

## **Item: 12**

**Education, Leisure and Housing Committee: 12 September 2018.**

**Strategic Housing Investment Plan.**

**Report by Executive Director of Education, Leisure and Housing.**

### **1. Purpose of Report**

To consider the Strategic Housing Investment Plan covering the period 2019 to 2024.

### **2. Recommendations**

The Committee is invited to note:

#### **2.1.**

That the Strategic Housing Investment Plan for the period 2019 to 2024, attached as Appendix 1 to this report, which has been produced in partnership with the Housing Forum, proposes the following:

- 231 social rented and low-cost home ownership properties to be delivered by the Council and Orkney Housing Association Limited.
- 212 low cost home ownership properties delivered by the private sector and partners including islands development trusts among others.
- Four major infrastructure projects.

**It is recommended:**

#### **2.2.**

That the Strategic Housing Investment Plan for the period 2018 to 2023, attached as Appendix 1 to this report, be approved for submission to the Scottish Government.

### **3. Background**

#### **3.1.**

The Strategic Housing Investment Plan is expected to be a short, succinct document focussing on the prioritisation and delivery of affordable housing, closely linked to, and forming an Appendix to, the Local Housing Strategy.

#### **3.2.**

The Strategic Housing Investment Plan is an aspirational document and outlines the affordable housing development priorities and preferences of the Council and its partners.

### **3.3.**

It is recognised that the Council does not have an agreed house build programme beyond the 32 outstanding properties due for development at Carness Road, Kirkwall, and that the projects listed in the Strategic Housing Investment Plan are aspirational and will require approval through the Capital Project Appraisal process prior to any developments being funded and agreed.

### **3.4.**

In line with the Scottish Government's target of 50,000 affordable homes over the lifetime of this parliament, it is anticipated that significant levels of overall funding for affordable housing development will be made available to Orkney. The financial capacity of both the Council and Orkney Housing Association Limited is not sufficient to maximise the use of all of the funds that may become available under the current grant funding levels.

### **3.5.**

Taking all of the available information, including the newly produced Housing Needs and Demand Assessment, the Common Housing Register and current and new build stock levels, the Council has worked with Orkney Housing Association Limited and other partners to draft a five year Strategic Housing Investment Plan that seeks to deliver affordable housing where it is most needed.

### **3.6.**

In line with the request from members during the discussions regarding the 2017 Strategic Housing Investment Plan, there has been additional consultation with members during development of the 2018 Strategic Housing Investment Plan. This included:

- A seminar on housing need and supply.
- Discussion on the draft Strategic Housing Investment Plan with the House Build Governance Board.
- An opportunity for members to provide comments on the draft Strategic Housing Investment Plan.

## **4. Proposed Strategic Housing Investment Plan**

### **4.1.**

Whilst the draft Strategic Housing Investment Plan 2019 to 2024, attached as Appendix 1 to this report, outlines an aspirational and ambitious programme it is nonetheless considered achievable and the required funding from the Scottish Government is in place.

### **4.2.**

This Strategic Housing Investment Plan builds on the Plan for the period 2018 to 2023.

#### **4.3.**

In total the Strategic Housing Investment Plan aims to deliver 443 affordable housing units. 231 of these would be delivered by the Council and Orkney Housing Association Limited, while the other 212 would be delivered by private developers and other bodies including island development trusts.

#### **4.4.**

The proposed projects cover all areas of Orkney. However, the majority of developments are proposed for Kirkwall which has the highest level of demand on the Common Housing Register waiting list for social rented housing.

#### **4.5.**

New affordable housing provision in the Isles will come from Islands Housing Fund projects developed by isles development trusts. Housing Services and Highlands and Islands Enterprise are currently providing support to eight development trusts to progress applications for funding.

#### **4.6.**

A group has been established in St Margaret's Hope with the aim of developing a co-housing project in the village. Housing Services are supporting this group to look at developing the project further. Robert Gordon University is also involved in discussions around development of the project. It is anticipated that the group will approach the Scottish Government for funding via the Islands Housing Fund once the project is sufficiently developed.

#### **4.7.**

Development of infrastructure projects for a number of key sites have been included in the Strategic Housing Investment Plan. These include the former Papdale Halls of Residence, the former Balfour Hospital, Soulisquoy, Kirkwall, and St Peter's House, Stromness.

### **5. Links to Council Plan**

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

### **6. 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 priorities of Strong Communities, Living Well and A Vibrant Economy.

## **7. Financial Implications**

### **7.1.**

The core purpose of the Strategic Housing Investment Plan is to set out the key priorities for affordable housing development in Orkney which will then inform Scottish Government and Council investment decisions. It is a working tool that sets out what affordable housing developments can be delivered and identifies the resources required.

### **7.2.**

The Strategic Housing Investment Plan does not commit the Council to undertaking the projects listed in the tables appended to the Plan and any proposed Council projects would require the standard Capital Project Appraisal procedure to be completed prior to development.

### **7.3.**

The level of Second Homes Council Tax utilised in the delivery of affordable housing over 2015 to 2017 was £460,375.

### **7.4.**

The demands on the Housing Revenue Account over coming years include the Energy Efficiency Standard for Social Housing as well as works to keep properties at the Scottish Housing Quality Standard. These demands mean that the level of house building to be delivered by the Council and outlined in the Strategic Housing Investment Plan is unsustainable without additional per-property grant funding from the Scottish Government above the current £59,000 per-property.

## **8. Legal Aspects**

There is a legal requirement on the Local Authority to produce both a Local Housing Strategy and a Strategic Housing Investment Plan, as set out in section 89 of the Housing (Scotland) Act 2001.

## **9. Contact Officers**

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## **10. Appendix**

Appendix 1: Strategic Housing Investment Plan 2019 to 2024.



Orkney Islands Council  
Strategic Housing Investment Plan

**2019/20 – 2023/24**

**August 2018**



## Contents

Foreword.....	3
Introduction .....	4
The Strategic Framework.....	4
Strategic Environmental Assessment .....	5
Financial considerations and constraints .....	5
Second Homes Council Tax.....	6
Additional Council Investment.....	6
Private Developers.....	6
Affordable Housing Policy .....	7
Equalities .....	7
Demographic and Housing Need .....	8
Local Housing Market Areas.....	10
Data Sets Used .....	10
Housing Needs of Specific Household Groups .....	11
Older People.....	11
Younger People .....	12
Programme Proposals .....	12
Rural Housing Fund and Islands Housing Fund.....	13
Specialist Housing.....	14
Housing Infrastructure Fund .....	14
Consultation .....	14
Monitoring and review .....	14
Conclusion .....	15

## Foreword

The Strategic Housing Investment Plan (SHIP) is Orkney's five-year development plan for affordable housing provision. New build housing is developed by the Council, its housing association partner Orkney Housing Association Limited (OHAL) or the private sector. Affordable housing provision may be delivered by Scottish Government funding schemes including the main Affordable Housing Supply Programme, Help to Buy, Open Market Shared Equity or the new Rural Housing Fund and Islands Housing Fund or via private sector funding provision.

SHIPs are part of the Local Housing Strategy (LHS) process and are the key statements of housing development priorities in each local authority area which will guide the application of Scottish Government and other funding. The last SHIP covering 2018/19 – 2022/23 was submitted to the Scottish Government in September 2017.

Orkney's SHIP for 2019/20 – 2023/24, in common with previous plans, seeks to show how Orkney Islands Council will continue to support and facilitate the use of available funding to provide much need affordable housing across the county. The Council, in partnership with OHAL and private developers, is continuing to build new affordable properties in an effort to meet the increasing demand for affordable housing. However, as both the Council and OHAL have built significantly over the last five to ten years there is no longer the financial capacity within either organisation to build at the levels which were seen between 2011 and 2015. So smaller more focused programmes will be delivered over the lifetime of this SHIP.

The Local Housing Strategy's main aim is to ensure 'that every citizen in Orkney has access to a warm, dry, secure, and affordable home, suited to their particular needs and, wherever possible, in a community of their choice'.

The Housing Needs and Demand Assessment (HNDA) has been submitted to the Scottish Government for assessment as 'robust and credible' and workings from the HNDA, along with a review of the social housing waiting list and social rented and low-cost home ownership stock levels by area have been used to ensure that development is prioritised in areas of highest need and demand.

Consideration must also be given to how development in areas which don't necessarily exhibit explicit demand for social housing can contribute to the sustainability of Orkney's more fragile communities.

As in previous years this document has been produced in partnership with a range of agencies.



## Introduction

The SHIP forms part of the Local Housing Strategy (LHS) process and is updated yearly, with the last SHIP being submitted to the Scottish Government in September 2017.

This updated SHIP covers the financial years 2019/20 - 2023/24 and outlines the proposed social rented and affordable low-cost home ownership housing developments in Orkney for each of these years, as well as information on second homes Council Tax and developer contributions.

The 2019/20 - 2023/24 SHIP also provides a plan for the utilisation of Scottish Government Infrastructure funding which aims to develop infrastructure on sites that have infrastructure constraint issues.

The SHIP outlines the policy context which informs priorities around housing investment for both the Council and Orkney Housing Association Limited and provides the rationale for the Strategic Local Programme house build investment strategy.

The per-property funding levels required for any future Orkney Islands Council developments go beyond the Scottish Government council benchmark level of £59,000 per-property, to a figure of around £72,000 per-property. This is due to higher costs of developing housing in remote and island locations.

Annexed to the SHIP are the standard tables that the Scottish Government requires each authority to complete. These tables include the projects prioritised within the SHIP programme over the period 2019/20 – 2023/24.

## The Strategic Framework

The Scottish Government's "Homes Fit for the 21<sup>st</sup> Century" lays out the Government's strategy for housing over the period 2011 – 2020. The strategy particularly focuses on:

- Investigating new ways of generating investment in affordable housing
- Making better use of existing housing stock
- How people are supported in the housing market
- Reducing carbon emissions

The SHIP also forms part of the Council's Local Housing Strategy (LHS) for Orkney. The current LHS was approved in 2012 and is currently being updated.

Orkney's original Housing Needs and Demand Assessment (HNDA) was approved by the Scottish Government in late 2012 and an updated HNDA has been submitted to the Scottish Government for assessment as robust and credible.

Orkney Islands Council employ an Empty Homes Development Officer who works alongside partners to try and bring empty properties back in to use. In the first year of the project sixteen properties, across Orkney's islands, have been brought back into use and various other properties are currently being worked on by owners with support from the Empty Homes Development Officer.

### **Strategic Environmental Assessment**

All plans, policies and strategies of public bodies are required to have a Strategic Environmental Assessment (SEA) carried out under the Environmental (Scotland) Act 2005.

The SHIP falls under the Local Housing Strategies Strategic Environmental Assessment so does not require its own assessment.

### **Financial considerations and constraints**

Whilst there remains anticipation that in future years the SHIP will be the practical delivery agent for the LHS and its key priorities and there is top-level funding commitment in place from the Scottish Government which would support the level of development outlined in the SHIP, the majority of the projects listed in the SHIP have not yet been approved by the Council or Orkney Housing Association. The financial commitments required by both organisations to develop the projects listed will be a key consideration before any projects progress.

Orkney Housing Association has already invested a significant amount of its available reserves into the development programme. This will require all future OHAL projects to be grant funded above the current Scottish Government benchmark figures. Similarly the Council has invested significant reserves into its build programme and while above benchmark funding levels for some projects have been very helpful, the Council's housing development programme has and continues to be restricted because the current benchmark funding levels for councils do not provide sufficient funding to meet the resulting higher costs of building in remote island areas. This needs to be recognised within the funding regime to facilitate continued development and to help meet housing need.

The Council has developed significant social housing over the last eight years and additional future development beyond the 32 properties that have been approved will rely upon additional per-property funding being drawn into the Housing Revenue Account. The vast majority of the Council's proposed developments in the SHIP are properties for older people located alongside new care facilities. Orkney's changing demographic and increasing number of older households is the key driver behind this, as new build older persons housing, particularly when located near to care

facilities, offers the chance to help meet housing need and save the Council some revenue costs in the delivery of older persons care.

Despite the demographic changes there will still be a need to additional housing for younger households and families, including social rent and low cost home ownership. So these areas will not be neglected and the Council will support both Orkney Housing Association, private developers and Link Housing Association, who co-ordinate the delivery of Open Market Shared Equity across Scotland, in the development of these housing types.

### **Second Homes Council Tax**

The Council uses Second Homes Council Tax funds to support both its own House Build Programme and in the past that of Orkney Housing Association Ltd. A total of £1,538,248 in Second Homes Council Tax has been invested in the social housing development programme since 2011. Income is expected to stay around the same level going forward.

### **Additional Council Investment**

The Council's Strategic Reserve Fund has supported the Council's House Build Programme with £4.328M in funding between 2010 and 2018. A detailed assessment has been undertaken in respect of the Housing Revenue Account (HRA) to determine its future capacity to support further building and the business plan for the Housing Revenue Account that will be developed over the next nine months will provide a firmer picture on what the Housing Revenue Account can afford to fund in the way of further housing development. Any Council developments over the lifetime of the SHIP will require an increase in per-property funding levels from the Scottish Government.

### **Private Developers**

Local developers remain committed to exploring the range of ways in which they may be able to assist in the delivery of affordable housing. There are a few 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 utilise Open Market Shared Equity for the development of 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 on a scale that has not been seen before. The Council has welcomed the launch of both funds and they are seen as a vital element of delivering housing in rural island areas which will hopefully continue beyond the initial three-year pilot.

The Council and Highlands and Islands Enterprise are currently working alongside seven island development trusts that are looking at bidding for Islands Housing Fund funding. The Council will continue to support development trusts and other

developers looking to develop affordable housing in Orkney with the aims of meeting the housing needs of as many households in Orkney as possible and maximising the funding brought into Orkney for affordable housing provision.

### **Affordable Housing Policy**

Orkney's Local Development Plan 2017 requires that all housing proposals within Orkney's settlements must 'demonstrate that they have considered and incorporated housing types and tenures which meet local housing requirements as outlined in relevant settlement statements, development briefs and masterplans'.

The requirements of the Local Development Plan mean that any requirement for affordable housing will be dealt with on a case by case basis through development briefs, settlement statements and masterplans.

### **Equalities**

Living in a remote rural community can make those who are socially excluded feel even more isolated. It is important that the Council ensures that the most remote communities and hard-to-reach individuals feel included. Inward migration is an important feature in maintaining the population of the islands and attracting investment and skills to build the local economy. It is a key aim of the Local Housing Strategy to continue to ensure equality of access to housing irrespective of age, disability, gender, marital status, race, religion or belief, sexual orientation or income.

The Council's LHS aims to recognize and address the needs of all citizens of Orkney and much work has been done to ensure access to a range of quality information on housing services crossing all tenures. This includes taking a partnership approach to producing a Housing Options guide. The Council offers translation services designed to ensure it offers high quality services to applicants whose first language is not English. All new-build properties are built to building regulation standards and incorporate level-access facilities wherever possible.

The needs of larger families, though there are fewer larger families requiring assistance than in the past, have been considered in the SHIP and will continue to be addressed in future revisions.

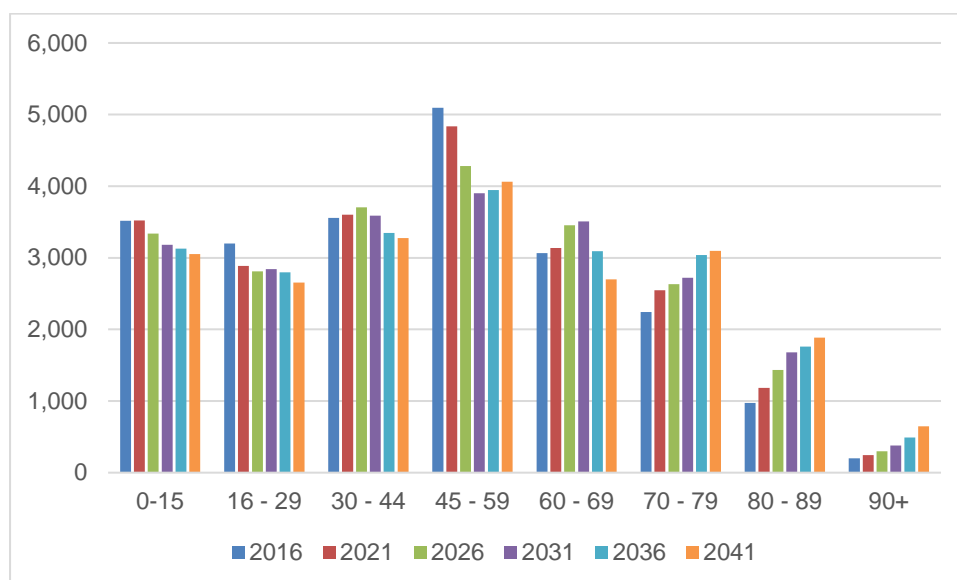
With a growing elderly population, partners are working together in respect of care and housing support provision throughout Orkney and across client groups. This has included the development of an Older Persons' Housing Strategy and Housing Support Strategy.

A full Equalities Impact Assessment has been undertaken on the Local Housing Strategy to which this SHIP is linked and the findings reflected accordingly.

## Demographic and Housing Need

The population of Orkney is currently around 22,000 and is estimated to drop to around 21,400 by 2041. Over this time the population aged 65+ is anticipated to rise significantly from the current 5,178 (23%) to around 7,011 (33%) by 2041. Over the same period there is forecast to be a drop in the population between 16 – 64 from 13,201 (61%) to 11,331 (53%). This will provide significant challenges to service delivery and the wider economy in Orkney, as well as the requirements placed on Orkney’s housing stock. The table below shows the projections for Orkney’s population by age between 2016 and 2041 from the National Records of Scotland (NRS) estimates.

### Population Projection by Age Group 2016 - 2041



Source: National Records of Scotland

As the above table shows there is a consistent increase in all age groups from 70 up, with falling populations in all age groups below 70. The Council is keen to increase the size of the working age population, particularly those in the under 40’s category, to help balance Orkney’s demographic and enhance the working age population. Housing will be a key part of any plans to increase Orkney’s population and attract in additional households.

The number of school age children in Orkney is anticipated to rise and fall slightly over the period to 2041. There have however been substantial changes to individual school roles over the last eight years with both increases in some schools and reductions in others. Therefore, any new provision of family housing will need to consider the capacity of local schools as previous housing development has been a factor in the significant increase in the school role of a number of these schools.

To address the shift in demographics towards an older population the Council aims to attract additional households into Orkney in the younger 20 – 40 age group, as well as retain or attract back local young people. Expanding Orkney's younger population is critical to the long-term sustainability of services and a suitable supply of affordable housing for young individuals, couples and families is central to this strategy.

The desire to attract more younger households into Orkney, while also meeting the needs of the current aging population, will require a housing development programme that takes both groups into account and doesn't over-prioritise one specific group. For example, if development focused on primarily providing housing for older people younger households may struggle to access market housing as house prices continue to rise and increases are also seen in the private rented sector costs. Low cost home ownership, affordable self-build plots and the potential for mid-market rental properties will all form part of the strategy to make Orkney's housing market as attractive as possible to young people already living in Orkney and those who would look to move to the islands to live and work. Although student housing is not funded through the Affordable Housing Investment Programme or Islands Housing Fund the Council, in partnership with a number of academic institutions, is exploring the possibility of a student housing project to support and enhance Orkney's academic offering through the development of a potential Islands Deal project.

The various projects outlined in the attached appendix are aimed at assisting the different demographic groups, with some projects being aimed at certain groups and others being more suitable for other groups.

The average household income in Orkney is £33,442. This compares to a Scottish average of £36,139 and a United Kingdom average of £38,720.<sup>1</sup> This shows that the average income in Orkney is below the average in both Scotland and the United Kingdom.

Orkney does however have a very low unemployment level of around 2%, with only 1% of the population claiming Job Seekers Allowance (JSA). This figure gives Orkney one of the lowest level of JSA claimants in the United Kingdom. Orkney also has one of the highest economic activity rates in the United Kingdom showing that Orkney has a very restricted labour market and the pressure on it will only increase as Orkney's demographic continues to move towards an older population. This enhances the case to try and attract additional workers from outside Orkney.

Recruitment of staff from outside Orkney is being hit by the lack of housing for those looking to move to the islands to take up work. Pressure is being reported by public sector organisations like the Council and NHS Orkney, as well as expanding private

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<sup>1</sup> Income figures source CACI PayCheck. The applicable copyright notices can be found at <http://www.caci.co.uk/copyrightnotices.pdf>

sector businesses. These challenges mean that key worker housing and mid-market rent are being considered as potential options to plug gaps in provision for this needs group.

Orkney's housing market is performing well and have returned to pre-recession volumes with Orkney wide property sales of 416 in 2017/18 being the highest recorded. Sale prices have also continued to climb with an average house price in Orkney in 2017/18 of £146,253, up over 123% since 2003/04 compared to a Scottish average increase of 73% over the same period. These increases are putting additional pressure on households as house prices continue to outstrip income growth and squeeze affordability.

The development and sale of affordable low-cost home ownership has been strong over recent years helping first time buyers access housing and the supply of affordable low-cost home ownership will need to continue in order to meet demand. Demand has switched slightly from largely two-bedroom properties to the larger three and four-bedroom properties as the local market now has a good mix of two-bedroom provision. The majority of the development of low cost home ownership has been in Kirkwall and it is expected that going forward the majority of demand for this type of housing will be in Kirkwall, however, the Council would like to support the development of low cost home ownership throughout Orkney and options in this regard are being explored. The introduction of the Rural Housing Fund and Islands Housing Fund will be key to the development of non-social rented affordable housing in Orkney over the lifetime of the SHIP.

### **Local Housing Market Areas**

As with any local authority area it is not sufficient to look at the county in its entirety when assessing and looking to address housing need. For the purposes of the SHIP the Sub Areas identified match with the areas available on the social housing waiting list as this provides the easiest way of breaking down the required provision of additional housing.

### **Data Sets Used**

The 2019/20 - 2023/24 SHIP has been produced utilising various data types. These include:

- Identified housing need
  - The total current shortfall in affordable housing and future housing needs as identified in the HNDA
- Pressure ratios by area
  - Waiting list applicants identified as in housing need per social unit allocation
- Social stock levels by area
  - The amount of social housing in each particular area in relation to anticipated need

- The wider strategic fit
  - Links to wider regeneration and community initiatives
- Particular needs
  - The potential requirement for particular needs housing
- Anticipated delivery cost
  - The estimated cost of delivering projects on a particular site.
- Land availability
  - The anticipated land that is available to the Council or Housing Association for development over the time period.

Alongside the housing need assessment from the HNDA the above indicators help ascertain where the areas of greatest housing pressure will be over the coming years.

### **Housing Needs of Specific Household Groups**

Whilst this SHIP has been developed with the intention of meeting the outcomes of Orkney's Local Outcomes Improvement Plan (LOIP) and the objectives of the Local Housing Strategy, specific consideration has also been given to the conclusions of the Housing Needs and Demand Assessment (HNDA) which was approved by the Scottish Government in 2012. An updated HNDA has been submitted to the Scottish Government for approval and the development of the new HNDA has fed into the SHIP process.

#### **Older People**

As outlined above there is forecast to be a significant increase in the number of older people in Orkney over the coming 20 years. By 2025 it is anticipated that 4,286 or 20% of Orkney's population will be aged 70 and over. This figure is expected to rise further to 5,625 or 26% of the population by 2041. The housing needs of this very significant proportion of the population will require to be clearly identified and any planned development must ensure that the needs of older people are effectively catered for. In terms of this Strategic Housing Investment Plan most of the units being proposed will be of single storey semi-detached and terraced construction which will aid accessibility.

The need for Housing Support has been identified as an issue in other areas across Orkney, and where the development of extra care housing is neither practical or viable then other options, such as linking housing into existing care facilities or the development of telecare services, will be considered. New developments of additional housing provision will take the needs of this increasingly large group into consideration.

There is the potential for two co-housing projects for older people, with a group in St Margaret's Hope considering a project and the potential of a joint project with Robert Gordon University. These projects are in their infancy and the Council is working



closely with both groups to try and link the projects where applicable and maximise joint benefits. Both projects are outlined in the attached

### **Younger People**

No specific younger persons housing has been included in this SHIP, however, there are a significant amount of low cost home ownership options being proposed and one of the key groups targeted by this housing type is first time buyers. Orkney's aging demographic will bring challenges to housing provision over the coming years, and there will also be challenges to retain and attract young people to help support and sustain Orkney's working age population. Affordable housing opportunities across the tenures will be key to attracting and retaining younger people in Orkney and the Council is keen for support to be provided for low cost home ownership and self-build projects throughout Orkney that will help meet the aspirations of our younger people and those looking to move to Orkney.

### **Programme Proposals**

The Council and its partners have sought to develop a programme that meets the aspirations of the Local Housing Strategy, while responding to the needs identified in the Housing Needs and Demand Assessment, factoring in the substantial affordable housing development that has taken place in Orkney over previous years, assessing restrictions and opportunities available through the available landbank for housing development and the opportunities that maybe available to redevelop brownfields sites, particularly in and around Kirkwall.

The attached appendix outlines the specific projects that have been identified for inclusion in the SHIP. Much of social housing development and private developer led low cost home ownership is aimed at Kirkwall as the main town. This is in response to the fact that demand for social rented and low-cost home ownership housing is strongest in Kirkwall and the provision of extra care housing near the soon to be developed care home offers the opportunity to deliver economies of scale and meet forecast demand from older households looking to move closer to services.

There is a keen desire to support housing development outside Kirkwall, particularly the rural Mainland and islands. The Islands Housing Fund is going to be a key delivery agent for projects in these areas and nine projects looking for Islands Housing Fund funding are currently at various stages of development. There are also a small number of social rented and housing association developed low cost home ownership properties developed in other parts of mainland Orkney. The small number of developments is primarily down to the fact that a significant amount of development has taken place across Mainland Orkney and this development is expected to largely meet demand for social housing over the coming years.

The 2019/20 – 2022/23 SHIP aims to deliver 194 social rented and 36 New Supply Shared Equity properties over the five-year period as part of the main Affordable Housing Supply Programme delivered by Orkney Islands Council and Orkney Housing Association.

The programme aims to deliver 148 of the 194 social rented properties in Kirkwall along with 26 of the 36 New Supply Shared Equity properties. Kirkwall has by far the largest waiting list and highest level of housing need for social rented housing in Orkney which justifies the large scale of social rented housing development. In terms of New Supply Shared Equity while Kirkwall also has the highest demand for Low Cost Home Ownership it is also the location where the private sector is most likely to step up to meet the demand through Open Market Shared Equity and Help to Buy provision. Therefore, the new supply shared equity properties being developed by Orkney Housing Association will largely be aimed at older households and on sites that would work well for retirement housing and that are close to care facilities etc.

The 46-remaining social rented properties that form part of the Affordable Housing Supply Programme are spread throughout Orkney's Mainland areas, as well as Orkney's islands. None of the 194 properties to be delivered by Orkney Islands Council or Orkney Housing Association Limited are to be developed in the isles. This is due to the planned Islands Housing Fund projects that are being developed and supported by the Council which will hopefully provide a more cost efficient and effective solution.

The programme also hopes to deliver around 212 additional affordable properties via the Islands Housing Fund, Open Market Shared Equity and Help to Buy. These properties will largely be delivered by private developers and island development trusts and the Council will do what it can to help facilitate, support and guide these developments to support the organisations in question and help meet Local Housing Strategy goals and local housing needs.

### **Rural Housing Fund and Islands Housing Fund**

The Scottish Government's Rural Housing Fund and Islands Housing Fund offer exciting opportunities for affordable housing development in Orkney. It is anticipated that Orkney will primarily utilise the Islands Housing Fund. The fund allows partner agencies that have to date had limited access to affordable housing funding the chance to develop individual affordable housing projects that will help their area and provides excellent flexibility around tenure type and delivery.

Orkney Islands Council, with assistance from Highlands and Islands Enterprise are currently assisting eight local islands development trusts and another local group to develop applications for the Islands Housing Fund. It is hoped that the projects under development will help meet housing need in some of Orkney's island communities and other areas where mainstream affordable housing development may not be appropriate or affordably deliverable by the Council or Orkney Housing Association.

The Council is committed to supporting groups looking at delivering housing projects in their area wherever possible, primarily through the assistance of development staff based in the Council's Housing Service.

### **Specialist Housing**

Specialist housing will be delivered through both the Affordable Housing Supply Programme and Rural Housing Fund elements of the SHIP. Extra care housing linked to new build care home provision in both Kirkwall and Stromness, as well as special needs and older persons housing in Kirkwall will form part of the Affordable Housing Supply Programme delivered by Orkney Islands Council and Orkney Housing Association. It is hoped that up to 66 specialist housing properties will be developed over the lifetime of the SHIP.

### **Housing Infrastructure Fund**

There are a number of Housing Infrastructure Fund projects outlined in tables 2 and 3 of the attached Appendix. These projects to utilise land that is in the ownership of the public sector, but that will require additional investment, either for demolition or servicing, to make them viable for housing developments. Two sites are owned by the Council, with the Balfour Hospital being in the ownership of NHS Orkney.

No work has been undertaken to date on the potential housing options for either St Peter's House in Stromness, former Papdale Halls of Residence or the Balfour Hospital sites. The Council has had initial discussions with NHS Orkney around the Balfour Hospital site NHS Orkney are looking into options for the future use of the site. Discussions around the new Kirkwall Urban Design Framework show a preference for housing on the Balfour Hospital site, which is encouraging. Significant work has been undertaken to develop plans for the Soulisquoy site in Kirkwall and an expression of interest has been logged with the Scottish Government for funding to develop the site for up to 138 houses.

### **Consultation**

The SHIP has been developed in consultation with Councillors and Orkney's Housing Forum which includes representatives from Orkney Islands Council, The Scottish Government, Highlands and Islands Enterprise, Orkney Housing Association and Scottish Water.

### **Monitoring and review**

The Council will monitor the SHIP and the projects included are reviewed every year. The Council and Housing Forum monitor the delivery of the Social Housing Development Programme and SHIP at a local level.

## Conclusion

Orkney's 2019/20 - 2023/24 Strategic Housing Investment Plan has utilised information on housing need as well as the current development programme of the Council, partners and the private sector to establish a programme of new build affordable housing that will best meet the housing needs of Orkney's people. The SHIP is an ambitious programme that aims to complete 399 units of affordable rent and low-cost home ownership over the five-year SHIP timescale. The hope is that affordable housing delivered by developers, development trusts and other groups will almost match the number of properties delivered by the Council and Orkney Housing Association over the period. While this target and programme is ambitious, it is also deliverable, should the required levels of funding and flexibility around the use of Orkney's Affordable Housing Supply Programme allocation be made available by the Scottish Government.



MORE HOMES DIVISION

STRATEGIC HOUSING INVESTMENT PLAN 2019/20-2023/24

Table 2 - HOUSING INFRASTRUCTURE FUND (HIF) PROJECTS

Note: Projects should be entered as either Grant or Loan - Any which state a mixed category e.g. Grant/Loan or Grant or Loan will not be considered

TABLE 2.1 - GRANT PROJECTS

PROJECT	PRIORITY Low / Medium / High	GEOGRAPHIC COORDINATES (X: EASTING Y: NORTHING)	APPLICANT	PLANNING STATUS (OUTLINE/ MASTERPLAN/ FULL CONSENT IN PLACE) (Y/N)	DOES APPLICANT OWN OR HAVE POTENTIAL TO OWN THE SITE? (Y/N)	CURRENT SITE OWNER	BRIEF DESCRIPTION OF WORKS FOR WHICH INFRASTRUCTURE FUNDING IS SOUGHT (PROVIDE WORK HEADINGS - DO NOT INSERT "INFRASTRUCTURE WORKS")	IS PROJECT LINKED TO DIRECT PROVISION OF AFFORDABLE HOUSING? (Y/N)	AFFORDABLE HOUSING UNITS DIRECTLY PROVIDED BY INFRASTRUCTURE FUNDING - BY ESTIMATED COMPLETION DATE																HIF GRANT FUNDING REQUIRED					POTENTIAL ADDITIONAL CAPACITY - UNITS NOT DIRECTLY FUNDED BUT UNLOCKED BY INFRASTRUCTURE FUNDING					
									AFFORDABLE				MARKET				PRIVATE RENT				TOTAL				TOTAL HIF GRANT FUNDING REQUIRED	UNITS - POTENTIAL ADDITIONAL CAPACITY IN EITHER LATER PHASES OR OTHER SITES	TENURE - AFFORDABLE / MARKET / PRIVATE RENTED								
									2018/19	2019/20	2020/21	POST 2020/21	2018/19	2019/20	2020/21	POST 2020/21	2018/19	2019/20	2020/21	POST 2020/21	2018/19	2019/20	2020/21	POST 2020/21											
Corse West/Soulsquoy, Kirkwall	High		Orkney Islands Council/Orkney Housing Association	Masterplan	Y	Orkney Islands Council/Orkney Housing Association	Infrastructure works on site including all drainage, services and roads. There may also be a requirement to fund upgrades to the Scottish Water network as part of the works	Y					0												£500,000	£2,000,000	£500,000	£3,000,000	100	Affordable and serviced sites for onward sale					
St Peter's House, Stromness	Medium		Orkney Islands Council	N	Y	Orkney Islands Council	Redevelopment of existing care home site. Will probably include selective demolition as well as refurbishment of some of the building to create flats, however no design works have been undertaken as yet so plans may well change	Y					0																N/K	N/K					
Former Ballour Hospital	Medium		TBC	N	Y	NHS Orkney	The site would require demolition of a number of buildings and infrastructure for housing development would need to be added to the infrastructure that is already on site and has been used for the hospital	Y					0																N/K	N/K	Affordable rent and low cost home ownership				
Former Pappdale Halls of Residence, Kirkwall	High		OIC/OHAL	N	Y	Orkney Islands Council	Demolition of existing Halls of Residence and development of site infrastructure	Y			16		16																N/K	£0					
													0																£0						
													0																£0						
													0																£0						
													0																£0						
<b>Total</b>									0	0	16	0	16	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	£500,000	£2,000,000	£500,000	£0	£3,000,000	5500000	

TABLE 2.2 - LOAN PROJECTS

PROJECT	PRIORITY Low / Medium / High	GEOGRAPHIC COORDINATES (X: EASTING Y: NORTHING)	APPLICANT	PLANNING STATUS (OUTLINE/ MASTERPLAN/ FULL CONSENT IN PLACE) (Y/N)	DOES APPLICANT OWN OR HAVE POTENTIAL TO OWN THE SITE? (Y/N)	CURRENT SITE OWNER	BRIEF DESCRIPTION OF WORKS FOR WHICH INFRASTRUCTURE FUNDING IS SOUGHT (PROVIDE WORK HEADINGS - PLEASE "INFRASTRUCTURE WORKS")	IS PROJECT LINKED TO DIRECT PROVISION OF AFFORDABLE HOUSING? (Y/N)	AFFORDABLE HOUSING UNITS DIRECTLY PROVIDED BY INFRASTRUCTURE FUNDING - BY ESTIMATED COMPLETION DATE																HIF LOAN FUNDING REQUIRED					POTENTIAL ADDITIONAL CAPACITY - UNITS NOT DIRECTLY FUNDED BUT UNLOCKED BY INFRASTRUCTURE FUNDING					
									AFFORDABLE				MARKET				PRIVATE RENT				TOTAL				TOTAL HIF LOAN FUNDING REQUIRED	UNITS - POTENTIAL ADDITIONAL CAPACITY IN EITHER LATER PHASES OR OTHER SITES	TENURE - AFFORDABLE / MARKET / PRIVATE RENTED								
									2018/19	2019/20	2020/21	POST 2020/21	2018/19	2019/20	2020/21	POST 2020/21	2018/19	2019/20	2020/21	POST 2020/21	2018/19	2019/20	2020/21	POST 2020/21											
													0																0.000						
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													0																0.000						
													0																0.000						
													0																0.000						
<b>Total</b>									0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0.000	0.000	0.000	0.000	0.000	0	

MORE HOMES DIVISION

STRATEGIC HOUSING INVESTMENT PLAN 2019/20-2023/24

Table 3 - POTENTIAL HIF AFFORDABLE HOUSING PROJECTS WHICH MAY BE DEVELOPED FOLLOWING HIF INVESTMENT

LOCAL AUTHORITY: Orkney Islands Council

PROJECT	SUB-AREA	PRIORITY Low / Medium / High	GEOGRAPHIC COORDINATES (X-EASTING Y-NORTHING)	GEOGRAPHIC CODE (Numeric Value - from Drop Down Table Below)	DEVELOPER	UNITS - TENURE					UNITS - BUILT FORM					UNITS - TYPE			GREENER STANDARDS Enter Y or N	APPROVAL DATE Financial Year (Estimated or Actual)	UNIT SITE STARTS				UNITS - COMPLETIONS				SG AHSP FUNDING REQUIREMENT (€0,000)				TOTAL AHSP FUNDING REQUIRED OVER SHIP PERIOD					
						Social Rent	Mid Market Rent	LCHO - Shared Equity	LCHO - Shared Ownership	LCHO - Improvement for Sale	PSR	Total Units	Rehab	Off the Shelf	NB	Total Units	GN	Specialist Provision			Type of Specialist Particular Need (if Known)	Total Units by Type	2018/19	2019/20	2020/21	POST 2020/21	TOTAL SITE STARTS OVER PERIOD OF SHIP	2018/19	2019/20	2020/21	POST 2020/21	TOTAL COMPLETIONS OVER PERIOD OF SHIP		2018/19	2019/20	2020/21	POST 2020/21	
Corse West/Soulsquoy, Kirkwall	Kirkwall	High		9	Orkney Islands Council and Orkney Housing Association	78		8				86			36	36	38	40	Extra care and all age disability	78	Y	2018/19		20	12	46	78			20	58	78			€1,001,000.00	€800,000.00	€3,532,800.00	€5,333,800.00
St Peter's House, Stromness	Stromness	Medium		9	Orkney Islands Council	N/K						0	N/K		0	N/K				0	Y	2021/22				N/K	0			N/K	0					€0.00		
Former Papdale Halls of Residence, Kirkwall	Kirkwall	Medium		9	Orkney Islands Council	16						16		16	16	16				16	Y	2021/22				16	16			16	16					€0.00		
Former Balfour Hospital	Kirkwall	Medium		9	Orkney Housing Association	N/K						0		0						0	Y	2021/22					0				0					€0.00		
<b>Total</b>						<b>94</b>	<b>0</b>	<b>8</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>102</b>	<b>0</b>	<b>0</b>	<b>52</b>	<b>52</b>	<b>54</b>	<b>40</b>	<b>0</b>	<b>94</b>			<b>0</b>	<b>20</b>	<b>12</b>	<b>62</b>	<b>94</b>	<b>0</b>	<b>0</b>	<b>20</b>	<b>74</b>	<b>94</b>	<b>0.000</b>	<b>1001000.000</b>	<b>800000.000</b>	<b>3532800.000</b>	<b>5333800.000</b>	

Drop Down Table Values	
Numerical Value	Geographic Code
1	West Highland/Island Authorities/Remote/Rural Argyll - RSL - SR - Greener
2	West Highland/Island Authorities/Remote/Rural Argyll - RSL - SR - Other
3	Other Rural - RSL - SR - Greener
4	Other Rural - RSL - SR - Other
5	City and Urban - RSL - SR - Greener
6	City and Urban - RSL - SR - Other
7	All - Greener
8	All - Market Rent - Other
9	All - Council - SR - Greener
10	All - Council - SR - Other

MORE HOMES DIVISION

STRATEGIC HOUSING INVESTMENT PLAN 2018/19-2022/23

LOCAL AUTHORITY: Orkney Islands Council

TABLE 4 - AFFORDABLE HOUSING PROJECTS FUNDED OR SUPPORTED BY SOURCES OTHER THAN THE RPA/TMDF BUDGET

PROJECT ADDRESS	SUB-AREA	PRIORITY <small>Low / Medium / High</small>	GEOGRAPHIC COORDINATES (EASTING Y/NORTHING)	DEVELOPER	FUNDING SUPPORT SOURCE	APPROVAL DATE	SITE STARTS						TOTAL SITE STARTS	UNIT COMPLETIONS						TOTAL UNIT COMPLETIONS	NON SS FUNDING TOTAL £0.000M	OTHER NON-ANSP SS FUNDING (IF APPLICABLE) £0.000M	TOTAL FUNDING £0.000M
							Financial Year (Actual or Estimated)	2018/19	2019/20	2020/21	2021/22	2022/23		2023/24	2018/19	2019/20	2020/21	2021/22	2022/23				
Westray	Isles	Medium		Islands Development Trust	Islands Housing Fund	2018/19	6						6		6					6	£450,000	£510,000	£960,000
North Ronaldsay	Isles	High		Islands Development Trust	Islands Housing Fund	2018/19	1						1	1						1	£15,000	£90,000	£105,000
Papa Westray	Isles	High		Islands Development Trust	Islands Housing Fund	2018/19		2					2	2						2	£100,000	£180,000	£280,000
North Ronaldsay	Isles	Medium		Islands Development Trust	Islands Housing Fund	2019/20		1					1	1						1	£100,000	£80,000	£180,000
Eday	Isles	Medium		Islands Development Trust	Islands Housing Fund	2019/20		4					4		4					4	£220,000	£340,000	£560,000
Rousay, Egilsay and Wyre	Isles	Medium		Islands Development Trust	Islands Housing Fund	2019/20		4					4		4					4	£200,000	£510,000	£710,000
Sanday	Isles	Medium		Islands Development Trust	Islands Housing Fund	2019/20		4					4		4					4	£300,000	£510,000	£810,000
Shapinsay	Isles	Medium		Islands Development Trust	Islands Housing Fund	2019/20		2		2			2		2		2			6	£300,000	£510,000	£810,000
Stronsay	Isles	Medium		Islands Development Trust	Islands Housing Fund	2019/20		4					4		4					4	£200,000	£510,000	£710,000
St Margaret's Hope Co-Housing project	East Mainland & Linked South Isles	Medium		Community group	Islands Housing Fund	2019/20			6				6		6					6	£370,000	£350,000	£720,000
Self build equity scheme	Orkney wide	High		Orkney Islands Council	Islands Housing Fund	2019/20		10	10	10	10	10	50		10	10	10	10	10	50	£5,000,000	£2,000,000	£7,000,000
Open Market Shared Equity developments	Kirkwall	High		Various developers	Open Market Shared Equity	2018/19 - 2023/24	10	20	20	20	20	20	110	10	20	20	12	20	12	94	£7,200,000	£4,800,000	£12,000,000
Help to Buy	Kirkwall	Medium		Various developers	Help to Buy	2018/19 - 2023/24	10	10	10				30		10	10	10			30	£2,700,000	£1,800,000	£4,500,000
<b>Total</b>							<b>61</b>	<b>66</b>	<b>32</b>	<b>30</b>	<b>32</b>	<b>228</b>	<b>69</b>	<b>64</b>	<b>32</b>	<b>32</b>	<b>24</b>	<b>212</b>	<b>£17,155,000</b>	<b>12,190,000,000</b>	<b>29,345,000,000</b>		



## MORE HOMES DIVISION

### STRATEGIC HOUSING INVESTMENT PLAN 2019/20-2023/24

LOCAL AUTHORITY: Orkney Islands Council

**TABLE 5.1: COUNCIL TAX ON SECOND AND EMPTY HOMES(£0.000M)**

	TAX RAISED OR IN HAND	TAX USED TO SUPPORT AFFORDABLE HOUSING	TAX CARRIED FORWARD TO SUBSEQUENT YEARS
PRE - 2015/16			
2015/16	£226,894	£226,894	0.000
2016/17	£233,481	£233,481	0.000

**TABLE 5.2: DEVELOPER CONTRIBUTIONS (£0.000M)**

	SUMS			UNITS		
	RAISED OR IN HAND	USED TO ASSIST HOUSING	SUM CARRIED FORWARD TO SUBSEQUENT YEARS	AFFORDABLE UNITS FULLY FUNDED FROM CONTRIBUTIONS	UNITS PARTIALLY ASSISTED FROM CONTRIBUTIONS	UNITS TOTAL
PRE - 2015/16						
2015/16	£0.000	£0.000	0.000	0	0	0
2016/17			0.000			0

**Note:** These tables are used to capture financial information. Details of how this has been used to fund/assist housing should be contained in the text of the SHIP as described in the guidance.