

# OVERVIEW & SCRUTINY

## Torbay's Housing Crisis Review Panel

### Members

Councillors Foster (Chairwoman), Barnby, Brown, Mandy Darling, Douglas-Dunbar, Johns, Kennedy and O'Dwyer

External Advisors: Alistair Allender, Stuart Bakewell and Steve Barriball

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A meeting of **Torbay's Housing Crisis Review Panel** will be held on **Tuesday, 23 November 2021** commencing at **2.00 pm**

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

Join Zoom Meeting

<https://us02web.zoom.us/j/82328639996?pwd=dUllbE04aXFHQzg0bXFsaVJMcFU1dz09>

Meeting ID: 823 2863 9996

Passcode: 675388

One tap mobile

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### Agenda

1. **Apologies**  
To receive apologies for absence, including notifications of any changes to the membership of the Panel.
2. **Declarations of Interest**
  - 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.)

### 3. **Update on housing supply and predicted future need within Torbay**

(Pages 5 - 30)

To receive an update on housing supply and predicted future need within Torbay.

#### **Supporting documents:**

1. Key lines of enquiry and responses – please note that this document contains a number of links to further information and useful background documents;
2. Data – Empty Properties and Second Homes; and
3. Presentation Housing and Care Experienced Young People.

The Divisional Director of Planning, Housing and Climate Emergency, David Edmondson, The Divisional Director of Corporate Services, Tara Harris and the Director of Children's Services, Nancy Meehan are leading on the discussions.

#### **Follow up from last meeting**

1. Follow Up Information from the meeting held on 21 October 2021.
2. Updated Scope and Key Lines of Enquiry.

#### **Instructions for the press and public for joining the meeting**

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

#### **Joining a meeting**

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

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

Upon entry you will be muted and your video switched off so that only the meeting participants can be seen. When you join the meeting the

Host will unmute your microphone, ask you to confirm your name and update your name as either public or press. Select gallery view if you want see all the participants.

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

### **Speaking at a Meeting**

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

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

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

- Background – the meeting is public and people will be able to see what is behind you therefore consider what you will have on display behind you.
- Camera angle – sit front on, upright with the device in front of you.
- Who else is in the room – make sure you are in a position where nobody will enter the camera shot who doesn't want to appear in the public meeting.
- Background noise – try where possible to minimise background noise.
- Aim to join the meeting 15 minutes before it is due to start.

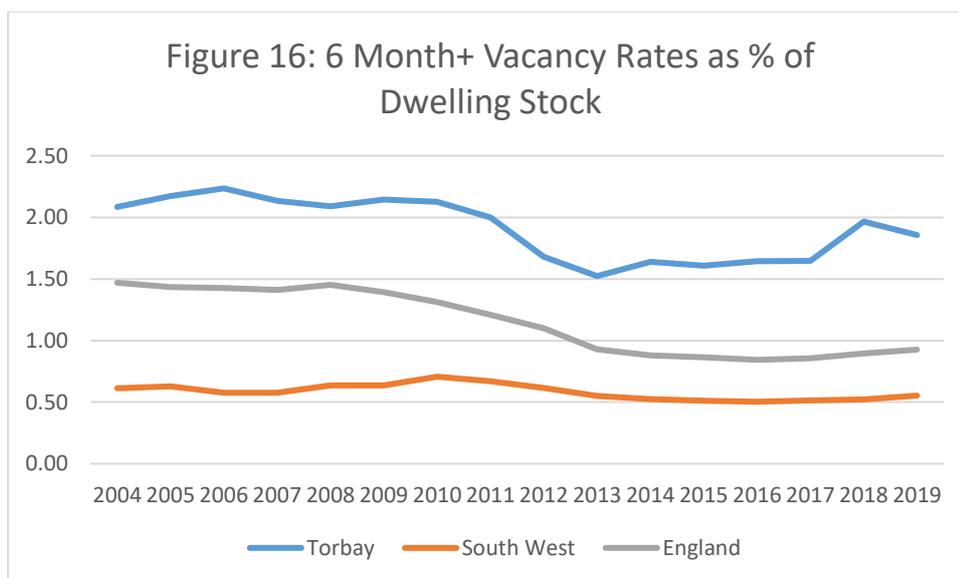
## Key Lines of Enquiry and Responses

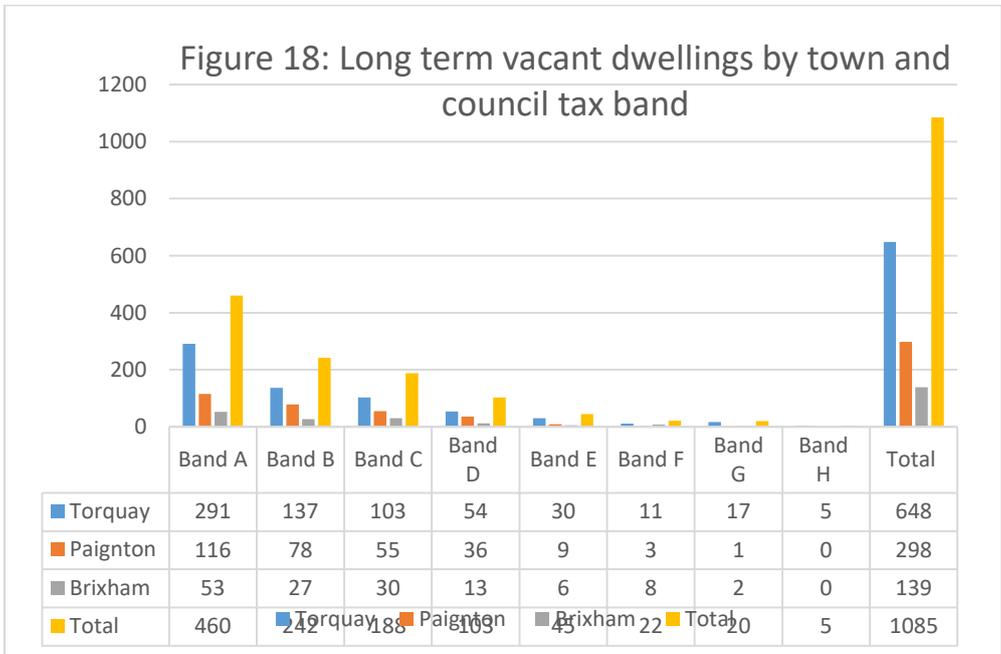
- How many properties are empty or have been empty for longer than six months in Torbay? What is being done to bring empty properties back into use, including grants and organisations available to assist homeowners?

See figures 16-18 (p21 et seq.) of the Housing Delivery Test Action Plan 2021 [Evidence Base and Monitoring - Torbay Council](#)

Torbay has had higher than national rate of vacant properties since the early 2000s (at least). At April 2021 there were 1085 properties that had been vacant for 6 months or longer. This is 2% of the housing stock: compared with a national rate of about 1% long term vacancy. A high proportion of 6+ month vacant dwellings are small apartments (Council tax band A-B) and there is roughly a 40% churn in the 6+ Month vacant stock each year: so in the main the same properties are not vacant in the very long term (longer than 5 years).

This may point to sluggish demand for apartments and a high level of poor quality accommodation.





- What action is being taken to monitor second homes which are empty and not being used? Are there any policy decisions that could be taken to reduce the number of second homes, taking into account that Torbay is a tourism destination?

This is something for Council Tax to comment on, but it appears that some of the above higher council tax band “vacant” properties are second homes (or buy to leave investments).

Whilst second home ownership is higher in Torbay (2.3) than in England and Wales (1.2%), it is lower than other Tourism “hotspots” e.g. Cornwall 5%, South Hams 8.3%, North Devon 3.9% [House prices in tourist hotspots increasingly out of reach for young and low paid - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/articles/economy/housing-market/house-prices-in-tourist-hotspots-increasingly-out-of-reach-for-young-and-low-paid)

ONS data suggests a boom in second homes being let as holiday lets during the Covid pandemic. The rise of “AirB&B” and similar platforms will also affect genuine holiday businesses.

- How is the planning system being utilised to bring forward suitable housing e.g. larger family homes, single units, units for care experienced young people or units assist adults to live independently, people with a disability? How are funds such as Disabled Facilities Grants and the Better Care Fund being used to help with suitable adaptations?

This is quite a wide question.

Policy SS11.13 resists the conversion of modest size houses to small flats or HMOs in area of deprivation.

Policy DE3 “Development Amenity” seeks to provide a good standard of accommodation. It is regularly supported at appeal despite the operation of the Presumption.

Policy H6 “Housing for People in Need of Care” seeks to reduce the number of converted Class C2 care homes and encourage greater living at home and a range of supported specialist housing products.

Note that there is a policy dilemma in that Torbay’s population growth is entirely driven by net inwards migration of older people. Whilst the needs of older age groups need to be met (and

can free up family housing) the cost of providing for older people will be a very heavy burden on Torbay in the future. There is a need to seek to rebalance the local housing market.

The most recent population profile for Torbay and its implications for older age groups is available at:

[http://southdevonandtorbay.info/media/1282/population\\_torbay\\_2021.pdf](http://southdevonandtorbay.info/media/1282/population_torbay_2021.pdf)

**Fig 3: Estimated net internal migration by age group**



Source: Office for National Statistics internal migration estimates, 2020. Estimates may have been affected by the pandemic as movement may not have been accompanied by timely updates to the administrative data used to produce the estimates

- How many potential homes are there in Torbay with Planning permission that have not yet been built and what is the reason for this?

The April 2021 Housing Monitor indicates 1373 dwellings with planning permission that have not been started, and a further 494 dwellings under construction at 1<sup>st</sup> April 2021

See Section 3 of the HDTAP for reasons why sites have not been built out. Reasons considered are: development scepticism, environmental constraints, supply shortages (Brexit and Covid), lack of demand and over supply of apartments, a significant amount of allocations being on regeneration sites with complex site assembly issues.

- How many potential brown field sites are identified within the Local Plan or Neighbourhood Plans that have not been brought forward for development. What are the reasons for this and what incentives could be used to encourage developers to bring forward development on these sites?

Section 3 of the 2021 HDTAP

As a rough indicator, over 5,000 of the 8,900 dwellings identified in the Adopted Local Plan 2012-30 (Adopted 2015) are on sites that are likely to yield apartments.

## Un- built permissions

3.12 At April 2021 there were 1,373 dwellings with planning permission and 494 dwellings under construction. In addition to these, there was capacity for approximately 2,100 dwellings on non-started sites allocated for development in the Local or Neighbourhood Plans, the main sites being:

- Torquay Gateway (circa 550 dwellings, Adopted Masterplan SPD)
- Collaton St Mary. Paignton (Circa 460 dwellings, Adopted Masterplan SPD)

- Great Parks Phase 2, Paignton (circa 400 dwelling, planning brief)
- Hollicombe Former Gas Works, Preston (185 apartments with planning permission granted in 2007)
- Council Regeneration sites in all three town centres.

3.13 The Council's measures to deliver the remaining allocated sites is set out in part 4. It is worth noting that Great Parks Phase 2, Hollicombe and the town centre sites were all allocated in the former Local Plan which was adopted in 2004.

**Figure 10: Number of Dwellings with Planning Permission or Allocated in the Development Plan, 2021.**

	<b>No. of dwellings with planning permission on not started sites</b>	<b>No. of homes not started on sites that have been commenced.</b>	<b>Dwellings under construction at 31/03/21</b>	<b>Dwellings completed 2020/21</b>
Torquay	234	280	299	104
Paignton	522	290	146	130
Brixham Peninsula	25	22	49	3
<b>Total</b>	<b>781</b>	<b>592</b>	<b>494</b>	<b>237</b>

Source: Torbay Council Housing Monitor and HELAA

- Are there any charges that could be put on land which has planning permission and is not being developed within a specified period e.g. 2 years?

The LPA could impose shorter time period for commencement of planning permissions and there is general advice to minimise the use of pre-commencement conditions.

However, charging developers for unbuilt out planning permissions would probably require new government legislation. (Specifically it would probably be unlawful under Regulation 122 of the CIL Regulations if such charges were imposed as a planning contribution).

- How does the outcome of the HELAA and HENA contribute towards bringing forward more affordable houses?

The HELAA (Housing and economic Land Availability Assessment) provides advice about the suitability, availability and achievability of potential housing land. Whilst it may identify new sites, it does not make planning policy- but rather informs the Local Plan Review.

There is nothing to stop the Council/TorVista or partner RPs making planning applications outside of the Local Plan process, and benefitting from the Presumption in Favour of Sustainable Development. It is likely that urban sites, including re-use of car parks and other regeneration opportunities are the best options for this. Work is under way with Alistair Allender to identify potential sites.

The HENA (Housing and Economic Needs Assessment) provides housing market intelligence about the need for different types of affordable and other specialist housing. The HENA is useful for policy making. Without up to date evidence that there is an affordable housing need, it would be more difficult to justify seeking affordable housing through S106 Obligations on new housing development (although the need for affordable housing is rarely challenged by housebuilders these days- the challenge is usually on viability grounds).

The HENA is available in draft form and should be finalised by the end of November, following peer review. The HENA identifies a gross annual need for 575 affordable rented homes per year. On average there are 282 relets per year; which results in a need for around 293 affordable homes for rent per year. (Which equates to about 237 dwellings a year above current delivery). The interim findings suggest an annual shortfall of 72 intermediate affordable homes per year. This brings the overall affordable housing need (which is a different concept to the Standard Method need) to about 309 dwellings per year.

It will be noted that the HENA figure is lower than the 2011 Strategic Housing Market Assessment (SHMA) which assessed a need for around 500 affordable homes a year. This is because of different assumptions (the 2021 HENA allows 10 years to clear the backlog of need, and that a higher proportion of incomes can be spent on housing costs).

- Have there been any recent help to buy schemes and what is being done to encourage similar schemes, particularly to help younger people onto the property ladder?

We don't monitor this. Not sure if publicly available at local level – we may have to approach the building industry. Anecdotally, a lot of the new housing on the Western Corridor built in the last decade has been bought by Help to Buy – and has been a contributing factor to increased birth rates from younger people getting on the housing ladder.

- What is being done to work with our neighbouring local authorities to help increase local housing supply?

Paragraphs 24-27 of the NPPF set out “Maintaining Effective Cooperation” and require LPAs to prepare statements of common ground to address cross boundary issues and cooperate on them. Paragraph 61 of the NPPF requires that *“In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for”*.

Torbay has generally been considered to be a relatively self contained Housing Market Area (HMA), according to the assessment in the (then) Exeter and Torbay Strategic Housing Market Assessment (SHMA). All the time that Torbay considered that it could meet its own needs internally, there was little mileage in challenging the assumption that the HMA largely corresponded to the UA boundaries. However, given the high level of outwards commuting from Torbay to the Greater Exeter HMA and Functional Economic Market Area (FEMA), and significant retail, educational and healthcare functional links, it may be worth reassessing this.

Torbay is bordered by two housing market areas (HMAs). To the north is the Greater Exeter HMA comprising Exeter, Teignbridge, East Devon and Mid Devon. Torbay's functional relationship with the Greater Exeter Area is strong (see TTWA data below). There has been contact at officer level with the former GESP authorities to identify that Torbay was likely to be unable to meet its housing needs.

**Torbay: Main travel to work relationships (2011 census).**

Torbay: Travel to work areas (2011 census).			
	Inward	Outward	Net (negative indicates outward commuting flow)
Torbay	8,591	12,977	-4,386
Torbay-Teignbridge	4,736	5,192	-456
Torbay- Exeter	385	2,127	- 1,742
Torbay-Plymouth	675	784	-109
Torbay- South Hams	1,986	2,668	-772

In April 2018 I wrote to the GESP authorities to set out that there is likely to be a shortfall in Torbay’s ability to meet its needs post 2030. A shortfall of 2-3,000 dwellings was seen as most likely.

The former Greater Exeter Strategic Plan (GESP) has been abandoned, and each area is preparing its own Plan. (Subject to the Duty to Cooperate). Torbay has made representations to Teignbridge and East Devon, on their Regulation 18 Local Plan consultations that it will need assistance in meeting its housing numbers. Teignbridge is the closest neighbour and officer discussions are ongoing with TDC. Torbay Council’s representations on the Teignbridge Local Plan Review on 9 August 2021 states:

*“As Torbay officers have previously set out, Torbay is currently updating its Local Plan Housing Policies, with a view to seeing whether the Torbay Local Plan housing requirement/Standard Method need calculation is achievable by 2030. Both of these calculations would (coincidentally) require the creation of about 6,000 new dwellings in Torbay between 2020-30. Given that Torbay’s long term housing completions rate since 1980 is about 430 dwellings a year, and the level of environmental constraints on remaining land, this figure will be extremely challenging. As you are aware, Torbay is currently carrying out a Housing Land Availability Assessment (HELAA) and the initial finding from this should be available in September. It would be useful for Torbay to have a further Duty to Cooperate/SOCG meeting with Teignbridge and other neighbouring authorities at that time to discuss our positions in more detail. However, without prejudice, it seems very likely to me that Torbay will be unable to meet the Standard Method level of housing need and will have to ask neighbours to seek to accommodate some of our needs as set out in paragraph 61 of the 2021 NPPF.*

*We note that Chapter 4 “Heart of Teignbridge” includes sites in the Kingskerswell area, particularly 2 Fluder Farm, Torbay Fringe and 3 Vinegrove, Torbay Fringe. We appreciate that these site will need careful assessment as to their landscape and ecological impacts. The maintenance of a strategic gap between Torbay and Kingskerswell is a longstanding policy objective for both Torbay’s and Teignbridge’s local plans. However, these are in an area that was classified as being within the Torbay housing market area in the 2007 SHMA and development of the sites would clearly help meet the above identified strategic need.”*

Note that both councils are exploring opportunities in the land between Kingskerswell and Torquay (which are in the Torquay HMA).

There is ongoing discussions between Torbay and Teignbridge on the Duty to Cooperate.

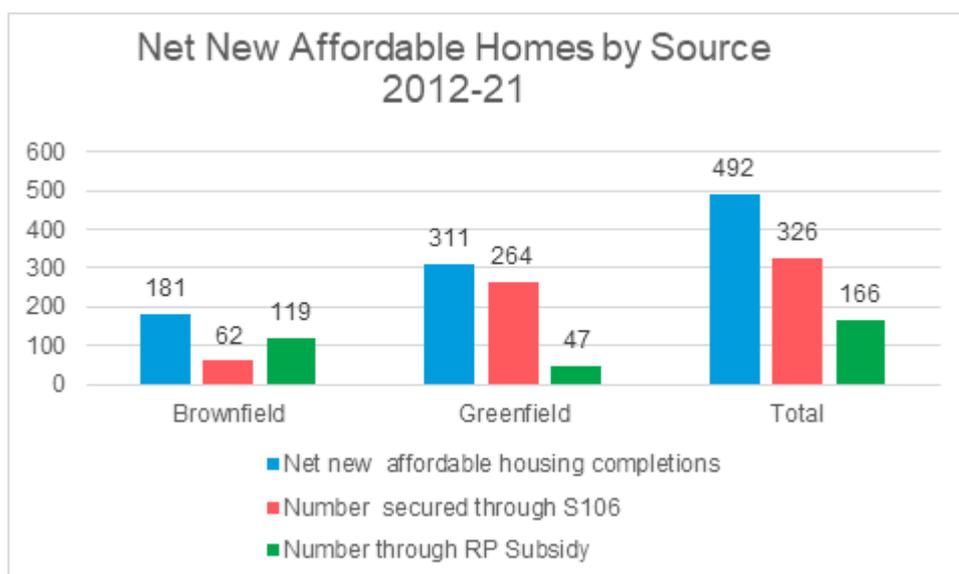
- How many affordable homes have been built since the last Local Plan?

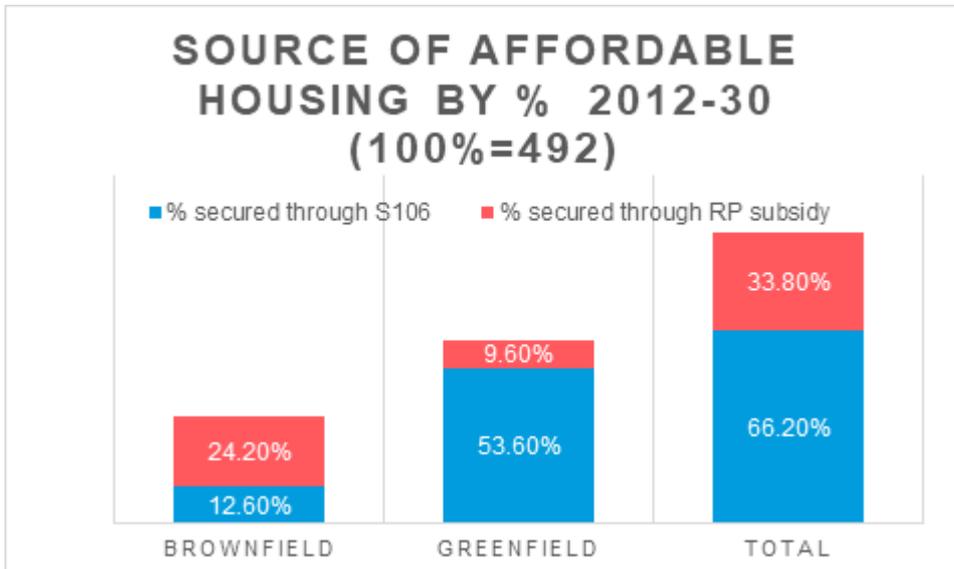
Note that different data sources have different figures for affordable housing numbers. The following are from the Council's housing Monitor and the TDA.

Over the 9 year period since 2012 there were 492 net affordable homes built. An additional 23 homes were provided by purchasing existing dwellings, bringing the total number of new affordable homes to 523. (These used to be called "Existing Satisfactory Purchases". They are not new dwellings and so not included in the analysis below). For completeness the gross number of affordable dwellings created was 597, as some of the RP developments came from redeveloping existing affordable housing areas e.g. at Hayes Road, Paignton.

Of the 492 net new affordable housing completions, 311 were from greenfield sites and 181 from brownfield sites (63% greenfield to 37% brownfield). 326 (66.2%) affordable homes were delivered through the planning system (i.e. via S106 agreement required by Policy H2 of the Local Plan and its predecessor). Of these S106 dwellings, 264 were on greenfield sites and 62 on brownfield sites (the largest brownfield S106 sites being former holiday camps at Marine Park, Paignton and Wall Park, Brixham). In other words, S106 brownfield sites achieved 12.6% of affordable housing supply; whereas greenfield s106 sites achieved 53% of supply.

The remaining 166 dwellings (33.8%) were secured via Registered Providers/TDA providing in excess of the S106 requirement. Of these "RP" sites 119 were on brownfield sites, the largest number coming from the redevelopment of Hayes Road, Paignton. The Beechfield development on (greenfield) council land at Scotts Bridge, Torquay delivered 90 affordable homes overall, which is 47 more than would have been achieved through S106 requirements on the site.





#### Affordable Housing site completions NET 2012-21

2012/13	Scheme	#'s	Planning s106
	Torre Marine, Torquay	10	10
	Watcombe (Helensmead Close – existing dwellings)	2	
	Beechfield Ave, Torquay	12	12
	Torquay Boys Grammar School site	4	4
<b>2013/14</b>	<b>Scheme</b>	<b>#'s</b>	
	Smallcombe, Paignton	13	
	Langridge Rd, Paignton	10	
	Beechfield Ave, Torquay	90	43
	Hayes Rd, Paignton	0	
	Southview Rd, Paignton	4	
<b>2014/15</b>	<b>Scheme</b>	<b>#'s</b>	
	Hayes Rd, Paignton	73	
	Preston Down Rd, Paignton	12	
<b>2015/16</b>	<b>Scheme</b>	<b>#'s</b>	
	Yannons Farm, Paignton	8	8
	Elberry Gardens, Paignton	10	10
	White Rock, Paignton	8	8
	Marine Park, Paignton	20	20

2016/17	Scheme	#'s	
	Wall Park, Brixham	16	16
	White Rock, Paignton	11	11
	Yannons Farm, Paignton	10	10
2017/18	Scheme	#'s	
	Yannons Farm, Paignton	4	4
	Primrose Hill, Torquay	18	18
	Wall Park, Brixham	4	4
2018/19	Scheme	#'s	
	Wall Park, Brixham	6	6
	Primrose Hill, Torquay	30	30
	Alfriston Rd, Paignton	24	24
	White Rock, Paignton	26	26
	Yannons Farm, Paignton	5	5
2019/20	Scheme	#'s	
	Bishops Place, Paignton	7	
	White Rock, Paignton	33	33
	Yannons Farm, Paignton	5	5
2020/21	Scheme	#'s	
	Bishops Place, Paignton	6	6
	White Rock, Paignton	7	7
	Luscombe Lane, Paignton	6	6
	Next steps (various off the shelf purchases Torquay & Paignton)	21	

515

326

		12/13	13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21	
TQY	Bf	10	0	0	0	0	0	0	0	0	10
	Gf	16	90	0	0	0	18	30	0	0	154
PTN	Bf	0	27	85	20	0	0	0	7	6	145
	Gf	0	0	0	26	21	4	55	38	13	157
BXM	Bf	0	0	0	0	16	4	6	0	0	26
	Gf	0	0	0	0	0	0	0	0	0	0
NB. These figures do not include the 23 off the shelf purchases (i.e. not via the planning system)											

Bf	181	37%
Gf	311	63%
Total	492	

- What was the affordable homes need at the start of the current Local Plan period?

See above- 500 dwellings per year according to the 2007 and 2011 SHMA. But the methodology has changed between the SHMA (500) and the HENA (309) so they are not comparable. Over the decade 2011-21 House prices have risen in real terms and incomes have fallen in real terms, so the level of need for affordable housing is likely to have risen. [shmatorbayupdate.pdf](#)

- How much land is there left which is physically available for housing across Torbay including the number of housing this land can provide? How many of these are predicted as affordable?

This is a matter for the HELAA. Torbay is about 60% urbanised. Torbay has a land area of 62.9 sq km; so roughly 25 sq km is undeveloped. However not all of this land is suitable for development. Around a quarter of the countryside area is AONB and 40% is undeveloped coast. Other areas are within flood risk areas. There is significant ecological importance with greater horsehoe bat flight paths and landscape connectivity zones. Most agricultural land isw habitat for cirl buntings.

The HELAA assesses that the stock of housing land (which includes urban as well as rural sites) is broadly as follows:

- Sites with permission or allocated in the development plan 1740 dwellings
- Sites with minor constraints 1730 dwellings
- Sites with significant constraints (e.g. AONB, Undeveloped Coast, close to SAC) 3940 dwellings

In addition, a significant proportion of Torbay’s housing comes from windfall sites

Members have not asked Officers to update Policy H2 of the Local Plan which sets out affordable housing requirements. Therefore affordable housing is sought on the basis of:

- Brownfield sites of 15-19 net new dwellings: 15%
- Brownfield sites of 20+ net new dwellings: 20%
- Greenfield sites of 15-29 net new dwellings: 25%
- Greenfield sites of 30+ net new dwellings: 30%

- What action is being taken to encourage more development of brownfield and stalled sites to bring forward new housing.

There is a Principal Officer appointed to help implement regeneration schemes. Development management have a pre-application advice service.

The Housing Delivery Test Action Plan Sections 3- 5 describes measures to boost housing supply. Section 5 looks at specific sites and progress on them. [Evidence Base and Monitoring - Torbay Council](#)

- How much Section 106 money and Housing Grant Fund is in the pot for affordable housing and how much do we anticipate we need going forward?

The current figure in the pot for affordable housing is £657,000 and is made up of right to buy receipts and any commuted sum receipts via S106 agreements.

The Council’s infrastructure Funding Statement for 2020 is at: [finaltorbayifs23dec2020.pdf](#) Unfortunately, it doesn’t provide a breakdown for affordable housing – although most affordable housing S106 require on-site provision. At page 12 the IFS indicates that £11,489 of S106 receipts were spent on housing in 2019/20. This is a relatively small amount and would not even amount to the commuted sum sought for 1 affordable dwelling.

### 3.4. Headline Figures

#### Monetary Contributions

<b>Total money to be provided</b> <sup>16</sup> through planning obligations agreed in 2019/20	£5,330,631.77 <sup>17</sup>
<b>Total money received</b> <sup>18</sup> through planning obligations (whenever agreed) in 2019/20	£608,393.87
<b>Total money</b> , received through planning obligations (whenever agreed), <b>spent</b> <sup>19</sup> in 2019/20	£1,549,291.15
<b>Total money</b> , received through planning obligations (whenever agreed), <b>retained</b> <sup>20</sup> at the end of 2019/20 (excluding “commuted sums” for longer term maintenance).	£3,260,920.76
<b>Total money</b> , received through planning obligations (whenever agreed), <b>retained</b> at the end of 2019/20 as “commuted sums” for longer term maintenance.	£0 <sup>21</sup>

#### How much funding is needed going forward?

This is difficult to answer, as most schemes are likely to be on urban regeneration type sites, which often have additional costs e.g. for decontamination, flood resilience etc.

The HENA assesses an annual need for 237 rented affordable homes and 72 intermediate homes above what is currently being delivered through the planning system.

The Planning Contributions and Affordable Housing SPD assessed the subsidy required to deliver an affordable home (i.e. cost minus value of income through rent etc) as being: £77,000 for a smaller dwelling (£85,500 in 2021 prices) and £108,000 for a larger dwelling (£120,000 in 2020 prices) [CIL and Planning Obligations - Torbay Council](#)

To provide 237 small rented apartments would cost: 237 x 85,500= £20,263,500 per year. Which is clearly far more than will be available.

- What happens to money from right to buy and does it have to be reinvested back into affordable or social housing?

As part of the large scale voluntary transfer agreement in 2001 where Torbay Council transferred its stock to Riviera Housing there is an obligation on the current owner Sanctuary to provide Torbay Council with a % of any Right to Buy receipts. Please note as part of this transfer agreement the % paid back to Torbay Council reduces year on year over a 30 year period. Any money received as part of this process is ringfenced for the purpose of delivering further affordable housing as per the decision at full Council.

## Empty Properties

### 2021 All Exempt Properties

	Property Band A	Property Band B	Property Band C	Property Band D	Property Band E	Property Band F	Property Band G	Property Band H
<b>Total</b>	312	242	251	143	73	32	17	4

Source: C Tax Accounts - Open Revenues System October 2021

### 2021 Empty Properties (<6 months)

	Property Band A	Property Band B	Property Band C	Property Band D	Property Band E	Property Band F	Property Band G	Property Band H
<b>Total</b>	268	183	128	59	18	8	4	1

Source: C Tax Accounts - Open Revenues System October 2021

### 2021 Empty Properties (> 6 Months)

	Property Band A	Property Band B	Property Band C	Property Band D	Property Band E	Property Band F	Property Band G	Property Band H
<b>Total</b>	378	187	158	87	49	18	11	4

Source: C Tax Accounts - Open Revenues System October 2021

### 2021 All Empty Properties

	Property Band A	Property Band B	Property Band C	Property Band D	Property Band E	Property Band F	Property Band G	Property Band H
<b>Total</b>	958	612	537	289	140	58	32	9

Source: C Tax Accounts - Open Revenues System October 2021

### 2021 Empty Properties >6 Months – by period

Period	Property Band A	Property Band B	Property Band C	Property Band D	Property Band E	Property Band F	Property Band G	Property Band H
6 to 24Mths	234	130	117	71	36	11	6	3
2 to 5Yrs	117	38	34	12	9	6	5	1
5 to 10Yrs	21	13	7	3	2	1	0	0
>10Yrs	6	6	0	1	2	0	0	0
<b>Total</b>	<b>378</b>	<b>187</b>	<b>158</b>	<b>87</b>	<b>49</b>	<b>18</b>	<b>11</b>	<b>4</b>

Source: C Tax Accounts - Open Revenues System October 2021

## **Second Homes**

### **Last 3 Years**

<b>Year</b>	<b>Property Band A</b>	<b>Property Band B</b>	<b>Property Band C</b>	<b>Property Band D</b>	<b>Property Band E</b>	<b>Property Band F</b>	<b>Property Band G</b>	<b>Property Band H</b>	<b>Total</b>
October 2021	244	292	367	304	210	90	57	10	1,574
October 2020	241	287	354	309	214	88	58	11	1,562
October 2019	232	288	351	303	204	91	61	11	1,541

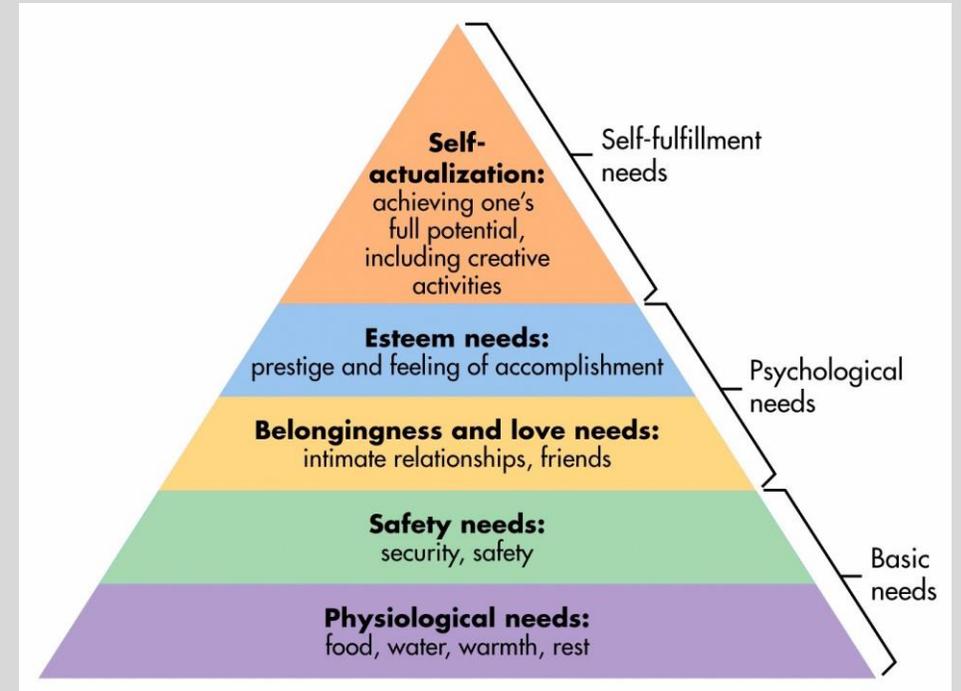
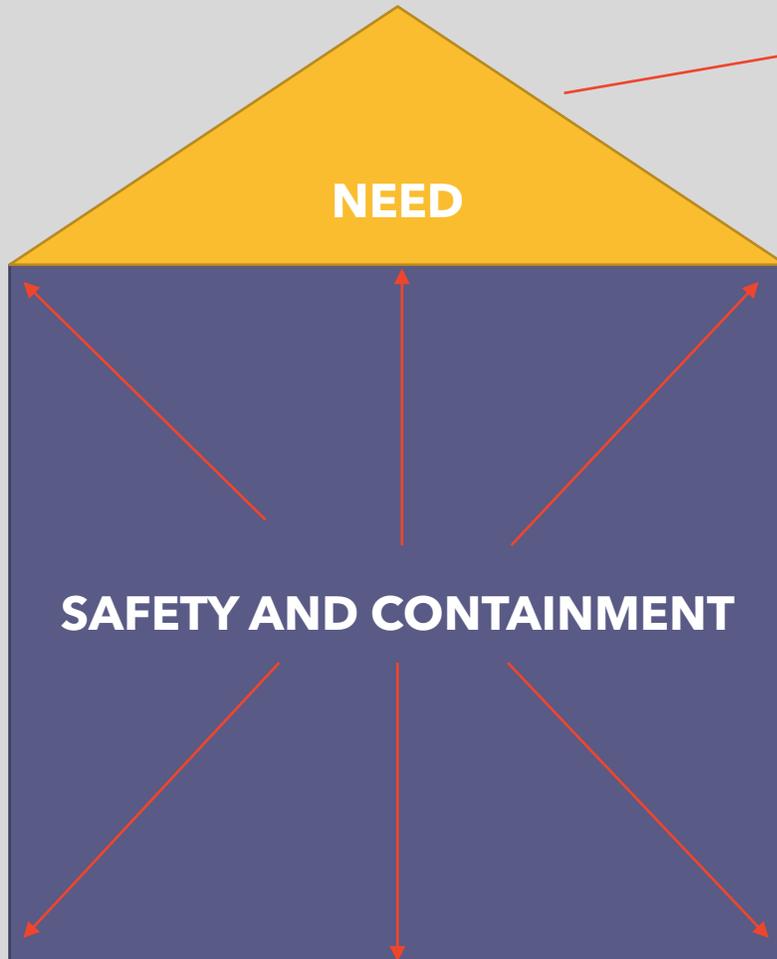
Source: C Tax Accounts - Open Revenues System



# HOUSING FOR CARE EXPERIENCED YOUNG PEOPLE

Becky Thompson, Head of Service, Regulated  
Services and Corporate Parenting

Why is safe, sustainable housing so important for care experienced young people?



Maslow's hierarchy of need (1943,1954)

How can a young person feel appropriately safe and contained when they do not have a safe base?

## Our current care experienced cohort

170 care experienced supported by the team

137 aged  
18-21

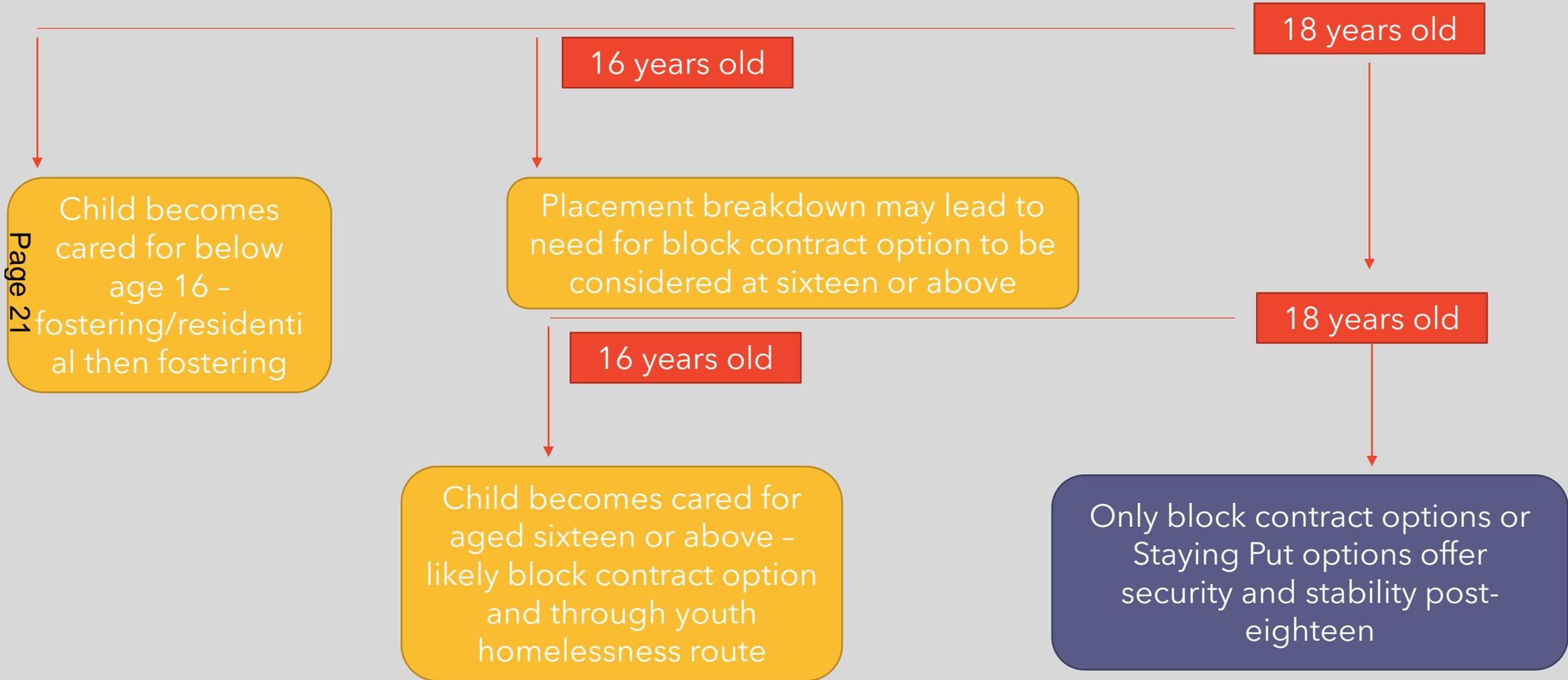
33 aged  
22-25

### Where they live:

- 23 living with parents and relatives.
- 2 in community home/residential care.
- 22 in block contract semi-independent and transitional accommodation or other supported lodging arrangements.
- 23 in Staying Put lodgings arrangements with former foster carers.
- 2 in lodgings arrangements without formal support.
  - 2 of no fixed abode.
- 79 in independent living arrangements.
- 2 in emergency/temporary accommodation through housing.
  - 5 in custody.
- 10 in other accommodation for example in hospital setting or other adult social care provision.

# The cared for journey

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## The immediate care experienced journey

18 years old

25 years old

The "hidden missing  
- cohort of 18-25  
years old in block  
contract options

Without move on options, this 'bed blocks' options for incoming cared for children.

This cohort are not considered as homeless but do not have a forever, permanent home.

These young people do not have a Personal Housing Plan or a specialist Housing Officer support to assist with their next steps.

These young people can become stuck, and regress in terms of their ability to be independent, when we cannot act when they are ready to move on to greater independence in a timely way.

Sixteen plus unregulated semi-independent accommodation: block contracts awarded 1<sup>st</sup> April 2021

**Lot One: Supported Lodgings:** for young people aged 16 -21 who are cared for children and/or care experienced young people to 25 if eligible and for homeless or at risk of homeless young people aged 16 – 25.

**Awarded provider: Young Devon: 24** units ( 5 of which are for 'enhanced support needs).

**Lot 2 A:** Multi-occupancy units for cared for children and/or care experienced young people with more complex needs aged 16- 18.

**Awarded Providers: Young Devon: 6** units (Grosvenor Road) and **Livewest: 3** units.

**Lot 2 B:** Multi-occupancy Units for cared for children and/or care experienced young people as part of a stepdown from care and/or step-down from more intensive post 16 accommodation provision and for other Young People (16-25) homeless or at risk of becoming homeless.

**Awarded Provider - Livewest: 20** units.

**Lot 3:** Semi-independent Accommodation and Support for Young Parents who are aged 16-24 years old.

**Awarded provider: Westward Housing: 12** units.

Sixteen plus unregulated semi-independent accommodation: block contracts awarded 1<sup>st</sup> April 2021

Apart from Livewest Lot 2 A units the other units were not **vacant** units on 1<sup>st</sup> April 2021 as young people were currently living in these provisions.

These block contracts are not same day emergency accommodation or a permanent accommodation provision.

The maximum length of stay for Supported Lodgings and Lot two should be **no longer two years** and if over one year stay, this should be for evidenced based reasons.

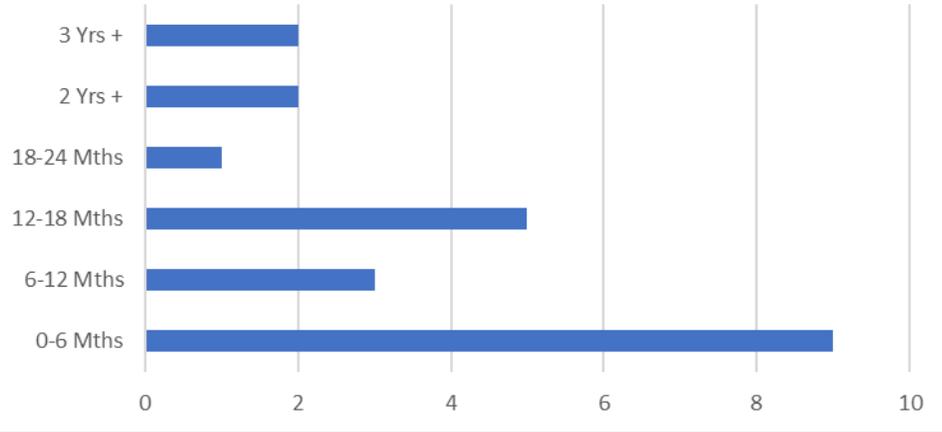
Through-put and planning move-on **at the right time** is key to ensuring the most efficient and effective use of these provisions.

As of 18<sup>th</sup> October 2021: **4** individuals have been in a supported lodgings placement for **over 2 years (2** being just over **three years)** and **6 over 2 years** at Livewest (Foyer).

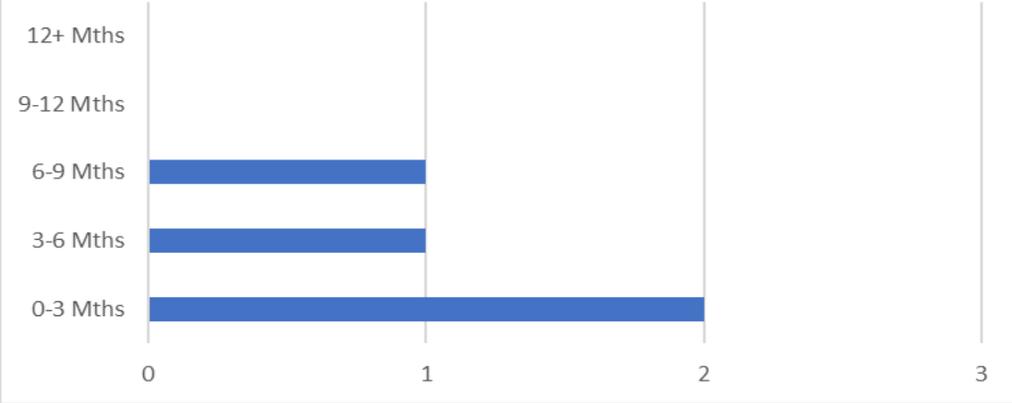
Young Devon and Livewest snap-shot consultation in June 2021 regarding individuals being **'ready to move-on'** to independent living but unable to do so as no move-on accommodation available:

Young Devon Supported Lodgings: **14 (17** including three spot purchase placements outside of block contract) and Livewest (Foyer): **10**.

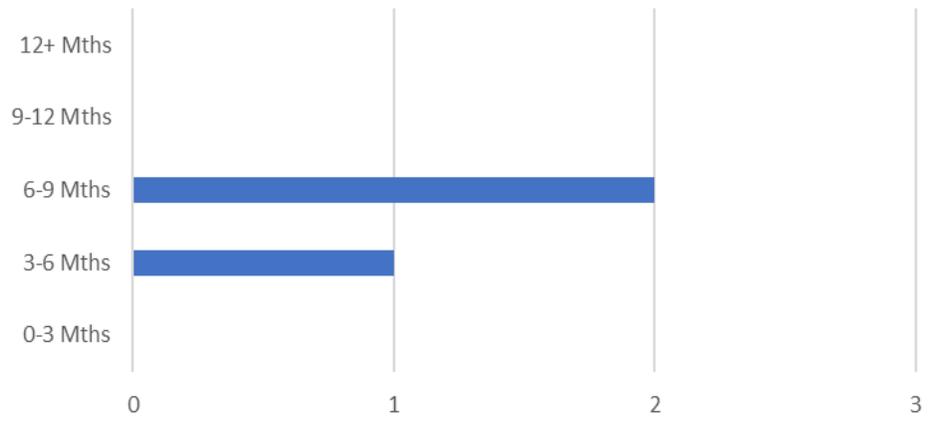
Young Devon: Lot 1 Supported Lodgings -  
Numbers by Length of Stay



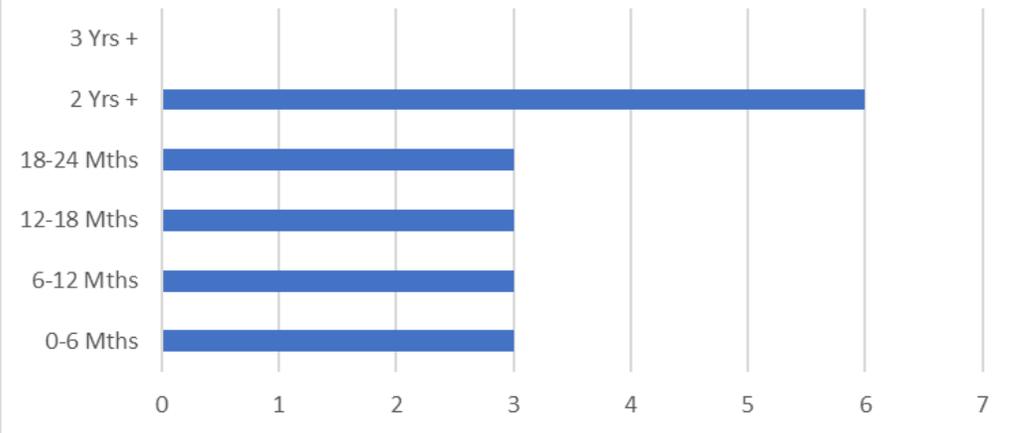
Young Devon: Lot 2A Grosvenor Road -  
Numbers by Length of Stay



LiveWest: Lot 2A Enhanced - Numbers  
by Length of Stay



LiveWest: Lot 2B Standard - Numbers  
by Length of Stay



## Move on ready young people

Age	LiveWest	Young Devon	Westward YPS
16			
17		1	
18	1	8	
19	2	6	1
20	3	2	1*
21	2		1
22	1		1
23	1		1
24			
25			1
26			1
<b>Total</b>	10	17	6

## Some challenges preventing move on:

\*Lack of overall housing stock

\*DHC refuse to B-Band all Young Parents & E-Band (no housing need). B-Banding process still goes to Panel.

\*Lack of DHC B-Banded properties.

\*Inconsistent application of ethos to automatically band B care experienced young people.

\*DHC administrative issues i.e. meetings cancelled or referrals misplaced causing delay.

\*The lack of proactive action which can be taken prior to a young person's eighteen birthday.

\*Issues relating to accommodation suitability i.e. size, condition, type.

\*Issues relating to landlord resistance i.e not renting to those in receipt of Housing Benefit or under 25s.

\*Lack of guarantor.

Torbay Bond Scheme issues i.e. no money available, estate agents accepting the bond scheme or not accepting under 21s

## What have we done so far?

- Introduction of a Transitions Panel, which tracks planning for all cared for and children with disabilities from fourteen to eighteen and identifies placement or post-eighteen challenges much earlier in the young person's care experience.
- Use of Access to Resources Panel to secure six months' rent and deposit for care experienced young people, to overcome guarantor barrier.
- All unregulated placements are tracked and monitored through the Independent Placement Overview Panel.
- Preparation for Independence Strategy has been approved and is now operational.
- Placement Auditor in post and working intensively with providers in respect of intervention provided to young people to prepare them for transition and independence, including tenancy management.
- Young Researchers group through South Devon College are focused on preparation for independence, in conjunction with an ongoing task and finish group.
- Meeting has taken place with the founder of the Guarantor Scheme with a Torbay model being drafted.
- Sixteen plus provider forum established and ongoing.
- DfE funded homelessness prevention Personal Advisors in post.
- Approval of the joint protocol in respect of youth homelessness.
- Joint assessment has been reviewed and piloted and is now operational.
- Youth Homelessness Prevention Tracker now in use, tracking final destination of each young person.

## What's next?

- Set up a Virtual team to work in partnership with the Youth Homelessness Prevention Team. This to include alliances with private sector landlords.
- Development of an education programme to be delivered to young people and staff at the colleges and schools across Torbay
- Programme for independent living to be fully developed and implemented.
- Programme delivered to groups of young people with the involvement of partners.
- Create a Torbay specific model of the Guarantor Scheme for approval; this will then lead to further market engagement activity.
- Roll out training jointly with Housing to all social workers.
- Incorporate homeless prevention training into ASYE programme (2021/22).
- Delivery of an awareness and risk/vulnerability programme to strengthen the preventative aspect of the DFE project along with imparting the learning to the Personal Advisors within the main Care Experienced Team to ensure a legacy is established and the work continues following the close of the project. This work will be extended to raising awareness across partner agencies.

HOWEVER...

The success of the measures taken and planned is entirely dependent on the availability and accessibility of appropriate, local move on housing stock. This is evident from analysis of the current cohort of care experienced young people, evidence-informed projections, feed back from young people and feedback from providers. The lack of move on accommodation is the single most impactful factor in terms of promoting the safety and sustainability of suitable housing for care experienced young people.

## Follow Up Information from Torbay's Housing Crisis Review – 21 October 2021

### Breakdown of age profile of people in temporary accommodation.

Below is a snapshot of Clients within TA as of Today (8<sup>th</sup> Nov) and also a comparison against the same date last year.

Age	08/11/2020	%	08/11/2021	%
<20	8	5%	4	3%
20-24	27	15%	17	13%
25-29	30	17%	20	15%
30-34	27	15%	20	15%
35-39	23	13%	18	13%
40-44	19	11%	17	13%
45-49	15	8%	12	9%
50-54	15	8%	13	10%
55-59	6	3%	2	1%
60-64	5	3%	5	4%
65-69	2	1%	3	2%
70-74			2	1%
75-79			2	1%
<b>Total</b>	<b>177</b>		<b>135</b>	

### To consider options for mobile solutions for food provision and laundry facilities to help people in temporary accommodation.

Funds have been identified to provide hot food provision at the OYO hotel. We are currently exploring several options on how this can be undertaken focusing on a hot evening meal. Discussions have also taken place with the hotel on the use of the dining area. This is now being regularly cleaned with additional cutlery being provided. Two small ovens have also been provided as well as the microwaves and toasters and kettles that were already in place.

There is a laundry facility on site at the hotel. Residents at the hotel have been informed on how this can be accessed to ensure they know the facility is available to them and the hotel reminded that it should be available for residents as agreed in the contract discussions

**Torbay's Housing Crisis Review V2 updated 21 October 2021**  
**Scope and Timeline**

**Scope**

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

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

This links to the following Thriving People Priority Actions:

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

**Timescales**

- See further details below.

<p><b>Methodology</b></p> <p>The Review Panel was established at Overview and Scrutiny Board 14 July 2021.</p> <p>Task-and-finish group established to receive briefing notes and information arising from Call for Evidence (various dates).</p> <p>Overview and Scrutiny Board in (to be confirmed) for final agreement of recommendations for presentation to Cabinet and/or Council.</p>	<p><b>Communications and Engagement</b></p> <ul style="list-style-type: none"> <li>• Direct emails to (partners, voluntary and community groups, registered landlords)</li> <li>• Invites to meetings (various)</li> <li>• Publication of final report (to be confirmed)</li> </ul>
<p><b>Information required</b></p> <ul style="list-style-type: none"> <li>• As set out against each meeting below.</li> <li>• Overall update on the Council’s Housing Strategy and Action Plan (the Action Plan is made up of four key areas which are each being developed separately).</li> <li>• Timeline for future decision points (set out below).</li> </ul>	<p><b>Membership of Task-and-Finish Group</b> (8 Members politically balanced): Councillor Foster, Scrutiny Lead for Corporate and Community Services (Chairwoman of the Group) plus Councillors Barnby, Brown, Mandy Darling, Douglas-Dunbar, Johns, Kennedy, O’Dwyer</p> <p><b>External Advisors to the Panel:</b> Alistair Allender, Independent Chairman of the Strategic Housing Board Steve Barriball, Citizen’s Advice Torbay Community Development Trust (to be confirmed) Stuart Bakewell, Shekinah</p> <p><b>Support Officer:</b> Teresa Buckley</p>

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
Task and Finish Group (meeting 1 - 27 September 2021)	<ul style="list-style-type: none"> <li>Agreement of scope and timeline of the review and call-for-evidence.</li> </ul>	<ul style="list-style-type: none"> <li>Draft Scope and timeline</li> </ul>	
Task and Finish Group (meeting 1 - 27 September 2021)	<ul style="list-style-type: none"> <li>To receive an update on the work of the Strategic Housing Board (Alistair Allender/Kevin Mowat/Jo Williams).</li> </ul>	<ul style="list-style-type: none"> <li>Housing Strategy.</li> <li>Housing Strategy Action Plan.</li> <li>Presentation on Housing Need.</li> <li>Housing need and impact on health and social care.</li> </ul>	<ul style="list-style-type: none"> <li>What is the purpose of the Strategic Housing Board?</li> <li>How will the Board ensure that the housing crisis is managed in a timely manner?</li> </ul>
Task and Finish Group (meeting 2 – 21 October 2021)	<ul style="list-style-type: none"> <li>To receive an update on the level of demand for temporary accommodation and consider if and is there sufficient capacity in place that is appropriate to meet statutory duties (Tara Harris/Lianne Hancock).</li> <li>To consider the demand on the service overall and ability to meet statutory duties in respect of housing needs (Tara Harris/Lianne Hancock).</li> </ul>	<ul style="list-style-type: none"> <li>Temporary Accommodation (TA) needs analysis.</li> <li>Current usage by families etc, costs, provision, length of stay etc. Including information to illustrate the level of complexity which is now presenting.</li> <li>TA procurement strategy and progress including leased properties etc.</li> <li>Previous, current and projected spend.</li> <li>Demand on the service and impact on resourcing.</li> <li>Interventions put in place to manage demand, complexity and resourcing.</li> </ul>	<ul style="list-style-type: none"> <li>How does the Council assess accommodation needs?</li> <li>What are the challenges in finding suitable accommodation?</li> <li>What are the opportunities to work differently with the community, voluntary sector and housing providers/owners to increase capacity and matching of suitable accommodation to tenants?</li> <li>How is the Housing Service ensuring it is meeting its statutory requirements?</li> </ul> <p><b>Additional invitees:</b></p> <ul style="list-style-type: none"> <li>Local letting agent to be invited to attend to provide their perspective.</li> </ul>

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
			<ul style="list-style-type: none"> <li>Residents who have been through the process to be invited to attend to provide their perspective.</li> </ul>
Task and Finish Group (meeting 3 – 23 November 2021)	<ul style="list-style-type: none"> <li>To receive an update on housing supply and predicted future need within Torbay (David Edmondson/Adam Russell/Tara Harris/Nancy Meehan)</li> </ul>	<ul style="list-style-type: none"> <li>Papers from Strategic Housing Board providing an overview – detailing needs by sector including Housing and Economic Needs Assessment (HEENA) report (draft.)</li> <li>Feedback from reviews – MHCLG – Young people.</li> <li>Current Housing Land Supply data and future predicted housing need.</li> <li>Housing and Economic Land Availability Assessment (HELAA) (draft).</li> <li>Stalled sites data.</li> <li>Data on adult services housing need and availability.</li> <li>Data on care experienced young people’s need and availability.</li> </ul>	<ul style="list-style-type: none"> <li>How many properties are empty or have been empty for longer than six months in Torbay? What is being done to bring empty properties back into use, including grants and organisations available to assist homeowners?</li> <li>What action is being taken to monitor second homes which are empty and not being used? Are there any policy decisions that could be taken to reduce the number of second homes, taking into account that Torbay is a tourism destination?</li> <li>How is the planning system being utilised to bring forward suitable housing e.g. larger family homes, single units, units for care experienced young people or units assist adults to live independently, people with a disability? How are funds such as Disabled Facilities Grants and the Better Care Fund being used to help with suitable adaptations?</li> </ul>

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
			<ul style="list-style-type: none"><li>• How many potential homes are there in Torbay with Planning permission that have not yet been built and what is the reason for this?</li><li>• How many potential brown field sites are identified within the Local Plan or Neighbourhood Plans that have not been brought forward for development. What are the reasons for this and what incentives could be used to encourage developers to bring forward development on these sites?</li><li>• Are there any charges that could be put on land which has planning permission and is not being developed within a specified period e.g. 2 years?</li><li>• How does the outcome of the HELA and HEENA contribute towards bringing forward more affordable houses?</li><li>• Have there been any recent help to buy schemes and what is being done to encourage similar schemes, particularly to help younger people onto the property ladder?</li></ul>

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
			<ul style="list-style-type: none"> <li>• What is being done to work with our neighbouring local authorities to help increase local housing supply?</li> <li>• How many affordable homes have been built since the last Local Plan?</li> <li>• What was the affordable homes need at the start of the current Local Plan period?</li> <li>• How much land is there left which is physically available for housing across Torbay including the number of housing this land can provide? How many of these are predicted as affordable?</li> <li>• What action is being taken to encourage more development of brown field and stalled sites to bring forward new housing.</li> <li>• How much Section 106 money and Housing Grant Fund is in the pot for affordable housing and how much do we anticipate we need going forward?</li> <li>• What happens to money from right to buy and does it have to be reinvested back into affordable or social housing?</li> </ul>

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
Task and Finish Group (meeting 4 – 15 December 2021)	<ul style="list-style-type: none"> <li>• To receive an update on the work of TORVISTA in bringing forward social and affordable housing (Liam Montgomery/David Edmondson).</li> <li>• To receive an update from social housing providers and community housing organisations on their work in bringing forward social housing (see additional invitees – Tara Harris/Lianne Hancock).</li> <li>• To determine if the Panel wishes to obtain any further evidence for the review or to convene a wash up meeting to agree their Report.</li> </ul>	<ul style="list-style-type: none"> <li>• Overview on work of TORVISTA, including planned and delivered work.</li> <li>• Level of social and affordable housing in train against need.</li> <li>• Shelter conversation and lobbying about affordable / social rents.</li> <li>• Occupancy of social rented properties and how to bring more properties back into use.</li> </ul>	<ul style="list-style-type: none"> <li>• How many properties does TORVISTA have and what sort of size properties are they? What are their plans to increase their portfolio and provide additional affordable housing on Council land?</li> <li>• Based on the information discussed at previous meetings, what action is being taken to meet the need for affordable and social housing?</li> <li>• How can we work differently together to increase availability of suitable accommodation?</li> <li>• What consideration has been given to healthy homes options, and any additional climate change and building regulation changes that could impact delivery of new or better homes and what grants could be available to tenants or appropriate landlords to bring this forward?</li> <li>• What is being done to encourage people to move out of property that is too large for their needs to free this up for larger families?</li> <li>• What is being done to encourage people to move out of property that is too large for their needs?</li> </ul>

Meeting/Milestone	Action	Information Required	Key Lines of Enquiry
			<ul style="list-style-type: none"> <li>• Are the decision-making process joined up and are the decision-makers making the right decisions and following up to ensure that the subsequent actions are being taken e.g. need a couple of hundred new affordable properties a year going forward.</li> </ul> <p><b>Additional invitees:</b></p> <ul style="list-style-type: none"> <li>• Sanctuary Housing</li> <li>• Sovereign Housing</li> <li>• Fran Mason – Community Housing Organisation</li> </ul>
Overview and Scrutiny Board – (to be confirmed)	Agreement of final report to Cabinet/Council		