

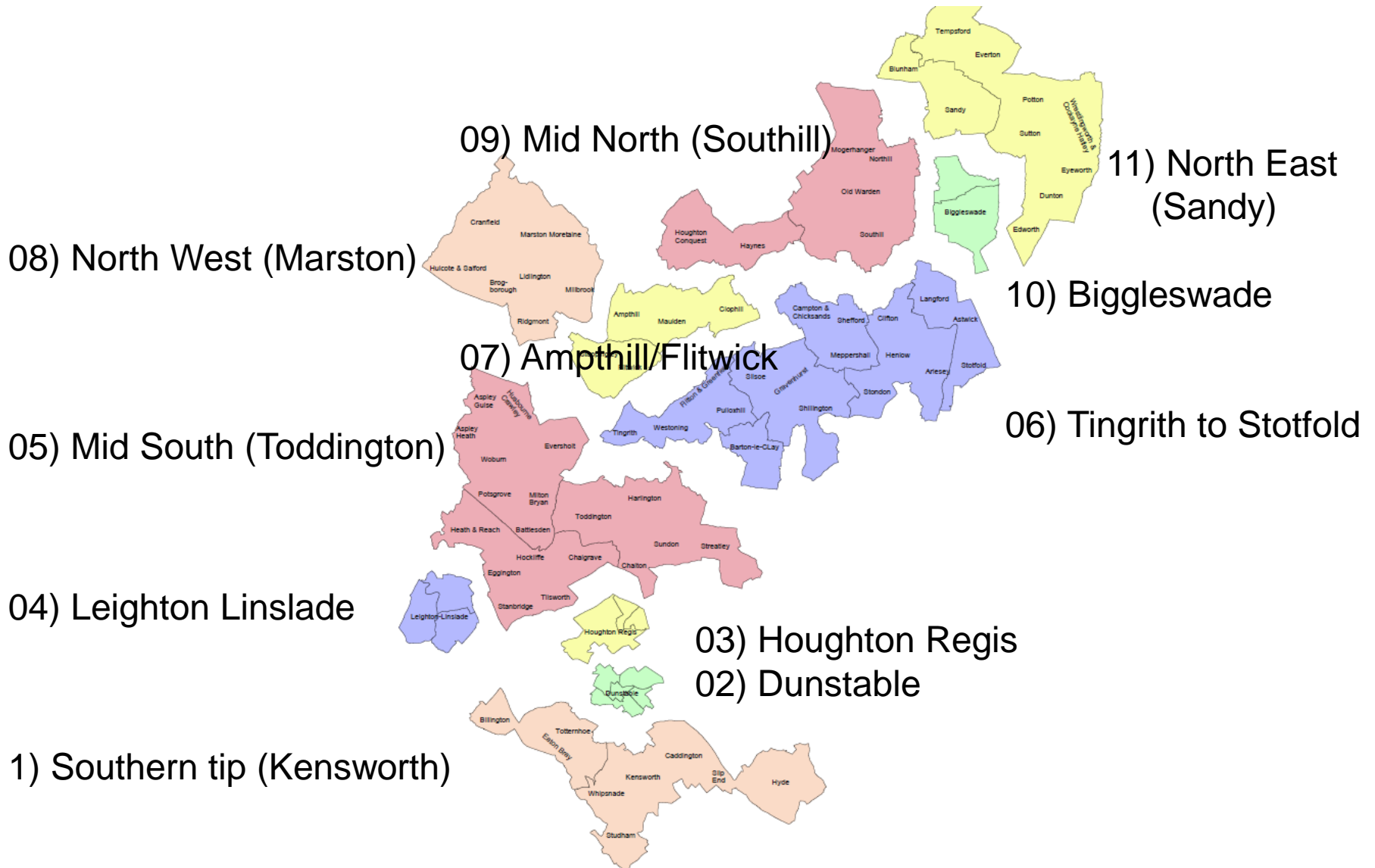
Managing Housing Demand in Central Bedfordshire



Social Care, Health and Housing
Overview and Scrutiny Committee
18th March 2019

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Supply & Demand at a local level



Overarching aims

- Balanced housing market – across tenures, location, property types, affordability, etc
- Housing need is met. This includes particular needs for households who are unsuitably housed. e.g. physical disability.
- **Managing demand:** Clear the “backlog” of unmet needs, thereby to re-balance the stock profile of social-rented housing across Central Bedfordshire by delivering stock types/sizes in locations where there is a real deficit. Our aim, to closely (and proactively) match supply with demand.

Balancing supply and demand in Central Bedfordshire (CB)

- CB is a large geographical area; the stock profile varies considerably across the area.
- Circa 13,000 rented homes are significantly more affordable than alternative options (e.g. PRS)
- Access to those homes is only if you are in “housing need” (e.g. overcrowding, homeless.)
- However, a third of those households currently ‘in need’ (on CBC Register) are living in CBC and Housing Association properties. There is therefore an opportunity to make – ‘best use of stock’ – and to think “Right Homes, Right People, Right Places”
- From a “right-sizing” perspective, new supply at circa 80% market rent is attractive only to households claiming full Housing Benefit. People paying £107 per week are unlikely to move to a property costing £180 pw (LHA). So, new supply may not be the only answer!

Where do applicants prefer to live?

The following data relates to all band 1 and 2 Housing Register demand, not just households seeking to transfer.

Applicants are able to select towns and villages from all of the housing areas (to indicate their preference).

32% preferred just one housing area, 2% chose all 11 housing areas.

A weighting has been applied to estimate the number of properties required for each area.

- The most popular areas were the Dunstable area (17%), Tingrith to Stotfold (14%) and Leighton Linslade (12%).
- The areas with least estimated demand were North West (Marston) & Mid North (Southill).

What is our preferred stock profile across CB?

- The 11 housing area profile documents provide the context.
- The measure for “years to clear the backlog” identifies the priority areas across CB, where there is significant pressure.
- The model to clear the backlog within one year estimates additional lettings required to meet current/backlog demand.

Housing area profile - Dunstable
 This is a gap analysis of social housing to estimate the stock required to meet the Housing Register demand in Central Bedfordshire

This gap analysis seeks to identify deficits of particular stock types/sizes in each housing area, through:
 a) the static view by considering supply vs demand.
 b) the dynamic view by considering lettings, turnover, potential for freeing up properties through social housing transfers.

Summary dashboard

No of rooms	Bedsit	1	2	3	4
Static view					
Supply					
Known supply only ¹	52	556	645	574	23
Demand (Registered 1&2 bands with preference for area weighted) ²		90	53	21	7
Level of supply as a proportion of demand³ Properties per applicant in housing need (1&2 bands)		6.2	12.2	27.0	3.3
Housing area rank for supply/demand 1=high supply to demand. 11=low		7	5	10	10
Dynamic view					
Turnover					
Lettings (all bands) as a % of supply ⁴	3.2%	6.0%	6.3%	2.0%	1.4%
Average annual lettings⁵	2	33	41	12	0
Years to clear backlog⁶	-	2.7	1.3	1.8	20.6
Housing area rank for years to clear backlog 1=Shortest time to clear backlog. 11=Longest		5	3	8	8
Intervention					
Additional properties required per year to clear the backlog within one year ⁷	-	57	13	10	6
Impact of all CB social housing tenant transfers⁸	-	-17	17	12	-3

Introduction to the data

Static view



Supply - Known supply is data for approx. 80% of social housing (circa 10,400 homes)



Demand - Housing Register is a snapshot and only includes:

- Registered applicants in Band 1 and 2 (Housing Register)



Area preference is weighted.



Level of supply as a proportion of demand – properties per applicant in housing need

Dynamic view



Turnover – known (predictable) supply let annually.



Lettings - 3 years of lettings data 2015/18 shown as an average for annualised lettings.



Years to clear the backlog – lettings required to house all those on Housing Register

What stock unlocks “movement” to free up stock? (social housing transfers)

Current bedrooms	Bedrooms required					Grand Total
	1	2	3	4	5	
Bedsit and 1 beds	39	16				55
2	64	53	25	1		143
3	51	30	15	13	1	110
4	5	6	1		1	13
5		1				1
Grand Total	159	106	41	14	2	322

158 (49%) were eligible to **downsize**

107 (33%) were eligible for a move to the **same size** property

57 (18%) applicants were eligible to **upsize**

Managing moves between tenants can help relieve demand for larger properties. 65% of all demand could be met through managing moves for households requiring 4 beds, but only 10% of demand can be met for households requiring 1 beds.

We have learned that we need to be more proactive to manage demand. Hence the development of the “Making Moves” approach, or “Right-sizing”. Example, we proactively encourage mutual exchanges.

Note – the data above relates to Social housing transfers only

Focus on applicants downsizing to a one bed (Social housing transfers only)

Who needs to downsize to a 1 bed?

120 transfer applicants needed to downsize to a 1 bed.

Aged between 16 and 86.

Older people were least flexible with where they lived.

The most popular areas to live in were:

- Dunstable
- Houghton Regis
- Leighton-Linslade
- Tingrith to Stotfold

The least popular areas were Mid North (Southill) and Mid South (Toddington).

- 38% of the applicants had a member of the household with a disability.
- 28% of the applicants or their partner were in 16+ hours a week employment.

On average, applicants had at the time been registered on the Housing Register for 5.5 months, a maximum of 9 months.

Who needs to downsize to a 1 bed?



71 year old wife and husband

Living in a 2 bed bungalow in the Tingrith to Stotfold area

Requires a 1 bed, accessible property, preferably in the Sandy area

The couple had been on the Housing Register for nine months.

“...We need to be moved to a wheelchair friendly property near to family for more support with X. My family live in Sandy. They help with shopping, cleaning maintenance support and are also company for me...”

26 year old mum living on her own

Living in a 3 bed house in Houghton Regis and subject to the spare room bedroom subsidy



Requires a 1 bed and is flexible with where she lives.


“..I am currently under occupying – have 4 children but I am in the middle of fighting for their return to me, but the rent will keep going up, so I’ve decided to downsize to save myself an eviction and when my children can come home apply to up size...”

Focus on applicants needing to upsize to a 4 or 5 bed property

Social housing transfer applicants only

Unlocking the system through CB social housing transfers.

Current bedrooms	Bedrooms required					Grand Total
	1	2	3	4	5	
Bedsit and 1 beds	39	16				55
2	64	53	25	1		143
3	51	30	1	13	1	110
4	5	6	1		1	13
5		1				1
Grand Total	159	106	41	14	2	322



158 (49%) were eligible to **downsize**

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Which transfer applicants need to upsize to a 4 or 5 bed property?

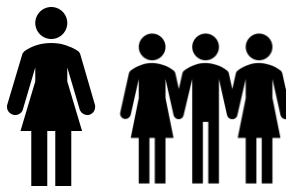
Social housing transfer applicants only

- 16 transfer applicants needed to upsize to a larger family property.
- Aged between 28 and 54.
- Chose a maximum of three housing areas that they would prefer to live in. Reasons given included proximity to schools and/or family networks.
- The most popular areas to live in were:
 - 1) Dunstable
 - 2) Houghton Regis and Tingrith to Stotfold
 - 3) Biggleswade and North East (Sandy).

No applicants chose Mid South (Toddington)
- Half of the applicants had a member of the household with a disability.
- Half of the applicants or their partner were in 16+ hours a week employment.

Which transfer applicants need to upsize to a 4 or 5 bed property?

Social housing transfer applicants only



48 year old mum of three children

Living in a 3 bed house in Dunstable

Needs a 4 bed property and has one preference area - Dunstable.

“...My youngest daughter has to share a room with me which is no way appropriate. My son can't fit a bed in his bedroom at all so he has to sleep on the floor - he's a 6ft 4in teenager and most nights he sleeps on the sofa in the front room. The stress of this is seriously affecting my mental health problems”.



Partners and five children

Living in a three bed house in Houghton Regis

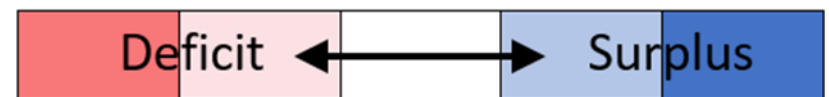
Needs a 4 bed – three preference areas around Houghton Regis

“...We are overcrowded and due to our kids' [complex] needs we need a larger home within Houghton Regis/Dunstable to remain near family who help and support us with the kids...”.

The impact of social housing **transfer** moves in each area

This looks at social housing transfer applicants only and where they stated a preference to live.

Housing area	1 beds	2 beds	3 beds	4 beds
01) Southern tip (Kensworth)	-6	-3	1	0
02) Dunstable	-17	17	12	-3
03) Houghton Regis	-5	8	18	0
04) Leighton Linlade	-6	5	7	4
05) Mid South (Toddington)	-11	-4	1	0
06) Tingrith to Stotfold	-18	3	16	1
07) Ampthill/Flitwick	-12	2	5	-1
08) North West (Marston)	-8	4	2	1
09) Mid North (Southill)	-6	-4	-3	0
10) Biggleswade	-6	-2	4	-1
11) North East (Sandy)	-9	11	6	-1
Deficit from transfers alone	-104	-13	-3	-8
Surplus from transfers alone	0	48	63	6



Area preference for older people

This relates to all band 1 and 2 Housing Register applicants.

A higher proportion of applicants with a preference for Dunstable were 56-75 compared to other areas.

The housing areas preferences of 56+ year old applicants

Housing area	56-75 year olds		76+ year olds	
	Count	%	Count	%
01) Southern tip (Kensworth)	14	5.5%	1	0.4%
02) Dunstable	35	9.0%	7	1.8%
03) Houghton Regis	17	6.3%	4	1.5%
04) Leighton Linlade	23	7.7%	4	1.3%
05) Mid South (Toddington)	24	7.9%	4	1.3%
06) Tingrith to Stotfold	31	7.6%	9	2.2%
07) Ampthill/Flitwick	25	8.6%	5	1.7%
08) North West (Marston)	12	7.2%	2	1.2%
09) Mid North (Southill)	13	6.4%	2	1.0%
10) Biggleswade	12	5.2%	2	0.9%
11) North East (Sandy)	16	6.8%	0	0.0%

% relates to the proportion of 56-76 year old applicants that preferred the area to all applicants that preferred the area.

Accessible properties

Data relates to June 2018 Housing Register (HR) and April 17 to March 18 lettings

- 169 applicants required an accessible property with a MOB rating (17% of HR applicants).
- 97 properties with a MOB rating were let in a year.
- 57% of accessible housing demand met annually, 51% for all housing types.
- 10 properties required further adaptations once the property had been allocated.
- Average wait for all property types is 11 months.

Accessible properties required and lets

Code	Description	No. HR applicants	No. annual lettings	Av. length time to be housed
MOB 5	Minimal steps (4 or less) internal and external (may include lifted/ stair lifted properties)	93	57	11 months
MOB 4	Step free level access throughout (may include lifted/ stair lifted properties)	55	21	11 months
MOB 3	Wheelchair accessible externally, step free internally	10	5	7 months
MOB 2	Wheelchair accessible – external and major internal rooms (i.e at least one bedroom, kitchen, bathroom etc)	9	11	10 months
MOB 1	Wheelchair accessible – external and all internal rooms	2	3	8 months

The areas that **applicants** would prefer to live in

This refers to all band 1 and 2 housing register demand, not just transfers.

The figures below relate to preference areas selected, not applicants.

This shows that applicants tend to want to move close to their current location.

Moves from the furthest north to the furthest south and vice versa are the least popular.



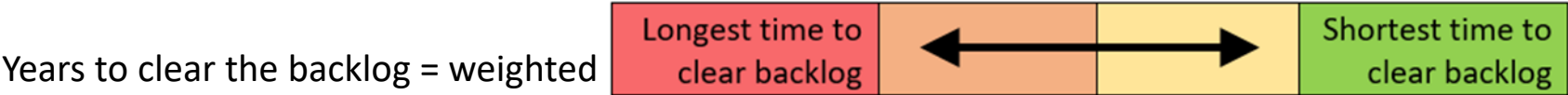
Location preference

Current location Total no. of preferences from each area	1) Southern tip (Kensworth)	02) Dunstable	03) Houghton Regis	04) Leighton Linslade	05) Mid South (Toddington)	06) Tingrith to Stotfold	07) Ampthill/ Flitwick	08) North West (Marston)	09) Mid North (Southill)	10) Biggleswade	11) North East (Sandy)
1) Southern tip (Kensworth) 70	18	17	2	12	7	3	2	2	3	2	2
02) Dunstable 549	75	155	83	56	50	35	32	19	17	12	15
03) Houghton Regis 407	43	92	98	35	43	33	27	10	8	10	8
04) Leighton Linslade 336	35	24	14	117	65	16	16	14	15	7	13
05) Mid South (Toddington) 123	9	9	9	10	22	19	23	10	7	1	4
06) Tingrith to Stotfold 290	10	7	4	6	15	106	36	8	31	36	31
07) Ampthill/ Flitwick 190	5	6	5	3	21	41	57	19	16	6	11
08) North West (Marston) 78	1	2	3	4	9	7	12	29	6	2	3
09) Mid North (Southill) 23	0	0	0	0	2	4	4	2	7	2	2
10) Biggleswade 208	1	3	1	3	6	44	9	5	29	71	36
11) North East (Sandy) 164	2	0	0	0	1	28	3	4	23	41	62
Outside Central Bedfordshire 612	54	74	51	54	63	74	70	44	41	40	47
Total no. preferences for each area 3,050	253	389	270	300	304	410	291	166	203	230	234

How long would it take to house all **applicants** on the Housing Register?

Time to clear the backlog (years) – Dunstable example

Housing area	1 bed	2 beds	3 beds	4 beds
02) Dunstable	2.7	1.3	1.8	20.6



4 beds:

- Years to house 4 bed demand in Dunstable = 20.6 years (CB average 3.2 years)
- Weighted demand for 4 beds in Dunstable = 7 applicants
- Average annual 4 bed lettings = 0.33 per year (1 letting in 3 year period)

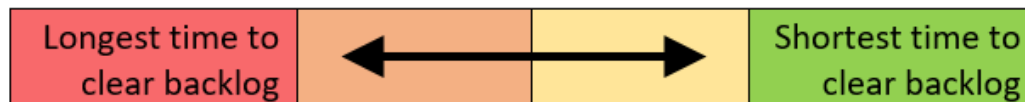
Low supply to demand ratio and low turnover compared to other areas.

Time to clear the backlog (figures below are in years)

This relates to all band 1 and 2 Housing Register applicants

Housing area	1 bed	2 beds	3 beds	4 beds
1) Southern tip (<u>Kensworth</u>)	6.3	4.5	2.2	No lettings
02) Dunstable	2.7	1.3	1.8	20.6
03) Houghton Regis	4.1	2.9	1.6	5.3
04) Leighton <u>Linslade</u>	3.3	1.4	0.8	1.3
05) Mid South (<u>Toddington</u>)	5.2	3.7	2.3	No lettings
06) <u>Tingrith to Stotfold</u>	1.6	1.1	0.7	0.7
07) Ampthill/Flitwick	2.5	3.8	0.9	4.9
08) North West (Marston)	1.8	1.1	1.3	1.9
09) Mid North (<u>Southill</u>)	5.3	2.7	1.8	No lettings
10) Biggleswade	2.0	1.4	1.3	1.1
11) North East (Sandy)	2.7	1.7	0.7	4.0
Central Bedfordshire average	2.6	1.7	1.2	3.2

The key is applied to each property size separately.



Time to clear the backlog (years)

- The longest time to clear the backlog is for 1 and 4 beds because of level of supply to demand and in some cases also because turnover is lower than other areas.
- The total number of 4 bed applicants is low (26) compared to demand to smaller properties but turnover is low so the impact of low supply on individuals can be significant. Example – 20.6 years to clear the backlog of 4 beds in Dunstable.
- The picture for 1 beds is the opposite, there is a high level of demand (529), higher turnover and a higher level of supply. However the level of supply for the demand is low and leads to an average wait of 2.6 years to clear the backlog of 1 bed applicants.
- Supply to demand is better matched for three beds, with an average of 1.2 years to clear the backlog, despite lower turnover for three beds compared to smaller property sizes.
- When ignoring area preference, it would take 1.7 years to clear the backlog of 2 bed demand across Central Bedfordshire (not taking into account suitability of the property).
- When including area preference it would take in excess of three years to clear the backlog of 2 bed demand in three areas. Providing information to applicants on the likelihood of being housed in certain areas to spread demand would help reduce these peaks.

Longest wait to clear the backlog

Most of those applicants who prefer to live in an area where there would be a long wait to clear the backlog were flexible and chose more than one preference area. The exception is Dunstable where four applicants selected just this area. Although there are only estimated to be a demand for seven 4 beds in Dunstable, the impact of low supply and low turnover is significant for these individuals.

Areas with the longest time to clear the backlog	Time to clear backlog	Number of applicants (weighted)	Number that selected this area only
Southern tip (Kensworth) 4 beds	No lettings	1	0
Mid South (Southill) 4 beds	No lettings	1	0
Mid South (Toddington) 4 beds	No lettings	1	0
Dunstable 4 beds	20.6 years	7	4
Southern tip (Kensworth) 1 beds	6.3 years	29	5
Mid North (Southill) 1 beds	5.3 years	23	2
Mid South (Toddington) 1 beds	5.2 years	40	1

These areas had low or no turnover in the three year period analysed except Mid North (Southill) where turnover was average. The level of supply to demand was low in all areas.

Model to clear the backlog in one year

This model estimates additional lets required to meet current demand.

This is calculated as follows:

Additional lets required to house applicants within a year = Demand - annual lettings

Example – Additional lets required in Dunstable area to house all applicants with a weighted preference for the area

1 beds - 90.1 applicants (weighted) had a preference for the area – 33.3 average lets per year = 56.8

Additional lets required in Dunstable area to clear the backlog in 1 year

	1 bed	2 beds	3 beds	4 beds
02) Dunstable	57	13	10	6

Additional lets required to house applicants within one year

	1 bed	2 bed	3 bed	4 bed
1) Southern tip (Kensworth)	25	22	5	1
02) Dunstable	57	13	10	6
03) Houghton Regis	34	22	5	3
04) Leighton Linlade	48	13	-3	-1
05) Mid South (Toddington)	32	20	4	1
06) Tingrith to Stotfold	30	6	-7	-2
07) Ampthill/Flitwick	28	27	-2	1
08) North West (Marston)	11	2	2	-1
09) Mid North (Southill)	19	11	4	1
10) Biggleswade	21	10	3	-1
11) North East (Sandy)	25	12	-5	1
Total additional lets required	330	158	33	14
Total surplus properties	0	0	-17	-5

Additional properties required

Surplus of properties

Summary points

- This study is concerned with unsuitably housed households in “housing need” only, legally defined
- “Affordability” is a different picture. Demand pressures are increasing. Example, 34 homeless approaches per week. Circa 1,300 households in unsustainable private rented accommodation.
- Council is developing a **Housing Enabling Strategy (HES)** which will identify much more substantial affordability pressures for the whole of Central Bedfordshire. Important actions will be set out in the HES to substantially improve the affordable housing supply.
- Priority remains – Right Homes, Right People, Right Places

Conclusions

- “Making moves” approach (active-demand-management) is vital to make best use of stock
- The challenge we face is in the south of Central Bedfordshire – Southern tip, Dunstable, Houghton Regis, Leighton–Linslade – where supply is falling considerably short of current demand
- Households in housing need (currently living in the south) are accepting properties in the north of Central Bedfordshire because they require urgent re-housing. This is less than ideal, but reflects realism on the part of applicants in urgent housing need.
- More work to do to fully understand 1 bed need and the policy choices available to CBC. Example, more shared accommodation for young people.