

# Taunton Deane Borough Council

## Executive – 7 July 2016

### Housing Revenue Account Business Plan Review

This matter is the responsibility of Executive Councillor Terry Beale

**Report Author: Lucy Clothier – Project Manager - Housing Revenue Account Business Plan Review**

#### **1 Executive Summary**

- 1.1 The Housing Revenue Account (HRA) Business Plan contains the aims and objectives of the HRA, and includes a financial model of the next 30 years. A number of largely external changes has meant that a full refresh of the Business Plan is necessary. This report identifies the changes and the impact of these changes.
- 1.2 The updated Business Plan is included with this report, along with a new Asset Strategy and Development Strategy.
- 1.3 The new Business Plan is more robust than previously with the inclusion of better quality data, in particular around our assets. However, the financial margins are now much tighter with the plan relying on the delivery of savings which will require the imposition of ongoing management vigilance in order to maintain a viable business plan.

#### **2 Recommendations**

- 2.1 It is requested that the following recommendations are made to Council:

Business Plan:

1. The HRA Business Plan 2016-2046 is approved

Finance:

2. The policy for voluntary revenue provision for the repayment of capital debt in the HRA is changed to be over the average life of HRA assets (estimated at 60 years)

Development Strategy:

3. The new HRA Development Strategy is adopted
4. A supplementary estimate of £950,000 is added to the HRA Social Housing Development Fund capital programme in 2016/17. This brings the total development programme to £1,950,000 which represents the 15 units in the new Development

Strategy to be delivered in 2017/18. This would be funded through capital receipts and revenue funding in line with the Business Plan

Asset Strategy:

5. The new HRA Asset Strategy is adopted

### **3 Background**

- 3.1 In 2012 Taunton Deane moved away from a national subsidy system, which meant an annual payment from the HRA to central government, to be 'self financing'. As part of the self financing agreement, a one-off payment of £85.12m was made to government, in return for being able to retain all income locally to manage and maintain the housing stock. The total debt in the HRA at the start of self financing was £99.7m.
- 3.2 In order to manage the freedoms gained by the HRA through self financing, a new 30 year Business Plan (2012-2042) was introduced. This set out the Council's overall aims and objectives for Housing Services, as well as laying out plans to manage the increased risks and opportunities. The HRA Business Plan has been reviewed and updated annually since 2012, but recently there have been many changes in national policies and local aspiration that means a full update of the Business Plan is required rather than an annual review.
- 3.3 Changes in national housing policy are having widespread impact on all social landlords, with housing associations being affected as well as local authorities. Legislation in the Welfare Reform and Work Act 2016 and the Housing and Planning Act 2016 mean that the financial position of the HRA is now less favourable and therefore expenditure needs to be prioritised to ensure the best use of funding for tenants within tighter affordable limits.

### **4 Achievements**

- 4.1 Since the adoption of the Business Plan in 2012 the Housing Service has evolved to incorporate the greater responsibility of self financing, in particular establishing the Business Plan at the centre of decision making regarding resources in both the short and longer term. This has given the service a longer perspective when decisions are made to provide a business that remains viable for the longer term to ensure homes and services are secure for our residents.
- 4.2 Overall the service has continued to improve since 2012. Particular achievements include the establishment of a development team and the delivery of a new build programme, and the changes to our ways of working via the 'One Team' approach which has received national recognition in the way more joined up support is provided to our residents.

### **5 Consultation**

- 5.1 Consultation has been held with Members, Tenant Services Management Board, Tenants Forum, and all staff members in the Housing and Communities Directorate.
- 5.2 The conclusion of this consultation is as follows:-
- Our core business should be social rented housing for the most vulnerable in our

communities

- The proposed new objectives are appropriate
- Much can be done to improve the customer experience of the housing service
- Subject to certain ongoing commitments regarding repairs and maintenance service standards, on balance it would be acceptable to prioritise new build over some maintenance spend.
- However, understandably tenant groups would not want the standards in our existing housing to fall, and it was felt that more could be done to make better use of the current repairs and maintenance spend in order to free up resource.
- There is an appetite to look at housing products that are closer to the market in order to generate additional income on new build/regeneration schemes
- There is an acceptance and agreement that our current approach to debt repayment would have to be revised, based on treasury management advice, to achieve a viable business plan and protect services.

## **6 Business Plan**

- 6.1 The Business Plan brings everything together and sets out the aims and objectives of the HRA. It describes:
- the way in which services are delivered
  - the housing stock and other assets in the HRA
  - the financial resources position
- 6.2 It details the way in which the HRA will work in the future, including setting out a new operating model that allows tenants, where appropriate, to move into additional services such as shared ownership. This model shows the way in which the HRA will support tenants into and through the housing service.
- 6.3 This includes new ways of working, for example the use of flexible tenancies as directed within the Housing and Planning Act 2016. It also includes the potential introduction of new products such as affordable rented housing and shared ownership. This could be available for tenants who aspire to move into a new product type.
- 6.4 The full Business Plan is attached to this report in Appendix A. A revised Action Plan is also included.

## **7 Business Objectives**

- 7.1 The Business Plan 2016 has the updated strategic objectives for the service:
- **Providing Quality Homes**  
This means we are committed to investing in our existing homes to deliver good quality of life for residents and value for the money spent, and to developing new homes that meet local needs.
  - **Supporting the most vulnerable**  
This means we are committed to letting homes to people who have the fewest housing options, and will provide additional support that helps people who are older, disabled, or socially excluded to live comfortably in their council-owned

home.

- **Better Service**

This means we are customer and community focused and are committed to improving our services in line with what our residents have said matters to them. Our approach will support people to move through our social housing to cater for their changing needs and aspirations over time.

- **A Stronger Business**

This means we will prioritise efficiency to support delivery of our social priorities and objectives. It sets out how we will improve our business practices, drive out value for money and pursue new activities.

## 8 Financial Position

8.1 There are a number of changes, driven by both internal and external factors, that have substantially impacted on the financial position of the Business Plan and we have proposed some corrective action to mitigate these impacts within the updated Plan.

### 8.2 Rental Income

8.2.1 National rent policy has changed substantially since the implementation of self financing in 2012. With rent accounting for 92% of income to the HRA any changes in rent policy can significantly impact on the financial position.

8.2.2 At the point of self financing in 2012, the national rent policy was that rents should increase by the inflationary rate of the Retail Price Index (RPI) plus 0.5%, as well as an annual convergence figure of up to £2 per week, in order to bring rents up to the Target Rent for social housing. This is the rent determined on a national formula, based on the value of the dwelling in 1999, along with local wages, local house prices and the number of bedrooms. Target rents were introduced to ensure that social rented dwellings of similar size and type in any area have similar rents regardless of the landlord.

8.2.3 In April 2015 a new national rent policy was implemented, and annual increases were changed to be linked to the Consumer Price Index (CPI) plus 1%. CPI is usually lower than RPI, but the increase in the amount over inflation from 0.5% to 1% was intended to account for this. However the allowance for 'convergence' in order to bring rents up to the Target rents, was removed, and changes above the standard inflationary rent could only be implemented for new tenancies. This policy was implemented as a 10 year policy in order to provide security to landlords.

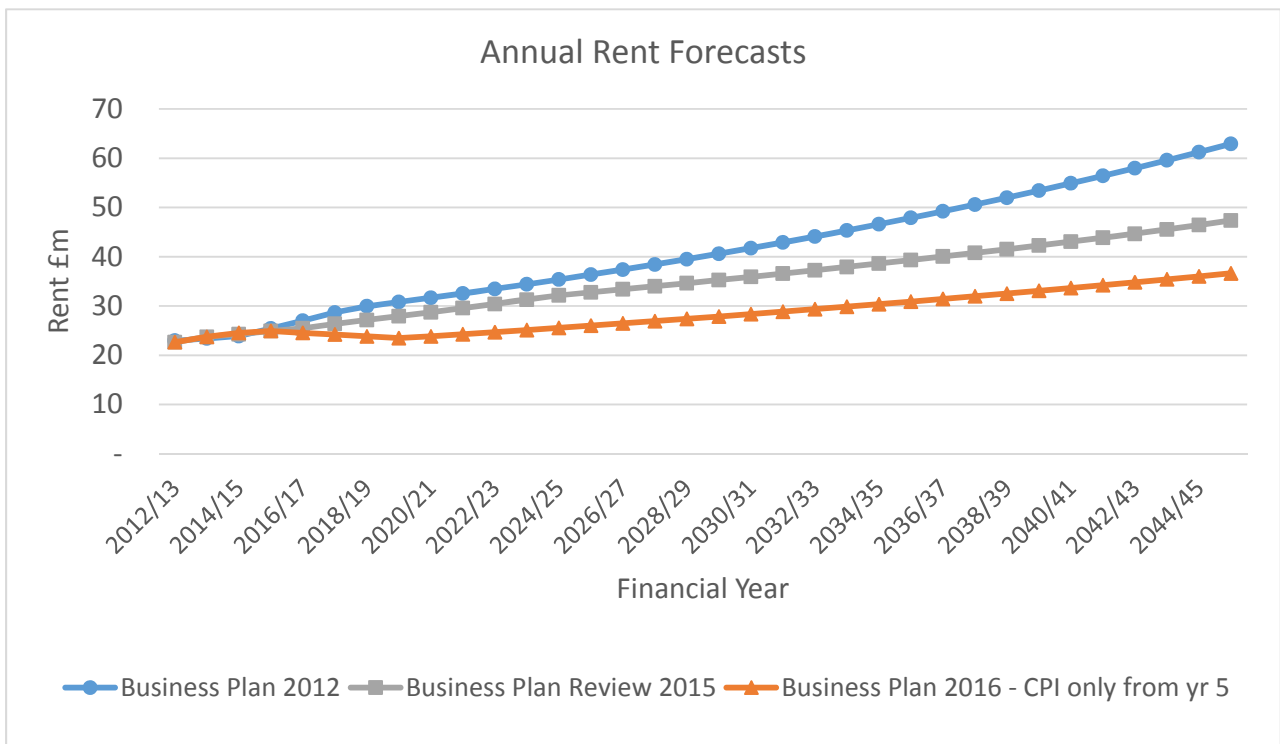
8.2.4 In July 2015 it was announced that affordable housing rents, which includes those at social rents, would reduce by 1% each year for four years from April 2016. This has been included within the Welfare Reform and Work Act 2016. The 1% reduction is actually a higher loss to the business plan than 1%, when compared to the CPI plus 1% increase expected. CPI is currently forecasted at 2% with a total rental increase of 3% (CPI at 2% plus 1%) forecasted, so this is actually a 4% reduction from current business plan expectations. However, CPI at September (from which rental increases are taken) was actually -0.1% and so increases would have been 0.9% (-0.1% plus 1%). Later concessions allowed for a one year exception for supported housing (which accounts for

17% of Taunton Deane stock). It is still unknown what will happen following a Government review of supported housing.

8.2.5 It is unknown what increases, if any, will be allowed under rent policy after this four year period. If rental increases are to be linked to CPI only, the total reduction in rental income expectations over 30 years is £185m. This is a significant reduction and would not be possible to cover from reserves within the existing version of the Business Plan.

8.2.6 Low inflation, reducing stock numbers (as detailed in paragraph 8.6.4), together with these changes in the rent policy have significantly reduced the income expectations over the 30 year period. The below graph shows the difference in rental income forecasts between 2012, 2015 and 2016.

Graph 1: Changes in rent forecasts



8.2.7 The graph shows the reduction in forecasted rental income. The rental income forecast for financial year 2041/42 (year 30 of the Business Plan 2012) has reduced from £56.4m to £34.2m. A substantial reduction of 39%.

8.2.8 Although lower inflation should mean that costs are also lower as well as income, maintenance costs have not reduced fully in line with inflation. There are also some costs, such as fixed interest payments, that are not linked to inflation rates. This has led to reduced overall buying power of the HRA.

### 8.3 Right to Buy and Pay to Stay

8.3.1 Whilst enquiries on Right to Buys (RTBs) have reduced from levels experienced when RTB discounts were increased in 2012, RTB sales have remained at a higher level.

Table 1: RTB sales

Year	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Number of RTB sales	9	11	37	47	35	38

Note: 2012 saw the introduction of increased RTB discounts

8.3.2 The Housing and Planning Act 2016 included a section on Rents for high income tenants, known as 'Pay to Stay'. This legislation means that tenant households of local authorities earning over £31,000 pa must be charged a higher rent, depending on their income, up to market, or near market, rents. The additional rent is set in regulations and is equivalent to approximately £2.88 per week per £1,000 income a year over the £31,000 limit. The additional rental income, less the cost of administration, must be passed back to Government. It is not currently known how many tenants will be affected by this legislation.

8.3.3 It is expected that Pay to Stay will increase the levels of RTB sales over the short term, as those tenants who will have to pay increased rents are those more likely to be able and willing to obtain a mortgage, and so they may choose to exercise their Right to Buy, rather than pay the increased rent charges.

8.3.4 The Business Plan has therefore been updated to include 60 sales for a three year period, followed by a reduction to 30 sales a year. This is an increase from the previous assumption of 20 per year and will reduce the number of dwellings, and so rental income, in the HRA.

8.3.5 Higher levels of Right to Buy would, however, increase capital receipts available for development. The additional 'one for one' receipts that are to be used to replace dwellings lost through RTB can only be used for (up to) 30% of the cost of the replacement. The remaining 70% (or more) must come from other funding (either resources already available or additional borrowing).

8.3.6 A second Income Assistant is to be added to the Income Team that administer RTBs in order to support the Income Officer. This will be funded from the RTB receipts – a proportion of which can be used to cover related administration costs.

#### 8.4 Welfare Reform

8.4.1 Provision has previously been made in the HRA to make an allowance for Welfare Reform, and the expectation that the changes would lead to an increase in non payment of rent and other charges. In the Business Plan 2012 the Provision for Bad Debt was increased from 0.5% to 2% for a period of three years. It was intended that this would cover the major changes in welfare, however there have been delays in implementation of some policies, particularly Universal Credit.

8.4.2 The Business Plan 2016 includes a new three year period of increase Provision for Bad Debt from 0.5% to 2%. This will cover the roll out of Universal Credit in Taunton Deane, now known to be later in 2016, and is partly funded by the underspend of the Provision for Bad Debt in 2015/16 of £433k which is in an earmarked reserve for this purpose.

8.4.3 This additional provision will be reviewed annually to ensure it continues to be appropriate.

## 8.5 Stock Condition Survey

8.5.1 The Business Plan Review identified that the data held on the condition of dwellings needed updating and members approved the funding of a large scale stock condition survey. 50% of dwellings, including all communal areas for flats and supported housing, have been surveyed and the results have allowed a fully updated capital programme to be included.

8.5.2 The like for like cost of the capital programme has increased by £25.2m over the 30 year period. This is due to a number of factors – new survey data and areas of works not previously costed, for example lifts, fire alarms and warden call equipment. However the assumptions on reduced dwelling numbers have reduced this to £15.8m since spend on the capital programme is directly linked to the number of homes needing refurbishment.

## 8.6 Development

8.6.1 The Business Plan has previously included significant annual contributions of £1m (from 2015/16) towards the development of housing schemes.

8.6.2 In line with the introduction of a Development Strategy, the Business Plan 2016 instead includes an average annual addition of 15 dwellings, which would include a combination of new development, redevelopment and acquisitions. These units are fully funded within the Business Plan, partly through capital receipts from RTBs, and partly through revenue resources. This means that unlike for current schemes, where the revenue contribution of only £1m is included, additional capital borrowing should not be needed as it is already taken into account in the Business Plan.

8.6.3 The total budget for development over the full 30 years, including revenue and capital receipt funding, is £77m. This equates to 15 units a year at an average rate of £130k per unit, rising with inflation. The annual capital budget and associated revenue funding will be approved as part of the budget setting process. This is an increase in revenue contribution from the £1m pa Social Housing Development Fund of approximately £21.5m over 30 years.

8.6.4 Even with this increased provision, due to losses through RTB, the total stock numbers will still decline.

Table 2: Forecasted stock numbers

Year	2,016	2,017	2,018	2,019	2,020	2,021	2,022	2,023	...	2,046
Opening	5,785	5,800	5,781	5,736	5,691	5,676	5,661	5,646		5,271
RTB Sales	-30	-60	-60	-60	-30	-30	-30	-30		-30
Development	48	38	15	15	15	15	15	15		15
Closing	5,800	5,781	5,736	5,691	5,676	5,661	5,646	5,631		5,256

Note: this includes new housing at Creechbarrow Road and Weavers Arms. It doesn't include any disposals of stock due to the sale of higher value homes included in the Housing and Planning Act 2016 (paragraph 9.3)

8.6.5 Any additional units over and above the 15 units a year would need to continue to be funded through additional borrowing within the available headroom. Further detail on headroom can be found in paragraph 8.13.9.

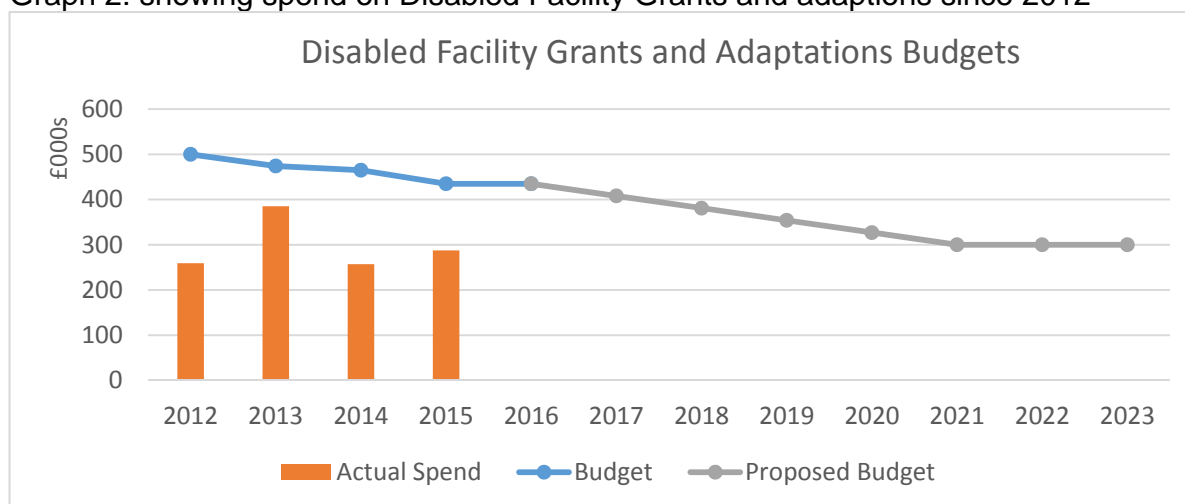
8.6.6 Further details on the Development Strategy can be found in Section 10.

## 8.7 Disabled Facility Grants and Adaptations

8.7.1 The demand for Disabled Facilities Grants (DFGs) and adaptations in our stock has historically been lower than budget and this has provided us with the opportunity to reduce this budget in the Business Plan. In addition a number of steps are being taken to ensure that this does not impact on front-line services and tenants, including: moving towards more cost effective installations of wet floor shower rooms through a new fixed-price contract; switching from concrete ramps to better value metal modular ramps; and a move toward stairlift loans and recycling, rather than purchases. These measures will ensure that the service stays within reduced budgets without impacting tenants.

8.7.2 The budget will therefore be reduced from £435k pa to £300k pa over a five year period.

Graph 2: showing spend on Disabled Facility Grants and adaptations since 2012



## 8.8 Capital Improvements

### 8.8.1 Sustainable Energy

The Business Plan 2012 included an additional budget for Sustainable Energy. This funding was put aside for tackling fuel poverty. This provision has now been 'mainstreamed' into the heating replacement programme and is included within the core capital programme with the installation of energy efficient boilers and Air Source Heat Pumps. This separate budget therefore removed from the Business Plan from 2017/18.

8.8.2 There is a residual balance of £123k from previous years funding which will remain, along with a £100k budget in 2016/17, and will continue to be utilised for sustainable energy initiatives.

### 8.8.3 Estate Improvements

The Estate Improvement budget has been utilised for the installation of scooter stores. These schemes has been found to have a very long lead in time, and has been very intensive in officer time, with officer time in the Development Team being prioritised in new build. The annual budget for Estate Improvements is currently at £50k pa, but it was intended that this would increase to £150k in 2021/22. The financial constraints facing



the HRA mean that this is no longer possible, however it is recognised that features such as parking and scooter stores are very important to tenants and so the ongoing contribution of £50k will remain.

8.8.4 The remaining balance from 2015/16 of £240k will remain in order to fund schemes going forward, along with the continued annual contribution of £50k.

## 8.9 Repairs and Maintenance

8.9.1 It has been identified that spend on repairs and maintenance is high when benchmarked against other social landlords. Advice indicates that savings of 10% on responsive repairs and 30% on void costs are achievable based on the stock held. This is a substantial saving to be found and equates to approximately £832k pa. This has been included gradually over a five year transitional period, meaning that the full savings have been included by year 2021/22.

8.9.2 This will need to be closely managed and monitored by the Assistant Director – Property and Development to ensure that the savings, which are not yet fully identified, can be found. With a restructure of Property Services and Building Services recently implemented, the new service will be tasked with finding these savings through efficiencies and closer working.

8.9.3 These savings will be incorporated in the corporate transformation work currently being undertaken by iESE regarding failure demands for repairs activities.

## 8.10 Management Costs

8.10.1 Savings of £253k have been identified from management and service costs. These include £40k savings from the Terms and Conditions review and the loss of subsidy to the Extra Care Housing service due to the change in contract with Somerset County Council from March 2017.

8.10.2 Also included is a reduction in the budget for Transfer Removal Grants (grants given to tenants downsizing) from £50k pa to £35k pa, a reduction in the training budget in the HRA of £40k in line with current spend, and savings in other central management budgets. Based on current forecasts it is not expected that these savings will have a major impact on service delivery, but management will monitor these areas closely.

## 8.11 Community Provision

8.11.1 In line with the new objective of Supporting the Vulnerable, permanent provision of £140k pa is being included in the Business Plan for schemes currently being covered with temporary funding.

8.11.2 These are:

- Mental Health Support, currently commissioned through Mind - £41k pa  
The three Area Community Managers and One Team Co-ordinators are reporting mental health as an issue within many of our households. 56% of our tenants have a member of their household whose day-to-day activities are limited due to a health problem and we know that Mental Health will be a significant proportion of this. This has been escalated and is one of the three strategic priorities for the One Teams in

Taunton Deane. The £41k would be used to bring in support for our tenants and therefore help us to provide a better One Team response to support them in addressing a range of issues that they may have.

- Employment Support, currently commissioned through Inspire to Achieve - £46k pa  
This funding will provide support to tenants to have the skills and confidence to access work. In the long term this will also help protect our rental income by residents being able to more effectively manage tenancies.
- Money Matters Advice, currently commissioned through Citizens Advice Bureau - £35k pa  
To provide money matters advice across the three One Team areas to provide advice and support to tenants
- Top up of Community Development budgets to £10k per area, £18k pa  
Current community development budgets are minimal, currently £4k per area, and often unable to support genuine community development activities and groups.  
This increase will be shared across the three area teams and will help address that.

#### 8.12 Repayment of Borrowing

The loan structure in the Business Plan 2012 means that the borrowing is paid off as soon as the Business Plan allows. This means that the self financing borrowing of £85.1m is due to be repaid within 18 years (in 2030). There are, however, a number of existing loans from pre 2012 that have a later payment date, the latest being 2077 (70 years from the borrowing date).

8.12.1 The payment of the self financing borrowing within 18 years was based on affordability in 2012. There have been many changes (as detailed in Section 8) that have affected the affordability of this repayment schedule that make it no longer possible without a major impact on service quality and the number of new homes delivered.

#### 8.12.2 Taunton Deane Minimum Revenue Provision

Where the Council finances capital expenditure in the General Fund (GF) by debt, it must put aside resources to repay that debt in later years. The amount charged to the revenue budget for the repayment of debt is known as Minimum Revenue Provision (MRP).

8.12.3 In February 2016, Council approved a change in the Taunton Deane General Fund Minimum Revenue Provision Policy, moving to MRP being linked to the asset life. Based on the assets held in the GF, the weighted average asset life approved was 45.57 years. This released annual budget savings for the GF by stretching the debt repayment over a longer period.

8.12.4 If this policy was also adopted in the HRA, a conservative average asset life of 60 years could be used. It can be assumed that the housing stock should last more than 60 years as a full capital maintenance and improvement programme, which is more generous than most privately owned homes, is included within the Business Plan. This, together with the changes in paragraphs 8.2 – 8.11, would allow a balanced Business Plan, without the need for a reduction in service level.

8.12.5 It should be noted that the HRA does not have to make the revenue provisions that are required in the GF, and all provision in the HRA is voluntary. Members could choose to

keep the debt in the HRA and continue to make interest payments, indefinitely.

8.12.6 It should also be noted that the current policy is to repay debt as soon as the Business Plan allows. At the point of self financing this was 18 years, but due largely to external factors this is no longer affordable.

8.12.7 If the current repayment schedule of 18 years from 2012 is to be kept, additional savings of £42.7m would need to be found over the next 14 years. This equates to an average of £3.05m pa. Savings of this level would detrimentally affect the service offered to tenants and investment in our stock over this period.

8.12.8 By extending the period of debt repayment to 60 years, the service to tenants would continue, thereby preventing current tenants from a reduced service in order to repay debt for which the interest payments are affordable.

8.12.9 Consultation with tenants and members has shown that there is appetite to extend debt if it is in the best interest of tenants and in consultation with our treasury advisors.

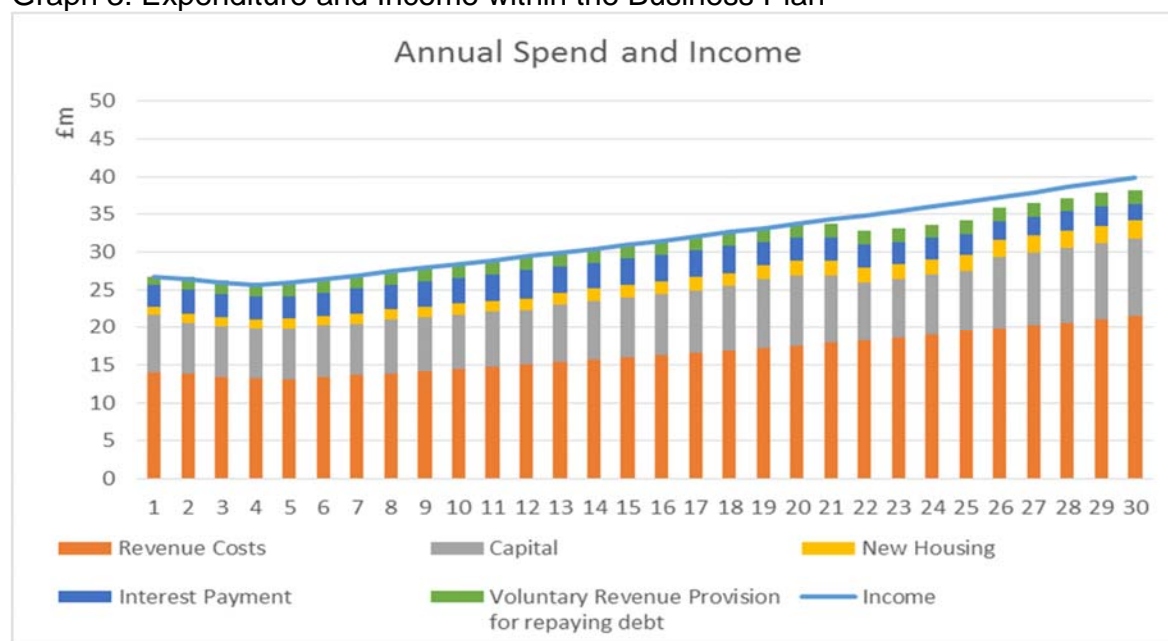
### 8.13 Financial Appraisal

The Business Plan Review in 2015 forecasted a reserves balance of £160m in 2042 (the 30 year period from 2012). As stated in paragraph 8.2 the expected reduction in rental income alone is £185m, and so this reserves balance would not support a reduction in rent of this magnitude without other changes being made.

8.13.1 Based on all of the amendments listed in paragraphs 8.2 – 8.12, the proposed new HRA Business Plan has a balanced financial position over the 30 year period. The substantial impact of external changes, particularly changes in rental income, have been managed with the minimal impact on services to tenants.

8.13.2 Expenditure and income are closely linked up to year 21 (2036/37) as shown in the below graph which shows the breakdown for the 30 years.

Graph 3: Expenditure and Income within the Business Plan

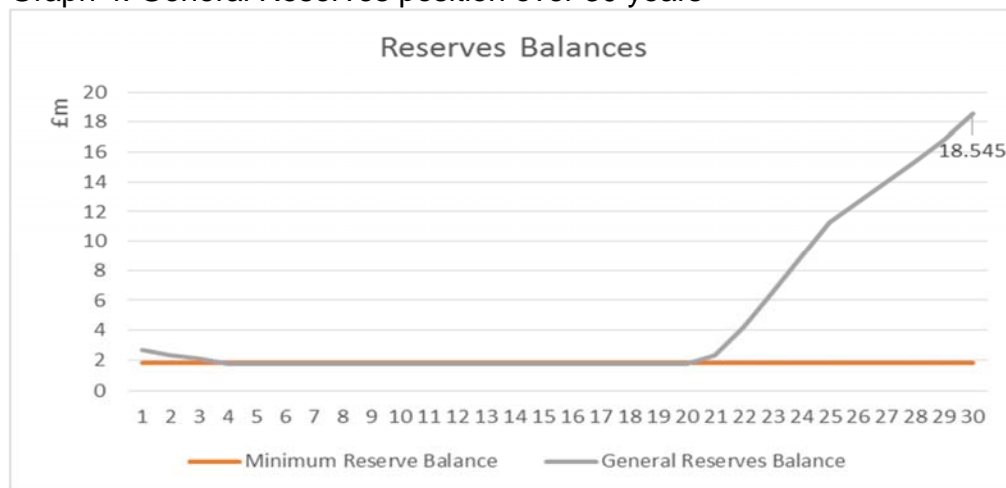


8.13.3 The Business Plan includes a capital programme of £245m over 30 years, and ensures a programme that allows the continued improvement and maintenance of dwellings and related assets in line with industry standards.

8.13.4 In order to maintain general reserves above the minimum recommended balance of £1.8m over the length of the Business Plan, smoothing of capital programme is needed in years 18 – 21. It is a maximum of 6.6% of the annual budget and so it is expected that this can be managed with minimum disruption to the programme.

8.13.5 With these amendments, a forecast of the General Reserves balance is included below.

Graph 4: General Reserves position over 30 years



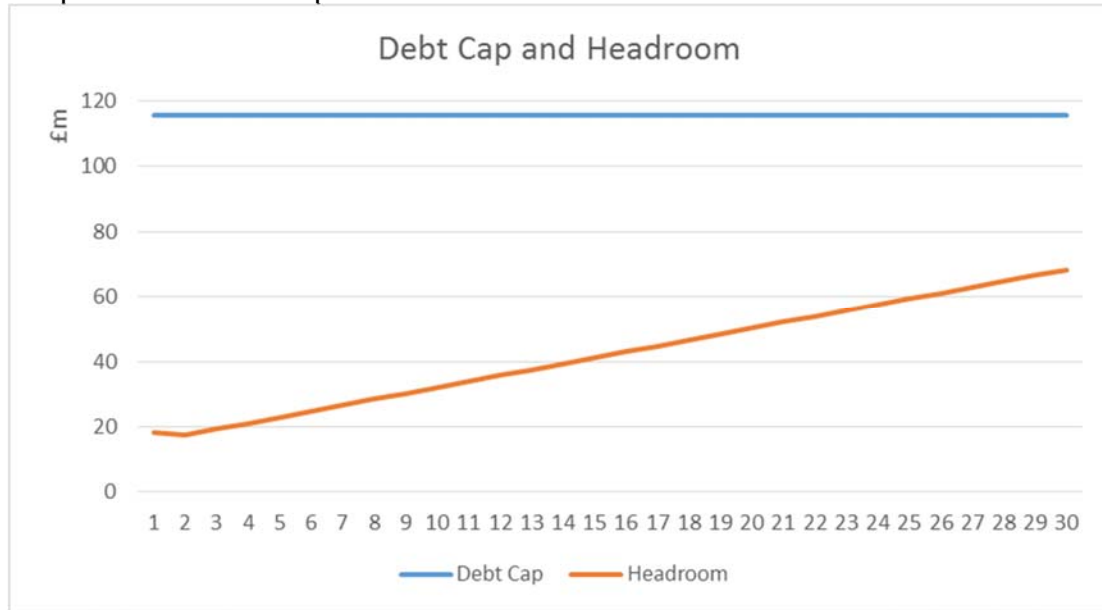
8.13.6 It shows that the general reserves position remains at £1.8m, until 2036/37 (year 21), at which point it starts increasing as income is greater than expenditure. At the end of the 30 year period reserves are expected to be at £18.5m. As with the previous Business Plan this is an indication of the funding available, and it is not expected that the HRA would build up this balance in practice.

8.13.7 Changes to the way in which the HRA makes provision for the repayment of debt will alter the headroom available. The HRA is limited in the amount of debt it is able to sustain by a debt cap of £115.784m, set by Central Government. The headroom is the difference between the borrowing held less and revenue provision made, and the debt cap, and so is the amount of additional borrowing that the HRA could take on at that time.

8.13.8 The change in voluntary revenue provision to allow for the repayment of debt over a 60 year period gives an annual revenue provision of £1.8m. This is the amount that will be included in the HRA budget each year. The budgeted provision in 2016/17 is £1.0m and so a future provision of £1.8m is an increase on the provision in 2016/17. However it was expected that this would increase in line with income rises that are no longer available. The new policy would have a flat rate of £1.8m in each year.

8.13.9 This annual provision of £1.8m means that if there is no further borrowing, the headroom will increase by £1.8m pa, as shown in the below graph.

Graph 5: HRA debt cap and headroom



8.13.10 The availability of headroom shows the amount of additional borrowing that the HRA could take on for new capital investment whilst remaining within the debt cap set by Government, for instance for the development of new housing over and above the 15 units included within the Business Plan.

**Recommendation 1: The HRA Business Plan 2016-2046 is approved**

**Recommendation 2: The policy for voluntary revenue provision for the repayment of capital debt in the HRA is changed to be over the average life of HRA assets (estimated at 60 years)**

## 9 Future Risks and Uncertainties

9.1 The Business Plan faces a number of risks and uncertainties that are not currently quantifiable and so have not been included within the Business Plan finances.

### 9.2 Pay to Stay – Housing and Planning Act 2016

Local authority landlords will need to charge tenants earning over £31,000 a year an increased rent. The rent will be linked to their income, with an increase for every £1,000 of income over the threshold, up to market rents. It is not yet known how this will be implemented or monitored.

9.2.1 Any income raised is to be transferred to Government, although any administration costs may be deducted. The increased rent may lead to an increase in tenants exercising their Right to Buy. The Business Plan includes an increased provision for Right to Buy as included in paragraph 8.3. In the first year of enforcement it has been announced that the payment will be based on actual income raised, however the legislation allows for a levy to be put in place, based on a formula of expected income. Therefore, in future payments to Government may not be linked to actual income received.

### 9.3 Higher Value Voids – Housing and Planning Act 2016

Local authorities will be expected to consider selling higher value dwellings as they become void. In reality a formula based system will be put in place, with an annual contribution expected from each authority with housing stock. The formula, yet to be determined, would relate to the properties held, the turnover of tenancies, and the value of the housing within that authority's stock (not all housing within the area). All sales would need to be replaced on a one for one basis either by the Local Authority, or through the Homes and Communities Agency, in the local authority area. It is expected to operate in a similar way to RTBs where only a certain percentage (30% for RTB, but not yet confirmed for Higher Value Voids) can be used towards the replacement, with the remaining funding needing to come from alternative funds. This means that it is unlikely that Taunton Deane will be able to replace all dwellings lost and prejudice whether we could keep the portion of the receipt we are allowed to.

9.3.1 It is intended that the Asset Strategy and accompanying model will allow the best use of existing dwellings, and that decisions can be made to dispose of properties that return the lowest contribution (either financially or non financially), and therefore the impact on the Business Plan would be minimised where possible.

### 9.4 Local Housing Allowance (LHA) Rates – Announced in the Spending Review and Autumn Statement 2015

Tenants in social housing will in future only be able to claim Housing Benefit up to the LHA rate. This is determined by the Valuation Office Agency and is based on local rents. Currently the LHA rates are only applicable for Housing Benefit claims in private rented stock. From April 2018 (for tenancies starting from April 2017) it has been announced that this will also apply to tenants in social housing.

9.4.1 In Taunton Deane this may have an impact on some of our Supported Housing residents, as the LHA rate includes service charges which are higher in Supported Housing, and single claimants under 35, who will only be eligible for the shared accommodation rate (currently £64.14 per week). Officers will consider what support can be provided to individuals affected, once further details are known. The majority of Taunton Deane housing is within the LHA rates for the area.

### 9.5 Rent Levels

As stated in paragraph 7.2 it is not currently known what will happen with rent charges after the four year rent reduction within the Welfare Reform and Work Act 2016. The Business Plan prudently includes a CPI only rental increase (rather than the previous policy of CPI plus 1%), however it is possible that rent policy will not include inflationary uplifts after this period. Any additional reductions would further impact on Business Plan as evidenced in the sensitivity analysis completed by Savills in the Business Plan document.

### 9.6 Universal Credit

Universal Credit, which replaces Housing Benefit, Job Seeker's Allowance and other benefits to support those on low incomes, is due to roll out across Taunton Deane later in 2016. Universal Credit differs from the benefits it replaces as it is a single monthly

payment, made directly into the bank account of the recipient. Currently any rent covered by Housing Benefit is transferred direct to Taunton Deane as the landlord, however under Universal Credit this will be paid to the tenant who will be responsible for paying their rent in full. With approximately 48% of all income (£13.1m in 2015/16) currently being paid through Housing Benefits, this greatly increases the risk of reduced income through non payment of rents and charges.

- 9.7 The HRA has already taken steps in order to try and prevent loss of income where possible. Tenants are now able to pay through direct debits on any day of the month (rather than only three options previously) in order to allow them to make payments on the same day as their Universal Credit payment, salary, pension or other income. There are also currently additional officers working within the One Teams such as a Welfare Reform Officer and an additional Debt and Benefit Advisor in order to support tenants affected by welfare changes.
- 9.8 If it can be proven that a tenant is unable to manage within the new payment structure it will be possible, after a set period of time, to request that their rent reverts to being paid directly. However, it is expected that there will be a reduction in income in the short term due to these changes, and this is set out in paragraph 8.4.

## 10 Development Strategy

- 10.1 The HRA has a well-established development programme. In order to ensure an ongoing and deliverable programme, and the best use of the funding, a Development Strategy has been established.
- 10.2 The Business Plan has previously included an annual allowance of £1m pa, but has not given an indication as to how this would be used. New schemes are evaluated separately and in isolation. The Development Strategy allows the development pipeline to be appraised together to give an ongoing plan. It gives a framework to underpin future development plans and gives an indication of the number of schemes and units the council should aspire to.
- 10.3 Savills have prepared a strategy that reviews progress to date, looks at the local housing market and has an analysis of the Taunton Deane pipeline and opportunities over the next five years.
- 10.4 The full Development Strategy report is attached as an appendix to the Business Plan.
- 10.5 The development pipeline shows a summary of identified schemes, showing when they can be expected to be delivered. A summary of the estimated pipeline identified in the strategy is shown in the below table.

Table 3: Development Strategy pipeline

	2016/17	2017/18	2018/19	2019/20	2020/21
Pipeline – approved schemes	48	26	0	0	0
Pipeline – uncommitted	0	14	12	24	40
Total	48	40	12	24	40

- 10.6 The Business Plan includes provision for 15 units a year (on top of existing schemes with approval). In reality this number will fluctuate year on year, but it allows for an average of 15 units. An average cost of £130k per unit has been modelled, which gives a total annual budget of £1,950k, to rise annually with inflation. It would be our intention that the allocation of this would be through an Executive Portfolio Holder decision in conjunction with the Director – Housing and Communities.
- 10.7 It will be possible for additional units to be built or acquired, but these would require additional funding through borrowing not included within the Business Plan, and would go through the standard approval process.
- 10.8 The Pipeline identifies the opportunity to build 18 new units for completion in 2017/18 and 2018/19. This comprises of three Phase 2 small site schemes. A summary of these schemes is as follows:
- Laxton Road  
The demolition of 16 garages, and erection of 8 one bed flats
  - Moorland Close/Outer Circle  
The conversion of 12 Moorland Close to accommodate the Link Centre, with two one bed flats above. The existing Link Centre in Outer Circle would then be returned to four bedsits
  - Oake  
The acquisition of four affordable housing units in Oake, from a developer. This would comprise of two one bed flats, one two bed house, and one three bed house
- 10.9 In order for these schemes to commence for completion in 2017/18, a supplementary budget of £950k is required in 2016/17 to increase the £1,000k Social Housing Development budget to £1,950k in line with the assumptions set out above. The funding of these schemes would be included from within the Business Plan and would come from capital receipts (Right to Buy receipts) and revenue funding. No additional borrowing over and above that included in the Business Plan would be needed to fund these schemes.
- 10.10 Future allocations would be approved as part of the annual budget setting process.

**Recommendation 3: The HRA Development Strategy is adopted**

**Recommendation 4: A supplementary estimate of £950,000 is added to the HRA Social Housing Development Fund capital programme in 2016/17 which represents the 15 units in the new Development Strategy to be delivered in 2017/18. This would be funded through capital receipts and revenue funding in line with the Business Plan. This brings the total development programme to £1,950,000**

**11 Asset Strategy**

- 11.1 The Housing and Planning Act 2016 states that local authorities have a duty to consider selling higher value housing. The capital receipt from the sales are to go to Central



Government, although it is possible that an element of the receipt could be kept locally. Full details are anticipated, but it is thought that a formula would be used based on an estimation of higher value voids becoming vacant each year. This would put in place an annual contribution that Taunton Deane would need to make to Central Government, but decisions could be made locally on how it is funded. This would mean that it wouldn't have to be higher value housing, which is likely to be larger family homes, or those in desirable rural areas, that are sold.

- 11.2 An Asset Strategy has been developed not only so that decisions can be made in order to fund the contribution to Government, but also to start active asset management and stock churn. This is in order to make sure that the housing held is right for both the HRA and tenants.
- 11.3 The Asset Strategy looks at the investment needed in the housing, largely the capital and maintenance programmes. As well as looking at the financial performance it also looks at non-financial information such as social and economic factors. These include resident satisfaction with the home and area, the number of bids received in the area, health, education and employment data for the area and anti social behaviour.
- 11.4 An asset management tool has been created that takes all of this data and assesses the housing stock with this information. The asset management tool does not indicate what housing should be sold, it shows which groups should have an options appraisal. For example, where the financial position is positive, but the non financial and social position is poor, this could mean that where possible, additional resources are directed in this area in order to improve the indicators causing the poor position. Each group would be appraised separately.
- 11.5 Following an appraisal, it is our intention that decisions regarding disposal of vacant dwellings or related assets would be made through an Executive Portfolio Holder decision in conjunction with the Director – Housing and Communities.
- 11.6 The Asset Strategy is attached as an appendix to the Business Plan.

**Recommendation 5: the Asset Strategy is adopted.**

## **12 Links to Corporate Aims / Priorities**

- 12.1 The Business Plan has strong links with the People key theme, particularly with the availability of Council homes and supporting our most vulnerable residents.

## **13 Finance / Resource Implications**

- 13.1 The new Business Plan has a balanced position over the 30 year period from 2016 – 2046. The position has changed considerably from a forecasted reserves balance of £156m at 2042 (year 30 of the existing Business Plan) to £18m at 2046 (year 30 of the new Business Plan). This is largely due to external changes such as the national rent policy which has greatly reduced income expectations as detailed in paragraph 8.2.
- 13.2 These changes mean that the HRA is not able to continue the financing of the repayment of the current self financing loans by year 2030 (year 18 of the Business Plan 2012) without a significant reduction in service quality.

- 13.3 Arlingclose, our treasury advisors, have been consulted on the revised position. They have confirmed that the HRA will have a shortfall in cash when the loans are repaid. They have reviewed the updated position and have advised that it is not beneficial to refinance the existing loans immediately and replace with new longer term loans – the premiums that would be required for early redemption of the loans is prohibitive. The HRA should instead look to refinance the loans on maturity, and as and when there are cash shortfalls, over the period needed.
- 13.4 This will mean that where the HRA is unable to support the repayment of existing loans due, on top of the revenue and capital commitments in any year, that additional borrowing will be required. The cost of this borrowing is included within the Business Plan.
- 13.5 Arlingclose have recommended that Taunton Deane should consider not making voluntary revenue provision (VRP). The prudent inclusion of VRP is, however, included within the Business Plan.
- 13.6 This report, as detailed in section 8, proposes that the VRP is amended to be over 60 years (based on a conservative estimate of average lifespan). The HRA is not required to make VRP, and, as suggested by Arlingclose, could instead keep the debt ongoing. This would mean that interest payments are made year on year, and do not decrease as debt is repaid. Including VRP over 60 years is currently affordable, and so the prudent provision of VRP, and the repayment of debt over 60 years, has been included.
- 13.7 Based on the changes in Section 8, the medium term forecast of income and expenditure is as follows,

Table 4: Medium term income and expenditure

Year	2016/17	2017/18	2018/19	2019/20	2020/21
	1	2	3	4	5
	£000s	£000s	£000s	£000s	£000s
Income	(26,698)	(26,429)	(25,999)	(25,607)	(26,002)
Expenditure	26,698	26,775	26,195	25,607	26,002
(Surplus)/Deficit	0	346	196	0	0

- 13.8 This shows that there are forecasted deficits in 2017/18 and 2018/19 which would need to be covered through budgeted transfers from HRA general reserves. The current expected level of reserves is sufficient to cover this, as shown in the below table.

Table 5: Medium term general reserves forecast

Year	2016/17	2017/18	2018/19	2019/20	2020/21
	1	2	3	4	5
	£000s	£000s	£000s	£000s	£000s
Opening	2,675	2,342	1,996	1,800	1,800
Transfers Requested*	(333)	0	0	0	0
Surplus/(Deficit)	0	(346)	(196)	0	0
Closing Balance	2,342	1,996	1,800	1,800	1,800

\*An approval for transfers from HRA general reserves is included within the Financial Outturn 2015/16 report

- 13.9 The current balance of HRA general reserves is £2,686k, which is £886k over the minimum recommended balance of £1,800k. These forecasted deficits would reduce the HRA general reserves balance to £1.8m in 2018/19. This means that all of the available funding in general reserves (over the minimum balance) is needed over the next two years, and no further allocations would be possible.
- 13.10 There are a number of risks facing the HRA, as identified in section 9. A number of sensitivity analyses have been carried out and are included within the Business Plan.

#### **14 Legal Implications**

- 14.1 Any changes proposed to tenancies that the Council offers will be fully evaluated for any legal implications.

#### **15 Environmental Impact Implications**

- 15.1 Housing Services aims to take action to reduce carbon emissions across the housing stock through investment planning, service delivery, partnership and community action.

#### **16 Safeguarding and/or Community Safety Implications**

- 16.1 The Business Plan continues to have positive implications for community safety. Housing Services aims to take action so that disadvantaged communities will have better access to local housing services, training and employment. Housing Services also aims to continue its support for a range of vulnerable people and to tackle crime and fear of crime through reducing anti-social behaviour.

#### **17 Equality and Diversity Implications**

- 18 An equalities impact assessment has been completed to assess any positive and any negative impacts that the decisions in the new business plan may have on our customers and employees. The impact assessment prepared for the HRA business plan is set out as an appendix of the business plan.

#### **19 Social Value Implications (if any)**

- 19.1 There are no social value implications directly linked to this report. The HRA will continue to consider social value in any future procurement exercise.

#### **20 Partnership Implications (if any)**

- 20.1 The HRA will provide ongoing support for key partnerships.

#### **21 Health and Wellbeing Implications**

- 21.1 Housing Services continues to prioritise health and wellbeing and is committed to continuing links between housing, Health and Social Care.

## 22 Asset Management Implications

- 22.1 The new Asset Strategy is include with this report that details the way in which assets will be managed. The Housing and Planning Act 2016 includes that local authorities have a responsibility to consider selling higher value housing and this will be taken into account when implementing the strategy.
- 22.2 The new Development Strategy sets out a framework for the build and/or acquisition of housing to assets to the housing stock.

### Democratic Path:

- Scrutiny – Yes
- Executive – Yes
- Full Council – Yes

Reporting Frequency :  Once only  Ad-hoc  Quarterly  
 Twice-yearly  Annually

### List of Appendices

Appendix A	Housing Revenue Account 30 Year Business Plan 2016-2035

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**Taunton Deane Borough Council**

**Housing Revenue Account  
Business Plan 2016 – 2046**

**June 2016**

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## Executive Summary

This Housing Revenue Account (HRA) Business Plan is produced in order to set out the Council's overall aims and objectives for the housing service, as a landlord for over 6,000 tenanted and leasehold homes. It analyses the current position of the service and the homes and sets out the actions planned to achieve the Council's objectives. It reflects consultation carried out with tenants, members and wider stakeholders. It provides a framework for monitoring and evaluating progress in delivering the plan.

Section 2, Strategic Context, sets out the issues that influence the Business Plan, at a national, regional and local level. This includes how changes in national housing and welfare policy impact on the Council's priorities for its housing service. It also highlights the local context in which we operate and our service delivery mechanisms. In this section we set out how the plan will support the delivery of the Council's corporate priorities and wider housing and community objectives. The Business Plan is structured around four strategic objectives:

- Providing quality homes
- Supporting the most vulnerable
- Better service
- Stronger Business.

Section 3, Our Customers, gives information on the profile of our customers, the additional support they require, and their expectations of our customer service.

Section 4, Service Delivery, describes the way in which our service is currently provided.

Section 5, Assets, describes the Council's housing stock and other assets, along with investment priorities.

Section 6, Resources, describes the base line financial position for the Housing Revenue Account.

Section 7, Priorities for Action, sets out the key activities that will be undertaken to deliver the strategic objectives. This action plan will be supported by more detailed operational activity, set out in our departmental service improvement plans. The actions respond to the consultation carried out with tenants, councillors, staff and wider stakeholders.

Section 8, Appendices, contains two strategies that are central to delivery of the HRA Business Plan and associated priorities for action: asset management and development. An equality impact assessment is also being prepared.

## Section 1 Introduction

This Housing Revenue Account (HRA) Business Plan is produced in order to set out the Council's overall aims and objectives for the housing service, as a landlord for over 6,000 homes. It analyses the current position of the service and the homes and sets out the actions planned to achieve the Council's objectives. It reflects consultation carried out with tenants, members and wider stakeholders. It provides a framework for monitoring and evaluating progress in delivering the plan.

### Why does the Council need a new Business Plan?

A comprehensive Business Plan was put in place in 2012 and has been regularly reviewed since then. Three years on there have been many changes both internally within the Council and externally which mean that a more fundamental review is now needed to ensure that our landlord service continues to meet the needs of existing and future residents, remains financially viable, and delivers value for money.

### How the plan has been put together

Officers developed a baseline financial position which enabled a series of options to be presented to members as to how future resources could be directed.

A series of consultation events was held with members, staff and residents to review the current service, to review performance against the action plan put in place in 2012, and to agree future objectives for the service and the Council's homes and other landlord assets. Key decisions to inform how the plan was put together include those made around:

- Local assessment of changing tenant profile and demand for social housing (headlines included in Appendix 4)
- The focus of the core business of the housing service with a balance of protecting the most vulnerable and developing services for a wider range of housing need
- Options for the development of customer focussed housing services and resident involvement
- The investment standard and asset management strategy
- Use of resources, and the balance between investment in services; investment in assets, both existing and new homes; and the repayment of debt
- The structure of the Council and joint working with West Somerset Council as well as other partnership working.

Officers also conducted a review of stock condition data to ensure that knowledge of future investment requirements was, and will remain, as accurate as possible.

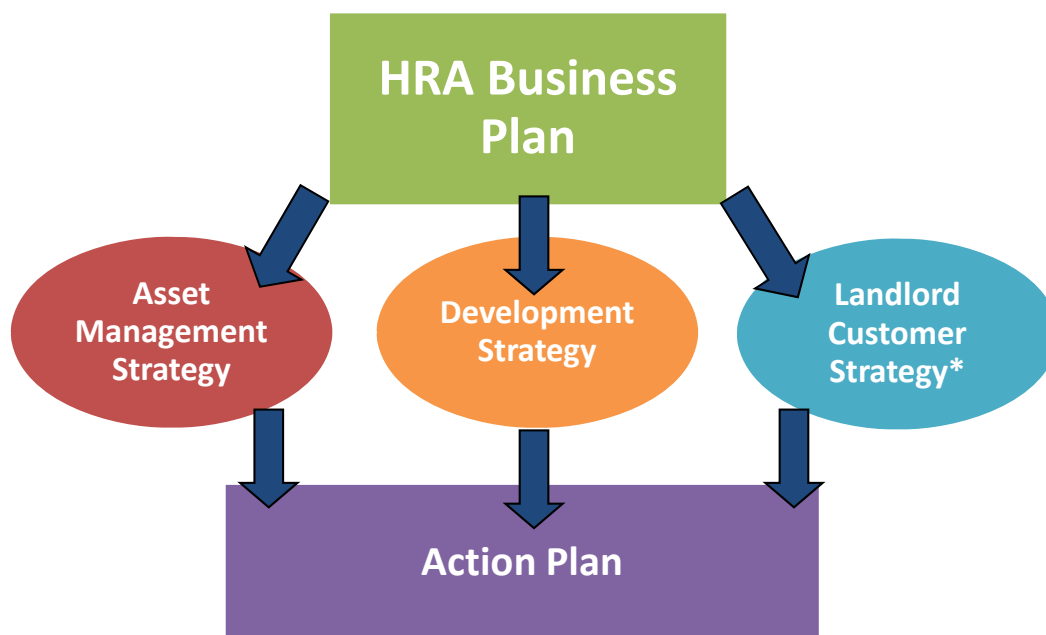
The updated data and priorities identified by members, staff and residents were then brought together to produce a viable Business Plan that supports ambitions for the Council's housing service as well as requirements it must meet.



## How the plan will be delivered

Section 7, Priorities for Action, provides a summary action plan that will be developed in detail to deliver the Council's objectives for the housing service in the short and medium term. It also sets out how performance will be monitored and success measured over time.

Three strategies are critically important for successful delivery of the Housing Revenue Account (HRA) Business Plan. Our approaches to asset management, development and customers underpin the plan and inform the Priorities for Action. The diagram below shows the interrelationship between the Business Plan, the three key strategies, and the action plan.



**Figure 1: HRA Business Plan and linked strategies**

*\* Landlord Customer Strategy yet to be created*

Section 7 also gives an overview of the key strategic risks that may prevent the achievement of objectives and how these will be managed. Finally it sets out how the plan will be reviewed in future to ensure it remains up to date with external and internal changes and reflects ongoing tenant consultation.

An equality impact assessment is a process through which the Council can assess any positive and negative impact that our services and decisions may have on our customers or employees.

## Section 2 Strategic Context

In this section we set out the issues that influence this Business Plan, at a national, regional and local level. This includes how changes in national housing finance and policy impact on the Council's priorities for its housing service. It shows how the plan will support the delivery of the Council's corporate priorities and wider housing and community objectives. It also highlights the local context in which we operate and our service delivery mechanisms.

### National context

#### 1 National Housing Policy

A raft of new policies covering rent, asset management, tenure and welfare will be implemented over the next few years. Previously known policies such as Universal Credit and the Benefit Cap will continue to be rolled out, but with some changes to their operating parameters. Other changes announced since the May 2015 election, many of which are being introduced through the Welfare Reform and Work Act and the Housing and Planning Act, include:

- Reductions in social housing rents
- Levy on higher value council homes, and a duty to consider sales of these homes
- Pay to Stay (mandatory for councils, voluntary for housing associations)
- The National Living Wage
- The replacement of 'lifetime' secure tenancies with fixed terms, with the length for different client groups to be directed by government
- Reductions in the Benefit Cap
- Restriction of housing benefit for council and housing association tenants to no more than Local Housing Allowance (LHA) levels
- Refocusing of government capital funding and planning policy for housing onto properties for home ownership, in particular Starter Homes and shared ownership.
- Voluntary extension of the Right to Buy to housing associations
- Reductions in regulation for housing associations introduced in pursuit of a reversal of their recent classification as public non-financial corporations.

It is difficult to model the cumulative impact of all these policies on the HRA Business Plan, because much depends on secondary legislation which was not published at the time this plan was prepared, but it is clear that the impact will be significant. For example funding the levy on higher value sales will require proactive asset management to balance financial obligations with ongoing ability to cater for housing need. It is also likely to require a review of our day to day operating costs depending on the level of stock loss required. New secure tenancies and Pay to Stay may alter costs associated with tenancy management and maintenance, and may require staff and tenants to change how they regard tenancies. Further welfare changes and new government investment models may put pressure on rental income and change the profile of development activity.

It is likely that some of these announcements will also alter the behaviours and priorities of local housing associations. If the type and number of people they accommodate in social housing changes, then this may have knock-on consequences for the Council in considering how it can best

meet housing need and how it works with partners in this changing environment. We anticipate that this will increase the need for the Council to focus on supporting the most vulnerable.

## **2 Social housing sector trends**

It is becoming more difficult for all types of social landlord to build new homes for social rent. Even before announcements about future grant funding there was the beginning of a drift towards mid-market housing products. The spending review in November 2015 and funding prospectus published in April 2016 confirmed a very significant shift towards low cost home ownership (Starter Homes and shared ownership). Grant funding for new rented sub market housing from 2018 will be available exclusively for older and disabled people's accommodation.

Some local authorities started to build new homes after the 2012 financial reforms. A number did this by establishing council-owned companies to develop homes with a range of tenures to contribute to local housing need and generate income to support Council objectives. The new environment makes it much harder to develop new social housing directly in the HRA, although many continue to explore commercial development activity through a company to generate resources to support their core aims. Many housing associations also work in this way e.g. using market rent and open market sales, often structured through a subsidiary development company, to generate funds that support delivery of their core business. Pressure on them to do this has grown, as have the risks in doing it. Partnerships between councils, housing associations, and commercial developers are being formed to improve access to developable land and to reduce risk for all parties in the development and sale process.

Social landlords are developing asset management strategies which include three key elements: stock investment, active asset management, and supporting wider objectives such as new development or supporting wider community activities. Stock investment enables landlords to maintain homes to a standard that meets tenants' needs and regulatory requirements. Active asset management enables them to improve or replace properties that have poor social, economic or environmental performance, for example because they are hard to let or cost a lot to manage and maintain..

Social landlords are reviewing service and investment standards in the light of rent cuts. Landlords have been keen to protect surpluses in order to continue to fund new development, and many are exploring options for working at greater scale in partnership with others.

Social landlords are also considering who they will be able to house in future, given the restrictions on benefit entitlement, the consequent risks to lettings and income collection, and the expectation that potential owners will be catered for.

### **Supporting Council priorities**

The work of the housing service will help to implement the Council's Corporate Strategy for 2016-20. This strategy sets an overarching aim to work with communities to keep Taunton Deane a great place in which to live, work, learn and enjoy. It also sets out corporate priorities, values, and service delivery principles which are reflected in the housing Business Plan.

Housing activities will contribute to the four corporate priorities of:

- People
- Business and enterprise
- Our place
- An efficient and modern Council.

Specific housing commitments in the Corporate Strategy are that we will provide:

- A housing function that delivers value for money, customer focussed services to our tenants and others living on our estates
- An ability to trade and specifically to deliver housing outside of the Housing Revenue Account and maximise the return on our own assets and investments the Council seeks to make.

The Council's corporate principles for service design and structure have informed this Business Plan. In particular:

- We will solely focus on agreed priority outcomes and will be customer centric/focused
- Our customer access arrangements will maximise self-service
- All services should offer value for money and be business-like in their approach
- We will deliver a 'case management' approach to dealing with customers that sees one point of contact take responsibility for a customer's issues to the point of resolution.
- Embracing the principles of a Social Enterprise - acting commercially to deliver surplus to reinvest in the delivery of our priority outcomes and services
- We will recruit, retrain, redeploy, and reward our people to ensure we have the right skills, attitudes and behaviours needed to deliver our ambitions.

## **Housing Vision**

Taunton Deane BC has recently revised the operating model for its housing services in light of community needs and public policy agendas.

The Council recognises that it can usefully broaden its housing offer so that it more effectively caters for residents' housing needs and aspirations at different points in their lives.

In coming years the Council will move towards delivery of a new aim, which is to provide good quality stable accommodation that facilitates movement towards tenures beyond social housing . This means we will have properties, policies and working practices that are aligned to support residents' aspirations and therefore their 'housing journey'. This enhances, rather than replaces, the vision stated in 2012 which is to have a long term sustainable Business Plan that secures a better life and future for its tenants and properties. It also supports overall Council objectives to be recognised nationally as a place that is developing sustainably, securing a better life and future for its people, businesses and communities.

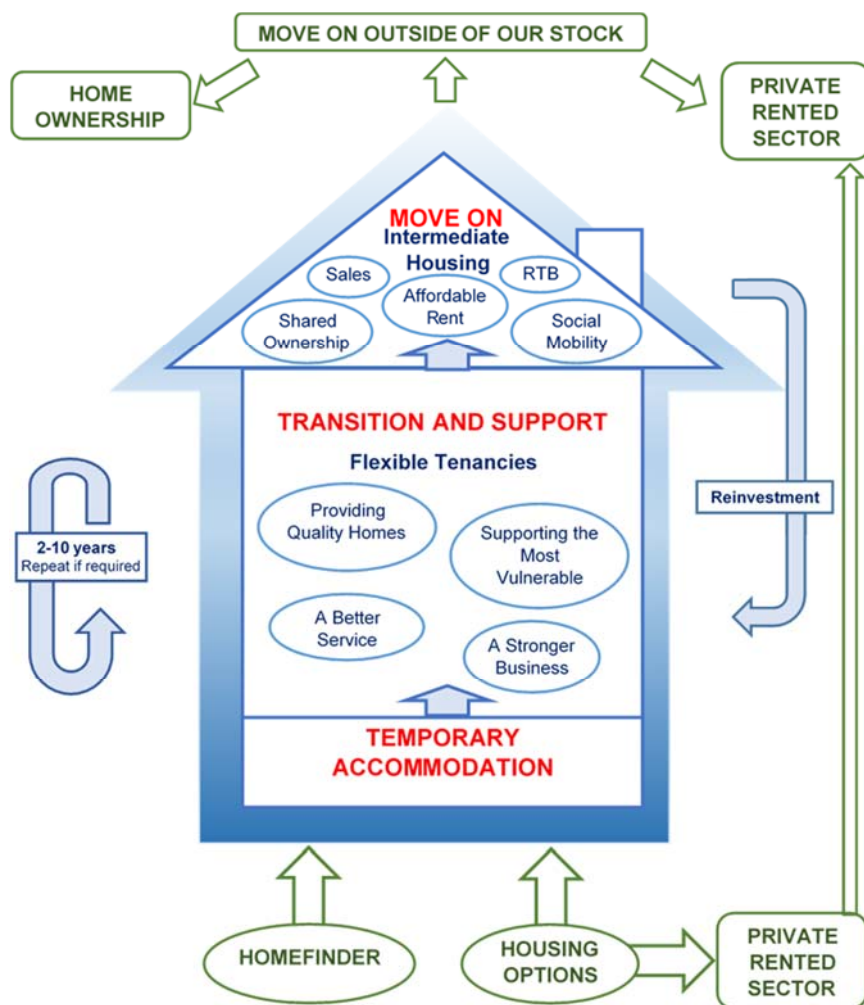


Figure 2: Proposed future housing model

Note: Flexible tenancies may provide some exemption for families with children

The diagram above represents the more dynamic service we intend to offer. Our service will be one that helps people to access accommodation that meets their needs at a particular point in their lives. People helped with housing after an initial approach to the Council are likely to move into social or private rented housing. Within social housing we will help people to develop stable lives and living skills, and then if appropriate we will look to help them move into ownership over time as and when this meets their needs and aspirations. We will provide a small supply of alternative housing products, and where these products provide additional revenue we will reinvest the financial proceeds in social housing that meets a range of needs.

### Our values

We aim to reflect the following corporate values in all that we do as a Council housing service:

- Integrity
- Fairness
- Respect
- Trust.

## Our strategic housing objectives

This Business Plan has updated the strategic objectives set out in our 2012 plan. They reflect the Council's current corporate priorities and enable us to improve on our current position in terms of our focus and performance. The objectives are reflected in the asset management strategy, development strategy and other housing policies.

- ***Providing Quality Homes***

This means we are committed to investing in our existing homes to deliver good quality of life for residents and value for the money spent, and to developing new homes that meet local needs.

- ***Supporting the Most Vulnerable***

This means we are committed to letting homes to people who have the fewest housing options, and will provide additional support that helps people who are older, disabled, or socially excluded to live comfortably in their Council-owned home.

- ***Better Service***

This means we are customer and community focused and are committed to improving our services in line with what our residents have said matters to them. Our approach will support people to move through our social housing to cater for their changing needs and aspirations over time.

- ***A Stronger Business***

This means we will prioritise efficiency to support delivery of our social priorities and objectives. It sets out how we will improve our business practices, drive out value for money and pursue new commercial activities.

## Local context

The profile and behaviours of the local population and economy create patterns of housing need and aspiration within which the Council's housing service operates. Consideration of current Council housing stock and tenants, lettings patterns and wider housing market trends indicates where it would be beneficial for the housing service to respond proactively, for example in terms of approaches to new supply, allocations and provision of housing-related support. Responses to these pressures would sit alongside a housing service contribution to existing Council priorities around supporting social wellbeing of residents, enabling growth, and driving further efficiency through our Joint Management and Shared Services project (JMASS).

### 1 Description of housing stock

Taunton Deane Borough Council's housing stock comprises 5,780 rented homes, with a further 384 leasehold properties. The Council also manages two private leasehold schemes for the elderly. The housing service owns and manages 1,436 garages and other non-housing assets. The assets are managed by a joint asset management team, which is also responsible for managing the non-housing property assets of Taunton Deane and West Somerset Councils.

The housing stock is a broadly equal mix of 1, 2, and 3 bed homes. 17% is designated sheltered and 22% is of non-traditional construction. Some pressures relating to current income/lettings and future need arise from this picture.

The Council could see the number of homes in ownership steadily reducing because of the Right to Buy and Higher Value Sales policy. A clear ambition and strategy for development to replace homes sold is the only way to offset this if the council wants to maintain its housing provision.

## **2 Customer profile**

23% of current tenants are over 65, with a further 11% aged 55-64. Between one quarter and one third of lettings have been to people over 65 in the last five years. 46% of tenancies have been running for less than 5 years. There is a high incidence of self-reported disabilities, which is usual in social housing. 40% of people in temporary accommodation move into Taunton Deane's homes, and we know that people who have recently experienced unstable housing are often at higher risk of losing their tenancy.

This profile gives an indication of where cost pressures could fall on the HRA and what services may be needed. It will be important to align HRA funds and activities appropriately.

In addition to these trends, we are aware that recently many of our lettings in sheltered accommodation are to households in low housing need, but the majority of our lettings to younger households are to people in high need. This has flagged a possible equalities issue that we wish to investigate further.

## **3 Future demand for housing**

Taunton Deane's Strategic Housing Market Assessment (SHMA) will be updated later in 2016. The new SHMA will give a more detailed picture of future demand for social housing. Headline figures show an ageing population, home ownership affordability at 7.3 x income, and lower quartile market rents at above Local Housing Allowance rates. Local incomes are above the regional average, and demand for homes is expected to increase as Hinkley Point C comes on stream. Suitability and perhaps desirability will be relevant for housing provision in the area alongside affordability.

In terms of Taunton's social housing, recent analysis of patterns in lettings has identified a number of challenges that will need to be addressed with partners in the Homefinder allocations scheme and through our lettings policy.

- Firstly, it appears that the ability of people who are most vulnerable and/or in highest housing need to access social housing may be inadvertently limited by policies that recently came into operation. The number of single people on the register, particularly those aged under 35, has fallen dramatically since the introduction of a requirement to renew applications annually. People in this group are believed to have the most chaotic and transient lives, and are therefore less likely to be able to comply with this administrative requirement despite being in housing need. Taunton disproportionately offers its single persons housing to older people in lower need bands, which would support this theory of inadvertent access restrictions.

- Secondly it shows that the council also risks being exposed to restrictions in benefit for people under 35 with a large proportion of rents for one bedroom properties falling below the shared room rate for LHA.
- Thirdly, it highlights a possible mismatch between demand and supply of properties for older people, which could lead to difficulties letting in future despite the higher than average number of older people in the area.

Further headlines from our analysis are covered in Appendix 4. Our approach to address these issues will be outlined in subsequent documents including the Landlord Customer Strategy, Local Lettings Plans and other related plans that will be produced following this Business Plan.

Lettings data creates useful information on where people prefer to live, and this can be used to inform the Council's strategic development and asset management responses to projected future demand for homes. Whilst this is useful for general needs accommodation there is a weakness in data on supported housing need and provision, which would need to be addressed to inform future planning for more vulnerable groups.

We anticipate that demand for our services may change as a result of other local social landlords changing their own lettings practices in response to the welfare and housing policy context set out above. Our own strategies will need to be tailored to the local context as it becomes clearer.

### **Current service delivery**

Changes to local authority housing finance in 2012 gave Taunton much more control over financial decisions and therefore over our longer term investment and service plans. We have taken opportunities offered by this new system, and have also responded to further public policy changes that came since publication of the 2012 Business Plan. We have pursued our stated objective of providing excellent customer driven services that are locally focussed, delivered by a dynamic organisation. Changes to our approach to service delivery which reflect our pursuit of excellence include:

- Protecting the housing-related support and community activities in our sheltered housing schemes by changing the funding model whilst guaranteeing no additional costs for current tenants
- Reducing crime and anti-social behaviour in some of our most deprived areas by working closely with police, health and social services as part of the One Team model
- Developing an improvement plan for repairs and maintenance services in response to recommendations by our Tenant Services Management Board and findings from our customer satisfaction work
- Introducing a welfare reform support service to help tenants manage their finances as housing benefit reforms and universal credit are implemented

More details about our current service delivery and staffing are set out in section 4, Service Delivery.



## Section 3 Our Customers

The previous section outlined our local context and tenant profile and our strategic objectives for the Housing Service. By its nature, social housing caters for the more vulnerable demographic in society, providing a means to support those in most need. The 'Homefinder Somerset' Choice Based Lettings system continues to prioritise vulnerable people as our future tenants through its Gold, Silver and Bronze banding. Furthermore we have committed as a priority to "Supporting the most vulnerable" in our Business Plan.

### Vulnerable tenants

The vulnerability of our tenants covers a wide spectrum. At one end, we have a large proportion of tenants who are functioning well within the community, often with strong family relations, in work or retired and putting very little demand on the housing and other services. Their vulnerability may be through age, low income, previously homeless through loss of private tenancy or home ownership, overcrowding, minor disabilities and a whole host of other reasons. Many of these households will have low, if any vulnerability.

However we also have a significant cohort of tenants that have significant vulnerabilities and who struggle both with their tenancy but also with life in general. These tenants may present with a number of multiple and complex needs, including the following issues: drug and alcohol addiction; poor mental health; physical disability; learning disability; poor educational attainment (including lack of literacy and numeracy); worklessness (sometimes inter-generational); debt; poor health; crime and anti-social behaviour; family breakdown; domestic abuse and social isolation.

Although there is a mix of tenants across Taunton Deane Housing, we also know that there are areas where vulnerability and thus demand on our services is particularly high. This is evidenced both through local knowledge and the Indices of Multiple Deprivation.

In these areas we have invested in 'One Teams' – multi-agency working groups based within the communities and providing a holistic, joined up approach with partner agencies to resolving tenant and family issues. We currently have three One Teams, based in East Taunton, North Taunton and Wellington. Although officers working in these One Teams are based in these areas of demand, their responsibilities still cover all of our housing stock and tenants and continue to service and support tenants wherever they live. Further information on One Teams is covered in Section 4.

Although we have made a firm commitment to supporting the most vulnerable, and will ensure we take measures to do so, it is important that as a landlord we continue to have a healthy mixed tenant profile with tenants from all age groups and with both high and lower vulnerability and needs. This is necessary to ensure that we have dynamic sustainable mixed communities and that demand on the housing service remains manageable. That said, we recognise that in particular we will need to consider how we support single people under 35 and will review our Lettings Policy to consider whether we should target some properties for more vulnerable people (such as from Move On Accommodation for younger disabled people), in light of the high proportion of single person housing currently offered to older people in lower need bands. Both of these are picked up under 'Supporting the most vulnerable' in the Action Plan.

## Providing Support to Tenants

In recognising the needs of our more vulnerable tenants, we have taken steps in the Business Plan to ensure we are able to provide support. This includes ongoing funding for the following:

- 1 Employment Support** – We will continue to provide an employment support service to help tenants get off benefits and back into work and training. The current provider for this is ‘Inspire to Achieve’ who are linking closely with the DWP and education providers. We also have a commitment within the service for new apprentice posts which we hope to be able to recruit from our own housing estates.
- 2 Mental Health Support** – The Business Plan includes funding for a provider to give low level mental health support to tenants. We are currently working with MIND whose support is helping tenants deal with issues such as social isolation, depression and anxiety and helping them better manage their tenancies.
- 3 Debt Support** – Welfare Reform continues to put pressure on households and we are committed to supporting tenants in managing their budgets and tackling debts. We have funding in the Business Plan to provide money management advice and support, which will be increasingly important as Universal Credit is expanded across households. CAB are currently contracted to provide this support. In the shorter term we have also committed funding for our own Welfare Reform Officer, Money Matters Advisor and additional Estates Officers to support tenants until at least 2018 in dealing with the changes to Universal Credit and other One Team demands.
- 4 Community Development** – We have topped up funding for Community Development to allow us to better support critical projects that add value to the community and estates.
- 5 One Teams and Domestic Abuse** – We have committed funding with the Police and Fire Service until March 2018 for the three One Teams and, although contributions to external agencies is not funded beyond this in the Business Plan, we are optimistic that we can find a means of ensuring the continuity of this beyond 2018. Similarly we have committed money toward a post to co-ordinate ‘Chill and Chat’ as a ‘proof of concept pilot’ to help support victims or those who are vulnerable to domestic abuse.

## Customer Service

Providing good customer service is very important to us. We undertake a detailed ‘Star’ tenant satisfaction survey every two years and the 2015 one identified a number of areas where we had seen a deterioration in satisfaction and we need to focus on improvement. Broadly these areas were:

- Repairs and Maintenance (delays in starting work and getting right first time)
- Grounds Maintenance (particularly grass cutting)
- Customer Service (particularly getting hold of the right person and helpfulness of staff)
- Tenants feeling listened to and involved.

As a result of this we have recently embarked on an 'Improving Tenant and Leaseholder Satisfaction' project which will shortly report back on recommendations. This project will lead to a number of specific workstreams that will look to improve our approach to customer service. Some workstreams are already in train, such as a review of repairs and maintenance processes. We recognise that utilising improved systems and technology, such as providing a case management system and mobile working, is likely to provide part of the solution. Section 3 of the Action Plan includes a commitment to address this to improve responsiveness to customers.

We will continue to support our Tenants Services Management Board and existing forums to ensure that tenants are empowered to input and shape our Housing Service. We have consulted and are working closely with these groups on the Business Plan and associated Action Plans.

## Section 4 Service Delivery

### 1 Business Plan priorities 2012

The priority objectives in the 2012-42 HRA Business Plan were:

- Securing a long term future for our housing service.
- Tackling deprivation and sustainable community development
- Investing in our housing stock, regeneration and affordable housing
- Climate change.

Delivery of the Business Plan priorities has been reviewed and good progress is evident on some key projects. Highlights from delivery of the 2012 priorities include:

- Continued operation of the Tenant Services Management Board, which strengthens accountability to tenants and empowers them to inform how the housing service is delivered
- Creation of the One Team approach which aligns delivery of the housing service with other local services and objectives in some of the borough's most deprived areas. Reductions in crime and improved access to health services have been flagged as early successes in the One Team areas and formal evidence of impact has now been commissioned
- Commencement of a Council development and acquisition programme, that has provided 47 new homes to date, with a further 74 in two committed schemes currently on site.

The Housing Service has re-aligned its structure to be able to better commit to the One Team model of collaboration with partners in areas of high demand, primarily in Halcon, North Taunton and parts of Wellington. This model of working has not been fully evaluated yet but is undergoing this through the work of Bath Spa University. However there is mounting evidence that this approach is benefiting tenants; Halcon in particular has seen a considerable reduction in crime, anti-social behaviour, domestic abuse and evictions whilst also seeing stronger engagement from the community in attendance at the Children's Centre and organised activities and volunteering.

The One Team model has been cited as best practice by a number of local organisations including Somerset County Council's 'Early Help Board' and the Safer Somerset Partnership, and is being replicated across the region. Our Housing Service recently won the Silver Award in the National IESE Improvement and Efficiency Awards 2016, in the category "Transforming Access to Services", for the way services had been restructured to support the One Team model. The Housing Service is committed to further developing this model of working including widening the scope of the model to work with new partners such as Health organisations to further improve benefits to tenants.

### 2 Housing services performance

There are solid areas of good performance over the last three years – income collection, Anti-Social Behaviour resolution and the response to Welfare Reform in particular. Unfortunately 2015-16 saw performance slipping in rent arrears and non-urgent repairs. There are also some areas where performance is persistently below internal targets and may benefit from an improvement focus, for example emergency repairs and void re-let times. Whilst overall performance of re-let times has improved substantially since 2012, the performance does still fluctuate and has often been below

target. However it should be noted that this is a stretch target (top quartile performance) where the Council is consistently upper quartile or median when compared to its peers.

We have recently reviewed our suite of performance indicators with managers and the Tenants Services Management Board and agreed a more focussed and targeted set of measures that focus on the relevant areas of business and service delivery. This has reduced the number of measures we report on but ensured that they are relevant to the business. We will use this set of indicators to drive our performance and be accountable to our tenants, Tenants Services Management Board and councillors.

The Business Plan review created an opportunity to review performance drivers within the service and consider whether the impetus and delivery of performance management could improve the focus on customer focussed services. We have set out actions to achieve this in section 7 and will report on these outcomes in addition to the revised performance indicators.

### **3 Customer satisfaction**

Tenant satisfaction has fallen from 2011-15 and, while this is a trend that is evident nationally, this is a source of disappointment for the Council. Areas of dissatisfaction relate largely to repairs and communications, which echoes the performance data. Leaseholders' overall satisfaction has increased, however, following a Business Plan priority to address this issue. A project to address satisfaction is underway, as covered in the previous section.

### **4 Tenant involvement**

The Tenant Services Management Board (TSMB) continues as a forum for regular scrutiny of performance and consultation on proposals. The TSMB plays a valuable role by undertaking detailed scrutiny of performance, not least because this adds an alternative perspective to officers' own performance monitoring and review. Increasingly the TSMB considers complex and challenging issues, so in future a greater involvement in problem solving could help to make a more positive experience for members of the board and promote deeper engagement with how the service operates.

### **5 Moving forward**

There have been some big external changes since the Business Plan was prepared. Financial pressures have affected expenditure choices. While under the 2012 plan the level of 2042 projected reserves provided a buffer to manage emerging resource demands, the external changes meant this approach was no longer possible. Maintaining a sustainable reserves balance under the 2016 plan required the Council to make choices about the amount and balance of expenditure on revenue services, investment in existing or new homes, and repayment of debt.

## Section 5 Assets

### Introduction

Our housing stock is a valuable asset. As a major provider of social housing we make a significant contribution to meeting the need for affordable housing in the borough. Tenant feedback indicates a high level of satisfaction with the quality of homes although recent surveys have seen a slight decline in satisfaction rates. Reduced satisfaction with the repairs service is a key factor in satisfaction decline.

Demand for homes is generally high across the stock with only 0.7% of income lost each year from empty properties. There is some evidence of a slight weakening of demand in some sheltered schemes, evidenced by higher void rates which will be subject to further investigation through the supported housing review. We have recently carried out a stock condition survey which has found that the 5,769 properties require a £202.3m capital expenditure programme across the next 30 years (excluding revenue). The stock condition survey results provide costs to maintain the stock in a good lettable condition, with additional allowance for environmental improvements, as well as structural repair work that is expected to be required by properties of non traditional construction.

### Stock profile

The Council's housing stock consists of 5,780 dwellings together with 1,436 garages, and a number of shops, meeting halls, land and sewerage treatment works.

The age profile of the stock is as follows:

Property Type	Age Band						Grand Total
	1919 - 1944	1945 - 1964	1965 - 1979	1980 - 1999	Post 2000	Pre 1919	
Bedsit	45	38					83
Bungalow		193	486	168	2		849
Flat	70	663	939	219	14	3	1,908
House	1,131	1,192	382	152	13	30	2,900
Maisonette		40					40
<b>Grand Total</b>	<b>1,246</b>	<b>2,126</b>	<b>1,808</b>	<b>541</b>	<b>29</b>	<b>33</b>	<b>5,780</b>

*Table 1: Property type and age band profile of total stock*

Just over 34% of the stock is flats, including a small number of bedsits. Just over 22% of the stock was built before 1945, and approximately 91% of this older stock is houses, mostly semi-detached.

By post code district, over 71% of the stock is in TA1 and TA2.

### Homes of non traditional construction types

Just over 22% of the stock (1,299 homes) is of non traditional construction. This includes homes that are built with prefabricated reinforced concrete (PRC) panels or other methods such as steel frames. In 2004 a specialist stock survey was carried out on the non traditional stock by Curtins, with updates in 2013 and 2014.

Most non traditional construction types have been brought up to licensed repair standards and require no significant additional costs in future when compared with properties of traditional construction. The exception is the properties of Woolaway construction. These will require significant additional costs in the medium term to address structural issues. There can be no certainty about the timing of when this work will be required as some will be in worse condition than others. For business planning purposes we have made provision for an additional £60,000 per property over the next 10 – 25 years for each of the 237 tenanted properties. The action plan also includes detailed options appraisals of the Woolaway sites in order to identify the potential for regeneration and redevelopment as an alternative to refurbishment in some cases. These appraisals will be carried out in consultation with tenants and freehold and leaseholder owners.

### **Supported housing**

The Council has 980 dwellings designated as sheltered housing or extra care housing for the elderly, representing 17% of the total stock. The properties are grouped within 32 schemes / local areas, consisting of between 10 and 81 homes. These include two extra care schemes at Kilkenny Court in Taunton and Lodge Close in Wellington. A large majority of this stock (75%) was built between 1960 and 1980 and is beginning to appear outdated when compared with more modern provision from other providers.

A more detailed review of supported housing is underway. As part of this review it will be important to understand the standard of service and accommodation that sheltered and extra care residents require and the policy context in which we are able to respond. This needs to consider a broad range of housing aspirations, beyond traditional supported housing models. The aim will be to develop a standard of supported housing that encourages people to actively make the choice to move, and to establish targets for the level of provision needed to match estimated future demand. The existing accommodation will be assessed against this standard and opportunities for changes, and improvements will be identified in order to improve outcomes for existing residents and provide a portfolio that matches anticipated future demand.

### **Temporary accommodation**

The stock includes 23 units of temporary accommodation, including two groups of mobile demountable units at Sneddon Grove and Winckworth Way in Taunton. The Winckworth Way properties will be decommissioned by the end of the December 2016 as part of the plans for the sale of the Priory Way depot site, and the need for the Sneddon Grove units will be kept under review. Other temporary accommodation is in traditionally built units in a range of property sizes. The long term future of these properties is explored alongside the main housing stock, details of which are set out below.

### **Leasehold**

Around 30% of flats have been sold through the Right to Buy and as a result the Council manages 384 leasehold properties. There are three blocks where all flats have been sold, and 19 blocks where over half of the flats are leasehold. In 2012 the Business Plan included actions to develop an effective and efficient leasehold management service that would improve services and leaseholder satisfaction. Actions delivered since 2012 include improving billing systems so that leaseholders receive accurate and timely bills to improve transparency, accountability and collection rates.

## Asset performance evaluation

As part of the development of the asset management strategy, we have evaluated the financial performance of all our stock, based on 30 year income and expenditure associated with the assets, alongside other non-financial measures of broader neighbourhood sustainability. These have been measured against the key landlord objectives of excellent services, supporting the most vulnerable and investment in homes, reflecting the objectives in this Business Plan.

The performance evaluation is intended to inform an investment strategy based on an active asset management approach where we make investment decisions based on the performance of the stock in a way that strengthens our Business Plan and contributes to meeting the Council's policy objectives. We have set out our approach to this in our asset management strategy and summarised the key findings below.

The asset management model produces the following key results:

- The 30-year net present value (NPV) of the income and expenditure associated with a tenanted housing stock of 5,769 units stands at £94.87m, equivalent to an average of £16,445 per unit. This reflects a range of NPV levels across the stock and between the different parts of the borough
- There are 237 units (4%) in asset groups with an average NPV per unit which is negative. These are exclusively the Council's properties of Woolaway construction, reflecting the anticipated need for major works to these properties in the medium term
- A larger proportion (35%; 1,992 properties) is in asset groups that have marginal cashflows with an average NPV of below £15,000
- The majority of the stock (61%; 3,540 properties) is in asset groups that have NPVs which are above £15,000 per unit representing relatively strong financial performance over the long term.

The range of performance across our rented housing stock presents challenges for our asset management strategy. The most significant challenge is that the operating cashflows of the Woolaway properties are insufficient to provide funding for the long term refurbishment of all properties. Over thirty years this would result in a loss of £2.2m.

Other properties that are currently showing weak cashflows include temporary accommodation, driven by low rents charged for these properties and properties where value is forecast to decline in the short term. A review of temporary housing rents is included in our action plan as well as a review of asset management resources to ensure options appraisals are carried out in a timely manner so that we can explore options to reverse decline. Our aim over the long term is to improve the value of cashflows through a programme of active asset management, exploring alternative options to improve outcomes for the Council and for residents.

Sustainability modelling has identified the socio economic context of each asset group against our own policy objectives. The analysis has used a range of external and internal data covering measures around deprivation, satisfaction, demand, anti social behaviour and fuel poverty. The indicators and measures used are detailed in the asset management strategy.



The combination of the sustainability analysis and financial assessment is useful as a comprehensive assessment of overall performance. Priority in terms of action will differ depending on whether financially poorly performing stock is located within a relatively sustainable or unsustainable location.

Examples of the range of scores and performance at asset group level and the performance drivers in each case are provided in a detailed sustainability index. In general low sustainability scores are driven by low levels of resident satisfaction and high levels of deprivation, tenancy turnover and fuel poverty. These factors are key drivers for the asset management principles applied in our asset management strategy.

Consideration will be given to the nature of intervention that could improve performance in other areas. Intervention would generally vary depending on the relative position. For example:

- A high NPV but low social sustainability score may indicate a need for community investment, alongside asset investment to improve the Council's ability to deliver its housing objectives
- A low NPV but high social sustainability score may indicate a need for regeneration or redevelopment to improve the physical quality of the buildings in an area of high sustainability.

The modelling also compares the value of existing cash flows with information on open market values. This means that the model can be used to identify opportunities to improve asset performance through disposals, using the resources to support redevelopment of higher quality homes.

The results from this asset performance evaluation have been used in the development of our asset management strategy, including:

- Establishing a 5 year investment strategy for the stock, based on a transparent investment standard which prioritises investment decisions based on the performance of the assets and Business Plan affordability
- The production of a 30 year investment profile that manages critical points in the Business Plan cashflow
- Identification of candidate asset groups for more detailed options appraisal
- The establishment of links between the performance of the assets, regeneration and redevelopment potential in order to identify resources and opportunities to support future new homes.

### **Stock investment needs**

The total expenditure to improve and maintain the stock and related assets over 30 years is based on our recent stock condition survey which forecast a total of £202.3m. This equates to £35,069 per dwelling over 30 years. These costs relate to 5,769 properties, are at a base date of May 2016 and comprise items of capital maintenance expenditure only. They include contract preliminaries, but exclude professional fees, leaseholders, management costs and VAT.

The following table sets out the capital requirements in five year bands from 2016/17.

	Yrs 1 -5	Yrs 6-10	Yrs 11-15	Yrs 16-20	Yrs 21-25	Yrs 26-30
Future Major Works	£28,698,209	£19,990,779	£26,995,319	£27,293,634	£17,773,325	£27,408,096
Improvements	£1,762,400	£1,850,000	£1,850,000	£1,850,000	£1,850,000	£1,850,000
Related Assets	£920,000	£920,000	£920,000	£920,000	£920,000	£920,000
Contingent Repairs	£745,405	£454,288	£553,810	£578,599	£398,460	£557,992
Exceptional Extensive	£2,150,000	£1,530,000	£5,650,000	£5,650,000	£5,650,000	£650,000
Disabled Adaptations	£2,175,000	£2,175,000	£2,175,000	£2,175,000	£2,175,000	£2,175,000
<b>TOTAL</b>	<b>£36,451,014</b>	<b>£26,920,067</b>	<b>£38,144,129</b>	<b>£38,467,233</b>	<b>£28,766,785</b>	<b>£33,561,088</b>

*Table 2: Capital investment profile based on stock condition survey*

## Compliance

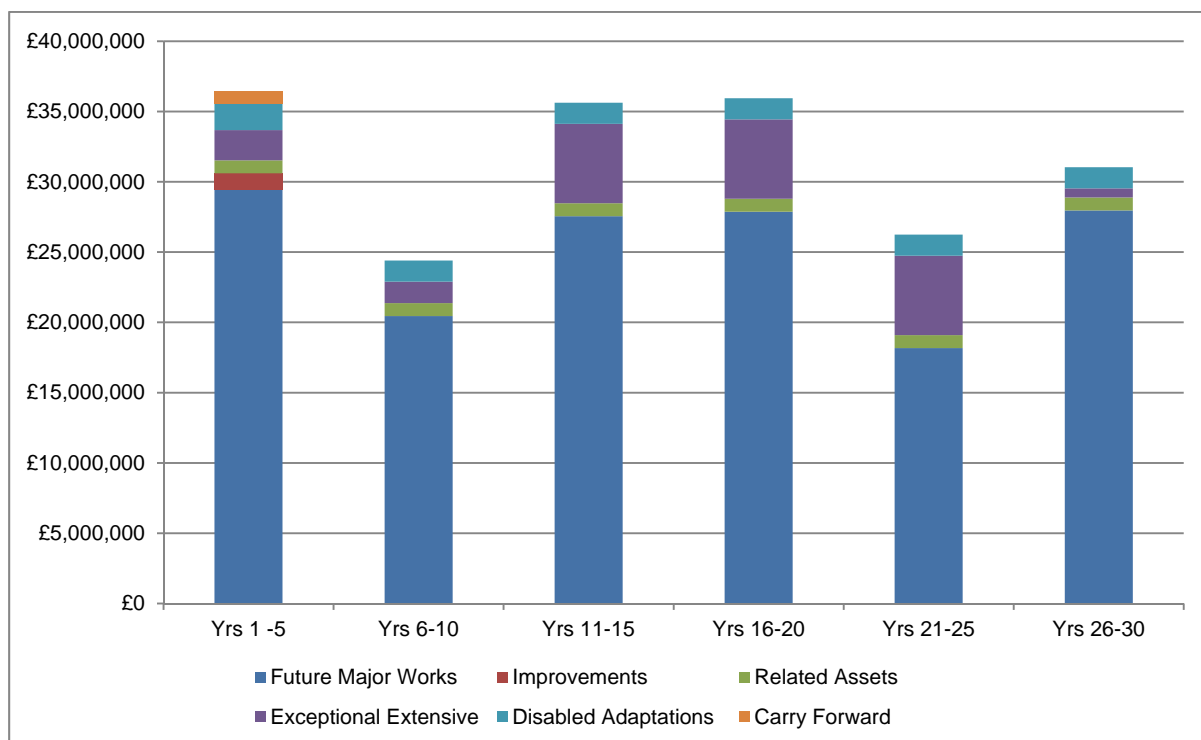
Our Business Plan includes a total of £5.4m for compliance related works to manage asbestos and legionella. This includes £2.15m in the first five years, then a regular allowance for the remaining period of plan for ongoing works. Testing and remedial work for other compliance related aspects (e.g. fire risk and legionella) is included in our revenue maintenance allowances and will be reviewed following regular inspections.

Our action plan includes proposals to review the policy and procedures for all aspects of health and safety compliance, ensuring strong governance of our compliance programme supported by full and robust data.

## Investment strategy

The new stock condition survey information has been used to establish the capital programme needed to keep the stock in a good lettable condition long term. We have made some adjustments between the survey and the Business Plan. Firstly, the Business Plan includes some carry forward from previous years, resulting in an additional £872K in year one. Secondly the budget for Disabled Funding Grant (DFG) is reduced over the first five years, to bring it into line with the levels of current spend of £300K per year. The reduction over 5 years will allow us to implement efficiencies into the process in order to derive this saving. Finally the survey results included an allowance of £6m over thirty years for improvements in sustainable energy. This has been removed to reflect the fact that we anticipate our energy efficiency plans can be catered for within our future major repairs spend (e.g. replacement of boilers with more efficient ones). For the same reason we have reduced spend on environmental improvements to £50,000 per annum to reflect current spend.

In total the thirty year expenditure provision has reduced from £202m to £190m. The profile of expenditure is illustrated below. This reflects a need for an annual programme of around £7.3m over the next 5 years representing a slight increase on the programme compared with recent years.



**Figure 3: Capital investment profile in Business Plan**

This level of investment is affordable in the short term. Longer term, solutions for the Woolway properties will need to be explored in order to balance expenditure requirements across the stock in years 10 – 20.

In addition to the investment in the existing stock the Business Plan also includes provision for the development of new build housing and repayment of debt. The resource requirements for this are set out in the next section. Our development strategy sets out the pipeline for future development and a series of development appraisals are taking place in order to explore viability before final decisions are made.

**Energy efficiency**

We plan to continue our commitment to energy efficiency, reducing carbon emissions from our housing stock and tackling fuel poverty.

Our asset management strategy sets out the actions we will take to target fuel poverty through our future major repairs programme.

## Section 6 Resources

This section describes the baseline financial position for the Housing Revenue Account and the way in which financial capacity can be managed.

Taunton has operated self-financing for its housing service since 2012. This was a major change from the previous redistributive national housing subsidy system. The move to self-financing saw Taunton begin to manage its own capital and revenue costs, take on £85m additional debt (bringing total housing debt to £99m) and gain borrowing headroom of £16m. Priorities set by the Council were to repay debt by 2030, build and then maintain reserves, borrow to invest in new stock and use revenue to fund investment in existing stock.

Since the 2012 Business Plan was established there has been some downward pressure on reserves which was predominantly due to a change in national rent policy. The response to this has formed part of this Business Plan review to consider the impact on financial priorities. The national policy context is about to change significantly and these changes will place further pressure on revenue and capital aspects of the Business Plan as well as on overall stock numbers. Pressure on the General Fund means that it is more important than ever to ensure that ringfenced HRA resources are used efficiently and effectively, with appropriate focus on the landlord's role in contributing to wider community sustainability outcomes.

This updated Business Plan reflects a refresh of strategies relating to debt, reserves, investment and revenue expenditure in light of these changes with a view to ensuring they are aligned to best support achievement of overall priorities and long-term sustainability.

### Baseline financial position for Taunton Deane

The Business Plan has been completely refreshed in order to reflect:

- Reductions in social housing rents for four years from 2016-17, with increases limited to CPI inflation from that point
- Reductions in revenue expenditure on repairs, to balance reduced income and to reflect the provision within the capital programme
- Updated stock condition information – with reductions to non specific allowances on sustainable energy and environmental improvements, and reductions in budgets for disabled aids and adaptations to match current spend levels
- Updated projections of future stock loss from Right to Buy
- A proposed programme of new build development and/or property acquisitions
- Proposals for long term debt repayment.

An increase in management costs has been assumed in the short term in order to allow for continued One Team working, as well as support for welfare reform and other services for vulnerable tenants. This reflects the continuation of current provision to support our most vulnerable residents into our mainstream service provision, as set out in section 3.

Day to day repair costs have been reduced to reflect a realistic expenditure level that will be required to maintain current services, alongside the full provision of capital expenditure identified in

the survey. Cost reductions from the current budget of £6.2m to £5.1m will be phased in over five years.

Provision for the full capital programme of £190m has been included at this stage, as set out in section 5.

Right to Buy sales are assumed to increase to 60 a year for the next three years, reflecting current rates of demand, reducing to a long term rate of 30 a year.

A provision for new build has been included reflecting the current committed schemes at Creechbarrow Road and Weavers Arms (86 new properties in total). Future opportunities will be from two sources: smaller opportunity led schemes on both on TDBC land and wider market opportunities such as rural exception sites; and more strategic asset management projects including addressing the investment needs of non-traditional stock. The ongoing profile will be refined as options appraisals are carried out and viability is tested on a site by site basis. At this stage we have provided an average of 15 units per year for the purposes of financial modelling. Our borrowing headroom provides an opportunity to manage peaks and troughs of resource requirements for new development to a degree.

Debt is assumed to reduce as loans fall due for repayment, where reserves allow it. This reduces debt to less than £50m by the end of the 30 year period.

This produces a balanced baseline position as illustrated below.

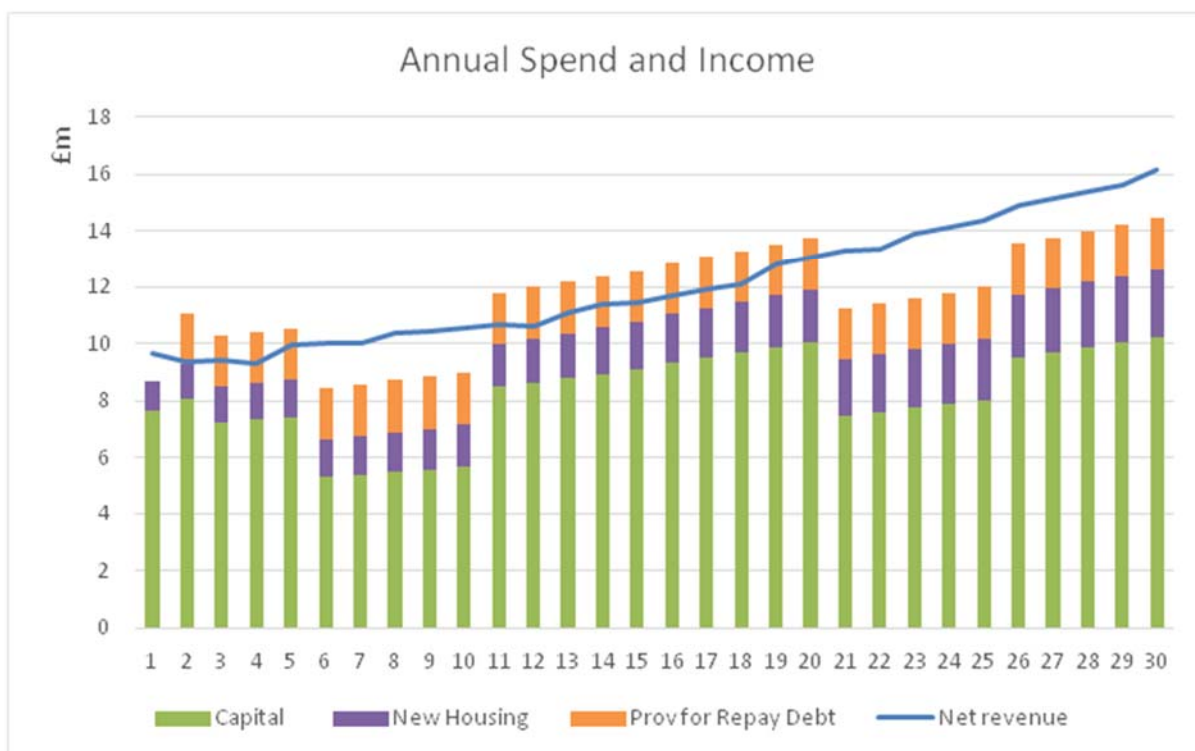
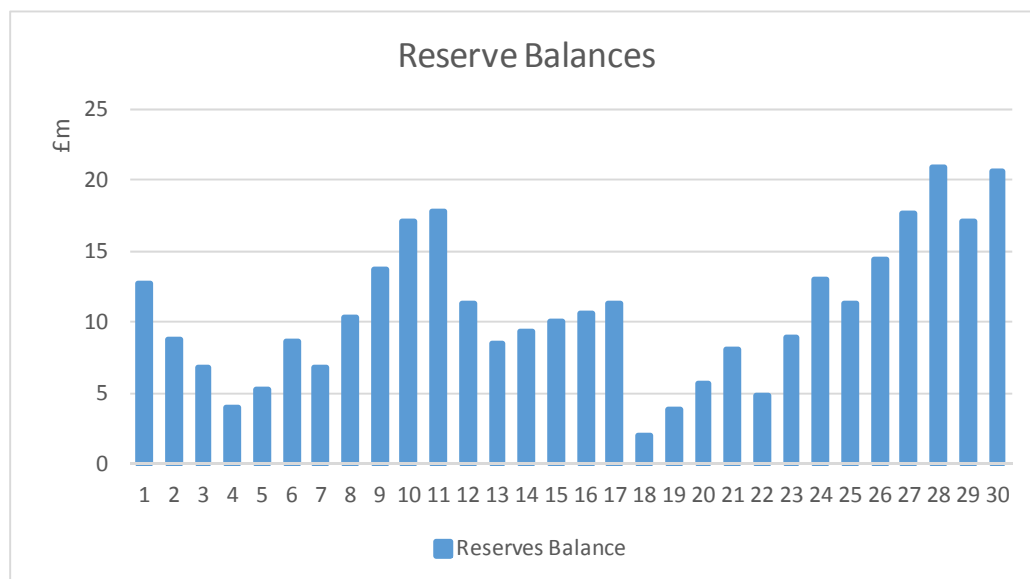


Figure 4 HRA baseline position - cashflow

It is good practice to establish long term financial plans for property management, where short and medium term deficits can be managed within existing reserves balances. However our level of

reserves needs to be maintained to ensure we can manage unexpected financial risk. Our general reserves need to be maintained above £1.8m at all times, and if this is not possible expenditure will be re-profiled to balance. Overall the plan provides very little scope for further deterioration of cashflow, for example as a result of further external changes.



**Figure 5 HRA baseline position- reserves**

The medium term deficits, requiring use of reserves, are driven by the capital expenditure requirements associated with the Woolway homes. Options appraisals of these properties will be carried out to explore options for managing this pinch point with partial regeneration considered to improve the quality of homes and to increase housing supply.

### Sensitivities and stress testing

Future financial performance of the HRA is subject to a number of risks and uncertainties, including:

- Government policy and control – as shown by the recent rent cuts, restrictions on benefit eligibility and policy for higher value council housing sales
- Higher Value Sales – the policy remains uncertain pending publication of secondary legislation, and though some compensation is likely it is hard to predict the level and impact. Similarly there are uncertainties around uptake of the Right to Buy. Both of these initiatives contain risks for the HRA through loss of rented homes, but also opportunities through use of resources released
- Inflation – a general level of inflation of 2.0% pa has been assumed in line with forecasts of long term CPI by the Office for Budget Responsibility. This has been applied to costs and rents (except for short term rents where the Council is required to reduce them by 1% per year for the next four years). This presents challenges to the Council to contain costs within these parameters
- Interest rates – due to its short term borrowing arrangements, the Council is exposed to interest rate risk at the point of refinancing.

We have tested the financial plan against future changes including sensitivities below:

- Costs increase at 0.5% above CPI.
- Rents increase at CPI + 1% after rent reduction period
- Increased bad debt - from 0.5% to 1% long term.
- New build programme increases to match stock loss
- Increased stock loss from high value void sales, with a step change in costs at year 10.

Key findings from the stress testing are set out below.

### Cost control

Currently costs are assumed to be contained within long term CPI rates of 2%. This is a challenging target but is in line with the approach taken by many other landlords in the current economic climate. If costs cannot be controlled within this target, and increase at a rate of 0.5% above CPI, this would result in reduced revenue income which was insufficient to meet the proposed expenditure and could not be met by reserves. To rebalance the position over 30 years, reduction in expenditure of £42m would be needed, either on the existing stock, new build or debt repayment.

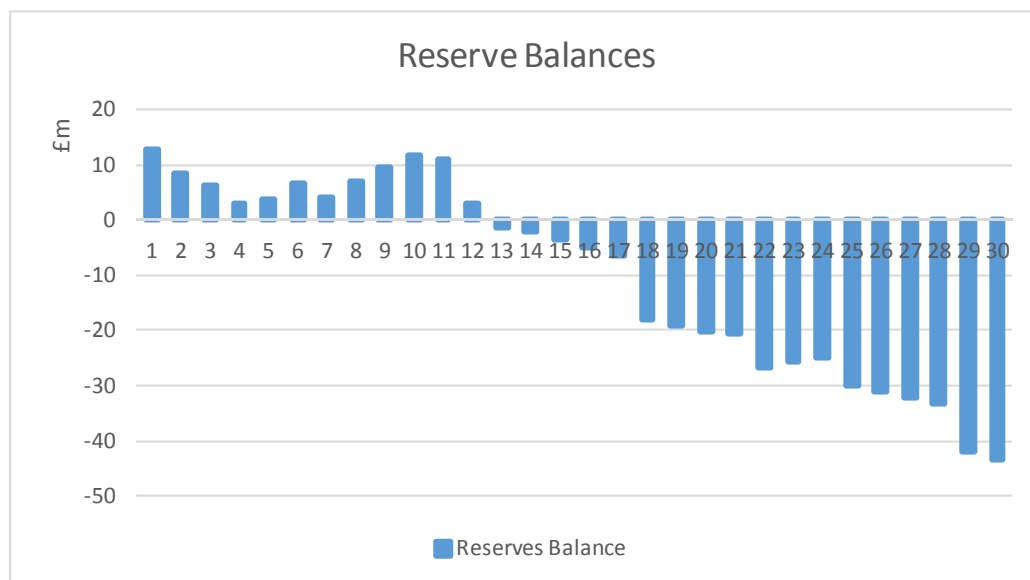


Figure 6 Impact of cost increases at CPI + 0.5%

### Rental income

The baseline position assumes that rent increases will be limited to CPI only after the four years of rent reductions. This is a reasonable assumption, particularly in the context of restrictions proposed to Housing Benefit levels. If the external economic environment changed and rent increases could return to rates of CPI + 0.5% for a 5 year period, this would improve the financial position as set out below.

This could generate an additional £3m in surpluses in the next 10 years, which could be targeted at increased expenditure on existing stock, new build or debt repayment. However an increase in bad debts from 0.5% to 1% p.a. could reduce the benefits of additional rent increases as illustrated below.

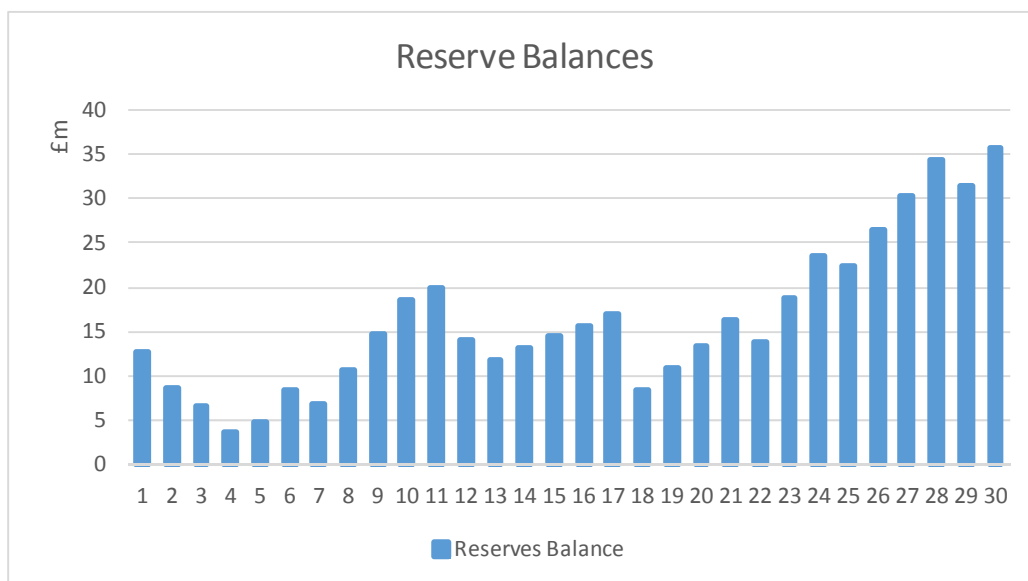


Figure 7 Impact of rent increases @ CPI + 1% and bad debts increase to 1%

**New development**

As set out in the strategy, the final programme will depend on viability testing on a site by site basis, with affordability tested within the Business Plan. This may result in peaks and troughs of development which will vary the profile compared with the average of 15 units current provided.

HRA business plan - new build assumptions					
	2016/17	2017/18	2018/19	2019/20	2020/21
Comitted	48	26			
Additional		15	15	15	15
<b>Total</b>	<b>48</b>	<b>41</b>	<b>15</b>	<b>15</b>	<b>15</b>

Table 3 Business Plan provision for new development

The development strategy currently includes an uncommitted new build pipeline supply which reflects some early assumptions about the regeneration of some of the Woolaway properties. This would be subject to more detailed financial appraisal, but if feasible, would also reduce expenditure requirements associated with these properties currently reflected in the plan.

However, even this level of development would not be sufficient to balance stock loss from Right to Buy and Higher Value Sales over the long term.

If the development and acquisition programme were increased to balance stock loss, for example to an average of 30 per year long term, the impact on the HRA is illustrated below.



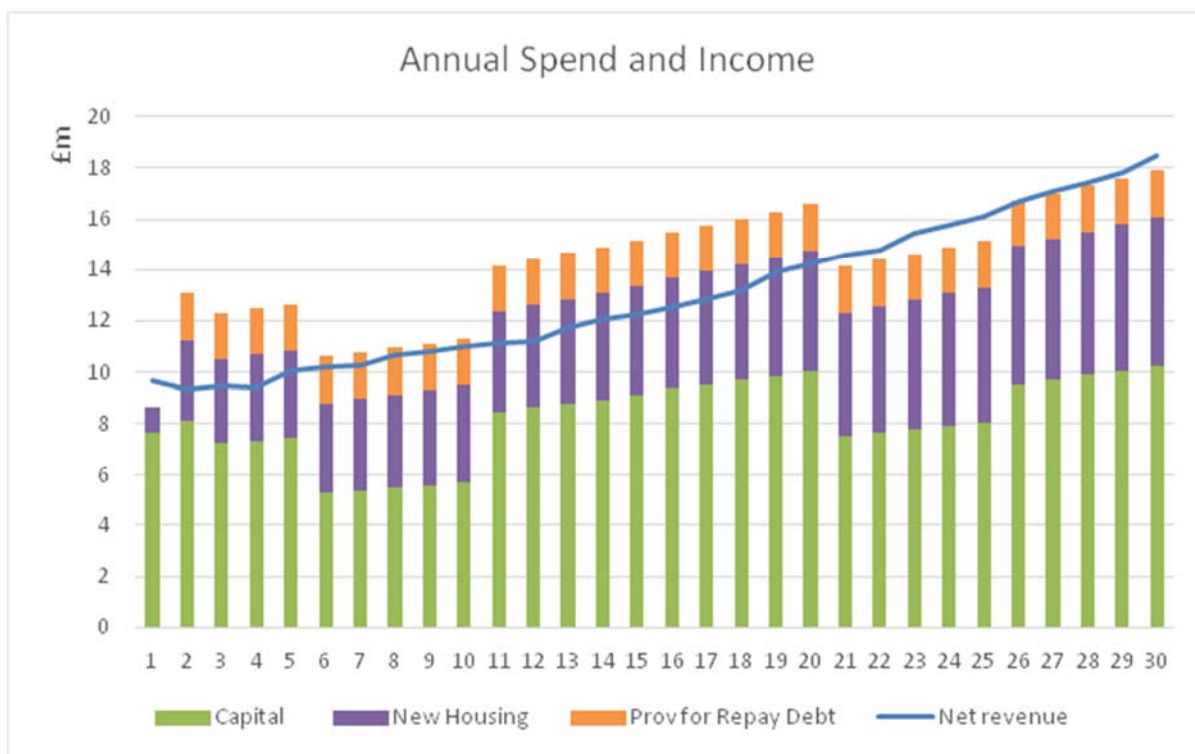


Figure 8 HRA Business Plan with 30 new build per annum

This position could not be managed within existing reserves as illustrated below.

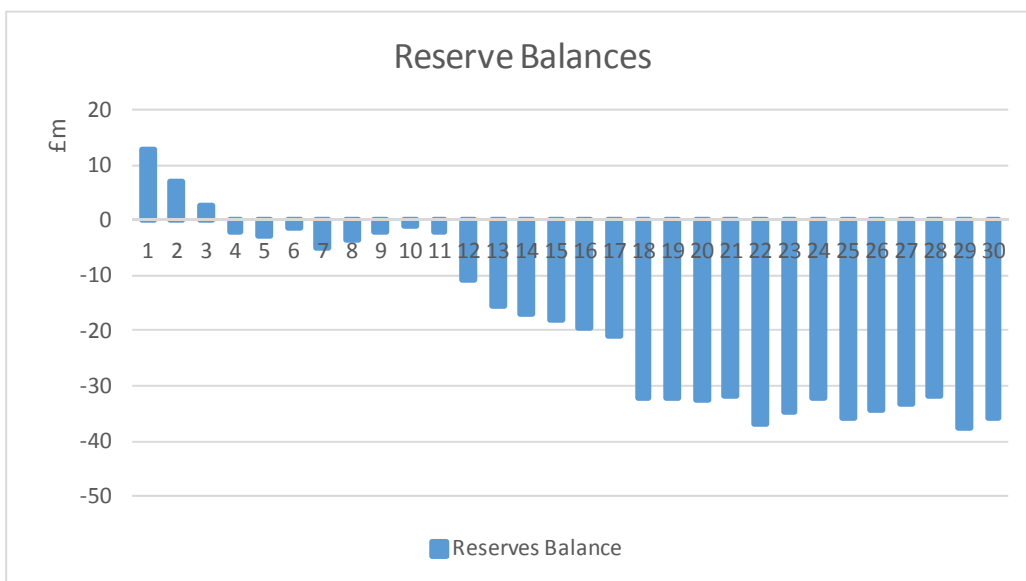


Figure 9 HRA Business Plan reserves with 30 new build per annum.

This would mean a reduction in expenditure of £4m over the next 10 years on existing stock or debt repayment (£40m over 30 years) in order to produce a balanced position.

However it should be noted that the baseline position assumes that HRA debt would be reduced to less than £50m by the end of the 30 year period, so there is some scope to increase debt to fund some growth in the new build programme, whilst remaining within the current debt cap of £115.8m.

**Higher Value Sales**

The impact of the Higher Value Sales policy is not possible to predict with certainty at this stage. The policy will increase the rate of stock loss in the HRA, increasing pressure on the cost base. Current projections assume that even after reductions in overall revenue spend, the average cost of day to day operations increases on a per unit basis over the long term due to the inability to reduce costs pro rata with gradual stock loss. Increased stock loss resulting from the Higher Value Sales policy would exacerbate this position leading to a need for a step change reduction in cost base at a point in time in order to continue to balance the HRA. For the purposes of illustration, we have modelled a scenario where the policy required the Council to sell 100 voids each year to fund the Higher Value Sales levy. If stock loss was at this rate, then the revenue loss would need to be balanced by a step change in costs of £2m by year 10.

**Conclusions of base line position**

The base line Business Plan shows a balanced financial position, with full provision for investment in the existing stock in line with the recent survey results, alongside a continued development programme and long term provision for debt repayment.

Robust control of costs will be required to maintain this position.

The position allows for a new build programme, but cannot allow for full replacement of stock from the Right to Buy without increasing debt back towards the debt cap. The position of further stock loss from the Higher Value Sales policy is still uncertain. As such the Council faces a position of a stock base which is gradually eroded over time. This will need to be addressed through a combination of cost reductions to balance income loss from stock reductions, as well as continued working with partners to enable new development to meet local needs.

## Section 7 Priorities for Action

The table in this section sets out operational and strategic priorities for the housing service from 2016 to around 2019. Achievement of these priorities over the next few years will support delivery of the longer-term Business Plan. The table summarises the key relevant actions that remain from the 2012 plan as well as newly emerging priorities that were identified in the Business Plan review. Priorities are grouped under our four strategic housing objectives and include providing quality homes, supporting the most vulnerable, better services and a stronger business. Risks to delivery, and approach to future review have been identified and are presented below.

### Risk

All financial and strategic plans face risks that could alter their delivery. Key risks to Taunton's Business Plan come from:

- Emerging national policy environment  
Lack of detail on requirements relating to new legal requirements hinders impact mapping and response planning. New policies could affect demand and relationships with tenants in particular
- Higher Value Sales policy  
The requirement to fund an annual charge on the HRA may create some opportunities around active asset management and new homes development, but strong challenges around financial management and maintaining an appropriate supply of social housing to meet local need are likely to arise
- Pressure on future rental income  
Rent setting policy beyond 2020 is unknown, and welfare reforms continue to put downward pressure on tenants' ability to pay and/or the suitability of our allocations and income collection methods
- Scale and pace of desired operational change  
Changing expectations and demands on staff can create fatigue and affect morale. Similarly, there can be tension between need to attend simultaneously to internal and customer facing changes, resulting in insufficient attention where it is needed
- Changing practices of housing associations and private housing providers  
Other housing providers in the area may change their approaches as they seek to take opportunities or mitigate risks created by the operating environment, and this could drive increased or reduced demand for the Council's housing services.

### Future review

The Business Plan will be monitored annually and priorities for action revised at that point. The results of this monitoring will be presented to the Council along with any decisions required as a result of changes. The Tenant Services Management Board will be at the heart of the annual review process. The reviews will be informed by the results of regular consultation with tenants throughout the year, including the results of surveys, mystery shopping and tenant inspection and scrutiny. We will also use information from complaints, service reviews and regular stock condition surveys to shape the development of the plan over time.

<p><b>Providing Quality Homes</b> <b>Sponsor: Terry May</b></p>	<p><b>Supporting the Most Vulnerable</b> <b>Sponsor: Simon Lewis</b></p>
<p><b>Asset strategy</b> (to include investment plan, higher value sales process and asset group appraisals)</p> <p><b>Sheltered housing review</b> (agree home standard, evaluate stock against standard and identify &amp; deliver options)</p> <p><b>Property &amp; Development staff restructure</b> (complete implementation and implement direct charging of workforce)</p> <p><b>Repairs costs</b> (deliver 17% reductions in costs of responsive repairs and voids work)</p> <p><b>Landlord health and safety compliance</b> (implement and embed action plan with initial emphasis on asbestos management)</p> <p><b>Continuous improvement of quality asset data</b> (establish inspection regime and record information to implement Value For Money investment streams)</p> <p><b>Energy performance</b> (improve energy efficiency of dwellings through capital investment strategy)</p> <p><b>Development pipeline</b> (deliver committed schemes and establish rolling programme of development opportunities to fit investment parameters)</p> <p><b>Regeneration</b> (develop a regeneration strategy to redevelop/refurbish the Councils worst performing non-traditional properties)</p>	<p><b>Landlord customer strategy</b> (address changing tenant profile and demand, welfare reform, tenant vulnerability etc)</p> <ul style="list-style-type: none"> <li>- <b>Tenancy policy</b> (take account of flexible tenancies)</li> <li>- <b>Review lettings policy</b> (target most vulnerable tenants, under 35's etc)</li> <li>- <b>Sustain and develop One Team Offer to our communities</b></li> <li>- <b>Welfare reform</b> (support tenants with introduction of Universal Credit and benefit cap, LHA rates etc)</li> </ul> <p><b>Sheltered housing operating model</b> (fully embed new arrangements and monitor)</p> <p><b>Extra Care housing</b> (progress final decision making on new Somerset County Council commissioning and progress to implementation)</p> <p><b>Property adaptations for disabled tenants</b> (streamline the service to be more responsive and improve Value For Money)</p> <p><b>Temporary accommodation</b> (review HRA provision including related service charge issues)</p>

<p><b>Better Service</b> <b>Sponsor: Simon Lewis</b></p>	<p><b>Stronger Business</b> <b>Sponsor: James Barrah</b></p>
<p><b>Customer service</b> (implement the tenant and leaseholder service improvement plan)</p> <p><b>Grounds maintenance</b> (review current service provision)</p> <p><b>Resident participation</b> (review how stakeholders hold the service to account and widen consultation to support our key operational activities - new development, regeneration, One Team)</p> <p><b>Tenure choices</b> (establish new tenure products and related tenant support as part of our new development to facilitate progression from social rent)</p>	<p><b>IT strategy</b> (refresh service line IT provision plan, in particular to further embed and enhance Open Contractor and to consider upgrade of housing management system)</p> <p><b>Income</b></p> <ul style="list-style-type: none"> <li>- <b>Implement Pay to Stay</b> (a new legal provision)</li> <li>- <b>Service charge review</b></li> </ul> <p><b>Apprentices</b> (consolidate and develop existing provision to deliver better outcomes for succession planning)</p> <p><b>Accommodation</b></p> <ul style="list-style-type: none"> <li>- <b>Depot relocation</b></li> <li>- <b>Area office and meeting hall review</b></li> </ul> <p><b>Commercialism</b> (evaluation of establishing a housing company and establishing new commercial products in our housing developments)</p> <p><b>Business Plan</b> (meeting future financial challenges by greater efficiency and review of service offer, to review our Value For Money position)</p>

## **Section 8 Appendices**

This section presents strategies that will be central to delivery of the Business Plan:

- Asset management strategy
- Development strategy

A detailed landlord customer strategy is also being developed, as set out in the action plan

This section also includes impact assessments that are carried out so the Council can assess any positive and negative impact that our services and decisions may have on our customers or employees.



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# Asset Management Strategy

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## Asset Management Principles



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## 1. Introduction

### 1.1. Background

Our asset management strategy had been reviewed to reflect recent external changes which impact on the Council's business plan and its residents, and to reflect work undertaken internally to improve our understanding of the investment needs of the stock, and asset performance. This document sets out the principles to be applied in the delivery of our strategy.

### 1.2. Purpose

The strategy recognises that effective asset management includes three key elements

- **Active Asset Management**

Those activities to improve or replace properties that have a poor social, economic or environmental performance, because of low demand or high costs, and either improving them or replacing them with properties which are fit for purpose.

- **Stock Investment**

Those activities that will maintain the stock to a standard to meet customer needs and regulatory requirements. This is principally the stock investment programme designed to keep all properties to the agreed investment standard for the full period of the Business Plan.

- **Supporting wider objectives**

Being clear where and how asset management is supporting wider objectives, such as new development or supporting wider community activities.

### 1.3. Scope

These principles apply to investment decisions across the whole of the Council's housing portfolio and are also relevant to decisions on related assets, commercial property and office accommodation.

### 1.4. National and local context

The environment in which the council operates has changed dramatically in recent years, including public sector spending constraints, welfare reform, and reductions in social housing rents. Further changes are anticipated as a result of the Housing and Planning Act 2016 including the ending of lifetime tenancies, and the requirement to sell high value voids to fund an extension of the Right to Buy for housing association tenants. In this new environment it is increasingly important for us to ensure we are getting maximum value from our assets to support delivery of our objectives, and to support residents to manage the impact of external changes on their lives. These principles reflect changes in the approach to asset management that can help the Council to address these new challenges.

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The government's current focus is to encourage the provision of housing supply, focussed particularly on a range of ownership options for residents. This strategy acknowledges this context, and includes objectives to address the Council's business plan objectives in this respect including identifying opportunities to release resources and land for new development and regeneration.

### 1.5. Landlord objectives

Our objectives as a landlord are set out in our housing business plan and include

- **Providing Quality Homes**

This means we are committed to investing in our existing homes to deliver good quality of life for residents and value for the money spent, and to developing new homes that meet local needs.

- **Supporting the most vulnerable**

This means we are committed to letting homes to people who have the fewest housing options, and will provide additional support that helps people who are older, disabled, or socially excluded to live comfortably in their council-owned home.

- **Better Service**

This means we are customer and community focused and are committed to improving our services in line with what our residents have said matters to them. Our approach will support people to move through our social housing to cater for their changing needs and aspirations over time.

- **A Stronger Business**

This means we will prioritise efficiency to support delivery of our social priorities and objectives. It sets out how we will improve our business practices, drive out value for money and pursue new commercial activities.

The Council has developed new homes in recent years and our development strategy seeks to continue this activity in order to meet local need, and to balance as far as possible the stock lost from Right to Buy and High Value Void Sales. The opportunity for development in the future is limited both by land availability, and by resources available in a business plan constrained by rent reductions. This makes it more important than ever to ensure we are taking every opportunity within our existing asset base to improve value for money, and to identify options for regeneration and redevelopment. We believe that with careful asset management, and strong financial management, a development programme will continue to be sustainable.

### 1.6. Asset management objectives

We have revised our asset management objectives, reflecting the challenges we face, and improving our focus on value for money for the Council and for our residents.

- To promote sustainable local communities through coordinated capital investment and housing management.
- To work closely with residents to ensure that their homes meet their needs and aspirations.

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- To invest in stock, to achieve good quality and environmental standards and to ensure that all statutory obligations are met.
- To ensure that stock secures and strengthens the financial viability of the business plan and safeguards its long term future and the income stream it generates.
- Deliver Value for Money through targeting investment where it will have the best financial and social return.
- To carry out options appraisals on stock that does not meet the above criteria, exploring the widest range of alternative options to improve outcomes for residents and for our business plan.
- To deliver investment programmes in an effective way, achieving agreed quality and value for money.
- To improve the quality of management information about the nature, condition and sustainability of the stock, to keep this information up to date and to use this information to support decision making.
- To comply with all property related legislation.
- To work with local partners to support the economic and social wellbeing of the communities in which we work.
- To understand the markets in which we operate and focus investment to provide more homes where they are needed most, to meet the needs of local residents, including the most vulnerable.

### 1.7. Planning requirements and tools

As well as establishing principles to inform investment decisions, the strategy also sets out the planning tools which will support effective decision making and effective delivery. These include

- **Robust and up to date stock condition information.**

Data for the strategy is based on a 2016 survey by Savills covering 50% of the stock. Data is then cloned to provide estimated costs for the whole stock for business planning purposes. Data from the survey will be held in our asset management database and kept up to date through regular updates. A process for keeping data up to date will be established as part of the action plan from our housing business plan.

- **Data management to support compliance**

In addition to the Council's legal duties and obligations, providing a safe environment for residents and staff is a fundamental principle. Effective compliance management, beginning with complete, accurate and controlled asset data records, and the development of efficient processes & procedures is at the centre of our ability to deliver this core objective. Our business plan includes objectives to review the policy and procedures for all aspects of health and safety compliance, ensuring strong governance of our compliance programme supported by full and robust data.

- **Understanding of asset performance**

The Council is developing its approach to understanding asset performance. A model is in place to provide information on financial and social performance. This strategy sets out how this analysis will be used to inform future investment plans. Where stock is performing poorly, on either a financial or broader sustainability basis, alternative options will be explored for these properties before investment decisions are made. This approach ensures resources are targeted where they will provide maximum value for the Council and residents, and helps to plan for the replacement or modernisation of properties.

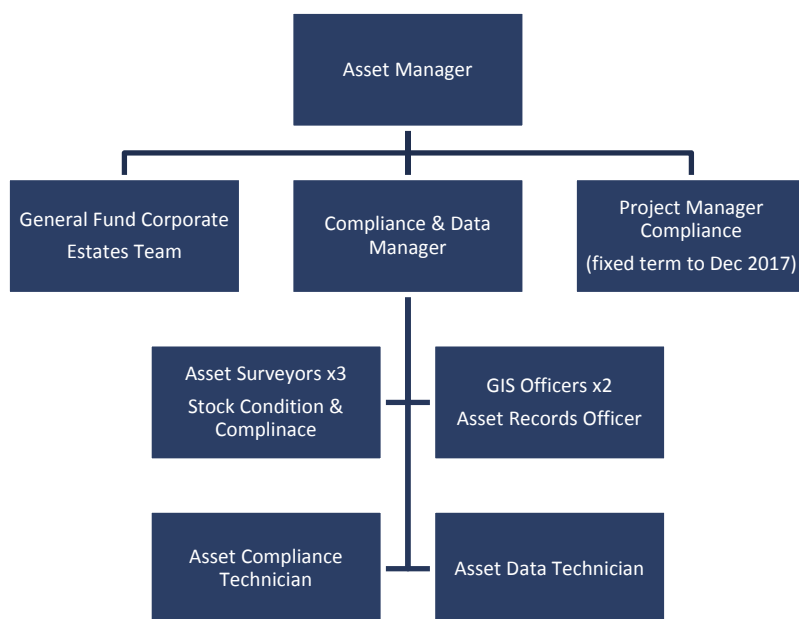
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- **Skills and expertise**

A recent Directorate restructure has made adequate provision for dedicated collation and management of the Councils' housing stock condition and compliance information at a strategic level, with operational delivery of compliance sitting within the Property Investment Team.



The three Asset Surveyors will operate within our three operating areas, and undertake a 5 year rolling programme of stock condition surveys, alongside compliance surveys; asbestos inspections, fire risk assessments energy data collection, (Energy Performance Certificates and RD-SAP), and other asset related duties.

The Asset Compliance/Data technicians will complement and provide cover for each other, thus building in resilience and a mechanism for quality control of information.

An 18months fixed term post; Project Manager – Compliance has been included to drive the delivery of the Asset Compliance Action Plan, and provide capacity to the Compliance Data Manager to enable effective implementation of new robust Asset and Compliance processes and IT systems.

Asset will take the lead and drive Active Asset Management, by ensuring 360° flow of property related information to and from the Asset and Compliance Databases, with Asset data being held within Codeman and Compliance being held within an excel workbook. The Council is currently reviewing its IT systems, with a view of comparing Capita 'Open Contractor' (a system being used by Property Services) with other potential Asset and Compliance Database providers, as it wishes to rationalise the number of IT systems used and minimise integration.

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### 1.8. Risk management

The strategy recognises that housing assets can also become liabilities, threatening the organisation's viability as a landlord and significantly impacting on residents' lives.

Asset Management carries risks for the Council:

- Failures to manage Health and Safety compliance could put residents, staff and contractors at risk
- Failures to meet statutory standards can carry penalties and will damage the Council's reputation
- The scope and quality of stock investment is a key driver of customer satisfaction
- It is the greatest consumer of funds in our business plan
- It is the element of the Council's landlord operations most vulnerable to increased costs

Key risks to the delivery of our asset management objectives will be identified and are included in the Council's overall risk register. Management actions will be identified to manage risks identified in the following areas:

- Affordability and cost control including funding, procurement, budget management, contract administration and management
- Data management
- Inappropriate design and specification of materials
- Re-investment in stock that is not viable
- Failure to provide sufficient staff resources to manage asset management and to deliver programmes

Key risks will be monitored regularly and further consideration of risks will be given including

- Compliance
- Leaseholder management and cost recovery
- Reductions in resident satisfaction
- Failure to realise opportunities from our asset base in order to sustain our development programme and community ambitions.

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## 2. Demand and Sustainability

### 2.1. Evidence of housing demand

A review of current demand is included in our updated business plan. A principle of our strategy is that we regularly review demand across our portfolio and continue to meet demand in the communities that we serve. To this end our asset performance evaluation looks at various factors linked to demand including rates of bidding, turnover, and voids. Where properties score low on any of these factors, options are explored to improve performance either through management actions or alternative use.

By maintaining this information over time we will be able to spot changes in demand early, and take action through our asset management strategy and business plan to sustain demand where possible, to consider alternative options where demand is weak and to link to our development strategy to support growth in areas of high demand.

We need to understand the housing markets in which we operate, and the implications for our residents in terms of affordability and tenure choices. We have information on market values of our stock developed through the Council's HRA accounting process. We plan to use this, alongside an understanding of residents' income, to prepare estimates of future demand for Right to Buy and to explore the options we can provide for our residents, understanding the different types of housing need that exist in each area and how we can address it. We will develop policies that encourage home ownership options for our residents not currently reliant on housing benefit to pay any element of current rents. This will address residents' aspirations, and provide resources that can be used to address the needs of residents unable to access ownership.

### 2.2. Social sustainability

Our evaluation of the performance of assets includes a range of other aspects of social sustainability linked to our business plan objectives including

- Resident satisfaction
- Anti social behaviour, crime and noise complaints
- Income deprivation including rent arrears, fuel poverty and benefit take up
- Other areas of deprivation including health, education and employment
- Turnover rates, bidding and geographical proximity to key services

This analysis has been used to build up a picture of issues at a local level to inform neighbourhood planning and enable us to identify areas where neighbourhood sustainability is weak and to take action through our housing management and our "One Team" approach to improve the extent to which we are meeting our social housing objectives across our stock holding.

### 2.3. Residents priorities

Another critical aspect of sustainability is the extent to which we can meet our residents' needs and aspirations. We collect information on our residents' priorities in a variety of different ways and will use this to inform our investment plans. We are committed to engaging with residents in all aspects of the planning and delivery of the repair and



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improvement of their homes. We will report performance through our Tenant Services Management Board. A key priority for our residents is choice and we will ensure this continues to be delivered in our investment programmes.

### 3. Stock Profile and Condition

#### 3.1. Stock profile

The Council's housing stock consists of 5,780 dwellings together with 1,436 garages, and a number of shops, meeting halls, land and sewerage treatment works.

The age profile of the stock is as follows:

Property Type	Age Band						Grand Total
	1919 - 1944	1945 - 1964	1965 - 1979	1980 - 1999	Post 2000	Pre 1919	
Bedsit	45	38					83
Bungalow		193	486	168	2		849
Flat	70	663	939	219	14	3	1,908
House	1,131	1,192	382	152	13	30	2,900
Maisonette		40					40
<b>Grand Total</b>	<b>1,246</b>	<b>2,126</b>	<b>1,808</b>	<b>541</b>	<b>29</b>	<b>33</b>	<b>5,780</b>

Table 1: Property type and age band profile of total stock

Just over 34% of the stock is flats, including a small number of bedsits. Just over 22% of the stock is pre 1945, and approximately 91% of this older stock is houses, mostly semi-detached.

By post code district, over 71% of the stock is in TA1 and TA2.

#### 3.2. Homes of non traditional construction types

Just over 22% of the stock (1,299 homes) is of non traditional construction. This includes homes that are built with prefabricated reinforced concrete (PRC) panels or other methods such as steel frames. In 2004 a specialist stock survey was carried out on the non traditional stock by Curtins with updates in 2013, 2014 and 2016.

Most non traditional construction types have been brought up to licensed repair standards and require no significant additional costs in future when compared with properties of traditional construction. The exception is the properties of Woolaway construction. These will require significant additional costs in the medium term to address structural issues. There can be no certainty about the timing of when this work will be required as some will be in worse condition than others. For business planning purposes we have made provision for an additional £60,000 per property over the next 10 – 25 years for each of the 237 tenanted properties. The action plan also includes for detailed options appraisals of the Woolaway sites in order to identify the potential for regeneration and redevelopment as an alternative to refurbishment in some cases. These appraisals will be carried out in consultation with tenants and freehold and leaseholder owners.

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### 3.3. Supported housing

The Council has 980 dwellings designated as sheltered housing or extra care housing for the elderly, representing 17% of the total stock. The properties are grouped within 32 schemes / local areas, consisting of between 10 and 81 homes. These include two extra care schemes at Kilkenny Court in Taunton and Lodge Close in Wellington. A large majority of this stock (75%) has been built between 1960-1980 and is beginning to appear outdated when compared with more modern provision from other providers.

A more detailed review of supported housing is underway. As part of this review it will be important to understand the standard of service and accommodation that sheltered and extra care residents require and the policy context in which we are able to respond. This needs to consider a broad range of housing aspirations, beyond traditional supported housing models. The aim will be to develop a standard of supported housing which encourages people to actively make the choice to move, and to establish targets for the level of provision needed to match estimated future demand. The existing accommodation will be assessed against this standard and opportunities for changes and improvements identified in order to improve outcomes for existing residents and to provide a portfolio that matches anticipated future demand.

### 3.4. Temporary accommodation

The stock includes 23 units of temporary accommodation, including two groups of mobile demountable units at Sneddon Grove and Winckworth Way in Taunton. The Winckworth Way properties will be decommissioned by the end of the December 2016 as part of the plans for the sale of the Priory Way depot site and the need for the Sneddon Grove units will be kept under review. Other temporary accommodation is in traditionally built units in a range of property sizes. The long term future of these properties is explored alongside the main housing stock, details of which are set out below.

### 3.5. Stock condition

Information on the condition of our stock is based on our recent Savills stock condition survey. The total expenditure to improve and maintain the stock and related assets over 30 years is currently forecast as £202.3m. This equates to £35,069 per dwelling over 30 years. These costs relate to 5,769 properties, are at a base date of May 2016 and comprise items of capital maintenance expenditure only. They include contract preliminaries, but excludes professional fees, leaseholders, management costs and VAT. The survey indicates a fairly even profile of investment need across a thirty year period, with peaks of investment required in 10-20 years time. This reflects a combination of increased need for renewals of major components across the stock, alongside the anticipated investment needs of our non traditional housing stock of Woolaway construction.

The following table sets out the capital requirements in five year bands from 2016/17:

	Yrs 1-5	Yrs 6-10	Yrs 11-15	Yrs 16-20	Yrs 21-25	Yrs 26-30
Future Major Works	£28,698,209	£19,990,779	£26,995,319	£27,293,634	£17,773,325	£27,408,096
Improvements	£1,762,400	£1,850,000	£1,850,000	£1,850,000	£1,850,000	£1,850,000
Related Assets	£920,000	£920,000	£920,000	£920,000	£920,000	£920,000

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Contingent Repairs	£745,405	£454,288	£553,810	£578,599	£398,460	£557,992
Exceptional Extensive	£2,150,000	£1,530,000	£5,650,000	£5,650,000	£5,650,000	£650,000
Disabled Adaptations	£2,175,000	£2,175,000	£2,175,000	£2,175,000	£2,175,000	£2,175,000
<b>TOTAL</b>	<b>£36,451,014</b>	<b>£26,920,067</b>	<b>£38,144,129</b>	<b>£38,467,233</b>	<b>£28,766,785</b>	<b>£33,561,088</b>

*Table 2: Capital investment profile based on stock condition survey*

We have made some adjustments between the survey and the business plan. Firstly, the business plan includes some carry forward from previous years, resulting in an additional £872K in year one. Secondly the budget for Disabled Funding Grant (DFG) is reduced over the first five years, to bring it into line with the levels of current spend of £300K per year. The reduction over 5 years will allow an additional provision to increase spend in the event that delays in processing applications has resulted in a backlog of unmet need. Finally the survey results included an allowance of £6m over thirty years for improvements in sustainable energy. This has been removed to reflect the fact that we anticipate our energy efficiency plans can be catered for within our future major repairs spend (e.g. replacement of efficient boilers etc). For the same reason we have reduced spend on environmental improvements to £50,000 per annum to reflect current spend.

In total the thirty year expenditure provision has reduced from £202m to £190m. The profile of expenditure is illustrated below. This reflects a need for an annual programme of c£7.3m<sup>1</sup> over the next 5 years representing a slight increase on the programme compared with recent years.

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<sup>1</sup> Excluding inflation

# Asset Management Strategy

## Asset Management Principles

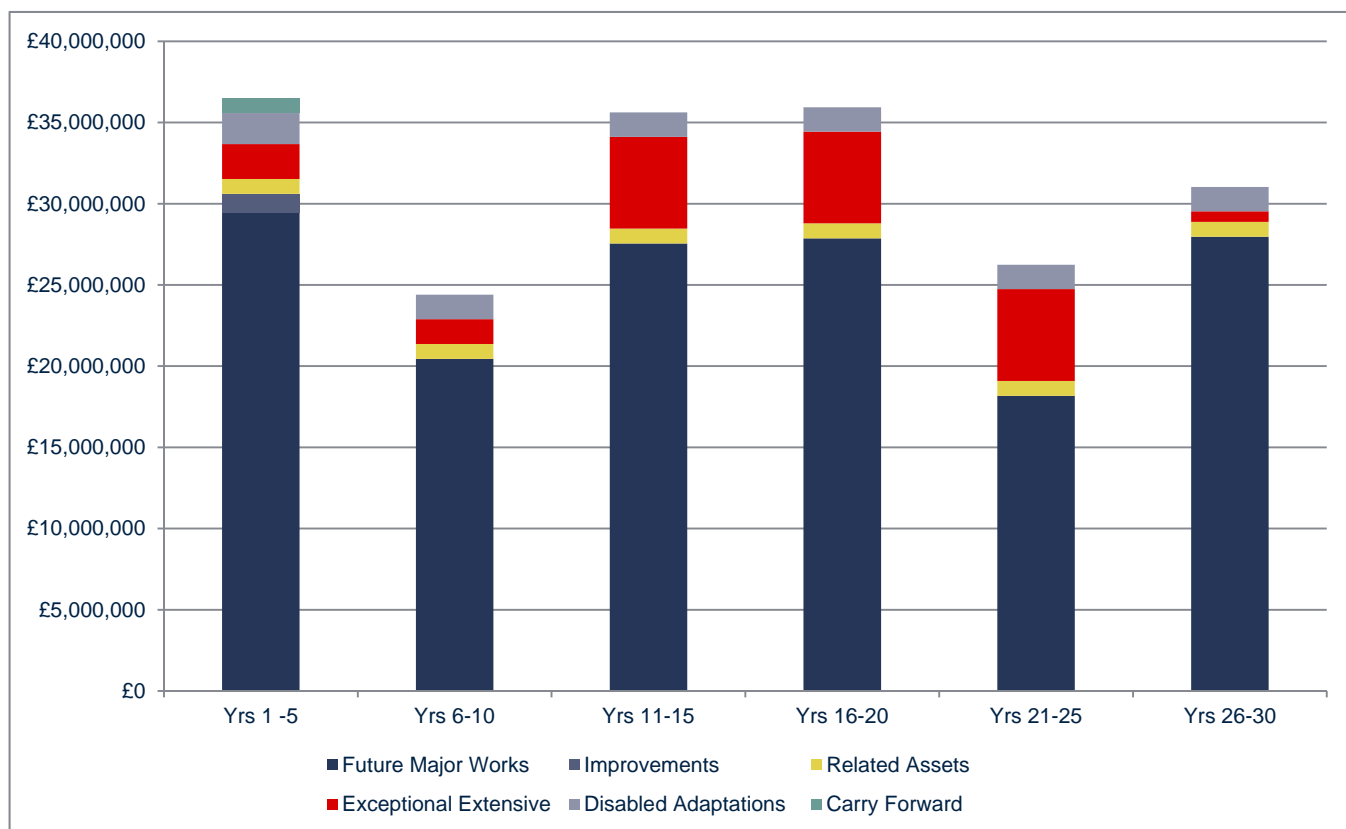


Figure 1: Capital investment profile from business plan

### 3.6. Compliance

As landlord there are a number of legal and moral responsibilities and obligations which we MUST (and should) abide by, in order that we ensure tenants have a safe environment in which to live.

To demonstrate that we are meeting those obligations, we shall introduce a robust regime of compliance inspections across all premises, which will include, but not be limited to:

- Asbestos Surveys and Re-inspections
- Gas Safety
- Electrical Safety
- Fire Risk Assessments
- Oil & LPG Safety
- Water Hygiene
- Energy Performance

We are currently evaluating our entire property estate, collating all available information, formalising our guidance, together with policies and procedures, to measurably validate the servicing and maintenance regimes. We will undertake visits and inspections to all premises over a five-year period, on a cyclical basis, initially prioritising those

# Asset Management Strategy

## Asset Management Principles

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buildings whose construction method (eg asbestos containing materials known to have been used and present), or those with a limited record of inspections, which would lead to higher risk rating.

We will also undertake stock condition surveys as part of this process, ensuring that the fabric of the properties remain in good condition, meeting the service user needs, and providing the planned preventative maintenance (PPM) programme with the necessary information to allow the council to make strategic decisions over improvement, or replacement, of properties.

In due course, all reports and information will be made available to appropriate council officers via an electronic database, with new tenants provided with documentation as part of the lease agreement, and existing tenants with updated reports as and when applicable.

Through this process, the council will demonstrate that it is meeting its statutory and regulatory obligations with regards to Landlord Health & Safety Compliance.

### **3.7. Energy efficiency**

We plan to continue our commitment to energy efficiency, reducing carbon emissions from our housing stock and tackling fuel poverty.

Provision for this is included within our allowance for future major works, including the use of new efficient boilers, improvements to loft and wall insulation. This work will be designed to improve the energy efficiency of the worst performing stock.

We will take action to improve the information we have on the properties, and information on the affordability for residents. Our asset performance evaluation includes a measure of fuel poverty risk based on the cost of running different heating types (based on information from the energy savings trust), and the income of residents (based on income information in the indices of multiple deprivation). Our asset performance evaluation can also be used to test the financial viability of different levels of investment. Our interventions will be targeted where we can have the biggest impact on SAP/fuel poverty, with maximum financial viability for the asset. This will enable us to identify clear targeted plans for future expenditure, moving away from a contingency position.

We also plan to introduce an energy supplier switching service for tenants.

We will review recent investment from the sustainability energy contingency fund to analyse the return on this investment – from both a resident and property perspective. We will use this information to inform the targeting of our future major works programmes, to continue the most effective interventions.

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## 4. Active Asset Management

### 4.1. Analysis of stock performance

We have assessed the performance of our stock against a range of social and financial criteria. Financial performance is assessed using the 30 year net present value (NPV) of operating cashflows. The process for social performance assessment is linked to our key business plan priorities, as set out in section 2.

The modelling will provide a framework for investment decisions to inform an investment strategy based on an active asset management approach where we seek to make investment decisions based on the financial and social performance of the stock, in a way that strengthens the business plan and contributes to meeting our policy objectives.

The analysis focuses on 5,769 tenanted units of a range of different tenancy types including general needs, sheltered, and temporary accommodation. It excludes other tenures (such as leaseholders, and the temporary mobile home units). For the purposes of analysis, the stock is broken down into 176 asset groups, containing properties with similar characteristics, in a similar location<sup>2</sup>.

Data on income and expenditure associated with the housing assets has been collected and cash flows prepared which show an annual surplus and deficit for each property. Income and expenditure assumptions reflect those in the Council's business plan where costs can be identified at a per property level<sup>3</sup>. The annual surplus and deficits for the next 30 years are then discounted back to a value in today's terms to produce a net present value "NPV" which is a measure of the worth of the cash flows to the long term financial plan.

### 4.2. Results

The asset management model produces the following key results:

- The 30-year net present value (NPV) of the income and expenditure associated with a tenanted housing stock of 5,769 units stands at £94.87m, equivalent to an average of £16,445 per unit. This reflects a range of NPV levels across the stock and between the different parts of the borough.

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<sup>2</sup> The range of asset groups varies from 2 – 168. There are 5 groups which have less than 10 dwellings. Where an asset group contains large numbers of properties, data is effectively "smoothed" across the assets, which may mask specific issues (e.g. exceptionally high or low costs for some properties within the group. Where an asset group contains very small numbers of properties, caution needs to be applied about the statistical reliability of stock condition costs based on the sample survey. A 'sense-check' will need to be made of the results as the asset management strategy develops. For the same reason we would recommend that results are viewed at asset group level, rather than individual unit.

<sup>3</sup> Capital allowances for environmental and sustainability improvements, and disabled aids and adaptations are included in the business plan, but not included in the asset performance evaluation as these are not linked to individual properties at this stage. Management costs have been varied based on resource levels by patch.

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## Asset Management Principles

- There are 237 units (4%) in asset groups with an average NPV per unit which is negative. These are exclusively the Council's properties of Woolaway construction, reflecting the anticipated need for major works to these properties in the medium term
- A larger proportion (35%; 1,992 properties) is in asset groups that have marginal cashflows with an average NPV of below £15,000.
- The majority of the stock (61%; 3,540 properties) is in asset groups that have NPVs which are above £15,000 per unit representing relatively strong financial performance over the long term.

This is demonstrated in the graph below, with Asset Groups (represented as blue columns) ordered according to their value. The lower NPVs are to the bottom increasing gradually to the highest NPVs at the top.

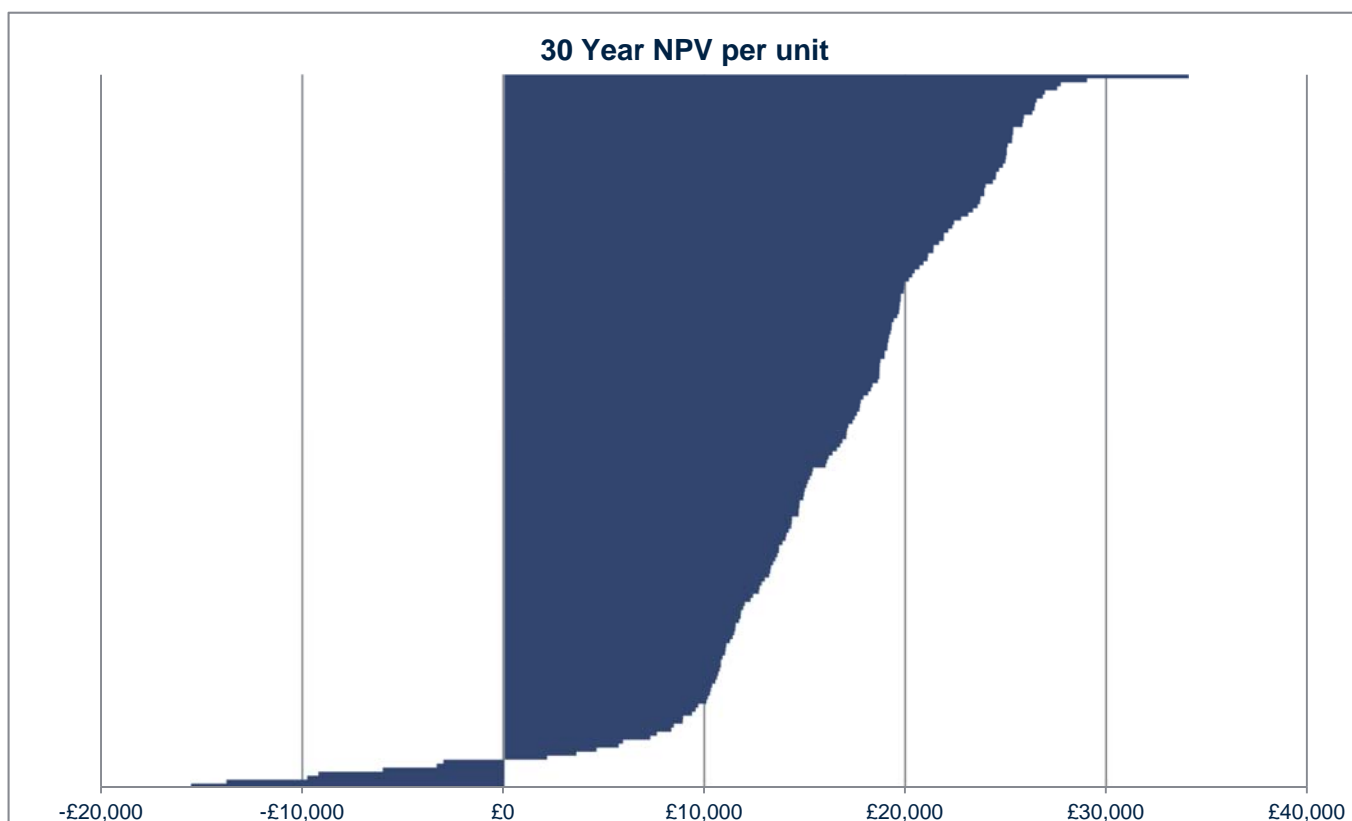


Figure 2: 30 Year NPV per unit at asset group level

The NPV range varies across the portfolio and we have illustrated the range of performance bands below:

30 Yr NPV pu	Performance Description	No. of Units	% Units	Total 30 Yr NPV	NPV per Unit
Below £0	Poor	237	4%	-£2,229,552	-£9,407
£0 - £15,000	Marginal	1,992	35%	£23,615,683	£11,855
Above £15,000	Good	3,540	61%	£73,485,845	£20,759
Total		5,769	100%	£94,871,976	£16,445

Table 3: Performance table

# Asset Management Strategy

## Asset Management Principles

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The range of performance across our rented housing stock presents challenges for our asset management strategy. The most significant challenge is that the operating cashflows of the Woolway properties are insufficient to provide funding for the long term refurbishment of all properties. Over thirty years this would result in a loss of £2.2m.

Other properties that are currently showing weak cashflows include temporary accommodation, driven by low rents charged for these properties. A review of temporary housing rents is included in our business plan action plan.

Within the properties with marginal cashflows there are 3% (175 homes) where the value of cashflows is forecast to decline in future. These will be prioritised for options appraisal to explore whether alternative options may provide better outcomes for the business plan and for residents. Interim investment plans will be put in place until appraisals are completed and long term investment decisions can be confirmed.

The model includes a chart setting out the financial performance of the stock for the lowest and highest performing asset groups. This includes the key performance drivers including levels of capital expenditure, rent, voids and management and maintenance costs shaded according to their impact on the results (with greener shading showing above average performance for the stock and red showing below average). This chart is available in the model for all asset groups.

Overall the value of the operating cashflows are anticipated to increase by an average of 1.81% p.a. over the next 15 years. This is illustrated below:

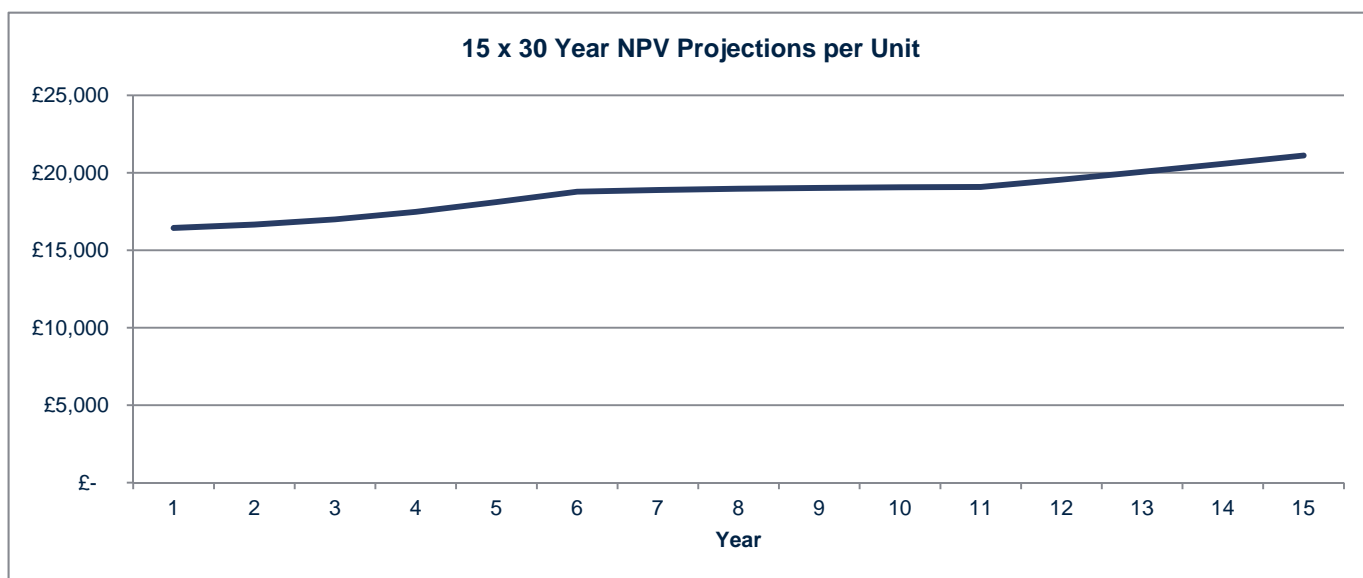


Figure 3: Estimates of future NPV per unit per year for all Taunton stock

Savills has compared these results with benchmarks from other landlords with a total of just over 400,000 homes, presenting around 25% of the UK social housing stock, where Savills has carried out similar exercises in the last 3 years. In general the council's NPVs are below regional benchmarks in the South West, driven largely by the rent reductions but also by the fact that average rents are slightly lower and day to day operating costs (management and



# Asset Management Strategy

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maintenance) are slightly higher. For Taunton Deane, the modelling provides a baseline against which we will aim to improve performance through a programme of active asset management.

Sustainability modelling has identified the socio economic context of each asset group against our own policy objectives. The analysis has used a range of external and internal data covering measures around deprivation, satisfaction, demand, anti social behaviour and fuel poverty. The indicators and measures used are illustrated below, along with the data sources and weighting applied.

Measure	Data Indicators	Weighting
Excellent Services (38%)	Resident satisfaction with place	7.7%
	Resident satisfaction with home	7.7%
	Anti-social behaviour and total crime	7.7%
	Rent arrears	7.7%
Supporting the Most Vulnerable (38%)	Noise complaints & environmental health complaints	7.7%
	Health IMD	7.7%
	Education IMD	7.7%
	Employment IMD	7.7%
	Benefit take up	7.7%
	Tenancy Turnover	7.7%
Investment in Homes (23%)	Barriers to housing and services, Geo. Access IMD	7.7%
	Fuel poverty (Heating type and Income deprivation)	7.7%
	Rates of bidding	7.7%

**Table 4: Non-financial indicators from sustainability scoring**

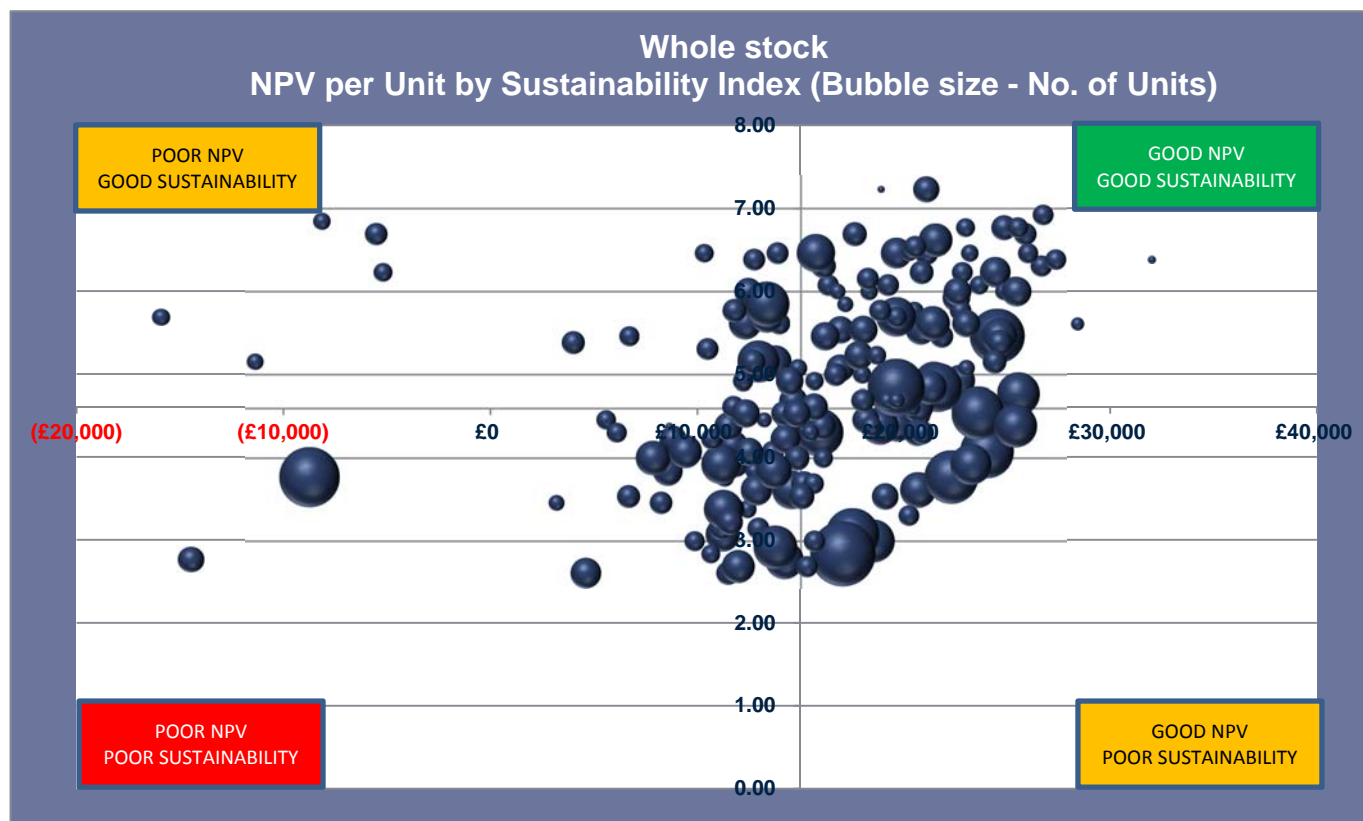
The combination of the sustainability analysis and financial assessment is useful as a comprehensive assessment of overall performance. Priority in terms of action will differ depending on whether financially poorly performing stock is located within a relatively sustainable or unsustainable location.

A detailed sustainability index shows the range of scores and performance at asset group level, along with key indicators driving performance in each case. In general low sustainability scores are driven by low levels of resident satisfaction, high levels of deprivation, tenancy turnover and fuel poverty. These factors are key drivers for our approach to the targeting of investment in this strategy.

The graphs below show the overall results of the exercise for the group. Each 'bubble' on the graph represents an asset group, with the size of the bubble determined by the amount of stock in the asset group that has been included in the model. The x-axis sets out the average 30 Year NPV per unit of the asset groups, the y-axis the 'sustainability rank' of the asset group. The 'sustainability index' is scored by measuring the extent to which the sustainability score for the asset group differs from the average across the whole stock. The chart can be filtered to show the whole stock or filtered by housing management patch.

# Asset Management Strategy

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**Figure 4: Financial v social sustainability**

Consideration will be given to the nature of intervention that could improve performance in other areas. Intervention would generally vary depending on the relative position. For example:

- a high NPV but low sustainability score may indicate a need for community investment, alongside asset investment to improve our ability to deliver our housing objectives.
- a low NPV but high sustainability score may indicate a need for regeneration or redevelopment to improve the physical quality of the buildings in an area of high sustainability.

### 4.3. Options appraisals

Where our analysis identifies assets that are performing poorly, either on a financial or non financial basis, a more detailed options appraisal will be carried out and all options for improvement will be explored. Interim investment plans will be established for those assets identified as requiring options appraisal before long term investment decisions are made. We will consult residents and other stakeholders during this appraisal process.

Triggers for options appraisal will include

- Stock with a negative NPV
- Stock with a marginal NPV, with risk of value decline in the short term
- Stock identified with above average voids with an indication of declining demand in future

# Asset Management Strategy

## Asset Management Principles

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- Stock where there may be opportunities to release value to contribute to our development programme

Key potential options for stock could include:

- Management initiatives – for example, efficiencies in management costs or reductions in underlying maintenance or repair expenditure, reduction of voids, increases in income subject to the Council's policies on rents and service charges
- Other management initiatives to improve financial performance such as change of use to sub-market renting and potentially market renting and shared ownership (subject to regulatory requirements) and in line with our diversification objectives
- Disposal of properties that do not meet social need to release latent value for investment in affordable housing that will better meet the needs of our communities
- Decommissioning and disposal for redevelopment, again to release latent value for reinvestment, linked to our development strategy.
- Decommissioning and re-development of site

The benefits of this active asset management approach are that it would enable us to:

- Strengthen our business plan
- Make more efficient use of capital resources available, releasing resources for new investment
- Consider long-term planning for obsolescence, putting in place short and medium term investment strategies for assets identified with limited financial viability in the longer term.
- Obtain a balance between new build, remodelling & stock investment
- Provide evidence to inform local management strategies to improve the financial performance and sustainability of neighbourhoods and the satisfaction of residents
- Test alternative strategies
- Enable balanced investment decisions and support difficult decision making
- Demonstrate active asset management to meet CLG regulatory expectations
- Improve asset led value for money, delivering a good return on social housing assets, where investment delivers an increase in value over time
- Address regeneration needs to improve the sustainability of neighbourhoods.
- Communicate reasons for difficult decision to members, staff and residents, working with stakeholders to deliver improved outcomes.
- Assist us in delivering its social and housing objectives

We will review the resources of our asset management function to provide the necessary resources to carry out these appraisals. This is reflected in our action plan.

# Asset Management Strategy

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## 5. Investment Planning

### 5.1. Investment priorities

In order to ensure that the standard of investment that has been delivered to the stock is maintained, the investment programme will prioritise works to the long term sustainable stock within available budgets under agreed priorities set out below:

1. Statutory compliance such as fire safety, gas servicing, etc
2. Works identified through health and safety risk assessment to residents and risk assessments with regard to disrepair
3. Works that are structurally dangerous and if not corrected could affect the overall value of the asset and result in higher expenditure in future
4. Works that impact on high responsive repair costs e.g. roof repairs, internal electrical and plumbing, DPC, repointing etc.
5. Works to maintain decent homes
6. External and communal area redecorations
7. Estate improvements and sustainability improvements identified in consultation with residents, delivering enhancements to overall appeal and letting potential of the stock, parking and energy efficiency.

### 5.2. Investment planning

Overlaid on these priorities will be other factors including

- Information on the future sustainability of the stock, based on the asset performance evaluation, as well as information on future demand, housing needs and aspirations of current and future residents.
- Frequency of repairs/repairs expenditure
- Referrals from housing management and feedback from residents and other stakeholders
- The outcome of a more detailed review of supported housing due to complete in September 2016
- An assessment of the energy performance of the stock to establish which investment adds the most value in terms of improving the energy performance of the properties and tackling fuel poverty
- The allocation of planned maintenance budgets within the business plan balancing requirements for investment in existing stock with resources for new development and debt repayment.
- Opportunities for disposal or redevelopment to support our development strategy.

Investment programmes will be developed based on stock condition data, overlaid with these investment priorities in order to develop a 3 – 5 year investment programme that can be updated on an annual basis to meet any changing priorities or budget constraints that may come to light.

In addition to the proactive planning approach set out above, there will always be circumstances where viability issues are identified at the point of reletting. Under these circumstances options appraisals will be carried out before decisions to proceed where the cost of works exceed the average NPV of the dwelling assessed in our asset performance evaluation model.

# Asset Management Strategy

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### 5.3. Value for money

Our proposals for the use of asset performance to target investment at the long term sustainable stock, and our approach to considering alternative options for poorly performing assets, will ensure we can demonstrate a good return on investment in our assets.

We will constantly be looking to deliver value for money in our asset management strategy to maximise the use of scarce resources and keep down tenant and leaseholder charges.

We will plan whether works will be delivered as “one hit” all in package, separate programmes for internal and external works, an elemental approach or a combination of these options depending on the work required.

Detailed investment and delivery plans will be designed to ensure that:

- That works programmes are affordable within the business plan
- That a programme is mapped out to suit local needs
- That work packages can be structured to secure best value for money
- That the capacity and skills of the in-house project management team could deliver the programme.
- That the external contracting market could deliver the programme

Works will be programmed wherever possible so that works can be done to whole areas in a single contract to save on set up and preliminaries costs.

To ensure value for money is achieved KPIs will be established to monitor the time taken to complete works, the cost of the work and the quality of the work completed. Benchmarking will be used to verify that all planned programmes are delivering value for money. We regularly review outturn costs compared to budgets to ensure our costs are controlled within the limits of business plan affordability.

Appropriate procurement of supplies is one of the most important aspects of value for money and cost control and good procurement can increase profitability enormously. Our repairs service is delivered largely by our own internal workforce.

During the life of this strategy, a range of procurement routes for asset investment will be utilised including participation in frameworks, aggregation of contracts and maximising use of in-house labour.

# Asset Management Strategy

## Asset Management Principles

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## 6. Review and Monitoring

### 6.1. Governance and reporting

Investment plans and the results from options appraisals leading to alternative proposals for assets will be reported to the Council and through the Tenant Services Management Board. Reports will include financial and quality out turns against plans. We will measure our success through a range of Key Performance Indicators (KPIs) developed specifically for the Council which include:

- Increasing resident satisfaction
- Number of kitchen, bathrooms, windows and doors replaced as part of planned works programme
- Adherence to planned works budget and timescales
- Compliance with all health and safety, regulatory and statutory standards
- Overall growth in NPV across our portfolio
- Option appraisal within 12 months for all properties which meet the triggers established in this strategy
- Energy targets established based on EPC or SAP ratings, ensuring no properties are below an agreed level within the next 5 years, with alternative options explored where this is not feasible

### 6.2. Review

This strategy covers a five year period from 2016 – 2021. Detailed local investment plans will be reviewed annually. The strategy will be reviewed in 2019.

### 6.3. Authority and control information

We will ensure internal controls are in place to ensure effective delivery. These cover the following areas

- Robust and up to date stock condition data
- Investment planning process
- Procurement and staffing
- Asset Performance Evaluation providing a consistent evidence base to inform investment plans
- Link to the annual business plan/budget review process
- Internal audit and risk management arrangements
- Regular review of strategy

Responsibility for this strategy is with the Asset Manager who will be responsible for updating the strategy and managing control information.



# Housing Development Strategy

Prepared for:

**Taunton Deane Borough Council**

June 2016

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# 1 Executive Summary

- 1.1 TDBC has used the freedoms offered by self-financing to develop a programme that includes new build development, acquisition of former Council homes sold under the RTB, and various improvement programmes.
- 1.2 The new build element of the programme has utilised vacant TDBC land; occupied TDBC land where land assembly has been required; and acquisition of third party interests. The programme is delivering a variety of house types to be let at social rents. The programme has delivered 47 homes to March 2016; 31 being new build development and 16 acquisitions of former Council homes. The two sources of funding are HRA borrowing and RTB receipts.
- 1.3 Delivery is managed by a core staff team with support, for initial schemes in the programme, from Knightstone Housing Association. The Development Team has built up expertise in putting together development schemes involving land assembly. This has included working with other Council departments including Property Services, Lettings and Procurement.
- 1.4 Future development activity is also likely to be influenced by the following key drivers:
- The housing market in Taunton is delivering and satisfying market demand at a range of price points with the exception of product at the lower end of incomes
  - RP and developer provision that is likely to move away from providing rented accommodation in the light of changes to national housing policy
  - Land availability within TDBC's portfolio
  - HRA business plan priorities, specifically the need to address stock investment issues, the availability of continued HRA borrowing to support, and keeping pace with the loss through the RTB
- 1.5 The direction of travel is towards affordable housing policy and S106 agreements delivering fewer properties for social and affordable rents. This impact has not been felt acutely in Taunton Deane to date and a substantial amount of current supply is earmarked for social rent; the focus of future housing supply however is likely to shift.
- 1.6 To date TDBC's development programme has delivered homes for social rent. TDBC rent policy. TDBC also supports home ownership by enabling the development of shared ownership and discounted market products, and through planning negotiations.
- 1.7 The housing market is currently delivering a range of homes particularly at the upper and middle ends of the market. RPs are set to engage in an expanded drive to deliver shared ownership, with the possibility of Starter Homes overlapping with this market. In this context, affordable housing for rent and intermediate housing for lower income groups are likely areas of the market for TDBC to occupy.
- 1.8 Future opportunities could come from the following sources:
- TDBC owned sites
  - Acquisition of former Council homes sold under the Right to Buy

- Other public sector land opportunities
  - Rural exception sites and S106 opportunities
  - Open market purchase opportunities
- 1.9 TDBC owned sites are likely to be a primary source of development opportunity and the effective coordination of site information across TDBC functions will be important to ensure development opportunities are not missed and the best sites are prioritised.
- 1.10 The amount of unencumbered land within TDBC's ownership available for new housing development is limited. A number of the schemes in the early years of the programme have required land assembly and acquisition activities which can be time consuming activities. Such sites can also carry larger abnormal (and up-front) costs in the form of land assembly and high levels of affordable housing re-provision which impacts on financial viability. These sites do however offer opportunities to make a significant intervention to deliver more comprehensive regeneration, addressing both community sustainability issues and the issues of poor performing housing stock.
- 1.11 Other, less encumbered, sites may offer opportunities to continue to deliver additional new homes at a faster pace than occupied sites. Like the current programme, a mixed portfolio of opportunities will give TDBC flexibility to address the range of HRA business plan priorities including keeping pace with RTB loss and addressing estate regeneration.
- 1.12 The types of homes that TDBC should be developing will be influenced by what the rest of the market is delivering; currently this would suggest that TDBC's role is to continue to provide homes for social/affordable rent, and encourage access to home ownership at the lower end of incomes. The type and mix of homes should also have regard to housing demand, competition, and site specific issues.
- 1.13 Locations will be dictated largely by TDBC ownership as this is where the most economical opportunities are likely to lie, with potential for low-cost land, density uplift and delivery of wider regeneration objectives. More opportunistic sites should be pursued where they provide potential to add value to, or unlock, an existing TDBC site as is the case with Weavers Arms in the current programme.
- 1.14 The development strategy will focus on two key areas of activity:
- Opportunity led development that may include TDBC land and wider market opportunities such as rural exception schemes.
  - Strategic, asset management led development that addresses the non-traditional or poor performing stock within TDBC's portfolio.
- 1.15 There is a potential pipeline over the next five years of 164 new homes with 74 of these already committed. The HRA Business Plan however provides funding for 15 new homes per annum; additional units beyond the Business Plan allocation would require extra funding through borrowing (or other sources) not included in the business plan.

## 2 Introduction

- 2.1 Savills has been commissioned, as part of a wider Housing Revenue Account (HRA) Business Plan Review, to prepare a report on Taunton Deane Borough Council's (TDBC) housing development strategy.
- 2.2 With the introduction of HRA Self Financing in 2012, the Council's Housing Service has been operating in accordance with a 30 year Business Plan. Since 2012 there have been significant changes impacting on the HRA Business Plan and development activity.
- 2.3 In addition, the services have matured with the Council learning from operating in a self-financed environment and from evolving new services such as new build and area working. TDBC has therefore decided now is an appropriate point to undertake a review.
- 2.4 The review has been split into two stages covering the following:

### Stage One

- Establishment of baseline financial position
- Explore flexibilities and constraints in particular around asset acquisitions/disposals, capital investment and borrowing
- Sensitivities and stress testing to model options for future decision making
- Healthcheck of stock condition data
- Refresh business plan progress and priorities

### Stage Two

- Asset Performance and new Strategy
  - Development Strategy
  - Investigate options for a Council owned company or similar special purchase vehicle
  - Supported housing review
- 2.5 This report covers the Development Strategy element, the detailed brief for which is as follows:
- Review Development progress to date, in particular assumptions used to determine business case for developments and contribution of new builds to HRA
  - Assess and challenge drivers for new build programme
  - Identification of opportunity areas/sites based on key drivers such as market evidence, asset performance, planning policy
  - Review evidence for different housing products in terms of tenure, unit type and size in light of local housing need and the changing demographic picture
  - Make recommendations for where and what TDBC should be developing
  - Consideration of procurement and delivery options

2.6 To address the brief, this report is structured as follows:

- Current programme - reviewing progress to date
- Drivers for future development - including demographics, planning policy, market supply, and HRA priorities
- Development delivery - analysis of TDBC pipeline and opportunities
- Summary and conclusions

### 3 Programme progress to date

#### CHAPTER SUMMARY

- 1. Development programme has delivered 47 Council homes for social rent alongside a variety of improvement programmes.**
- 2. Major schemes at Creechbarrow Road and Weavers Arms now well advanced.**
- 3. Considerable capacity and expertise built up to progress complex schemes involving land assembly.**

3.1 The Development Team, comprising four staff with a Team Leader, also has wider housing enabling responsibilities across both Taunton Deane and West Somerset.

3.2 The team undertake a wide variety of activities including:

- New build housing development
- Acquisition of existing property including Right to Buy (RTB) buybacks
- Management of the RTB social mobility fund
- Property extensions
- PV installation
- EWI works
- Installation of scooter provision
- Car parking reconfiguration/provision

3.3 Linked to this activity is the enabling role of the authority through which homes for social rent, affordable rent, and intermediate tenures are delivered. The enabling role includes management of a strong local Registered Providers (RPs) partnership.

3.4 The table below illustrates the range and quantum of outputs achieved since inception of the programme.

<b>TABLE 1 - TDBC HOUSING DEVELOPMENT PROGRAMME OUTPUTS 2013/14 - 2015/16</b>	
<b>WORKSTREAM</b>	<b>OUTPUTS</b>
New build development	Three fully completed schemes comprising 19 new homes for social rent; 1st phase of Creechbarrow Rd of 12 new homes for social rent
RTB re-purchase	16 former Council homes re-purchased
PVs	Installations to 248 existing homes
EWI	Installations to 48 Corinsh homes
Scooter provision	32 installations
RTB social mobility fund	Six households assisted into home ownership to free up existing Council homes

3.5 The new build housing development programme has been delivered largely on TDBC owned land using HRA borrowing and RTB receipt funding. TDBC has delivered these directly, undertaking all stages of the development process and letting Design & Build contracts for the construction element. Knightstone Housing Association, one of TDBC's RP partners, has been engaged to provide a development management service.

3.6 The schemes have delivered a range of homes as illustrated in the table below.

<b>TABLE 2 - TDBC NEW BUILD PROGRAMME OUTPUTS 2013/14 - 2015/16</b>					
<b>SCHEME NAME</b>	<b>NEW HOMES COMPLETED</b>				
	<b>1b</b>	<b>2b</b>	<b>3b</b>	<b>4b</b>	<b>TOT</b>
Vale View	2	2	2	1	7
Bacon Drive	0	4	0	0	4
Normandy Drive	8	0	0	0	8
Creechbarrow Rd (1st tranche)		6	6		12
<b>TOTAL</b>	<b>10</b>	<b>12</b>	<b>8</b>	<b>1</b>	<b>31</b>

3.7 In delivering these the Development Team has built up expertise in putting together projects involving land assembly. These often have long lead-in times and negotiation and sourcing suitable alternative accommodation can be challenging. This has included working with

other Council departments including Property Services, Lettings and Procurement and resulted in greater alignment of Council services around development opportunities.

- 3.8 In addition to delivering the programme described above, the Development Team has been actively developing a pipeline of new projects including major schemes at Creechbarrow Road and Weavers Arms; consideration of development of non-traditional stock; and further strategic acquisitions.
- 3.9 The team, through the Housing Development and Enabling Manager, also has access to information about housebuilder and RP development activity across the borough; activity is closely monitored to identify where TDBC can access development opportunities.
- 3.10 A major scheme, at Creechbarrow Road, adjacent to the Halcon estate, is also well advanced with completion expected during 2016/17. The scheme was made possible through leasehold repurchase and decanting of TDBC flats on the site. It is being delivered in partnership with Knightsone Housing Association, one of TDBC's strategic RP partners, and Galliford Try. TDBC are delivering 60 homes to be let at social rent, with Knightstone developing 32 homes for affordable rent.
- 3.11 The Weavers Arms scheme is well advanced with demolition complete, a construction contract let, and works now on site and expected to complete by mid-2017. The scheme has been made possible by the acquisition of a former public house, acquisition of a toilet block from the General Fund and the decanting of secure tenants from existing Woolaway homes that will be demolished to make way for the new homes.
- 3.12 The programme has contributed the following homes to the HRA:

<b>TABLE 3 - TDBC DEVELOPMENT PROGRAMME 2013/14 - 2015/16</b>		
<b>YEAR</b>	<b>NO. OF HOMES</b>	<b>ACQUISITION OR NEW BUILD</b>
2013/14	7	Acquisition
2014/15	7	Acquisition
	11	New Build
2015/16	2	Acquisition
	20	New Build
<b>TOTAL</b>	<b>47</b>	

3.13 A further 48 homes are expected to complete in 2016/17 and a further 26 in 2017/18. With historic and committed schemes this brings the five year total to 121 homes. This does not factor in further acquisition work over the next two years.

3.14 RTB sales over the same period, compared to the numbers being added back into the HRA through acquisition and development, are as follows:

<b>TABLE 4 - TDBC RTB SALES 2013/14 - 2015/16</b>			
<b>YEAR</b>	<b>RTB SALES</b>	<b>HOMES ACQUIRED OR DEVELOPED</b>	<b>DIFF</b>
2013/14	47	7	-40
2014/15	35	18	-17
2015/16	38	22	-16
<b>TOTAL</b>	<b>120</b>	<b>47</b>	<b>-73</b>

3.15 Without the active development programme the net loss of homes would clearly be greater. Given land and funding availability coupled with the long lead-in times for new development it is unlikely that TDBC, through new build development alone, could have made any more significant in-roads into the loss of homes through the RTB. A development programme that remains flexible, as illustrated through the purchase of the Weavers Arms which was a speculative purchase linked to TDBC owned land, will be key to keeping pace with loss of homes to the RTB.

3.16 The drivers for TDBC to pursue a development programme to date have been:

- The availability of under-utilised land in TDBC ownership
- The availability of HRA borrowing capacity post self-financing
- The requirement to spend RTB receipts or relinquish them to Treasury
- Continued demand for social housing

3.17 Given the level of subsidy (low cost land plus 100% development funding at low cost from TDBC), the key business case measures to date have focused on the Net Present Value (NPV) of the scheme and the payback period for the HRA borrowing. These are useful measures as they assess scheme performance using an investment methodology. However a grant rate of 30% (RTB funding), relatively low land costs, and low borrowing rates are likely to result in favourable performance results when compared to, say, RP developments.

3.18 It is also understood that at the beginning of the current HRA business plan, contributions of up to £1m per annum were to be set aside for development activity. The relatively small



number of development opportunities available means that there has not necessarily been competing demands for use of a fairly open ended fund without any set financial hurdles.

- 3.19 In addition to NPV measures it is important to also focus on scheme cost benchmarks to ensure that any inefficiencies are not being masked by high levels of subsidy. Abnormal scheme costs may be acceptable within the context of a scheme that either performs well overall or has abnormal costs because of the particular nature of the scheme, for example regeneration schemes. Nevertheless it is important that these are exposed within a development appraisal and approval report.
- 3.20 Cost benchmarks are linked to scheme design and specification. As a developer it is important for TDBC to maintain close control over design to ensure that it is efficient as possible both from a capital cost and management in-use perspective. Employers' Requirements, Design Briefs and Wheelchair Standards are earmarked for review in 2016/17.

## 4 Future programme drivers

### CHAPTER SUMMARY

- 1. The supply data suggests that market is performing well with considerable developer activity with a range of homes being delivered, broadly in line with targets.**
- 2. The shift in policy from Affordable Rent to home ownership tenures is likely to leave a gap in housing provision for those on lower incomes.**
- 3. HRA Business Plan priorities, including the level of investment available for development and the need to address the non-traditional stock or poor performing stock, will be key drivers for the future development programme**

#### 4.1 Demographics & demand

- 4.1.1 Taunton is expected to experience average population growth in the years up until 2020. The area has a high proportion of retired adults aged over 65. It also has a high amount of older working adults aged between 45-64. There is an under representation of young adults aged between 15-24 years old. Between 2001 and 2011 Taunton saw a significant decrease in its adult population aged between 25 and 44 years old.
- 4.1.2 Due to these demographic pressures it is likely that there will be more demand in the coming years for housing products meeting the needs of an ageing population which might include downsizer accommodation, bungalows, retirement living and extra-care.
- 4.1.3 Taunton is a moderately affluent area although recent years have seen a rise in unemployment and slight fall in the average house price so that house prices are now at 96% of their 2007 peak. A high proportion of the working adult population fall into the skilled manual employment category (26%), the percentage of those belonging to the more affluent categories of junior non manual employees are 28% and 20% for managerial and professional workers. Unemployed benefit claimants made up just 1% of the population compared to the national average of 1.6% of the population.
- 4.1.4 Taunton has an owner occupation level of 70% which is above the UK average which was reported at 63% in the English Housing Survey 2015. The average house price in Taunton as

of Q2 2015 was £221,500 compared to £194,258 which is the average figure for the UK in the same period according to Nationwide HPI.

<b>TABLE 5 - AVERAGE HOUSE PRICES IN NEIGHBOURING TOWNS</b>	
<b>TOWN</b>	<b>AVERAGE HOUSE PRICE Q2 2015</b>
Bridgwater	£197,300
Weston-Super-Mare	£240,600
Exeter	£236,000
Bristol	£253,200
Taunton	£221,500
UK average	£194,258

Source: Land Registry

- 4.1.5 Despite the average house price for Taunton being £221,500 Savills Research note that the median house price for Taunton Deane is actually lower at £194,000. They also note that just 49% of dual earners on the median income for the area would be able to afford to buy a house at the median value. This statistic is based on a 20% deposit and a mortgage at 3.5 times joint annual income. The research also shows that just 20% of single earners on the median income would be able to afford a £194,000 house with a 20% deposit and a mortgage at 4.5 times their annual income.
- 4.1.6 Due to the high level of employment and high levels of owner occupation in Taunton, affordable products which allow eventual home ownership such as shared ownership products are likely to be in high demand. Since people in low paid work are likely to be able to make monthly mortgage payments but would find it difficult to raise a deposit Help to Buy is also likely to be a popular option.

4.1.7 In terms of known demand for social housing, the table below highlights the number of households TDBC has on its housing register (as at March 2016).

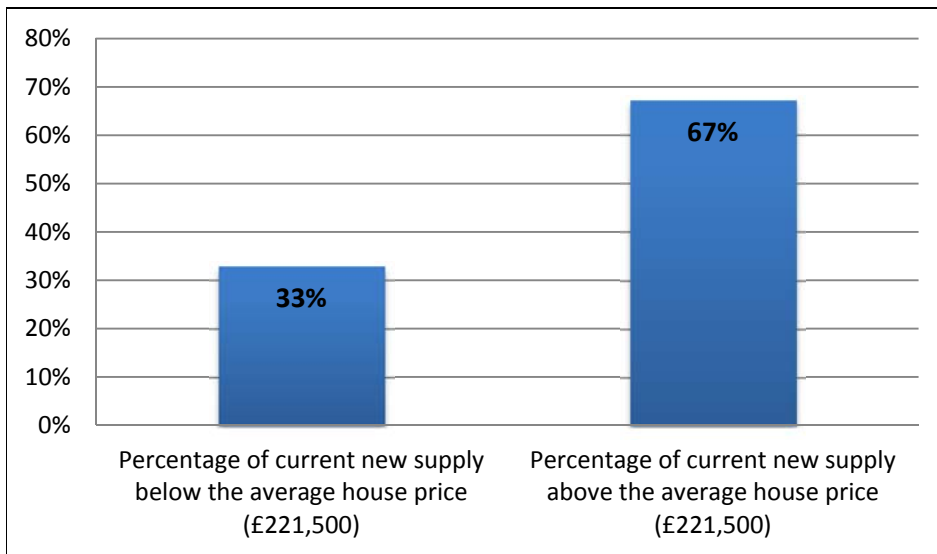
<b>TABLE 6 - HOUSING REGISTER APPLICANTS BY SIZE OF HOME REQUIRED</b>									
	<b>1B</b>	<b>2B</b>	<b>3B</b>	<b>4B</b>	<b>5B</b>	<b>6B</b>	<b>7B</b>	<b>8B</b>	<b>TOT</b>
No. of households on register	1476	913	302	81	12	3	1	1	2789
% of total total households on register	52.92	32.74	10.83	2.90	0.43	0.11	0.04	0.04	100

Source: Taunton Deane Borough Council, March 2016

## 4.2 Market supply

4.2.1 Based on the current supply information above, it is possible to determine whether the majority of the current new supply falls above the average property value for the area or is below it.

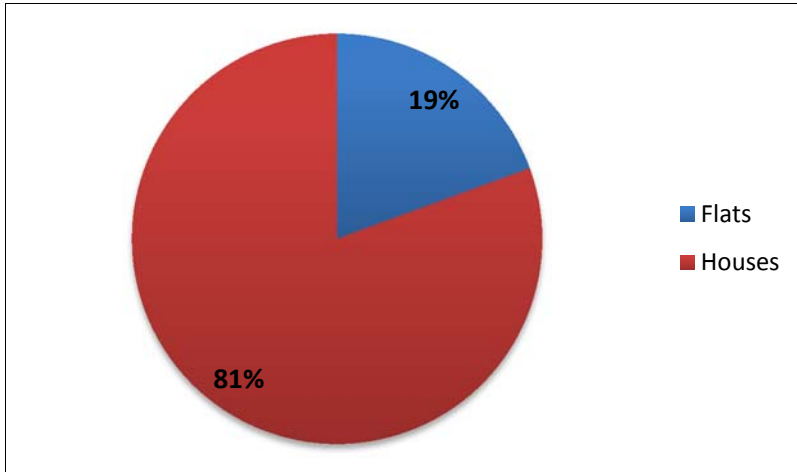
**CHART 1 - CURRENT NEW SUPPLY AGAINST AVERAGE VALUES**



4.2.2 As shown in the above graph, the majority of new supply in the Taunton area is serving the upper end of the market with almost twice as much supply for homes with asking prices above the average house value for the area as below. It is likely that this section of the market is being sufficiently supplied.

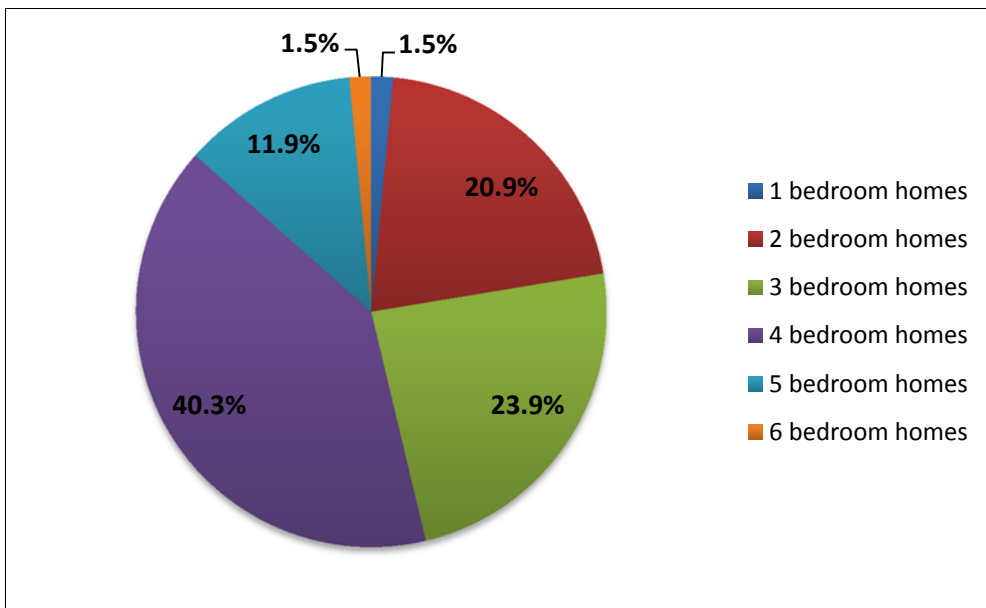
4.2.3 As shown in the chart below, the majority of the new supply currently coming forward is houses which outnumber new flats by more than 3:1.

**CHART 2 – PROPORTIONS OF FLATS AND HOUSES IN CURRENT NEW SUPPLY**



4.2.4 As shown in the chart below, three and four bedroom homes make up the majority of the current supply.

**CHART 3 – PROPORTIONS OF HOMES SIZE IN CURRENT NEW SUPPLY**



4.2.5 The reduction in Taunton’s working age population, along with its high number of retired adults, could perhaps indicate that there is likely to be an oversupply of homes for the area. However, many developers are circumventing this problem by marketing their homes to attract families in the wider region who can benefit from close proximity to good schools and cheaper house prices than some of Taunton’s neighbouring towns. This could also be the reason for the high proportion of large four bedroom executive homes, as well as

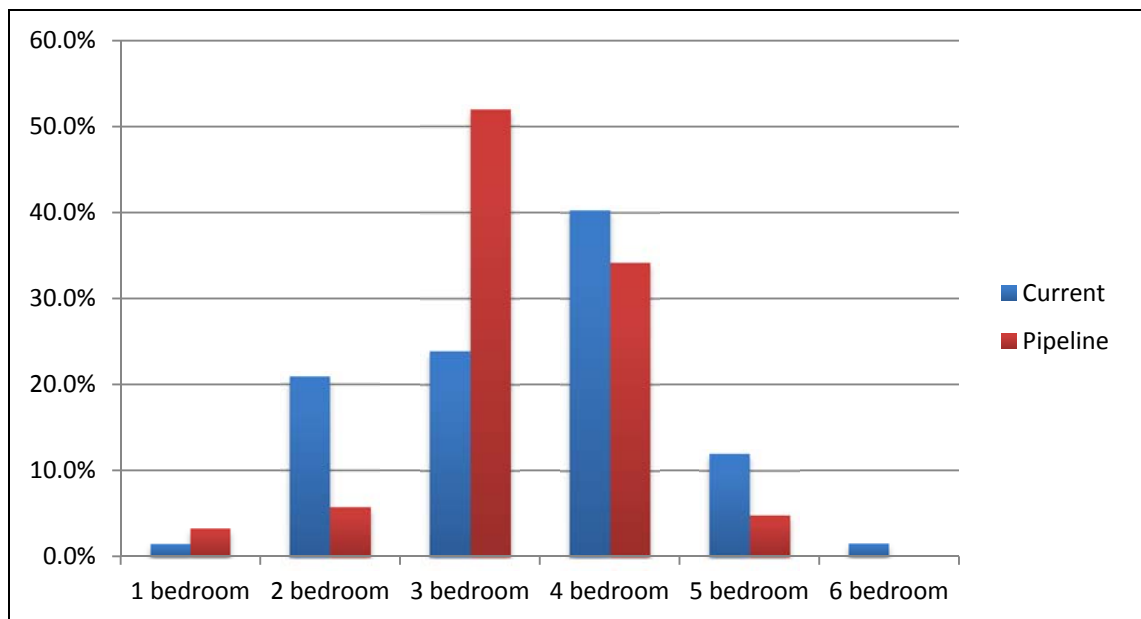
preparing for future demand that may arise from the development of a nuclear power plant at nearby Hinkley Point.

4.2.6 There is a considerable pipeline of new homes with planning consent that have not yet been implemented or completed, including affordable homes. A large number of homes are expected to be delivered through strategic schemes such as Firepool Lock on the fringe of Taunton Town Centre and urban extensions such as Monkton Heathfield and Nerrols in Taunton, and Cades Farm in Wellington.

4.2.7 20 schemes where the unit mix of homes is known have been identified for further analysis. These 20 schemes incorporate 498 private homes and 160 affordable homes.

4.2.8 The chart below shows that three bedroom homes make up more than half of the pipeline supply in these 20 schemes. Four bedroom homes make up just over one third of the pipeline supply. Compared to the current supply the percentage of three bedroom homes delivered could be more than double in the future.

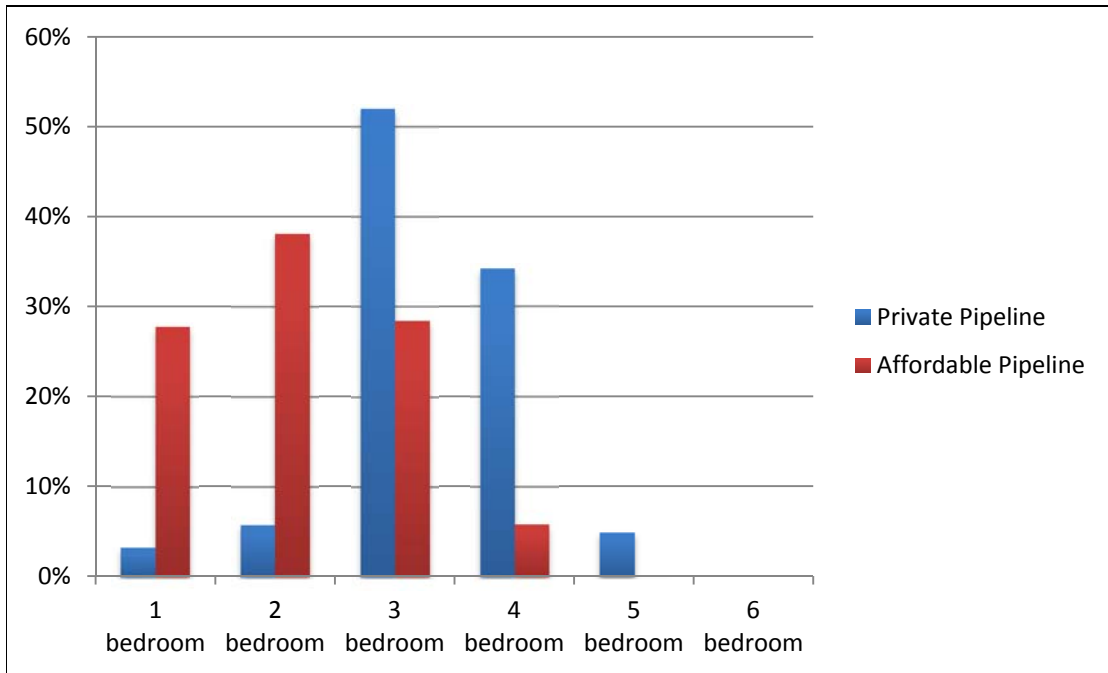
**CHART 4 - COMPARISON OF UNIT TYPES IN CURRENT SUPPLY AND FUTURE SUPPLY**



4.2.9 Of the 20 pipeline schemes for which there is a unit breakdown, 24% of the pipeline homes are affordable with the remaining 76% being market housing.

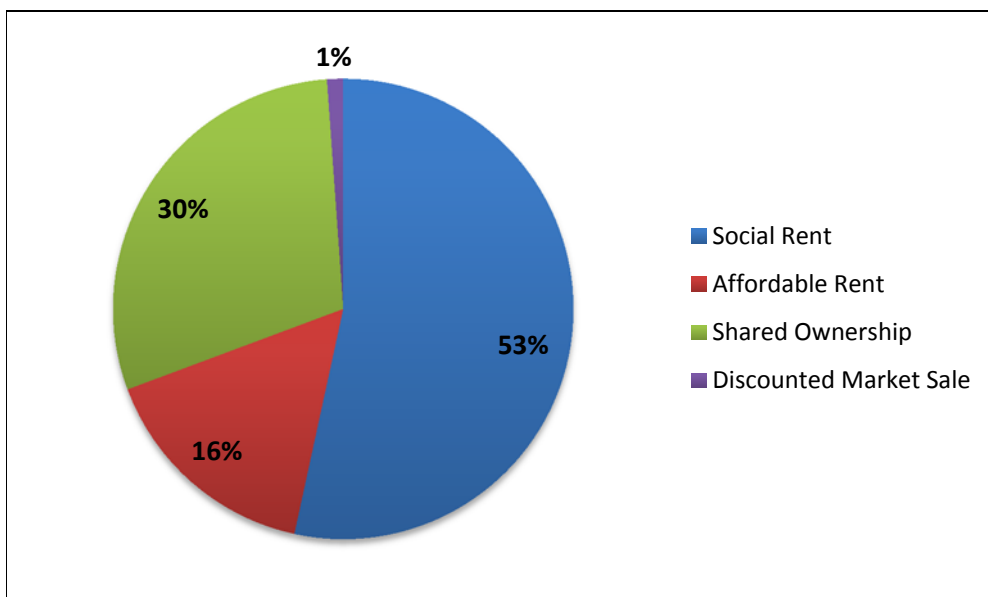
4.2.10 The chart below highlights that the highest percentage of affordable homes coming forward are two bedroom homes. This is in comparison to the private pipeline where larger properties make up the majority of the supply.

**CHART 5 - COMPARISON OF MARKET HOUSING PIPELINE AND AFFORDABLE HOUSING PIPELINE**



4.2.11 Analysis of pipeline schemes shows that the majority of affordable housing is likely to be delivered as social rent with the next biggest sector being shared ownership housing which makes up just under one third of supply. Only 1% of future supply is likely to be delivered as discounted market sale product.

**CHART 6 - AFFORDABLE TENURES WITHIN PIPELINE SUPPLY**



4.2.12 The table below compares affordable housing supply for Taunton Deane Borough Council in with neighbouring towns in the year 2013-2014.

<b>TABLE 7 - AFFORDABLE HOUSING SUPPLY COMPARED TO NEIGHBOURING LOCAL AUTHORITIES</b>			
<b>NEIGHBOURING LOCAL AUTHORITY</b>	<b>AFF HOMES BUILT</b>	<b>DISTRICT POPULATION</b>	<b>AFF HOMES BUILT PER CAPITA</b>
Sedgemoor District Council	75	119,057	0.0006
Exeter City Council	91	124,328	0.0007
North Somerset Unitary Council	200	208,154	0.001
Bristol City Council	540	442,500*	0.0012
Taunton Deane Borough Council	177	112,817	0.0016
Average			0.0011

\*2015 population estimate  
Source: Savills

4.2.13 The market supply data suggests that market is performing well with:

- Considerable developer activity in Taunton and surrounding areas with active housebuilders and RPs
- A broad range of homes being delivered
- Delivery of affordable homes broadly close to target
- The split between rent and intermediate homes broadly in line with target

4.2.14 The analysis above does not replace the Strategic Housing Market Assessment (SHMA) that is currently in preparation; this more detailed analysis will also inform future housing development and enabling activity.

### **4.3 Affordable housing policy context**

4.3.1 The reduction in social and affordable rents over the next four years will drive housing providers to manage their assets and associated costs more efficiently. However the cuts may also reduce some associations’ capacity for development given the lower headroom for borrowing and the uncertainty over the longer term future once the four year period expires. This policy has already disrupted Section 106 deals across the country, and Registered Providers will have a greater focus on intermediate housing and home ownership with reduced delivery of rented homes.

4.3.2 The Government has pledged to build 1m homes to 2020 and is investing in the largest shared ownership programme (135K homes) ever seen, and in a starter home programme



(200k homes). This is in addition to the existing Help to Buy schemes and extension of Right to Buy for Housing Association tenants.

4.3.3 The HCA Shared Ownership and Affordable Homes Programme 2016 to 2021 prospectus has been published with £4.7bn of capital grant being made available to deliver starts on site for at least:

- 135,000 homes for Help to Buy: Shared Ownership
- 10,000 homes for Rent to Buy
- 8,000 homes for supported and older people's rental accommodation

4.3.4 Shared Ownership will in the future effectively be the main tenure for which HCA grant funding will be available. Private developers will be able to apply for the grant, although the Office for Budget Responsibility has said that it expects housing associations to receive 90% of the available funding.

4.3.5 Key features of the Help to Buy – Shared Ownership product are:

- The initial share sold to the buyer to be not less than 25% and not more than 75%
- Providers should not fix the share of a given property to be sold in advance, but offer specific buyers a size of share appropriate to their individual circumstances
- Rent should generally be lower than 2.75% of the value of the unsold share and must not be more than 3%; it should rise at a maximum of RPI plus 0.5% per annum
- Buyers are able to purchase additional shares of their home, in tranches of not less than 10% of its full market value, up to full (100%) ownership.
- Outside London, anyone with a household income of less than £80,000 is now eligible, and there are no nationally or locally defined prioritisation criteria
- Restrictions relating to the number of bedrooms in a home and on the ability of existing shared owners to buy a new Help to Buy: Shared Ownership home have been removed

4.3.6 The announcement of funding for an expansion of shared ownership is likely to have a substantial impact on housing associations. In the context of Taunton Deane the developing RP market has stayed strong with continued appetite for most affordable products. However with the switch towards more home ownership products, future delivery of Social Rent and Affordable Rent is likely to be impacted.

4.3.7 The government is introducing Starter Homes to help younger people become home owners. The Housing & Planning Act defines Starter Homes and creates new requirements that promote provision of them. Key features include:

- New homes must be available for purchase (freehold or leasehold) by qualifying first time buyers only
- Homes must be sold at a discount of at least 20% of the market value, and must be sold for less than the price cap (£250,000 outside Greater London and £450,000 in Greater London)

- Purchasers must be aged between 23 and 40, or be injured service personnel or widowers of servicemen/women, to be eligible for the scheme
- Planning permission will require provision of (or funding for) Starter Homes by developers
- Rural exception sites, National Parks and Areas of Outstanding National Beauty will be excluded from the requirement to provide Starter Homes
- There will be flexibility on the requirement to provide Starter Homes in other rural areas (relating to size or type of site), which will be defined in regulations
- Owners of Starter Homes who sell within a set period will have to repay some of the discount (as a percentage of the value of the home), and the amount will be tapered (taper length to be agreed) according to how long they've lived there
- Government may decide to require owners of Starter Homes to sell them to another qualifying first time buyer at a discount if they sell within a specified time

4.3.8 The inter relationship and competition between shared ownership, starter homes and Help to Buy needs to be properly understood at individual site level and in the broader market. Shared ownership, starter homes and lower value second hand homes compete for broadly the same lower earning customer group and this may create challenges for larger sites where a mix of sales tenures is proposed. Developers and house-builders alike are working through the implications for their businesses and further detail is required on how Section 106 policy will evolve in response to the policy initiatives.

4.3.9 There is however a risk that Starter Homes will distort the local market and cannibalise market sales. Schemes where there are a large number of Starter Homes for sale may have an impact on the saleability and therefore on values of competing entry level homes for sale nearby. The biggest impact is likely to be felt on sites offering new homes via Help to Buy equity loan schemes. With 80% of Help to Buy deals taken up by first time buyers, both schemes are essentially competing for the same tranche of the market. Depending on the size of the scheme, it could even have an effect on the wider second hand market.

#### **4.4 Planning policy context**

4.4.1 Taunton Deane Core Strategy was adopted on 11th September 2012 and deals with planning in the Borough from 2011 to 2028. The Core Strategy sets out a vision for Taunton Deane and strategic objectives, spatial strategy and policies for meeting that vision.

4.4.2 The Plan specifies the locations and quantity of growth to be accommodated within the Borough up to 2028 and identifies strategic site allocations, including mixed-use urban extensions.

4.4.3 The strategy sets out a target to provide 17,000 new homes over the period 2008-2028, of which 25% will be affordable to meet existing and future needs. This is split into the following delivery targets for each five year period as detailed in the table below.

<b>TABLE 8 - TDBC HOUSING TARGETS OVER LOCAL PLAN PERIOD</b>	
<b>DELIVERY PERIOD</b>	<b>HOUSING TARGET</b>
2011-2016	3,500
2016-2021	4,500
2021-2028	7,500
TOTAL	15,500

Source: Taunton Deane Borough Council

- 4.4.4 There is also a target to deliver at least 4,000 affordable homes over the plan period (Policy CP4). The council expects affordable contributions on all sites of five or more dwellings.
- 4.4.5 The TDBC Affordable Housing Supplementary Planning Document 2014 sets out that 25% of all new homes should be in the form of affordable housing with a target tenure split of 60% social rented and 40% intermediate. As highlighted above, changes to national planning and housing policy are likely to see a shift away from this mix in future years.
- 4.4.6 TDBC aims to meet its affordable housing target through a mixture of HCA funding for schemes in the Somerset Local Investment Plan, developer contributions to affordable housing, CIL and New Homes Bonus.
- 4.4.7 Current reviews, including the Strategic Housing Market Assessment and a review of the site allocations, will inform future changes to policy and implementation.

**4.5 HRA priorities**

- 4.5.1 To date a housing development fund of £1m per annum has been established to deliver the programme, along with RTB receipt funding to fund replacement affordable housing. This sits alongside other HRA priorities including investment in existing stock and maintenance of reserve levels.
- 4.5.2 TDBC wishes to address the investment needs of its non-traditional portfolio. The strategy for these estates will be shaped by the business case for retention and investment (versus comprehensive redevelopment) along with other regeneration priorities.
- 4.5.3 As noted in Section 2 above, TDBC is losing properties through the RTB at a rate of approximately 30 per year. The impact, should the trend continue, is to stretch fixed overheads over a dwindling income base. There is therefore an incentive from an HRA business plan perspective to maintain a level of stock. This is in addition to the imperative to spend RTB receipts on replacement affordable housing or lose them to the Treasury.

- 4.5.4 In addition to the rent cuts announced in the 2015 budget the government intends, via the Housing and Planning Act, to require local authorities to make a payment to it in respect of vacant high value housing. The detail of the proposals is not yet known but provision will need to be made for this and there may be impacts on resources available for any development programme.

## 5 Development delivery

### CHAPTER SUMMARY

- 1. TDBC has a number of identified schemes to continue its delivery programme over the next three years.**
- 2. Future opportunities will be from two sources: smaller opportunity led schemes on both on TDBC land and wider market opportunities such as rural exception sites; and more strategic asset management projects including addressing the investment needs of non-traditional stock.**
- 3. TDBC will develop homes aimed at those on lower incomes where the market is not delivering, whilst maximising income to the HRA. This will include affordable rent, and where appropriate homes for outright or shared ownership.**
- 4. TDBC will also encourage home ownership through shared ownership schemes aimed at lower income groups with the additional benefit of freeing up existing Council homes.**

#### 5.1 Current site opportunities

- 5.1.1 The identified pipeline for the TDBC programme comprises both committed schemes and schemes in feasibility.
- 5.1.2 The committed schemes are at Creechbarrow Road scheme that has 48 further homes in the pipeline; and Weavers Arms, a 26 home scheme that has recently started on site. These are approved schemes with funding in place.
- 5.1.3 Other identified pipeline sites have had feasibility work completed on them and the approval process is underway to commit these schemes to the programme.
- 5.1.4 Beyond the identified pipeline, future opportunities are likely to be from the following sources:
  - Continued strategic acquisition of former Council homes sold under the RTB. In recent years TDBC has acquired a number of former Council homes sold under the RTB. This activity is projected to continue in the form of acquisitions of smaller

properties to meet housing need and strategic acquisitions to facilitate wider redevelopment schemes.

- Further reviews of TDBC HRA assets which might include garage sites; sheltered housing stock; poor performing housing stock including the Council’s non-traditional homes.
- TDBC General Fund assets that might come forward for disposal.
- Other public sector land opportunities.
- The purchase of S106 affordable rent properties of which there may be continued opportunities where RPs turn down schemes on grounds of scale (such as rural sites) or viability.
- Purchase on the open market.

5.1.5 Based on the above the projected pipeline is estimated as follows:

<b>TABLE 9 - TDBC HOUSING DEVELOPMENT PIPELINE</b>						
	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>TOTAL</b>
Pipeline supply (committed)	48	26	0	0	0	<b>74</b>
Pipeline supply (un-committed)	0	14	12	24	40	<b>90</b>
<b>TOTAL</b>	<b>48</b>	<b>40</b>	<b>12</b>	<b>24</b>	<b>40</b>	<b>164</b>

5.1.6 The HRA Business Plan projects an average of 15 homes per year to be delivered within the development programme after the current committed supply.

5.1.7 The table above includes 74 new build homes for which funds have already been committed and these already form part of commitments within the new HRA Business Plan.

5.1.8 A further 115 homes are not currently committed. These homes comprise of:

- Schemes that have been identified and are likely to come forward for funding commitment in 2016
- Indicative numbers for future new build development including potential development of larger sites where TDBC has non-traditional stock
- Continued acquisition programme

5.1.9 Any schemes to redevelop non-traditional stock may benefit the HRA Business Plan by removing future liabilities. This factor, alongside opportunities to develop shared

ownership or intermediate homes to create cross-subsidy, will impact on the funding required from the HRA to deliver such schemes. The indicative numbers will therefore need to be tested and refined as these pipeline schemes are developed, with the delivery profile being reconciled with the HRA Business Plan.

- 5.1.10 The business plan includes provision for an average of 15 new homes a year (on top of existing schemes with approval). In reality this will fluctuate year on year but allows for an average for 15 homes. It is possible for additional units to be built or acquired and Table 8 above sets out a potential pipeline beyond the 15 homes per year. Additional homes would require extra funding through borrowing (or other sources) not included in the business plan.

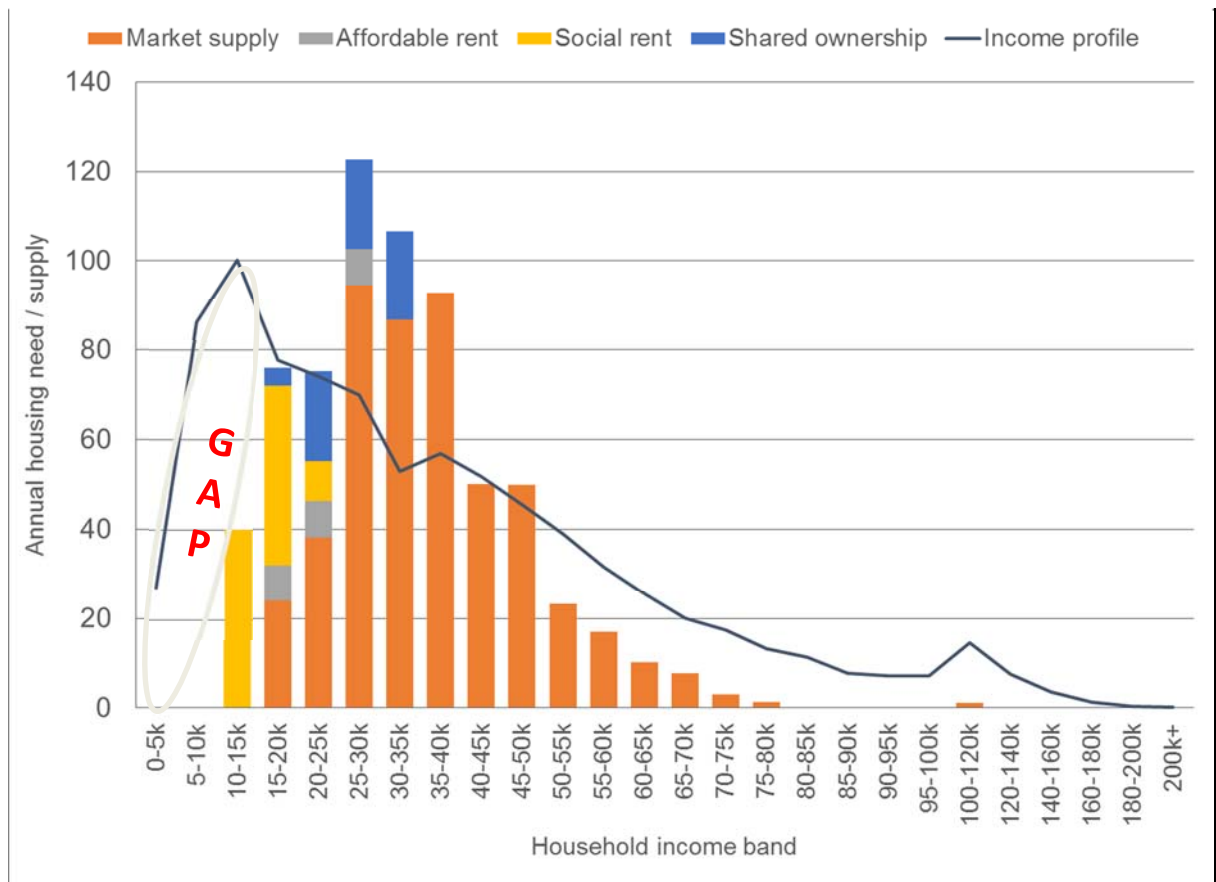
## **5.2 Future site identification**

- 5.2.1 The Development team already has a very good level of understanding of local market conditions and operators including RPs, housebuilders and agents. The RP partnership is also active and a good source of market intelligence.
- 5.2.2 In order to continue to capitalise on opportunities this level of market engagement should continue, particularly as market conditions change in the wake of shifts in national housing and planning policy.
- 5.2.3 A key source of opportunities is from within TDBC ownership. The Development Team maintain a register of sites that is principally made up of TDBC sites. The identification of future opportunities would be aided by:
- More regularised coordination between key teams
  - Maintenance of a single/coordinated registers of potential opportunities
  - Mapping of development opportunities
  - Raising awareness within front-line teams of priorities around the development programme
- 5.2.4 Likewise, relationships and coordination with other public sector landowners including Somerset County Council will be important in identifying opportunities from within other public sector estates.

## **5.3 Product and location - what and where should TDBC develop**

- 5.3.1 To date TDBC's development programme has delivered homes for social rent in line with existing TDBC rent policy. TDBC also supports home ownership by enabling the development of shared ownership and discounted market products, and through planning negotiations.
- 5.3.2 The chart below plots housing supply against income bands for Taunton Deane. It illustrates that the gap in supply is for those on the lowest incomes.

**CHART 8 – HOUSING SUPPLY AND INCOME BANDS (TAUNTON DEANE BOROUGH)**



Source: CACI, Taunton Deane Local Plan, Land Registry, DCLG Table 1011, HCA Statistical Data Return

- 5.3.3 The gap illustrated above is that which RPs and developing local authorities have to date sought to fill. Given changes to national housing policy since 2010 and more recent changes described above, the supply of social rented homes, whilst still featuring heavily in current supply, is likely to decline in the future.
- 5.3.4 As demonstrated above the market is already supplying intermediate homes and this segment of the market is likely to diversify in the future as shared ownership expands and discounted market products such as Starter Homes are promoted.
- 5.3.5 There is strong developer activity at a range of price points currently serving most of the market. Housebuilders and RPs will continue to be well placed to deliver home ownership products, particularly at the middle and upper ends of the market.
- 5.3.6 To support the proposed future housing model (set out in Section 2 of the HRA Business Plan) that TDBC intends to adopt, the development programme will include:
  - New homes at higher rents (affordable rent as opposed to social rent) that would still meet sub-market housing needs but generate higher returns to support scheme delivery and the wider HRA Business Plan
  - Low cost home ownership homes with lower tranche shares or ‘rent to buy’ homes to target lower income groups; this would also include initiatives such as the RTB



social mobility scheme that would have a further benefit in freeing up existing Council homes for those in need

- Full 'market' homes for rent or for sale where these support a site specific strategy, for example on a site that needs cross subsidy to achieve viability or where diversification of tenure is desirable/achievable

5.3.7 The location of new TDBC homes will largely be dictated by land ownership, including strategic opportunities to address poor performing stock through redevelopment and regeneration. Alongside these opportunities TDBC should also consider sites within their own stock where land assembly is not required and therefore development can be delivered quicker than on occupied sites.

5.3.8 The types and mix of homes will need to be considered on a site specific basis with consideration given to the following factors:

- The need to re-provide social rented homes on regeneration sites
- The aspiration to diversify tenure and encourage home ownership
- Funding strategy and financial viability
- Competition with other sites
- The size of the site and what diversity of homes can be sensibly accommodated

## **5.4 Procurement**

5.4.1 For schemes where TDBC develop to retain a site in its entirety, the current practice of procuring on a Design & Build basis is likely to continue to offer flexibility and risk transfer.

5.4.2 Having developed internal expertise there is now the opportunity, if supported by external professional services, to utilise more in-house resource for the management of development schemes that is currently delivered through Knightstone as the Council's agent.

5.4.3 There are likely to be sites, such as larger strategic sites, where a development partnership is the most appropriate vehicle through which to procure new affordable housing. This is likely to apply to sites where TDBC might typically be looking to secure capital investment, risk sharing, and development expertise to support their ambitions.

5.4.4 TDBC has a strong and effective partnership with developing RPs and these would be potential partners to work with TDBC on projects, particularly regeneration schemes, subject to a full assessment of suitability and a robust selection process.

5.4.5 Future development partners should also be selected in the context of the nature of the scheme being undertaken not purely past performance or relationships. New opportunities may present different scenarios bringing other development partners into consideration.

5.4.6 Use of frameworks (such as Advantage South West and Westworks that are currently being used within the programme) to are also likely to offer more efficient routes to market depending on contract size and suitability of partners on the frameworks. Given the size of the programme a bespoke framework for TDBC is not considered necessary.

Taunton Deane Borough Council and West Somerset Council  
**Equality Impact Assessment Form and Action Plan**

Expand boxes as required. Guidance notes are stored - TDBC link:

<http://portal/sites/policyPerf/strategyandpartnerships/equality/Equality%20Impact%20Assessment%20GuidanceTemplate/Forms/AllItems.aspx> WSC 'W' drive: W:\Equalities\EIA TEMPLATE

<p><i>"I shall try to explain what "due regard" means and how the courts interpret it. The courts have made it clear that having due regard is <b>more than having a cursory glance</b> at a document before arriving at a preconceived conclusion. Due regard requires public authorities, in formulating a policy, to give equality considerations the weight which is <b>proportionate in the circumstances</b>, given the potential impact of the policy on equality. It is not a question of box-ticking; it requires the equality impact to be <b>considered rigorously and with an open mind.</b>"<sup>1</sup></i></p>			
Officer completing EIA form:	Job Title:	Team/Service:	
James Barrah	Director of Housing and Communities	Housing and Communities	
Why are you completing the impact assessment? Please ✓ as appropriate			
Proposed new policy or service	Change to policy or service	New or Change to Budget	Service review
✓			
1 Description of policy, service or decision being impact assessed:			
<p>The Housing Revenue Account (HRA) Business Plan 2016 – 46 is produced in order to set out Taunton Deane Borough Council's overall aims and objectives for the housing service.</p> <p>The main strategic housing objectives of the plan are to:</p> <ul style="list-style-type: none"> <li>• <b>Providing Quality Homes</b></li> </ul> <p>This means we are committed to investing in our existing homes to deliver good quality of life for residents and value for the money spent, and to developing new homes that meet local needs.</p> <ul style="list-style-type: none"> <li>• <b>Supporting the Most Vulnerable</b></li> </ul> <p>This means we are committed to letting homes to people who have the fewest housing options, and will provide additional support that helps people who are older, disabled, or socially excluded to live comfortably in their Council-owned home.</p>			

<sup>1</sup> Baroness Thornton, March 2010

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- **Better Service**

This means we are customer and community focused and are committed to improving our services in line with what our residents have said matters to them. Our approach will support people to move through our social housing to cater for their changing needs and aspirations over time.

- **A Stronger Business**

This means we will prioritise efficiency to support delivery of our social priorities and objectives. It sets out how we will improve our business practices, drive out value for money and pursue new commercial activities.

2 People who could be affected, with particular regard to the legally defined protected characteristics<sup>2</sup>:

Taunton Deane Borough Council's HRA housing stock comprises of 6,000 tenanted and leaseholder homes. In addition, the Council also manages two private leasehold schemes for the elderly. Housing services are designed to ensure they meet the needs of a wide ranging customer base. As such the HRA Business Plan 2016 – 2046 will apply to all the protected groups including: Age; Disability; Gender Reassignment; Pregnancy and Maternity; Race; Religion or belief; Sex; and Sexual Orientation; Marriage and civil partnerships, Rurality.

3 People and Service Area who are delivering the policy/service/decision:

TDBC Housing and Community Development Services and TDBC Property Services.

<sup>2</sup> For protected characteristics, please visit:

<http://www.equalityhumanrights.com/private-and-public-sector-guidance/guidance-all/protected-characteristics>

Taunton Deane Borough Council and West Somerset Council  
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HRA Business Plan 2016-46

Appendix 3

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4 Evidence used to assess impact: *Please attached documents where appropriate.*

**Data:**

1. Major changes in the national Welfare Reform and Work Act and the Housing and Planning Act – 2015/16;
2. Values and priorities reflected in the Council's Corporate Strategy for 2016 -20.
3. Homefinder Monitoring statistics

**Engagement:**

1. Consultation with residents and stakeholders which included regular meetings with the Tenant Services Management Board and wider consultation with tenants, staff, members and other stakeholders – 2015/16.

5 Conclusions on impact of proposed decision or new policy/service change:

The plan is an overarching business plan and will apply to all new and existing tenants and leaseholders. The plan is not aimed at any of the protected groups and should not have a direct impact overall on tenants or leaseholders by any particular protected group. There may be a potential for the plan to impact indirectly on certain individuals or groups with a particular protected characteristic. As the plan is intended to support the delivery of the Council's corporate priorities and wider housing and community objectives it should enable more individuals across all the protected groups to benefit from the provision of housing services. The Business Plan will lead to the development of additional policies such as the Landlord Customer Strategy and a Local Lettings Plan which will focus on more specific customer groups. These Policies and Plans will require their own Equality Impact Assessments.

**Disability**

The plan will result in the budget for Disabled Facilities Grants (DFG) being reduced over the first five years, to bring it into line with the levels of current spend of £300K per year. We do not anticipate that this will negatively impact tenants applying for DFGs or adaptations as the new budget level has been historically sufficient to meet demand and the service will be taking additional steps to streamline and reduce costs in running the service which will provide further headroom.

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HRA Business Plan 2016-46

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**Age**

The plan recognises that government policies on Local Housing Allowance will negatively impact on single under 35s households and the business plan includes a commitment to consider how we address this moving forward. Any action we can take to address this will have a positive equality impact for younger people.

**Other equalities groups**

We do not consider that the plan will have a different impact on the basis of pregnancy and maternity, marriage and civil partnership, gender reassignment, sexual orientation, religion and belief, sex, race or rurality.

6 Recommendation based on findings. These need to be outlined in the attached action plan.

There is no evidence to suggest the plan would have a substantial adverse equality impact on any of the protected groups. We recognised the potential for adverse impacts on disabled people due to the reduction of the DFG budget however are confident that this will not be the case and will continue to provide access to an appropriate level of DFG resource for those with disabilities or longer term illness. We will commit to keep this under annual review and take the findings into consideration when reviewing the overall plan annually.

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<b>Equality Impact Assessment Action Plan</b>					
Group Affected	Action required	Expected outcome of action	Person to undertake action	Service Plan - for monitoring	Expected Completion date
Age	The plan commits to further consider mitigation for those under 35s affected by LHA restrictions. This will be developed in the Landlord Customer Strategy	Affordable accommodation solution for some single under 35 applicants	Simon Lewis	To be developed in the Landlord Customer Strategy	December 2016
Disability	Proposals to be implemented to reduce the cost of DFGs (such as fixed price contracts) to ensure the budget goes further.	Process streamlined and DFG costs reduced to ensure budget meets customer demand	Simon Lewis	Housing & Community Development	September 2016
	The Business Plan will be monitored annually and priorities for action revised at that point. The results of this monitoring will be presented to the Council along with any decisions required as a result of changes.	DFG funding for tenants with disabilities or longer term illness maintained with flexibility to enable future needs to be met.	James Barra	Regular meetings and wider consultation with stakeholders.	Annually.
Gender Re-assignment	None.				

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HRA Business Plan 2016-46

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<b>Equality Impact Assessment Action Plan</b>					
Group Affected	Action required	Expected outcome of action	Person to undertake action	Service Plan - for monitoring	Expected Completion date
Marriage and Civil Partnership	None.				
Pregnancy and Maternity	None.				
Race <sup>3</sup>	None.				
Religion and Belief	None.				

<sup>3</sup> Including ethnicity, national origin, colour, nationality, gypsies and travellers.

Taunton Deane Borough Council and West Somerset Council  
**Equality Impact Assessment Form and Action Plan**

HRA Business Plan 2016-46

Appendix 3

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Equality Impact Assessment Action Plan							
Group Affected	Action required		Expected outcome of action		Person to undertake action	Service Plan - for monitoring	Expected Completion date
Sex	None.						
Sexual Orientation	None.						
Rurality	None.						
Author's Signature:	James Barrah		Ref/Report Title:	HRA BP 2016/46	Date:	June 2016	EIA Version: 1.0
Contact Details:	Tel:	01823 358699	Extn:	2751	Email:	<a href="mailto:j.barrah@tauntondeane.gov.uk">j.barrah@tauntondeane.gov.uk</a>	



## **Analysis of tenant profiles and changing demands for social housing in Taunton Deane**

### Approach

As part of the work to set a new HRA Business Plan we wanted a better understanding of the housing market and changing tenant profiles and trends. An analysis was undertaken of recent quarterly Homefinder Somerset Monitoring reports and conversations were had with officers in Lettings, Housing Options and Estates to understand the changing market and demand for our properties. Further information was fed in from a Housing Provider 'Move On' group we were involved with. Unfortunately the 2016 Strategic Housing Market Assessment was not available at the time but will be reviewed later in the year.

### Trends

The analysis identified the following:

- Strong demand for 1 & 2 bed properties (all bandings)
- TDBC dominates gold band offers to Under 35s (for single and multiple households)
- TDBC dominates offers to those over 60 years of age (20% of all offers within Taunton Deane are made by TDBC to over 60s)
  - Over 60s in Bronze band are more likely to receive offers for properties than those in Silver / Gold. 40% of our successful over 60 applicants are bronze banded applicants
  - Opportunity to review restrictive age limits to allow other 'vulnerable' people to access sheltered/supported housing
- Evidence that other RPs are targeting 35-59 age cohort, with a preference for Silver rather than Gold i.e. looking to house 'stable' rather than 'vulnerable' households. This appears to be the key 'target market' for other RPs
- 3+ person applicants tending to go to other providers – possibly due to recent new build.
- There are significant problems with Move-On:
  - Restrictive housing practices are creating bottle-necks both for those wishing to enter and depart move-on accommodation e.g. providers requirements (for entry to social housing) are often too restrictive
  - Potential opportunity for TDBC to provide support to vulnerable people in its own stock and PRS to help prevent the revolving door of homelessness (and hopelessness)
- There are significant numbers of over 60s requesting a transfer e.g. for under-occupying. We might want to reconsider at a later time whether and how we might provide support packages to encourage Mutual Exchange
- Bids on our properties have diminished, possible diminishing market share (note: we housed 61% of TD homefinder bids in 2015 compared to 64% in 2014) – however more longitudinal evidence required)
- Our rents are low compared to others
- Some evidence that providers (not TDBC) are housing more 'employed' applicants at the expense of more vulnerable prospective tenants
- Homelessness is increasing
- Homefinder data is weak in identifying those with support needs (e.g. mental health, other)

All of the above issues will be considered as part the development of our Landlord Customer Strategy and review of our Lettings Policy.