Meeting: Housing Committee   **Date: 12th Sept 2018**

Wards Affected: All

Report Title: Annual Report- Housing Performance Monitoring

Is the decision a key decision? No

When does the decision need to be implemented?

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1.   **Proposal and Introduction**

The Housing Monitoring and Performance Framework Dashboards bring together the Key Performance Indicators in relation to housing from across the Council. The dashboards are reviewed and updated quarterly and regularly reported to Housing Committee. This 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.

2.   **Reason for Proposal**

2.1   The annual dashboards present the data available for 2017/18. The establishment of this annual report will enable a comprehensive overview and more detailed explanation of trends, benchmarking and consideration of the indictors themselves. The three annual dashboards are appended to this report. Where possible, as part of the annual report, indicators are benchmarked against CIPFA family group (or other benchmarking). The Housing Performance Monitoring Annual report is attached as Appendix 1.

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

3.1   It is recommended that the Annual Report on Housing Monitoring and Performance Framework is noted.

Appendices

Appendix A: Annual Housing Performance Monitoring Report

Appendix B: Annual Dashboards

2017/18 Annual Dashboard One: Commissioned Services, Homelessness and Housing
2017/18 Annual Dashboard Two: Housing Standards, Aids and Adaptations
2017/18 Annual Dashboard Three: Housing Delivery and Planning

Background Documents

Housing Monitoring and Performance Framework, including Housing Monitoring and Performance Framework Dashboards
http://www.torbay.gov.uk/DemocraticServices/documents/s51819/Housing%20Performance%20Covering%20Report.pdf

Appendix A: Annual Report on Housing Monitoring and Performance Framework 2018

Introduction

Monitoring of Housing Delivery is reported regularly to the Housing Committee via the Housing Dashboards. This report provides more detailed analysis and commentary of each of the key performance indicators included within:

2017/18 Annual Dashboard One: Commissioned Services, Homelessness and Housing
2017/18 Annual Dashboard Two: Housing Standards, Aids and Adaptations
2017/18 Annual Dashboard Three: Housing Delivery and Planning

Dashboard One: Commissioned Services, Homelessness and Housing

Utilisation data and other indicators will come from the KPI monitoring returns that each service submits to commissioners on a quarterly basis. The KPIs are developed from the outcomes and objectives set out in the service specification and listed in a separate schedule, and forms part of the contract for the service with the provider.   Some of the services have a similar suite of KPIs (especially the former Supporting People services) however as services have been redesigned or recommissioned outside of the SP framework and according to different strategic needs, some outcomes and KPIs may vary for some services.

Leonard Stocks Centre

Indicators 1, 2 and 3 of the Housing Dashboards relate to use and effectiveness of the Leonard Stocks hostel as a commissioned service. The data is collected by the hostel and reported to the Council under the terms of the commissioning contract.

Indicator 1 monitors the utilisation of accommodation and for 2017/18 shows a 95% rate which is on target. Utilisation would never be expected to be 100% as there will always be some void times to allow for client changeover. 95% represented a very effectively managed hostel with minimal voids and changeover time.

Indicator 2 relates to throughput. This is defined as the total number of clients as a % of the capacity of the service. The 2017/18 figure of 375% is well above the 250% target indicating a regular throughput of clients. This indicates a massive need for, and use of, this service and shows it is being run very effectively. The high percentage means many people are entering the hostel and being supported to leave again, which is the intention of the service. A lower percentage would be evidence of people stuck in the hostel and not moving on in their lives.

Indicator 3 considered the % of clients who obtain stable settled accommodation once they have left the service. This data is collected from data collected by the hostel about the individual destinations of every person that leaves. Moving into private or social housing or moving back in with family when this is a desirable outcome, is classed as achieving settled accommodation. Negative outcomes would be being evicted or abandoning or being sent to prison. The 2017/18 figure of 65.2 is typical of this kind of accommodation, but below 75% target. The 75% target is a continuation of a blanket targets for supporting people that covered a wide range of services not limited to the hostel. It would be unrealistic to expect this target to be applicable to a hostel service on its own. This suggests Torbay hostel is doing a good job in helping people move on. Moving forward the adoption of Housing Led/Housing First system should see the number of people achieve settled accommodation increase.

Wider discussions are ongoing about the future of the hostel in light of the Council's decision to move to a Housing First model of supporting homeless clients with the most complex needs. However, the data indicates the hostel is being effectively used, and the failure of some users to secure and maintain settled accommodation is one of the key drivers behind the need to move to a housing first model.

Torbay Domestic Abuse Service

Indicators 4 and 5 relate to the utilisation of accommodation for domestic abuse victims.

Indicator 4 shows utilisation of only 59.9% for the refuge and 63.2% for the safe houses (self contained flats and houses dispersed across the Bay) which is well below the target of 95%. There are a number of reasons for this significantly low utilisation of the accommodation:

- The refuge is perceived as a "known" location therefore safety may be compromised
- Refuge model of congregate living is not appropriate for larger families, those with male teenagers, and those with other vulnerabilities which may be more challenging to manage in a communal setting particularly where the risk to young children must be considered
- The refuge is no longer fit for purpose due to it's configuration
- The safe houses are all family units and are therefore inaccessible/unaffordable to single people on benefits as they are subject to the Spare Room Subsidy (Bedroom Tax). Torbay HB has considered DWP guidance and does not consider these units to be exempt from the tax.
- The changing nature of support needs for this client group

As a result of the ongoing poor utilisation the refuge is being decommissioned and re-provided in the form of further dispersed units, some of these will be one bedroom units or shared flats to facilitate access by single people fleeing domestic abuse.

It should also be noted that the utilisation figure for the safe houses is skewed by a very low figure in quarter 3 as a result of maintenance work being undertaken on some of the properties.

Indicator 5 monitors those clients who obtain safe and secure accommodation when leaving the service, and this remains very high.

In terms of trends the number of clients achieving secure accommodation by year has been increasing

2015/16	97.3%
2016/17	98.7%
2017/18	99.7%

A commissioning options appraisal is ongoing to inform the future re-commissioning of domestic abuse services for when the current contract expires.

Young Devon

Indicator 6 is the utilisation of accommodation.

Individual supported lodgings placements with host families:

2015/16 (qtr 2to 4 only due to new service started) 93.2%
2016/17 89.5%
2017/18 90.5%

2017/18 figures skewed by lower figures in quarters 1 and 2 (in the 80s) but improved and above 95% in quarters 3 and 4 as more host families were recruited. Supported lodgings utilisation can be negatively impacted by the needs of the young person and the hosts available (ie, they may be working all day and the young person needs support in the daytime because they are out of education; or the host family may already have one young person placed with them and a matching process must take place to ensure compatibility before accepting a new young person). The support needs of some young people are sometimes higher than the skills of the available hosts however the provider is continually recruiting new hosts with an aptitude to support those with more complex support needs.

The percentage of young people leaving the service who achieved or maintained independent living or further independence:

2015/16 82.1%
2016/17 73%
2017/18 93%

Lower figures represents the level of complexity of some of the young people in the service. Improvements reflect the increased skills of the hosts working in the service, rather than a reduction in complexity.

Torbay Foyer

The Service was remodelled during Quarter 3 (September to December 2017) from supported accommodation for young homeless people to a traditional Foyer service supporting young people into education, training and employment, although some of these young people will have been homeless or at risk of homelessness as well.

Quarter 1 to 3 2017/18 75%
Quarter 4 93.8%

Supported Living and Extra Care

Indicator 7 will be the number of people entering supported living this data will only be available for 18/19.

Indicators 8 and 9 are the number of people who have moved in extra care and the number of the waiting list. This data is taken from NHS data.

Homelessness

Indicator 10 Rough sleeper count is the number of rough sleepers recorded in the official MCHLG count. This is an annual count, undertaken in November, although for some years estimates were used. This data provides a snapshot and the trend is of trend of rising numbers.   This increase reflects what can be seen in Torbay and nationally. This is a key issue for government who have pledged to end rough sleeping within 10 years. The

implementation of the Housing First approach for those with the most complex needs and the MCHLG funding for interventions in this year should result in a reduction of these numbers going forward.

Indicator 11 Rough sleeping rate per 1000 households, enables comparison and shows Torbay has a higher level of rough sleeping compared to national and the CIPFA group.

Indicators 12 and 13 relate to the number of households accepted as being homeless and in priority need. This data is taken from the P1E data returns provided to central government showing those households found to be both at risk of homelessness and in priority need. **Indicator 12** is the number of households and **Indicator 13** the rate per 1000 households, both shows an upward trend. Torbay has a higher level of households accepted as homeless when compared both nationally and with the CIPFA group. It is expected that this number will reduce as more emphasis is placed on homelessness prevention under the HRA duties.

The intended shift from accepting of a homelessness duty to increased work on prevention is like to see these numbers increase reflecting changes in working practices and HRA duty which applied to everyone, not just those with a local connection and/or in priority need. Wales saw a 50% increase in presentations following the HRA duties. Recruitment is underway to increase capacity and prevention should be cheaper than housing a households under the homelessness duty. The current IT is no longer fit for purpose and is being replaced by h-click. This allocates specific reference numbers to each case, allowing progress through the system to be tracked. This will enable a more granular level of data analysis to be undertaken, informing more targeting interventions and spend.

Homelessness Prevention

Indicators 14 and 15 relate to homelessness prevention with **Indicator 14** showing the number of households in temporary accommodation and **Indicator 15** the rate per 1000 households to enable comparison. This data is also taken from the P1E data returns provided to central government. It should be noted there is considerable seasonality to the need for temporary accommodation with notable increases for young people in the summer, and DV survivors in January.   Again the shift to prevention and early intervention under HRA duties should see this number reduce over time.

Care leavers

Indicators 18 and 19 relate to Care Leavers. It has been difficult to identify the KPI for such a wide ranging service. **Indicator 18** shows the number of clients who left Young Devon supported lodgings who are or have been looked after/in care.

Care leavers (up to the age of 21) are one of the categories that result in a priority need being identified, information is provided in the P1E returns to central government about those in priority need because they are care leavers. However this data must be treated with some caution and only one of reason for pority need can be recorded on the system. The recording of other factors such as having dependent children or mental health issues would take preference over recording the care leaver reasons for being in priority need. A more appropriate and reliable indicator is needed for **Indicator 19.**   The h-click system with its unique reference number should enable better monitoring of care leavers and their outcomes through the housing options systems

Housing Register

Indicator 20 shows the level of demand for affordable housing in Torbay Council and in the total number of households in housing need (Bands A-D). The Council no longer includes people assessed as Band E (no housing need) on the list, and this change is approach explains the steep reduction shown in the trend, that has now stabilised.

Adult Social Care Outcomes Framework Indicators

This data is taken from the ASCOF are indictors which are part of the indictors the contract between the Council and NHS Foundation Trust and Devon Partnerships Trust. This includes performance indicators set by government

Indicator 21 (ASC-1G) is the proportion of adults with learning disabilities who live in their own home or with their family. The Foundation Trust delivers this service and reports back nationally, and to the Social Care Program Board. The results shows Torbay performs well as we are above national average and we would expect this high performance to continue.

Indicator 22 (ASC-1H) is the proportion of adults in contact with secondary mental health services who live independently, with or without support. This data shows downward trend although this reflects an issue with reporting rather than a failure service. The issues leading to this are being addressed and so we would expect improved figures going forward due to better reporting. In addition there is a new framework which ensure all clients who live is supported living accommodation will have settled accommodation status. This will also lead to increased performance in this KPI. As of July 2018 performance is 54.2%, which is comparable with the 2017/18 indicating the service is performing well and issues affecting the reporting have been addressed.

Dashboard Two: Housing Standards, Aids and Adaptations

Housing Standards

Indicator 23 refers to the number of licensed HMOs (houses in multiple occupation) in Torbay. There are 3 distinct types of licensing scheme, one mandatory and two discretionary. Torbay Council only delivers the Mandatory Licensing scheme. Pre-October this scheme was limited in Torbay to between 70-80 properties achieving a licence however on 1st October the scope of the scheme will be expanded by national legislation. As only certain types of HMO's are licensable, Indicator 23 is not a measure of the number of HMO's in Torbay, just those obtaining a licence.

In the absence of a national, compulsory Landlord Registration scheme it is difficult to establish accurate data relating to the number of HMO's in Torbay.

Torbay Council is obliged to keep a list of all the HMO's it licences. Indicator 23 is therefore a specific measurement of how many have been licenced, it does not however quantify how many ought to be.

HMOs provide necessary accommodation especially following Housing Benefit reforms however they also house the most vulnerable in society. The presence of a high number of HMOs in Torbay would suggest a housing shortage, a low-wage, high dependency society and a heightened level of risk to health and wellbeing from such property.

Indicator 24 refers to the number of enforcement actions undertaken by Torbay Council. Such actions are taken when officers are not satisfied that an informal approach will be successful in a suitable timescale.

This indicator demonstrates that Torbay Council are actively enforcing and can be used when compared with number of inspections, to consider landlord's attitudes to compliance. In isolation it cannot demonstrate quality of service.

Indicator 25 refers to the number of long term vacant dwellings (6+ months). Long term vacant dwellings are a wasted opportunity particularly when good quality accommodation is at a premium. Often there is an complex issue affecting the ability of an owner to bring a property back into use i.e. property trapped in probate, condition so poor that renovation is unachievable, emotional attachment due to family connection.

Torbay Council has delivered programs of work in the recent past to bring back into use property where a solution has been achievable through partnership working such as private sector leasing schemes or enforced sale procedures. Such work continues on a case by case basis.

Disabled Facilities Grants (DFGs)

Indicator 26 is the Number of completed cases which give an idea of the demand on the service.

Indicator 27 Actual annual spend on DFGs

Indicator 28 % spent of the annual DFG budget

Community Equipment

Indicator 29 details the number of different clients served

Dashboard Three: Housing Delivery and Planning

5 Year Land Supply

Indicator 30 shows whether or not the Council has a five year land supply. Under planning requirements, having a five year land supply is important for decision making on planning applications, as without one the presumption in favour of sustainable development applies. In practice this means greater weight is given to the need for development when coming to a planning judgement on the suitability of a site, which means schemes on unallocated site, or planned for development later on in the plan period are more likely to be granted planning permission.

The calculations of the five year supply requires an assessment of the deliverability of housing sites, and sets this against the Local Plan requirements for number of new houses required in the plan period, and on an annual basis. To be considered "deliverable" there needs to be a realistic prospect of the site being built out within 5 years. The assessment therefore includes some elements of judgement, and as such can be subject to debate. More detailed information about the issues around the calculation of the Five Year Housing Land Supply was

presented to Housing Committee in June 2018. For 2017/18 the Council can only demonstrate 4.2 year land supply.

A Council either has a five year land supply or it doesn't. The answer is a simple yes or no, and the requirement/target is to have a one at all times. Under the new NPPF Housing Delivery Test, where housing delivery has fallen below 95% of the local planning authority's housing requirement over the previous three years, a planning authority should prepare an action plan in line with national planning guidance, to assess the causes of under delivery and identify actions to increase delivery in future years.
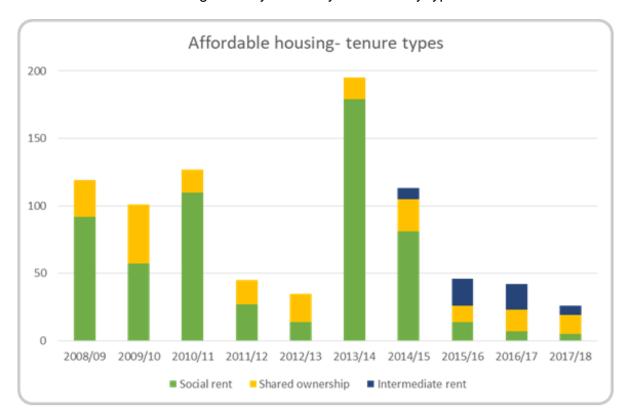
Torbay has currently delivered around 88% of the housing numbers (which include market and affordable housing) that should have delivered over the last three years. This triggers the need to prepare an Action Plan, but does not trigger some of the more punitive measures that a lower level of housing delivery would result in. Work on the assessment of 2018/19 position is already well under way. There will be a consultation on the 2018/19 figure (when the NPPF has been finalised).

Housing Delivery

Indicator 31 relates to how much development is on brownfield land, versus greenfield land. Planning policy seeks to encourage the re-use of brownfield land. This is also a key objective in order to deliver our regeneration agenda, particularly for the Town Centres. Although the data indicates a decreasing amount of delivery of brownfield site this is likely to reflect the stage we are at in the Local Plan production cycle, with some of the larger greenfield allocation now coming forward, as expected. Brownfield sites are usually more complex to develop in relation to issues such as contamination etc. They are also likely to have a higher existing use value, which can impact on development viability, and are often smaller, many falling below the threshold for affordable housing requirements. The reuse of brownfield land continues to remain a priority both within planning guidance and the work of the Council and TDA.

Indicators 32-36 relate to the delivery of Affordable Housing. The TDA have a target is to deliver 75 units a year set out in the Council's Housing strategy. **Indicator 32** is the total number of affordable homes delivered, and it represents the sum of indicators 33-36 which breaks down affordable housing into its different parts. **Indicator 33** is the number of housing delivered for social rent. **Indictor 34** those delivered for intermediate rent. **Indicator 35** those for shared ownership and **Indicator 36** has been added to enable monitoring of new other products defined as affordable in the new NPPF included rent to own products and the new version of 'starter homes'.

Table 1: Affordable Housing Delivery in Torbay over time by type

As can be seen from the table above the level of affordable housing delivery has fluctuated over time. To some extent this is to be expected and reflects the length of time developments take to be built out. Delivery of development is affected by many things including the economic cycle, availability of development finance and the securing of planning permissions. As such planning is only one contributing factor to housing, and affordable housing delivery. Under our affordable housing policies not all sites are required to contribute affordable housing, with large greenfield site required to contribute the most, up to 30%, but always subject to viability. The economic downtown led to many scheme arguing for reduced affordable housing contributions. Recent changes to national planning policy should help to reduce the need to re-negotiations and reductions of affordable housing on viability grounds, as policy makers and developers are expected to consider this in the land value and as part of their development risk.

The higher number of affordable housing completions in 13/14 is down to two developments on Council land (112 units) and the re-development of RP sites (82 units), all of which were non S106 sites. These higher figures continued in 14/15 was due to a large number of completions at Hayes Rd (101) which is an extra care scheme built on Council Land.

The target of 75 is expected to be exceeded in 18/19 with AH completions at Primrose Hill, Wall Park, White Rock and Alfriston Rd.

Looking past 18/19 and there is likely to be a slowing once again because whilst there are sites with planning permission and an on- site affordable housing provision at White Rock, Devonshire Park and Hollacombe the latter two sites have stalled and are currently showing no signs of starting on site. As with all cases whereby the affordable is provided through a S106 there is a real reliance on the speed of which the development is built.

Further pipeline projects which are still to gain planning permission but where affordable housing will be provided on site are Luscombe Lane (14 affordable), Collaton St Mary (29), Inglewood (121) Hatfield House (50) and Yalberton Rd (58).

Care should be taken when assessing housing development against an annual figure. The Local Plan considers housing in five year periods, with the expectation under-delivery in some year could be compensated for in others plan considered housing targets. It is the overall trend that it important, and if this is not meeting the Local Plan's requirement it is expected that plans will be put in place to address this under-delivery.

The new National Planning Policy Framework, published in July 2018 and the new Housing Delivery Test which applies from November places further emphasis on the new for Torbay council to able to demonstrate a five year land supply. Work is underway to assess the implications of the changes to national policy and housing requirement calculations on the five year land supply in Torbay.

Appendix B: Annual Dashboards

2017/18 Annual Dashboard One: Commissioned Services, Homelessness and Housing
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