

# Moray Strategic Plan

## Housing Contribution Statement

### 1. Introduction

- 1.1. This Housing Contribution Statement sets out the role of the Council as Strategic Housing Authority, as a social landlord and the role of local social housing providers in achieving the outcomes required by the Moray Strategic Plan 2016-2019.
- 1.2. The Public Bodies (Joint Working)(Scotland) Act 2014 establishes the legal framework for integrating health and social care services. The Moray Health and Social Care Partnership was established in 2015, and is governed by an Integrated Joint Board.
- 1.3. The Integrated Joint Board is responsible for providing a Strategic Plan by April 2016. This Statement should be read in conjunction with that Strategic Plan.

### 2. The role of housing in health and social care integration

- 2.1. Strategic planning for housing is set out in Moray's Local Housing Strategy (LHS), and is based on the findings of a "robust and credible" Housing Need and Demand Assessment (HNDA). The HNDA is developed through a multi-agency Housing Market Partnership. Health and social care partners are members of the Housing Market Partnership and have contributed to the HNDA and LHS<sup>1</sup>. Similarly, social housing providers are members of the Strategic Planning Group.
- 2.2. The Chief Officer (Health and Social Care Integration (Moray)(NHS Grampian) and the Head of Housing and Property are both members of the Moray Community Planning Board.
- 2.3. As a result over the last few years, NHS, Community Care and social housing partners have made significant progress towards a position of increasing strategic alignment and operational collaboration to achieve shared aims.
- 2.4. Moray Strategic Plan "*acknowledges the vital contribution that housing can make to improving health and wellbeing*". The LHS 2013-18 "*recognises its key role in contributing to the wider Corporate Outcomes, associated with delivery*

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<sup>1</sup> Housing Strategy Group and Housing Market Partnership membership are available here: [http://www.moray.gov.uk/moray\\_standard/page\\_95565.html](http://www.moray.gov.uk/moray_standard/page_95565.html)

of *Community Care services*", and national health and wellbeing outcomes to be delivered through health and social care integration.

- 2.5. This Statement is intended to provide a linkage between the LHS and the Strategic Plan. It will set out details of the extent of the current provision made by Moray Council and local Housing Associations. This Statement will also set out details of future investment and improvement plans which will contribute to the aims of the Integration Authority, and to the National Outcomes.

### **3. Locality Planning**

- 3.1. The HNDA/LHS and Local Development Plan use 6 Housing Market Areas (HMA) to set targets and monitor outcomes. Housing Market Areas are based on patterns in the origin of house purchasers, i.e. patterns and trends in locations households chose to live in. The Strategic Plan localities are determined primarily by GP groupings. The localities in each plan have been identified using different methodologies, at different times, and both have been subject to rigorous consultation processes.
- 3.2. These separate processes have resulted in localities in each Plan which are broadly similar. Both sets of localities should be recognisable and logical to the general public, whether seeking rehousing or housing services, or health and social care services, or both.
- 3.3. The similarity in localities will allow synergy in target setting and service delivery right across housing, planning, health and social care.

### **4. Key issues and drivers in the housing market**

- 4.1. Moray HNDA 2011 includes detailed analysis of supply and demand of specialist housing. In 2014, the Scottish Government updated their HNDA Guidance to include improved guidance on assessing the need for specialist housing. HNDAs are required to consider the current and future housing requirements of specialist needs groups including older people, people with physical and sensory disabilities, people with learning disabilities and people with mental health or substance misuse problems.
- 4.2. HNDAs are required to focus on the scale and type of specialist housing provision required rather than on an individual's illness, condition or equality group. Although data on prevalence rates of long term sickness and disabilities do exist, these trends do not directly translate into a need for alternative housing, or a disabled adaptation. Moray's HNDA bases its assessment of specialist housing need on trends amongst households with assessed medical needs on the Council's Housing List at that time (2010/11). The Council will begin work on a new HNDA during 2016.
- 4.3. The HNDA 2011 found:
  - A need for 424 affordable houses per year for 10 years to meet existing and future housing need.

- Projections indicate an ageing population, fewer families with children, and a trend towards smaller households.
- Significant affordability problems in the private housing market
- Moray had proportionally fewer care home places than neighbouring authorities, and the Scottish average
- Moray was, in 2010, amongst the authorities with the least provision of social housing for older people in Scotland.
- A lack of appropriately designed, private sector housing options for older and/or disabled people
- An acute shortage of wheelchair accessible housing in the affordable rented sector
- There was sufficient supported accommodation available to meet the needs of people with mental health problems and/or drug/alcohol abuse problems.

- 4.4. Since 2011, the HNDA findings relating to the housing needs of people with Learning Disabilities have been superseded by a more comprehensive needs assessment led by Community Care.
- 4.5. Since 2011, the demand for extra care housing has been verified by a housing needs study commissioned by Hanover Housing Association, to support their significant capital investment in Moray.
- 4.6. The HNDA is also intended to be a reference document. The HNDA calculates the estimated number of affordable rented relets that will be available from current stock. Current estimates are presented in the table below:

House type	Estimated relets per year from existing social rented stock (Moray Council and Housing Associations)						
	Buckie HMA	Elgin HMA	Forres HMA	Keith HMA	Speyside HMA	CNP HMA	Moray
1 bed amenity bungalow	21	47	13	13	6	0.4	<b>100</b>
1 bed flat	12	55	21	6	2	0.1	<b>96</b>
2 bed amenity bungalow	7	14	5	3	1	0.2	<b>30</b>
2 bed general needs house or flat	39	135	40	18	9	0.8	<b>241</b>
2 bed wheelchair accessible bungalow	0	0	0	0	0	0	<b>0</b>
3 bed bungalow	0	0	0	0	0	0	<b>0</b>
3 bed general needs house	17	39	10	8	2	0.5	<b>76</b>
4 bed bungalow	0	0	0	0	0	0	<b>0</b>
4 bed general needs house	1	6	3	1	0	0	<b>10</b>
5+ bed general needs house	0	0	0	0	0	0	<b>0</b>
Sheltered housing	27	35	5	8	7	3.1	<b>82</b>
<b>Total</b>	<b>124</b>	<b>331</b>	<b>96</b>	<b>56</b>	<b>28</b>	<b>5</b>	<b>634</b>

## 5. Moray Local Housing Strategy 2013 – 2018

5.1. The overall aim of the LHS is:

*To ensure that sufficient good quality, affordable housing is available to meet the needs of people living in or requiring housing in Moray.*

5.2. Strategic outcomes are organised around 6 Priorities:

- Priority 1: To address housing need to improve access to housing
- Priority 2: To meet our legal duties to homeless households
- Priority 3: To assist people with particular housing needs
- Priority 4: To improve the energy efficiency of housing and address fuel poverty and climate change
- Priority 5: To improve the condition of Moray's housing stock
- Priority 6: To promote successful, safe, sustainable communities and social inclusion

5.3. The LHS includes an Action Plan which is updated annually<sup>2</sup>. Many of these actions can make a contribution to the aims of the Joint Integration Authority.

5.4. In recent years, the Council as Housing Authority has gained a deeper appreciation of the complexities of issues relevant to health and social care services and the integration agenda, gained primarily through participation in the development of the Moray Joint Commissioning Strategy for Older People's Services 2013-2023. As a result of this deeper understanding, the LHS 2013-18 includes the actions listed below, all of which contribute to the shared aim of enabling people to live well at home, or in a homely setting.

LHS Action	Delivery timescale	National Outcome
<b>Strategic Housing Investment Programme (new build social housing)</b>	<b>2013-2018</b>	<b>1, 2, 4</b>
This LHS Action contributes to Strategic Plan Outcomes: <ol style="list-style-type: none"> <li>1. More people will live well in their communities – the population will be responsible for their own health and wellbeing – the community will respond to individual outcomes</li> <li>2. Carers can continue in their caring role whilst maintaining their own health and wellbeing</li> </ol>		
The Council is required to publish a Strategic Housing Investment Programme (SHIP) which sets out how the available Scottish Government funding will be prioritised to meet housing need, which must include the needs of older and disabled people, but also overcrowded and homeless households.		
Between 2010/11 and 2014/15, the Council completed 310 new build properties.		

<sup>2</sup> Moray's LHS and action plan is available at [http://www.moray.gov.uk/moray\\_standard/page\\_95565.html](http://www.moray.gov.uk/moray_standard/page_95565.html)

LHS Action	Delivery timescale	National Outcome
<p>Approximately 40% of available funding is spent on ground floor amenity or wheelchair accessible units, dependant on needs within each locality. All the house types must comply with the Scottish Government's Housing for Varying Needs standards as a condition of grant funding.</p> <p>Furthermore, the Council's new build house designs have evolved over time, primarily through advice from local OTs, to exceed both Housing for Varying Needs requirements and current Building Regulations, in an effort to future-proof the layouts, minimise the need for, and cost of, future disabled adaptations, and facilitate self-care or unpaid care. Common features include wetrooms to all ground floor units, door entry systems, kitchens adapted to individual needs.</p> <p>Hanover Housing Association (HHA) have committed to investing in extra care developments in Moray. A 30 unit redevelopment is nearing completion at North Road, Forres. Construction on a 30 unit new development at Linkwood, Elgin is expected to begin early 2016. In addition HHA have committed to a redevelopment project at Haugh Road, Elgin to provide 19 amenity and wheelchair accessible units, due for completion during 2017/18.</p> <p>Moray Council has approved prudential borrowing for 500 new build Council houses over 10 years, funded by modest rent increases.</p> <p>The Council would welcome more Housing Association partners to assist in delivery of the investment programme. However, significant barriers exist and these are explained in depth in the section below on "challenges".</p>		
<p><b>Local Development Plan Policy on Accessible Housing (H9) and associated Supplementary Planning Guidance</b></p>	<p><b>2015</b></p>	<p><b>1,2,4</b></p>
<p>This LHS Action contributes to Strategic Plan Outcomes:</p> <ol style="list-style-type: none"> <li>1. More people will live well in their communities – the population will be responsible for their own health and wellbeing – the community will respond to individual outcomes</li> <li>2. Carers can continue in their caring role whilst maintaining their own health and wellbeing</li> </ol>		
<p>The HNDA 2011 showed that, driven by the ageing population, housing needs are changing at a rate where it is doubtful that the public sector will be able to provide sufficient appropriately designed or adapted housing, and also that there is limited tenure choice for households with specialist needs. Therefore Moray Council is amongst the first in the UK to implement a planning policy (Policy H9) which requires housing developers to provide 10% of their private sector units for sale designed to accessible standards. The standards are set out in the Supplementary Planning Guidance and are based on Housing for Varying Needs.</p> <p>This Policy forms part of the Local Development Plan, adopted in July 2015 and is now being implemented. The Supplementary Planning Guidance will be reviewed during 2016.</p>		

LHS Action	Delivery timescale	National Outcome
<b>Social Housing Allocations Policies</b>	<b>2014</b>	<b>1,2,4</b>
<p>This LHS Action contributes to Strategic Plan Outcomes:</p> <ol style="list-style-type: none"> <li>1. More people will live well in their communities – the population will be responsible for their own health and wellbeing – the community will respond to individual outcomes</li> <li>2. Carers can continue in their caring role whilst maintaining their own health and wellbeing</li> </ol> <p>The Council uses a points-based system to prioritise Housing List applications. The Council implemented a revised Allocations Policy in 2014. The new Policy included the potential to offer 2 bed ground floor Council housing to single person households, if they are in greater housing need than a 2 person household. This brings the Council's policy in to line with Scottish Government's Older Persons Strategy.</p> <p>In an effort to make best use of existing housing stock, the Council's Allocations Policy also allows households to be matched to housing where adaptations have already been completed.</p> <p>The revised Allocations Policy includes potential for "exceptional circumstances" points to be awarded in cases which cannot be appropriately considered within the Policy. Housing List applicants may request that their circumstances are considered by the Housing Needs Review Group.</p> <p>In 2012, the Council implemented a New Build Lettings Plan applicable to the first let of any new build property. The Plan aims to create sustainable new communities, and to make best use of housing suitable for households with mobility/disability needs. The Plan allows for households with particularly specialist needs to be allocated new build housing very early in the build programme, so that design changes can be agreed and delivered, minimising costs, through detailed discussion between the household, the landlord, Occupational Therapy, Social Work and any care providers.</p> <p>Housing Association services, including their Allocations Policies, are governed by the Scottish Housing Regulator.</p>		
<b>Homelessness, Housing Options Service and housing support</b>	<b>Ongoing</b>	<b>1,2,4</b>
<p>This LHS Action contributes to Strategic Plan Outcomes:</p> <ol style="list-style-type: none"> <li>1. More people will live well in their communities – the population will be responsible for their own health and wellbeing – the community will respond to individual outcomes</li> <li>4. Invest in a seamless workforce to ensure that skills, competencies and confidence match the needs to enable people to maintain their wellbeing</li> </ol> <p>The Council operates a "housing options approach". This is a process which starts</p>		

LHS Action	Delivery timescale	National Outcome
<p>with housing advice when someone approaches the Council with a housing problem. This means looking at an individual's options and choices in the widest sense. This approach features early intervention and explores all possible tenure options, including council housing, RSL's and the private rented sector. The advice can also cover personal circumstances which may not necessarily be housing related, such as debt advice, mediation and mental health issues. Rather than only accepting a homelessness application, local authority homelessness services will work together with other services such as employability, mental health, money advice and family mediation services, etc., to assist the individual with issues from an early stage in the hope of avoiding a housing crisis.</p> <p>The Housing Options service provides all types of advice and signposting which is not necessarily all housing specific. Many people who have housing need or experience homelessness have some support needs with either one or more vulnerabilities. Those with multiple needs require more intensive, multi-agency support.</p> <p>The Housing Options service is dependent on the ability of local authority services and third sector agencies to recognise the issues that lead to housing need. They are rarely just about housing in isolation. With sufficient, co-ordinated early intervention from the relevant services or partner agencies of the Council, it can be possible to provide support to sustain existing accommodation rather than finding alternative housing options or making a homelessness application.</p> <p>The complex issue of housing need and homelessness is rarely solved by housing alone. It is essential that the Homelessness Service maintains its links to other relevant strategies such as the Strategic Plan, to ensure shared aims are achieved.</p> <p>The Scottish Housing Regulator is responsible for monitoring, assessing and reporting how well all social landlords meet the outcomes of the Scottish Social Housing Charter, which includes housing options and homeless prevention, temporary accommodation, housing support and tenancy sustainment.</p>		
<b>Care and Repair and Disabled adaptations</b>	<b>Ongoing</b>	<b>1,2,4</b>
<p>This LHS Action contributes to Strategic Plan Outcomes:</p> <ol style="list-style-type: none"> <li>1. More people will live well in their communities – the population will be responsible for their own health and wellbeing – the community will respond to individual outcomes</li> <li>2. Carers can continue in their caring role whilst maintaining their own health and wellbeing</li> </ol>		
<p>The Council's Scheme of Assistance (SoFA) provides practical and, in most cases financial, assistance to households living in the private sector who are aged 60+ or are disabled, in provision of disabled adaptations to their home. This Service is open to referrals from the OT service as well as self referrals.</p>		

LHS Action	Delivery timescale	National Outcome
<p>Moray Council makes an annual budget allocation available for disabled adaptations for its own tenants, funded by rental revenue income. Adaptations must be supported by OT assessment.</p> <p>Housing Associations have access to Scottish Government funding for disabled adaptations for their tenants.</p>		
<b>Action to minimise Fuel Poverty</b>	<b>Ongoing</b>	<b>1,2,4</b>
<p>This LHS Action contributes to Strategic Plan Outcomes:</p> <ol style="list-style-type: none"> <li>1. More people will live well in their communities – the population will be responsible for their own health and wellbeing – the community will respond to individual outcomes</li> </ol>		
<p>The prevalence of fuel poverty is higher in Moray than the Scottish average. Factors which contribute to this are Moray's low average income, higher proportion of detached and/or stone built dwellings and higher proportion of areas without access to mains gas.</p> <p>Councils and Housing Associations are required to invest in their housing stock to improve energy efficiency, and must comply with the EEISH by 2020. Fuel poverty in Moray is more prevalent in private sector housing.</p> <p>LHS actions to minimise fuel poverty include the provision of an energy advice service which covers all tenures by combining services available from the Scottish Government, Moray Council, Housing Associations and REAP. The service can provide income maximisation/benefits advice, energy efficiency advice, utility switching advice and can include home visits if required.</p> <p>Since 2011, the Council has been implementing the Scottish Government's Home Energy Efficiency Programme (HEEPS) in Moray. The Council has prioritised projects for predominantly external wall insulation to properties in all tenures which are of non-standard construction and have no wall cavity, i.e. households at greatest risk of fuel poverty. These are predominantly Council, Grampian Housing Association or ex right to buy properties built in the 1950s and 1960s. In 2014/15, Moray received £1.102M HEEPS funding, and provided measures to approximately 210 households.</p> <p>In addition, the Affordable Warmth Scheme provides energy efficiency measures targeted to households in receipt of passport benefits, which include disability benefits and pension credit. In Moray XXX households have received measures, mainly in the form of new energy efficient boilers.</p>		

## 6. Challenges

### 6.1. Housing Related Challenges - The overarching challenge to delivering new affordable housing remains accessing sufficient grant funding and private

finance, and sourcing sufficient development land in the right locations, at the same time.

- 6.2. Financial challenges** - Moray Council has been implementing a new build housing programme since 2010. The Council's capacity to fund its build programme is limited, and traditionally the programme is shared with Housing Associations. However, since 2008 (post-credit crunch) Housing Associations have found it difficult to borrow capital on favourable terms. Also pressure on public sector spending has led to reductions in Scottish Government subsidies. Many Housing Associations report difficulties in making developments financially viable on the current level of Scottish Government grant, whilst at the same time keeping rents low enough to be considered affordable. Other Local Authorities are in a financial position to supplement grant levels from developer contributions. Unfortunately Moray Council is not in a position to do this, as delivery of houses on each site is preferred, rather than payment of developer contributions.
- 6.3. These legitimate constraints mean that Housing Associations find it even more difficult to provide amenity or wheelchair accessible housing, because of the increased build costs associated with the increased space standards required by these house types.
- 6.4. Development Land challenges** - The Local Development Plan was adopted in July 2015. The allocation of housing land has been based on the findings of the HNDA 2011. However, many development sites are constrained for various reasons e.g. roads infrastructure.

## 7. Resources

7.1. Allocated housing resources which will contribute directly to the outcomes within the Strategic Plan are detailed in the table below, though not all budget listed will transfer to the Integration Authority. There are no plans to transfer any staff members in these service areas from the Council to the Integration Authority at present.

Service	Budget	2014/15 Outturn	2015/16 Budget allocation	2016/17 Budget allocation
Homelessness/ Housing Options Services	Moray Council General Services	£0.789M	£0.885M	TBC
Housing Support	Moray Council General Services	£1.071M	£1.117M	TBC
New Build affordable housing programme (approx. 40% allocated to specialist/amenity housing)	Moray Council new build Scottish Government subsidy	£4.602M	£3.678M	TBC
	Moray Council new build expenditure	£4.124M	£7.656M	TBC
	Hanover Housing Assoc new build Scottish Government subsidy	TBC	TBC	TBC
	Hanover Housing Assoc new build expenditure	TBC	TBC	TBC
Disabled Adaptations (Private Sector housing – Care and Repair)	Moray Council General Services	£0.385M	£0.605M	TBC
Disabled adaptations (Council housing)	Moray Council Housing Revenue Account	£0.396M	£0.500M	TBC
Disabled adaptations (Housing Association)	Scottish Government	TBC	TBC	TBC
Grass cutting scheme (Council Housing)	Moray Council Housing Revenue Account	£0.060M	£0.062M	TBC
Home Energy Efficiency Programme (HEEPS)	Scottish Government funding allocation	£0.913M	£1.015M	TBC
	Energy Company Obligation (ECO) funding	TBC	TBC	TBC

7.2. Joint working between housing providers and Health and Social Care has provided an opportunity to invest housing resources in services which will either prevent delayed discharges or emergency admissions, or which will facilitate self care and/or unpaid care, and therefore have the potential to ease pressure on health and social care services. Existing joint working provides a strong position to build on as the integration agenda develops.

## 8. Evidence Gaps and Influencing HNDA 2016/17

8.1. Work will begin on Moray's next HNDA during 2016. The findings will influence the next Local Housing Strategy (2018 -2023) and the next Local Development Plan. Health and social care partners are encouraged to contribute to the development of the next HNDA, with a view to influencing the strategic direction of both the LHS and the LDP. In particular contributions are welcomed in the following areas:

8.1.1. **Mental Health** - The HNDA 2011 states that it would be strengthened by inclusion of evidence of housing needs relating to people with mental health problems. The Housing Authority would welcome assistance from the Integration Board on improving the evidence base in this area.

8.1.2. **Extra Care Housing** - The HNDA 2011 also states that it would be strengthened by more research into demand for increased supply of extra care housing in Speyside Housing Market Area. The Housing Authority would welcome assistance from the Integration Board on improving the evidence base in this area.

9. As the Strategic Plan continues to develop over time, linkages between the strategic direction of the LHS and Strategic Plan would be more clearly stated if the **Health Needs Analysis** could be more explicit in the extent to which housing and housing services, or the lack of them, creates issues for health and social care. The Analysis could include:

- Identification for the reasons for delayed discharge from hospital. This may be due to workforce issues, or availability of good quality care home places, rather than lack of availability of appropriate housing.
- More information on the housing needs of "complex" admissions, and the form of housing that would facilitate discharge with a positive outcome.
- More information on the housing circumstances of persons admitted following a fall, and the circumstances of the fall itself.

9.1. In general, strategic planning for care services and housing would benefit from:

- An assessment of the form of **housing that would facilitate move on from supported**, re-abling, respite or other temporary accommodation and provide a positive outcome;
- An assessment of the current and future **need for residential and care home places**, for when independent living is no longer a viable option;
- An assessment of **the role of extra care housing**, best practice in building design and co-location of related health and social services e.g. day care.
- An assessment of **respite services and day care provision**, to include gap analysis of different forms and locations of respite, to support unpaid carers.

9.2. In summary, clear assessment of the required forms of housing and housing services would support capital investment in increased supply, and changes in local housing policies.

## 10. Monitoring and Review

10.1. The LHS details the outcomes Moray Council would like to achieve, and the actions it will take to achieve them. An LHS Action Plan is reviewed and published annually along with an LHS Performance Framework<sup>3</sup>.

10.2. The LHS Performance Framework has been created to measure the wider impact of the LHS. The framework comprises of:

The Outcomes – what we want to achieve

The indicators (KPIs) – features of the outcome that can be measured so we can assess effectiveness. These indicators predominantly use publicly available data sources. To avoid duplication, the indicators predominantly match those currently used for other purposes within the Council.

Baseline and targets – the ‘numbers’ that show how much progress has been made..

Data Sources – where the information will come from.

10.3. The framework needs to be flexible because the LHS is subject to external influences and shares objectives with other strategies, e.g. Strategic Plan. It is intended that, in each Priority area, the direction of travel of these KPIs, taken together, will provide a good indication of whether or not the agreed Outcomes are being achieved.

## 11. Contact:

11.1. For more information in the housing contribution to health and social care please contact:

Fiona Geddes  
Housing Strategy Officer  
Environmental Services  
Moray Council  
[fiona.geddes@moray.gov.uk](mailto:fiona.geddes@moray.gov.uk)  
01343 563588

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<sup>3</sup> Moray’s LHS Action Plan and Performance Framework are available at [http://www.moray.gov.uk/moray\\_standard/page\\_95565.html](http://www.moray.gov.uk/moray_standard/page_95565.html)