



Friday, 9 November 2018

## **HOUSING COMMITTEE**

A meeting of **Housing Committee** will be held on

**Monday, 19 November 2018**

commencing at **2.00 pm**

The meeting will be held in the Meadfoot Room, Town Hall, Castle Circus,  
Torquay, TQ1 3DR

### **Members of the Committee**

Councillor Thomas (D) (Chairman)

Councillor Darling (S)

Councillor Robson

Councillor O'Dwyer

Councillor Stocks

Councillor Parrott

Councillor Tyerman

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**A prosperous and healthy Torbay**

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For information relating to this meeting or to request a copy in another format or language please contact:

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# HOUSING COMMITTEE AGENDA

**1. Apologies for Absence**

To receive apologies for absence, including notifications of any changes to the membership of the Committee.

**2. Minutes**

To confirm as a correct record the Minutes of the meeting of this Committee held on 12 September 2018.

(Pages 4 - 5)

**3. Declarations of Interests**

**(a)** To receive declarations of non pecuniary interests in respect of items on this agenda

For reference: Having declared their non pecuniary interest members may remain in the meeting and speak and, vote on the matter in question. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

**(b)** To receive declarations of disclosable pecuniary interests in respect of items on this agenda

For reference: Where a Member has a disclosable pecuniary interest he/she must leave the meeting during consideration of the item. However, the Member may remain in the meeting to make representations, answer questions or give evidence if the public have a right to do so, but having done so the Member must then immediately leave the meeting, may not vote and must not improperly seek to influence the outcome of the matter. A completed disclosure of interests form should be returned to the Clerk before the conclusion of the meeting.

**(Please Note:** If Members and Officers wish to seek advice on any potential interests they may have, they should contact Governance Support or Legal Services prior to the meeting.)

**4. Urgent Items**

To consider any other items that the Chairman decides are urgent.

**5. Housing Policy and Funding Update**

To consider a report that outlines recent developments and Government announcements regarding housing policy and funding for housing.

(Pages 6 - 19)

**6. Rough Sleepers and Housing First Update**

To consider a report that provides an update on progress with Housing First/Rapid Re-Housing and funding bids around rough sleeping.

(Pages 20 - 23)

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|-----|--|-----------------|
| 7.  | <p><b>Extra Care Housing Needs Assessment and Strategy Development</b></p> <p>To consider a report that seeks support for development of an Extra Care Housing Strategy.</p>   | (Pages 24 - 29) |
| 8.  | <p><b>Transforming Care Partnership - Accommodation for Complex Clients Update</b></p> <p>To note the submitted report.</p>  | (Pages 30 - 31) |
| 9.  | <p><b>Care Leavers and Homeless Young People's Commissioning Proposal</b></p> <p>To consider a report that sets out initial proposals to develop a framework of supported accommodation and support services for young homeless people aged 16 to 25.</p>  | (Pages 32 - 35) |
| 10. | <p><b>Community Housing Fund Activity and Expenditure Update</b></p> <p>To consider a report that outlines current activity and expenditure from the Community Housing Fund.</p>   | (Pages 36 - 37) |
| 11. | <p><b>Exclusion of the Press and Public</b></p> <p>To consider passing a resolution to exclude the press and public from the meeting prior to consideration of the following item on the agenda on the grounds that exempt information (as defined in Schedule 12A of the Local Government Act 1972 (as amended)) is likely to be disclosed.</p> |                 |
| 12. | <p><b>Highlight Report - Update on Four Housing Sites</b></p> <p>To consider the exempt report.</p>  | (Pages 38 - 40) |
| 13. | <p><b>Torbay Councils Housing Delivery Partner</b></p> <p>To consider the exempt report.</p>   | (To Follow)     |



## Minutes of the Housing Committee

12 September 2018

**-: Present :-**

Councillor Thomas (D) (Chairman)

Councillors Darling (S), O'Dwyer, Robson, Stocks and Tyerman

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### **47. Apologies for Absence**

An apology for absence was received from Councillor Parrott.

### **48. Minutes**

The Minutes of the meeting of the Housing Rental Company Committee held on 25 June 2018 were confirmed as a correct record and signed by the Chairman.

### **49. Housing First**

Members received an update on the approach and action plan for implementing a Housing First approach. Members noted the system change would support homeless people with the most complex mental and physical health needs to access and sustain suitable accommodation. Stable housing with support will improve health, social care, recovery, access to employment and life chances for people with complex needs and reduce anti-social street activity and criminal justice interventions.

Members sought reassurance regarding efforts to source external funding, learning from other areas that had already adopted a housing first approach and staffing resources as well as the anticipated number of units required.

Resolved;

That the approach and action plan outlined in the submitted report be endorsed.

### **50. Housing Strategy Action Plan**

Members noted the progress of the housing strategy projects and requested that the action plan be cross referenced with the findings in the Ofsted report to ensure appropriate levels of support is given to young people.

Members challenged whether the key deliverable regarding the use of S106 agreements to secure the use of local construction skills in 5 major development sites was a deliverable that should be monitored given that the SPD placed other Council priorities such as education provision and open space above the use of

local construction skills. Members were advised that all Council projects required contractors to use local skills.

#### **51. Housing Performance**

Members noted the Annual Report on Housing Monitoring and Performance Framework. Members were advised that the dashboards are reviewed and updated quarterly and regularly reported to Housing Committee. The annual monitoring report is complementary to the dashboard data, offering a more detailed commentary on the information reported, drawing out trends, benchmarking and offering a more detailed analysis of the data and the indicators themselves.

#### **52. Housing Policy Update**

Members were informed that Government had recently made several significant announcements regarding additional grant funding and borrowing arrangements for affordable housing, funding for Supported Housing, the National Planning Policy Framework (NPPF), a Rough Sleeping Strategy and Social Housing Green Paper. The report outlined the key features and applicability to Torbay Council. It also includes information on ministerial changes and recent funding applications.

Resolved:

That the Director of Adult Services and Housing ensure that actions to respond to these opportunities are progressed and incorporated into the refreshed Housing Strategy Action Plan 2018-2019, the Homelessness Strategy and the work programme of the Torbay Housing Company.

#### **53. Affordable Housing and Rent to Own Products**

The new NPPF published in July 2018, changes the definition of Affordable Housing to include an affordable route to home ownership including rent to buy products. Members were advised that this type of product allocates housing for affordable rent for an initial period of time, and then the household has the opportunity to purchase the housing. This product is targeted at people who aspire to homeownership and could realistically achieve it in the medium and longer term and provides another tool to deliver affordable housing.

Resolved;

That the Director of Adult Services and Housing pursue sites for delivery of RentPlus as part of Torbay's Housing Strategy to support delivery of affordable housing in light of the change to the NPPF definition.

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Chairman/woman



**Meeting:** Housing Committee

**Date:** 19<sup>th</sup> November 2018

**Wards Affected:** All

**Report Title:** Housing Policy and Funding Update

**Is the decision a key decision?** No

**When does the decision need to be implemented?**

**Executive Lead Contact Details:** Cindy Stocks, Executive Lead for Children and Housing, [Cindy.Stocks@torbay.gov.uk](mailto:Cindy.Stocks@torbay.gov.uk)

**Supporting Officer Contact Details:** Bryony Stevens, Housing Strategy Delivery Manager, 01803 207469 [bryony.stevens@torbay.gov.uk](mailto:bryony.stevens@torbay.gov.uk)

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## 1. Proposal and Introduction

- 1 This report outlines recent developments and Government announcements regarding housing policy and funding for housing.

## 2 Proposed Decision

- 2.1 That the Director of Adult Services and Housing ensure that actions to respond to these opportunities are progressed and incorporated into the refreshed Housing Strategy Action Plan 18-19, the Homelessness Strategy and the housing enabling work programme of the Torbay Development Agency.

## 3. Reason for Decision

- 3.1 To ensure the Council makes best of use of resources to meet its ambition and objectives and is able to respond efficiently and effectively to newly identified opportunities and policy context.

## 4. Supporting Information

- 4.1 The Regulator of Social Housing (RSH)

The RSH has been established as a standalone organisation from 1 October 2018. This means it is no longer part of the Homes and Communities Agency. The separation implements the conclusion of the 2016 Tailor Review of the HCA and reaffirmed the Government's commitment to a strong, independent regulator of social housing.

## 4.2 Guidance on Duty to Refer

The Homelessness Reduction Act 2017 reformed England's homelessness legislation and placed duties on local housing authorities to intervene at earlier stages to prevent homelessness in their areas, and to provide homelessness services to all those who are eligible. Additionally, the Act introduced a duty on specified public authorities to refer service users who they think may be homeless or threatened with homelessness to local authority homelessness/housing options teams.

This duty is effective from 1 October 2018 and will apply to the following public authorities:

- prisons
- young offender institutions
- secure training centres
- secure colleges
- youth offending teams
- probation services (including community rehabilitation companies)
- Jobcentre's in England
- social service authorities (both adult and children's)
- emergency departments
- urgent treatment centres
- hospitals in their function of providing inpatient care
- Secretary of State for defence in relation to members of the regular armed forces

Local housing authorities are required to work with public authorities in their area to design effective referral mechanisms and should place information on their websites explaining what their referral mechanisms are. This provides an opportunity for Torbay to utilise the strong inter-agency links created through the ICO and other partnerships to ensure that this duty is effectively enforced and better inter-agency coordination in respect of homelessness is achieved.

## 4.3 Consultation on Rents for Social Housing from 2020-21

Government has issued a consultation and Draft Policy Statement on social housing rents from 2020-21. This is following calls from the affordable housing sector for greater certainty on future rent levels and an end to the current requirement to reduce social housing rents by 1% per annum. The proposal is that social rents will be set according to the current rent formula, and increases of CPI (as at previous September) plus 1% will be allowed subject to a rent cap. Affordable rents will continue to be up to 80% of market rents and can be increased by CPI plus 1% annually. Affordable housing providers are required to have regard to Local Housing Allowance and Universal Credit levels. The consultation also requests views on the proposal that Local Authority Registered Providers should be included in the rent setting formula. The Draft Policy includes the suggestion that higher earning tenants (£60,000) could be charged higher rents that would not be subject to the rent setting formula.

#### 4.4 Land Assembly Fund, Small Sites Fund and Housing Infrastructure Fund

In September 2018 the Land Assembly Fund and the Small Sites Fund – were announced by Government. The two funds are intended to assist in releasing land for housing delivery.

The £1.3 billion **Land Assembly Fund**, will be used to acquire land needing work to get it ready for the market and make it less risky for developers to invest in and start building.

The £630 million **Small Sites Fund** will provide grant funding to speed up getting the right infrastructure in place to support home building on stalled small sites. The Funds will be administered by Homes England outside of London, details of how to apply for these funds are not yet available.

In the Budget the Chancellor announced an additional £500m to the **Housing Infrastructure Fund** to unlock sites for up to 650,000 homes

#### 4.5 Future High Streets Fund

In the Budget it was announced that a £675 million Future High Streets Fund will be set up to help local areas to respond to and adapt to changes. It will support local areas to prepare long-term strategies for their high streets and town centres, with a focus on replacing retail with residential development. This could be relevant to Torbay – further detail in the Prospectus is expected later this year with Expressions of Interest in Spring 2019.

#### 4.5 Community Housing Fund – Phase Two

The prospectus for the second phase of the Community Housing Fund has now been released. Administered by Homes England, it is intended for capital costs of developing community housing schemes. Applications have to be from organisations who are, or are intending to be Homes England Investment Partners and the housing has to be managed by a Registered Provider. Bidding is open to all organisations which are or intend to become constituted as a body corporate or an equivalent form of legally constituted body.

Local authorities or Registered Providers may apply on behalf of community groups and other organisations and, in those cases, the lead bidding organisation remains directly accountable for the funds. Torbay Council may wish to work with local community groups to develop further bids providing that an owning RP partner can be identified or established. We are working with community housing specialists Wessex Community Assets to engage with local community groups to explore potential interest in developing projects.

#### 4.6 One Public Estate

On 28 September 2018 One Public Estate (OPE) launched a new funding window. A national fund of circa £15 million is available. Both new and existing OPE partnerships are invited to apply for this fund for support to deliver public sector land and property projects. The new funding round will place particular emphasis



on increasing housing supply. Earlier this year the TDA, acting on the Council's behalf, submitted an application for Land Release Funding (as part of a wider OPE Round 6) and partnered the NHS in submission of a OPE bid. The Land Release Funding (LRF) bid was successful in securing over £3.9m, to unlock three sites in Paignton to enable the future delivery of homes. The OPE bid, led by the NHS, was successful in securing £100,000 to progress delivery of a new health hub in Paignton Town Centre. Torbay works alongside other public bodies under the Devon One Public Estate Partnership. Devon County Council is the accountable body and a MoU is in place for partnership working. Future funding bids will be led by and channelled through the partnership. Possible sites/projects for future bids are under consideration.

#### 4.7 Additional £2 billion of funding from the end of the current 2016-21 Shared Ownership and Affordable Homes programme

In September the Prime Minister announcement at the National Housing Federation conference an additional £2 billion of funding from the end of the current 2016-21 Shared Ownership and Affordable Homes programme (SOAP). Housing associations will be able to apply for funding stretching as far ahead as 2028/29. This is intended to provide long term certainty and encourage partnerships with housing associations developing their own sites and not just S106 development. No further detail is available as yet.

#### 4.8 Removal of HRA borrowing cap

In the Budget the Chancellor removed the cap on local authority Housing Revenue Account borrowing allowing Councils with a HRA to borrow more against the value of their existing housing stock. This will not impact on Torbay as we no longer hold stock or a HRA.

#### 4.9 Other Housing measures in the 2018 Budget

A **new Help to Buy Equity Loan scheme** will run from April 2021 for 2 years. It will be available for first-time buyers, and for houses with a market value up to new regional property price caps set at 1.5 times the average forecast regional first-time buyer price, with a maximum of £600,000 in London.

The Budget launches a **consultation on new permitted development rights** to allow upwards extensions above commercial premises and residential properties, including blocks of flats, and to allow commercial buildings to be demolished and replaced with homes.

The Budget confirmed that government will introduce a **simpler system of developer contributions** that provides more certainty for developers and local authorities, while enabling local areas to capture a greater share of the uplift in land values for infrastructure and affordable housing

The government intends to update planning guidance to ensure that neighbourhood plans and orders approved by local referendums cannot be unfairly overruled by local planning authorities. The government will also explore how it can empower

neighbourhood groups to offer these homes first to people with a direct connection to the local area.

4.10 Heart of the SW – Housing Report

Draft report now circulated – this highlights that Torbay is performing better than some neighbouring authorities in terms of planning decision timescales and performance but faces challenges in the Neighbourhood Planning site allocation process and lack of 5 year land supply, see Appendix 1.

5. Background information

<https://www.gov.uk/government/publications/letter-to-stakeholders-standalone-regulator>

<https://www.gov.uk/government/publications/homelessness-duty-to-refer/a-guide-to-the-duty-to-refer>

<https://www.gov.uk/government/consultations/rents-for-social-housing-from-2020-to-2021>

<https://www.gov.uk/government/news/government-investment-to-overcome-barriers-to-building>

<https://www.gov.uk/government/publications/future-high-streets-fund/future-high-street-fund>

<https://www.gov.uk/government/news/phase-two-of-the-community-housing-fund-is-now-open>

<https://www.gov.uk/government/speeches/pm-speech-to-the-national-housing-federation-summit-19-september-2018>

<https://www.gov.uk/government/news/government-announces-new-generation-of-council-housing>

<https://www.gov.uk/government/publications/housing-budget-2018-brief>

## **Appendices**

### **Appendix 1**

Leaders for the Heart of the South West Housing Audit – Summary Report

## 1. INTRODUCTION

This paper has been prepared by PER Consulting Ltd. on behalf of the Heart of the South West Joint Committee to examine the current position in terms of housing and planning delivery across the area. The analysis builds on conversations with each Local Authority together with specific desk research and examination of local monitoring reports.

## 2. LOCAL PLAN STATUS

The whole region benefits from complete coverage of adopted Local Plans with a number of new plans emerging which reflect more recent government guidance.

- Most up to date Plans –
  - Plymouth & SW Devon – Adoption expected Dec 2018
  - Sedgemoor – Final Mods Consultation expect Adoption expected early 2019
  - North Devon & Torridge – Final Modifications Consultation – adopt 2019
- Emerging Strategy - Greater Exeter Strategic Plan – Issues 2017
  - South Somerset Issues Consultation Jan 18 & Preferred Options expected early 2019
- Most Dated Plan - Taunton Deane Adopted 2012 pre-dates the NPPF
- Torbay - Site allocations devolved to Neighbourhood Plans
  - No allocations proposed in Paignton will be problematic in future
- Mendip
  - Part 2 allocations submission expected in Autumn 2018
  - Full Review of Plan expected to start in 2019

## 3. GROWTH AMBITIONS

- All areas have confirmed a positive, pro-growth ambition. Increasingly seeing stronger integration between Planning & Economic Development Teams encouraging both Housing and Economic Growth in local authority areas. Although occasionally the wider policy ambition doesn't always filter through to local planning committees in determining local applications (even if compliant with Local Plans).
- Taunton Deane plan provides for the highest level of projected growth in the region - 35% growth in housing stock over the plan period 2008-2029 with a step-change in annual delivery programmed from 2016 on.
- GESP and Sedgemoor's latest draft plan both propose around 27% housing growth.
- Most other areas target c20% growth.
- West Somerset provides for 16% growth over the period 2012-2032.
- Plymouth & SW Devon plan for 15% increase in housing 2014-2034; albeit against a larger stock of existing housing. Land supply also identified to exceed the plan target.
- Torbay has a 14% housing growth target over the period 2012-2030.

## 4. DELIVERY AGAINST PLAN TARGETS

- Housing Delivery across HotSW is currently around 91% of annualised targets.

**Table 1: Housing Completions**

	Average Annual Completions		
	Plan Target	Latest Actuals	% difference
Plymouth & SW Devon	1335	1345	101%
Somerset Districts	2451	2373	97%
Greater Exeter Strategic Plan Area	2510	2384	95%
Torbay (initially 12/17)	400	356	89%
N Devon & Torridge	861	586	68%
<b>Total HotSW</b>	<b>7751</b>	<b>7044</b>	<b>91%</b>

Note: Figures refer to varying timescales across each area

- Housing completion figures **exclude** student housing.
- Within GESP – Teignbridge has achieved 10% **above** annual target.
- Mid Devon is achieving 83%, East Devon 77% and Exeter, 75% of annual targets. Although Exeter would increase to 10% over-delivery if student housing included.
- Similarly, including student housing, Plymouth would increase to 10% above annual target.
- Within Somerset – Sedgemoor and Mendip delivering above targets (+13% and +6% respectively) with Taunton Deane achieving 97% delivery against a stepped target figure.
- Areas currently below target are South Somerset and West Somerset, both around 86% of current plan targets.
- NPPF 2018 establishes the **Housing Delivery Test (HDT) target of 95%** of planned provision on a rolling three-year average basis to be published annually from November 2018.
- LA's that fail the HDT will need to prepare Housing Action Plans for each site. If below 85% delivery, then a 20% buffer needs to be applied to the 5-year housing land supply calculations. From 2020, failure to deliver 75% of planned housing target will mean planning applications must be determined in line with NPPF rather than specific local policies (presumption in favour of sustainable development Para 11 of NPPT 2018). This can impact on design quality and integration with existing local communities.
- Although the above analysis is not wholly consistent with the HDT method it highlights some areas for potential concern going forward.

## 5. FUTURE HOUSING NEED – STANDARD METHODOLOGY

- NPPF 2018 confirms the Standard Methodology for assessing local housing need involving:
  - Baseline need using national household growth projections (revised forecasts expected Sept 2018).
  - Adjustment accounting for local affordability (ratio of house prices/earnings) – household growth increased 0.25% for each 1% increase in affordability ratio above 4.
  - Uplift capped at 40% if local policies reviewed in last five years.
- MHCLG estimates of impact using 2017 affordability ratios – show **increased housing need** in most areas putting further pressure on housing delivery.
- Population & Household Projections due out in Sept 2018 and expected to be lower than previous forecasts. Indications, however, that Government will seek to adjust the Standard Method to maintain national housing targets.
- Plymouth & SW Devon appears to be broadly consistent with expected need from standard methodology if assessed at the plan-wide area. Greater Exeter Plan will begin to set new targets in line with latest method, but meanwhile individual LA's will need to monitor existing needs carefully.
- Both Taunton Deane and North Devon & Torrridge appear to have lower housing needs than current plan targets. It is understood the HDT will apply to the Standard Needs figure rather than any increased planning target.

## 6. FIVE YEAR HOUSING LAND SUPPLY

- Most authorities across the HotSW can demonstrate a Five-Year Housing Land Supply against current housing requirements.
- The main areas of concern are:
  - Exeter 2.3 Years** with 20% buffer and excluding Student Housing (although they can show more than five years if include purpose-built student housing)
  - Mid Devon 4 Years** with a 20% buffer due to past under-delivery
  - Torbay 4.2 Years** with only a 5% buffer but may escape the need for a 20% buffer.
  - South Somerset has 4.3 Years** supply with a 20% buffer against the current adopted Plan.
- Failure to maintain a Five-Year Housing Land Supply undermines an LPA's position at planning appeals with determination based primarily on Para 11 of the NPPF 2018 "in favour of sustainable development".
- The 20% buffer is required where there has been consistent under-delivery. Combined with the need to catch up on delivery in the five-year period compounds the difficulty of achieving an effective five-year land supply.

## 7. PLANNING PERFORMANCE – MAJOR APPLICATIONS

- Government regulations have been established to monitor both the speed and quality of planning decisions taken by Local Planning Authorities (LPA). The current performance threshold is for 60% of all major planning applications and 70% of all non-major applications to be determined with the statutory time or an extended period where agreed with the applicant; monitored over a two-year period.
- The current statutory time period is 8 weeks for minor and 13 weeks for major planning applications. Major planning applications are defined as 10+ residential units or 1,000 m<sup>2</sup> or more of commercial development.
- In terms of the "quality" of planning decisions, this is based on the proportion of decisions that are subsequently over-turned at appeal; with a target threshold of 10% of applications being over turned.
- LPA's failing on either target may be "designated" by Government as "under-performing" with applicants being permitted to apply directly to the Planning Inspectorate (on behalf of the Secretary of State) to determine applications in the category of designation.
- Designated authorities are required to prepare an action plan for improvement with performance being reviewed annually to decide whether or not to lift the designation. No Councils in the South West have as yet been "designated" under the regulations.
- Table 2 overleaf, summarises the latest available planning performance data for the HotSW LPA's over the two-year period to end of March 2018 in terms of the speed of determining major planning applications.

**Table 2: Speed of Major Planning Decisions**

24 months to end March 2018	Number of Major Decisions	Ratio per 1,000 head of Popn	% within 13 Weeks	% within other agreed timetable	% overall	
Plymouth	105	0.40	37.1%	62.9%	100.0%	Top Quartile
Sedgemoor	95	0.78	52.6%	47.4%	100.0%	
Mendip	115	1.01	38.3%	57.4%	95.7%	
Torbay	41	0.30	17.1%	78.0%	95.1%	
South Hams	61	0.72	11.5%	81.9%	93.4%	Second Quartile
Taunton Deane	68	0.58	45.6%	47.0%	92.6%	
Exmoor NP	12	1.13	50.0%	41.7%	91.7%	
West Devon	24	0.43	16.7%	75.0%	91.7%	
Mid Devon	53	0.66	39.6%	47.2%	86.8%	Third Quartile
North Devon	91	0.95	23.1%	62.6%	85.7%	
Dartmoor NP	6	0.19	16.7%	66.6%	83.3%	
West Somerset	10	0.29	13.7%	65.6%	79.5%	Bottom Quartile
Teignbridge	73	0.56	13.7%	65.8%	79.5%	
South Somerset	149	0.89	32.9%	46.3%	79.2%	
Torridge	70	1.03	24.3%	47.1%	71.4%	
East Devon	152	1.07	21.7%	49.4%	71.1%	
Exeter	78	0.61	21.8%	44.9%	66.7%	
<b>England</b>			<b>34.1%</b>	<b>53.2%</b>	<b>87.3%</b>	
<b>Gov Target</b>					<b>60%</b>	

Source: MHCLG Table P151

- Both Plymouth and Sedgemoor achieved 100% of applications determined within either the statutory or otherwise agreed timescales.
- Notably, over 50% of Sedgemoor’s were determined within the statutory 13-week period and the Council has overseen the National Strategic Infrastructure Project consent process for Hinkley.
- Mendip and Torbay also performed strongly and sit in the Top Quartile across England in terms of the speed of planning decisions taken.
- When benchmarked against the size of the local population, Mendip, together with other rural authorities Torridge, East Devon and Exmoor NP received a higher proportion of major applications than might otherwise be expected. (>1 per 1,000 population)
- The term “major” does however embrace anything over 10 residential units with very different challenges involved in determining what might be considered “strategic scale” housing developments in some other growth areas.
- None of the HotSW LPA’s fall below the Government target of 60% determination; although Exeter could be viewed at risk of running closest to the threshold at 66.7%.
- More than half (9 out of 17) of the LPA’s in the region come below the overall average across England of 87.3% determination with the statutory or otherwise agreed period.
- Table 3 overleaf, summarises the latest available planning performance data for the HotSW LPA’s over the two-year period to end of March 2017 in terms of the quality of determining major planning applications, as suggested by the number of decisions over-turned at appeal.
- There were no major planning appeals in Exmoor or Exeter in the two-year period to March 2017 and only 4 appeals in Sedgemoor and 2 in Dartmoor - none of which were over-turned.

- There are 6 LPA's in the region where around 5-6% of decisions have been overturned at appeal; including Torbay, West Somerset, North Devon, Torrridge, Mendip and South Hams.
- Just over 9% of decisions were overturned in South Somerset and 14% in West Devon which exceeded the Government target of 10% for consideration for special designation.
- Although not possible to comment on the specifics within the cases included in the government monitoring data, recent research conducted by planning consultants, Litchfields, found that decisions taken against officer advice were 60% more likely to be overturned at appeal.

**Table 3: Quality of Major Planning Decisions**

24 months to end March 2017	Number of Major Schemes	Total Major Appeals	% taken to appeal	Decisions over-turned	% overturned at appeal
Exmoor NP	8	0	0%	0	0.0%
Exeter	84	0	0%	0	0.0%
Dartmoor NP	9	2	22%	0	0.0%
Sedgemoor	92	4	4%	0	0.0%
East Devon	185	14	8%	3	1.6%
Taunton Deane	89	5	6%	2	2.2%
Teignbridge	80	7	9%	3	3.8%
Mid Devon	46	5	11%	2	4.3%
Plymouth	114	7	6%	5	4.4%
Torbay	42	4	10%	2	4.8%
West Somerset	21	3	14%	1	4.8%
North Devon	93	8	9%	5	5.4%
Torrridge	55	9	16%	3	5.5%
Mendip	123	8	7%	7	5.7%
South Hams	67	6	9%	4	6.0%
South Somerset	161	24	15%	15	9.3%
West Devon	21	6	29%	3	14.3%
<b>England</b>				<b>34.1%</b>	<b>2.5%</b>
<b>Gov Target</b>					<b>10.0%</b>

Source: MHCLG Table P152 (Experimental Statistics)

- Although the numbers may be low, some 29% of all major applications in West Devon were taken to appeal; half of which were found in favour of the applicant.
- Around 14-16% of all major applications were taken to appeal in South Somerset, Torrridge and West Somerset.
- Between 9 and 11% of major schemes were appealed in Teignbridge, South Hams, Torbay and Mid Devon.
- Although only 8 (7%) major applications in Mendip were taken to appeal, 7 of them were found in favour of the applicant (88% of the total appeals against the LPA decision).
- The appeal process is of course both costly and distracting for LPA's taking planning and other resources away from other duties. Many appeals can be lost on the basis of a lack of Five-Year Housing land supply (as indicated earlier) highlighting the importance of maintaining a rigorous assessment and close monitoring of the local situation.

- Some of the suggestions from the Lichfield’s research, where there may be different opinions between elected members and officers include providing a “cooling-off period” to reflect further or obtain additional independent advice on the issues as well as the importance of bespoke training for planning committee members.

## 8. PLANNING RESOURCES

- All LPA’s commented that planning resource capacity has been reduced significantly in recent years.
- Even so, very few can claim to be fully staffed against the identified and budgeted complement. Most have hard to fill vacancies, including senior roles/team leaders and rely increasingly on temporary agency staff. Particular skill areas proving hard to recruit include specialist Transport Planners and Legal staff; both failing to compete with demands from the private sector.
- Those LPA’s appearing to be best resourced include, Teignbridge, Plymouth, Torridge and Devon County Council; although Torridge has only recently got back to full staff complement.
- Devon County Council has developed a good record of junior recruits and in-house training and encouraging flexibility in staff deployment avoiding isolation in specialist silos. The recent delay in agreeing the Planning Apprenticeship scheme for England was particular cause for concern going forward.
- Somerset County Council on the other hand is seriously under-resourced and has notified District Councils they will be unable to provide an appropriate level of service. As a result, the District Councils are needing to employ specialist consultants to advise on highway matters.
- Taunton Deane and West Somerset are in the process of merging to form a new Council (elections to take place in May 2019). As a result, all functions are undergoing transformative change with staff being reconsidered for new posts. South Somerset is also undergoing an organisation and staffing transformation process which is expected to be resolved by Autumn 2018. Although the intention is for both councils to operate “business as usual” the scale of change inevitably leads to short-term disruption and uncertainty for staff; with the potential risk of further staff losses.
- There are variable levels of in-house access to specialist skills such as ecology, landscape, urban design, heritage, noise assessments, drainage, contamination and transport; depending on historic recruitment and staff experience. All LPAs rely on external consultancy support on viability assessments.
- Finalising S106 agreements can prove challenging with often competing priorities on legal staff time and complexity of number of parties involved.

## 9. POLITICAL ENGAGEMENT

- All authorities appear to have strong local political engagement with support for underlying housing and economic growth ambitions. Indeed, this is ably demonstrated in Plymouth with the long-term growth agenda transcending political leadership change. Many of the rural areas, however, continue to face challenges from anti-development groups; which appears to be especially strong in the Torbay area.
- South Somerset is the only LPA to operate on an Area Committee basis, with four groups covering North, South East and West. Whilst this fosters strong local decision making across the council it can also increase the challenge of consistency in planning decisions with further pressure on staff to maintain local member training. Fresh debates can also arise on already adopted development sites creating uncertainty on planning approvals.



- All LPA's have established processes for delegated decisions with varying thresholds before applications are referred to planning committees. Plymouth appears to have the highest level of delegation with some 98% of applications determined by senior officers.
- Sedgemoor is understood to determine 88% of applications through officer delegation whilst still achieving 100% timely decisions in line with Plymouth. This highlights perhaps that delegation alone is not necessarily an indicator of planning delivery and effective performance but confirms the significant political ownership of the growth agenda locally.

## 10. KEY ISSUES & CHALLENGES

Some of the key issues and challenges to planning and housing delivery identified through discussions include the following:

- The planning process has been under constant review over the past 10 years. Whilst government ambition has generally been to “speed things up”, the planning process continues to be loaded with added responsibilities from time to time. The critical planning challenge of creating quality “places” and “sustainable communities” is often pressurised over short-term expediency and volume delivery.
- On-going pressure to deliver housing numbers could further jeopardise the ability of LPA's to manage the balance between making “quality” decisions.
- Major residential developers tend to proceed at their own pace; although often keen to secure the “in-principle” outline planning consent can sometimes slow things down in final S106 negotiations – as the formal consent process can trigger land payments under option agreements.
- Local/Regional developers, more typically, pursue development sites more swiftly to completion to maintain a supply of operational sites under development.
- Some residential development applicants might also seek to minimise initial technical information – partly with a view to reduce costs and/or with a view to over-turn decisions at appeal (especially where LPA at risk through lack of five-year land supply).
- Meanwhile, there are also challenges for LPA's in maintaining momentum post-decision and completing timely discharge of conditions and other agreements. In Somerset, there are particular concerns about achieving Highway Agreements in context of resource constraints.
- Some sites can proceed through several iterations and changes resulting in duplication of efforts by LPAs following initial determination and delaying progress to development delivery. For example, site promoters may seek initial outline consent which is then revisited once housebuilder acquires an interest. Or a developer agrees to main principles to gain consent only to open up negotiations again on-site mix/viability grounds putting LPA in more difficult position to conclude and progress development.
- Proposals for mixed-use development with housing intended to enable local employment land and infrastructure often lead to delays and subsequent constraints in delivery.
- Viability arguments on development sites place further pressure on LPAs – often resulting in “re-inventing the wheel” across the region and different decisions arising in areas of similar market context. There could be better co-ordination of this area of specialist expertise across housing market areas.

- S106 delays often arise especially where several parties involved with different legal advisors. Legal and technical capacity are of concern in many areas and there is the challenge of managing different internal priorities.
- Increasingly difficult to meet local affordable housing needs – nearly all LPAs report strong negotiations to reduce local plan targets on individual housing sites.
- New regulations under the Standard Method for assessing housing numbers look likely to put further pressure on many LPAs to find more housing sites – especially in already sensitive rural/environmental areas.
- The new Housing Delivery Test will put the onus on LPAs to find solutions – whilst being penalised for non-delivery by developers. This could be considered a “no-win” situation with LPAs facing compounded pressure to show a five-year land supply. But where developers might by-pass local decision making on future applications.
- Meanwhile, there may be inconsistencies between government and local data records. Whilst planning resources are under pressure, particular attention may need to be given to maintaining timely and effective local monitoring records.

## 11. OPPORTUNITIES

Reflecting on the research and discussions with LPA's across the region, some early thoughts on potential opportunities to help improve housing delivery in the region are set out below:

### Site Delivery Plans

Further consideration should be given to establishing clearer housing site delivery plans for Local Plan allocations – even where a developer is already on board. Some LPAs are already doing this in the region and many will already understand the key stages required to move forward. Whilst this will be a requirement of the Government's Housing Delivery Test as a result of local under-performance, it should be seen as a positive “good-practice” to assist with turning local plan allocations to active implementation strategies.

### Pro-Active Planning Delivery

Many LPAs have adopted a positive, pro-growth approach to planning delivery. Whilst particular attention has been given in some areas to supporting economic and employment growth a similar approach could be adopted for larger housing development sites – with the LPA playing a more pro-active approach to finding solutions arising out of the Site Delivery Plans above.

### Strategic Sites (Major Majors Planning Team)

Where large scale urban extensions and/or new settlements are proposed particular attention needs to be given to the different planning skills and dedicated resources required to assist determination and delivery. Opportunities could exist in future for sharing of resources and/or specialist skills across the region.

### Housing Enablers/Housing Companies

Further attention is needed to delivering local affordable housing needs. Some authorities are already proactive in this and are widening their role to deliver some market housing as well creating future income capacity. There is also a distinctive role for rural housing enablers who can work closely with local communities to identify individual development sites to support community requirements.

### Planning Performance Agreements

Greater use could be made of PPA's with LPA's working in partnership with major developers on strategic sites.

### **Forward Funding – Infrastructure**

One of the major constraints to timely development is the front-loading of site investigation, mitigation and infrastructure delivery. The Housing Infrastructure Fund is seeking to tackle some of these challenges with two schemes unfolding in the region for Taunton/Bridgwater and South West Exeter. Considerable lessons can be learnt from these schemes and the smaller Marginal Viability Fund schemes to consider a potential rolling-fund to assist with the cash-flow management of major housing developments.

Concerns have already been raised over the complexity of the Business Case process in reaching agreement with Homes England and Government and the staff time involved. A more streamlined process is required to be truly effective in improving housing delivery.

### **Simplified Planning Zones**

Developers also highlight the challenge of up-front planning costs against the uncertainty of securing consent. In part, the government proposal for “Permission in-Principle” arising out of Local Plan allocations is seeking to address some of these concerns; although this can put more onus on the LPA to complete further investigative work as part of the Local Plan process.

As part of the Site Delivery Plans, consideration could also be given to opportunities for public funding to assist in completing the technical evaluation of development sites on a forward-fund basis to overcome some these concerns. Opportunities for Housing Led Local Development Orders (LDOs) could also be brought forward in non-sensitive locations as a pro-active planning delivery tool. The potential for LDO consents and/or adoption of Masterplan SPD’s for Garden Village proposals may also be of benefit.

## **12. KEY ASKS OF GOVERNMENT**

This review provides a simple snap-shot of current delivery and reflects on some emerging good practice and opportunities for local improvement with potential for LPA’s to collaborate and work together in some areas as set out above.

**Viability appraisals** – Homes England could perhaps assist with skills and resources to provide a stronger and consistent approach to viability appraisals across the region to help LPA’s defend local viability challenges and secure more affordable housing delivery in the region.

**Infrastructure Capacity Planning** – Further support and funding is needed to assist in developing a more comprehensive and up to date understanding of regional needs especially in terms of transport and other infrastructure capacity with improved modelling and delivery advice.

**Specialist Skills Pooling** – There is potential for the Combined Authority to champion a positive development management culture helping to pool specialist resources across multi-agencies and authorities across the region.

**Forward Funding Support** – If the Combined Authority champions voluntary development of Housing Action Plans across the region these could be underpinned by further access to forward funding support to resolve identified site-specific barriers to unlock local housing delivery – thereby giving the HAP’s some real value. A more efficient funding approval process is needed, however, given the labour-intensive experience of the current round of HIF projects being processed.



**Meeting:** Housing Committee

**Date:** 19<sup>th</sup> November 2018

**Wards Affected:** All

**Report Title:** Rough Sleepers and Housing First Update

**Is the decision a key decision?** No

**When does the decision need to be implemented?**

**Executive Lead Contact Details:** Cindy Stocks, Executive Lead for Children and Housing, 07787 766544 and [Cindy.Stocks@torbay.gov.uk](mailto:Cindy.Stocks@torbay.gov.uk)

**Supporting Officer Contact Details:** Bryony Stevens, Housing Strategy Delivery Manager, 01803 207469 [bryony.stevens@torbay.gov.uk](mailto:bryony.stevens@torbay.gov.uk)

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## Introduction

This report provides an update on progress with Housing First/Rapid Re Housing, and funding bids around rough sleeping.

## Funding bids

Members will be aware that we are in receipt of:

- Rough Sleeper grant funding (2017-2019) which pays for the outreach team, Safe Space provision and volunteer co-ordinator role.
- Rough Sleeper Initiative funding (2018-19) which covers the Rough Sleeper Co-ordinator, women only accommodation, young peoples' accommodation and resettlement workers.
- Rough Sleeper Initiative funding (2019-20) which covers the Rough Sleeper Co-ordinator, resettlement workers and outreach team.

Recent funding opportunities from MHCLG include:

- Move on funding for provision of accommodation for people leaving hostels/the streets – we are working with a housing partner to develop a bid.
- Rapid Re Housing Funding – bid submitted on 31<sup>st</sup> October for Private Sector Development/Intervention Officer to attract and support landlords, a website and phone app to advertise properties and single rooms available at or near to LHA rate, 2 floating support workers to support people in their homes, and continuation funding for a resettlement worker in local prisons.

## **Outreach provision – change of provider**

Outreach provision is an essential part of the response to rough sleepers, and entails workers regularly going out on the streets to connect with people and support them into accommodation and services. The history of the outreach service is as follows:

Continuation funding for the Safe Space/outreach team post March 2019 was sought as part of the RSI rough sleeper funding from MHCG. This funding has been awarded at a reduced rate for 1 further year, meaning that there is not enough funding for both Safe Space and outreach. The preferred way forward for all partners would be not to fund Safe Space, but to use the reduced funding for outreach provision and follow up work alone (funding would cover 3.5 posts)

As the continuation funding was applied for by the Council alone, and not as an alliance, the funding cannot be given to Westward to continue providing the outreach service. The outreach service will therefore be provided by the Council from March 2019 for one year for the duration of the funding. Following initial advice from HR, TUPE will apply to staff and this process will now begin.

## **Progress with Housing First/Rapid Re Housing**

### **Background**

The Housing First/Rapid Re Housing approach has been adopted by Council. This approach involves system change to the homelessness/rough sleeper system. However, Housing First is a discrete service which can be implemented in advance of further system change. Housing First is a service that works with the most entrenched rough sleepers with complex needs. The service involves supporting the person into a home in the community rather than a hostel/temporary accommodation, and providing non time limited intensive support to them. The principle of no conditionality is also important – people are seen as entitled to housing whatever their situation is.

Funding has been allocated to fund Housing First for 2-3 years. Funding will predominately cover the support service, but will also be used to provide enhanced schemes to landlords to encourage them to provide accommodation.

### **Progress**

Housing First support service – this service will be commissioned through the new alliance (Shekinah and the Council) Procurement are currently finalising the alliance contract. Once the contract is finalised and signed, Shekinah can recruit for the Housing First support service to start early 2019 (January/February).

Accommodation for Housing First – this is a significant challenge. We are responding to current funding opportunities from MHCLG:

- Move on funding

To provide accommodation for people leaving hostels/the streets. This funding needs to be applied for by an RP and Homes England Investment partner – we are in

discussion with BCHA (Bournemouth Churches Housing Association) who currently provide accommodation for rough sleepers in Plymouth regarding a possible bid

- Access to Private Rented Sector funding – this funding opportunity is not specific to rough sleeping, but to the general homeless population and will fund schemes to increase access to the private rented sector. A bid will be prepared (deadline 21<sup>st</sup> Nov)
- Rapid Re Housing Early Adopter funding

MHCLG have invited expressions of interest for Local Authorities and their partners to be early adopters of Rapid Re Housing. This comes with an opportunity to apply for funding for one or more of the following – assessment beds, lettings agency, floating support, rough sleeper navigators. We meet all criteria to become early adopters, and have registered our interest.

In addition, we will also be approaching lettings agencies/landlords to access accommodation with enhanced deposits to encourage landlords to house people with complex needs, and talking to local RP's about accessing accommodation.

We are also organising a Community Housing Day in January 2019, facilitated by an arts practitioner, to bring together members of the community, faith groups and small charities, to look at what part they can play in sourcing housing for people who are homeless.

Cultural change – significant cultural change will be needed around the Housing First service to enable it to succeed. We are:

- Producing a 2 minute video for distribution to all staff in services such as DWP, treatment services, Police etc. to explain what Housing First is, the differences to a traditional service and what they can do to help
- Agreeing a protocol with Police around Housing First
- Meeting and talking to partners about flexibility for, or communication around people in Housing First (e.g. DWP, treatment services, probation etc.)

## **Conclusion**

Significant progress is being made towards not only the introduction of the Housing First service, but also to acquiring accommodation and making the necessary cultural change.

## **Temporary Accommodation**

Committee previously agreed the principle of funding purchase and renovation of accommodation for use as temporary accommodation from the Affordable Housing budget. The temporary accommodation is for households assessed as homeless or under investigation as homeless by the Council. The proposal is for flexibly designed accommodation that can be reconfigured easily to meet the range of household sizes and needs that arise for this type of temporary accommodation.

Progress has been delayed due to staff absence but we are now in process of commencing procurement of specialist consultants to undertake design, site search and feasibility work. This will be funded from the Councils Affordable housing capital funds.



**Meeting:** Housing Committee

**Date:** 19<sup>th</sup> November 2018

**Wards Affected:** All

**Report Title:** Extra Care Housing needs assessment and strategy development

**Is the decision a key decision?** No

**When does the decision need to be implemented?**

**Executive Lead Contact Details:** Cindy Stocks, Executive Lead for Children and Housing, 07787 766544 and [Cindy.Stocks@torbay.gov.uk](mailto:Cindy.Stocks@torbay.gov.uk)

**Supporting Officer Contact Details:** Bryony Stevens, Housing Strategy Delivery Manager, 01803 207469 [bryony.stevens@torbay.gov.uk](mailto:bryony.stevens@torbay.gov.uk)

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## 1. Proposal and Introduction

- 1.1 This Report seeks to inform members and gain support for development of an Extra Care Housing Strategy. It outlines demand assessment work that the Council is carrying out currently to develop an evidence base and understanding of the aspirations of people for housing and care in later life. It is intended that the demand assessment research will inform development of a cross-tenure Extra Care Housing Strategy and Supplementary Planning Document on older peoples housing.
- 1.2 The Council faces significant increases in the proportion of the local population who are elderly and frail. In order to provide appropriate housing opportunities and reduce the burden of expenditure on residential care placements, the Council is exploring alternative housing provision for people who require specialist housing with on-site care. The majority of households in Torbay are owner occupiers but currently Extra Care Housing (ECH) provision in the Bay is all affordable housing, either rented or shared ownership. To meet future needs the Council needs to understand the demand/need for alternative housing with care from across tenures and be in a position to stimulate development of both appropriate market sector provision and affordable models.
- 1.3 To this end we have secured funding through the Improved Better Care Fund and the Local Government Housing Advisers programme to employ consultants to carry out demand assessment research.
- 1.4 **Outcomes:**  
  
The demand assessment research will provide an evidence base for development of a cross tenure Extra Care Housing Strategy including design guidance for



developers and a Supplementary Planning Document (SDP) on older peoples housing. The Strategy will provide a framework for future site selection and procurement of partners for development of new ECH provision.

## **2. Reason for Proposal and associated financial benefits/commitments**

- 2.1 Torbay has a higher percentage of both men and women aged 60 and over and a lower percentage of the population in the younger age groups compared with England. Population projections suggest the number of people aged over 65 in Torbay will increase by almost 10,000 by 2030. The largest increase is expected in those aged 80 to 84, which is expected to see an increase of some 3,000, or a 62% increase on the current number. Populations aged 85 and over are expected to increase by over 50% by 2030. These demographic trends are expected to increase demand on care and support services.
- 2.2 Torbay Council has responsibility to provide social care for adults who, by reason of age, illness, disability, pregnancy, childbirth, dependence on alcohol or drugs, or any other similar circumstances, are in need of such care or other assistance. Individuals who are unable to manage unaided at home may be placed into residential care. Residential placements are costly to the authority and do not necessarily provide the most appropriate form of care/support or level of independence for people. The 'New Model of Care' in Torbay is intended to divert people from 'bed based care', by delivering services closer to home with the understanding that 'your own bed is the best bed'.
- 2.3 Extra Care Housing (ECH) combines individual self-contained accommodation with care and support to maximise the independence of older people and other vulnerable people; this includes younger people with long term conditions requiring regular high levels of care and/or support. Some models of ECH cater for specialist needs such as dementia or include 'step down' from hospital to aid hospital discharge. In some cases ECH is seen as a community hub with other people in the community making use of the facilities, therefore increasing social integration of residents and making on-site facilities, such as restaurants, more financially viable. The housing costs of the scheme cover a basic on-site care presence, additional care is provided through personal care packages bespoke to the individual resident. ECH has potential to offer more suitable accommodation for people with support and care needs, whilst also making savings to health care costs for hospital admissions and residential care.
- 2.4 Research suggests that older Extra Care residents can benefit from improvements in depression, memory and autobiographical memory when compared to those living in other settings. It also suggests that abilities to carry out daily living functions and social functions decline less with age for those in Extra Care housing (Holland et al, 2015).
- 2.5 Initial analysis of placements into residential care in Torbay suggest a significant proportion (39%) could have been placed into ECH had it been available. Analysis of the costs of residential care placements as compared to placement into ECH in Torbay suggests that significant savings may be made to the net costs of providing suitable housing and care – see Appendix 1. There may also be reductions in the individual resident's contribution. This is partly because the housing costs of rental may be met through the benefit system where the individual is entitled to state

support and subsidy for the capital cost of development of affordable ECH schemes is available through Homes England Specialised Housing with Care and Support funding.

**3. Recommendation(s) / Proposed Decision**

That members note and approve the work currently underway on ECH demand assessment and the development of the Extra Care Housing Strategy to provide a framework and design guidance to inform the business case for specific ECH sites/schemes.

## Appendices

### Appendix 1.

#### Summary of cost information on package of care costs and Extra Care Housing in Torbay

1. A desktop exercise took place of 102 people entering long term residential care between April and October 2018; judgements were made as to whether they would have been suitable for Extra Care Housing rather than residential care had it been available. The 95 where a judgement was made are shown in Fig 1. below. There were seven people with insufficient evidence to make a judgement. 39% of the 95 adults were deemed suitable for Extra Care Housing.

Fig 1. Adults entering residential care April-October 2018 where a judgement was made as to whether they could have been suitable for Extra Care Housing

<b>Adults where a judgement was made</b>	<b>Suitable for Extra Care Housing</b>	<b>Not suitable for Extra Care Housing</b>	<b>Total</b>
Number of adults	37	58	<b>95</b>
% of adults	39%	61%	

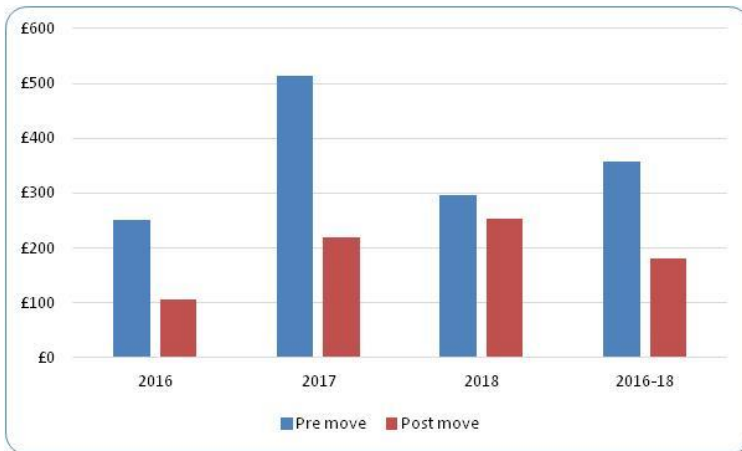
2. The data below shows an average saving over the three years of £9137 p.a. for placements into ECH as opposed to residential care. The mean number of placements into residential care over the three years is 16 with an average cost per placement of £290,633 p.a., totalling £4,650,128. The evidence below suggests that this could have been reduced by £1,813,549 p.a. if placements into ECH were available.
3. The charts below illustrate the calculated savings of placements into ECH as opposed to residential care for the past three years, with some commentary on the reduced savings indicated for the current year.

Fig1: Number of clients who moved into Extra Care Housing

Year	2016	2017	2018
Number	19	17	11

N.B. 2018 is not a full year

Fig2: Average net weekly package of care cost per client before and after they moved to Extra Care Housing

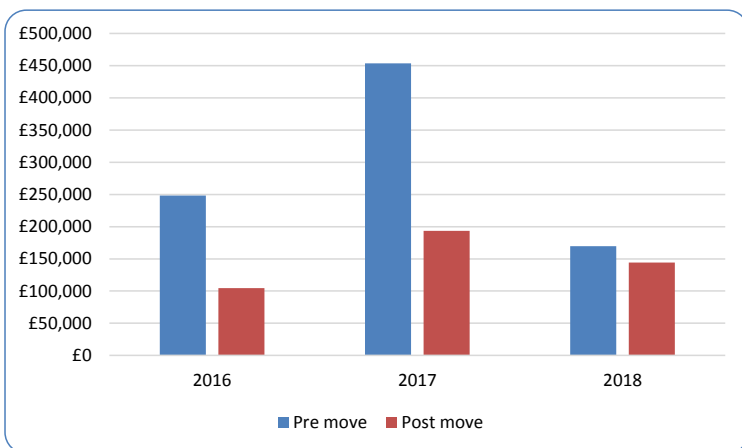


	2016	2017	2018	2016-18
Pre move	£251	£513	£297	£357
Post move	£106	£219	£252	£181

Fig2 shows an average weekly cost per client, taking into account any client contribution, before and after their move to Extra Care Housing.

N.B. 2018 is not a full year

Fig3: Net full year equivalent package of care costs before and after clients moved to Extra Care Housing, of all clients summed



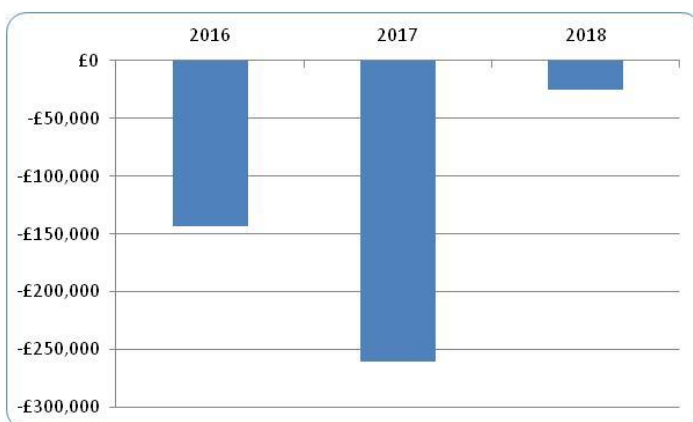
	2016	2017	2018
Pre move	£248,216	£453,851	£169,831
Post move	£104,638	£193,447	£144,367

Full year

equivalent is the weekly costs of all clients multiplied by 52. Fig3 is all clients summed, taking into account any client contribution.

N.B. 2018 is not a full year of data.

Fig4: Net full year equivalent package of care cost difference after moving to Extra Care Housing, of all clients summed



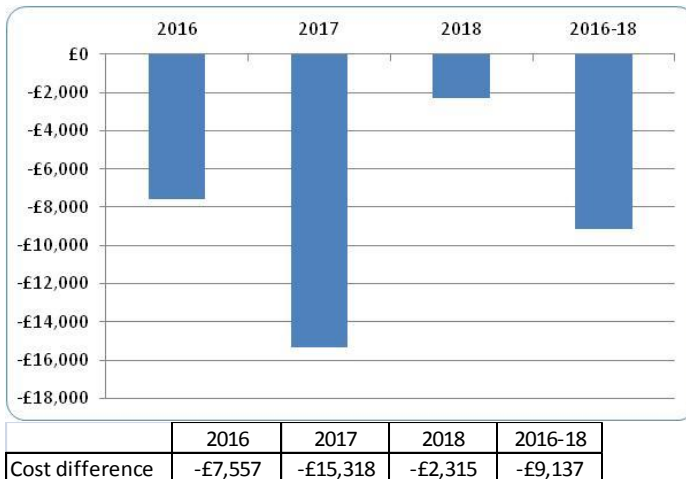
	2016	2017	2018
Cost difference	-£143,578	-£260,404	-£25,464

Full year equivalent multiplies the cost difference by 52

Fig4 shows difference in cost between clients' package of care before and after they moved to Extra Care Housing, taking into account any client contribution.

N.B. 2018 is not a full year.

Fig5: Average net full year equivalent package of care cost difference per client after moving to Extra Care Housing



by 52. Full year equivalent multiplies the cost difference

Fig5 is the average difference in package of care costs per client before and after they moved to Extra Care Housing, taking into account any client contribution.

N.B. 2018 is not a full year of data

### Commentary

In some cases where costs have increased these were planned moves to avoid carer / family breakdown, where older carers were delivering high levels of informal care. In such cases, if ECH were not available and the care arrangements break down, or the carer dies, it is likely the person would be placed in residential care due to lack of ADL skills and risks.

In contrast, higher individual savings are demonstrated for people moving out of residential care who had been placed there because there was no alternative at that time and they were not safe living more independently.



**Meeting:** Housing Committee

**Date:** 19 November 2018

**Wards Affected:** All

**Report Title:** Transforming Care Partnership – Accommodation for Complex Clients Update

**Is the decision a key decision?** No

**When does the decision need to be implemented?** N/A

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**Supporting Officer Contact Details:** Justin Wiggin, Commissioning Officer, (01803) 208792, Justin.wiggin@torbay.gov.uk

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## 1. 1. Background

1.1 Transforming Care Partnerships are made up of clinical commissioning groups, NHS England's specialised commissioners and local authorities. They work with people with a learning disability and / or autism and behaviours that challenge. The aim is to repatriate TCP clients, where possible and appropriate back to their local community.

1.2 In England there are 48 TCPs who are changing services in a way that is making a real difference to the lives of local people. This includes making community services better so that people can live near their family and friends, and making sure that the right staff with the right skills are supporting people.

1.3 Transforming Care Partnerships were established following the national policy "Building the Right Support", 2015. The national TCP programme ends March 2019.

1.4 The below provides a link to video case study of a client within the Transforming Care Partnership  
[https://m.youtube.com/watch?v=Bvqp6d2i\\_ck](https://m.youtube.com/watch?v=Bvqp6d2i_ck)

## 2. Accommodation for complex adults

2.1 To support the national TCP programme in stepping people down from in-patient units and repatriating people back to their local community, closer to family and friends, NHS England made available capital monies to develop appropriate accommodation with care. Devon TCP invited all Transforming Care Partners to submit expressions of interest, May 2018.

2.2 The project will be managed by Home Group, a Housing Association and registered care provider. Development of the property will be supported by specialist architects with experience of developing housing for people with Learning Disabilities and

Autism. Utilising an autism design led approach to the configuration of the building will enable clients living in the property to manage their accommodation and avoid readmission to hospital.

- 2.3 Identification of Torbay clients to move in to the property is on-going. A full understanding of individuals needs will inform the design of the property to meet individual need.
- 2.4 A detached property, currently subdivided into flats has been identified. The property will be reconfigured to provide 5 x 1 bed flats each with their own bedroom, bathroom, living room and kitchen facilities. A sixth flat will be available for care and support workers to use for office purposes and carer sleep-in support.
- 2.5 The process of purchasing the property has now commenced. All monies are expected to be committed by end of March 2019. The property will be available for use from quarter 2 2019/20 and will operate as supported living under the Torbay Supported Living Framework.

### **3. Recommendation**

- 3.1 That Members note the update.



**Meeting:** Housing Committee

**Date:** 19<sup>th</sup> November 2018

**Wards Affected:** All

**Report Title:** Care Leavers and Homeless Young People's Commissioning Proposal

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## 1. Proposal and Introduction

- 1.1 This report sets out initial proposals to develop a framework of supported accommodation and support services for young homeless people aged 16 to 25, including care leavers and those to whom the Council owes a statutory responsibility. It takes into account relevant issues raised in the recent Ofsted inspection.
- 1.2 An officer board has been established whose aim is to address the shortage of supported accommodation options for young people and increase sufficiency of local provision in line with our statutory responsibilities under the Children Act and other legislative requirements.
- 1.3 As well as addressing our statutory responsibilities there is an opportunity to make savings in the cost of children's placements for young people aged 16+ by driving down costs of provision, by commissioning a new framework of a pipeline of different services to suit young people's varying needs, with contributions from Joint Commissioning Team (JCT), Children's Services and Housing

## 2. Background

### 2.1 Legislative requirements:

- *Children Act 1989 Sufficiency Duty* (to have a sufficient range of accommodation for children in care and care leavers) and the extended obligations towards care leavers up to the age of 25 outlined in the Children and Social Work Act 2017
- *New guidance issued in May from Ministry of Housing and Local Government and Department of Education regarding duties to accommodate young people aged 16/17* – if accommodated for 24 hours or more automatically become a Child Looked After which impacts on the Authority's LAC numbers and consequential duties.
- *Housing Act 1996 part VII, the Homelessness Reduction Act 2017* and related Code of Guidance



- 2.2 The new guidance relating to homeless 16/17 year olds, Ofsted scrutiny and a visit from the Government’s Homelessness Advisory Support Team earlier this year highlighted that the needs of some young homeless people were not being met. Ofsted recommended that *“all 16 and 17 year-olds who present as homeless are assessed by social workers and that they are aware of the option of becoming looked after.”* A subsequent review of cases led to an increase in the number of 16/17 year olds becoming Looked After, creating further pressure on existing accommodation provision such as Torbay Foyer and Supported Lodgings and increasing costs.
- 2.3 Children’s placement costs are significantly more expensive than the lower level supported accommodation commissioned by the JCT. Costs can vary significantly between £860 per week to £3,500 per week per placement. **The average weekly cost is £1600.** The total spend for the last three years is as follows:
- 2016/17 Spend: £341,680
  - 2017/18 Spend: £730,156
  - 2018/19 Spend to date: £733,054
- Projected spend for 2018/19 is £1,323,000 by the end of the financial year.**
- 2.4 In comparison, weekly costs for supported lodgings and the Foyer are in the region of £160 per week. Whilst these service models are aimed at lower levels of need and complexity, the £1400 per week variance in price suggests there is potential to work with the provider market to develop different services to facilitate a gradual step down from care and move on into independent accommodation.
- 2.5 So far in 2018/19 there have been 70 Children’s Services placements into “16+” provision (number at 31/10/18). This is already double the total number of similar placements made in 2017/18 which was 35.
- 2.6 Additionally, due to the shortage of suitable available commissioned provision, some young people are placed in emergency temporary accommodation by Housing Options at significant cost to the Authority. The table below sets out the level of demand for Housing Options temporary accommodation from 1<sup>st</sup> January 2017 to 30<sup>th</sup> September 2018:

	Number of 16/17 year olds	Number of 18-24 year olds
1/1/17 to 31/12/17	50	128 (17 repeat placements)
1/1/18 to 30/9/18	19	71 (8 repeat placements)

The 128 placements in 2017 contributed part of the total actual spend on temporary accommodation of £284K. Projected spend for 2018/19 is expected to be around £311K.

- 2.7 Children’s Services have analysed their numbers of known Looked After Children who will reach 16 over the next few years (that is those that are currently in the system and will become 16, these numbers will increase as new young people

become Looked After). There is a considerable potential cost pressure in this area that these proposals would seek to address.

- 2.8 There is increasing pressure on the supported accommodation that is available, such as the supported lodgings provision, to meet “step down” demand from care leavers. However there is insufficient funding in the JCT budget to commission to meet demand and comply with statutory duties including the Sufficiency Duty.
- 2.9 There is also lack of affordable move on options for young people leaving supported or 16+ accommodation. Social housing supply is limited and private rented is usually the only option for young people in Torbay. A single person under the age of 35 living in private rented housing is normally only entitled to housing benefit at the Shared Accommodation Rate (SAR) which is the local rate for renting a single room in a shared house. This applies even if the accommodation is a self-contained flat. Deposits and rent in advance make accessing private rented accommodation extremely challenging for young people even if they can afford the rent. There is a need to develop ways to improve access to the private rented sector for young people.

### **3. Potential ideas for further development**

- 3.1 Use of Community Housing Fund to address the critical issue of move on for care leavers and other YP either through allocating funds from the current money that the Council already holds from CHF; or by way of a new application which has to be made by a Registered Provider. To meet community housing fund criteria it must be a project that brings together young people into a group that would be involved in identifying and meeting their housing needs through a development project.
- 3.2 Torbay Council to act as guarantor for care leavers and vulnerable young people to facilitate access to private rented accommodation; and explore ways of expanding deposit bond scheme.
- 3.3 Develop a Landlord’s Forum and work with willing local private sector landlords to understand and address the issues they have around accepting young people; building relationships with key landlords or estate agents.
- 3.4 Develop a “matching service” for young people for house shares in the private rented sector.
- 3.5 Utilise Government funding stream (Access to Private Rented Sector Fund) that is currently available which may support the work outlined above if we are successful in a bid.
- 3.6 Explore options for extending contracts with Torbay Foyer, Supported Lodgings and the Young Parents Service.

### **4. Recommendations:**

- 4.1 That Housing Committee endorse the direction of travel for 16+ accommodation set out in the submitted report.

- 4.2 That the Committee supports the development of a partnership commissioning plan and specification for a young people's pipeline of services.
- 4.3 That the Director of Adult Services and Housing be requested to determine the appropriate the decision making process in order to progress the ideas set out in section 3 of the submitted report.



**Meeting:** Housing Committee

**Date:** 19<sup>th</sup> November 2018

**Wards Affected:** All

**Report Title:** Community Housing Fund activity and expenditure update

**Is the decision a key decision?** No

**When does the decision need to be implemented?**

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## **1. Proposal and Introduction**

1.1 This Report outlines current activity and expenditure from the Community Housing Fund.

## **2. Background**

2.1 In January 2016 the Council received a one-off payment from Government of £643,208 Community Housing Fund (CHF). Future bids for CHF have to be made to Homes England for either Revenue or Capital funding and can be made either by the Council or directly by community groups.

2.2 A proportion of this allocation has been committed to funding for two members of staff on two year contracts to carry out community housing and strategic housing functions. Funds have also been identified for capital funding for specific community led-affordable housing development. A Community Housing Grant fund that local community housing groups can apply to has been established.

2.3 Specific projects currently progressing with funding through the CHF include –

- Cultural commissioning (with Culture Board) to help bring together TESH groups to explore potential for formation of community-led housing project.
- SLA with Wessex Community Assets (a specialist organisation who provide support and legal/governance advice to community housing groups) to support urban community groups to develop housing projects – focussed on communities of interest- e.g. street homelessness/young people.
- Support for specific community projects e.g. Brixham Yes to formulate CHF projects and submit grant application.

- Brixham Yes have now identified a potential site and submitted a bid for financial assistance from the CHF to progress feasibility work.
- CHF officers are exploring potential developing for future bids for Revenue/Capital funding through the CHF for specific projects that meet both strategic housing and regeneration aims.

### **3. Recommendation(s) / Proposed Decision**

- 3.1 For Members to note progress on community housing projects in Torbay and expenditure through the Councils' Community Housing Fund allocation.

## **Appendices**

### **Background Documents**

<https://www.gov.uk/government/collections/community-housing-fund>

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Document is Restricted