

Item: 18

Education, Leisure and Housing Committee: 13 November 2019.

Local Housing Strategy.

Report by Executive Director of Education, Leisure and Housing.

1. Purpose of Report

To consider consultative draft of Local Housing Strategy 2017 to 2022.

2. Recommendations

The Committee is invited to note:

2.1.

That the Housing (Scotland) Act 2001 places a statutory requirement on councils to prepare a local housing strategy supported by an assessment of housing need and demand.

2.2.

That the Local Housing Strategy is a local authority's sole strategic document for housing in its area, setting out an agreed strategic vision for the future of housing and housing related services.

2.3.

That the Local Housing Strategy 2011 to 2016 required to be reviewed in 2017 and reviewed regularly thereafter.

2.4.

That the Scottish Government has recently produced revised guidance on producing a Local Housing Strategy which is detailed and prescriptive.

2.5.

The draft Local Housing Strategy 2017 to 2022, attached as Appendix 1 to this report.

It is recommended:

2.6.

That the draft Local Housing Strategy 2017 to 2022 referred to at paragraph 2.5 above be approved for public consultation.

2.7.

That the Executive Director of Education, Leisure and Housing should submit a report to a meeting of the Committee no later than June 2020, detailing the outcome of the consultation exercise, referred to at paragraph 2.6 above, together with the final version of the Local Housing Strategy 2017 to 2022.

3. Background

3.1.

The Housing (Scotland) Act 2001 places a statutory requirement on councils to prepare a local housing strategy supported by an assessment of housing need and demand.

3.2.

The Local Housing Strategy should be designed so as to provide the strategic direction to tackle housing need and demand and inform the future investment in housing and related services across the local authority area.

3.3.

The Local Housing Strategy is a local authority's sole strategic document for housing in its area, setting out an agreed strategic vision for the future of housing and housing related services.

3.4.

It is expected that the Local Housing Strategy will be:

- Evidence based.
- Developed in collaboration with stakeholders, including residents and tenants.
- A corporate document, agreed and supported by all relevant local authority departments.
- Linked to the previous local housing strategy to show progress on outcomes and to carry forward outstanding actions as appropriate.
- Clear in how it supports equality and addresses inequality.
- Developed using extensive and inclusive engagement and consultation.
- Forward looking.
- Delivery focused.
- Clear, concise and easy to read.
- A standalone document (with relevant links provided).
- Reviewed regularly and progress monitored through an action plan.

3.5.

The Local Housing Strategy 2011 to 2016 required to be reviewed in 2017 and have been reviewed regularly thereafter.

3.6.

Development of the Local Housing Strategy has been delayed and consequently the revised version, while entitled 2017 to 2022, has been written as if it had been subject to its initial review during 2019. This approach has been discussed with the Scottish Government.

3.7.

The Local Housing Strategy is informed by Scottish Government guidance and during the period post 2017, guidance has been updated from the 2014 iteration to September 2019. Therefore, the Local Housing Strategy requires to appropriately reflect both iterations of guidance.

3.8.

The revised guidance for September 2019 is detailed and prescriptive and requires the inclusion of the following:

- Health Inequalities Impact Assessment.
- Child Rights and Well-being Impact Assessment.
- Equality and Human Rights Impact Assessment.
- A diagram outlining the process of reviewing the Local Housing Strategy.

3.9.

Particularly, the Local Housing Strategy it is required to be reflective of the Scottish Government's policy on "Housing Beyond 2021", the intention to build 50,000 affordable homes, across Scotland by 2021, of which 35,000 will be social rented.

4. Developing the Local Housing Strategy

4.1.

In developing the Local Housing Strategy, a full review of the previous document has been undertaken. This has included an assessment of the progress made during the period 2011 to 2016 and this is included within the consultative draft.

4.2.

Two meetings of the Member Officer Working Group which oversees the development of the Local Housing Strategy, have taken place.

4.3.

A pre-consultation event took place during 2018, which was attended by a broad range of stakeholders across the public and third sectors.

4.4.

This event considered what a Local Housing Strategy required to deliver and specific group work was used to ascertain what the key priorities should be within the revised Local Housing Strategy. These are as follows:

- Ensuring an adequate supply of housing.
- Preventing and alleviating homelessness.
- Older People.
- Housing and Support for People with Particular Needs.
- Improving Standards in the Private Sector.
- Reducing Fuel Poverty and Increasing Energy Efficiency.
- Sustaining Orkney's Communities.

4.5.

The strategic group which oversees development of the Local Housing Strategy is called Housing Joint Strategy Delivery Group which has met very regularly over the last few months. This group consists of a range of Council services including professionals from within Housing Services, Development and Infrastructure including Planning, Environmental Health and Roads, Finance, Orkney Housing Association Limited and the Scottish Government.

4.6.

It is vital that the document links closely to the Council's Local Development Plan and also the Strategic Housing Investment Plan and the Rapid Rehousing Transition Plan.

4.7.

Since the original development of the key priorities as outlined at section 4.4 above, there has become the need to consider the housing requirements of a transient or temporary workforce and it is intended that this will be developed into an additional priority in due course.

4.8.

The consultative draft of the Local Housing Strategy is attached at Appendix 1.

5. Process of Consultation

5.1.

Once the consultative draft of the Local Housing Strategy is approved, a consultation plan will be drafted in line with the Council's guidelines on consultation and engagement and the Scottish Government's guidance on producing a Local Housing Strategy which has a section dedicated to consultation.

5.2.

The guidance requires that consultation is underpinned by a human rights based approach and is aligned with the Community Empowerment Act 2015 and Locality Planning.

5.3.

The process of consultation will include some consultation events to include a range of stakeholders including the Integration Joint Board, consultation linking into community council meetings and the document being available online and underpinned by a survey. Paper copies will be available on request.

5.4.

Following a process of consultation, the revised Local Housing Strategy will be presented to the Education, Leisure and Housing Committee no later than June 2020 for approval.

6. Equalities Impact

An Equality Impact Assessment has been undertaken and is attached as Appendix 2 to this report.

7. Links to Council Plan

7.1.

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Council Plan strategic priority of Thriving Communities.

7.2.

The proposals in this report relate directly to Priority 3.8 We will review the Local Housing Strategy of the Council Delivery Plan.

8. Links to Local Outcomes Improvement Plan

The proposals in this report support and contribute to improved outcomes for communities as outlined in the Local Outcomes Improvement Plan priority of Living Well.

9. Financial Implications

There are no financial implications arising from this report.

10. Legal Aspects

10.1.

The Housing (Scotland) Act 2001 places a statutory duty on local authorities to develop a Local Housing Strategy (LHS) covering all housing tenures.

10.2.

Consultation:

- Must be at a time when proposals are still at a formative stage.
- The proposer must give sufficient reasons for any proposal to permit intelligent consideration and response.
- That adequate time must be given for consideration and response.
- That the product of consultation must be conscientiously taken into account in finalising any proposals.

11. Contact Officers

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12. Appendices

Appendix 1: Local Housing Strategy 2017 to 2022 - Consultative Draft.

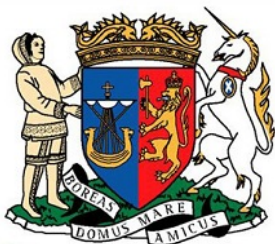
Appendix 2: Equality Impact Assessment.

CONSULTATIVE DRAFT

Appendix 1



Local Housing Strategy
2017 - 2022



ORKNEY
ISLANDS COUNCIL

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This document is available in a range of languages and formats on request.

Foreword

I am delighted to introduce the new Local Housing Strategy for Orkney for 2017 to 2022.

The Local Housing Strategy sets out Orkney Islands Council's vision for housing over a 5 year term. Our main aim states:

“Orkney Islands Council is committed to ensuring that its citizens have access to a warm, dry, secure, and affordable home, suited to their particular needs and, wherever possible, in a community of their choice.”

This vision links to the Scottish Government's vision that all people in Scotland live in high quality sustainable homes that they can afford and that meet their needs.

Housing is central to a thriving community and impacts on every resident within our community. Therefore, it is vital that members of our community feel appropriately involved and consequently we have developed this strategy based on consultation and will continue to undertake a broad ranging consultation.

This strategy builds on the very positive achievements of the previous Local Housing Strategy over the last five years, however, we continue to face significant challenges including public sector resource constraints; the integration agenda for Health and Social Care, the ongoing welfare reform; requirements to improve housing outcomes for homeless people and the implications of a declining and ageing demography, combined with an uncertain economic environment, which all impact on housing circumstances and the lives of individuals in the area.

Good quality housing is vitally important to the social and economic sustainability of the island group and physical well-being of its residents.

This document sets out the actions which will be undertaken during the next five years to increase the supply of affordable housing and to reduce homelessness. It will address the critically important issue of providing housing support to the more vulnerable members of our community. In addition, it seeks to address the key issues of thermal efficiency, fuel poverty and climate change. Finally, it incorporates our approach to improving private sector housing in line with Section 72 of the Housing (Scotland) Act 2006 and looks at improving housing through adaptations etc.

The current financial climate continues to increase the need for joined up working to provide better quality services whilst achieving ongoing efficiencies. Orkney Islands Council is committed to joint working with other agencies and its communities accordingly.

The implementation of this strategy will help to achieve the continuous improvement to which all partner agencies are committed.

Councillor Gwenda Shearer.

Chair of Education, Leisure and Housing Committee.

1.0. Introduction

In developing this Local Housing Strategy, the Council recognises the importance of good quality housing to the social and economic sustainability of the island group and physical well-being of its residents.

Our main aim is:

“Orkney Islands Council is committed to ensuring that its citizens have access to sustainable, warm, secure, and affordable home that meet their particular needs and, wherever possible, in a community of their choice.”

Where previously the production of separate strategies for homelessness, housing support and fuel poverty was required these will no longer have to be submitted separately to Scottish Ministers although local authorities will have to address these areas within the Local Housing Strategy. Many of the strategies remain a statutory requirement in their own right. Consequently, Orkney has retained various strategies believing these allow a robust assessment of key issues. The findings of these align closely with relevant sections in the Local Housing Strategy.

Our Local Housing Strategy remains underpinned by a range of other strategies which focus on key issues. However, for the first time we have refined the list of strategies and consequently those on older people, younger people, housing support and private sector housing have been incorporated within the Local Housing Strategy. Independent strategies on housing include:

- Homelessness.
- Rapid Rehousing Transition Plan.
- Advice and Information Strategy.
- Empty Homes Strategy.
- Fuel Poverty.

The Housing Service is actively involved in the Housing Options hub for the North and Islands area.

1.1. The Purpose of the Local Housing Strategy

The Housing (Scotland) Act 2001 places a statutory duty on local authorities to develop a Local Housing Strategy covering all housing tenures.

The Local Housing Strategy is supported by an assessment of housing need and demand and sets out the priorities and plans for the provision of housing and housing related services throughout Orkney from 2017 to 2022. It is the Local Authority's sole strategic document for housing in its area and is intended to set out our strategic vision and priorities for the future of housing and housing related services. The Local Housing Strategy should be kept under review.

Expectations of the Local Housing Strategy include that it is:

- Evidence based.
- Developed in collaboration with stakeholders, including residents and tenants.

- A corporate document, agreed and supported by all relevant local authority departments.
- Linked to the previous local housing strategy to show progress on outcomes and to carry forward outstanding actions, as appropriate.
- A standalone document.
- Reviewed regularly and progress monitored through an action plan.

The main purpose of the Strategy is:

- To show clearly the link between national and local housing priorities.
- To evidence the level and type of housing need and demand.
- To provide a clear strategic direction for housing investment for new and existing housing.
- To consider how housing circumstances could be improved across all tenures.

The Strategy must:

- Contribute to national priorities.
- Provide clear links to local strategies and plans.
- Set out the approach to meeting our legal duties.
- Reflect the views and contributions of stakeholders.

It should be based on the following four pillars of public service reform:

- A clear focus on prevention.
- Integration of local public services through strong partnership working, collaboration and effective delivery.
- Investment in people who deliver services through enhanced workforce development and effective leadership.
- A focus on improving performance, through transparency, innovation and the use of digital technology.

1.2. The Strategic Framework

The National Policy Context

The Housing (Scotland) Act 2001 requires all Local Authorities to produce a Local Housing Strategy which provides the framework for the delivery of housing and related services. It follows an analysis of the housing needs, demands and aspirations of the local authority area taking into account all housing tenures.

The Scottish Government's revised guidance on Local Housing Strategies was published in 2019. In addition, the Scottish Government published the Scottish Planning Policy (2014). Both these documents emphasise the need for housing and planning to work closely together to ensure there is 'effective housing planning' and that local housing outcomes can be met.

The Scottish Government's current strategic approach for housing in Scotland was set out in their ten year housing strategy 'Homes Fit for the 21st Century' (2011) with their vision for housing in Scotland to 2021 that 'all people in Scotland live in high quality sustainable homes that they can afford and that meets their needs'.

A five-year Joint Delivery Plan for Scotland (2015) sets out the key actions to be taken to meet the Scottish Government's vision.

In 2016 The Scottish Government launched their More Homes Scotland approach to support the increase in the supply of homes across all tenures which involves:

- Investing more public and private money in housing.
- Getting land ready for housing.
- Making sure that new housing is planned for effectively.

Increases in supply will be encouraged through a range of programmes/initiatives such as:

- The Housing and Planning Delivery Framework.
- The Affordable Housing Supply Programme.
- The Housing Infrastructure Fund.
- The Rural and Islands Housing Fund.
- The provision of a number of grants and loans.

Housing Beyond 2021

In September 2018 the Scottish Government published a paper Housing Beyond 2021 to help inform discussions on the future of housing in Scotland.

Funding has been provided by the Scottish Government to support the delivery of at least 50,000 affordable homes, 35,000 of which will be for social rent, over the five years to March 2021. The Scottish Government has expressed their commitment to continuing to promote increased supply of housing across all tenures.

Challenges inside this include providing health, social care and housing for an ageing population and meeting commitments such as ending homelessness and tackling child poverty, fuel poverty and climate change. At the same time, there is a need to recognise that public finances are finite and face many competing challenges.

The Scottish Government's vision for housing is linked to a wider Housing and Regeneration Outcomes Framework.

Housing Vision - All people in Scotland live in high quality sustainable homes that they can afford and meet their needs.

Regeneration vision - A Scotland where our most disadvantaged are supported and where all places are sustainable and promote well-being.

National Outcomes:

<ul style="list-style-type: none"> • We live longer healthier lives. 	<ul style="list-style-type: none"> • We live in well designed, sustainable places where we are able to access the amenities and services we need. 	<ul style="list-style-type: none"> • We have strong, sustainable supportive communities where people take responsibility for their actions and how they affect others.
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Housing and regeneration outcomes:

A well-functioning housing system;	High quality, sustainable homes;	Homes that meet people's needs	Sustainable communities
<ul style="list-style-type: none"> • Availability and choice. • Homes people can afford. • Growth of supply. 	<ul style="list-style-type: none"> • Safe. • Warm. • Resource efficient. • Promotes well-being. 	<ul style="list-style-type: none"> • Accessing a home. • Keeping a home. • Supporting independent living. 	<ul style="list-style-type: none"> • Economically sustainable. • Physically sustainable. • Socially sustainable.

There is a significant amount of national legislation and policy priorities which impact on the Local Housing Strategy.

The Community Empowerment (Scotland) Act 2015 provides a clear statutory purpose focused on improved outcomes. Housing Services are a key part of local community planning and partnership working to ensure improvements in outcomes for local communities.

Legislative drivers which inform the Local Housing Strategy include:

- The Housing (Scotland) Acts 2001, 2006 and 2010.
- Private Rented Housing (Scotland) Act 2011.
- Private Housing Tenancy (Scotland) Act 2016.
- Local Government (Scotland) Act 2003.
- Homelessness etc (Scotland) Act 2003.
- Environmental Assessment (Scotland) Act 2005.
- Planning etc (Scotland) Act 2006.
- Climate Change (Scotland) Act (2009).
- Equality Act 2010.
- Public Bodies (Joint Working Act) 2014.
- Community Empowerment (Scotland) Act 2015.
- Welfare Reform Act 2012.
- Welfare Reform and Work Act 2016.
- The Islands (Scotland) Act 2018.
- Fuel Poverty (Target, Definition and Strategy) (Scotland) Act 2019.

While not a legislative driver, the Scottish Social Housing Charter also influences the Local Housing Strategy.

Place-Making and Communities

Place-making is a key part of Scottish Planning Policy and is a creative, collaborative process that includes design, development, renewal or regeneration of our urban or rural built environments.

The Council’s approach to supporting new and existing neighbourhoods is based on place-making principles and the six qualities of a successful place:

Distinctive place.	characterised by unique natural and built heritage.
Safe and Pleasant place.	A sense of security through a housing layout that maximises positive natural aspects.
Easy to move around / connected place.	Street design that prioritises pedestrians and cycles over motor vehicles.
Welcoming place.	Characterised by a vibrant community that is inclusive and caters for a diverse society.
Adaptable place.	Mixed tenure housing with well-balanced house types and sizes.
Resource Efficient Place.	Maximum efficiency housing using natural or technological means.

Through the preparation of Masterplans, Development Briefs or Site Development Statements for strategic housing development sites, the Council’s Local Development Plan promotes the development of sustainable and well designed places.

Town Centre First Principle

The Local Housing Strategy should align with the Town Centre First principles. This looks at taking local needs and circumstances into account, it is about:

- Adopting an approach to decisions that considers the vibrancy of town centres as a starting point.
- Ensuring that the health of town centres features in decision-making processes.
- Open, measured and transparent decision making that takes account of medium to longer-term impacts on town centres.
- Recognising that town centre locations are not always suitable and making sure that the reasons for locating elsewhere are transparent and backed by evidence.

The Council’s Local Development Plan applies the Town Centre First Principle in both Kirkwall and Stromness’ town centres.

A Place to Stay, A Place to Call Home: a Strategy for the Private Rented Sector in Scotland

The private rented sector has been subject to significant changes since the publication of the Government's vision for "a private rented sector that provides good quality homes and high management standards, inspires consumer confidence, and encourages growth through attracting investment"

(<https://www.gov.scot/publications/place-stay-place-call-home-strategy-private-rented-sector-scotland/>).

Significant changes have taken place including the introduction of a new Private Residential Tenancy, regulating letting agents and publishing statutory guidance for Local Authorities on landlord registration.

The Council is required to meet 3 key strategic aims in respect of the private rented sector being:

- To improve the quality of property condition, management and service in the sector.
- Deliver for both tenants and landlords – meeting the needs of those living in the sector and those seeking accommodation and landlords committed to continuous improvement.
- Enable growth and investment to help increase overall housing supply.

Fairer Scotland Duty

The Fairer Scotland duty came into force from April 2018 as part of the Equality Act 2010, Part 1. This duty places a responsibility on the public sector to reduce inequalities of outcome caused by socio-economic disadvantage, when making strategic decisions.

A local authority must:

- Actively consider how it could reduce inequality of outcome in major strategic decisions.
- Publish a written assessment that shows how this has been done.

For the Local Housing Strategy, this duty has been met by completing the relevant part of the equality impact assessment which informs the Local Housing Strategy and by ensuring its ethos is mainstreamed through the Local Housing Strategy itself.

Additional Policies

In addition to the above, the Local Housing Strategy should also take into account the following:

- Race Equality Framework and Action Plan (re homes suitable for extended families).
- Getting it Right for Every Child (GIRFEC) which states that all aspects of the housing system, from planning and building to nominations and allocations should place this at the heart of decision making.

- Child Poverty Action Plan – every child, every chance: The Tackling Child Poverty Deliver Plan.

Local Policy Context

Orkney Community Plan

Since 2018, local Single Outcome Agreements have been replaced by Community Planning Partnership led Local Outcomes Improvement Plans.

Orkney Community Plan (2018-21) incorporates Orkney's Local Outcomes Improvement Plans and is a three-year rolling plan that will be refreshed, updated and reissued annually.

Orkney Community Plan shares along with Orkney's Local Development Plan, the ambition:

“to strengthen and support Orkney’s communities by enabling those developments which will have a positive and sustainable socio-economic impact, and utilise locally-available resources, whilst striving to preserve and enhance the rich natural and cultural heritage assets upon which Orkney’s economy and society depends.”

The Community Plan identified the following strategic priorities and outcomes for 2018-21:

Strong Communities

Outcomes:

- Our communities have vibrant, innovative, sustainable and inclusive populations.
- Our communities have access to the services, facilities and resources they require to enable them to lead, develop and innovate.
- Partners and communities share trusting relationships and understand their own and others' accountability, responsibility and capacity.

Living Well

Outcomes:

- People live in safe, warm, homely settings.
- People have the support they need to adopt healthy lifestyles throughout their lives, and take responsibility for their wellbeing.

Vibrant Economy

Outcomes:

- Orkney is a location of choice for people to live, work, learn, visit and invest.
- Orkney is widely recognised as a location for innovation and the application of experimental thinking in an island context.

- Orkney's economy offers a broad range of employment opportunities in all localities.

Locality Plan (2018 to 2021)

All community planning partnerships in Scotland have to produce one or more Locality Plans for the purpose of locality planning. Local areas in Orkney are identified which are relatively disadvantaged in terms of social and economic opportunities. The Locality Plan has to set out what will be done to improve socio-economic outcomes in the area. These plans sit alongside and supplement the Local Outcomes Improvement Plan. The Orkney Partnership chose the non-linked isles as the first locality in Orkney after a consideration of statistical evidence and consulting the isles residents.

Local Development Plan

Orkney's Local Development Plan seeks to ensure that effective planning policies are in place to strengthen and support Orkney's communities by:

- Enabling developments which have a positive and sustainable socio-economic impact.
- Using resources that are available locally.
- Striving to preserve and enhance the rich natural and cultural heritage assets upon which Orkney's economy and society depends.

The Plan includes development proposals for Orkney's towns, villages and rural settlements, and establishes settlement boundaries for each of these areas where the principle of development will be accepted

Since 2017, the Scottish Government have been reviewing the Planning System and in June 2019 the Planning (Scotland) Act 2019 was passed. There are a number of additional provisions that reinforce the close relationship of the planning system to housing and they are:

- Every 2 years the Scottish Government will report on how the planning system is operating to help ensure that the housing needs of older people and disabled people are met.
- The Planning system has to consider the housing needs of people undertaking further and higher education.
- The Planning system are to prepare and maintain a list of persons registering an interest of acquiring land for self-building housing.
- The new Planning Act will allow local authorities to designate short term let control areas where the use of a dwelling house for short term letting is deemed to involve a material change of use.

With the new act, the Local Development Plan will cover a 10 year period and the Scottish Government through a revised version of the National Planning Framework will produce standardised national planning policies. Through the production of an Evidence Report, a planning authority may consider alternative policy approaches."

The Council anticipates commencing a review of the current Orkney Local Development Plan in 2020. The Local Development Plan is required to include targets for meeting the housing needs of people living in Orkney”.

Housing Needs and Demand Assessment

The Local Housing Strategy is informed by a Housing Needs and Demand Assessment which sets out the key issues informing housing need and demand.

The Scottish Government published revised guidance for local authorities undertaking the Housing Needs and Demand Assessment in 2014.

The Housing Needs and Demand Assessment was carried out at housing market rather than Local Authority level as required by the relevant guidance

In developing a Local Housing Strategy, local authorities must assess the extent to which the volume, quality and location of available housing meets household requirements.

The Housing Needs and Demand Assessment outlines a range of estimates to try and account for a number of alternative future outcomes. Orkney’s Housing Needs and Demand Assessment focuses on three key scenarios and a fourth bespoke scenario.

Strategic Housing Investment Plan (SHIP)

The Strategic Housing Investment Plan is a statement of investment and resources required to deliver physical housing through the Local Housing Strategy. The plan is updated annually in partnership with relevant organisations and is reported to the Housing Development Forum and Housing Joint Strategy Delivery Group. The Strategic Housing Investment Plan has effectively become part of the Local Housing Strategy and is appended accordingly.

The Local Housing Strategy itself is underpinned by various housing strategies, some statutory, some non-statutory, including Homelessness, Fuel Poverty, Asset Management and Empty Homes Strategies.

Our Islands, Our Future

The local strategic planning context includes the “Our Islands Our Future” campaign which led to the Islands Act 2018.

Initially launched in 2013 by the three islands’ councils (Orkney, Shetland and Eilean Siar) this set out a vision for the future of the islands in recognition that they face different challenges to other parts of the country.

Both the Scottish and UK governments have recognised the potential of the islands and in 2014 made strong statement of support: the Scottish Government in “Empowering Scotland’s Island Communities” and the UK government in “A Framework for the Islands”.

Since then steps have been taken to honour those commitments. It is clear that both governments value our islands and the principles upon which the campaign is based,

and the discussions have led to the development of a proposal for a deal for the islands.

In 2018 the Islands Act was passed and currently there is a process of developing an Islands Deal which encompasses a broad range of areas including those of economy, sustainability and housing the population.

The deal focuses on additionality which could be generated by a suite of unique projects, programmes and governance arrangements, and realised through the firm commitment and shared understanding of the three island groups, the UK and Scottish governments, and our partners in the public, third and private sectors.

Orkney has included some housing projects however, until this deal has been agreed, the outcome of these projects is uncertain.

Rapid Rehousing Transition Plan

The Scottish Government's 2017 to 2018 Programme for Government set a national objective to eradicate rough sleeping. A Homelessness and Rough Sleeping Action Group (HARSAG) was set up and which was tasked to identify actions, services and legislative changes that may be needed to end rough sleeping and transform the use of temporary accommodation.

In 2018 a requirement was placed on all Councils to produce a Rapid Rehousing Transition Plan within tight timescales.

The Rapid Rehousing Transition Plan was developed by the Housing Service and a range of partner agencies.

The intention of the plan is to endeavour to ensure homeless households are permanently rehoused as swiftly as possible and to ensure that a range of support and prevention services are available with the intention of reducing homeless presentations.

Orkney Strategic Plan

The Orkney Strategic Plan (2019 - 2022) was prepared in terms of the Public Bodies (Joint Working)(Scotland) Act 2014.

This plan aims to set out the ambitions for health and social care in Orkney for those functions and services delegated to Orkney Health and Care by Orkney Islands Council and NHS Orkney. The Housing Service is represented on the Integration Joint Board and works closely with Orkney Health and Care in this respect.

The Strategic Plan links closely to the 9 national health and wellbeing outcomes of:

- Outcome 1: People are able to look after and improve their own health and wellbeing and live in good health for longer.
- Outcome 2: People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community.

- Outcome 3. People who use health and social care services have positive experiences of those services, and have their dignity respected.
- Outcome 4. Health and social care services are centred on helping to maintain or improve the quality of life of people who use those services.
- Outcome 5. Health and social care services contribute to reducing health inequalities.
- Outcome 6. People who provide unpaid care are supported to look after their own health and wellbeing, including to reduce any negative impact of their caring role on their own health and well-being.
- Outcome 7. People using health and social care services are safe from harm.
- Outcome 8. People who work in health and social care services feel engaged with the work they do and are supported to continuously improve the information, support, care and treatment they provide.
- Outcome 9. Resources are used effectively and efficiently in the provision of health and social care services.

The integral Housing Contribution Statement details the areas of work which housing partners undertake to provide in support of the Strategic Plan.

Housing Contribution Statement

The Housing Contribution statement is an integral part of Orkney Health and Care's Strategic Commissioning Plan. It sets out the contribution that housing and related services in Orkney make in helping to achieve priority outcomes for health and social care. It serves as a key link between the Strategic Commissioning Plan and the Local Housing Strategy. It highlights amongst other things the need to respond to those that have physical and other support needs and identified a number of areas for action.

Those who require specialist housing or support to live independently can be found across Orkney's population. Some may need these services for a short period of time and for others it will long term.

Health and social care integration has also placed a greater emphasis on enabling people to stay in their own homes or a in more 'homely' setting which reflects the Scottish Government policy to 'shift the balance of care' from hospital and institutional settings, to care in the home and community.

Housing Support Services in Orkney are closely aligned with, but are not part of, the delegated functions of the Orkney Health and Care and are provided by the Council's Housing Service.

1.3. The Local Housing Strategy Development Process and Partnership Working

The Local Housing Strategy has been produced following a detailed analysis of local housing need and demand and has been informed by consultation with key stakeholders, having regard to legislation and the guidance produced by the Scottish Government.

The development of the Local Housing Strategy is overseen by the Housing Forum which is a multi-agency partnership of housing professionals from local social housing providers and other related professionals. It is chaired by the Chair of our Education, Leisure and Housing Committee.

The development of a revised Local Housing Strategy for 2017 – 2022, began with an internal review of the achievements of the previous Local Housing Strategy to 2016 to 2017.

An event for key stakeholders was held in April 2018 to look at central issues such as what the Local Housing Strategy's priorities would be going forward. This session was well attended by a broad range of partner agencies from across the statutory and third sectors.

Feedback from this initial session was used, alongside information from the summary evaluation of the previous strategy (outlined in section 1.4 below) and key data from the housing need and demand assessment and other relevant sources.

Scottish Government guidance on what a Local Housing Strategy should contain was also considered. Accordingly, the first draft of the revised Local Housing Strategy was developed.

A Member Officer Working Group was established to review the Local Housing Strategy and to provide ongoing guidance throughout the course of its development. This met in January 2018 and October 2019.

In addition, throughout there was a range of meetings with key partner agencies to discuss development opportunities and endeavour to deal with barriers to housing development across Orkney.

1.4. Summary Evaluation of the Local Housing Strategy 2011 to 2016

An evaluation of progress against the Local Housing Strategy 2011 to 2016 showed some significant achievements including:

- The development of 436 affordable houses and flats across Orkney.
- The development of 6 units of move on accommodation for homeless young people.
- The introduction of the HEEPS:ABS programme locally.
- Expansion of housing options advice through the development of our online Housing Options Guide.
- Development of a homelessness prevention policy.

Evaluation of Key Actions and Commitment Section.

Priority 1: Adequate Supply of Housing.

Our Aim: To ensure Orkney's citizens have access to a range of affordable housing options, suited to their requirements.

Relevant Indicators	RAG Status	Comments
Identify the generous land supply required through the Local Development Plan to meet the annual affordable housing supply target.	Blue.	The build programme utilised both council owned and privately owned land.
Support development across Orkney where it meets the findings of the Housing Need and Demand Assessment, Local Housing Strategy etc and helps meet the housing supply targets.	Blue.	Over the period of 2010-2016 the Council developed 230 properties and Orkney Housing Association Ltd developed 236.
To ensure housing need and demand are met by making the best use of the existing housing stock, including developing and implementing an Empty Homes Strategy.	Green.	Empty homes project began and funding was identified for a 2 year post. Work progressing to try and recruit appropriately.
Implement a housing options programme to analyse the waiting list and work with households to identify the most appropriate housing option.	Blue.	This has become business as usual.
Continue to work with Orkney Housing Association Ltd to endeavour to find the best solution for housing development despite economic constraints	Green.	Regular meetings of house build group and close joint working are in place.
Implementing the Local Authority Mortgage Scheme in the light of a target of assisting 30 - 40 first-time buyers into owner occupation. Monitoring the impact of the Affordable Serviced Sites policy.	Blue.	Scheme did not progress in Scotland due to a legal technicality. Locally the housing loans policy was amended to replace the need for this.

Priority 2: Fuel Poverty.

Main Aim: Aim: To reduce the energy requirements of houses to eliminate fuel poverty and achieve a positive impact on the environment.

Relevant Indicators	RAG Status	Comments
Encourage the uptake of available grants amongst private sector households in fuel poverty.	Green.	HEEPS ABS programme began 2015 to 2016 with Firefly Energi appointed as managing agent.
The requirement to implement the Climate Change (Scotland) Act 2009.	Green.	The Council has undertaken projects with the aim of reducing carbon emissions from both the Council's housing stock and stock in the private sector. This has mainly be undertaken through HEEPS: ABS, Scottish Housing Quality Standard and Energy Efficiency Standard for Social Housing works.
Encourage frontline staff to actively support vulnerable households improve energy efficiency in their homes.	Green.	Working with various partners in this respect. Both Orkney Islands Council and Orkney Housing Association Ltd employ Fuel Poverty / Energy Officers to supporting individuals in our communities.
Improve provision of information in relation to energy efficiency and reducing fuel poverty through online facilities.	Blue.	Our website was upgraded in 2012. We work closely with various partners.
Continue to work with relevant partners to investigate the use of modern technologies.	Green.	Examples include the THAW Wellbeing Orkney project for which the Council secured European funding. Worked with Orkney Housing Association to access Capital Acceleration Programme funding for improving heating and energy efficiency on 2016 to 2017.
Encourage the use of sustainable technologies in new builds.	Green.	
Continue to be proactive in seeking funding which could assist with fuel poverty.	Green.	

Priority 3: Housing for Particular Needs.

Aim: To provide appropriate housing with holistic packages of support (as required) to enable those with particular needs to lead independent lives in their own communities.

Relevant Indicators	RAG Status	Comments
Implement Older Persons' Housing Strategy with partner agencies.	Blue.	Will be incorporated into revised Local Housing Strategy post 2017 due to resource pressures.
Implement Housing Support Strategy with partner agencies.	Blue.	Will be incorporated into revised Local Housing Strategy post 2017 due to resource pressures.
Investigate innovative solutions to provide supported housing for people with particular needs.	Green.	
Continue to investigate the possibility of improving move on accommodation for young homeless people.	Blue.	Six units of move on accommodation were completed on the Glaitness Farmhouse site in 2015.
To continue to work jointly with Orkney Health and Care to provide housing support most appropriately inside current resources.	Blue.	
Investigate innovative options including modular housing and virtual sheltered housing.	Blue.	During 2012 there was a project to investigate modular housing. This will be further investigated going forward.
Investigate the possibility of using private sector accommodation as a solution in certain circumstances.	Green.	
Expand the strategic purpose of an existing sheltered housing scheme to provide for particular needs.	Blue.	Completed in 2012 but low numbers of particular needs resulted in there being insufficient applicants in general terms. In most cases people with particular needs had their needs met through a housing application coupled with support being provided through a tendered contract.
Expand housing options advice (partially through development of online housing options guide) and ensure inclusion of information on adaptations, grants and provision of support.	Blue.	Online housing options guide completed during 2012.

Priority 4: Homelessness.

Our Aim: "Prevent homelessness from occurring in the first place wherever possible".

Relevant Indicators	RAG Status	Comments
Continue to work with Orkney Housing Association Limited (OHAL) to ensure the best resettlement option is found.	Blue.	
Continue to implement the Temporary Accommodation Strategy.	Blue.	
Continue to implement the Advice and Information Strategy.	Blue.	Revised Advice and Information Strategy approved February 2017.
Investigate the possibility of using private sector accommodation as a solution to homelessness.	Blue.	Private Residential Tenancies (Scotland) Act 2016 made this viable.
Continue to investigate the possibility of improving move on accommodation for young homeless people.	Blue.	Six units of move on accommodation were completed on the Glaitness Farmhouse site in 2015.
To continue to work jointly with Orkney Health and Care to provide housing support most appropriately inside current resources.	Blue.	
To develop a homelessness prevention policy.	Blue.	Completed 2012.
Develop an online housing options guide with detail on all housing tenures.	Blue.	Completed 2012.
Continue Developing a Housing Options approach to preventing homelessness.	Blue.	
By continuing to deliver first class, responsive homelessness service.	Blue.	

Priority 5: Improving Standards in the Private Sector

Aim: To eradicate unfit and below Tolerable Standard Housing and to encourage even closer links with the Private Rented Sector.

Relevant Indicators	RAG Status	Comments

Further improve the information provided to private sector landlords and tenants, focusing upon rights and responsibilities.	Blue.	Online housing options guide completed during 2012.
Further remove barriers to accessing homes in the private sector through the development of a Homelessness Prevention Policy which will include key private sector projects.	Blue.	Homelessness Prevention Policy completed 2012 and Private Residential Tenancies (Scotland) Act 2016 assisted.
Keep the Scheme of Assistance under review and promote the service provided by Orkney Housing Association Limited's Care and Repair Team.	Blue.	
Reducing the amount of occupied houses below the Tolerable Standard by carefully targeting advice, support and enforcement.	Green.	
Reducing the amount of occupied sub-standard houses by carefully targeting advice, support and enforcement.	Green.	
Reducing the number of properties failing the Repairing Standard by carefully targeting advice, support and enforcement.	Green.	
Develop and implement an Empty Homes Strategy.	Green.	Empty homes project began and funding was identified for a 2 year post. Work progressing to try and recruit accordingly.
Development of a local house condition survey for 2012 to 2013.	Blue.	Completed 2017.
Outline the approach that would be taken in future to identify any housing renewal areas.	N/A.	
Implementing the Local Authority Mortgage Scheme in the light of a target of assisting 30 first-time buyers into owner occupation.	Blue.	Scheme did not progress in Scotland due to a legal technicality. Locally the housing loans policy was amended to replace the need for this.
Monitoring the impact of the Affordable Serviced Sites policy.	Blue.	

Consider approach to Below Tolerable Standard, sub-standard etc housing following the development of a local house condition survey for 2012 to 2013.	Green.	
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Priority 6: Sustaining Orkney's Communities

Aim: That every effort will be made to ensure a sufficient supply of housing is available to ensure the continued survival, and future growth, of Orkney's island communities; and that provision is made for student and migrant worker accommodation to match identified demand.

Relevant Indicators	RAG Status	Comments
Work with individual communities to assess the level of interest / viability of local lettings initiatives.	Blue.	Local Lettings Consultation completed during 2011 to 2012.
Working with a range of partner agencies to establish precise demand figures for accommodation for students and key workers.	Green.	
Working with private developers and the private rented sector to help to meet an unmet need within the local housing market.	Green.	
Consideration of alternative housing options and innovative solutions to address housing need whether permanent or temporary on the outer isles.	Green.	

Key.

Red.	Red.	Not Completed.
Amber.	Yellow.	Partially Delivered .
Green.	Green.	Ongoing.
Blue.	Blue.	Completed.

Priority 1: Adequate Supply of Housing.

Our Aim: To ensure Orkney's citizens have access to a range of affordable housing options, suited to their requirements.

Local Housing Strategy Outcome: To ensure Orkney has a housing supply of the right type, size, quality and in the right areas to meet current and future housing needs that are affordable.

Relevant Indicators	Targets	RAG Status	Comments
Private sector new house build completions.	Our target for completions was: 2011 to 2012 = 120. 2012 to 2013 = 130. 2013 to 2014 = 140.	Yellow.	Actual completions were: 2011 to 2012 = 136. 2012 to 2013 = 101. 2013 to 2014 = 61. This indicator is not within the control of the Council
Rate of new build affordable housing starts.	100 site starts per year (2011 to 2012). 100 site starts per year (2012 to 2013). 100 site starts per year (2013 to 2014).	Yellow.	Completions were: 2011 to 2012 = 116. 2012 to 2013 = 110. 2013 to 2014 = 69.
Number of households on housing waiting list (common housing register).	Decrease by 50 households per year (2011 to 2012). Decrease by 50 households per year (2012 to 2013). Decrease by 150 households (2013 to 2014).	Yellow.	Housing waiting list declined for a period of time then started to increase again. Figures were: 2011 to 2012 = 629 2012 to 2013 = 598 2013 to 2014 = 549
Number of households on housing waiting list (common housing register) with evidenced housing need (having a priority pass).	Decrease to 100 (2011 to 2012) Decrease to 100 (2012 to 2013) Decrease to 100 (2012 to 2013).	Red.	Housing waiting list declined for a period of time then started to increase again. Figures were: 2011 to 2012 = 153. 2012 to 2013 = 144. 2013 to 2014 = 188.
The number of households provided with full housing options advice.	To be implemented following implementation of policy.	Blue.	This is monitored separately through the annual report called Homelessness Update which goes to our Education, Leisure and Housing Committee annually in June.

Provide data on Orkney's housing need and demography over the next 20 years.	Housing Need and Demand Assessment – annual update.	Blue.	Data on demographics and housing need is updated regularly. The Housing Need and Demand Assessment is required every 5 years.
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Priority 2 – Fuel Poverty.

Main Aim: Aim: To reduce the energy requirements of houses to eliminate fuel poverty and achieve a positive impact on the environment.

Local Housing Strategy Outcome: To assist Orkney's householders to improve the energy efficiency of their homes.

Relevant Indicators	Targets	RAG Status	Comments
Percentage of households found to be in fuel poverty.	Reduce in line with 2016 target.	Blue.	In common with other areas in Scotland fuel poverty was not eradicated by the end of 2016. Factors such as wage freezes and rising fuel costs impacted negatively. The strategic landscape was amended accordingly.
Proportion of social rented housing failing the Scottish Housing Quality Standard.	66% 2011 to 2012. 57% 2012 to 2013. 20% 2013 to 2014.	Green.	This indicator requires reconsideration in light of Scottish Housing Quality Standard categories being pass, fail, abeyance and exemption. 2011 to 2012 = 60.95%. 2012 to 2013 = 28.84%. 2013 to 2014 = 5.41%.
The number of private sector households who have received grant assistance.	Specific targets were not set as this area is demand led but within a specific budget.	Green.	The types of grant assistance changed over the life of the strategy. Figures were: 2011 to 2012 = 85.

			2012 to 2013 = 195. 2013 to 2014 = 0. Universal Home Insulation Scheme (and secondary funding opportunities) transitioned to Home Energy Efficiency Programmes for Scotland: Area Based Scheme in 2013 to 2014. There were delays in procuring a managing agent to meet the new Scottish Government requirements
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Priority 3: Housing for Particular Needs.

Aim: To provide appropriate housing with holistic packages of support (as required) to enable those with particular needs to lead independent lives in their own communities.

Local Housing Strategy Outcome: To ensure Orkney offers options to enable people with particular needs to live independent lives in their own communities.

Relevant Indicators	Targets	RAG Status	Comments
Ensure provision of support as outlined in the Housing (Scotland) Act 2010.	TBC following implementation of Housing (Scotland) Act 2010.	Blue.	Implemented in line with legislation.
Number of dwellings where adaptations are required.	2012 to 2013 = 54. 2013 to 2014 = 59. 2014 to 2015 = 64. 2015 to 2016 = 69.	Green.	Adaptations are demand led. 2012 to 2013: 2013 to 2014 = 43. 2014 to 2015 = 57. 2015 to 2016 = 57. 2016 to 2017 = 50.

Referrals to Orkney Care and Repair	Indicator is largely demand driven – targets to be developed through implementation of Older Persons’ Housing Strategy and Housing Support Strategy	Green.	Totals for all services: 2012 to 2013 = 1423. 2013 to 2014 = 1438. 2014 to 2015 = 1674. 2015 to 2016 = 1725. 2016 to 2017 = 1798.
Number of households with gold priority for medical or support reasons who are not rehoused within a year	2012 to 2013 = 3. 2013 to 2014 = 2. 2014 to 2015 = 1. 2015 to 2016 = 0.	Blue.	Data collection on this basis proved impossible.
Number of households with telecare support.	To be developed in consultation with Orkney Health and Care’s strategies for telecare development.		2012.

Priority 4 – Homelessness.

Our Aim: “Prevent homelessness from occurring in the first place wherever possible”.

Local Housing Strategy Outcome: Prevent homelessness through improved housing options, continued advice and information and, where homelessness is experienced through ensuring the provision of appropriate support.

Relevant Indicators	Targets	RAG Status	Comments
Number of homeless households requiring a permanent home.	100 (2011 to 2012). 105 (2012 to 2013). 110 (2013 to 2014).	Green.	While we can increase homelessness prevention activities, homeless presentations are affected by a range of factors. No of households presenting as homeless: 2011 to 2012 = 155. 2012 to 2013 = 107. 2013 to 2014 = 108. 2014 to 2015 = 87. 2015 to 2016 = 99. 2016 to 2017 = 127.

Number of young people (aged 16-25) placed in temporary accommodation and accepted as homeless (source: quarterly HL1 Return) (note: relatively low numbers are considered positive).	2011 to 2012 = 28. 2012 to 2013 = 33. 2013 to 2014 = 38.	Green.	Sourcing this data became problematic. No of young people presenting as homeless: 2011 to 2012 = 39. 2012 to 2013 = 43. 2013 to 2014 = 30. 2014 to 2015 = 23. 2015 to 2016 = 29. 2016 to 2017 = 37.
Deliver a housing options approach.	TBC following implementation of project.	Blue.	We were unsuccessful in obtaining the relevant post due to financial issues and therefore the project was not progressed.
Ensure provision of support as outlined in the Housing (Scotland) Act 2010.	TBC in line with implementation of Housing (Scotland) Act 2010.	Blue.	Implemented in line with legislation.
Substantially review the Homelessness Strategy.	December 2012	Blue.	Substantial review of strategy undertaken. Current Homelessness Strategy covers the period 2014 to 2019.

Priority 5 - Improving Standards in the Private Sector.

Aim: To eradicate unfit and below Tolerable Standard Housing and to encourage even closer links with the Private Rented Sector.

Local Housing Strategy Outcome: To work with partner agencies to endeavour to improve standards in the private sector.

Relevant Indicators	Targets	RAG Status	Comments
Number of private households provided with help under the Scheme of Assistance.	Indicator is largely demand driven – targets to be developed through implementation of Older Persons' Housing Strategy and Housing Support Strategy.	Green.	2012 to 2013 = 1423. 2013 to 2014 = 1100. 2014 to 2015 = 1022. 2015 to 2016 = 1116. 2016 to 2017 = 1114.

Number of private sector households accessing the handyperson service (and type of assistance).	2012 to 2013 = 615. 2013 to 2014 = 652. 2014 to 2015 = 691. 2015 to 2016 = 732.	Green.	Small Repairs Service – cases completed: 2012 to 2013 = 763. 2013 to 2014 = 843. 2014 to 2015 = 975. 2015 to 2016 = 975. 2016 to 2017 = 927.
Number of landlords accessing rent deposit scheme.	2012 to 2013 = 12. 2013 to 2014 = 14. 2014 to 2015 = 16. 2015 to 2016 = 18.	Green.	Actual figures are demand driven and were: 2012 to 2013 = 13. 2013 to 2014 = 7. 2014 to 2015 = 7. 2015 to 2016 = 5. 2016 to 2017 = 5.

Priority 6 - Sustaining Orkney's Communities.

Aim: That every effort will be made to ensure a sufficient supply of housing is available to ensure the continued survival, and future growth, of Orkney's island communities; and that provision is made for student and migrant worker accommodation to match identified demand.

Local Housing Strategy Outcome: Assist in the regeneration of local communities and islands with fragile economies.

Relevant Indicators	Targets	RAG Status	Comments
Number and proportion of Orkney residents living in the Outer Isles (source: NHS Orkney GP Registrations for Eday, North Ronaldsay, Rousay, Stronsay, Sanday, Shapinsay, Hoy and Westray).	Maintain or improve on an annual basis.	Yellow.	Annual The 2011 Census showed a marked increase in the Isles population compare to the 2001 Census. Some islands have been able to maintain their populations and a few have managed to grow their populations, while others have dropped back to 2001 levels. We are trying to improve methods for measuring islands populations

Level of demand for social rented housing by area.	TBC.	Blue.	No retrospective waiting list figures obtainable but isles waiting lists are consistently in single figures.
No of local lettings initiatives in place.	TBC.	Blue.	Consultation on Local Lettings Initiatives (LLI) undertaken during 2011 to 2012. No specific LLIs were taken forward, instead the priority pass “specific need to live in the community” was considered sufficient.

Objective	National Priority	Local Priority
Ensuring an adequate supply of houses.	Housing Beyond 2021.	Ensure that Orkney has both a sufficient range, number and type of houses to meet demand and need and offers a suitable range of housing options.
Preventing and Alleviating Homelessness.	Rapid Rehousing Transition Plan.	Improved housing options and early intervention leading to reduced periods of time in temporary accommodation. The provision of housing support as required.
Older People.	Reshaping care for older people.	Ensure that Orkney has a suitable range of properties and related services for older people to enhance independence and provide greater choice.
Housing and Support for People with Particular Needs.	Integration of health and social care and National Wellbeing outcome no 2.	To support the most vulnerable members of our community by working in partnership with key agencies to promote independence.
Improving Standards in the Private Sector.	To ensure that houses meet the Tolerable Standard and that landlords adhere to the provisions contained within the Housing (Scotland) Act 2006.	To improve the supply and quality of all housing in Orkney, including the management of the private rented sector.

1.5. Consultation and Stakeholder Engagement

There were two meetings of the Member Officer Working Group to develop the Local Housing Strategy.

In addition, there were regular meetings of the Housing Joint Strategy Delivery Group, which fed into the development and review of the Local Housing Strategy, there were a range of other dedicated events.

Initially a pre-consultation event was undertaken which involved a broad range of partner agencies crossing the statutory and third sectors. The event was facilitated by an independent party to allow open communication. This looked at significant housing issues within Orkney and sought to identify what the priorities within the new Local Housing Strategy would be. These were identified as:

- Adequate housing supply.
- Fuel poverty.

- Sustaining Orkney's communities.
- Older people.
- Housing for particular needs.
- Homelessness.
- Standards in the private rented sector.

Once the consultative draft of the Local Housing Strategy is approved, a detailed consultation plan will be drafted to include use of the community council structures and a public consultation process.

1.6. Equalities and the Equality Impact Assessment

The Council has a statutory obligation to ensure that all its functions and activities are exercised in full compliance with the requirements of the Equalities Act 2010, and has also made its own commitment to tackling issues of inequality and exclusion across Orkney. The Council routinely carries out equality impact assessments for its strategies, policies and plans. A full equality impact assessment of the Local Housing Strategy is available online and this summarises how the Council has addressed and sought to mainstream issues of equality in developing housing strategy and any issues raised in consultations.

The Housing (Scotland) Act 2010 requires that we:

“act in a manner which encourages equal opportunities and in particular the observance of the requirements of the law for the time being related to equal opportunities” (Housing (Scotland) Act 2010, Section 39).

It is our view that the Local Housing Strategy has been developed in full accordance with the principals of equality and diversity and actively promotes inclusion and that it has a fundamental role to play in the delivery of improved services to all people to ensure that everyone is treated with respect and has equal opportunities to access housing and support suitable for their needs.

We will continue to monitor and report on the equalities impact of the Local Housing Strategy over the next 5 years, with a focus on the nine protected characteristics of the Equality Act, which include age, disability, gender reassignment, marriage and civil partnership, race, religion or belief, sex, sexual orientation, pregnancy and maternity as far as data allows. Where evidence of any negative impact on a particular section of the local population is identified, appropriate action will be implemented to address the situation.

Further impact assessments will be developed during the consultation process. These include:

- Health Inequalities Impact Assessment.
- Child Rights and Well-being Impact Assessment.
- Equality and Human Rights Impact Assessment.

1.7 Strategic Environmental Assessment

The Council has a duty as the “responsible authority” in terms of the Environmental Assessment (Scotland) Act 2005 to determine whether delivery of the Local Housing Strategy will cause any significant environmental impact and, on that basis, to decide whether a full Strategic Environmental Assessment is required.

The Council will undertake a pre-screening exercise as prescribed in Schedule 2 of the Act at Local Housing Strategy consultation stage and submit this to the Strategic Environmental Assessment Gateway. Representations can then be made by the consultation authorities. The Council is of the view, based on previous iterations of the document, that the Local Housing Strategy will not in itself have significant environmental effects and that the overarching Local Development Plan is the principal related strategy requiring full Strategic Environmental Assessment.

2. Local Context

Orkney is Scotland's smallest local authority and lies off the North coast of mainland Scotland. It consists of approximately 100,000 hectares spread over 70 or so islands and skerries, of which 19 are inhabited. We do not share a boundary with any other area.

Kirkwall is the main town and population centre with approximately a third of Orkney's overall population at around 8,000. It is the administrative centre and has a good mix of shops, supermarkets and small businesses.

The second largest town is Stromness, situated in the West Mainland, and has a population of around 2,100 people.

There are a number of villages and settlements of various sizes dispersed throughout the mainland and isles. Each of Orkney's outer isles have their own particular character and landscape. Those that are more remote from mainland Orkney can present logistical challenges regarding the delivery of, and access to, services. Economic opportunities vary from community to community.

There are ferry services between Kirkwall and Aberdeen and Shetland and between Stromness and Scrabster and also St Margaret's Hope to Gills Bay. There are terminals for the ferry services that provide the isles with links to mainland Orkney.

Kirkwall has an airport providing flights to and from the Scottish mainland and Shetland, for inter-isles flights and for a summer service to Norway.

There is projected to be an overall increase in Orkney's population though not across all the areas. Both Kirkwall and the isles are projected to see a general decline in their population (the projections are for a greater decline in the isles), though not necessarily a decline in number of households.

Orkney had the lowest population out of all 32 Scottish council areas at the 30th June 2018 the population stood at approximately 22,190. This is an increase of 0.9% from 22,000 in 2017 compared to a 0.25% increase in Scotland's population.

Population Projections for Orkney's Areas (2016-based).

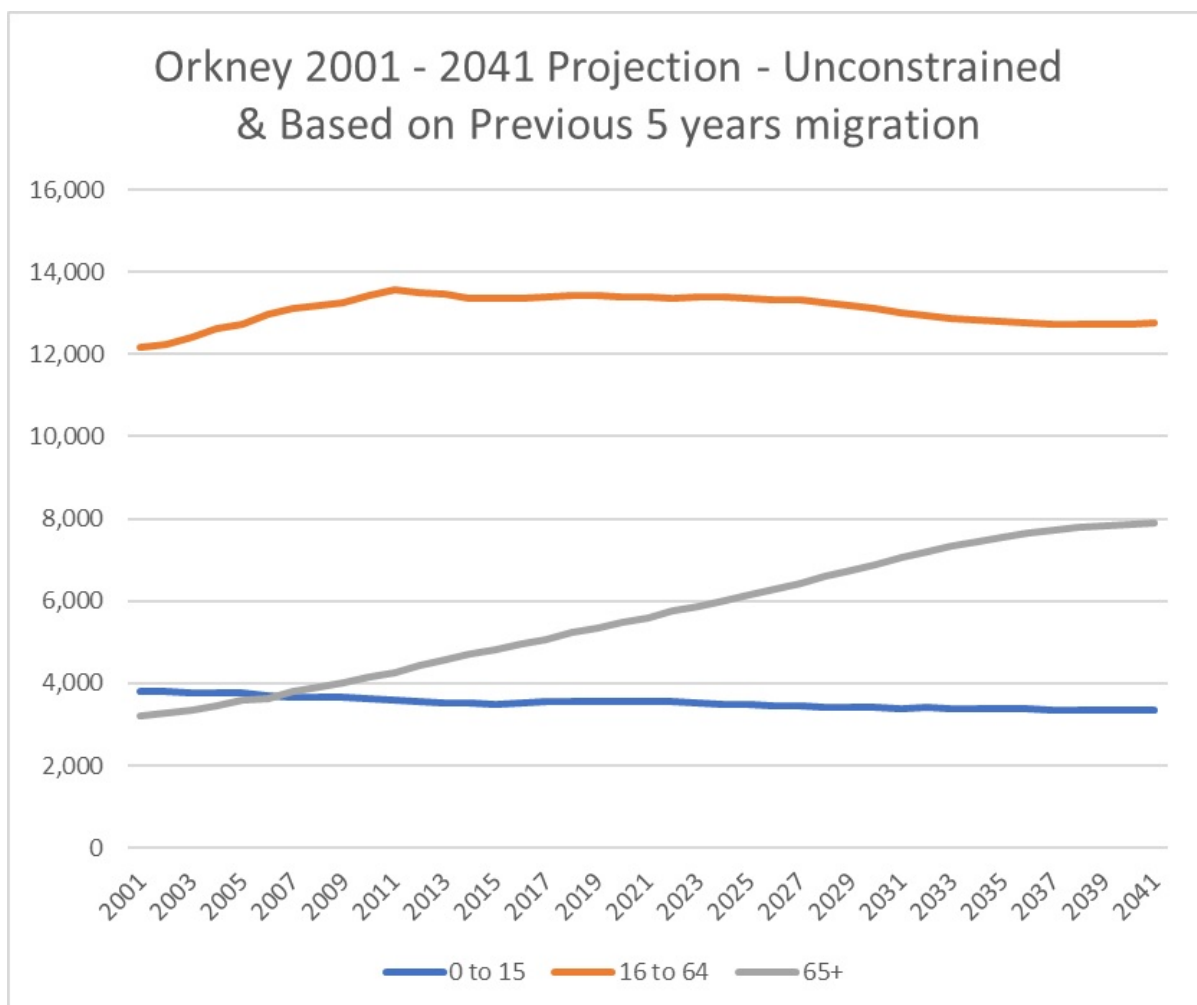
	2021.	2022.	2023.	2024.	2025.	2026.	2027.
Orkney Islands.	22,556.	22,671.	22,783.	22,869.	22,990.	23,085.	23,175.
Kirkwall.	8,140.	8,189.	8,236.	8,282.	8,325.	8,365.	8,403.
Stromness Parish.	2,178.	2,197.	2,217.	2,237.	2,257.	2,276.	2,295.
East Mainland.	4,088.	4,134.	4,180.	4,224.	4,267.	4,310.	4,351.
West Mainland.	5,458.	5,477.	5,495.	5,511.	5,525.	5,538.	5,550.
Isles.	2,692.	2,674.	2,655.	2,636.	2,616.	2,596.	2,575.

Source - POPGROUP developed utilising NRS data.

Between 2001 and 2018 Orkney's population increased by 15.5% and Scotland's population rose by 7.4%.

The largest age group in 2018 were those aged between 45 to 64 years age which totalled 6,668. This compares to those aged between 16 to 30 years which was the smallest age group at 3,366. The 65 and over category at 5,234 is also sizeable.

The 65 and over age group saw the largest percentage increase, rising by 65.2%, in the years between 2001 and 2018 compared to the 31 to 45 age group which experienced the largest percentage decrease of -14.5%. The graph below outlines the projected change in Orkney's population by age group between 2001 and 2041.



The increase in Orkney’s population over the last 17 years has been driven by significant levels of net inward migration. It is estimated that between 2001 and 2018, a further 3,533 people have moved into Orkney than away from Orkney. This compares to a natural population change relating to births and deaths of -563 people.

National Records of Scotland (NRS) projections estimate that Orkney’s population will drop to around 21,400 by 2041. However, projections developed by Housing Services for the same period show potential increases to 23,975 based upon births, deaths and migration figures over the last 17 years. As with previous years the projected increase in Orkney’s population revolves around significant inward migration, with up to 3,951 people potentially moving into the islands.

Orkney has a very restricted housing stock with housing pressure across all tenures, due to high demand. It is likely that this will serve as a limiting factor in future population growth and therefore, despite the projections showing a significant increase in population, it is unlikely Orkney’s population will increase to 23,975 without significant additional housing development.

Orkney has around 11,300 households, with the largest tenure being owner-occupation. Over 8,500 or 75% of property is in this tenure. Orkney has one of the highest levels of outright home ownership at around 55% of all properties.

There are around 1,800 social rented properties in Orkney making up 16% of Orkney's housing stock. This is lower than most other areas of Scotland.

Orkney has around 1,100 private rented sector properties and 1,000 properties owned by registered private landlords. The majority of private landlords only have one rented property. This makes the private rented sector in Orkney more susceptible to shifts in legislation as landlords are largely making use of an extra property and as additional requirements are imposed, they are more likely to sell the property or move it into holiday lets which has less regulation.

Orkney has the joint lowest unemployment level in Scotland at 1.4%. This has led to significant pressure on the island group's labour market and has helped drive the positive net inward migration over the last 10 years. In order for Orkney's population and economy to continue to grow there is a need for additional inward migration of labour. However, significant pressure on all tenures in the housing market are making this difficult. This has led to anecdotal difficulties in the recruitment of staff across a broad range of organisations.

Tourism is one of the main industries on the islands and is growing. The other main industries on the islands are manufacturing, farming, fishing, and the energy sector, including oil and renewable energy.

The council is one of the biggest employers on the islands, alongside the NHS, with a third of jobs in the public administration, education and health sectors.

The map below illustrates Orkney's geography.



Orkney's Key Housing Priorities

As a result of national and local political priorities, assessment of data and listening to the voice of our stakeholders we have identified and developed our key housing priorities.

The 7 key priorities we have identified are reflective of our ongoing aim to improve housing services locally while delivering national policy outcomes. These are:

Objective	National Priority	Local Priority
Ensuring an adequate supply of houses.	Housing Beyond 2021.	Ensure that Orkney has both a sufficient range, number and type of houses to meet demand and need and offers a suitable range of housing options.
Preventing and Alleviating Homelessness.	Rapid Rehousing Transition Plan.	Improved housing options and early intervention leading to reduced periods of time in temporary accommodation. The

		provision of housing support as required.
Older People.	Reshaping care for older people.	Ensure that Orkney has a suitable range of properties and related services for older people to enhance independence and provide greater choice.
Housing and Support for People with Particular Needs.	Integration of health and social care and National Wellbeing outcome number two.	To support the most vulnerable members of our community by working in partnership with key agencies to promote independence.
Improving Standards in the Private Sector.	To ensure that houses meet the Tolerable Standard and that landlords adhere to the provisions contained within the Housing (Scotland) Act 2006.	To improve the supply and quality of all housing in Orkney, including the management of the private rented sector.

Priority 1. Ensuring an Adequate Supply of Houses

Our Aim: To ensure there is a sufficient supply and range of housing including affordable housing that meets the needs and aspirations of the people living in Orkney.

Why this is a priority

Homes Fit for the 21st Century sets out the Scottish Government's housing strategy for 2011 to 2020. The Strategy highlights the need to increase the supply of good quality and affordable homes to meet need and demand from a growing and ageing population, including households on lower incomes.

In 2015 a Joint Housing Delivery Plan for Scotland was published to ensure delivery of the policy objectives of Homes Fit for the 21st century.

The Scottish Government set a target of building 50,000 affordable homes by 2021 of which 35,000 are to be in the social rented sector through a £3 billion investment programme, to increase the supply of affordable housing.

Orkney's Local Development Plan aims to ensure there are sufficient options and opportunities for the development of new houses, of a variety of types and tenures, throughout Orkney to support existing communities and also to allow these communities to grow in a sustainable manner.

The Plan recognises the importance of sufficient strategic land being allocated to allow for growth within settlements to ensure there is housing provision to support potential demand from emerging industries such as renewables.

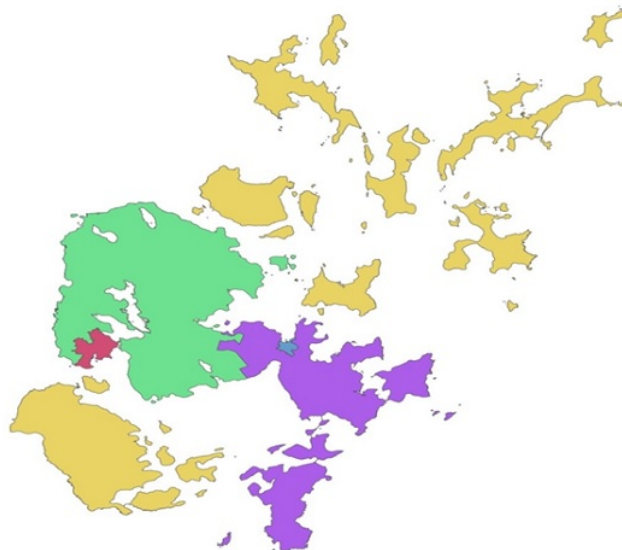
Over the last ten years, over 1,200 new domestic properties have been built throughout Orkney, across all tenures. This new housing has been key to support the increase in population that has also occurred over the same period. The anticipated increase in Orkney’s population over the next twenty years, as outlined in the population projections at Section 2, will require a significant increase in the housing stock across all tenures.

The Council does not have a population target that it would like Orkney to achieve or be restricted to. However, it is understood that inward migration is a key factor in expanding and sustaining Orkney’s economy. Inward migration will continue to be crucial in continuing to develop Orkney’s economy and provide the services delivered throughout the islands. For that to happen there will need to be additional new housing development, across all tenures, in excess of that already required to meet the housing needs of households already in Orkney.

The Local Housing Strategy has a focus on housing generally and in particular the provision of affordable housing whether this be social rented housing or that provided with some form of low cost home ownership.

What the HNDA and Key Data Tells Us

There are five Housing Market Areas across Orkney as detailed below.



Kirkwall	Blue
Stromness	Red
West Mainland	Green
East Mainland & Linked South Isles	Purple
The Isles	Yellow

Common Housing Register

The Council and Orkney Housing Association Ltd operate a common housing register though the Council and Orkney Housing Association Ltd have separate allocations policies. Orkney Housing Association Ltd operates a choice based letting system and the Council is in the process of undertaking a lettings review based on principles of choice.

The number of applicants on the Common Housing Register peaked at 750 applications in 2010. The large scale development programmes of social rented housing, delivered by Orkney Islands Council and Orkney Housing Association Ltd led to a decline in numbers on the Common Housing Register which were recorded at around 500 in 2016.

The number of applicants registered for social housing has been increasing again however as the programme of new building reduces. By mid December 2018 the register stood at 624 applications of which 203 had priority passes. This included gold passes awarded to:

- 30 homeless households.
- 50 overcrowded households.
- also including those with medical conditions and young people leaving care.

Affordable Housing Supply

The Housing Need and Demand Assessment calculated existing need by using what was the current social housing waiting list figures. This provided the most up to date, robust data set, available for the calculation. The table below outlines the existing need calculations produced for each of Orkney’s five Housing Market Areas using this method.

Calculation of existing housing need

Orkney.	164.
Kirkwall.	105.
Stromness.	22.
West Mainland.	12.
East Mainland.	15.
Isles.	10.

Source: Orkney’s Common Housing Register

Using the social housing waiting list figures, the level of existing need is 164 households. When split by area, Kirkwall has the highest level of housing need with 105 households seeking housing there followed by Stromness with 22 households. The remaining three areas have between 10 and 15 households in housing need.

These 164 households are classed as the ‘backlog’ need in the Housing Need and Demand Assessment Tool and the majority of this need is in Kirkwall.

Housing demand is never static and since the Housing Need and Demand Assessment was carried out, in 2016 to 2017, there has been an increase in the numbers joining the common housing register and classified as a priority (203 in mid December 2018). Therefore, there is likely to be a temporary underestimate in the forecast need for additional affordable housing.

In developing the Housing Need and Demand Assessment, a number of different scenarios were developed using different demographic and economic projections. These scenarios took account of different projections around migration and population levels, as well as house prices and income data. Three main scenarios were developed for the Housing Need and Demand Assessment:

- Principal scenario.
- High Demand scenario.
- Low Demand scenario.

A fourth bespoke scenario was developed for use with the Isles Housing Market Area. The declining isles population scenario reflects the opinion of the housing market partnership (which shares membership with the housing forum) that there is a possibility that the population in the Isles Housing Market Area may drop over the duration of the Housing Needs and Demand Assessment reporting period.

The principal scenario is the one used in the Housing Need and Demand Assessment to estimate affordable housing requirements as outlined in the table below. The principal scenario projects the trends from previous years into the future in both demographic and economic indicators. The results of the principal scenario show population increases across each of Orkney's five localities over the duration of the Housing Need and Demand Assessment reporting period.

This housing demand outlined in the Housing Needs and Demand Assessment is split across all tenures, covering both affordable and market housing. Adequate land and support will be needed for developers and households covering the private rented and owner-occupied tenures to ensure that there is sufficient housing to meet the needs and demands of all of Orkney's population. Low Cost Home Ownership is a very important tenure in Orkney.

Housing Need and Demand Assessment Tool results by area 2017 to 2032

Principal Scenario.	Social Rent.	Below Market Rent.	Private Rent.	Market Purchase	Total.	Yearly Requirement.
Kirkwall.	219.	59.	57.	90.	425.	22.
Stromness.	62.	22.	31.	26.	141.	7.
West Mainland.	73.	42.	45.	85.	245.	13.
East Mainland.	75.	41.	66.	79.	261.	14.
Isles.	53.	24.	6.	44.	127.	7.
Orkney.	482.	188.	205.	324.	1,199.	63.

Each scenario projects a requirement for additional housing across all of Orkney's areas and tenures. As shown above, the split between the need for affordable housing and market housing is 56% to 44% respectively. This shows the importance of increased development in all tenures across Orkney to meet the housing need identified.

Each of the main scenarios show an increase in the number of properties required in the Isles Housing Market Area. The declining isles population scenario within the Housing Need and Demand Assessment has a net requirement of zero additional properties over its lifetime.

The scenario does not anticipate however that there will be no new development in the Isles Housing Market Area, as new properties will be developed. Rather there will be no requirement for a net increase in the level of housing stock. It is assumed that as older stock fall into disuse they will be replaced by new build properties. However, there will not be a requirement for additional capacity to meet future demand.

The four year projections from 2017 to 2021 show a significantly larger yearly requirement for additional housing than the full 2017 to 2032 results. This is largely due to the requirement to deal with the backlog of existing need for 164 new properties over this four year period.

Housing Need and Demand Assessment Tool results by area - five year projection 2017 to 2021

Principal Scenario.	Social Rent.	Below Market Rent.	Private Rent.	Market Purchase	Total.	Yearly Requirement.
Kirkwall.	152.	23.	24.	37.	236.	47.
Stromness.	38.	9.	13.	11.	71.	14.
West Mainland.	35.	16.	19.	35.	105.	21.
East Mainland.	38.	16.	27.	32.	113.	23.
Isles.	24.	11.	3.	20.	58.	12.
Orkney.	287.	75.	86.	135.	583.	117.

As part of the Affordable Housing Supply Programme, the Strategic Housing Investment Plan (2019 to 2020 - 2022 to 2023) aims to deliver 443 affordable housing units across Orkney these would be comprised of:

- 230 social rented and low-cost home ownership properties to be delivered by the Council and Orkney Housing Association Limited comprising, 194 social rented properties and 37 low cost home ownership properties. 148 of the social rented properties would be developed in Kirkwall where the main pressure for social housing is with approximately 63% on the register having Kirkwall as their first choice. The 46-remaining social rented properties are to be across Orkney's Mainland areas and the Orkney islands.
- 212 low cost home ownership properties delivered by the private sector and partners including islands development trusts among others.

While these proposed developments cover all areas of Orkney, the majority are proposed for Kirkwall reflecting where the highest level of demand on the Common Housing Register for social rented housing lies.

Strategic Housing Investment Plan - Affordable Housing Supply Programme

	2018 to 2019.		2019 to 2020.		2020 to 2021.		2021 to 2022.		2022 to 2023.		2023 to 2024.	
	SR	LC HO.	SR	LC HO.	SR	LC HO.	SR	LC HO.	SR	LC HO.	SR.	LC HO.
Kirkwall.	66.	8.	18.*	8.	-	-	28.	4.	24.	4.	12.	-
Stromness.	-	-	6.	2.	6.	-	-	-	-	-	6.	4.
East Mainland and Linked South Isles.	-	-	-	-	6.	-	4.	2.	-	-	2.	-
West Mainland.	-	-	-	-	12.	2.	-	-	4.	2.	-	-
Total.	66.	8.	24.	10.	24.	2.	32.	6.	28.	6.	20.	4.

SR - Social Rent; LCHO - Low Cost Home Ownership.

The Council has developed 230 properties over the last decade and consequently its Housing Revenue Account is servicing mortgages and there is a need to ensure the ongoing affordability of the Housing Revenue Account. Given the level of Scottish Government grant awards, there will be a need to restrict the level of building to ensure ongoing affordability.

The Strategic Housing Investment Plan expects that the new affordable housing provision in the isles will come from projects funded by the Islands Housing Fund. These projects will be developed by Islands Development Trusts. The Council's Housing Services along with Highlands and Islands Enterprise are providing support to eight development trusts to progress applications for funding.

To meet the needs of the increasing numbers of older households in Orkney the Strategic Housing Investment Plan is proposing that the majority of the Council's social housing developments are properties for older people. These would be located alongside new care facilities.

The Strategic Housing Investment Plan recognises that there is also a need however for additional housing for younger households and families including in the social rented sector and for low cost home ownership. The Council will support Orkney Housing Association, private developers and Link Housing Association, as the co-ordinator of the Open Market Shared Equity Scheme, in the development of housing to meet their needs. The Council will endeavour to consider other options to facilitate the development of social rented housing for a broader needs group.

While there is clearly a need for houses of various sizes, the need for smaller one bedroom properties is likely to rise in line with the increase in single person households and demand should inform new developments. The Asset Management

Strategy states that the majority of housing need is for one-bedroom properties, while there is no demand whatsoever for the smallest stock type, bedsits.

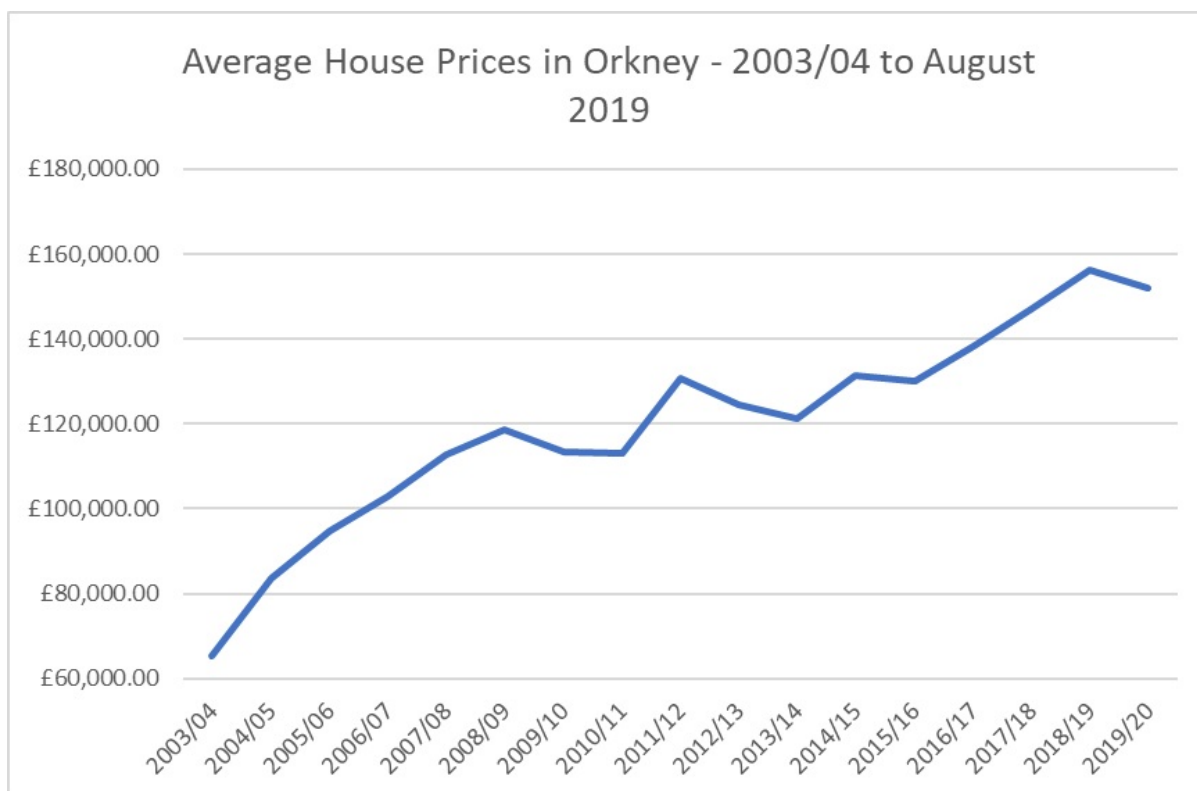
This pressure for one-bedroom properties is reflected from those being housed through homelessness. In December 2018, out of the 31 households waiting to be housed from temporary accommodation, 30 were waiting for one-bedroom properties.

There is now a strong expectation from the Scottish Government that homeless households should spend as little time as possible in temporary accommodation in line with the Rapid Rehousing Transition Plans.

The time households were in temporary accommodation in Orkney has been decreasing with the average time spent falling from 26.7 weeks in 2013 to 2014 to 15.7 weeks in 2017 to 2018. The shortening in the length of stay was undoubtedly assisted by the completion of new social housing developments. As time spent in temporary accommodation is largely determined by the availability of housing in the social rented stock and this also needs to be taken into account in the affordable housing supply programme.

The Council is considering the capacity of the Housing Revenue Account to support future developments and has stated that any Council developments over the lifetime of the Strategic Housing Investment Plan will require a substantial increase in per-property funding levels from the Scottish Government, but not specifically an increase in the overall funding for affordable housing supply programme development.

House prices in Orkney have increased significantly over the last 15 years. The graph below shows the change in the average house price from 2003 to 2004 and August 2019. There has been a 132.6% increase over the period. This compares to a Scottish average change of 79.6%. This has increased the pressure on Orkney's housing market significantly as younger households find it more and more difficult to get on the housing ladder.



The affordability of properties across Orkney's areas varies significantly. The table below shows that no lower quartile properties are affordable for households on lower quartile incomes, in any of the five Housing Market Areas.

Average incomes and average property prices are much closer to an affordable level with Kirkwall having the highest ratio of 4.3 times income. Upper quartile properties fall into the affordable criteria for the majority of households on upper quartile incomes.

House price affordability by area – 2019

	Lower quartile.			Average.			Upper quartile.		
	Household Income.	house price.	AR*	Household Income.	house price.	AR	Household Income.	House price.	AR.
Kirkwall.	£16,875	£78,500	6.3.	£36,291	£114,450	4.3	£49,149	£149,000	4.1.
Stromness.	£16,999	£75,000	5.7.	£35,694	£115,497	4.1	£47,856	£150,000	3.9.
West Mainland.	£20,011	£75,000	4.9.	£39,980	£129,848	4.1	£53,336	£175,000	4.1.
East Mainland.	£19,518	£90,000	5.5.	£39,951	£136,490	4.0	£53,592	£180,000	3.9.
Isles.	£12,708	£50,000	4.2.	£26,892	£85,690.	3.4	£35,253	£119,000	3.5.

Orkney.	£17,163	£73,000	5.2.	£36,395	£131,243	4.5	£48,501	£150,000	3.8.
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Source: CACI PayCheck, Sasines and CHMA house sales data

* AR - Affordability Ratio: this is calculated on a multiplier of 4.0 times a household's income thus a ratio above 4.0 would be deemed unaffordable.

The isles are the most affordable area and the four Mainland areas are all quite similar with average and upper quartile properties being generally affordable for the income levels within the matching quartile. Greater affordability in the isles could partially be down to the lower level of demand for housing in the isles than on Mainland Orkney.

There are a number of developers in Orkney that are registered on the Scottish Government's Help to Buy scheme and the scheme is proving popular. Developers are also looking to use Open Market Shared Equity to develop new low cost home ownership properties. The Scottish Government's Rural Housing Fund and Islands Housing Fund provide the opportunity for local development trusts, land owners and developers to access funding for the delivery of affordable housing.

Scottish Government figures on average rents in the Highlands and Islands are outlined in the table below and are comparable to the Scottish average figures.

Table Monthly rent and Local Housing Allowance figures in the Highlands and Islands

2018.	Lower Quartile.	Median.	Mean.	Upper Quartile.	LHA figures.
1 bedroom.	£400.	£480.	£471.	£525.	£397.84.
2 bedroom.	£510.	£575.	£583.	£650.	£479.78.
3 bedroom.	£625.	£695.	£710.	£795.	£549.98.
4 bedroom.	£700.	£875.	£882.	£995.	£694.98.

Source: Scottish Government.

Like all working age benefits Local Housing Allowance rates, have been frozen since April 2016 this is due to last until April 2020.

The Local Housing Allowances pay less than any of the properties detailed above even in the lowest quartile. In these circumstances the tenant is responsible for making up the difference in rent. The largest difference between Local Housing Allowance and the average lower quartile rent level comes is with two and three bedroom properties.

Single people under the age of 35 renting on their own in the private sector can only claim a shared accommodation rate even where they are living in a self contained one bedroom property thus making this type of property in the private sector

unaffordable if they are claiming benefits. This can mean additional pressure on one bedroom social housing stock.

More generally, living in the private sector is not affordable particularly in the medium to long term for households who would be reliant on the Local Housing Allowance as average rents are higher than a person can claim again making them more reliant on the social rented sector to meet their housing needs.

Orkney has very specific issues in relation to the supply of affordable housing. Orkney's population has risen to 22,190 and at the same time unemployment is extremely low. Anecdotally various employers crossing the statutory, third and private sectors are reporting that they are having difficulty in recruiting to posts partially as a result of housing pressures.

What we will do

- Consider options, for the development of housing at an affordable level, within the Business Plan for the Housing Revenue Account;
- Work collaboratively with Orkney Housing Association Ltd to ensure the delivery of affordable housing developments;
- Support development across Orkney where it meets the findings of the Housing Need and Demand Assessment, Local Housing Strategy etc and helps meet the housing supply targets;
- Ensure that new developments meet the changing needs of the population and provide Homes for Life;
- Continue to review the levels of stock to need ratios to ensure the stock profile remains relatively reflective of need;
- Support developments in low cost home ownership and the use of the rural and islands housing fund or any other opportunities available for the provision of affordable housing;
- Assess how well the Empty Properties Strategy brings properties back into use;
- Consider the level of need for provision of mid market rent properties;
- Support private developers to progress projects to deliver private sector housing including mid market rent;
- Continue to work with households on the Common Housing Register to identify the most appropriate housing option;
- Undertake a lettings review to ensure choice is at the centre of the Council's lettings policy;
- Continue to work with Orkney Housing Association Ltd in seeking to find the best solution(s) for housing development despite economic constraints.

Priority 2. Preventing and alleviating homelessness

Our Aim: To prevent homelessness from occurring in the first place wherever possible, where it occurs provide good quality temporary accommodation for as short a period as possible and provide access to appropriate support if required.

Why this is a priority

Homelessness is recognised as the greatest form of housing need and consequently the Council continues to produce a specific Homelessness Strategy underpinned by the Profile on Homelessness. It is also nationally recognised that homelessness is not just a housing problem and can interlink with other issues such as poverty, inequality and complex needs. This was recognised by the Homelessness Task Force's final report:

"In many instances, homelessness is the result of wider needs which have not been recognised, or have not been met effectively....All the varying needs of people affected by homelessness must be assessed and addressed individually and flexibly. If they are not, purely housing solutions are unlikely to be sustainable."

Homelessness Task Force Final Report (Scottish Executive, 2001).

The Council recognises that the crisis of homelessness is a hugely traumatic event for anyone, and especially for children and those already considered vulnerable due to other factors such as ill health or advanced age. In recognition of this the Council aims to deliver a high quality homelessness service which includes housing support from the applicant's first contact with the Council until such time as their homelessness is addressed.

We have duties where possible to both prevent and alleviate homelessness, with specific responsibilities to provide temporary and settled accommodation depending on the outcome of the homeless assessment.

The recent levels of rough sleeping in Scotland has been of particular concern. This was recognised in the Scottish Government's 2017 to 2018 Programme for Government which set a national objective to eradicate rough sleeping. A Homelessness and Rough Sleeping Action Group (HARSAG) was set up and which was tasked to identify actions, services and legislative changes that may be needed to end rough sleeping and transform the use of temporary accommodation.

The Scottish Government's 2018 to 2019 programme again emphasises these commitments and it has taken on board the recommendations of HARSAG which included local authorities developing Rapid Rehousing Transition Plans. Their aim is to reduce the time spent in temporary accommodation by homeless households and that settled accommodation is offered quickly, which should reduce the need for temporary accommodation. Also as part of this, Councils are to consider the potential for establishing Housing First models of accommodation for assisting homeless people with complex needs.

The Council places great importance on preventing homelessness by the timely provision of accessible, professional information and advice. In 2008 the Council achieved its initial accreditation in the National Standards for Advice and Information Providers for its homelessness and advice services. The Council's Housing Service was successful in being reaccredited in 2018. Having staff trained in these standards is important in assisting the prevention of homelessness occurring and is an integral part of the broader housing options service.

What the HNDA and Key Data Tells Us

Number of applications under the Homeless Persons legislation.

	2013/14.	2014/15.	2015/16.	2016/17.	2017/18.
Applying as Homeless.	106.	81.	97.	124.	116.
Assessed as Homeless.	82.	64.	77.	98.	95.

Homeless presentations decreased in 2017 to 2018 compared to the year before. There has been some fluctuation over the past five years although the number is still some way below the peak in presentations which reached 237 presentations in 2006 to 2007.

In 2017 to 2018, there were 85 households where the Council had a duty to secure settled accommodation and at the 31st of March 2018 a total of 77 households had been permanently rehoused as a result of homelessness. Permanent rehousing may be provided by the Council and / or Orkney Housing Association Ltd.

The number of people receiving housing options advice and information has increased slightly in 2017 to 2018 to 58 households. This was from a noticeable dip in the previous year to 50 households, 34 less than in 2015 to 2016.

Number of households receiving housing options/advice and information 2013 to 2014 to 2017 to 2018.

Year.	2013/14.	2014/15.	2015/16.	2016/17.	2017/18.
Number.	153.	80.	84.	50.	58.

As with other local authorities, the majority of those presenting as homeless were single people comprising 71% (85) of all applications and this has remained fairly constant over time.

- Single male households were half of the total applications and 72% of all single person applications. Single women made up 19% of all applications and 28% of the total of single person applications.
- Almost a quarter (24%) of applications came from young single people (16 to 24 year olds) with young women applying at a slightly higher rate (16 applying) than young men (13 applications) though this has not been the case over the last five years. The proportion of young people presenting as homeless has decreased slightly to its lowest level in the last five years.
- 21% (25) were applications from households with children and of those, the vast majority were single parent households 20 out of 23 households.
- The main reasons given for leaving accommodation have been relatively consistent over a number of years. The most common reason cited has been dispute within the household/relationship breakdown of which non-violent dispute accounted for 31% in 2017 to 2018 and violent dispute was 5% (this is a low

proportion compared to other years where the numbers presenting for this reason are much higher). The next most common reason is 'being asked to leave' at 17%.

- The last two years have seen an increase in the number of people presenting as homeless due to harassment/abuse outwith the home with 12% presenting for this reason.
- In 2017 to 2018 there was one application (0.8%) from those leaving prison / hospital / care or some other institution this compared to seven (6%) in 2016 to 2017.
- There are relatively low numbers of recorded rough sleeping within Orkney. There are times when someone presenting as homeless in Orkney may have slept rough outwith Orkney during the 3 months prior to their presentation or within Orkney for one night only usually as a result of relationship breakdown.
- The vast majority of households that present to the Council as homeless have a local connection with Orkney.

Temporary accommodation

The main type of temporary accommodation is furnished properties located in the Council's general needs stock. Kirkwall has the highest numbers with some in Stromness and a few in West and East mainland. There is no temporary accommodation available on the isles

Location of temporary accommodation at March 2018

Location.	Number of properties.
Kirkwall.	43.
Stromness.	13.
St Margaret's Hope.	5.
Finstown.	2.

There were 30 households in temporary accommodation on the 31st March 2018 compared with 35 the year before and 25 in 2016. Over the past five years the numbers have varied between 25 to 35 households.

While 2017 to 2018 saw a slight increase in the length of time homeless households remain in temporary housing, over the last 5 years we have seen an overall decline. This decline has been by almost a half in the length of time a household is in Bed and Breakfast accommodation from the previous year.

Length of stay in temporary accommodation can be affected by a number of factors the most common being housing supply - the availability of settled accommodation. If the Scottish Government implements the provisions in the Homelessness etc (Scotland) Act 2003 with regard to local connection and intentional homelessness provisions the Council will need to consider the impact this could have on the provision of temporary accommodation and housing support services.

New developments becoming available in Orkney has had a positive effect on how long an applicant remains in temporary accommodation with a fall in the average time in 2015 to 2016 to 12.5 weeks compared with 20.2 weeks in 2014 to 2015 and 26.7 weeks in 2013 to 2014 (Orkney Islands Council's Annual Return on the Charter). This coincides with one and two bedroom new build properties becoming available, throughout the year.

The houses in greatest demand are one bedroom properties - this is for both temporary and settled housing. Out of the 31 households in temporary accommodation (in December 2018) where the Council has a duty to secure settled accommodation, 30 (96.7%) were waiting for one bedroom properties. The lack of properties of the right size can delay re-housing into settled accommodation.

At March 31st 2018, there were 37 households where there was a duty to house in settled accommodation being an increase from the previous two years.

The proportion of Council lets to going to homeless households in 2017 to 2018 was 32% slightly up from the previous year. A similar proportion of Orkney Housing Association Ltd's lets was made to homeless applicants at 31% - more than double to number of lets from the previous year.

Lets to Homeless Households in the Social Sector 2014 to 2015 to 2017 to 2018

	2014 to 2015.		2015 to 2016.		2016 to 2017.		2017 to 2018.	
	OIC.	OHA L.	OIC	OHAL	OIC	OHA L.	OIC.	OHA L.
No of lets to existing tenants.	20.	7.	37.	22.	29.	17.	18.	20.
No of lets to housing list applicants.	87.	44.	60.	50.	71.	54.	70.	60.
No of lets to homeless applicants.	28.	20.	41.	33.	43.	15.	40.	39.

Source - Annual Return on the Charter.

The number of households housed in social housing increased in 2017 to 2018 compared to the previous two years. The Council is conscious of the need to increase the number/proportion of lets made to homeless households within the social rented sector and this will be required to meet the objectives of rapid rehousing, which is, in part at least, dependent on affordable housing supply.

There are a number of homeless households which have support needs and they can be provided for through, for example, the Council's Housing Support Service as well as other services which offer support. Also there is supported accommodation for young people, refuge for women fleeing domestic abuse and, to a lesser degree, for those involved in the criminal justice system.

There are few homeless households with severe and multiple disadvantage or complex needs where a Housing First model would be the most appropriate response. The Council will be exploring the potential of this model with Orkney Health and Care's Through Care and After Care services regarding a small number of young people leaving care as well as investigating if there are other households that would benefit from the model.

Housing Support

Over a fifth of applicants assessed as homeless or threatened with homelessness reported support needs relating to mental health problems and 10.5% of applicants reported having a drug or alcohol dependency.

The Council provides housing support services to homeless households who are assessed as needing housing support. The Service is available also to tenants to assist with tenancy sustainment. The Service employs a qualified Social Worker to assist in cases where someone has relatively high support needs and the post provides an important link between social work services and housing support services. There is generally good joint working between the Housing Service and other services/organisations.

Support to homeless households is provided also by a number of organisations in the third sector such as Women's Aid Orkney and Orkney Blide Trust.

Highlighted as a concern by a number of organisations was the lack of a resident psychiatrist in Orkney and Orkney Health and Care has identified the need for a psychiatry service that works in partnership as part of the regional planning in the North and that is not dependent on the use of locum cover.

What we will do

- Review and develop further our housing options approach to increase the number of households diverted from homelessness.
- Work with Orkney Housing Association Ltd to broaden the scope of housing options activity.
- Investigate the possibility of developing the existing housing options guide into an interactive housing options portal.
- Work with Orkney Housing Association Ltd to increase the number of social housing lets made to homeless households.
- Keep the use of temporary accommodation to a minimum.
- Explore with relevant partners the potential for developing a Housing First model in Orkney.
- Continue to work with Orkney Housing Association Ltd to ensure the best resettlement option is available for homeless households.
- Continue to work jointly with Orkney Health and Care to provide the appropriate housing and other support services.
- Monitor how well our homelessness prevention policy is being implemented.
- Monitor and review our Nominations Agreement and Move on Protocol with Women's Aid Orkney.

- Assess the impact of any potential changes to local authority duties if the Scottish Government implements the Local Connection and Intentional homelessness provisions of the in the Homelessness etc. (Scotland) Act 2003.
- Implement the Rapid Rehousing Transition Plan in line with available resources.

Priority 3: Older People

Aim: to provide good quality, appropriate housing and related services and to work in partnership with other services to meet the needs of older people to enable them to remain in their own homes for as long as they wish and is possible or to live in a homely setting.

Reshaping Care for Older People (2011 to 2021) is a Scottish Government and COSLA programme which aims to improve services for older people by shifting care towards anticipatory care and prevention. The Programme's vision is:

“Older people in Scotland are valued as an asset, their voices are heard and older people are supported to enjoy full and positive lives in their own home or in a homely setting”.

And to achieve older people having the best possible quality of life means:

- They feel safe.
- They have opportunities to meet and support each other.
- Ensuring no-one is socially isolated or lonely.
- They stay as well as they can.
- Living where and how they want.
- Being free from discrimination or stigma.
- They are listened to, have a say in the services they receive and they are treated at all times with respect and dignity.

The Scottish Government reviewed their strategy for housing older people “Age, Home and Community 2012 to 2021” half way through the period of its operation, to assess progress and to consider what actions should be included in the next stage of the strategy.

The vision set down in the refreshed/updated “Age, Home and Community: Next Phase” (2018) is – “We want older people in Scotland to enjoy full and positive lives in homes that meet their needs. To help in achieving the vision three principles were identified as:

- Right Advice.
- Right Home.
- Right Support.”

The next phase of the strategy views these three areas as key to enabling older people to live safely and independently at home for as long as they chose.

The Council is clear that its strategy on older persons housing must emphasise:

- The need for sufficient housing of the right type, size, quality, adaptability and cost.
- A range of effective housing support services, to meet the housing needs and aspirations of older people in Orkney.
- Joint work to actively enable people to remain in their own homes for as long as possible.

The Council's Housing Contribution statement identifies the need for future housing to take account of the needs of people with dementia by encouraging housing supply that:

- Is of the right size.
- Is in the right location across all tenures.
- Is built to modern standards and of future-proofed design.
- Mainstreams barrier-free, dementia friendly design.
- Promotes the provision for the use of assistive technologies.

What the Housing Need and Demand Assessment and Key Data Tells Us

Population growth

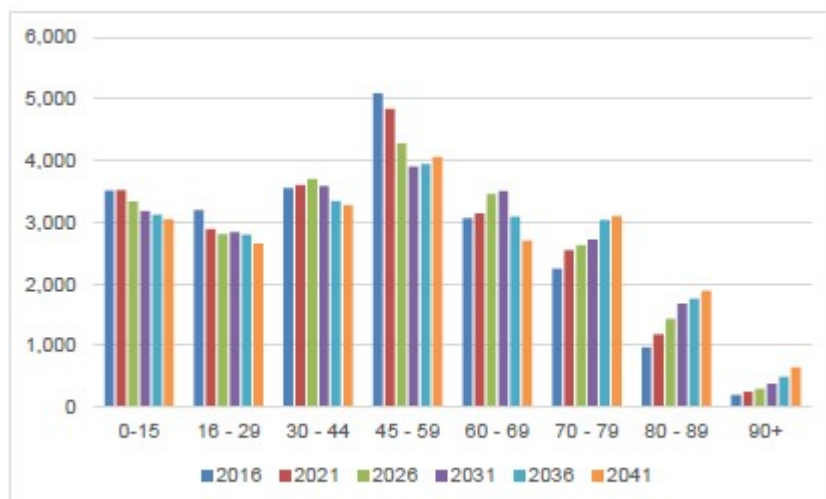
Like the rest of Scotland Orkney's older population is projected to grow. As the table below illustrates the next 20 years or so will see a steady increase in the number of older people in Orkney.

By 2025 it is anticipated that 20% of the population, approximately 4,286 people, will be aged 70 and over.

And, numbers are expected to increase to 26% or 5,625 people by 2041. This will have implications in the provision of housing, support and care.

The number of older people living alone is expected to rise (The Joint Strategic Needs Assessment, Orkney Integration Joint Board, 2016) which potentially will increase demand for smaller properties, with either one or two bedrooms.

Population Projection by Age Group 2016 - 2041



Source: National Records of Scotland

The projected demographic changes are most pronounced in the isles with the potential that there will be more dependants in the isles than working age adults which will present particular challenges for the adequate provision of services in the isles. This may very well result in increased pressure on mainland Orkney for example for extra care housing and care home provision if people need to move to receive care. There will be further considerations on how best to enable older people to remain safely in their homes where possible through integrated service delivery and the best use of assistive technology.

Dementia

It is difficult to get an accurate estimate of the number of people with dementia and it is recognised that there is under recording. In 2015, Alzheimer's Scotland estimated that there were 401 people living with dementia in Orkney, and of those approximately 388 were aged 65 and above. The estimated figure for 2017 was 449 people with dementia.

An estimation of the number of people with dementia in Orkney in 2017

Males.	Females.	Total.
176.	273.	449.

Source- Alzheimer Scotland: <https://www.alzscot.org/our-work/campaigning-for-change/scotlands-national-dementia-strategy/statistics>

Age Scotland Orkney was awarded £225,000 to be used to provide a range of services and social activities to promote health and well-being, resilience, access to support and inclusion. This will include a Dementia Hub, a one stop shop where people living with dementia can go for information and advice.

The number of those who have been diagnosed with dementia then being referred for post diagnostic support is low and decreasing. The Dementia Hub may help address this as well as looking into the low diagnostic rate for dementia in Orkney.

Dementia Post-Diagnostic Support (PDS) in Orkney 2016/17

Estimated Number of People Newly Diagnosed with Dementia.			Number of People Referred to PDS.		
2014 to 2015.	2015 to 2016.	2016 to 2017.	2014 to 2015.	2015 to 2016 ^R .	2016 to 2017/17 ^P .
79.	82.	84.	16.	13.	9.
			20.3%.	15.9%.	10.7%.

Source: ISD.

The rate of dementia is expected to rise with an increase in the number of older people in Orkney

As illustrated in the table above, the number of people with a dementia diagnosis who are living in care homes in Orkney has been fairly stable over the last five years though this represents a small proportion of the estimated number of people with dementia, the majority of whom are living in the community. This highlights the importance of housing and communities becoming dementia friendly.

Statistics for older adults 2013 to 2017

	2013.	2014.	2015.	2016.	2017.
No. care homes.	6.	6.	6.	6.	5.
No. of registered places.	111.	111.	111.	111.	111.
No. of residents.	104.	104.	101.	109.	104.
% occupancy rate.	94%.	94%.	91%.	98%.	94%.
No. of long stay residents.	95.	94.	94.	98.	93.
No. MD* dementia.	47.	47.	48.	46.	47.
No. not MD Dementia.	5.	6.	*.	*.	*.
Average age.	86.	86.	85.	85.	86.

*MD-medically diagnosed. The Scottish Adult Care Home Census 2017 ISD.

Homecare and telecare

The number of people requiring Homecare services is projected to steadily increase to 2,037. Correspondingly the proportion of those aged 85+ requiring such services will increase from 49% of all those in receipt of Homecare to 66% in 2037.

Estimated need for homecare: 2016 – 2037

	2017.	2022.	2027.	2032.	2037.
Clients.	264.	314.	385.	452.	502.
18 – 64.	22.	21.	21.	20.	20.
65-74.	31.	32.	32.	35.	35.
75-84.	81.	99.	107.	112.	117.
85+.	130.	162.	225.	285	331.

Source: Orkney Islands Council.

In 2015 to 2016 there were 136 Self Directed Support packages providing 1,696 hours of care per week at an annual cost of £784,312 or an average of £5,767 per client. By 09 June 2016 there were 110 packages providing 1,634 hours of care a week at the cost of £960,061. An increase in the per-client cost to an average of £8,727.

While the number of people receiving direct payments remained the same in 2015 to 2016 and 2016 to 2017 (up from the previous three years) the value of the payments increased.

Number of people receiving and value of Direct Payments: 2012 to 2013 to 2016 to 2017

2012-13.	2013-14.	2014-15.	2015-16.	2016-17.
50.	60.	60.	90.	90.
£0.4.	£0.4.	£0.5.	£0.7.	£0.9.

Social Care Services, Scotland, 2016, Scottish Government.

There has been a substantial increase in telecare and telehealth provision in Orkney in recent years as the below table shows.

The proportion of those aged over 75 years receiving telecare has been slowly increasing, in 2012 it was 45% by 2015 it was 48%. A significant number of those aged over 75 also receive home care.

Telecare and Community alarm provision 2012 – 2015

	2012.	2013.	2014.	2015.
Total Clients.	550.	580.	680.	730.
Telecare and Community alarm.	90.	250.	280.	290.
Telecare only.	0.	10.	20.	10.
Community alarm only.	460.	320.	380.	420.

Clients over 75.	250.	270.	320.	350.
Over 75 clients also receiving home care.	150.	140.	170.	170.

Source: Social Care Survey.

If Orkney's population continues to age as projected, then the demand for and use of telecare and telehealth, as well as the demand for self-directed support is very likely to increase.

An increase in telecare provision will be necessary to aid any increase in Homecare required if the projected growth in demand exceeds the ability of the Homecare Service to expand sufficiently because of difficulties in adequately staffing the service. This could be exacerbated further if there is an increase in the uptake of self-directed support/direct payments which could result in further demands care/support staff.

Progress is being made in increasing the level of digital connectivity across Orkney though it is somewhat patchy including the Isles. Connectivity is important both to communities and individuals to enable technology to assist people to retain their independence and remain in their home safely. It is important that services are up to date and seek to use digital technology in innovative ways to support greater independent living

House conditions

While the numbers may be, small relatively speaking, generally older households figure disproportionately in relation to living in poor housing conditions compared with other households in Orkney or indeed compared with the Scottish average for older households.

In Orkney those aged 65 and over are proportionately more likely to live:

- in older properties, it is estimated that 50% of this group live in properties built before 1945.
- To live with fuel and extreme fuel poverty with an estimated 79% of older people experiencing fuel poverty and 38% extreme fuel poverty.
- In properties below the tolerable standard, that are damp and they are slightly less likely to have full central heating.

Estimated proportion of household by feature and household type 2015 to 2017

Feature.	Area.	Percentage within each Household Type.		
		Older (65 & over).	Families.	Other.
Pre 1945 Dwellings.	Orkney.	50%.	37%.	42%.
	Scotland.	29%.	25%.	35%.
Households with one or more long term sick or disabled person.	Orkney.	45%.	30%.	32%.
	Scotland.	61%.	29%.	39%.
Fuel poverty.	Orkney.	79%.	31%.	53%.
	Scotland.	42%.	13%.	25%.
Extreme Fuel Poverty.	Orkney.	38%.	8%.	18%.
	Scotland.	12%.	3%.	7%.
Under occupation (by 2+ bedrooms).	Orkney.	61%.	17%.	45%.
	Scotland.	42%.	18%.	30%.
Below Tolerable Standard Housing.	Orkney.	4%.	-.	4%.
	Scotland.	1%.	2%.	2%.
Disrepair.	Orkney.	53%.	67%.	66%.
	Scotland.	65%.	70%.	73%.
Extensive Disrepair.	Orkney.	16%.	6%.	13%.
	Scotland.	5%.	7%.	7%.
Damp (penetrating or rising).	Orkney.	6%.	*.	8%.
	Scotland.	3%.	3%.	3%.
Full Central Heating.	Orkney.	82%.	89%.	89%.
	Scotland.	96%.	98%.	95%.

Scottish House Conditions Survey 2015-17.

Older people are also more likely to live in a household with one or more long-term sick person or disabled person.

Living in poorer housing conditions is likely to be more difficult to sustain as the person ages and can add to the demand for more suitable alternative housing.

The amount of social housing specifically for older people (sheltered and extra care) is small in Orkney. At 31st March 2018 there were 45.

Type of social housing for older people in Orkney 2017-18

Type of provision.	Self-contained units.		
	OIC properties.	OHAL properties .	Total .
Sheltered.	29.	0.	29.
Extra care.	16.	0.	16.
Total number of self contained units .	957.	768.	1725.

Source - Annual Return on the Charter 2017-18.

The two sheltered housing developments are located in Kirkwall and Stromness which provide a total of 29 properties.

There are also two extra care housing developments which are provided by Orkney Islands Property Developments Ltd (a private sector landlord) in Kirkwall, and Westray and the Council has a development in St Margaret's Hope. Within Orkney there Orkney Housing Association Ltd also has 55 wheelchair properties and 197 amenity standard properties. In addition the Council holds 105 properties which are adapted. While various properties are available to meet particular needs, they are not exclusively for older people.

Retirement housing linked to new build care home provision in both Kirkwall and Stromness, as well as particular needs and older persons housing in Kirkwall will form part of the Affordable Housing Supply Programme to be delivered by the Council and Orkney Housing Association Ltd.

The new build residential care homes for older people are being developed:

- In Stromness creating additional capacity and providing care for people with high levels of dependency due for completion in 2019.
- In Kirkwall creating additional capacity with target date by the end of August 2021.

Orkney's Strategic Housing Investment Plan highlights the importance of ensuring the needs of older people are met in future developments. The proposed developments in the Strategic Housing Investment Plan responds to these needs with most of the proposed properties being single storey, semi-detached and terraced, to aid accessibility.

Projects Underway

The Council has begun a review of older people's housing and is considering how best to expand the options available for older people by providing housing which is flexible and enables independence.

The review offers the opportunity to explore different types of housing to meet the varying needs of older people such as retirement housing which for example looks at enhanced housing management and telecare services rather than the provision of housing support to assist with living independently.

There are models of housing provision seeking to expand choice for older people already being taken forward in Orkney. The Council supports the potential for a co-housing project to be developed (usually, cohousing communities live commonly in a group of flats or house. People sell homes, raise equity in other ways or get a mortgage for their community home. Some housing associations purchase places in cohousing and then lease them).

A co-housing project for older people is being developed in St Margaret's Hope by Hope Co-Housing Limited, with input from the Council and Robert Gordon University. This project will hopefully provide a template and catalyst for further co-housing projects in Orkney.

Another model to be considered is 'core and cluster' extra care housing to offer greater flexibility which would have, for instance, centralised care and support services (in the core or hub) delivering services to people in dispersed properties - depending on the model the core could also provide some form of accommodation e.g. for respite. Such potential development should inform the consideration of possible sites of new housing.

The projection of an increasingly aging population requires housing arrangements which are flexible which includes new build ensuring they comply with 'houses for life' designs.

What we will do

We will:

- Consider different models of providing housing and related services for older people which enhance independence and provide greater choice.
- Explore possible innovative housing solutions for people with dementia.
- Look at different ways to reduce the numbers of older people who are living in poor housing conditions.
- Ensure that the Council's Housing Options Service is kept up to date with best practice and the latest developments for example in available grants, loans and technological advances to provide the information and advice to assist older people in knowing what choices are available.
- Review joint working arrangements to assess if there are areas for improvement in joint working and the delivery of services particularly in remoter rural and the isles.
- To explore different means by which housing support services could be delivered on isles to support older people to live independently.
- Assess the level of connectivity of residents and communities throughout Orkney and where necessary means to improve access to enable the best use of assistive technology where required.

Priority 4. Housing and Support for People with Particular Needs

Aim: Ensure that people with particular needs have access to good quality, appropriate housing and support services which meets their specific requirements and enables independent living.

The Public Bodies (Joint Working) (Scotland) Act 2014 sets out the legal framework for integrating health and social care services. It requires health boards and local authorities to delegate some of their functions to an Integration Board.

In Orkney the Integrated Joint Board, Orkney Health and Care, was established as a separate legal entity in 2016.

The aim of Orkney Health and Care is to **'help the people of Orkney live longer, healthier and more independent lives within their own homes and communities wherever possible'**.

Orkney Health and Care's strategic vision as articulated in the latest update of their strategic commissioning plan is "getting it right for Orkney" (Caring for Our Future; Orkney Strategic Plan, 2019 – 2022).

Their values include:

- Person centred.
- Caring.
- Enabling.
- Empowering.

The Plan's performance framework links their performance in different areas to the Scottish Government's National Health and Wellbeing Outcomes one of which, of particular relevance to housing, is Outcome 2.

People, including those with disabilities or long term conditions, or who are frail, are able to live, as far as reasonably practicable, independently and at home or in a homely setting in their community.

In the Scottish Government's A Fairer Scotland for Disabled People (A Fairer Scotland for Disabled People, Delivery Plan to 2021 for the United Nations Convention on the Rights of Persons with Disabilities) one of their five stated "ambitions" is: 'places that are accessible to everyone' so disabled people can live life to the full in homes and communities across Scotland, with housing and transport and the wider physical and cultural environment designed and adapted to enable disabled people to participate as full and equal citizens.

To achieve this the Plan identifies a number of actions such as:

- Greater and more meaningful involvement by disabled people in designing policies and services.
- Disabled people to benefit from increased availability of affordable and accessible housing to support people to continue to live independent lives.
- Increased awareness of the additional barriers living in rural or remote areas can bring for disabled people.

The Scottish Government's Mental Health Strategy 2017 emphasises the role that housing plays in people's mental well-being. It highlights how some groups are more likely to experience mental health problems such as people who experienced trauma or adverse childhood events, people with substance use problems, homeless

people, people who are experiencing loneliness or social isolation, veterans, refugees and asylum seekers.

The Strategy recognises also specific issues in accessing services and support for people living in remote and rural communities and the particular challenges faced by rural isolation and in recognition of this supports the National Rural Mental Health Forum.

Orkney Health and Care has developed a mental health strategy following a review of mental health services in Orkney.

The Scottish Strategy for Autism Outcomes and Priorities 2018 to 2021 has as one of its strategic outcomes – Independence.

Autistic people are able to live independently in the community with equal access to all aspects of society. Services have the capacity and awareness to ensure that people are met with recognition and understanding

The Council and NHS Orkney produced All Age Autism Spectrum Disorder Strategy in 2013. It reported and it highlights the importance that people with autism and their families placed on in being able to access housing in supported “safe and quiet” areas.

What the Housing Need and Demand Assessment and Key Data Tell Us

Wheelchair housing

The table below details the level of wheelchair housing in Orkney's social rented stock. Orkney Housing Association Ltd provides all the wheelchair housing in the social rented sector, with the vast majority of their properties being located in Kirkwall.

Wheelchair housing in social rented housing stock

	Wheelchair housing stock.
Kirkwall.	38.
Stromness.	3.
West Mainland.	6.
East Mainland.	5.
Isles.	2.

Source: Orkney Housing Association.

Also, Orkney Islands Property Developments Limited have a number of wheelchair accessible properties that are used by Orkney Health and Care, including two in Westray and 24 in Kirkwall.

The table below shows a slight increase in the number of wheelchair accessible properties since 2015 to 2016 which should have had some impact on the numbers on the common housing register waiting for a wheelchair accessible house. This was 16 at the end of September 2016.

Breakdown of social housing properties by type at end of March 2018

Type of provision.	Self-contained units.		
	OIC properties.	OHAL properties.	Total .
General.	806.	521.	1327.
Sheltered.	29.	0.	29.
Extra Care.	16.	0.	16.
Medium dependency.	15.	0.	15.
Wheelchair.	0.	60.	60.
Ambulant disabled.	29.	183.	212.
Other specially adapted.	62.	4.	66.
Total.	957.	768.	1725.

Scottish Housing Regulator website.

The Housing Need and Demand Assessment records that Orkney has slightly lower percentage of adaptations than the Scottish average. There are significant differences in accessibility between Orkney's pre-1945 and post-1945 housing stock across all tenures.

In 2017 to 2018, there were 60 grants for disabled adaptations awarded under the Scheme of Assistance, this is down from the previous two years where the numbers stood at 67 in 2016 to 2017 and 124 in 2015 to 2016. It is anticipated however that the demand for adaptations will increase as Orkney's demographic continues to change.

The Housing Need and Demand Assessment notes that many of the Council's and Orkney Housing Association Ltd's new build properties are designed to be accessible and, the two-bedroom properties being developed now by the Council are predominantly bungalows to make them as flexible as possible.

There is some provision for additional new build wheelchair housing through the Affordable Housing Supply Programme, with Orkney Housing Association Ltd developing a small number of properties. The Strategic Housing Investment Plan includes some provision for wheelchair properties where it is viewed appropriate.

Supported Housing/housing and support

While there is a concentration on housing for the older population in Orkney, as this is where the greatest pressure may occur given the population projections, there are other groups with needs for housing and support.

There is a range of households requiring or who would benefit from a housing support service to enable them to live independently and successfully sustain their housing.

The Council has specific duties regarding households that are homeless or threatened with homelessness introduced by the Housing (Scotland) Act 2010. Local authorities have to ensure the provision of housing support services to those where they have been assessed as requiring that support.

Just under half of those assessed as homeless in 2017 to 2018 (95 households) has at least one identified support need. And, apart from those who required basic housing management/independent living skills, mental health problems were most commonly identified as a support need totalling just over a fifth of homeless households.

Support need identified for homeless/ threatened with homelessness households, 2017 to 2018

	Mental health problem	Learning disability	Physical disability	Medical condition	Drug or alcohol dependency	Basic housing management/ILS	At least 1 support need identified.
<i>Total</i>	21.	2.	7.	9.	10.	22.	44.

Orkney Health and Care's Needs Assessment (2016) reported that, according to the 2011 Census 3% of the population in Orkney (598 people) identified as having a mental health condition that lasted, or would last, for more than 12 months. This affected 58% females, reporting a mental health condition, compared to men at 42%. The age group with the highest proportion reporting a mental health condition was those aged between 35 to 49 years of age which was 33% of the total followed by those aged between 50 and 64 years at 26% of the total.

The Needs Assessment noted that historic figures from the GP Quality and Outcomes Framework register suggested that the prevalence of mental illness in Orkney has remained similar over the years, there were 185 people with a diagnosis of mental ill health in 2014 to 2015.

An integrated multi-disciplinary staff team provides the mental health services in Orkney and support services are also delivered by the third sector.

A significant increase in referrals to the Community Mental Health Team (CMHT) has been reported in the Chief Social Work Officer's 2017 to 2018 Report indicating a growing demand for mental health services.

Orkney Health and Care has identified mental health services as an area for development in order to best meet local needs. One specific gap identified by a number of services, as well as Orkney Health and Care, is in psychiatry as there is no psychiatrist based in Orkney.

The Council's Housing Support Strategy 2011 to 2016 identified the need to consider some form of supported accommodation options for people with mental health problems, for example, access to a safe bed or supported accommodation for short periods of time. This would be while the person was seeking access to health services. While the Housing Support Strategy is now incorporated into the Local Housing Strategy this need remains outstanding.

There are particular challenges assessing the actual prevalence of autism and the true prevalence is unknown.

- In 2011 it was estimated there were 178 people across all age groups with autism spectrum disorder in Orkney - 75% of which were male and 25% female.
- In 2015 the number of children and adults known to the Local Authority with autism was 60 being 45 males and 15 females (OHAC Joint Strategic Needs Assessment 2016. (OHAC Joint Strategic Needs Assessment 2016).

The Council and NHS Orkney's All Age Autism Spectrum Disorder Strategy identified a number of priority areas for action which should inform the future shaping and coordination of services and two actions are of particular relevance here:

- To increase awareness and understanding of the process and policies with regard to housing.
- Explore the possibility of 'autism' flagging system to housing databases.

In 2015 there were 423 adults known to the Council with learning disabilities (physical health conditions, dyslexia, etc.), higher than previous years and, it is expected that the prevalence of people with a learning disability will grow because of improved life expectancy. (OHAC Joint Strategic Needs Assessment 2016).

Approximately 100 people were accessing a learning disability specific service in 2015, including supported accommodation, day services, short breaks or self-directed support and there was an increase of 21% in referrals to services over the previous two years. (OHAC Strategic Commissioning Plan 2016-2019).

Orkney Health and Care identified the need to diversify the accommodation and independent living support models and resources for people with learning disabilities. (OHAC Strategic Commissioning Plan 2016-2019 Performance Monitoring Report 2016-17). The Council has decided that the supported accommodation be redesigned and replaced with a core and cluster model to support people in the community.

There are a number of other supported accommodation services in Orkney, most of which are located in Kirkwall. These include:

- Two projects and separate move on accommodation for young homeless people one based in Kirkwall and the other in Stromness.

- A refuge and separate move on accommodation with visiting support in Kirkwall for women fleeing domestic abuse.
- Again in Kirkwall accommodation for offenders or those at risk of offending (this property is provided by Orkney Islands Property Development Ltd with support from Criminal Justice Social Work).

While the young persons' supported accommodation is in the main for homeless young people, also some young people who have left care use this service. There is a need for some separate supported accommodation for young people who are leaving the care system, who have additional support needs.

The Council is carrying out a review of residential child care provision reflecting changes introduced in the Children and Young People (Scotland) Act 2014. The review is to include recommendations "to establish a residential estate fit for the medium term to include young people potentially up to the age of 25". (Orkney Council's Delivery Plan 2018-23).

The need to respond to the identified need for specialist housing has informed the Strategic Housing Investment Plan which includes developments to be delivered through both the Affordable Housing Supply Programme and Rural Housing Fund.

It is hoped that up to 66 specialist housing properties will be developed over the lifetime of the Strategic Housing Investment Plan.

The demand on the Housing Support Service is likely to rise with more people requiring or being identified as requiring the service. This could be, for example:

- To ensure that the aim of enabling people to live as independently for as long as possible in their own homes is to be realised.
- As the aging population increases. This is particularly important in areas where the development of extra care housing is not practical or viable and other options will need to be explored including linking housing into existing care facilities or the further development of telecare services.
- Or more generally where there are no other accommodation options available.

Refugees

The Orkney Partnership established an Inter-Agency Working Group for Refugees to ensure there was a co-ordinated and effective plan in place to allow Orkney to participate in the Syrian Vulnerable Persons Resettlement Scheme.

A range of support measures were put in place such as housing, health, language and schooling. In 2017 two families were resettled in two properties that the Council purchased previously for student housing as there had not been the level of demand for the five properties purchased previously for student housing.

In 2018 the Council agreed to offer homes to a further two Syrian households also in Kirkwall. Both families arrived early in 2019.

Gypsy/Traveller or Travelling Show people

Due to a lack of demand or presence in Orkney of Gypsy/Travellers or Travelling Show people there has been no identified need for specific sites to be identified at this time. Consequently, it has not been possible to consult with members of this group.

What we will do

- Continue to monitor the demand for specialist housing and if the developments identified are delivered.
- With stakeholders, assess the need for some form of supported accommodation for people with mental health problems.
- Ensure that the housing and support needs of young people who have left care are met including the possibility of a housing first model.
- Ensure that information and advice about the help available under the Scheme of Assistance, particularly in the grants available for disabled adaptations is widely disseminated.
- Ensure that new developments are flexible in design to meet the criteria of Homes for Life.
- Review of the Housing Support Service to assess their ability to meet increased demand and the level of flexibility and adaptability required to meet changing needs.
- Explore with all stakeholders, different means by which housing support services could be delivered on isles to support the varying needs of their populations.
- Review allocation policies in ensure the needs of people with autism are taken into account including the possibility of a 'flagging system'.

Priority 5 Improving Standards in the Private Sector

Aim: To improve the overall conditions in the private sector housing including the eradication of substandard and Below Tolerable Standard housing and develop closer links with the Private Rented Sector and ensure landlords meet their obligations in respect of the repairing standard.

Why this is a priority

One of the main objectives of the Local Housing Strategy is to focus on housing conditions. The Housing (Scotland) Act 2006 provides local authorities with the means to address the conditions and quality of housing in the private sector. This includes designating Housing Renewal Areas, using a repairing standard for private landlords, works notices, maintenance orders, closing and demolition orders, a scheme of assistance, and a requirement for Local Authorities to include strategies and policies for dealing with houses below the Tolerable Standard. However, at a time of placing additional responsibilities upon private owners to improve and maintain their homes, financial support to assist owners has been greatly reduced.

Local Authorities are empowered to designate a Housing Renewal Area in areas where:

- A significant proportion of properties are sub-standard.
- The appearance or condition of the properties concerned are adversely affecting the amenity of the area.

Although this option is available, due to the rural and dispersed nature of Orkney it is unlikely there will be a need to consider a Housing Renewal Area locally.

In dealing with properties, within the private sector, which are below the tolerable standard, there are good joint working arrangements between the Council's Housing Services and Environmental Health. Our Environmental Health Service already holds significant information on properties which are deemed below the tolerable standard. Properties can be identified for example as a result of a complaint or request for rehousing or may be identified as part of a visit on another matter. In addition, statistical information may result from the development of a Local House Condition Survey.

Where a property is identified as being substandard or below the tolerable standard the Council will find an appropriate solution which could be:

- Monitoring.
- Formal action.
- Help under the Scheme of Assistance.

It is accepted that resolution can be complex and crosses various tenures. In some situations, formal enforcement action may be taken in line with the Council's Environmental Health and Trading Standards' Enforcement Policy. Equally a supportive approach may be taken in situations where this is required due to the vulnerability of the occupants. This may require joint working with Orkney Health and Care.

The Local Authority may serve a works notice in respect of any sub-standard housing. Our Scheme of Assistance is available to provide advice and support to owners of below the tolerable standard housing.

Orkney's Scheme of Assistance, as required under the Housing (Scotland) Act 2006 is contracted out and delivered by Orkney Housing Association as managing agents of the "Orkney Care and Repair" service. The scheme provides advice, information and assistance to homeowners and disabled occupants living within the private sector.

A small repairs service is also in operation and also as part of the Orkney Care and Repair service. This provides assistance in relation to adaptations.

The Council is conscious of the need to improve energy efficiency in Orkney's private sector housing stock and to meet climate change requirements. The Housing Service manages projects to improve the energy efficiency of private sector properties throughout Orkney. Information on a range of issues including energy efficiency and a link to our Scheme of Assistance is available from our online housing options guide.

Also the Housing (Scotland) Act 2006 introduced the repairing standard which is the legal duty that private landlords have to ensure their properties meet minimum

physical standards. Where a house fails this standard, either the tenant or the Local Authority may seek recourse from the First Tier Tribunal.

The Private Housing (Tenancies) (Scotland) Act 2016 Act came into force in December 2017 and new tenancies created in the private sector from that date will be a private residential tenancy. Therefore, landlords will require a reason to bring the tenancy to an end, unlike the previously commonly used short assured tenancy. It is too early to tell what, if any, impact this new tenancy regime will have on lettings in the private sector though this will affect winter lets - which were let for six months on as a form of assured tenancy and then ended. These are no longer available as an option for landlords.

It is a requirement of the Anti-Social Behaviour (Scotland) Act 2004 that private landlords register with the Local Authority. This requires a need to pass a “fit and proper person” test and also there is a need for the property to be of an appropriate standard. The Council works closely with private sector landlords in this respect.

The Council provides a newsletter for private sector landlords called “Lets Update” to brief them on any changes in legislation or other matters of interest. Registered landlords are able to access a free advertising service through the Council’s website called “Orkney Lets” if required. In addition, training is offered to private sector landlords through Landlord Accreditation Scotland.

To assist in accessing the private rented sector the Council runs a rent deposit scheme. Through this scheme, prospective tenants can apply for help with a deposit which the Council pays directly to the landlord who has a duty to place the deposit in one of the recognised National Rent Deposit schemes.

Significant changes are anticipated over the coming years in respect of requirements placed on the private sector in relation to energy efficiency and fire prevention systems.

What the Housing Need and Demand Assessment and Key Data Tell Us

At 2001 Orkney had an overall housing stock of 9,237 units. By 2017 this was around 11,300 representing an increase of 22.3%.

The majority of people in Orkney live in the private sector either in owner occupation (67%) or rent from a private landlord (10%). It is therefore critically important that the quality, of the majority of the private sector housing stock, be maintained and further improved.

The figures contained in the table below indicate a decrease in private rented dwellings in Orkney from 11% in 2014 to 2015 to 8% in 2017 whilst the Scottish average remained the same at 15%.

Estimated stock of dwellings by tenure Orkney: 2014 to 2015 & 2017

	Owner occupied.	Rented privately or	Vacant private dwellings and	Rented from housing associations.	Rented from local authorities, new

		with a job/business.	second homes.		town, Scottish Homes.
2017.	67%.	8%.	10%.	6%.	9%.
2014 to 2015.	65%.	11%.	10%.	6%.	9%.

Source - Housing Statistics for Scotland: Key Trends Summary.

In 2019, there were 990 private sector landlords with properties rented out in Orkney. The Landlord Registration Scheme is designed to ensure that both landlords and their properties are fit and proper.

These landlords collectively owned 1100 properties which represents 10% of Orkney's total housing stock, a sizeable proportion of Orkney's housing stock.

Below tolerable standard

There has been a reduction in the level of housing which is below the tolerable standard in Orkney:

- From 2011 to 2013 to the last available figures for 2015 to 2017 the estimated proportion of the housing stock falling below the tolerable standard fell by 4%.
- In 2011 to 2013 the figure was 7% and the 2015 to 2017 is 3% of the housing stock, though this is still considerably above the 1% average for Scotland.

Proportion of properties in Orkney failing the Below Tolerable Standard

	% of LA.	Pre-1945.	Post 1945.	House.	2 or fewer.	3+.	Owner-occupied.	Private Rented.	Older.	Families.	Other.
2015-17.	3%.	6%.	.	.	.	3%	3%.	.	3%.	.	4%.
2014-16.	3%.	7%.	-.	3%.	*.	3%	3%.	*.	5%.	-.	3%.
2011-13.	7%.	13%	4%.	7%.	8%.	6%	7%.	13%.	9%.	7%.	6%.

Scottish Conditions Survey.

The stock which is below the tolerable standard is concentrated in the older properties within the owner-occupied sector which in turn is occupied by older households or households without children.

Although the Scheme of Assistance provides valuable help in adapting houses for disabled people, there has been very little uptake in grants for improving standards for those living in the private sector. However, the small repairs grant was reviewed during 2019 and it is hoped this will go some way to assist.

Under the Scheme of Assistance (Orkney Care and Repair) there were 104 grant approvals. A total of £332,477 assistance was provided under the Scheme in 2017 to 2018. Sixty of the grants were for disabled adaptations.

Grants made under the Scheme of Assistance 2017 to 2018

	All Disabled adaptations.	Assistance for Work Under Notice .	Other Assistance.	Total grants approved .
Grants approved.	60.	-.	44.	104.
Amount given in grants .	£225,928.	-.	£106,549.	£332,477.

Non-financial advice cases. Housing Statistics for Scotland - Scheme of Assistance.

As well as providing grant funding the Scheme provides information, advice and practical assistance. The number of cases has remained relatively constant from 2015 to 2016.

Empty properties

Orkney has one of the highest percentages of vacant private dwellings and second homes in Scotland, standing in 2017 at an estimated 10% of Orkney's housing stock. This compares with the Scottish average of 4.1%. (Estimated stock of dwellings by tenure and local authority 2017 Scottish Government figures).

The Local House Condition Survey suggests that 12.8% of Orkney's dwellings are classed as 'general vacancies (this term includes 'short-term' empty properties, those with ongoing repairs, and long-term empty homes). Of these empty properties, 77.9% are thought to require repairs and 19.6% are deemed to be Below the Tolerable Standard.

Empty homes represent a significant drain on local communities and can lead to a drop in the local economy. This is particularly the case in the smaller isles and may lead to the closure of facilities such as schools.

The Council's Empty Homes Strategy has four objectives:

- To understand the scale of the long-term empty home issue across Orkney.
- To develop a process based on advice and assistance to bring empty properties back into use.
- To raise awareness of issues relating to empty homes across Orkney.
- To work with Development Trusts and communities to improve housing in their area.

The Council's Empty Homes Strategy (2018 to 2023) aims to bring 20 properties back into use each year. The Council's Empty Homes Service which was established in 2017 has been successful in bringing 20 properties back into use. This has been through a combination of means including being sold into owner occupation and being rented privately.

In addition to the level of empty properties in Orkney, the Scottish House Condition Survey estimated, in their 2014 to 2016 figures, that 2% of households were overcrowded, all in post 1945 stock and all were households containing children. The Scottish figure stood at 3%. Overcrowded households are awarded priority status on the Common Housing Register.

In contrast the level of under occupation for 2014 to 2016 was estimated at 42% of the housing stock (the Scottish average was 29%) with housing stock in the private sector much more likely to be under occupied. This accounts for 49% of owner-occupied properties and 36% in the private rented sector. Older households (49%) and 49% of households without children were estimated to be under occupying. Those who are living in under-occupied properties may be more likely to experience fuel poverty.

In 2015 to 2017 there was a slight increase in the proportion of households which were under-occupied. This accounts for 45% of Orkney households in comparison to the Scottish figure of 31% which also was subject to a slight increase.

The Council is committed to increasing the energy efficiency in the private housing stock and we have been successful in being awarded funding to assist in increasing energy efficiency. For example, in 2018 to 2019 £1 million was made available by the Scottish government for this purpose and £1.45 million for the installation of central heating systems.

What we will do

	Info and Advice.				Practical Assistance.		
	Website Hits.	Leaflets Issued.	Telephone Advice.	Pro-Active Visits.	Provided by Housing Team.	Referrals.	Total.
2017 to 2018.	0.	485.	782.	166.	0.	0.	1,433.
2016 to 2017.	N/A.	297.	659.	129.	N/A.	104.	1,189.
2015 to 2016.	N/A.	790.	592.	102.	N/A.	125.	1,609.

- Keep the Scheme of Assistance under review and continue to promote the service provided by Orkney Care and Repair Team.
- Ensure that advice, support and enforcement is targeted to reduce.
 - The number of occupied sub-standard houses.

- The number of properties failing the Repairing Standard.
- The number of houses below the Tolerable Standard.
- The number of empty homes.
- Continue to seek funding to increase energy efficiency and reduce carbon emissions in the private sector.
- Monitor and review the Empty Homes Strategy.
- Explore the feasibility of a local house condition survey for 2020 to 2021 and explore alternative methods of obtaining similar information.
- Continue to ensure that private landlords and tenants are kept up to date with developments which affect them and review the information provided to landlords and tenants including on rights and responsibilities to consider any improvements.
- To explore what barriers currently exist which hinders access to homes in the private sector.
- To monitor and consider any impact of the new tenancy in the private sector on the number of lettings in the private sector.
- To outline the approach that would be taken, in future, to identifying any housing renewal areas.

Priority 6. Reducing Fuel Poverty and Increasing Energy Efficiency

Aim: To increase the energy efficiency of Orkney's housing stock, eliminate fuel poverty and achieve a positive impact on the environment.

Why this is a priority

The Housing (Scotland) Act 2001 places a statutory duty on the Scottish Government to eradicate fuel poverty, as far as is reasonably practicable, by 2016 and requires councils to develop local housing strategies which ensure, "so far as reasonably practicable", that persons do not live in fuel poverty".

The Housing (Scotland) Act 2001 defines a household as being fuel poor where their home cannot be kept warm at reasonable cost. The Scottish Fuel Poverty Statement goes further to define a household is in fuel poverty if, in order to maintain a satisfactory heating regime, they are required to spend more than 10% of their income on all household fuel use. The year 2016 was set as the target date, by the Scottish Government, to eradicate fuel poverty, as far as is reasonably practicable.

The aim of the Climate Change (Scotland) Act 2009 is to reduce carbon emissions, with targets set at 42% by 2020 and 80% by 2050. The Act requires Scottish Ministers to set annual emissions and places a duty on public bodies to reduce carbon emissions.

The 2016 target has not been met and the Scottish Government is proposing to set a revised target towards the eradication of fuel poverty.

The Fuel Poverty (Target, Definition and Strategy) (Scotland) Act 2019 introduces a new long-term target that by the year 2040 no more than 5% of households are in fuel poverty. The Bill introduces a new fuel poverty definition.

The proposed definition is that the fuel costs necessary for the home are more than 10% of the household's adjusted net income, and that after deducting such fuel costs and the household's childcare costs (if any), the household's remaining adjusted net income is insufficient to maintain an acceptable standard of living.

This is adjusted for remote rural, remote small town and island areas, including Orkney, to reflect the higher cost of living in these areas, with the uplift for island areas to be determined separately.

The Council's Fuel Poverty Strategy (2017 to 2022) sets down our aim to significantly reduce fuel poverty in Orkney to the national average by 2022 and eradicate it entirely by 2032, while at the same time maximising the use of Orkney's renewables potential to benefit the community in Orkney.

The strategy identifies five key areas contributing to Orkney's high level of fuel poverty:

- Orkney's older housing stock and its condition.
- Lower than average income.
- The high cost of heating.
- Orkney's climate.
- Lifestyle choices of households.

SHQS

The Scottish Government introduced the Scottish Housing Quality Standard in 2004 and set a target of 2015 when all the social rented housing stock should have met the standard. To meet the standard, properties should be free from serious disrepair, be healthy, safe and secure, and be energy efficient. There may however be valid reasons for a property not to meet the standard, that is if it is:

- **Exempt** - where the property is capable of meeting the standard, but the landlord believes it is not possible for technical or legal reasons or where the costs of doing so would be disproportionate.
- **Abeyance** - where for social reasons the work cannot be carried out due to, for example, tenants' or owner-occupiers' behaviour (for example, if owners fail to pay their share of costs).

Energy efficiency in social housing

The Energy Efficiency Standard for Social Housing (EESH) was introduced in 2012. The standard sets out the minimum energy efficiency ratings that social landlords are expected to meet across their existing housing stock by December 2020.

The aim is to improve the energy efficiency of social housing in Scotland to help to reduce energy consumption, fuel poverty and the emission of greenhouse gases.

The standard should contribute also to reducing carbon emissions by 42% by 2020, and 80% by 2050, in line with the requirements set out in the Climate Change (Scotland) Act 2009.

The Scottish Government has designated energy efficiency as a National Infrastructure Priority. Their Energy Efficient Scotland Route Map 2018 details the direction homes, businesses and public buildings need to take if they are to become more energy efficient. This is to be the main mechanism for delivering programmes to tackle fuel poverty - through Scotland's Energy Efficiency Programme. Its aims are, where feasible, to make buildings near zero carbon by 2050 and to develop innovative approaches to improving warmth in homes and other buildings with the support of substantial levels of investment.

What the Housing Need and Demand Assessment and Key Data Tell Us

While there was some reduction in the level of estimated fuel poverty in Orkney which stood at 63% in 2012 to 2014 to 57% in 2015 to 2017, we still have the highest level in Scotland. The Scottish figure is 27%.

In relation to extreme fuel poverty Orkney has the highest level also along with Eilean Siar estimated at 23% of households; this is a decrease in Orkney from 30% in 2012 to 2014. (SHCS Local Authority Analysis 2015-2017; Scottish Government, 2019, <https://www2.gov.scot/Topics/Statistics/SHCS/keyanalyses/LATables1517>). The Scottish estimate is 8%.

Fuel poverty estimates for 2012 to 2014 and 2015 to 2017 for Orkney Isles and Scotland

	% of LA.	Pre-1945.	Post 1945.	Owner-occupied.	Social Housing.	Private Rented.	Older.	Families.	Other.
Orkney 2015 to 2017.	57%.	63%.	52%.	56%.	55%.	*.	79%.	31%.	53%.
Scotland 2015 to 2017.	27%.	32%.	25%.	26%.	31%.	28%.	42%.	13%.	25%.
Orkney 2012 to 2014.	63%.	71%.	59%.	65%.	64%.	57%.	87%.	38%.	61%.
Scotland 2012 to 2014.	35%.	42%.	32%.	34%.	39%.	32%.	52%.	21%.	33%.

Source - Scottish House Condition Survey 2015 to 2017.

The Scottish House Condition Survey also shows that 79% of older households are fuel poor. A total of 26% of families fall within this bracket as do 30% of other households. Again, older households are more likely to be living with extreme fuel poverty with an estimated 38% of older households being affected. This is the second highest level, being just below that of Shetland with 39% of households. The Scottish average is 12%.

Scottish Housing Quality Standard

In Orkney's social housing in 2018 to 2019 all of Orkney Housing Association's stock meet the standard and 89.84% of the Council's stock met the standard.

The Council has undertaken significant work over the year, to reduce the level of properties which are found to be in abeyance or exempt. Fails have risen from 3 properties at year end in 2017 to 2018 to 55 recorded as failing the Scottish Housing Standard over the next year in 2018 to 2019. Most of these are marginal fails and the reason for failure on the majority of the properties concerned will be addressed throughout the year.

One of the challenges we have faced in an Orkney context is the small number of blocks of flats where some are owned by the Council and others are privately owned, owner-occupiers may not wish to pay a share for example for a secure door entry system or do not consider it necessary due partially to the low crime rate. We are currently undertaking solutions to seek to reduce the number of abeyances.

Energy efficiency standards

Energy Efficiency Standard for Social Housing sets a minimum efficiency rating, depending on fuel type, that should be achieved by 31 December 2020.

The Energy Efficiency Standard for Social Housing aims to improve the energy efficiency of social housing in Scotland to help to reduce energy consumption, fuel poverty and the emission of greenhouse gases. The Energy Efficiency Standard for Social Housing sets out the minimum energy efficiency ratings that social landlords are expected to meet across existing housing stock by December 2020.

The standard will also contribute to reducing carbon emissions by 42% by 2020, and 80% by 2050, in line with the requirements set out in the Climate Change (Scotland) Act 2009.

Currently we are in a positive position for delivering the Energy Efficiency Standard for Social Housing and are relatively well placed nationally in this respect.

At 31st March 2019, the Council had 955 self-contained properties, of which 84.7% or 809 properties met the Energy Efficiency Standard for Social Housing. A total of 38 properties (4%) are either exempt due to factors like disproportionate cost or are in abeyance because the tenant does not want, or feel able to cope with, any works to go ahead. Of those 108 properties (11.3 %) that failed, the majority are marginal fails.

This is an improvement from the previous year where 81.5% properties met the standard.

The Council is committed to continuing to improve the quality of our housing stock through our housing investment programme. Investment in repairs and maintenance totalled £1.2 million in 2017 to 2018 to ensure that our tenants' homes, as a minimum, continue to meet the Scottish Housing Quality Standard, those that are currently in abeyance are gradually brought up to the Scottish Housing Quality Standard as the issues allow.

The Council and Orkney Housing Association are both on target to meet the Energy Efficiency Standard for Social Housing by 2020 even though they both acknowledge that meeting the standard in full will be financially challenging given the limited size of the Housing Revenue Account and Orkney Housing Association Ltd's financial headroom. This will be exacerbated when considering the proposals for the Energy Efficiency Standard for Social Housing 2.

The Home Energy Efficiency Programme for Scotland: Area Based Scheme (HEEPS: ABS) is a national programme which is aimed at reducing fuel poverty and carbon emissions in the private sector. In the first two years of the HEEPS: ABS programme over 250 households were signed up to the programme.

The Home Energy Efficiency Programme for Scotland: Warmer Homes Scotland (HEEPS: WHS) is another of the Scottish Government's scheme aimed at reducing fuel poverty. It is co-ordinated on a national level and the national contractor is required to undertake installations of measures throughout Scotland. HEEPS: WHS offers more measures than are available through HEEPS: ABS. It has different eligibility criteria, being aimed at households on specific key benefits.

What we will do

- The Council will review our definition and targets for the reduction of fuel poverty in light of the changes to be introduced from the Scottish Government.
- Ensure that advice and information services are kept up to date with developments regarding fuel poverty and energy efficient measures and that all households receive the information and advice in these areas.
- The Council, working alongside the Scottish Government's HEEPS: WHS contractor, will maximise the take-up grants in Orkney and develop this and the HEEPS:ABS programme so they complement each other.
- The Council will continue to seek to assist over 200 households a year with funding for insulation measures through HEEPS: ABS.
- Ensure that actions to eliminate fuel poverty prioritise the most vulnerable households.
- The Council will work alongside our partners to ensure we assist in delivering any programmes etc to increase the energy efficiency of the housing stock stemming from the Scottish Government's Energy Efficient Scotland Route Map.
- To increase the number of Council Houses that meet the Scottish Housing Quality Standard by reducing the numbers on abeyance and ensuring that there are no failed properties.
- By endeavouring to ensure that all social rented properties meet the Energy Efficiency Standard for Social Housing by 2020 and that plans are in place to aim to meet the Energy Efficiency Standard for Social Housing 2 in due course.

Priority 7 Sustaining Orkney's Communities

Aim: to support the continued survival, future growth and sustainability of Orkney's Island communities by seeking to ensure there is a sufficient supply of appropriate housing of a good standard.

Orkney is comprised of a range of distinct communities and this is particularly apparent in the isles, each community has their own sense of pride and belonging.

The main centre of employment in Orkney is in Kirkwall where many of those living on the mainland and linked south isles, as well as some of the closer isles, commute to on a daily basis. In the isles, the majority of people will live and work within close proximity.

While each have their own strengths and challenges, for many the key challenge is effective sustainability.

The importance of sustainability was identified as a priority by the partners consulted over the development of the Local Housing Strategy and this was mirrored in the development of Orkney's Community Plan.

Orkney's Community Plan and Local Development Plan have the same aspiration regarding Orkney, which is:

“to strengthen and support Orkney’s communities by enabling those developments which will have a positive and sustainable socio-economic impact, and utilise locally-available resources, whilst striving to preserve and enhance the rich natural and cultural heritage assets upon which Orkney’s economy and society depends.”

Orkney Partnership's strategic priorities for action are:

- Strong Communities.
- Living Well.
- Vibrant Economy.

This emphasis on sustaining communities fits with the Scottish Government’s Housing and Regeneration Outcomes and in particular 'sustaining communities', which are economically physically and socially sustainable.

One of the Local Development Plan aims is to make sure there are options and opportunities for different types of new housing to be developed across tenures throughout Orkney to support communities and enable to them to grow in a sustainable manner. The Plan emphasises the need for enough strategic land to be allocated to allow for growth within settlements so there is housing provision to support any potential demand from emerging industries such as renewables.

Orkney's Community Plan, which incorporates Orkney's Local Outcomes Improvement Plan, highlights the importance of housing and fuel poverty as two of the major challenges facing the isles. Amongst the outcomes that the Islands Deal is aiming to achieve - over the 10 years to 2028 includes:

- Sufficient affordable and smart housing provision throughout the islands to accommodate our target population increases and meet 21st century requirements for home working, smaller households and ageing populations.
- Greatly reduced fuel poverty through measures addressing the cost and availability of fuel, low incomes and energy efficient housing.

- Innovative practices and facilities to support the increasing number of elderly people in our communities with their care and medical needs.
- A significant rebalancing in the age structure of our island populations, by focusing on job creation for the younger working age population in the implementation of Deal projects and programmes, with associated skills development for all.

The Local Outcomes Improvement Plan highlights a need to support ‘strong communities’ and also ‘supporting remote and rural housing development’.

The Islands Deal

The Islands (Scotland) Act 2018 introduces measures to support and help meet the needs of Scotland's islands now and in the future. It allows for further devolution of powers to island communities and enable ‘island proofing’ of existing and future policies and legislation. This is to ensure that island communities’ special circumstances are taken into account and people living and working in the islands are not disadvantaged.

The Islands Deal proposes a number of measures which are designed to increase the local autonomy of the islands and has the potential to achieve a higher degree of self-determination in future.

A number of themes were identified that the Council would like to see progressed through the Islands Deal such as - Digital Islands, Future Fit Housing, Healthy Ageing and Affordable Remote Health and Care Delivery, Islands Future Skills.

The non-linked isles have been chosen as the subject of the Partnership’s first Locality Plan that every community planning partnership has to produce. The Orkney Plan identifies the local areas which are relatively disadvantaged in terms of social and economic opportunities.

The Localities Plan details the priorities and outcomes the Council is aiming for to achieve a sustainable demographic balance in the populations of each of the non-linked Isles.

All the priorities identified through the consultative process are inter linked and necessary to achieve the Council's goal of having 'a sustainable demographic balance in the populations of each of the non-linked isles'. Those relating to housing in particular are having:

- Sufficient affordable and attractive housing to accommodate anyone wishing to live and work on the isles.
- Smart housing that meets 21st century requirements for home working, smaller households and ageing populations.
- Greatly reduced fuel poverty among households in the non-linked isles.

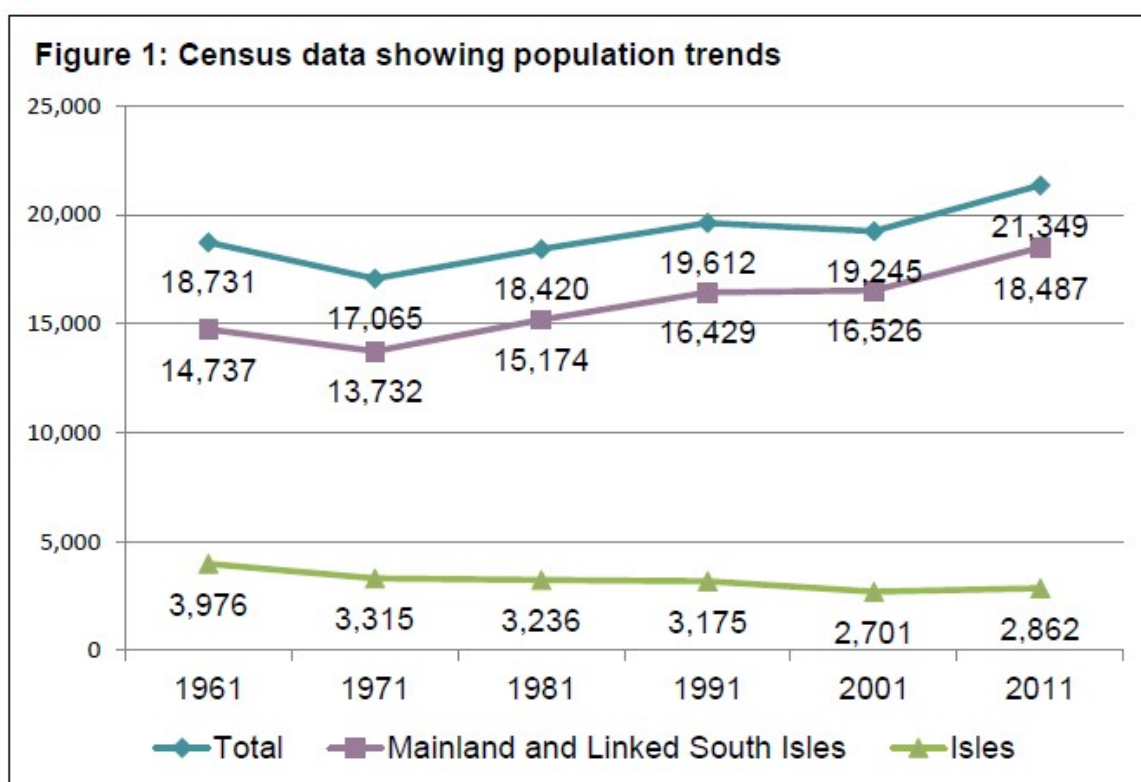
The challenges facing Orkney’s sustainability are not limited to the isles. Mainland Orkney also faces challenges such as the need to ensure that a young population is retained and also the challenge of ensuring that Orkney’s economy is supported by sufficient housing, to enable Orkney to sustain its future population.

Additionally, there are challenges in respect of Orkney’s need to ensure the provision of University education and consequently the ability to accommodate students to attract and retain those wishing to undertake a programme of study / research.

What Does the Housing Need and Demand Assessment and Key Data Tell Us

Population

A continuing challenge regarding the isles is their decreasing population. While there was a low point in 1971 regarding the population, in the mainland and linked south isles the trend has been upwards on the other hand the non-linked isles have experienced a downwards trend albeit with a slight recovery in 2011.



The table below shows that populations in four of the five Housing Market Areas over the twenty year period have increased - although at different rates and the fifth, the isles has declined by 7.1%.

Table – Population change in Orkney by area 2001 - 2018

Year.	Orkney.	Kirkwall.	Stromness.	West Mainland.	East Mainland.	Isles.
2018.	22,190.	7,988.	2,122.	5,391.	3,945.	2,745.
2015.	21,670.	7,775.	2,122.	5,250.	3,828.	2,698.
2011.	21,420.	7,733.	2,055.	5,158.	3,611.	2,863.
2005.	20,070.	7,540.	1,944.	4,612.	3,150.	2,824.
2001.	19,220.	7,227.	1,896.	4,361.	3,013.	2,723.

Source - Scottish Neighbourhood Statistics (mid-year estimates).

The table below shows that the average yearly decline in the Isles population over the last 50 years has been around 22 people this is approximately 10 households a year.

Table– Population change in the Isles – 1961 to 2011

	1961.	1971.	1981.	1991.	2001.	2011.
Population.	3,976.	3,315.	3,236.	3,175.	2,723.	2,863.
yearly population change.	.	-66.1.	-7.9.	-6.1.	-47.4.	16.1.
% of Orkney households living in the isles.	27.0.	24.1.	21.3.	19.3.	16.3.	15.5.
% drop from previous census.	N/A.	-16.	-2.4.	-1.9.	-15.	6.
% overall drop from 1961.	N/A.	-16.6.	-18.6.	-20.1.	-32.1.	-28.

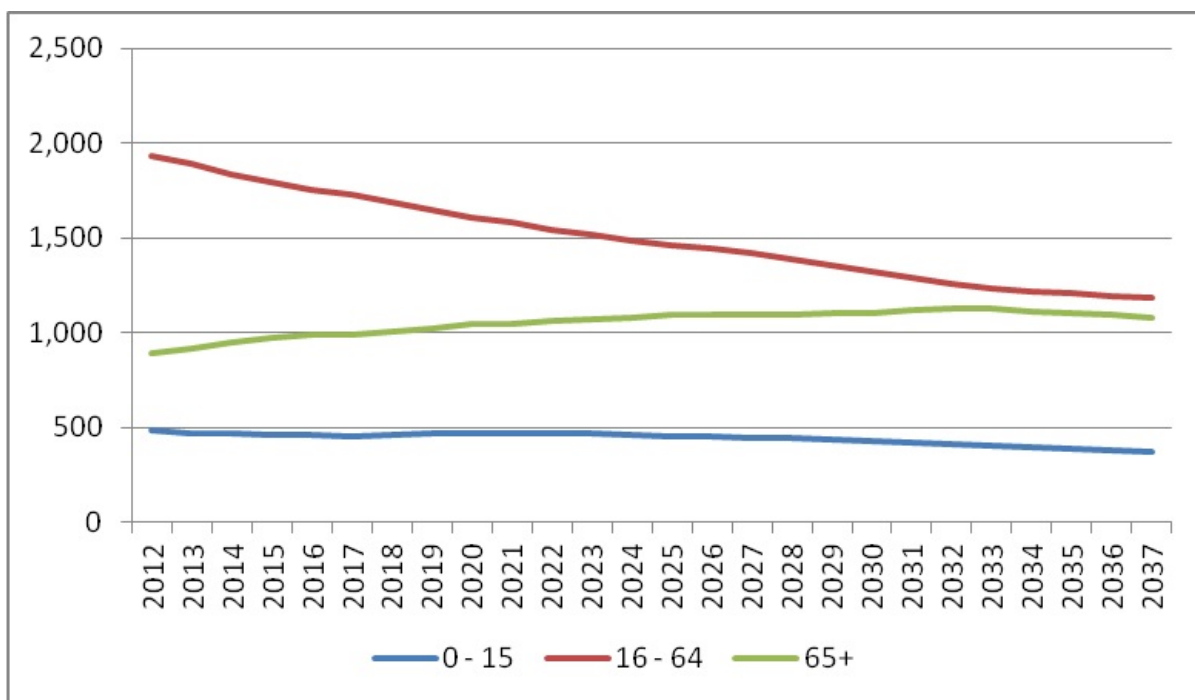
Source: National Records of Scotland.

The table below shows Kirkwall’s population has declined in all age brackets below the age of 65 and this is similar in Stromness. The isles show a drop in population across all age groups up to the age 79. The 80 plus age group shows a projected increase of 167%. The East and West Mainland are the only areas to see increases in the 0 – 15 and 16 – 64 age groups and they also see the highest increases in the over 80 age group at 255% and 200% respectively.

Table The percentage change in population between 2012 and 2037 by area

	Kirkwall	Stromness	West Mainland	East Mainland	Isles.	Orkney.	Scotland
0 to 15.	-27%.	-11%.	6%.	30%.	-24%.	-3.05%.	5.5%.
16 to 29.	-39%.	-22%.	6%.	15%.	-59%.	-18.72%.	-3.81%.
30 to 44.	-5%.	0%.	12%.	11%.	-28%.	0.27%.	0.04%.
45 to 64.	-7%.	-33%.	-7%.	8%.	-37%.	-11.53%.	-6.47%.
65 to 79.	23%.	23%.	58%.	61%.	-15%.	30.81%.	43.13%.
80+.	74%.	121%.	200%.	255%.	167%	150.74%	105.39%

The table below details the population projections for the isles. Compared to the other four Housing Market Areas the isles projections show the highest drop in the 16 to 64 age group as well as a drop in the 0 to 15 age group. The over 65 age group increases, but at a lower rate than the other four areas.



The size of the projected decline in the working age population in the isles is much larger than elsewhere which if realised may have implications for the provision of services and possible viability of some Isles communities.

Housing Stock

Both the Council and Orkney Housing Association Ltd have social housing properties on a number of the isles though there has been a reduction in numbers since 2005, including through the right to buy and private sale, and this is in contrast with the other Housing Market Areas. Recently there has been little demand coming through the Common Housing Register for social housing on the isles, however this can change.

In December 2018 there were four applicants who had one of the isles as their first preference namely two applicants for Westray (in 2012 there were 20 applicants), one for Sanday and one for Stronsay.

The overall isles' housing stock, across all tenures, is significantly older than in other parts of Orkney. Almost 50% of the housing stock in the isles is pre-1919 compared to 30% or less for Kirkwall, the West Mainland and the East Mainland. There are properties that are old and derelict in the isles some of which could be renovated and brought back into use.

Orkney has one of the highest percentages of empty homes out of all the local authority areas in Scotland. The estimate in 2017 of vacant and second homes was 10%, the Scottish average stood at 4%. (Housing Statistics for Scotland - Key Information and Summary Tables).

At the last census in 2011 the isles had the highest percentage of empty homes (and holiday/second home) compared to the rest of Orkney with second/holiday homes standing at 5.6% and vacant properties at 6%.

The Council's Empty Homes Service is working with Island Development Trusts and individual households to help such properties be brought back into use. In addition, it also works to match households who wish to renovate a property with empty properties that may be available for purchase

Affordable Housing

One of the Local Development Plan objectives is to make sure there are options and opportunities for different types of new housing to be developed across all tenures throughout Orkney to support communities and enable them to grow in a sustainable manner. The Plan emphasises the need for enough strategic land to be allocated to allow for growth within settlements so there is housing provision to support any potential demand from emerging industries such as renewables.

Local development trusts in a number of the isles have taken action to improve their sustainability by investing in community wind turbines. This is generating income to invest in local enterprises, services and projects which benefit the community

The Housing Service along with Highlands and Islands Enterprise are working closely with Island Development Trusts in seven islands to access both the Scottish Land Fund and the Islands Housing Fund to assist with land / property acquisition, new build housing and the renovation of existing stock. One of the possible constraints on progress is the lack of local capacity in some of the islands to develop the necessary bids.

Key Worker Housing

Orkney's economy is buoyant and for many organisations, the recruitment and retention of appropriately skilled and qualified staff is becoming increasingly challenging. The Council's Workforce Plan evidences a need for a review of processes for attracting and retaining key workers and accommodation is part of that.

Some services, including Orkney Health and Care on occasion require non-permanent housing for agency staff that are brought in from outside Orkney to supplement local provision due to shortages in available staffing. Housing these individuals can be a challenge as the requirement can come up very quickly but housing stock is often not available to meet the need. Some flexible housing stock in Kirkwall would be of real benefit and would help with housing this group.

In addition, during 2019 the Council has been made aware of the forthcoming accommodation needs of various contractors. This includes SSEN who require temporary accommodation for a large number of workers at the height of the Orkney electricity grid upgrade project.

While this may suggest a need for some temporary accommodation it is vital that the Council works with relevant partner agencies to endeavour to ensure both that accommodation needs are planned for and that some long-term investment is considered in respect of a partnership approach to infrastructure development and investment.

Student housing

Orkney College is part of the University of the Highlands and Islands and Heriot Watt University's International Centre for Island Technology (ICIT) is located in Orkney. Both institutions are pursuing expansion and the Council led Student Housing Working Group reviews any potential requirement for student housing.

There is no on-site student accommodation and the private rented sector is the main tenure used by students who need accommodation

Following the work of the Working Group, Orkney Islands Council purchased five new build properties to provide ten bed-spaces of dedicated student housing in Kirkwall and this provision provides additional capacity. Three of these properties are now used for students. While Orkney Islands Council owns the properties, Orkney Islands Property Development Ltd manages them.

There is potential demand for student housing from isles based students leaving school between 16 and 18 who come to study on mainland Orkney and cannot be housed in the Council's Halls of Residence for island pupils, as they are no longer school pupils.

The existing levels of provision for degree and post graduate student housing may require some enhancement, however, additional accommodation of a more flexible in nature would help support Orkney College and ICIT in developing existing and additional courses and this may include the need for some student accommodation in Stromness. The Student Housing Working group will continue to assess potential demand

What we will do

- Continue to support the Islands Development Trusts in seeking funding for new initiatives including housing developments on the isles.
- To explore with local communities throughout Orkney what types of housing and related services they may wish to see developed in the future in their areas, which could assist in sustaining their communities.
- Monitor the number of empty properties being brought back into use for housing in different areas of Orkney and identify any barriers and possible means of overcoming them.
- Monitor the demand for social housing on the Isles for any change and consider how best to respond.
- Work in partnership with various agencies to assess likely accommodation needs for key workers and consider options for progression.
- Work collaboratively with relevant Council Services to plan for the temporary accommodation needs caused by forthcoming contracts.
- Through the Student Housing Working group, continue to assess potential demand and type of student accommodation.

Action Plan

Priority 1: Ensuring an Adequate Supply of Houses.						
Action.	Baseline.	Indicator/Measure.	Target /Milestone.	Timescale.	Responsible Person.	Progress Update.
Consider options, for the development of housing at an affordable level, within the Business Plan for the Housing Revenue Account.						
Work collaboratively with Orkney Housing Association Ltd to ensure the delivery of affordable housing developments.						

<p>Support development across Orkney where it meets the findings of the Housing Need and Demand Assessment, Local Housing Strategy etc and helps meet the housing supply targets.</p>						
<p>Ensure that new developments meet the changing needs of the population and provide Homes for Life.</p>						
<p>Continue to review the levels of stock to need ratios to ensure the stock profile remains relatively reflective of need.</p>						
<p>Support developments in</p>						

<p>low cost home ownership and the use of the rural and islands housing fund for the provision of affordable housing.</p>						
<p>Assess how well the Empty Properties Strategy brings properties back into use.</p>						
<p>Consider the level of need for provision of mid-market rent properties.</p>						
<p>Support private developers to progress projects to deliver private sector housing including mid-market rent.</p>						
<p>Continue to work with households on the Common Housing Register to identify the most</p>						

appropriate housing option.						
Undertake a lettings review to ensure choice is at the centre of the Council's lettings policy.						

Continue to work with Orkney Housing Association in seeking to find the best solution(s) for housing development despite economic constraints.						
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Priority 2: Preventing and alleviating homelessness						
Action.	Baseline.	Indicator/Measure.	Target /Milestone.	Timescale.	Responsible Person.	Progress Update.
Review and develop further our housing options approach to increase the number of households diverted from homelessness.						
Work with Orkney Housing Association Ltd to broaden the scope of housing options activity.						

<p>Investigate the possibility of developing the existing housing options guide into an interactive housing options portal.</p>						
<p>Work with Orkney Housing Association Ltd to increase the number of social housing lets made to homeless households.</p>						
<p>Keep the use of temporary accommodation to a minimum.</p>						

Explore with relevant partners the potential for developing a Housing First model in Orkney.						
Continue to work with Orkney Housing Association Ltd to ensure the best resettlement option is available for homeless households.						

Continue to work jointly with Orkney Health and Care to provide the appropriate housing and other support services.						
Monitor how well our homelessness prevention policy is being implemented.						
Monitor and review our Nominations Agreement and Move on Protocol with Women's Aid Orkney.						

<p>Assess the impact of any potential changes to local authority duties if the Scottish Government implements the Local Connection and Intentional homelessness provisions of the in the Homelessness etc. (Scotland) Act 2003.</p>						
<p>Implement the Rapid Rehousing Transition Plan in line with available resources.</p>						

Priority 3 Older People:

Action.	Baseline.	Indicator/Measure.	Target /Milestone.	Timescale.	Responsible Person.	Progress Update.
Consider different models of providing housing and related services for older people which enhance independence and provide greater choice.						
Explore possible innovative housing solutions for people with dementia.						
Look at different ways to reduce the numbers of older people who are living in poor housing conditions.						

<p>Ensure that the Council's Housing Options Service is kept up to date with best practice and the latest developments for example in available grants, loans and technological advances to provide the information and advice to assist older people in knowing what choices are available.</p>						
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<p>Review joint working arrangements to assess if there are areas for improvement in joint working and the delivery of services particularly in remoter rural and the isles.</p>						
<p>To explore different means by which housing support services could be delivered on isles to support older people to live independently.</p>						

Assess the level of connectivity of residents and communities throughout Orkney and where necessary means to improve access to enable the best use of assistive technology where required.						
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Outcome 4: Housing and Support for People with Particular Needs						
Action.	Baseline.	Indicator/Measure.	Target /Milestone.	Timescale.	Responsible Person.	Progress Update.
Continue to monitor the demand for specialist housing and if the developments identified are delivered.						
With stakeholders, assess the need for some form of supported accommodation for people with mental health problems.						

<p>Ensure that the housing and support needs of young people who have left care are met including the possibility of a housing first model.</p>						
<p>Ensure that information and advice about the help available under the Scheme of Assistance, particularly in the grants available for disabled adaptations is widely disseminated.</p>						

<p>Ensure that new developments are flexible in design to meet the criteria of Homes for Life.</p>						
<p>Review of the Housing Support Service to assess their ability to meet increased demand and the level of flexibility and adaptability required to meet changing needs.</p>						

<p>Explore with all stakeholders, different means by which housing support services could be delivered on isles to support the varying needs of their populations.</p>						
<p>Review allocation policies to ensure the needs of people with autism are taken into account including the possibility of a 'flagging system'.</p>						

To outline the approach that would be taken, in future, to identifying any housing renewal areas.						
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Outcome 5: Improving Standards in the Private Sector						
Action.	Baseline.	Indicator/Measure.	Target /Milestone.	Timescale.	Responsible Person.	Progress Update.
Keep the Scheme of Assistance under review and continue to promote the service provided by Orkney Housing Association Limited's Care and Repair Team.						
<p>Ensure that advice, support and enforcement is targeted to reduce.</p> <ul style="list-style-type: none"> • The number of occupied sub-standard houses. • The number of properties failing the 						

<p>Repairing Standard.</p> <ul style="list-style-type: none"> • The number of houses below the Tolerable Standard. • The number of empty homes. 						
<p>Continue to seek funding to increase energy efficiency and reduce carbon emissions in the private sector.</p>						
<p>Monitor and review the Empty Homes Strategy.</p>						

<p>Explore the feasibility of a local house condition survey for 2020 to 2021 and explore alternative methods of obtaining similar information.</p>						
<p>Continue to ensure that private landlords and tenants are kept up to date with developments which affect them and review the information provided to landlords and tenants including on rights and responsibilities to consider any improvements.</p>						

To explore what barriers currently exist which hinders access to homes in the private sector.						
To monitor and consider any impact of the new tenancy in the private sector on the number of lettings in the private sector.						

Outcome 6 : Reducing Fuel Poverty and Increase Energy Efficiency						
Action.	Baseline.	Indicator/Measure.	Target /Milestone.	Timescale.	Responsible Person.	Progress Update.
The Council will review our definition and targets for the reduction of fuel poverty in light of the changes to be introduced from the Scottish Government.						
Ensure that advice and information services are kept up to date with developments regarding fuel poverty and energy efficient measures and that all households receive the information and advice in these areas.						

<p>The Council, working alongside the Scottish Government's HEEPS: WHS contractor, will maximise the take-up grants in Orkney and develop this and the HEEPS:ABS programme so they complement each other.</p>						
<p>The Council will continue to seek to assist over 200 households a year with funding for insulation measures through HEEPS: ABS.</p>						
<p>Ensure that actions to eliminate fuel poverty prioritise the most vulnerable households.</p>						
<p>The Council will work alongside our</p>						

<p>partners to ensure we assist in delivering any programmes etc to increase the energy efficiency of the housing stock stemming from the Scottish Government's Energy Efficient Scotland Route Map.</p>						
<p>To increase the number of Council Houses that meet the Scottish Housing Quality Standard by reducing the numbers on abeyance and ensuring that there are no failed properties.</p>						
<p>By endeavouring to ensure our properties meet the Energy Efficiency Standard for Social</p>						

Housing by 2020 and that plans are in place to aim to meet the Energy Efficiency Standard for Social Housing 2 in due course.						
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Outcome 7: Sustaining Orkney's Communities						
Action.	Baseline.	Indicator/Measure.	Target /Milestone.	Timescale.	Responsible Person.	Progress Update.
Continue to support the Islands Development Trusts in seeking funding for new initiatives including housing developments on the isles.						
To explore with local communities throughout Orkney what types of housing and related services they may wish to see developed in the future in their areas, which could assist in sustaining their communities						

<p>Monitor the number of empty properties being brought back into use for housing in different areas of Orkney and identify any barriers and possible means of overcoming them.</p>						
<p>Monitor the demand for social housing on the isles for any change and consider how best to respond.</p>						
<p>Work in partnership with various agencies to assess likely accommodation needs for key workers and consider options for progression.</p>						
<p>Work collaboratively with relevant Council Services to plan for</p>						

the temporary accommodation needs caused by forthcoming contracts.						
Through the Student Housing Working group, continue to assess potential demand and type of student accommodation.						

Glossary of Terms and Abbreviations

Term	Explanation
Affordability Ratio.	<p>In general, private properties for sale on the open market are deemed to be affordable if the price is no more than 3.5 times the average household income for that area.</p> <p>Rents are generally considered to be affordable if a household is not required to pay more than 25% of its income to meet the cost.</p>
Affordable housing.	Decent housing which costs less than the market value and which meets identified housing needs. It includes social rented housing and affordable private housing. The Council has an Affordable Housing Policy which provides further information on affordability
Affordable Housing Supply Programme (AHSP).	Grant funding allocated to Scottish Local Authorities by the Scottish Government to provide affordable housing. In turn Local Authorities provide funding to Housing Association partners.
Allocations.	The system for letting social rented housing.
BTS.	Below Tolerable Standard – housing that does not meet the tolerable standard (standard for housing quality relevant in all tenures).
Care and Repair.	A scheme for older people and people with disabilities living in private housing which assist them through the provision of information and advice with regard to repairs and improvements and adaptations to their homes.
CHR.	Common Housing Register administered jointly by a partnership between the Council and Orkney Housing Association Ltd.
Community Planning Partnerships.	Partnerships between local public agencies, statutory and voluntary, which

	work together with the community to plan and deliver better services.
COSLA.	Convention of Scottish Local Authorities.
Development Plan.	Document which establishes the Council's policies and proposals on land use which helps to guide development through the planning process.
Disability.	A physical or mental impairment which has a substantial and long-term adverse effect on a person's ability to carry out normal day-to-day activities.
Empty Homes.	Housing which is defined as long-term vacant or used as second or holiday home and is therefore unavailable to meet local housing need as a permanent residence.
EESSE.	Energy Efficiency Standard for Social Housing. A measure introduced by the Scottish Government, in respect of social rented properties, to reduce fuel poverty and improve energy efficiency.
Fuel Poverty.	Being unable to keep a home warm at a cost reasonable to the household – a household which spends more than 10% of its disposable income on heating is defined as being in fuel poverty.
Fragile community.	One which is socio-economically disadvantaged and / or suffered economically and in danger of decline with an erosion of services.
HA.	Housing Association.
HEEPS: ABS.	Home Energy Efficiency Programmes for Scotland; Area Based Schemes. Scottish Government initiative to tackle fuel poverty and increase energy efficiency of homes.
HEEPS: WHS.	Home Energy Efficiency Programmes for Scotland; Warmer Homes Scotland. Scottish Government initiative to improve energy efficiency by improving fabric measures.
HIE.	Highlands & Islands Enterprise. Their primary role is delivery of the Government's Economic Strategy

	through influencing private and public expenditure; targeted investment in key transformational projects and account managing enterprises which have capacity for growth.
HMA.	Housing Market Area.
HMP.	Housing Market Partnership. Group responsible for overseeing production and sign off of the Housing Need and Demand Assessment and development and delivery of Local Housing Strategy.
HNDA.	Housing Need & Demand Assessment – study of the need and demand for housing in an area which follows Scottish Government guidance.
Housing Association.	A society, body of trustees, or company that doesn't trade for profit and whose purpose is to provide, construct, manage, housing. See also RSL (Registered Social Landlord).
Housing Contribution Statement.	The housing statement underpinning the Integration Joint Board's Strategic Commissioning Plan. The Housing Contribution Statement outlines housing's contribution to the Integration Joint Board and the social care agenda.
Homes for Life.	A range of standards specifically designed so that housing can be more flexible and capable of meeting the needs of a range of individuals with differing housing needs, including the elderly and disabled, though generally with some modification in cases with more extreme disability.
HRA.	Housing Revenue Account – a Council's ring-fenced budget, funded primarily from tenants' rents, to cover the day to day running costs of Council housing.
IJB.	Integration Joint Board. Board with strategic responsibility for the merger of health and social care that is the work of Orkney Health and Care.
Landbank.	Undeveloped land owned by a local authority, a development company, builder or private individual or organisation.

LCHO.	Low Cost Home Ownership.
LHCS.	Local House Condition Survey.
LHS.	Local Housing Strategy.
LOIP.	Local Outcome Improvement Plan. The community planning partnership's plan provides a vision and focus, based on agreed local priorities, to which partners will work systematically and collaboratively to meet the needs and aspirations of Orkney's communities.
Median Income.	Regarded by statisticians as a more accurate measure than an average figure. It divides the group being studied into two and people are said to be above or below the median level. It is therefore less affected than the average reading by very high or very low incomes.
Mid Market Rent.	Properties available to rent at a level between affordable social and full market private rent levels – usually targeted at those on modest incomes who cannot afford home ownership.
MOWG.	Member Officer Working Group. A group consisting of Orkney Islands Council's Members and Officers established to discuss particular issues and reach conclusions prior to the Council's formal committee proceedings.
OHAC.	Orkney Health and Care.
OMSE.	Open Market Shared Equity. A Scottish Government scheme for first time buyers and other priority groups. The purchaser pays between 60% and 90% of the value of the property and the Scottish Government retains a stake.
Orkney Strategic Plan.	The Integration Joint Board's Strategic Plan which links closely to the 9 national health and well-being outcomes.
Outcome.	The result / impact of actions. The positive improvements which are desired.

Owner-occupied housing.	Housing that is privately owned by an individual, either with or without a mortgage.
PRS.	Private Rented Sector.
Public sector.	Any facility controlled by a government department or statutory authority.
Rapid Rehousing Transition Plan.	A document which each Local Authority must produce which outlines its response to eradicate rough sleeping, reduce time homeless households spend in temporary accommodation and to permanently rehouse homeless households faster.
RSL	Registered Social Landlord – a landlord registered with Scotland Government (for example a housing association).
Sasines.	The Register of Sasines records details of all property transactions in Scotland including the sale price and the origin of the purchaser.
Scheme of Assistance.	The Housing (Scotland) Act 2006 introduced a new Scheme of Assistance, replacing the previous system of local authority private sector home improvement grants. The scheme encourages home owners to take more responsibility for the condition of their homes.
Scottish Housing Quality Standard.	A housing standard required to be met by all social landlords by 2015, and continued to be met thereafter.
Second Home.	A property used for holiday or recreational purposes which is empty for the majority of the time.
SHCS.	Scottish House Condition Survey - a national survey which provides data on condition of housing in all tenures.
Self build housing.	Housing someone has built for themselves or arranged for a builder to build.
SEPA.	Scottish Environmental Protection Agency.
Shared Equity.	Schemes designed to help first time buyers by offering an opportunity to buy

	a percentage of a property (usually between 25% and 80%) while a RSL or private developer owns the remainder. Buyers can increase their percentage of ownership over time.
SHIP.	Strategic Housing Investment Plan – which builds upon the work of the Housing Needs and Demand Assessment (HNDA) and details the proposed development of affordable housing over a five year period.
Single Outcome Agreements (SOA).	Agreements between the Scottish Government and community planning partnerships / local authorities which set out how each will work to improve outcomes for the local people in a way that reflects local circumstances and priorities, and national objectives.
SEA.	Strategic Environmental Assessment. An impact assessment required under the Environmental (Scotland) Act 2005.
Social Rented Housing.	Housing rented out by councils or housing associations.
Tenure.	Housing tenure describes the legal status under which people have the right to occupy their accommodation, such as home ownership, rental etc.



Equality Impact Assessment

The purpose of an Equality Impact Assessment (EqIA) is to improve the work of Orkney Islands Council by making sure it promotes equality and does not discriminate. This assessment records the likely impact of any changes to a function, policy or plan by anticipating the consequences, and making sure that any negative impacts are eliminated or minimised and positive impacts are maximised.

1. Identification of Function, Policy or Plan	
Name of function / policy / plan to be assessed.	Local Housing Strategy
Service / service area responsible.	Housing Services
Name of person carrying out the assessment and contact details.	Frances Troup, Head of Housing, Homelessness and Schoolcare Accommodation Services Ext 2177 E-mail frances.troup@orkney.gov.uk
Date of assessment.	22 October 2019
Is the function / policy / plan new or existing? (Please indicate also if the service is to be deleted, reduced or changed significantly).	New for 2019
2. Initial Screening	
What are the intended outcomes of the function / policy / plan?	<p>The Local Housing Strategy (LHS) sets out the housing vision of the Council and its strategic partners for the future of housing across all tenures and types of accommodation, taking account of national priorities as well as local needs.</p> <p>It is based on a detailed Housing Needs and Demand Assessment and statistical analysis of figures on population and economy.</p> <p>The main purposes of the Strategy is:</p> <ul style="list-style-type: none"> To show clearly the link between national and local housing priorities;

	<ul style="list-style-type: none"> • To evidence the level and type of housing need and demand; • To provide a clear strategic direction for housing investment for new and existing housing; • To consider how housing circumstances could be improved across all tenures.
Is the function / policy / plan strategically important?	Yes. The Local Housing Strategy is the key strategic document covering housing across a range of tenures and is a statutory requirement.
State who is, or may be affected by this function / policy / plan, and how.	The Local Housing Strategy has implications potentially for the whole population as it crosses all housing tenures. Specific aspects of the strategy will also have a particular impact on specific equalities groups within the population.
How have stakeholders been involved in the development of this function / policy / plan?	<p>An initial consultation event was undertaken to include all partner agencies across the statutory and voluntary sectors which allowed an opportunity for them to contribute their views. This event was facilitated by someone external to the Council and therefore neutral.</p> <p>Two meetings of the Member Officer Working Group which oversees the development of the Local Housing Strategy, have taken place.</p> <p>The strategic group which oversees the development of the Local Housing Strategy is called Housing Joint Strategy Delivery Group and this has met very regularly over the last months. This group consists of a range of Council Services including professionals from within Housing Services, Development and Infrastructure including Planning, Environmental Health and Roads, Finance Services, Orkney Housing Association Ltd and the Scottish Government.</p> <p>The current version of the Local Housing Strategy is a consultative draft and a process of public consultation will follow, if the document is approved.</p>
Is there any existing data and / or research relating to equalities issues in this policy area? Please summarise. E.g. consultations, national surveys, performance data, complaints, service user feedback, academic / consultants' reports,	<p>There is significant data and research relating to this area.</p> <p>Nationally there is significant research into housing need, homelessness, fuel poverty, socio-economic disadvantage, health and social care etc. The Scottish Government has produced a range of documents crossing all elements of housing.</p>

<p>benchmarking (see equalities resources on OIC information portal).</p>	<p>The Housing need and Demand assessment was undertaken in 2016/17. This followed statutory legislation and guidance and drew on a wide range of secondary data as well as primary research. Some statistical information has been updated using recognised population forecasting techniques.</p> <p>The Council undertook a local house condition survey during 2016 which provided a broad range of research into the quality of housing within the Orkney area.</p>
<p>Is there any existing evidence relating to socio-economic disadvantage and inequalities of outcome in this policy area? Please summarise. E.g. For people living in poverty or for people of low income. See The Fairer Scotland Duty Interim Guidance for Public Bodies for further information.</p>	<p>There is significant research indicating that homeless households suffer socio-economic disadvantage and this is intensified if they are rough sleepers. The provision of housing or lack of it is recognised as being intrinsically linked to a range of indicators related to health, wealth and educational achievement.</p> <p>The Joseph Rowntree Foundation has produced a range of research focussing on poverty and disadvantage and the links between this and housing and homelessness. Research such as this relates directly to the introduction of the Fairer Scotland Duty.</p>
<p>Could the function / policy have a differential impact on any of the following equality strands?</p>	<p>(Please provide any evidence – positive impacts / benefits, negative impacts and reasons).</p>
<p>1. Race: this includes ethnic or national groups, colour and nationality.</p>	<p>Some ethnic groups may require access to information, advice and support in particular languages or formats. The Local Housing Strategy will promote and provide for this via the Housing Options service and the Council has an Accessibility Strategy.</p> <p>The requirement for Gypsy/Traveller sites, pitches and support services is assessed and monitored via the Housing Need and Demand Assessment and Local Housing Strategy – and any identified needs will be addressed.</p>

	<p>The Local Housing Strategy must adhere to legislation regarding unlawful discrimination therefore no negative impact is identified.</p> <p>Any specific ethnic groups requiring particular accommodation are treated equitably with any other mainstream household.</p>
2. Sex: a man or a woman.	<p>The Local Housing Strategy promotes equality of opportunity and will ensure that the housing and housing related service needs of all are addressed, including those fleeing domestic abuse (who tend to predominantly female) and homeless households where single males are more significantly represented than single females or families.</p>
3. Sexual Orientation: whether a person's sexual attraction is towards their own sex, the opposite sex or to both sexes.	<p>No specific impact identified.</p>
4. Gender Reassignment: the process of transitioning from one gender to another.	<p>No specific impact identified.</p>
5. Pregnancy and maternity.	<p>No specific impact identified. Housing policies reflect the needs of this group appropriately.</p>
6. Age: people of different ages.	<p>There are various housing issues that affect the ageing population particularly in relation to mobility. Fuel poverty also tends to be most extreme amongst older people. Homelessness can affect disproportionate numbers of young people and there is a need for an island authority to ensure it has policies to assist in the active retention of younger people. Through research and analysis of the Housing Need and Demand Assessment, the needs of various age groups have been identified and the Local Housing Strategy contains specific actions and targets to address these through the provision of specialist accommodation and care and support services.</p>
7. Religion or beliefs or none (atheists).	<p>No specific impacts identified.</p>
8. Caring responsibilities.	<p>No specific impacts identified, other than those addressed under "age" above or disability below.</p>
9. Care experienced.	<p>No specific impacts identified. Young care experienced people may be disproportionately likely to suffer from homelessness but the Council has a protocol on Young People Leaving Care which should address this appropriately.</p>

10. Marriage and Civil Partnerships.	No specific impacts identified.
11. Disability: people with disabilities (whether registered or not).	<p>The Local Housing Strategy is specifically developed to promote equality of opportunity for people who with disabilities whether physical or learning. Accommodation, care and support needs have been assessed in detail via the Housing Need and Demand Assessment process and a key priority of the strategy relates to supporting independent living at home or in a homely setting through appropriate specialist provision. This will include appropriate housing, a range of aids and adaptations and telecare services among other measures. Where gaps in the evidence base were identified, research was carried out.</p> <p>The Local Housing Strategy makes positive commitments to align with, and deliver enhanced contribution to, the evolving Health and Social Care integration agenda, which will in turn provide a positive benefit for disabled persons and those with particular health issues.</p>
12. Socio-economic disadvantage.	Socio-economic disadvantage is likely to be more prevalent amongst homeless households than other groups within society and households experiencing fuel poverty would be likely to suffer from socio-economic disadvantage more generally. The Local Housing Strategy's specific priorities are intended to assist in addressing this and other forms of socio-economic disadvantage.
13. Isles-proofing.	The Local Housing Strategy is intended to be developed at a local level allowing the ability to ensure island proofing within that. In addition local housing priorities have been identified and these include the needs of island communities, particularly in respect of sustaining fragile communities. The priority regarding affordable housing includes a focus on funding streams which allow investment in more fragile communities where the need for social housing provision cannot be identified.

3. Impact Assessment	
Does the analysis above identify any differential impacts which need to be addressed?	Yes, there is a potential greater impact identified as a result of race, sex, age, care experience, disability, socio-economic disadvantage and islands proofing. These have been addressed throughout the EQiA.
How could you minimise or remove any potential negative impacts?	The Local Housing Strategy is specifically intended to focus on housing need crossing a range of tenures and the priorities within the Local Housing Strategy effectively address the potential differential impacts highlighted above. These priorities include those on affordable housing, housing for particular needs, housing for older people, fuel poverty and homelessness.
Do you have enough information to make a judgement? If no, what information do you require?	Yes

4. Conclusions and Planned Action	
Is further work required?	No.
What action is to be taken?	N/A
Who will undertake it?	N/A
When will it be done?	N/A
How will it be monitored? (e.g. through service plans).	N/A

Signature: 

Date: 22 October 2019

Name: Frances Troup

(BLOCK CAPITALS).

Please sign and date this form, keep one copy and send a copy to HR and Performance. A Word version should also be emailed to HR and Performance at hrsupport@orkney.gov.uk