improving the quality of private rented homes in Torbay.	Assistant Director of Community Services	<ul style="list-style-type: none"> Review of existing resources completed Action Plan to develop further resources produced 	September 2020 November 2020
23	Undertake a full review of the provision of temporary accommodation to assess demand, suitability, and	Assistant Director of Community and Customer Services	<ul style="list-style-type: none"> Demand, options analysis and Delivery Plan completed 	November 2020

Action Item	Key Deliverable What we are going to do/enable?	Who is responsible?	Measure and target	By when
	sustainability and subsequently implement a new delivery model that also facilitates the best outcomes for clients.			
24	Review the impact of the expansion of mandatory Houses in Multiple Occupation (HMO) licensing and consider the possibilities for selective licensing in Torbay to improve standards of accommodation in the private rented sectors.	Assistant Director of Community Services	<ul style="list-style-type: none"> Decision made on alternative licensing models 	November 2020
25	Implement mechanism by which to undertake Management Orders on properties that warrant such action.	Assistant Director of Community and Customer Services	<ul style="list-style-type: none"> Mechanism implemented 	September 2020

Torbay Housing Strategy Amended Delivery Plan September 2021

Action Item	Key Deliverable What we are going to do/enable?	Who is responsible?	Measure and target	By when	Commentary/Update
Housing Strategy Priority 1 Increase the overall supply and range of housing in Torbay and make the best use of existing housing					
1	<p>Deliver more affordable homes ensuring that they are good quality and well-designed</p> <p>Work with developers to ensure early delivery of affordable homes on Section 106 sites.</p> <p>Cross-reference housing need by type (Action Item 14) to available sites (Action Item 6) to provide greater focus to housing delivery.</p>	<p>Assistant Director of Planning, Housing & Climate Change</p> <p>Director of Asset Management, Investment and Housing (TDA)</p> <p>Registered Providers</p>	<ul style="list-style-type: none"> Deliver 110 affordable homes p.a. On Section 106 sites deliver 70 affordable homes p.a. 	March 2021	
2	<p>Building on the response to the Covid-19 pandemic, consider how the Council can work with private landlords to make properties available at affordable rents to help meet housing need.</p>	<p>Assistant Director of Community and Corporate Services</p>	<ul style="list-style-type: none"> Establish an affordable rental scheme with landlords 	December 2021	
3	<p>Review S106 and Affordable Housing Supplementary Planning Document (SPD).</p>	<p>Service Manager Spatial Planning</p>	<ul style="list-style-type: none"> Review of S106 and Affordable Housing SPD 	September 2021	

3(a)	To undertake a review of the Council's policy and expectations in relation to the delivery of affordable housing numbers (SPD). To include a review of the management and implementation of the 106 and other developer contributions to housing. To publicise the outcome of the review and to communicate with developers, both private and housing associations.	Assistant Director of Planning, Housing & Climate Change Director of Asset Management, Investment and Housing (TDA)	Report with recommendations: <ul style="list-style-type: none"> To establish a clear framework for the priorities in management and implementation of the 106 and other developer contributions. To enhance delivery of policy levels of 106 contributions to increase the supply of affordable housing. To set out a mechanism for publicising the outcome of the review 	December 2021	Subject to Council process, this report will be made available to the TSHB for comment in November 2021
4	Encourage and support Registered Providers (RPs) bids to Homes England to develop affordable and social rented housing.	Assistant Director of Planning, Housing & Climate Change Registered Providers	<ul style="list-style-type: none"> Embed liaison meetings with Registered Providers and enable positive dialogue with Homes England Achieve 50% successful RP bids p.a. 	Ongoing	
5	Through the Local Plan Review, consider Torbay Council's viability policy and practice to ensure it is maximising	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> Review of viability policy and practice carried out 	December 2020	

	opportunities for affordable housing and addressing stalled sites.				
6	Ensure the provision of sufficient deliverable housing sites, seeking to meet the government's requirement for a five year land supply including unlocking stalled sites.	Assistant Director of Planning, Housing & Climate Change	<ul style="list-style-type: none"> • Maintain a five year land supply • Complete 679 homes 	April 2021	
6(a)	To agree a policy statement on land supply following the update of the Local Plan. To complete an audit of all Council owned and other developable residential sites through the HELAA process, to increase the available five-year land supply by 1000 to a total of 3000. To publicise all Council owned and other developable residential sites.	<p>Assistant Director of Planning, Housing & Climate Change.</p> <p>Director of Asset Management, Investment and Housing (TDA)</p>	<p>Report setting out</p> <ul style="list-style-type: none"> a) Torbay Council's plans for new development in the area over 5 years. b) How to make best use of Council land for the future development of affordable and other housing. c) To set out a mechanism for publicising the developable residential sites. 	October 2021	This work will help in any discussions with MHCLG regarding land supply.
7	Through the Local Plan Review, support change of use from	Director of Economic Strategy	<ul style="list-style-type: none"> • Number of units transferred from 	Ongoing	

	redundant commercial to residential use in town centres where this is consistent with Torbay Council's Economic Strategy and the Town Centre Regeneration Strategy.	Town Centre Regeneration Programme Director TorVista Homes Ltd Private landlords	commercial to residential use 15 p.a.		
7(A)	To review the arrangements for the operation of the housing enabling service, the negotiation, and any subsequent changes to 106 agreements, the resourcing of the authority to engage with the specialist capacity of the HAs operating in Torbay.	Director of Place Assistant Director of Planning, Housing & Climate Change Assistant Director of Community and Corporate Services Director of Asset Management, Investment and Housing (TDA)	To make recommendations related to the effectiveness of enabling service and how it can contribute to enhancing future housing delivery. To ensure that the authority are properly resourced. To report on the need for specialist HAs and how to meet future need.	January 2022	

Alistair Allender

Chair TSHB

August 2021 (amended by KM 16/08/21)

Torbay Strategic Housing Board

Housing requirements based on service need

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Agenda Item 3
Appendix 3

An aerial photograph of a coastal town and harbor. The town is densely packed with houses and buildings, extending down to the water's edge. The harbor is a large body of water, and the surrounding landscape includes green fields and a bridge. The sky is clear and blue.

Housing and Economic Needs Assessment (HENA)

Key findings

Purpose of HENA

- Part of evidence base for Local Plan Update: replaces SHMA
- Determines the housing requirement
- Sets a housing, demographic and socio-economic baseline
- Calculates the need for affordable housing
- Informs the need for specialised housing

Torbay housing market

- Owner occupation 68%; PRS 24%; Social rent 8%
- Reliance on PRS for lower income households- nearly 60% of PRS in receipt of housing benefit.
- Vacancy rate (empty homes) higher than comparative areas
- Relatively low level of HMOs (licensable and non-licensable)
- Higher level of low value house to studio/ 1 bed flat conversions – 1960s/1970s.

Demographics

- Growing and ageing population- accelerated growth in older cohorts.
- Key component of population – internal migration.
- Highest outflow of population – age cohorts 20-25 & 25-30.
- Highest inflow of population – age cohorts 55-59 & 60-64.
- Household growth will outstrip population growth
- Household growth skewed significantly toward older cohorts

Cost of housing

- House price increase of 32% over the last 10 years
- Flats have lagged at 21%
- PRS potentially more affordable, although recent changes in the market have altered this
- Household income required to buy on the open market at LQ level - £36,000
- Household income required to rent on the open market at LQ level - £18,562

Housing needs

- Housing requirement (Standard Method) prov. 587 dwellings per annum over 10 years
- Affordable housing for Rent requirement (net shortfall) prov. 237 dwellings per annum
- Affordable housing for Sale requirement (net shortfall) prov. 72 dwellings per annum
- Specialised housing- significant demographic pressure

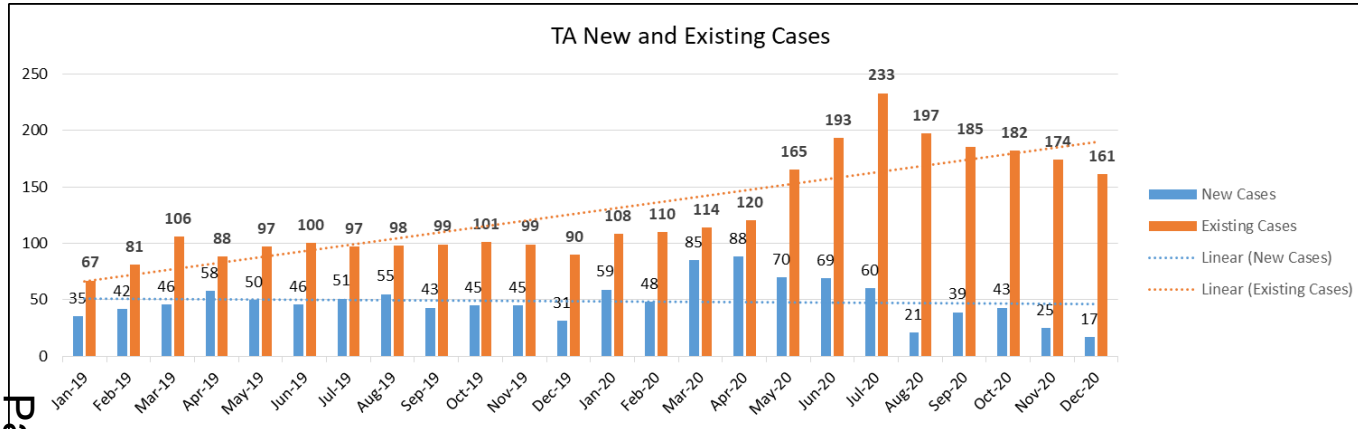
Housing Challenges for those that find themselves homeless

Affordability, accessibility and complexity

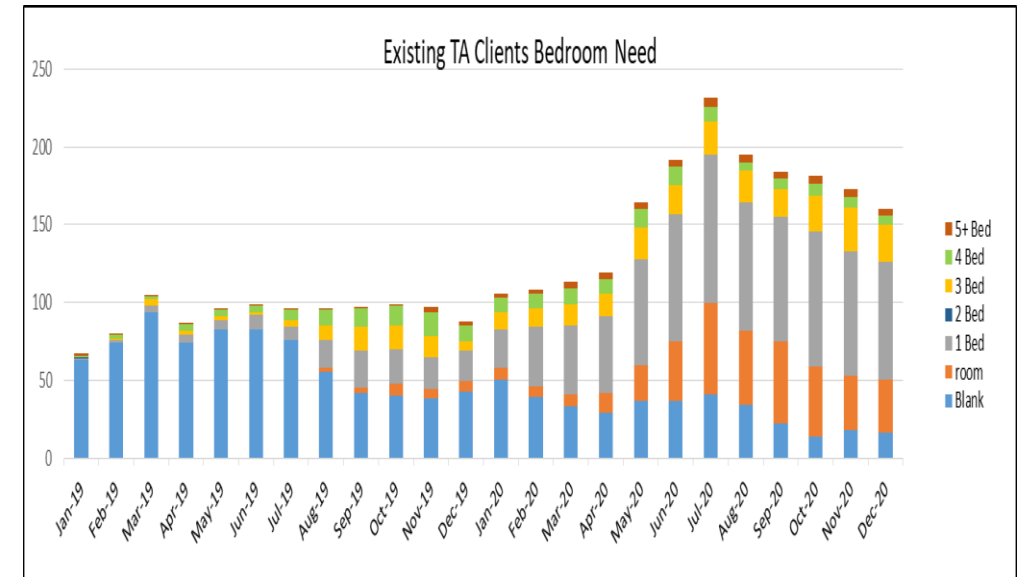
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Demand for TA and why

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- The main reasons for losing settled accommodation- loss of rented accommodation and asked to leave by friends and family, accounting for over 50% on TA cases consistently over the last 3 years. The next reason is due to DA and then lower level relationship breakdown.
- Prior to the pandemic there had been a 20% increase in the number of families requiring assistance. Now its 33% of TA.



Affordability and accessibility

Property Size	Local average rent *** pcm	Torbay LHA Feb 2021++ pcm	Differential pcm
1 Bed	£450 - £550	£414.24 (£103.56 pw)	- £36 - £136
2 Bed	£550 - £675	£552 (£138.08 pw)	- £0 - £123
3 Bed	£800 - £1000	£672 (£168.00 pw)	- £128 - £328
4 Bed	£900 - £1500	£ £828.48 (£207.12 pw)	- £72 - £672

Table: Average cost of rental accommodation in Torbay against the local level of LHA and hence the shortfall

- Affordability, with changing housing market and LHA rates
- DHC waiting list 1450, though put on average 200 household p.a
- Lack of family properties either PRS or DHC
- Increasing complexity and inability to access accommodation

Need for TA

Bed Need	2019	%	Average length of stay	2020	%	Average length of stay
1 Bed	316	58%	94 days	483	77%	103 days
2 Bed	151	28%	105 days	110	18%	115 days
3 Bed	17	3%	150 days	3	0%	152 days
4 Bed	60	11%	119 days	24	4%	144 days
5 Bed	3	1%	*191 days	4	1%	**136 days
Grand Total	547			624		

Table : Average length of stay in TA for each client based on bed need

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Lot	Description	Volume / Number of Units
Lot 1	Single	40
Lot 2	Self-Contained Family Accommodation -2,3,4 & 5 Bed).	2 bed – 22 3 bed – 4 4 bed - 10 5 bed - 1
Lot 3	Young People – to be implemented through provider network TBC	
Lot 4	Spot Purchase Framework (to include out of hours and emergency event response)	

Table: Procurement Lots - Anticipated total number of units of TA required by bed size

Recommendations

- Access to self contained TA that meets the needs to all clients
- Parenthood prevention strategy
- Increased access to affordable accommodation
- Assess under occupancy and can this assist in freeing up family houses
- Affordability LHA lobbying

An aerial photograph of a coastal town, likely Torbay, showing a large bay, residential areas, and a bridge. The text is overlaid on the image.

Adult Social Care / Mental Health: Housing Requirements

Andrew Moorhouse (Community Service Manager, Adult Social Care Bay Wide including U65MH and the Emergency Duty Service).

Presenting issues

- Temporary accommodation provided is often inadequate.
- Temporary accommodation locally is heavily reliant on B&B and hotel provision.
- B&B and Hotel providers are not in the business of supporting vulnerable clients and are not commissioned to meet care needs.
- There have been incidents of challenge where carers have been unable to undertake visits due to accommodation providers considering them to be 'guests' and against the rules.
- School holiday periods and other times of high tourism place higher strain on housing availability during times where resilience in the ASC system is lower due to less staffing.
- B&B and Hotel accommodation can feel isolating for people and can result in increased levels of anxiety and low mood.
- The inadequate provision of temporary accommodation makes assessing clients under the Care Act challenging.
- There is concern that people may have been found ineligible for housing based on the housing they have been provided on a temporary basis whilst the housing needs assessment is undertaken. That this accommodation is often suboptimal and this results in the temporary arrangements breaking down (behaviour, distress, breaking rules) and clients being found intentionally homeless or too high need.
- At times specialist accommodation provided by ASC is suggested when more suitable accommodation (specifically with peoples own kitchen facilities) would have been appropriate with support provided via a support plan.

The challenges assessing under the Care Act with current housing provision.

- Assessing eligibility under the Care Act when someone is placed in sub-optimal temporary accommodation is problematic.
- A number of the eligibility outcomes under the Care Act 2014 are difficult to meet within a B&B/Hotel setting. These include:
 - Managing and maintaining nutrition.
 - Being able to make use of the adults home safely.
 - Maintaining a habitable home environment.
- Where a clients needs arise from a physical or mental impairment or illness. Having been placed in B&B accommodation is likely to prevent ASC from being able to meet their needs effectively and promote independence.
- The majority of ASC clients can be supported in their own homes via support plans so long as the accommodation can meet basic requirements.

Recommendations:

- Housing investment / commissioning of temporary accommodation that includes kitchen facilities / self contained properties.
- Those that have been referred to ASC for eligibility assessment have priority over other people who have made housing applications (other over than families with children).
- Temporary accommodation for clients with eligible needs to also be considered. This needs to be accommodation where care and support staff can access clients and provide this support.
- ASC, Housing, Rough Sleepers Initiative (RSI), mental health services and local community voluntary sector to collate data on the number of people where this type of accommodation is needed.

An aerial photograph of a coastal town, likely Torbay, showing a mix of residential housing, green fields, and a large body of water. A prominent bridge with multiple arches spans across a valley in the foreground. The town extends to the water's edge, with a parking lot and some commercial buildings visible near the shore. The sky is clear and blue.

Housing Challenges and Opportunities for Adult Social Care Operations and Transformation

Challenges:

- Housing partners need to fully absorb the shift towards tenure and home-ownership for non-traditional people with social care needs. This remains the main barrier to housing.
- The social housing system needs to be navigable for people requiring health and care services to support independent living. This includes application processes, tenancy agreements, agreeing specific housing requirements and ongoing housing management.
- We need to develop better, more creative partnerships to identify need, jointly fund & build appropriate housing, enable good quality care & support and co-manage the ongoing needs of tenants and home-owners using health and care services.
- We need to ensure that there is a common ongoing strategic approach across all partners to support the shift from socially-excluded models of care to housing-based citizen-focused models of support.

Opportunities:

- We have robust data to evidence need for rented and owned sheltered / very sheltered housing across Torbay to support transformation of health & care services for older people. This is a key issue because of Torbay's aging demographic.
 - We are producing data / cost benefit analysis to support development of bespoke local housing to improve outcomes and reduce long-term revenue costs for people with very complex needs and high cost package of care. This is a key issue because of Transforming Care and the pressure of complex young people entering adulthood.
- Page 59 The Torbay Supported Living Framework allows us to work with partners to identify and plan pathways for people with LD and MH to move from intensively supported housing to general needs housing in a way that supports timely acquisition and development.
- Improved joint commissioning is creating better services and partnerships to support people with complex needs successfully in general needs housing.

Housing Challenges and Opportunities for Children Services

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Youth Homelessness

Although significant progress has been made in this area, there is insufficient capacity to meet demands. Short term emergency accommodation provided by Young Devon, Live West and Westward shortly to be joined by the Night Stop Service provided by the YMCA is effectively blocked by the absence of sufficient 'move on' permanent provision.

In their recent review of services in Torbay by the MHCLG offered the following recommendations for further exploration as potential solutions:

- **Consider commissioning an Emergency Supported Lodgings** scheme to build upon your Night Stop provision for those needing longer term family support. (Bath and Northeast Somerset and Swindon Borough Council commission these schemes).
- Via Torbay's Provider Forum **design a single consent-based assessment and referral form** for use by all providers, to reduce duplication and streamline documentation across your pathway.
- **Ask providers to review all current placements, to identify those young people who are able to go home**, with support, those who are 'tenancy ready' and able to move on with or without support, to maximise all move on opportunities. They further suggested we should
 - aim to identify young people who qualify for the shared accommodation rate exemption to help with affordability and income maximisation.
 - look to build upon improved relationships with family, and ensure providers keep this an ongoing focus, both formally and informally, whilst supporting young people.
- **Consider house share opportunities** for young people who are able to live together, particularly where there is a shortage of 1 bedroom provision, and Peer or Lead Tenant schemes.

Care Experienced

Torbay is currently supporting 189 care experienced young people. With an expected rise in numbers over the forthcoming years. At any one time we expect 28% of this young people to be sourcing independent living arrangements.

- Introduce an early referral process for care experienced young people, who are assessed as ready for independence at eighteen, to allow for intensive transition planning pre-eighteen. Currently, we are only able to complete housing applications once a young person reaches the age of eighteen which causes significant delay in progressing plans for young people, and means they are often stuck in a period of drift and delay pending the outcome of applications post-eighteen.
- Create a stock of move-on accommodation which is easily accessible to care experienced young people.
- Provide internally run and resourced training flats (accommodation) which are accessible to care experienced young people, with support accessible in line with their transition planning.
- In parallel, develop a social housing scheme with a small stock of social housing properties available to respond to joint assessments by Children's Services and Housing Options of young people's readiness for independence and tenancy management.
- To provide incentives for private landlords including a guarantor scheme to provide greater confidence to landlords who consider renting to care experienced young people. This would be consistent with a policy decision to prevent care experienced young people from being classified as being intentionally homeless.
- Give preference given to care experienced young people in terms of social and private housing applications.

Families with children who have a social worker and deemed “intentionally homeless”

By virtue of the need to be involved with statutory CSC these children by the very nature of having a social worker are some of our most vulnerable. The added pressure of being made homeless will only exacerbate the complexities of these family situations. The majority live in poverty and as a result have limited availability to search the market for private provision once made intentionally homeless resulting in the families being directed to support via children's services

Page 63 Children's Services invariably are faced with a considerable financial cost of between £2,500 and £15,000 per family and a significant time commitment in identifying and working with private landlords, hotels, and (particularly in the low season) proprietors of holiday chalets and caravans to secure temporary accommodation that is often disruptive for children. Their vulnerability is often compounded by frequent moves which impacts on children's social, emotional, educational and life chances.

It is therefore recommended that urgent work is undertaken to investigate schemes targeting this cohort of families in other parts of the country (for example in Bristol) and develop proposals to be presented to an early meeting of this Board.



Housing Challenges and Concerns

Trends from the Torbay Community Helpline, Age UK,
What's Your Problem? and Citizen's Advice Torbay

Challenges/Concerns

- Housing – intensive housing support needed for under 50's with complex needs
- Inconsistency in action required – this may be due to processes changing and a lack of communication to agencies. However, the approach varies between Housing Officers
- Temporary accommodation – an increase recently in those advising us that they have no way to prepare food, sometimes no access to a kettle to allow for support from a local foodbank
- Access to updates – currently unable to update clients being supported, as calls and emails do not always receive a response, there is no access to the housing system on a read only basis which would alleviate the numbers of calls and emails made to chase progress

Partner Intelligence 1

Devon Home Choice:

- Registration, updating of information and checking of registration is protracted
- Call back times are long and often clients are on the wrong banding for some considerable time
- Agencies such as Age UK are not recognised to give supporting evidence, but the waiting time for evidence from a G.P. or Adult Social Care is increasing

Temporary Accommodation:

- Not appropriate for physically disabled people, no places offered for our clients with a physical care need
- Lack of appropriate accommodation for individuals in recovery and have been some time. Often the accommodation is hectic, noisy and not a place to recover
- Clients report they do not receive calls back and feel pressured to accept unsuitable accommodation
- Lack of places for people who do not meet ASC criteria, but need support either low-level mental health, vulnerable due to age or more. Often these individuals are placed in Care Homes at a higher cost and lack of independence
- Clients have advised that they cannot maintain existing support networks whilst in temporary accommodation as friends/family that would normally provide support are excluded from entering the accommodation. This often results in an escalation of crisis.

Partner Intelligence 2

Private Housing

- Flats that come to market, are taken within hours, making it very difficult to be 'right place right time'
- Clients are often refused due to low income
- Ground floor or accessible properties are almost nonexistent
- Rent costs in the last 3 months have gone up over the LHA rate, so there is no help with upfront rent and deposit, as the property is deemed unaffordable
- Sadly, many are moving out of Torbay now, as there is nothing coming up here. However, this only works for people with no existing support network
- Many landlords don't know what their responsibilities are, in particular around legally asking a tenant to leave and how to rent to and support vulnerable people

A joint solution

We can do more but need....

- Communication and connectivity –
 - Read only access to the housing system, this would allow our clients to be kept updated and reduce calls to the housing team
 - A regular and fit for purpose operational forum, involving the voluntary sector to escalate, discuss and potentially solve breakdowns in the system and or specific complex cases
 - Clear communicated process that supports appropriate housing of our most vulnerable. The voluntary sector can support wider promotion of this.
- Support -
 - Development of a community led Landlord support package, led by the voluntary sector, aimed at landlords wishing to support vulnerable tenants
 - Secondhand furniture distribution warehouse to help with starting tenancy's and maintaining them.
 - CIC – to assist with move on especially with underoccupancy to help free up housing stock.