

**NORTH LINCOLNSHIRE COUNCIL**

**HOUSING AND STRATEGIC PLANNING  
CABINET MEMBER**

**HUMBER HOUSING STRATEGY**

**1. OBJECT AND KEY POINTS IN THIS REPORT**

1.1 The object of this report is to seek endorsement of the Humber Housing Strategy prior to final approval by the Humber Economic Partnership.

1.2 The key points of the report are as follows:

- The Humber Housing Partnership have for some time been developing the Humber Housing Strategy as the Sub Regional Housing Strategy for the Humber Region.
- The strategy sets out a vision and strategic sub regional priorities for housing in the Humber.

**2. BACKGROUND INFORMATION**

2.1 The Humber Housing Partnership was formed back in 2006 to co-ordinate sub regional best practice, to strategically plan and manage investment in housing in the sub region and to ensure that relevant strategies are aligned and complimentary.

2.2 The partnership includes a Board, comprising the four local authorities, Gateway Pathfinder, housing association and private sector representatives, Humber and Wolds Rural Community Council and relevant regional bodies including Government Office Yorkshire and Humber, the Homes and Communities Agency, Local Government Yorkshire and Humber and Yorkshire Forward.

2.3 The Humber Housing Partnership agreed that it was necessary to develop a sub regional housing strategy for five key reasons. These are:

- To ensure that investment in housing in the sub region complements other investment plans and priorities, recognising that sustainable economic growth is the overarching ambition for the area;
- To set out the rationale behind the level of resources required to deliver the strategic housing priorities in the sub region;

- To provide a framework to support the Single Conversation that each local authority will have with the Homes and Communities Agency prior to 2011;
- To develop a more holistic approach to addressing strategic housing priorities in the area;
- To demonstrate a clear leadership role in co-ordinating the activity of a wide range of stakeholders over an equally wide range of issues in the sub region.

2.3 The preparation of the Humber Housing Strategy represents a huge step forward for the Humber Housing Partnership, as although the partners work closely together across the sub region, this is the first attempt to deliver a truly shared strategy which sets out 'Humber wide' priorities for housing.

2.4 The strategy provides guidance to a wide range of people and organisations about what is needed to improve housing in the Humber. It is also designed to provide the context and evidence for funding proposals to a range of bodies, but in particular the Homes and Communities Agency, who will provide the major public capital funding in future years for housing and related projects.

2.5 The Humber Housing Strategy is not intended to replace local housing strategies and action plans. It is designed to work alongside them, providing the context and helping focus their priorities and actions. Each local authority has made a commitment to refresh their local plans for housing in line with the Humber Housing Strategy by 2011.

2.6 The vision of the Humber Housing Strategy is based upon creating more balanced housing markets, improving the quality of both new and existing housing and ensuring that the needs of vulnerable households are prioritised.

2.7 The vision of the Humber Housing Strategy is:  
*'Creating balanced housing markets in the Humber, providing people with a range of high quality, affordable housing and related support, positively contributing to sustainability and economic prosperity'*.

2.8 The vision is underpinned by three strategic priorities. These are:

1. Creating more balanced housing markets in the Humber
2. Providing high quality homes in the Humber
3. Meeting diverse housing needs in the Humber

2.9 **Creating more balanced housing markets in the Humber**

This priority seeks to provide a more balanced mix and supply of affordable and market homes in the Humber and to transform a number of weak and failing housing markets through a focused approach involving both housing and other investment streams. The strategy highlights the challenges in delivering both market and

affordable housing in the current economic climate and sets out a number of proposals for overcoming these challenges.

**2.10 Providing high quality homes in the Humber**

This priority seeks to improve the quality of existing housing in the Humber with a focus on improving living conditions for more vulnerable members of the community and ensuring that the environmental impact of new housing is minimised. The strategy confirms that all social housing in the Humber will meet the decency standard over the next few years, however the scale of the problem in the private sector is significant and the level of resources required across the Humber to address this is considerable.

**2.11 Meeting diverse housing needs in the Humber**

This priority identifies a number of vulnerable groups in the Humber where a particular sub regional approach is helpful. These groups include older vulnerable people, young people, Gypsies and Travellers and people threatened with Homelessness. These groups have been selected on the basis of shared issues in different parts of the Humber, the scale of the problem or where there are particular cross boundary issues. The strategy acknowledges that there are many other vulnerable groups requiring varying levels of support, the particular needs will be identified and addressed in local housing and Supporting People strategies.

2.12 The emerging Hull and Humber Ports City Region Integrated Strategy (HHPCRIS) will reflect the above strategic housing investment priorities and will demonstrate alignment with other investment strategies and plans. In turn, the HHPCRIS will be used to inform the Integrated Regional Strategy.

2.13 In order for the outcomes of the strategy to be achieved a robust programme and performance management system has been developed and agreed by the partnership. This includes quarterly monitoring of the action plan by the Humber Housing Strategy Group.

2.14 Future housing investment proposals set out in this strategy are closely aligned with other major investment programmes in the Humber. In a very general sense this relates to ensuring that delivery of new housing, improvements to existing housing and an increasing focus on vulnerable households complements the wider economic development and regeneration priorities of the Humber.

2.15 The Humber Housing Partnership continues to see 'place based' interventions as being the top priority through the life of the strategy. Should anticipated funding be reduced significantly, each local authority will seek to protect investment priorities in strategic priority one: Creating more balanced housing markets in the Humber.

2.16 Final layout and design issues will be approved by the Humber Housing Strategy group prior to publication.

### **3. OPTIONS FOR CONSIDERATION**

3.1 Option 1: That the Humber Housing Strategy is endorsed by the Housing and Strategic Planning Cabinet Member prior to final consideration and approval by the Humber Economic Partnership.

3.2 Option 2: That the Housing and Strategic Planning Cabinet Member does not endorse the Humber Housing Strategy.

### **4. ANALYSIS OF OPTIONS**

4.1 Option 1 is the preferred option as the Humber Housing Board, of which the Housing and Strategic Planning Cabinet Member is a member, have been fully involved in the development of the strategy and have already endorsed the Humber Housing Strategy.

### **5. RESOURCE IMPLICATIONS (FINANCIAL, STAFFING, PROPERTY, IT)**

#### **5.1 Financial**

Section 7 of the strategy sets out the scale of the challenge and estimates the level of investment required to address the issues highlighted over the period of the strategy. Funding will come from a range of sources, however the scale of available funding at this time is unclear. The Humber Housing Partnership will continue to work together to maximise the amount of investment secured in this area.

The 'Single Conversation' that will take place between the Council and the Homes and Communities Agency will play a key role in establishing the level of investment available to North Lincolnshire. As part of this process it will be necessary to identify available resources from across the range of partners including the private sector.

#### **5.2 Staffing**

There are no additional staffing requirements arising from this report.

### **6. OTHER IMPLICATIONS (STATUTORY, ENVIRONMENTAL, DIVERSITY, SECTION 17 - CRIME AND DISORDER, RISK AND OTHER)**

#### **6.1 Statutory**

The Housing Act 2004 requires that local authorities keep the housing condition and housing need in their area under constant review and set out action to provide for housing need and improve housing conditions.

6.2 Environmental

Achieving the vision and strategic priorities set out within the Humber Housing Strategy will bring about environmental improvements across the sub region.

6.3 Risk

The risks identified with delivering the Humber Housing Strategy are considered as part of section 7 along with the strategy for mitigating those risks.

6.4 Diversity

The Humber Housing Partnership strategy group carried out an equalities impact assessment scoping exercise, which concluded that the strategy would have a positive impact on vulnerable members of our community.

**7. OUTCOMES OF CONSULTATION**

7.1 The Humber Housing Strategy has been through a six week period of consultation. Each comment received has been discussed by the Humber Housing Strategy Group and the strategy has been amended and updated to reflect the comments received.

**8. RECOMMENDATIONS**

8.1 That the Housing and Strategic Planning Cabinet Member endorses the Humber Housing Strategy prior to final consideration and approval by the Humber Economic Partnership.

**HEAD OF STRATEGIC REGENERATION HOUSING AND DEVELOPMENT**

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Date: 8th February 2010

**Background Papers used in the preparation of this report**  
Humber Housing Strategy





# Humber Housing Strategy

**2009 – 2019**

Consultation draft  
October 2009

**Final draft**

**‘Creating balanced housing markets in the Humber, providing people with a range of high quality, affordable housing and related support, positively contributing to sustainability and economic prosperity’**





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## Foreword

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The preparation of this strategy represents a huge step forward in the ongoing work of the Humber Housing Partnership. Although each partner organisation has worked closely together to address housing issues in their area, this is the first attempt to develop a 'shared' strategy, which genuinely sets out a range of 'Humber' wide housing priorities.

Preparing this strategy has been a particularly challenging exercise given the ongoing housing market and economic downturn. As in other parts of the country, we are seeing the impact of the downturn as developers walk away from sites, unemployment rates increase and people find it increasingly difficult to access mortgages. The Partnership is keen to work with stakeholders to ensure that current problems are addressed in a pragmatic and flexible manner. The strategy has been drafted with this in mind. It also recognises that the need for new housing including higher levels of affordable housing has not gone away and that a pro-active approach is needed to ensure that such needs are met both now and in the future.

The Humber Housing Strategy sets a vision that is based on creating more balanced housing markets, improving the quality of both new and existing housing and ensuring that the needs of vulnerable households are prioritised. It deals with both public and private sector housing including the private rented sector. The strategy is closely aligned to other investment priorities and plans in the Humber and feeds directly into the Single Conversation with the Homes and Communities Agency. Although the Humber is an area of tremendous diversity, these are issues that apply across the board. The Partnership recognises that each of the constituent organisations have areas of expertise and the strategy highlights the importance of sharing best practice and developing common approaches.

The approach set out in this strategy is a very ambitious one but one which the Partnership believes can be delivered. The success of the strategy will however depend to a great extent on the availability of funding in future years. The Partnership considers that previous funding allocations have not reflected the scale and nature of problems in the Humber and that a greater commitment is required from regional and national funding bodies. This of course may prove very difficult to achieve given the likely restrictions in public spending in future years. The Partnership believes that this strategy will help to support the case to ensure that a larger share of funding available to the region is allocated to the Humber.

Although there are many complex issues included within this document reflecting the nature of housing finance and the challenges faced in the Humber, the language used is intended to be as simple as possible. Where technical language or abbreviations are used, these are explained within a glossary of terms, which is set out in Appendix A.



Councillor Jane Evison  
Chair Humber Housing Partnership  
(East Riding of Yorkshire Council)



Councillor Geoff Lewis  
Deputy Chair Humber Housing Partnership  
(North East Lincolnshire Council)



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## Executive Summary

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The strategy has been developed by the Humber Housing Partnership (HHP) to provide a strategic framework for the sub region to ensure co-ordination of housing led interventions designed to meet the needs of people living and working in our sub region. The strategy covers the period 2009 to 2019 but will be subject to regular review to ensure it remains a 'live' document. The overarching vision of the strategy is to

**'create balanced housing markets in the Humber, providing people with a range of high quality, affordable housing and related support, positively contributing to sustainability and economic prosperity in the area'.**

The availability and processes to fund housing initiatives is subject to change and is being reformed through new ways of working such as the Single Conversation approach with the Homes and Communities Agency (HCA) and the development of Local Investment Plans and as a result of the national and international economic situation.

The strategy provides detail of planned short-term interventions and a strategic direction for later years. This will address common priorities across the Humber. The delivery of strategic priorities will be guided by funding and other resources available and informed by a continuous evidence, monitoring and appraisal process.

### The Humber

The Humber is one of four sub regions within the Yorkshire and Humber region. It comprises the four local authority areas of Kingston upon Hull, East Riding of Yorkshire, North Lincolnshire and North East Lincolnshire. The estuary acts as a barrier between the two areas but it is also in many respects the unifying feature which gives rise to this and other sub regional strategies.

The population of the Humber is 912,200 with around 593,700 people living on the north bank. This represents around 18% of the total population of the Yorkshire and Humber region. The population of the Humber is expected to grow by just over 11% in the period to 2020 which is comparable to figures predicted for Yorkshire and Humber as a whole. Within the Humber there is however considerable variation in predicted growth.

The Humber Estuary is a valuable economic resource for the country as a whole. The Humber ports and related manufacturing and logistics operations employ significant numbers of people and the level of trade passing to and from mainland Europe is considerable. We need to build on this competitive base, widening and deepening competencies, creating more wealth and employment. Strengthening the Global Gateway will enable growth in the Humber and in the North as whole by providing the key gateway to markets across the world. Providing the right amount and type of housing to meet identified needs is critical to supporting sustainable economic growth.

### The Humber Housing Partnership

The Humber Housing Partnership (HHP) was created in 2006 (although a sub regional group has existed since 2003). The Partnership includes a Board, comprising the four local authorities, Gateway Pathfinder, housing association and private sector representatives, the Humber and Wolds Rural Community Council and relevant regional bodies including HCA, Local Government Yorkshire and the Humber, the Government Office and Yorkshire Forward.

The HHP Board sits alongside three other thematic Boards relating to Planning, Transport and Enterprise, Training & Skills. Each of these feeds directly into the Humber Economic Partnership, which acts as an overarching Humber strategic board to ensure co-ordination of activities leading to increased investment, growth and regeneration within the Humber.

The HHP develops and promotes good practice across the Humber and beyond. The Strategy highlights examples of good practice by individual authorities and by the Partnership as whole. The work of the Private Housing Group to promote good practice and new ways of working is a particular example, with the successful development of initiatives such as loans for private landlords and development of joint fire safety guidance for the rented sector with the Humberside Fire Authority. The Humber Supporting People Group leads on developing and sharing best practice in providing housing with support.

### **The purpose of the strategy**

Although the prevailing economic and policy context is changing there are still convincing reasons for developing this strategy. These include

- Ensuring that housing investment in the Humber complements other investment plans and priorities. Economic growth and prosperity is recognised as a key driver in the new strategy. Housing interventions promoted in this strategy have all been tested to ensure that there is a close strategic fit with existing and proposed economic development priorities in the Humber. This 'joining together' agenda also relates directly to spatial priorities established in the Yorkshire and Humber Plan and in emerging Local Development Frameworks being prepared by each of the Councils and other transport and critical infrastructure priorities. The strategy demonstrates what can be done better at the sub regional level including efficient and effective use of resources.
- Setting out a rational argument for the level of resources required to deliver an agreed list of strategic housing priorities in the area. This is based on robust evidence and a set of investment priorities. The strategy demonstrates to the Regional Housing and Regeneration Board, HCA and other funders that the Humber can operate in a mature fashion and that it is capable of taking tough decisions to spend available resources in an effective and efficient manner.
- Providing a framework to support the Single Conversation that each local authority will have with HCA prior to 2011. These will lead to the development of integrated Local Investment Plans covering the full range of housing, infrastructure, regeneration and community activities. Initially the Single Conversation will take a bottom up approach and identify investment requirements at a local authority level but in future years there may be an opportunity through HHP to develop a Humber wide approach. The Single Conversation process has already commenced in Hull and experience from this will be applied to each of the other areas.
- Developing a more holistic approach to addressing identified strategic housing priorities in the area. The strategy moves beyond the previous focus of the HHP, which focussed on Regional Housing Board and National Affordable Housing Programme funding. This strategy looks towards a broader range of funding sources including for housing market renewal, Gypsies and Travellers and the contribution that can be expected from housing associations, private developers and others. Although the Partnerships control over different funding will vary, this more holistic approach demonstrates alignment between different sectors and should result in greater impact on the ground.
- Demonstrating a clear leadership role in co-ordinating the activity of a wide range of stakeholders involved in an equally wide range of housing matters in the Humber. The strategy helps to build relationships within and outside of the four local authorities, capitalising on areas of expertise with a view to sharing best practice and creating synergy, innovation and self-confidence.

The Humber Housing Strategy provides a clear context for local housing strategies and action plans. Each local authority is committed to reviewing their local housing strategy or plan before the end of 2011.

## **Strategic priorities**

Three strategic priorities flow from the vision set out above.

### **1. Creating more balanced housing markets in the Humber**

The strategy seeks to provide a healthy mix and supply of affordable and market homes in the Humber and to transform weak and failing housing markets through both housing interventions and other investment streams.

The strategy seeks to increase the level of new affordable housing in the Humber with a target in the period 2008-11 of 1,550 new affordable homes following anticipated delivery of 1,340 affordable homes in the period 2008-11. There is a strong commitment to continuing with existing housing led regeneration activity in Hull through the Gateway Pathfinder programme and the Advance Humber Towns programme (in Goole, Grimsby and Scunthorpe). Further activity is planned in other parts of Hull for example in Northern Hull and the City Centre and in places such as Bridlington and Cleethorpes. This activity is intended to complement other planned investment relating to economic growth, health and education proposals. Delivery of rural affordable housing in appropriate areas is also recognised as a priority.

The strategy highlights the challenges in delivering both market and affordable housing in the current economic climate and highlights a number of proposals for overcoming these challenges.

### **2. Providing high quality homes in the Humber**

The strategy seeks to improve the quality of existing housing in the Humber with a focus on improving living conditions for more vulnerable people and ensuring that the environmental impact of new housing is minimised. Fuel poverty and the threat of flooding are identified as particular challenges.

The strategy confirms that all social housing will meet national decency standards within the next few years. The scale of problem in the private sector is significant and the level of resources required to address this issue is very considerable. Particular problems relate to older terraced properties and to properties in the private rented sector. There is also a very real problem in the Humber regarding fuel poverty and the Partnership will address this through a range of interventions. Over the period 2008-11, the Partnership will have spent around £27m on improving 1,900 houses and improving the energy efficiency of 1,125 houses. It is proposed that a further £33m will need to be spent over the plan period to improve around 5,200 houses.

### **3. Meeting diverse housing needs in the Humber**

This priority identifies, a number of vulnerable groups in the Humber where a particular sub regional approach is considered to be helpful. These groups include older vulnerable people, young people, and people threatened with homelessness and Gypsies and Travellers. These groups have been selected on the basis of shared issues in different parts of Humber, the scale of the problem or where there are particular cross boundary issues. The strategy acknowledges that there are many other vulnerable groups requiring varying levels of support in the Humber. The particular needs of such groups will be identified and addressed in the respective local housing and supporting people strategies.

The strategy adopts a holistic approach to meeting the needs of vulnerable people linking in with worklessness and financial management objectives and developing enhanced housing options approaches. The primary aim is to promote more independent living opportunities.

## **2009 to 2019 Investment Programme**

Progress in delivering the priorities set out in this strategy will be monitored on an ongoing basis and will be reported to the HHP Board.

The scale of the challenge highlighted in this strategy is considerable, as are the resources required. The strategy looks to 2019, but there is uncertainty about levels of funding available in future years and indeed the prospects for the wider economy. The strategy sets out in broad terms the investment required to deliver identified strategic housing priorities in the Humber.

It is anticipated that in light of the development of Local Investment Plans through the Single Conversation and uncertainties around future funding, that regular reviews will be required. The impact of reduced funding and the potential impact that this may have not only on housing projects, but also on other regeneration and economic development initiatives means that regular risk assessments will be essential. This will help to ensure that the impacts are understood and interventions developed and amended appropriately.

Reviews of proposals will take into account an assessment of their strategic impact both within the immediate area and the wider housing market. This will guide where funding should be focused to achieve the best possible outcome for the Humber. Potential reduction in future budgets will be addressed through reviews at the local level of priorities and identified outputs which will then be agreed by the HHP Board. A rolling programme of interventions will be developed with an emphasis placed on delivering the place shaping agenda.

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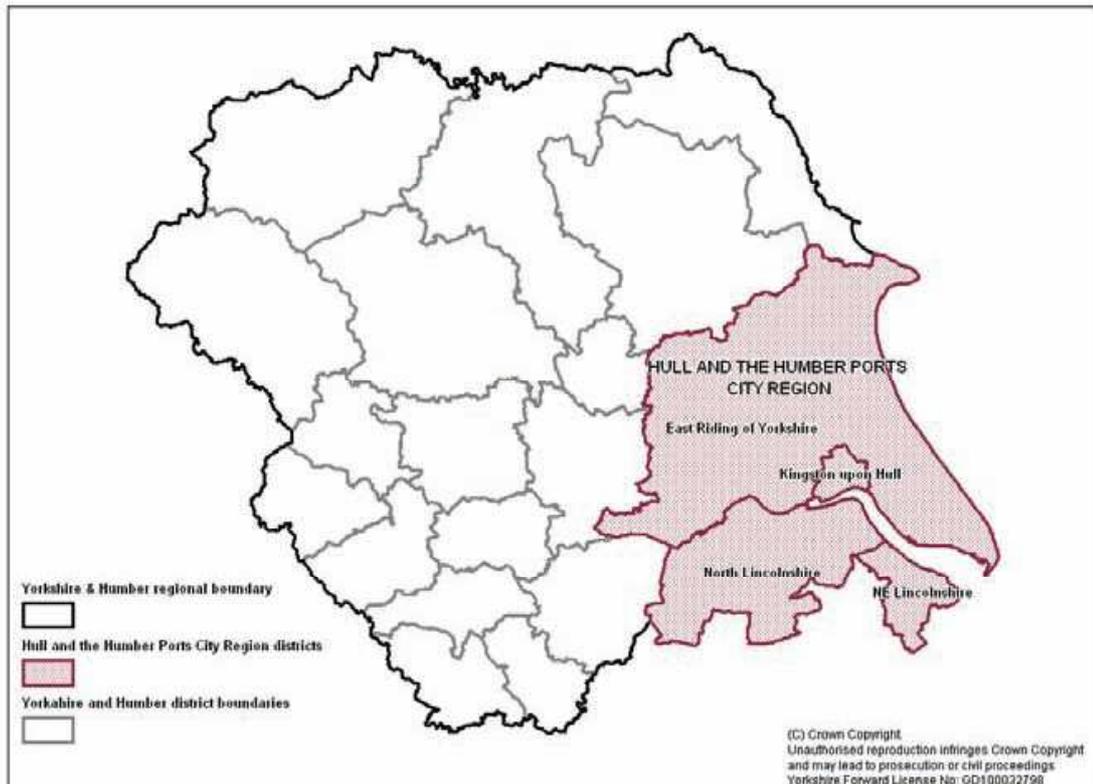
## Section 1. Introduction

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### Context

- 1.1 The Humber is one of four sub regions within the Yorkshire and Humber region. It comprises the four local authority areas of Kingston upon Hull, East Riding of Yorkshire, North Lincolnshire and North East Lincolnshire (refer to Figure 1 below). The sub area is divided into two distinct areas by the Humber Estuary. The estuary acts as a barrier between the two areas but it is also in many respects the unifying feature which gives rise to this and other sub regional strategies.

*Figure 1: The Humber sub area in context*



*Source: Humber Economic Partnership*

- 1.2 The Humber Estuary presents a valuable economic resource not only for the four local authority areas but also for the wider region and other parts of the country. The Humber ports and related manufacturing and logistics operations employ significant numbers of people and the level of trade passing to and from mainland Europe is considerable. There is a clear focus on building on this competitive base, widening and deepening competencies and creating more wealth and employment. Strengthening the Global Gateway will enable growth in the Humber and in the North as whole by providing the key gateway to markets across the world.
- 1.3 Despite year on year consistent productivity growth, the more traditional structure of the Hull and Humber ports city region's economy is predicted to be hit hardest of all English city regions by the economic downturn. Although the picture across the city region is varied, employment, skills, qualification and business formation rates, property values and personal incomes remain stubbornly below regional and national averages.
- 1.4 Nevertheless there are grounds for optimism. There is significant ongoing investment in ports infrastructure, which will allow the Humber to increase its already high share and status as one of the of UK's largest port complexes by tonnage (93 million tonnes, or 16% of UK port traffic) and capitalise on its strategic position in relation UK and European markets.

- 1.5 The Humber Estuary also has a very significant influence on the character and landscape of the area and has a direct bearing on settlement patterns on both sides of the estuary. Flooding from the Estuary and from a variety of other watercourses in the largely low-lying parts of the sub area can act as a real constraint to development and investment.
- 1.6 The total population of the Humber sub area is 912,200 with around 594,000 people living on the north bank and the remainder on the south bank. This equates to around 18% of the total population of the region. The population of the Humber is expected to grow by just over 11% in the period to 2020. This is very similar to predicted growth in Yorkshire and Humber as a whole. Within the Humber there is considerable variation in predicted growth with for example over 14% in East Riding compared to 6% in NE Lincolnshire.
- 1.7 Research undertaken by Llewelyn Davies Yeang as part of the Northern Way programme suggests that across the Humber there is a fairly balanced picture with regard to the range, quality and affordability of housing. This clearly masks some very significant differences between and indeed within the local authority areas. Common housing issues together with more localised variations will be drawn out in this strategy.
- 1.8 Although the need for affordable housing is growing across the board there are clearly hot spots where demand far outstrips supply and where local people are becoming increasingly priced out of the market. Within the Humber there are significant concentrations of poor quality housing where the housing market is failing. A programme of investment is ongoing in Hull through the Gateway Pathfinder initiative and in Grimsby, Goole and Scunthorpe through the Advance Humber Towns initiative. In many cases the very poorest quality housing is located in close proximity to high demand areas where the quality and range of housing is high and affordability is a problem.
- 1.9 A very significant part of the Humber is essentially rural in nature and with this comes a very different set of challenges and issues. These include pockets of deprivation, poor quality housing including particular fuel poverty problems, the need for affordable housing and poor access to jobs, services and facilities. The strategy promotes an approach which seeks to address such issues alongside those found in larger urban areas
- 1.10 The Humber Housing Strategy has an important role to play in drawing out the key challenges that are faced in the Humber and developing a coherent approach to address these. In some cases this will involve developing common approaches to tackle problems that are faced across a number of areas. In other cases, it will be necessary to develop separate responses. This 'mixed' approach is particularly valuable given the geography of the area and the very varied issues that arise in different parts of the Humber.

### **Purpose of the strategy**

- 1.11 Although the prevailing policy context is changing with the evolution of the new RR&H Board and the development of a new Yorkshire and Humber Strategy and although the current economic conditions highlight considerable difficulties in predicting the future, there are still a number of very convincing reasons for developing this strategy.
- 1.12 Firstly, there is a need to demonstrate linkage with economic development and other existing priorities in the Humber. This strategy seeks to ensure that future housing investment in the Humber complements other investment plans and priorities. Economic growth and prosperity are recognised as key drivers. The various housing interventions in this strategy have all been tested to ensure a close strategic fit with existing and proposed economic development priorities in the Humber. This 'joining together' agenda also relates directly to spatial priorities established in the Yorkshire and Humber Plan and in emerging Local Development Frameworks being prepared by each of the Councils and other transport and critical infrastructure priorities. The Partnership acknowledges that the delivery of successful housing outcomes will depend on complementary action and investment relating to for example, economic development, regeneration, transport and education improvements. Failure to secure adequate funding for such priorities may have an adverse effect on proposed housing interventions.

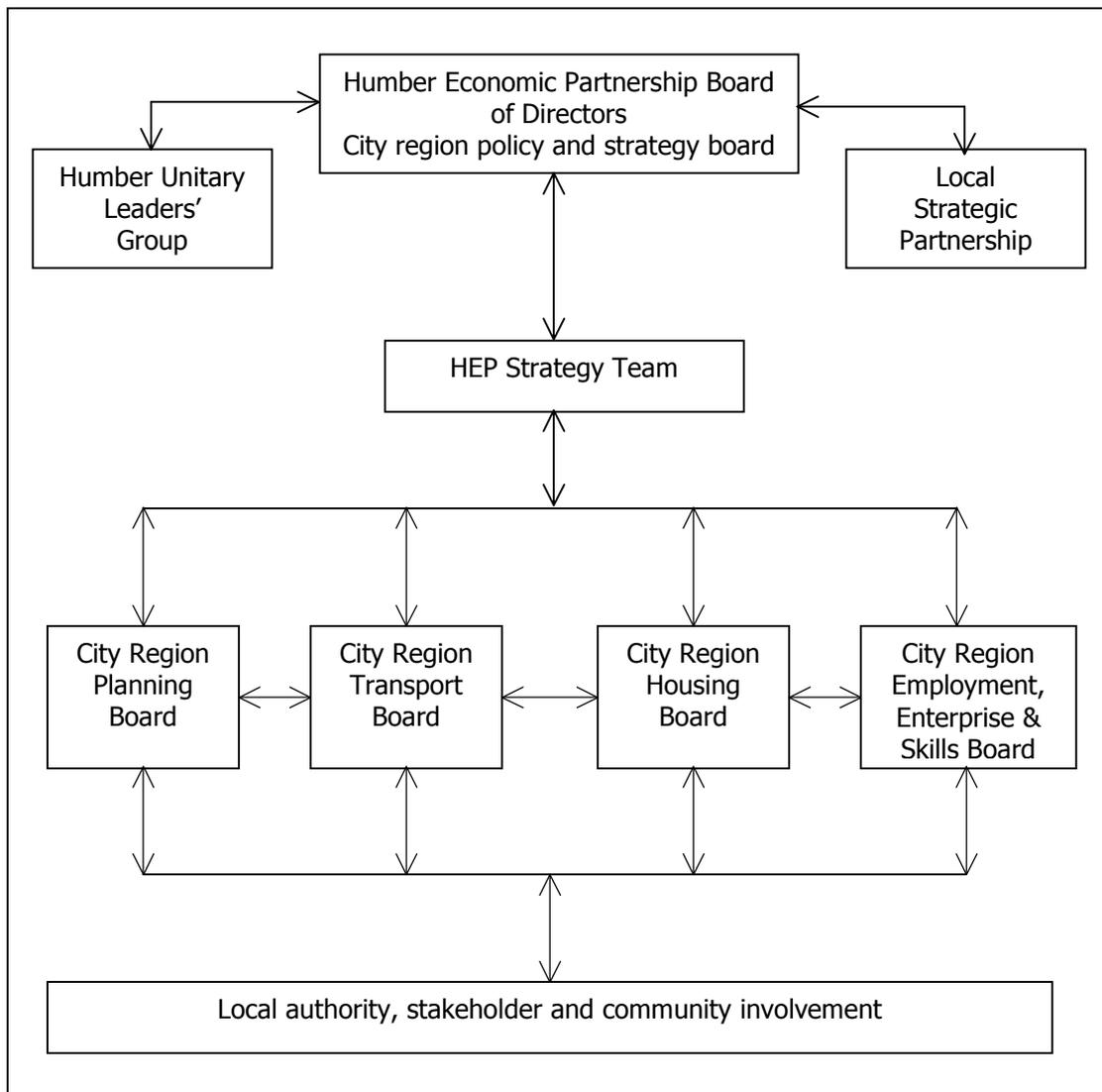
- 1.13 Secondly, the strategy sets out a rational argument for the level of resources required to deliver an agreed list of strategic housing priorities in the area. This is based on robust evidence and a clear set of investment priorities. The strategy will be used to demonstrate to the RR&H Board, Homes and Communities Agency (HCA) and other funders that the Humber can operate in a mature fashion and that it is capable of taking tough decisions to spend available resources in an effective and efficient manner. If the level of funding available is lower than anticipated, further prioritisation of interventions will be needed. The strategy explains how the HHP Board will agree upon and deliver a reduced programme of interventions.
- 1.14 This is particularly important given previous external feedback that the Humber Housing Partnership (HHP) has failed to secure the funds required to address the very obvious levels of need that exist and a previous inability to spend funding that has been secured. Significant progress has been made in relation to increasing capacity to spend and to deliver agreed priorities and the new strategy will be invaluable in providing the justification for future investment.
- 1.15 The strategy moves beyond the previous focus of the HHP, which largely looked towards Regional Housing Board and Housing Corporation funding. This strategy looks towards a broader range of funding sources including Housing Market Renewal funding, funding for Gypsies and Travellers and the contribution that can be expected from housing associations, private developers and others. Investment priorities and other management measures reflect the 'cross tenure' nature of the strategy. This builds on the often very specific priorities that exist in both public and private sector housing including the private rented sector. As referred to above, the strategy is closely aligned and informed by wider investment priorities and programmes. This more holistic approach should result in greater impact on the ground.
- 1.16 Finally, the Partnership recognises that it has a clear leadership role to play in coordinating the activities of a wide range of stakeholders involved in an equally wide range of housing activities in the Humber. The strategy in particular has a vital role to play in:
- Building relationships within housing, with colleagues from other disciplines and across boundaries;
  - Capitalising on expertise within organisations to develop shared approaches; and
  - Creating synergy, innovation and self-confidence.
- 1.17 The Humber Housing Strategy provides guidance to a wide range of people and organisations about what is needed to improve housing in the Humber. It is also designed to provide the context and evidence for funding proposals to a range of bodies but in particular the HCA - who will provide the major public capital funding in future years for housing and related projects. This strategy provides a context to the Single Conversation process which is ongoing with HCA. Further information is provided in Section 7 regarding how the HHP intends to work with the HCA.
- 1.18 The Humber Housing Strategy is not intended to replace local housing strategies and action plans. It is designed to work alongside them, providing the context and helping focus their priorities and actions. A clear role for the Humber Housing Strategy is to demonstrate what can be done better at the sub regional level including promoting common approaches across the entire area or parts of the area and ensuring the most efficient and effective use of resources.

### **Humber Housing Partnership**

- 1.19 The Humber Housing Partnership was created in 2006 (although a sub regional group has existed since 2003). The Partnership includes a Board, comprising the four local authorities, Gateway Pathfinder, housing association and private sector representatives, the Humber and Wolds Rural Community Council and relevant regional bodies including HCA, Local Government Yorkshire and the Humber, the Government Office and Yorkshire Forward.

- 1.20 The HHP sits alongside three other thematic boards relating to Planning, Transport and Employment, Enterprise and Skills. Each of the Boards feeds directly into the Humber Economic Partnership, which acts as the overarching Board for sustainable economic development in the Hull and Humber Ports City Region.
- 1.21 Figure 2 illustrates the relationship between the Housing Board and other sub-regional groups. This structure was developed in response to the sub national review and to 'mirror' new regional governance arrangements. It provides an excellent basis for ensuring that the wider place shaping agenda is delivered in the Humber and that the Partnership can develop a Humber wide Investment Plan with HCA by 2011.

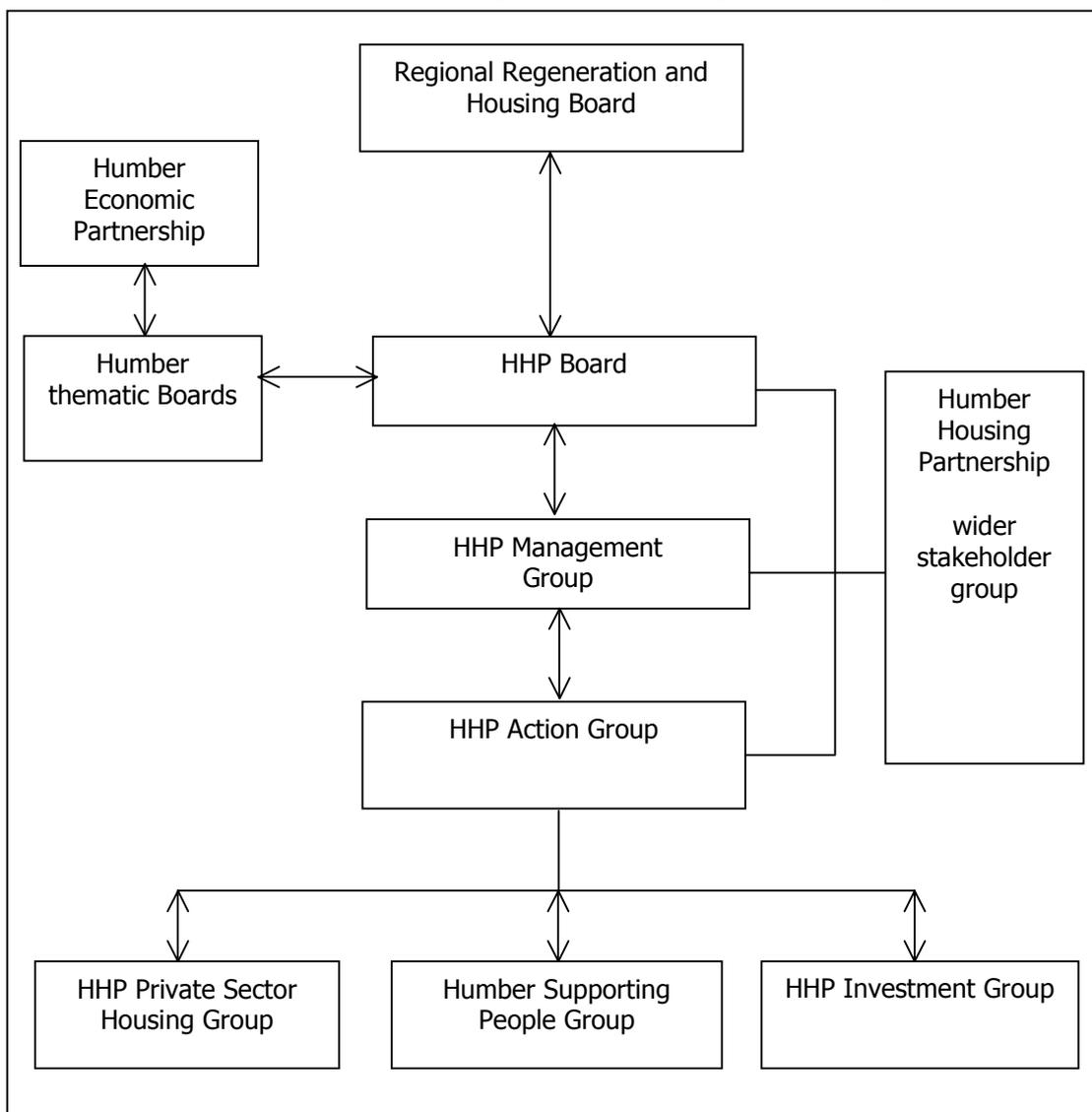
Figure 2: Hull and Humber Ports City Region – governance structure



Source: Humber Housing Partnership

- 1.22 Figure 3 illustrates the organisational structure of the Humber Housing Partnership itself. The terms of reference for the HHP can be viewed at [www.humberep.co.uk](http://www.humberep.co.uk). This document is updated annually to reflect changing circumstances. It is presented to the wider stakeholder group at the AGM for their consideration and approval.

Figure 3: Humber Housing Partnership – organisational structure<sup>1</sup>



Source: Humber Housing Partnership

1.23 The Partnership has a broad remit to develop and manage the sub regional investment programme on behalf of the RR&H Board, directly controlling the private sector renewal pot (£24m for 2008/11) and to develop a clear understanding of housing and housing market issues with a view to maximising investment from all sources and supporting economic regeneration in the Humber in the longer term. The development of this strategy and related investment programme is a key role for the Partnership. The Board meets quarterly and is supported by an officer led action group. The full HHP Forum is an inclusive partnership involving all interested parties in the Humber. The full membership of the Forum is listed in Appendix B. The wider Forum meets at least once a year with additional meetings as required.

1.24 In response to previously expressed concerns about the 'maturity' of the HHP and in particular, concerns about programme management and capacity to deliver, the Partnership invited the Improvement and Development Agency (IDeA) to undertake a 'peer review' in early 2009. The key recommendations flowing from this review include;

- Developing stronger political leadership and more effective programme management;
- The importance of establishing a clear vision and identity for the Partnership; and
- The importance of developing a Humber wide strategy.

<sup>1</sup> The organisational structure of the Partnership is currently being reviewed and will be presented to the AGM in 2010.

- 1.25 The HHP has considered in some detail the IDeA recommendations, and has developed an action plan (which can be viewed by visiting [www.humberep.co.uk](http://www.humberep.co.uk)). Many of the identified actions in this plan were already being addressed by the Partnership (e.g. governance arrangements) and others are now being developed. A clear action relates to the development of this strategy itself, which not only identifies the shared Humber housing priorities up to 2019 but also explains what role the Partnership will play in delivering this agenda and the programme management arrangements that have been developed to ensure successful delivery.

### **Performance to date**

- 1.26 Appendix C highlights main areas of expenditure in the period 2005-08 in each of the local authority areas and for the Humber as a whole. Key areas of expenditure in this period related to improving the condition of local authority housing (almost £112m), improvements to private sector housing (almost £14m), Housing Market Renewal funding for Gateway Pathfinder (over £61m) and Disabled Facilities Grants (almost £11m).
- 1.27 The Partnership submitted a housing capital programme for the period 2008-11. This was based on funding available from both the Single Housing Pot and the Housing Corporation. This programme identified the need to focus on places exhibiting low demand and market weakness as a clear sub regional priority. Other strategic priorities included increasing the supply of affordable housing (particularly in rural areas), meeting decent homes targets for social housing and for vulnerable households in the private sector and meeting the needs of priority client groups with specialist housing and support needs. The submission also highlighted two cross cutting priorities, namely addressing the climate change agenda and developing mixed and sustainable communities.
- 1.28 The total value of this submission was £76m comprising £43m from the Single Housing Pot and a further £33m from the Housing Corporation. In the period 2008-09, £11.041m was spent from the Single Housing Pot. In relation to key regional outputs, this spend resulted in over 1,700 private sector properties being refurbished and 41 houses being acquired for clearance. Funding has also been used for a range of other projects meeting the needs of priority groups including younger and older people. Examples of such activity are referred to in subsequent sections. Considerable progress has been made in recent years in improving private housing stock and addressing fragile housing markets using a combination of this funding (and other complimentary funding levered in from a range of private and public sector sources) and Housing Market Renewal Grant. A summary of the recent investment programme is set out in Section 7. Further detail on recent achievements and outputs are set out later in this strategy.
- 1.29 The Board is keen to develop a more holistic approach to addressing identified housing needs in the Humber and this strategy will make reference to a wider range of funding opportunities related to the delivery and improvement of housing than has previously been the case. Clear reference is also made to other investment priorities in the Humber through links to for example economic development activity and transport investment plans.
- 1.30 The Partnership has provided strategic guidance on the need for National Affordable Housing Programme funding in the Humber by the Housing Corporation/HCA resulting in an investment of over £36m during the period 2008-11 (refer to Figure 19 in Section 7). This funding will help to deliver over 1,200 new affordable houses. Each authority continues to work with a range of partners to ensure that further funding is secured to increase the number of new affordable houses in the Humber.
- 1.31 Over the 2008-11 period, the Humber will receive £18.5m regional Decent Homes funding to support the Decent Homes Programme by the two stockholding authorities. On the south bank, where stock has been transferred to new locally based housing associations, alternative funding solutions have been developed.

- 1.32 In developing this strategy, the Partnership has clearly considered the relevance of the previously agreed investment priorities and progress in addressing identified problems. In most cases, the direction provided by the 2008–11 investment programme remains valid for the new strategy. For example, although the impact of successful regeneration in historically weak housing market areas can now be seen, there is still a long way to go in terms of creating the sustainable and prosperous communities envisaged. Similarly, although many new affordable houses have been provided, the scale of the problem continues to grow. The main exception to this relates to decency standards in social housing that are expected to be met over the next two to three years. Beyond this, funding will clearly still be required to maintain and continue to improve the condition of such housing.

### **Consultation arrangements**

- 1.33 The Partnership recognises the importance of developing a strategy that has the support of a wide range of stakeholders and is understood by local people. Initial key issues were discussed with stakeholders at the 2009 Humber Housing Partnership AGM. A draft version of the strategy was consulted upon in Autumn 2009. A series of consultation events took place during this 6-week period. Feedback received during this period was reported to the HHP Board in December 2009 alongside proposed changes to the draft strategy. Key issues raised during the consultation period which have resulted in changes to the strategy are listed in Appendix D. A full list of consultation responses and proposed actions can be viewed at [www.humberep.co.uk](http://www.humberep.co.uk).



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## Section 2. Strategic Context

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### National and regional context

- 2.1 The Humber Housing Strategy is set within a national and regional policy context, derived from guidance to support sustainable economic growth and development and is based on the recognition that housing provision provides a key tool in achieving this. The housing programmes adopted are also designed to promote community cohesion and reduce climate change through the provision of sustainable energy solutions. Key national policy referred to in this document is listed in Appendix E.
- 2.2 The policy context provided at the regional level is changing with the development of a new Yorkshire and Humber Integrated Regional Strategy. This will replace the existing policy context, which is largely provided by the Regional Housing Strategy and the Regional Spatial Strategy (the Yorkshire and Humber strategy). Key contextual information from each of these strategies is set out below. The Humber Housing Strategy is drafted to reflect this policy context but is also 'alive' to emerging guidance relating to for example pressures to increase house building, greater freedoms for Councils to provide housing and of course responses to the current depressed market conditions.
- 2.3 The Regional Housing Strategy 2005-2021 highlights key strategic housing issues in the Humber as follows:
- Urban regeneration to help sustain ailing neighbourhoods and communities;
  - Providing affordable housing to rent or buy, especially in market towns and sustainable rural areas;
  - Meeting decent homes standards and tackling fuel poverty in social and private housing;
  - Providing specialist housing and/or appropriate support for older people and other vulnerable client groups.
- 2.4 The HCA Regional Investment Strategy 2009–11 focuses on the short term, and in particular the immediate response to the ongoing economic downturn. It also provides a longer term vision for how HCA expects stakeholders to deliver its four strategic objectives, namely:
- Growth – to meet the needs of increasing numbers of households;
  - Affordability – to increase supply and improve quality of the existing social housing;
  - Renewal – to support and accelerate regeneration of underperforming areas and renewal of deteriorating estates; and
  - Sustainability – to improve the design of houses and their wider environment and to ensure an appropriate balance between economic, social and environmental priorities.
- 2.5 The Yorkshire and Humber Plan 2008-26 (RSS), provides the following policy steer in the Humber:
- Focuses new development towards larger and more sustainable towns and cities whilst recognising the need for development in a range of other towns and in rural areas;
  - Promotes improved neighbourhoods where low demand, poor quality and concentrations of empty housing tends to be found;
  - Identifies a need for at least 3,640 new houses in the Humber p.a. over the plan period;
  - Sets targets for delivering new affordable housing with rates ranging from 40%+ in East Riding to a target of up to 30% in each of the other three areas;
  - Gives guidance on achieving a better mix of housing in new development and in existing housing areas;
  - Provides guidance on meeting the needs of the Gypsy and Traveller community; and
  - Seeks to avoid new development which would be at risk of flooding or which could result in other areas being affected by flooding.
- 2.6 In 2008 the Yorkshire and Humber Assembly commissioned ECOTEC to carry out research into housing demand and neighbourhood sustainability in the region. They based their

research on a number of indicators on health, housing, crime, education, environment, transport, population, social and community factors. An overall score was then produced for each Lower Super Output Area to demonstrate areas of high housing stress. Within the Humber 2,312 LSOA's appeared in the 10% least sustainable, representing 23% of the regional total. The least sustainable areas based on the index are in Hull, Grimsby, Cleethorpes and Immingham plus parts of Scunthorpe and Bridlington. Rural areas around North Cave score badly in terms of access to services, low turnover of housing stock and declining population numbers.

- 2.7 Comprehensive Area Assessments measure the outcomes achieved through the delivery of public services in a local authority area. They consider data from a range of sources including performance against national indicators, information from government offices and other agencies and views of local people and the third sector. The strong focus on improvement for people and places means that the work of the Partnership will receive recognition and come under increasing scrutiny. It is therefore more important than ever that the HHP understands its communities and the challenges ahead and works together effectively to meet these and improve priority outcomes.

### **Sub regional context**

- 2.8 The Humber Housing Strategy builds on the approach set out in the *Hull and Humber Ports City Region Development Programme (CRDP)*<sup>2</sup>. Although the CRDP has a clear 'economic development' slant, there are key messages of relevance to the Humber Housing Strategy. These include:
- All parts of the city region share common concerns on the need to improve the quality and the range of the residential offer in order to contribute to increased economic performance, improved quality of life and attract/retain people with key skills to move local industry up the value chain;
  - Housing market decisions affect the available skills in cities which in turn affect productivity and unit labour costs;
  - Quality of housing is a key issue in many places;
  - Need to respond to different market segments and address issues which are necessary to attract different groups;
  - Need for continued support for housing led regeneration across the City region with the initial priorities being Hull, Goole, Scunthorpe and Grimsby;
  - Need to manage release of land for housing to support interventions which have frail or failing markets; and
  - New housing should be located on previously developed land to promote sustainable communities and relieve pressure on the suburbs and countryside.
- 2.9 The Humber Economic Partnership (HEP)<sup>3</sup> is in the process of developing a new Integrated City Region Strategy which will set out a programme for addressing housing, transport and economic development within a spatial framework in the Humber. Key strategic messages from the Humber Housing Strategy will be reflected in this document. Future iterations of the Humber Housing Strategy will be informed by the strategic direction set in the Integrated Strategy.
- 2.10 As stated above, although this strategy is clearly about improving the housing offer in the Humber through for example new provision, improvements to existing housing and ensuring that the related housing needs of vulnerable people are addressed, this cannot be achieved by simply considering housing issues or housing investment in isolation.
- 2.11 The Partnership has focussed on developing a shared 'Humber' position to ensure that interventions and investment planned in one area are not to the disadvantage of another. The Humber Economic Partnership has a critical role to play in this agenda and it is

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<sup>2</sup> The geography of the Hull and Humber Ports City Region equates to the combined area of the four local authorities (i.e. the same area dealt with in the Humber Housing Strategy).

<sup>3</sup> Humber Economic Partnership (HEP) is the strategic partnership for sustainable economic development for the Hull and Humber Ports City Region. See [www.humberep.co.uk](http://www.humberep.co.uk) for more information

anticipated that the new Hull and Humber Ports Integrated City Region Strategy will present a valuable opportunity to formalise this joined-up approach and as a consequence increase levels of investment in the Humber. In advance of this strategy being prepared, the HHP has worked closely with HEP and with others to ensure that planned housing interventions complement the activity of others in the sub region. The involvement of Yorkshire Forward in the HHP Board is seen as a strength as this helps to ensure that housing plans are closely linked with wider regeneration priorities in the area e.g. through the Renaissance Towns initiative.

- 2.12 Central to this is the recognition that investment in housing needs to be closely linked to wider economic regeneration and planning priorities. Most of the housing investment in recent years in the Humber has been focussed in those areas already within identified regional and local planning documents. Such locations have the natural advantage of good access to a range of employment opportunities and various services and facilities. Housing investment in such areas can assist directly in encouraging additional investment and jobs and creating the conditions for more successful communities. The Humber Housing Strategy will seek to continue with this focus. Much of the Humber is however essentially rural in character and as such a very different set of issues and challenges exist, for example, a shortage of affordable housing, poor access to services and facilities and fuel poverty. The Strategy adopts an approach which embraces the diversity of the area.
- 2.13 The concept of the Humber as a Global Gateway will continue to be promoted in both the Integrated Regional Strategy and the Hull and Humber Ports Integrated City Region Strategy. Valuable opportunities exist on both banks of the estuary to create new jobs and encourage higher value employment uses. In particular, the South Humber Bank site, which straddles the North and North East Lincolnshire boundary, is the largest employment land allocation in the Humber with deep water access.
- 2.14 Other key locational and investment considerations include the need to:
- Focus most new development in Hull, Scunthorpe and Grimsby/Cleethorpes with lower levels of development in Beverley, Bridlington, Goole and Driffield;
  - Protect and enhance the character of smaller rural settlements through appropriate economic diversification and new housing to meet local needs;
  - Take advantage of major employment growth focussed in and around the main port estates and in corridors based on the A63/M62, River Hull and A180/M180/S Humber;
  - Focus future investment towards Hull city centre as a driver of growth and prosperity in the Humber;
  - Manage growth around Hull to support housing market renewal / regeneration priorities;
  - Promote new and improve existing housing in areas where such investment will support identified economic priority clusters and sectors (e.g. logistics & ports, renewables & chemicals, healthcare & bio-science, food processing and manufacturing/engineering);
  - Secure a healthy housing market for all tenures of housing in the Humber;
  - Deliver large scale housing growth in North Lincolnshire through the proposed Lincolnshire Lakes project as a sustainable urban extension to Scunthorpe;
  - Improve connectivity between the areas main settlements and ports;
  - Diversify and develop the sub area's economy, making the most of multi-modal transport links, ports, city and town centres;
  - Improve educational standards and skills within the Humber through targeted programmes and the promotion of higher value jobs;
  - Safeguard the area's main economic assets and settlements from tidal and fluvial flooding (around 40% of people living in the Humber are at risk of flooding); and
  - Protect the integrity of the Estuary, which provides a unique natural setting to the area and offers a habitat to significant numbers of migrating birds and other wildlife.
- 2.15 This strategy also reflects some of the key messages contained within the Rural Strategy for the Hull and Humber Ports City Region (2009-13). This highlights the shortage of affordable housing as being a key challenge and encourages village adaptation where appropriate, including the provision of more affordable housing solutions. There is a strong focus on market town regeneration and renaissance and to improving connectivity.

- 2.16 There is a strong commitment to produce local housing strategies or plans to ensure that these align closely with the Humber Housing Strategy. Local strategies will set out in more detail how each local authority intends to deliver the strategic priorities established in this strategy. The preparation of these will be timed to provide guidance for the specific funding periods highlighted in Section 7 of this document (i.e. 2011-15 and 2015-19). A more immediate review is required on the south bank as the existing strategy only deals with the period to 2010. On the north bank local strategies will not need to be reviewed immediately as the Humber Housing Strategy largely re-states previously agreed priorities for the period 2010/11.
- 2.17 A range of evidence has been collected and analysed to inform the approach set out in this strategy. A separate document setting out this evidence can be viewed on [www.humberep.co.uk](http://www.humberep.co.uk). There is a strong commitment to keep this evidence base up-to-date (refer to Section 8 for further details). Appendix F of this document sets out the main sources of evidence used.

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## Section 3. Overarching Vision and Strategic Priorities

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### Overarching vision

*Creating balanced housing markets in the Humber, providing people with a range of high quality, affordable housing and related support, positively contributing to sustainability and economic prosperity.*

### Strategic priorities

- 3.1 Three strategic priorities flow from this vision. These are based on the objectives set in the Regional Housing Strategy (Creating better places, Creating better homes and Increasing opportunities of fair access to quality housing for all) and the strategic objectives in the HCA's Regional Investment Strategy 2009 – 11 (Growth, Affordability, Renewal and Sustainability). They also reflect the identified needs and priorities in the Humber as identified through discussions with stakeholders and flowing from the evidence base.
- Strategic Priority 1 - Creating more balanced housing markets in the Humber  

This priority seeks to provide a healthy mix and supply of affordable and market homes in the Humber and to transform a number of weak and failing housing markets through a focussed approach involving both housing and other investment streams. This section focuses on the **Place, Affordability, Renewal** and **Growth** themes referred to above.
  - Strategic Priority 2 - Providing high quality homes in the Humber  

This priority seeks to improve the quality of existing housing in the Humber with a focus on improving living conditions for more vulnerable members of the community and ensuring that the environmental impact of new housing is minimised. Fuel poverty and the threat of flooding are identified as particular challenges in the Humber. This section focuses on the **Homes** theme referred to above.
  - Strategic Priority 3 - Meeting diverse housing needs in the Humber  

This priority identifies a number of vulnerable groups in the Humber where a particular sub regional approach is helpful. The Partnership is keen to highlight the need to adopt a holistic approach to meeting the needs of such people linking in with wider worklessness and financial management objectives. The primary aim is to promote more independent living opportunities. This section focuses on the **Access** theme.
- 3.2 The Sustainability theme identified by HCA is considered to be something which applies to each of the above strategic priorities.
- 3.3 Section 9 of this report sets out in an Action Plan how the Partnership intends to deliver each of the above strategic priorities. A number of additional actions relating to Project and Programme Management are also included in the Action Plan.
- 3.4 The next three sections in the strategy outline progress that has already been made in relation to each of these strategic priorities and how the Partnership intends to focus future effort and resources.



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## Section 4. Creating more balanced housing markets

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### Introduction

- 4.1 Providing housing that is affordable in places where people want and need to live throughout the Humber is a clear strategic priority along with supporting the development of an adequate supply of market housing.
- 4.2 The Partnership will promote a range of interventions to provide a healthy mix and supply of affordable and market housing in the right locations to support wider regeneration and sustainability objectives. The important role of the private rented sector is recognised and supported in this strategy. The strategy provides a focus on larger urban areas as well as responding to the needs of communities living in smaller towns and villages. Interventions will be designed to improve the quality of life for residents living in the Humber and should make a positive contribution to the quality of the environment.
- 4.3 This section sets out the Partnership's priorities for action and is based on a combination of interventions necessary to deliver the identified outcomes based on need and anticipated funding. It is recognised that the economic downturn has had and will have an impact on funding availability and the Partnership recognise the need to review priorities and amend the programme to reflect actual funding available. Frequent reviews of the strategy are planned and these will take into account an assessment of the impact both within the immediate area and the wider housing market to guide where funding should be focused to achieve the best possible outcome for the Humber. A rolling programme of interventions will be developed to deliver the necessary place shaping agenda.
- 4.4 Key priorities in this chapter include:
- Contributing to **place shaping and regeneration** to ensure the city and towns in the Humber are more sustainable and meet the requirements of current and future residents;
  - Delivering enough **market housing** to support the wider economic and regeneration objectives in the Humber;
  - Creating more sustainable communities through the delivery of higher levels of **affordable housing** in both urban and rural areas; and
  - Making better use of the **existing housing stock**.

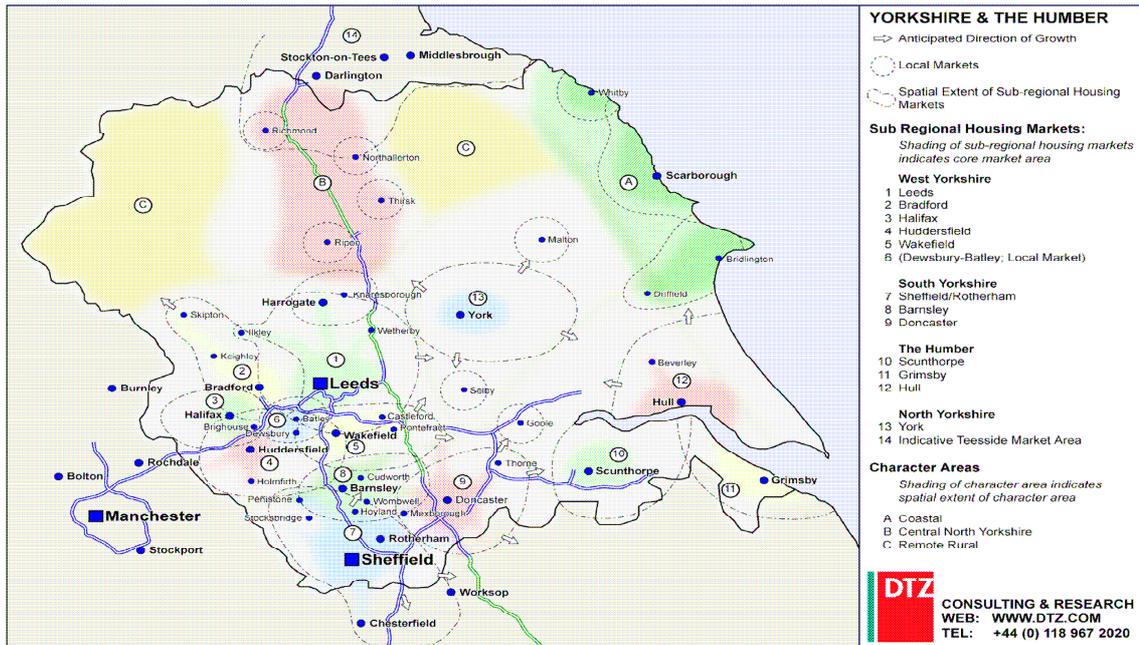
### Context

- 4.5 The Humber offers a wide variety of housing within a range of housing markets that demonstrate various levels of interconnection. The Humber Estuary is a factor affecting the shape of housing markets in the sub area. There is only limited movement across the estuary in terms of both households and travel to work. Commuting patterns highlight significant numbers of people travelling from North to North East Lincolnshire, Doncaster and rural Lincolnshire and from East Riding to Hull, York and Leeds. In practice there are three strategic housing markets in the Humber (based on Hull, Scunthorpe and Grimsby) with a number of more localised sub markets<sup>4</sup>. These are shown in Figure 4 overleaf.

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<sup>4</sup> Refer to DTZ study

Figure 4: Strategic housing markets in the Humber



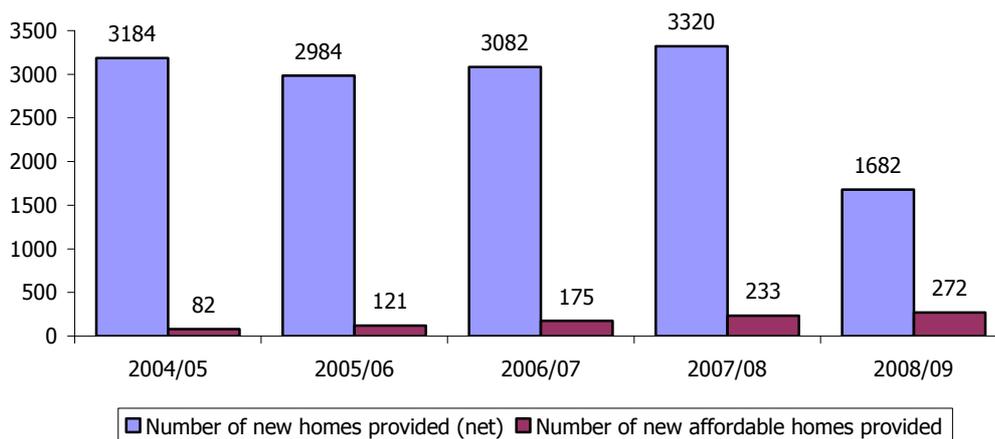
Source: DTZ Consulting and Research

- 4.6 On the north bank of the Humber, the Hull housing market area comprises Hull and a significant part of East Riding including Beverley in the north, Brough in the west and Hornsea to the East. Within this area there are low demand issues with a limited range of housing in Hull and higher housing costs in parts of East Riding. This area relates closely to the Gateway Pathfinder strategic area.
- 4.7 Elsewhere in East Riding there is not a strong market relationship with Hull although as house prices have increased around Hull, the travel to work area has stretched along the Hull to Scarborough train line. The York housing market area has a very strong influence on towns and villages in the north west of East Riding where house prices are relatively high. The Doncaster housing market is also an influence in the western part of East Riding.
- 4.8 A number of sub market areas are identified in the north bank, namely:
- Bridlington and Driffield which includes areas of consistent high housing costs running parallel with the A1079, the main road between York and Hull;
  - The coastal strip encompassing Bridlington, Withernsea and Hornsea;
  - Goole but with links through travel to work patterns to Brough;
- 4.9 The key characteristics of the housing markets in the south bank of the Humber are:
- There is a relatively self contained housing market in North East Lincolnshire with significant movement between Grimsby and Cleethorpes;
  - The Immingham housing market is more independent and the rural communities have different characteristics;
  - North Lincolnshire is also defined as a largely self-contained housing market. Within which there are four sub market areas (Brigg, Barton, Scunthorpe and the rural area). There is also a degree of self-containment within each of these sub areas.
- 4.10 Research undertaken by the Northern Way highlights that across the Humber there is a good mix of housing in terms of range, quality and affordability. This however masks some very significant issues that exist between and indeed within local authority areas. Reference is made in this section of the strategy to significant variations in levels of affordability across the Humber and a similar picture exists in relation to quality (as discussed in Section 5). Achieving a balanced housing market in the Humber requires a more localised approach reflecting the very different market conditions that exist. Cross boundary working is however still important for example to deal with the shared housing market in Hull and the

surrounding parts of East Riding. Within the city, research highlights the need to diversify the range of housing available to create mixed communities, to help retain graduates and to attract people on higher incomes to remain or move into the city. In East Riding there is an increasing need to provide housing that meets the needs of older people. There is a clear trend in East Riding for younger people to leave the area and it is important that attractive and affordable housing is provided to encourage such people to stay. Without such an offer the demographic profile of the area will become increasingly skewed with for example a lack of 'key workers' in locations to serve the needs of the wider community.

- 4.11 The Yorkshire and Humber Plan identifies a need for 3,640 new homes in the Humber each year over the period of this strategy. On average, around 2,850 new homes have been built each year since 2004/5 but with a substantial reduction of around 50% in 2008/9 as a result of the economic downturn. In total 14,252 new homes have been built in the five years 2004-2009, of which about 10% were categorised as affordable housing – this is illustrated in Figure 4. The Government is committed to increasing levels of house building nationally and increased figures may well be included in the new Yorkshire and Humber Strategy. The capacity to deliver higher levels of growth in a sustainable manner will be considered in due course by each of the local authorities. In the short to medium term, proposals for higher levels of development will be influenced by the ongoing economic downturn.

Figure 5: Delivery of market and affordable housing in the Humber



Source: Humber Housing Partnership

- 4.12 The Partnership is keen to ensure that it plays a key role in shaping the housing and regeneration related content of the new Yorkshire and Humber Strategy. Ensuring that appropriate housing targets are included will be central to this. These targets will need to reflect identified levels of need and agreed spatial priorities. In particular it will be important to fully recognised key demographic and migratory trends and projections.
- 4.13 There are high levels of need for social housing across the Humber with almost 27,000 households registered at April 2009<sup>5</sup>. This need varies dependent on income levels and other housing options available. Within the Humber, income levels vary considerably with residents in the East Riding having slightly above national average disposable household incomes, but average incomes in Hull within the bottom five in the UK<sup>6</sup>.

<sup>5</sup> Estimated number of households in the Humber 391,000 (source:2006 household projections produced by Communities and Local Government)

<sup>6</sup> ONS April 2009

- 4.14 Average house prices for all property types in the sub-region vary from £107,000 in Hull to almost £190,000 in East Riding.<sup>7</sup> Lower quartile house prices measure the bottom 25% of property values (representing the minimum entry level to property ownership). In the Humber, East Riding has the most expensive lower quartile property price at £114,000 whereas in Hull it is £68,000.
- 4.15 Long-term empty properties account for just over 2% of all private sector housing in the Humber (or approximately 7,000 properties<sup>8</sup>). In the social sector there are just over 2,000 empty properties or 3% of the total stock. This represents a wasted resource given the level of housing need identified above. It also contributes to falling house prices in neighbourhoods, increased crime and vandalism and a reduction in community safety and neighbourhood cohesion.

### **Place shaping and regeneration**

- 4.16 Within the Humber, there are a number of very weak and failing housing markets. These tend to be focussed in parts of Hull and in some of the larger towns and are similar to the spatial priorities highlighted in the ECOTEC research referred to in paragraph 2.6. Within such areas, there are concentrations of poor quality and empty housing and high levels of smaller terraced properties. The quality of the environment is also often very poor and employment opportunities and limited access to services and facilities contribute to wider problems of deprivation. For many years, areas such as these have seen considerable population drift as people with the means to do so have moved out. This process has tended to intensify the problems in these areas and as a consequence, public confidence has dipped and the reputation in the wider area has deteriorated.
- 4.17 The Gateway Pathfinder initiative in Hull which focuses on two areas in the City and the Advance Humber Towns programme which addresses similar problems in parts of Grimsby, Goole and Scunthorpe are long standing commitments which the HHP has and continues to support. Within these areas, market renewal activity incorporating new affordable and market homes to provide mixed communities, demolition and refurbishment of existing homes will be promoted. Housing interventions will continue to be integrated with environmental and social projects and it recognised that this large scale housing regeneration needs to be incorporated within other place changing activities such as the development of new schools and health facilities through the Building Schools for the Future and LIFT programmes, new and improved green infrastructure, development of improved retail and leisure facilities as well as improved transport and economic development.
- 4.18 Figure 6 illustrates the spatial priorities in the Humber<sup>9</sup>

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<sup>7</sup> Hometrack April 2009

<sup>8</sup> HSSA April 2008

<sup>9</sup> Although not shown on this map, strategic and other bus routes and services play a critical role in what is a very large and essentially rural area.

Figure 6: Spatial priorities in the Humber

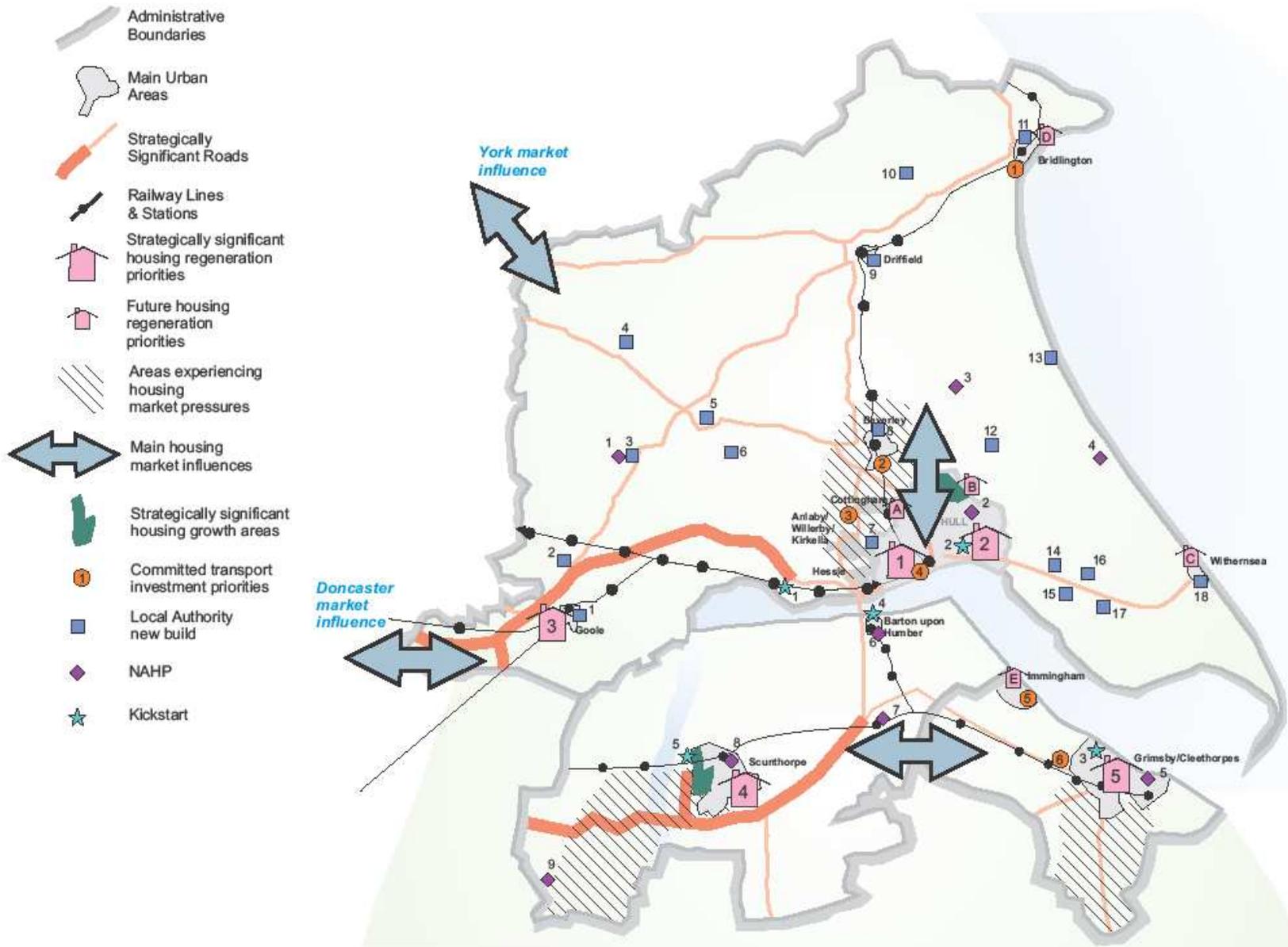


Figure 6: Explanation of symbols

	Local Authority New Build	Units
1	Goole	
2	Howden	
3	Holme on Spalding Moor	
4	Pocklington	
5	Market Weighton	
6	Sancton	
7	Anlaby	
8	Beverley	
9	Driffield	
10	Kilham	
11	Bridlington	
12	Skirlaugh	
13	Hornsea	
14	Hedon	
15	Thorngumbald	
16	Burstwick	
17	Keyingham	
18	Withernsea	
Total	East Riding	331
19	Hull	57
	Kick Start	Units
1	Brough	60
2	Hull	187
3	Grimsby	122

	NAHP	Units
1	Holme on Spalding Moor	23
2	Hull	111
3	Leven	17
4	Aldbrough	20
5	Grimsby	
6	Barton	4
7	Brigg	26
8	Scunthorpe	31
9	Wroot	6

	Strategic housing interventions
1	Gateway Pathfinder NASA
2	Gateway Pathfinder Holderness Rd
3	Advance Grimsby
4	Advance Goole
5	Advance Crosby

	Future housing interventions
A	Orchard Park PFI
B	North Bransholme
C	Withernsea
D	Bridlington
E	Immingham

	Committed / Proposed transport investment priorities	Approx cost
1	Bridlington Integrated Transport	£5.4m
2	Beverley Integrated Transport	£29m
3	A164 Humber Bridge to Beverley	£12.9m
4	A63 Castle Street	£189.7m
5	A160/A180	£95.5m
6	A18/A180 Link Stallingborough	£6.7m

Source: Regional Funding Advice from the Yorkshire & Humber region February 2009

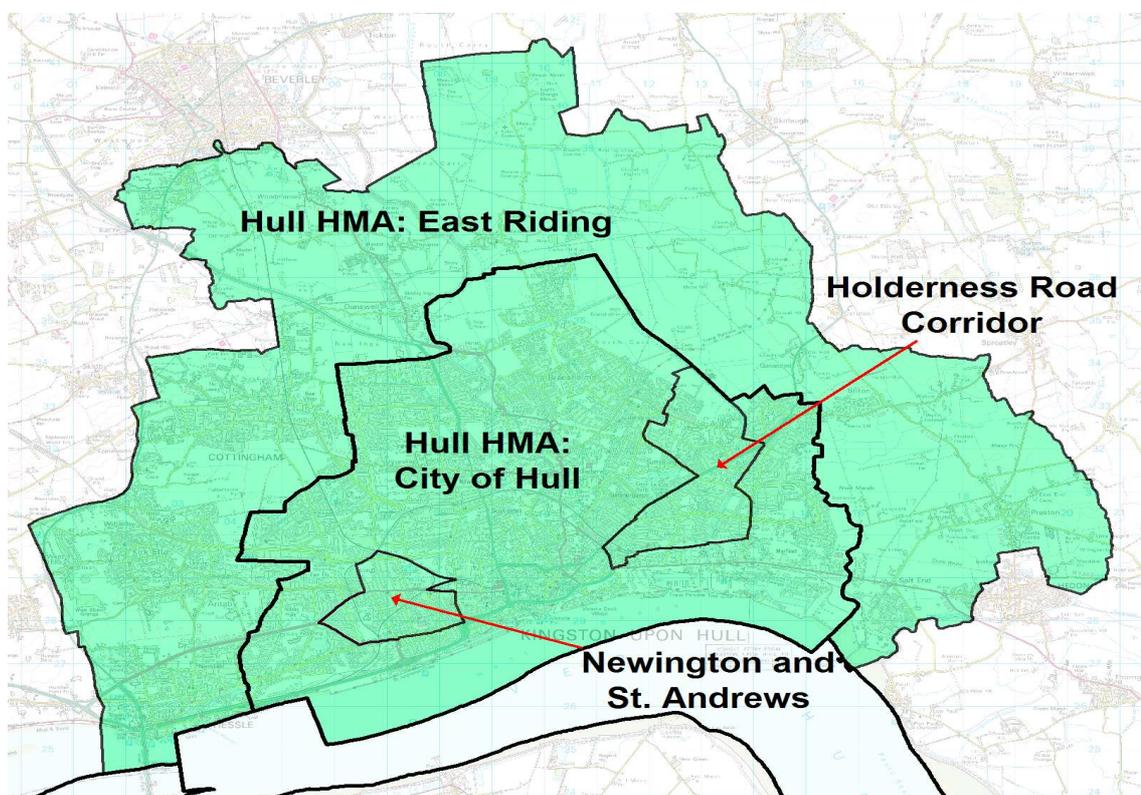
4.19 The emerging Hull and Humber Ports City Region Integrated Strategy will reflect the above strategic housing investment priorities and will demonstrate alignment with other investment priorities and plans. In advance of this, the Partnership is confident that the strategic direction established in the Humber Housing Strategy will complement existing and proposed investment priorities in the Humber. In each of the main urban areas, a range of complementary regeneration, education and health improvement programmes are already underway. Renaissance programmes are ongoing in Goole, Scunthorpe, Grimsby and Bridlington and in a number of other identified market towns such as Hornsea and Howden. Although these programmes rely heavily on public subsidy, prevailing planning policy helps to ensure that a very significant level of new development and private investment is also focussed in these areas. Figure 6 also provides an indication of committed and proposed transport priorities in the Humber. These priorities relate directly to improving connectivity to the key urban areas where other investment is focussed and to improving employment opportunities in the area.

4.20 The following paragraphs summarise the nature of the problems in each of the strategically significant housing regeneration areas, the progress that has been made to date and future proposals.

- Hull and East Yorkshire Housing Market Renewal Pathfinder (HMR)

The Gateway HMR Pathfinder is a partnership between Hull and East Riding Council, developers and housing associations and is focussed on strengthening the Hull housing market (as identified in Figure 5). Focusing activity and investment on Hull not only benefits the city but also the East Riding by reducing pressure for housing in the areas adjoining the City. To date Gateway has secured over £150 million of government funding and is delivering an ambitious long term programme to revitalise Hull's housing market by redressing the imbalance in housing mix and creating more attractive places to live in the City.

Figure 7: Gateway Pathfinder intervention area



Source: Gateway Pathfinder

The Newington and St Andrew's area comprises of high density, small, poor quality housing, predominately in private ownership, with high levels of private rented properties. The focus in this area is on increasing the quality and choice of housing, reducing density and significant environmental improvements.

The Holderness Road Corridor focus is on two areas of predominately social rented housing and one area of predominately owner occupied housing. The housing is generally of poor quality or defective. The focus is on improving the quality and choice of housing and 'joining up' the three areas, by creating networks of connected routes between each area and Holderness Road and to improve the use of green space.

Gateway achievements to date include 150 new homes and refurbishment of over 700 homes all complemented by a range of social and community projects. In the period to 2011, it is anticipated that a further 218 new houses will be built, 1,425 homes will be improved and 437 will be acquired and 710 demolished (including 273 acquired in earlier years). Beyond 2011, Gateway Pathfinder has ambitious plans to build around 6,242 new homes, improve another 4,565 homes and demolish 4080 poor quality or defective properties.<sup>10</sup>

Other strategic housing regeneration activity in Hull is focussed on areas with capacity for large-scale change and where interventions will benefit not only the neighbourhood but also the City and wider area. Regeneration work will focus on:

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<sup>10</sup> Final figures dependent on future funding and the outcome of the Area Action Plan process

- Orchard Park and North Bransholme estates, Hull

This estate is one of the 1% most deprived nationally and consists of a mix of predominantly social rented housing with poor layout and thermal efficiency requiring radical change. Hull City Council are progressing a Private Finance Initiative programme to remodel this estate with a view to delivering a better mix of housing within a programme for overall regeneration of the area. This has commenced with the development of new health facilities, improved district centre and new school provision. This will include 1,700 new homes comprising a mix of both market and affordable housing to rent and buy (resulting in a net increase of 660 houses in the area). The 5-year programme is anticipated to start in 2014 subject to approval of the PFI business case.

Plans for North Bransholme are focussed on improving the standard of what is predominantly Council owned stock and the development of mixed housing options. Options are currently being developed by working in partnership with Riverside Housing Group and local residents through a Tenant Led Stock Option approach. It is anticipated that significant progress will be made in transforming the attractiveness of this area as a place to live throughout the course of the strategy.

Ensuring proposals for Orchard Park and North Bransholme complement and link to the development of Kingswood and the adjoining parts of East Riding of Yorkshire will be a key factor in ensuring the sustainability of the area.

- Hull City Centre

Hull Forward are championing the implementation of the Hull City Centre Master Plan as it is recognised that a successful city centre is a vital part of the strategy to diversify Hull's economy. The provision of new housing is key to achieving this and to support its 'regional city' role<sup>11</sup>. Over the next five years the focus will be on a mixed use waterfront development, building on and enhancing the distinctive character of this area. This will involve up to 430 new apartments and townhouses, offices, retail and leisure facilities and a new public plaza. Hull Forward is leading the implementation of this key development. £10.5m has been allocated by the HCA, including around £7.9m to be invested over the period to 2011. This will be used to support land acquisitions, infrastructure, site preparation and other related activity. It is anticipated that a small number of housing units will be commenced in 2010/11 with the majority starting on site between 2011 and 2014.

Alongside the Fruit Market development, the Humber Quays scheme will contribute to the regeneration of Hull's waterfront. Over the next five years on the East Bank of the City there are plans for significant housing-led, mixed-use development. To bring these plans to fruition £35m is required to 2014 – this figure includes the £10.5m already allocated by the HCA to the Fruit Market.

- 4.21 The HHP recognises the excellent work that has been undertaken in addressing housing market renewal activity in Hull through the Gateway Pathfinder initiative and is keen to learn from such experiences to address similar problems elsewhere in the Humber. Lessons from Gateway Pathfinder have informed housing led regeneration activity in the Advance Humber Towns programme.

- Advance Humber Towns

Elsewhere in the Humber, housing market renewal activity is focussed in a range of larger towns. The Advance Humber Towns programme focuses on areas where there are concentrations of poor housing, poor standards of health and educational attainment, high crime rates and anti-social behaviour. Regional Regeneration and Housing Board funding and funding from HCA and Yorkshire Forward is being used to regenerate these areas and to complement wider economic development activity. The programme is identified as a regional flagship scheme.

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<sup>11</sup> Hull was designated as a regional city in the Yorkshire and Humber Plan

In **East Riding of Yorkshire**, the Advance Goole project commenced in 2004 following a Neighbourhood Renewal Assessment, which highlighted significant housing market problems, especially poor quality and lack of choice in relation to house type and size and a generally depressed housing market. The area provides considerable opportunity for economic expansion with access to the ports and employment land but a key challenge in increasing housing provision is the risk of flooding. To date £12m has been invested in this area to acquire over 100 houses, refurbish around 560 houses and to improve the energy efficiency of 350 houses. Although significant progress has been made in Goole, much remains to be done. An assessment of progress in Goole is currently being undertaken and this will help to inform future activity in the area. This will address community cohesion issues that have arisen in the area relating to the very considerable increase in migrant workers living in the area. It is anticipated that in the period to 2011, Phoenix and Richard Cooper Streets will be cleared and new development will have commenced. A further 140 houses will also have been improved. Beyond 2011, the intention is to improve an additional 1,800 houses in the identified neighbourhood renewal area including ongoing face lifting and housing decency work.

Over the plan period, East Riding of Yorkshire Council intends to roll out this programme of housing market renewal activity in other areas. The focus for future interventions will be in parts of Withernsea and Bridlington. These towns are remote from other larger urban areas and employment opportunities and both display clear signs of housing market weakness. Significant problems exist in terms of decency/disrepair, low property values, limited choice in housing type and wider estate management problems. Bridlington is identified in RSS as a Principal Town. The need for new housing complements the priorities identified in the Bridlington Renaissance Strategy relating to the town centre and a proposed marina development. The scale of intervention proposed in each town will flow from research that the Council is currently commissioning. The outcome in both cases is to transform the housing offer in identified areas with a view to such areas playing a more central role in the wider renaissance agenda.

In **North Lincolnshire**, the Scunthorpe Renaissance programme aims to create a step change in the town's role both regionally and nationally, and to create a high quality of life for local people. A number of transformational projects are underway including the redevelopment of Scunthorpe town centre which will create a vibrant and attractive centre including new, well designed mix use developments and high quality public realm. This incorporates the Advance Crosby project that has seen investment of £3.2 million up to 2010. This has enabled master planning for the redevelopment of the area, the purchase and demolition of obsolete properties and land assembly for redevelopment. By 2011 it is anticipated that 41 obsolete properties will have been acquired and demolished with a further 115 properties improved including energy efficiency measures. Beyond 2011, the Advance Crosby project will enter into a period of redevelopment that will see the provision of aspirational town centre living together with a new primary school and enhanced open space.

Significant housing growth is proposed to the west of Scunthorpe as part of the Lincolnshire Lakes development. This will include around 9,000 new homes and a business park. This sustainable urban housing extension will contribute significantly to the overall need for new housing in North Lincolnshire over the plan period. The Council is also working closely with North Lincolnshire Homes to regenerate the Westcliff area of the town. Initial work with residents has clearly set out aspirations for the provision of new community and retail opportunities together with improved public realm and excellent quality homes.

In **North East Lincolnshire**, there is a focus on the port settlements and their contribution to the Humber's economic renaissance. Activity to date has been focussed on commencing the first stage of the Advance Grimsby programme in the East Marsh ward. In July 2008 a Statutory Renewal Area was declared covering approximately 4000, predominantly pre 1919 terrace properties, in an area adjacent to the dock. The programme, titled Fresh Start East Marsh, is a combination of clearance and housing and, environmental improvement interventions to improve management in the private rented sector and training for local people. The programme will address issues of low demand and poor quality housing to support the economic regeneration of this area. In the period to 2011 it is proposed that the

Council working in partnership with Shoreline Housing and other RSLs will improve 110 houses, clear another 100 and build 80 new houses. Beyond 2011 it is envisaged that the project will accelerate with further clearance and improvement being necessary.

According to the Indices of Multiple Deprivation North East Lincolnshire is the 49<sup>th</sup> most deprived local authority area in England and it is clear that other areas of the borough require attention if low demand and poor conditions are to be halted and for the housing market to fully support economic growth and prosperity. Future interventions will be focussed in a number of areas including West Marsh, Grimsby and those parts of Cleethorpes adjacent to the East Marsh ward in Grimsby. In both of these areas there are similar problems to those found in the Fresh Start East Marsh area. There will also be a focus on other areas including Freeman Street in Grimsby where substantial remodelling of existing social housing is proposed and in Immingham, which displays high levels of housing stress. In each of these areas, housing interventions are intended to support strategically important industries such as port operations, renewable energy, food processing and tourism.

- 4.22 In each of these programmes, the active involvement of local people and stakeholders in progressing plans is a fundamental requirement. The HHP provides an opportunity for partners to work together to identify good practice and learn from each other. A breakdown of funding already committed in these areas together with indicative proposed spends and likely outputs are provided in Section 7. Figure 6 below highlights the main areas where investment will be focussed over the plan period.
- 4.23 All projects are regularly reviewed to ensure that they are achieving the outcome required and further details of the Partnership's monitoring and scheme appraisal system can be found in Section 7 and in Appendix D. The programme will be amended to take into account changes in the housing market as necessary and to reflect the level of funding available in future years.

#### **Providing new market housing**

- 4.24 Increasing the supply of new housing to meet the needs and preferences of individual households contributes towards creating stronger and more prosperous communities. This is a key theme in RSS and a major priority for the Government. New housing will generally be supported where this helps to deliver more sustainable communities and in particular where it helps to support existing and encourage new employment opportunities. The Partnership is committed to supporting growth in appropriate locations and will explore a range of opportunities to deliver new housing in the short to medium term to counter the effects of the recession. The Partnership is actively involved in a range of programmes including the National Affordable Homes Programme, Kick Start, gap funding and local Authority New Build schemes. All schemes are shown in Figure 6.
- 4.25 Each authority has undertaken a Strategic Housing Land Availability Assessment (SHLAA). These confirm a five-year housing land supply of suitable and available land in the four areas. There is capacity to meet needs over a 15-year period in all four areas but deliverability is subject to approval of the Lincolnshire Lakes proposal in North Lincolnshire and in Hull there are concerns about the cost of investment required to make sites viable and the impact on the need for land for other uses such as open space and employment.
- 4.26 Figure 8 below highlights the numbers of new houses built in the Humber over the last five years and the proportion of affordable housing delivered. Overall completions have been around the 3,000 mark although there has been a very significant dip in the final period as a result of the recession. It is likely that completions will remain low for some time as the house building industry recovers from the effects of the recession. The Humber Housing Strategy looks to 2019 and therefore seeks to set out the longer-term projection for delivery of new homes as economic conditions improve. Initiatives such as the Kick Start Programme, aimed at encouraging developers to restart stalled schemes, will be supported across the Humber where they will make the most impact.

Figure 8: New housing provision 2004-2009

Number of new homes provided (net)						Number of new affordable homes provided					% provided through S106 agreements
Year	Hull	ERYC	NL	NEL	All	Hull	ERYC	NL	NEL	All	%
2004/5	513	1374	524	315	3184	14	48	4	16	82	48.7
2005/6	259	1265	1160	218	2984	0	74	12	35	121	50.4
2006/7	688	1391	675	356	3082	44	52	36	43	175	36.6
2007/8	836	1551	486	446	3320	117	59	32	25	233	25.8
2008/9	487	532	337	323	1682	88	59	70	55	272	21.3
<b>Total</b>	<b>2783</b>	<b>6113</b>	<b>3182</b>	<b>1658</b>	<b>13736</b>	263	292	154	174	883	32.05

Source: Housing Flows Reconciliation and Housing Strategy Statistical Appendix 2009

- 4.27 The Partnership will continue to work closely with planners in each of the local authorities and in particular with colleagues in the Humber Planning Board to ensure that the right levels of growth are promoted to complement wider economic, spatial and sustainability objectives in the Humber<sup>12</sup>. Regular reviews of the Humber Housing Strategy will enable strong co-ordination with economic and regeneration objectives and enable opportunities for economic growth to be matched with the most appropriate housing interventions. This will also involve close working with other stakeholders and in particular with developers and landowners. The threat posed by flooding to existing and proposed housing remains a very real one in the Humber and the Partnership will continue to lobby the Environment Agency and other regional and national bodies to ensure that a balanced approach is taken in the Humber. This will be based on an acceptance that the risk of flooding alone should not be a complete obstacle to new development and investment, assuming that such development is in the wider public interest (Section five of the strategy provides more information on this issue).
- 4.28 Although there will be a continuing focus on development in larger urban areas and in particular where this supports the objectives outlined in the previous section (regarding place shaping and regeneration), there is also a need for new development in a range of other smaller rural and coastal towns and villages. The pattern and level of development in different settlements will be informed within each area's LDF. The guiding principle in many smaller settlements will be to provide new housing to meet identified local needs.

### Meeting the need for new affordable housing

- 4.29 Affordable housing is required to meet the needs of eligible households whose needs are not otherwise met by the market<sup>13</sup>. It includes social rented and intermediate housing (which includes housing to rent at higher than social rented but lower than market rental rates as well as shared ownership options). The scale of challenge in the Humber in terms of meeting the need for new affordable housing is considerable although the actual level of need varies between and indeed within local authority areas. There are particularly acute problems in parts of East Riding for example in settlements within the York housing market and to the west of Hull and also in rural communities in North Lincolnshire particularly those in the Isle of Axholme which are influenced by the South and West Yorkshire housing markets. There is also an identified need in many of the regeneration priority areas and in smaller coastal and rural communities where average incomes are often very low.

<sup>12</sup> In addressing sustainability, planning considerations will include biodiversity and the special features of the Humber Estuary as a European Marine Site

<sup>13</sup> Affordable housing should: meet the needs of eligible households including availability at a low cost enough for them to afford, determined with regard to local incomes and local house prices and; include provisions for (i) the home to be retained for future eligible households or; (ii) if these restrictions are lifted, for any subsidy to be recycled for alternative affordable housing (CLG, Delivering Affordable Housing 2006)

- 4.30 Each Council has assessed the need for new affordable housing as part of their housing needs and market assessment. This highlights a need for around 2,500 new affordable houses each year. A significant proportion of this figure relates to identified needs in East Riding of Yorkshire. The actual rate of delivery will depend on a variety of factors including the availability of resources and the capacity to deliver.
- 4.31 In the period from 2004-5 to 2007-8 over 600 new affordable houses were provided in the Humber. Around one third of this was provided through the planning system (through S106 Agreements) with the remainder provided with the assistance of funding from the Housing Corporation (now the HCA), housing associations and in some cases funding from developers.
- 4.32 In the period to 2008-11, it is anticipated that around 1,340 new affordable houses will be delivered in the Humber. This figure is largely based on houses that have already been built or are being built, current commitments (both HCA and schemes involving other sources of public subsidy including Council Housing Challenge funding in Hull and the East Riding of Yorkshire) and an assessment of what else can realistically be provided. A limited contribution from new private sector housing is anticipated over this period. It should be noted that previously agreed targets may be re-negotiated in the light of discussions with Government Office.
- 4.33 Beyond 2011, it is difficult to see this level of provision continuing in the initial years. This is due to the ongoing housing market downturn and pressures on public spending. It is estimated that in the period 2011–15, around 1,550 affordable houses could be delivered in the Humber (based on potential programmes and assumptions about future private sector activity). Actual targets will be confirmed in each area's Local Development Framework. The following paragraphs set out in more detail the pressures associated with delivering these targets.
- 4.34 The current economic downturn has intensified the problems surrounding the delivery of new affordable housing. Although property prices have fallen over the last year or so, this has not compensated for several years of growth. In addition, the housing market has in effect faltered as mortgage finance becomes increasingly difficult to secure. The downturn is also having a very severe effect on both developers and housing associations.
- 4.35 Although the Partnership recognises the benefits of promoting a higher proportion of shared ownership housing, in the short term, social rented housing is seen as a more sustainable option. This relates to ongoing difficulties in selling such houses and mortgage availability. The Partnership will continue to work with the HCA and other stakeholders to deliver the right type and amount of affordable housing in the Humber. Opportunities will be explored to provide affordable housing which can respond to the changing circumstances of people, allowing for example an easy shift from rent to shared ownership.
- 4.36 As with market housing in general, the involvement of planners in delivering affordable housing is critical. The Partnership will promote new planning policies in Local Development Frameworks to increase the proportion of affordable housing through Section 106 agreements and to allocate land specifically for new affordable housing. The pro-active use of 'rural exceptions' policies will be promoted and each authority will be encouraged to establish thresholds and requirements that reflect local circumstances. Such policies should meet locally identified needs and where appropriate complement activity in neighbouring areas. Only through such an approach will a genuinely sustainable approach be developed – helping to minimise population drift from larger urban areas and support the viability of smaller towns and villages. The Partnership remains concerned that the affordable housing requirement for each area highlighted in Figure 8 are not attainable – certainly not in the current economic climate.
- 4.37 Although the scale and nature of the problem varies across the Humber, the Partnership will develop common approaches to assist in delivery. This could for example include a shared approach to assessing the viability of future housing developments that are required to provide a proportion of affordable housing. East Riding of Yorkshire Council has offered to

host a specific post that could provide such a service across the Humber and intends to pursue this as soon as the housing market recovers. The Partnership is also keen to develop literature which could be used across the Humber which outlines the range of housing options available to people including for example the various Homebuy products.

Figure 9: Affordable Housing requirements across the Humber sub region

<sup>5</sup>	<b>RSS housing requirement</b>	<b>RSS affordable housing requirement<sup>14</sup></b>	<b>Lower quartile house price to income ratio<sup>15</sup></b>	<b>Number of new affordable homes needed p.a.<sup>16</sup></b>
<b>Hull</b>	880	Up to 30%	5.4:1	193 net
<b>East Riding of Yorkshire</b>	1,150	40%	7.2:1	1465
<b>North Lincolnshire</b>	750	Up to 30%	6.4:1	373
<b>North East Lincolnshire</b>	510	Up to 30%	5.5:1	445
<b>Humber</b>	3,290			2,476

Source Hometrack /LGYH and local authority housing market and housing needs assessments

- 4.38 Both East Riding and Hull City Council are progressing with plans to build new affordable housing through the Government's 'Housing Challenge' fund. In East Riding, the Council has secured funding to build 330 new houses by 2011 to meet identified needs in a range of towns and villages. This housing is focused largely on meeting the needs of older people although this in turn will free-up larger general needs housing. Funding to deliver 57 houses in Hull has also been secured. In addition, the Orchard Park estate PFI scheme will include new build social housing. Opportunities will also be explored on the south bank to increase the supply of affordable housing. The ongoing review of the Housing Revenue Account subsidy system may impact on the ability and certainly the extent of any ongoing house-building programme.
- 4.39 Securing appropriate levels of public subsidy will be critical in addressing the shortfall in affordable housing. The HCA is seen as a vital partner in this respect. The Partnership will continue to work with a range of stakeholders to increase the provision of both social rented and intermediate options as well as low cost home ownership.
- 4.40 There is a growing challenge regarding the ageing population in the Humber and a future focus will be on developing extra care and other supported housing. Many of these houses are likely to be smaller 2-bedroomed properties. The Partnership will explore opportunities to encourage 'downsizing' where people living in large properties are encouraged to move in to smaller houses. This has the benefit not only of freeing up larger properties for families but also can provide more manageable and affordable housing for single and older people. East Riding of Yorkshire Council will encourage such downsizing through the development of housing for older people as part of the programme outlined in paragraph 4.38 above. Techniques for ensuring the success of such actions will be shared with other partners.

<sup>14</sup> Revised figures due on completion of HMA revision expected later this year

<sup>15</sup> A higher proportion of income is used to fund house purchases by people with lower incomes buying lower priced houses

<sup>16</sup> Targets for affordable housing will be set out in each authority's Local Development Framework and informed by the Housing Market and Housing Needs Assessments. Delivery of affordable housing will include bring properties back into use that have been empty or converting existing dwellings into affordable units.

### Best practice in the Humber: the work of the rural housing enablers



The Partnership continues to contribute towards the cost of two rural housing enablers in the Humber. This project has succeeded in delivering a number of affordable housing schemes in East Riding, North and North East Lincolnshire. A good example of this project can be found in Kirton, a small town in North Lincolnshire with a good range of local services, recreation facilities and transport links. A housing needs survey carried out by the Rural Housing Enabler in May 2001 in partnership with the Town Council identified 28 households in housing need and showed support for affordable housing development.

An exception site adjacent to existing housing was identified, and the Longhurst Group made a successful bid for grant funding for 10 affordable homes. Construction began in January 2008. All properties were allocated to households with a strong local connection. The scheme was officially opened in October 2008.

A new resident said, "My new bungalow is absolutely amazing. I was in rented accommodation before this and the rent was exactly double what I will be paying now. I have been on the council list for four years but it has been worth the wait."

### Making better use of the existing housing stock

- 4.41 Although the development of new housing is perhaps the most obvious way to meet identified needs, there are also opportunities available through making better use of existing housing. In 2008, 2.15% of all private housing (around 7,000 properties) in the Humber had been vacant for more than 6 months, although the figure in Hull is considerably higher at 3.5%. Concentrations of empty houses tend to be found in the main regeneration priority areas. Figure 10 below sets this in context against the national and regional picture and shows that whilst the sub region performs slightly better than the Yorkshire and Humber region as a whole it has a higher proportion of long term empty homes when compared with many of the regions or indeed nationally.

Figure 10: National empty homes

Government Office region	Total no of private sector homes (inc RSL)	Empty private sector homes (inc RSL)		Percentage of private sector homes vacant for more than 6 months (excl RSL)
		Total	Of which: have been vacant for more than 6 months (excl RSL)	
North East	904,617	40,685	21,896	2.43%
North West	2,824,425	122,632	64,332	2.28%
Yorkshire & Humber	1,814,686	90,768	42,566	2.35%
East Midlands	1,565,798	62,134	29,797	1.90%
West Midlands	1,919,112	69,002	33,780	1.76%
East of England	2,155,671	54,169	29,262	1.36%
London	2,446,705	75,706	28,804	1.18%
South East	3,256,572	84,205	36,073	1.11%
South West	2,110,534	52,692	20,401	0.97%
<b>ENGLAND</b>	<b>18,998,120</b>	<b>651,993</b>	<b>307,001</b>	<b>1.62%</b>

Source: Housing Strategy Statistical Appendix 2009

- 4.42 In all areas of the Humber there are local initiatives focussing on reducing the number of long-term empty properties. These include the development of private sector leasing in East Riding and a pro-active approach to the identification of high profile empties in North East Lincolnshire with subsequent CPO proceedings. The Partnership will draw upon these and other initiatives to develop a common approach to dealing with empty properties across the Humber. This should be of benefit not only to officers in each of the local authorities (in terms of sharing best practice and efficiency savings) but also to homeowners in terms of understanding what assistance may be available.
- 4.43 In the Humber, three of the four authorities have adopted Choice Based Lettings (CBL) as their method for allocating council and RSL dwellings, with the East Riding awaiting the results of the North Yorkshire pilot before making a final decision. The Government has provided funding for the introduction of sub regional CBL schemes and this will be implemented in North and North East Lincolnshire by 2011.
- 4.44 The Partnership will continue to explore opportunities to make best use of the existing social housing through promoting schemes that enable tenants to 'downsize' to more appropriate housing or to advertise mutual exchanges via the internet. The Partnership will work pro-actively with partners to find ways to reduce levels of empty properties where concentrations exist or where such properties act as a blight to the wider area. The Partnership will also look at developing effective schemes that allow residents on social housing waiting lists to access the private rented sector using best practice from the homeless charity Crisis. More information on Housing Options is found in section six under the heading 'More sustainable and cost effective services'.

### **Key actions**

- HHS 1.1 Deliver ambitious housing numbers within the Humber in a sustainable way, which supports the regeneration of urban areas while allowing appropriate growth in rural areas and taking account of physical constraints such as flood risk, coastal erosion and environmental designations;
- HHS 1.2 Deliver place shaping role and address issues of low demand by linking physical regeneration of neighbourhoods including delivering a density and mix of housing to meet needs and aspirations with wider investment plans and priorities to promote community cohesion;
- HHS 1.3 Increase provision of affordable housing, both social rented and intermediate options including shared and deferred equity and intermediate rented housing as well as low cost home ownership;
- HHS 1.4 Promote more effective use of the existing housing stock by bringing empty properties back into use with a focus on particular hotspots and high profile properties; and
- HHS 1.5 Develop a consistent sub regional evidence base relating to housing market performance and the need for and delivery of affordable housing.

## Section 5. Providing high quality homes in the Humber

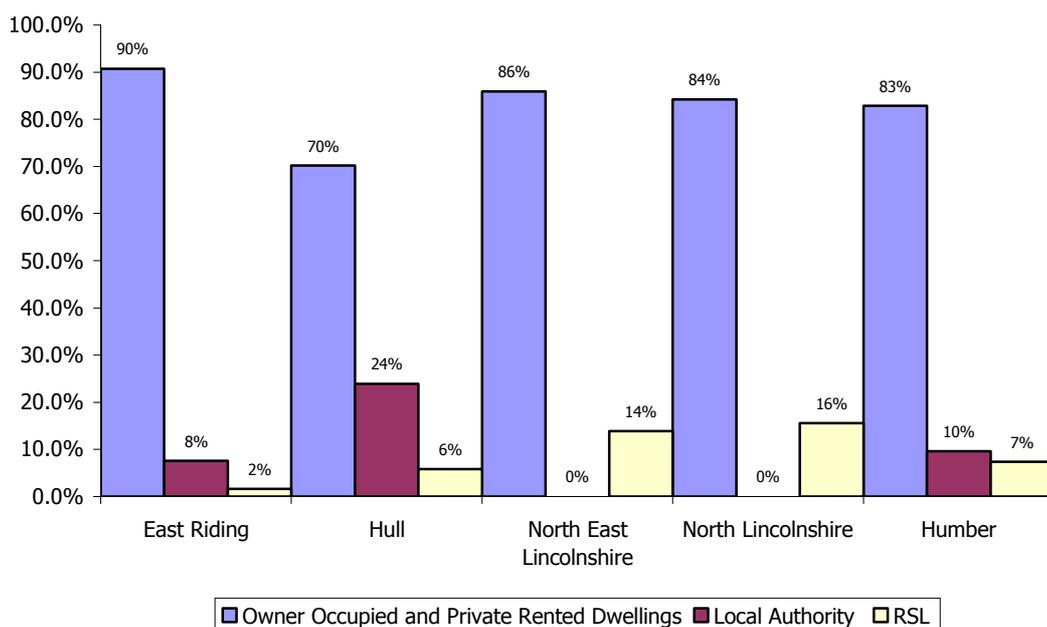
### Introduction

- 5.1 There is a wide range of housing quality issues in the Humber due to the diverse nature of the area, which combines rural, urban and coastal characteristics. Particular problems exist in the private sector and in many cases, this relates to more vulnerable households. Poor quality housing affects people's life chances and impacts on health and well-being. At the neighbourhood level, a poor quality environment can result in a lack of community cohesion, reduced expectations and increased levels of anti social behaviour. Particular problems in the Humber relate to fuel poverty, the condition of older terraced property and privately rented housing.
- 5.2 The Partnership is committed to ensuring that everyone has the opportunity to live in a safe, warm and secure home that meets the government's decency standards and is environmentally sustainable. This relates to both existing and new housing.
- 5.3 Key priorities in this chapter include:
- **Improving the quality of existing housing** in the Humber with a focus on the most vulnerable households;
  - Focusing attention on measures to address **fuel poverty**; and
  - Encouraging **more sustainable housing** through higher design standards and improvements to the existing stock.

### Context

- 5.4 There are just over 400,000 dwellings in the Humber with around 66% on the north bank and 34% in the south. The majority (83%) of this housing is privately owned although the levels of home ownership vary considerably with 70% in Hull as compared to 90% in East Riding of Yorkshire (see Figure 9 below). Although most of this housing relates to owner-occupiers it also includes private rented housing. With uncertainty in the housing market and in particular, difficulties in accessing housing on the open market, the role of good quality private rented housing is becoming increasingly important. Social housing accounts for the remaining 17% of housing in the Humber.

Figure 11: Housing tenure, April 2008



Source: Housing Strategy Statistical Appendix 2008

- 5.5 In relation to the quality of private housing, the scale and nature of the problem is very difficult to quantify as the numbers involved are so large and data can only be obtained from stock condition surveys (which are based on random samples of dwellings). The Partnership will endeavour to ensure that consistent stock condition surveys are undertaken at agreed periods of time. This will help to establish a more robust evidence base in future years against which prioritisation decisions can be taken and performance monitored.
- 5.6 The table below shows that almost 90,000 private sector properties in the Humber are classified as non-decent. Of these, just over 23,000 contain vulnerable occupiers. The Government previously encouraged local authorities to aim to have at least 75% of all vulnerable households living in decent housing by 2020. Although this requirement has now been withdrawn (and replaced with a requirement to reduce numbers on an annual basis) the Partnership still sees this as being a useful measure for improving the quality of housing for those in greatest need.

Figure 12: Non decent private sector dwellings occupied by vulnerable households

Baseline info from latest SCS	ERYC (2007)	Hull (2009) <sup>17</sup>	NE Lincs (2007)	N Lincs (2008)	Humber
Number of non decent private sector homes	41,000	17,409	12,223	19,190	89,822
Number of vulnerable households (A)	22,480	40,216	14,390	8,345	85,431
Number of vulnerable households living in non decent homes (B)	8,030	6,616	5,950	2,562	23,158
Number of vulnerable households living in decent homes (C) (A – B)	14,450	33,600	8,440	5,783	62,273
75% of vulnerable households (D) (75% of A)	16,860	30,162	10,792	6,258	64,072
No. necessary to improve to meet 75% target (E) (D – C)	2,410	0 (exceeded target by 3,438)	2,352	475	5,237 <sup>18</sup>
Cost to make decent based on average cost of £4.4k per property	£10.60M	0	£10.35M	£2.09M	<b>£23.04M</b>
Number of non decent properties containing vulnerable households that need to be improved per annum across the Humber between 2010 and 2020					523

Source: Local Authority Stock Condition Surveys 2007 -2009

- 5.7 The area with the highest proportion of vulnerable households living in non-decent housing is North East Lincolnshire at 41% followed by East Riding at 36%. Stock condition evidence for Hull is currently being validated to confirm that the 2020 target will be met. Attention will still be focussed on improving the quality of housing for vulnerable people in Hull, as it will be in North Lincolnshire, which only needs to improve a relatively small number of properties to meet the target. Overall, it is estimated that around £23m will need to be spent in the Humber to achieve 75% decency for vulnerable households.
- 5.8 It is recognised that decency is an issue for many other people living in the Humber and that to address this would require hundreds of millions of pounds of investment. The Partnership is keen to promote wider improvements in the quality of private housing in the Humber and considers that an additional £10m is required. This is particularly the case in regeneration priority areas where a more holistic approach is required. This would allow for the improvement of just over 200 additional houses containing non vulnerable households each year over the course of the plan. In total therefore the Partnership will seek to meet an annual target to improve 750 properties each year including both vulnerable and non vulnerable households.

<sup>17</sup> Figures for Hull are provisional

<sup>18</sup> Figures for Hull have been taken as zero rather than a credit to avoid masking the problem for the other three authorities

- 5.9 In relation to social housing, East Riding of Yorkshire and Hull City Councils have retained their own housing stock whereas on the south bank both authorities have transferred their stock to a Registered Social Landlord. Shoreline Housing Partnership own and manage former council housing in North East Lincolnshire and North Lincolnshire Homes own and manage former council housing in North Lincolnshire. The Government requires that all social housing should be made decent by 2010/11. Figure 13 shows the percentage of social housing that had failed the Decent Homes Standard as at March 2009.

Figure 13: Percentage of non decent social housing

	% of homes that fail the Decent Homes Standard	
	Council	RSL
<b>Hull</b>	36%	2%
<b>East Riding</b>	14%	7%
<b>North East Lincolnshire</b>	-	8%
<b>North Lincolnshire</b>	-	29%

Source: Regulatory Statistical Returns for RSL data and NI 158 for Council

- 5.10 Hull and East Riding Councils both have investment plans, signed off by Government Office, confirming that they intend to make 100% of council housing decent. East Riding will achieve this from within their own resources by 2010 whereas Hull City Council are pursuing an asset led mixed funding programme which should enable them to achieve decent homes at an enhanced standard. Both authorities will explore opportunities to jointly procure services for the ongoing maintenance of social housing. A range of housing associations on the north bank manages around 9,000 properties. Less than one percent of these are non decent and it is anticipated that all will meet required decency standards by 2010.
- 5.11 On the south bank, North Lincolnshire Homes will not meet the Government's decency target until 2012 although again a higher standard is being delivered. Shoreline Housing Partnership is committed to meeting the decency standard as a minimum by 2010. North East Lincolnshire Council is in discussion with other RSLs to ensure compliance with the 2010 target.

### **Improving the quality of the existing housing stock**

- 5.12 Improving the quality of existing housing in the Humber remains a priority. As discussed above, proposals and funding are in place to meet decency standards in social housing and each organisation is committed to improving standards in the long term. In relation to private housing, almost £27m will have been spent in the period 2008–11 on improving 1,900 houses and specifically on improving the energy efficiency of 1,125. Continuing with this programme of investment will remain a significant call on available resources throughout the plan period.
- 5.13 Comparing the Humber region with the rest of England all four authorities follow the national trend and demonstrate high levels of private housing that fail the Decent Homes Standard due to category 1 hazards, primarily for excess cold and falls. The percentage of properties that fail the standard due to the thermal comfort criterion is much greater in the Humber compared to England as whole. Improving energy efficiency and preventing falls in the home can result in fewer admissions to hospital and a reduction in excess winter deaths (which went up by 43% in the region in 2008/09<sup>19</sup>).
- 5.14 Enforcement action also contributes to improving decency and the Partnership is keen to ensure that each of the local authorities fully utilises the powers available through the Housing Act 2004 to enforce landlords and owner-occupiers to improve housing quality in the private sector. This will include mandatory licensing for HMO's. The HHP Private Sector Housing Group is developing best practice from around the sub region, which will also help to ensure that a consistent and cost effective approach is developed. An inter authority audit of all local private sector enforcement and assistance policies will also ensure that good practice is shared amongst key stakeholders. Opportunities will be explored to secure private rented

<sup>19</sup> <http://www.statistics.gov.uk/pdfdir/deaths1109.pdf>

sector tenancies for low-income families, in particular when government funded incentives have been provided.

#### Focus for investment

- 5.15 The Partnership intends to continue to focus investment on improving houses within the identified regeneration priorities (listed in the previous section). These areas have been identified partly through stock condition surveys but also on the basis of wider social and economic evidence. Given the scale and nature of the Humber however, it would be inappropriate to focus solely on these areas. Poor quality housing occupied by vulnerable people is found in many other settlements. The Partnership is committed to increasing the number of vulnerable households living in decent homes and will focus funding accordingly.
- 5.16 The available evidence from stock condition surveys suggests that as well as focussing on the identified spatial priorities, the following should be the focus for investment in future years:
- Improving decency standards in pre 1919 properties;
  - Improving decency standards in privately rented housing;
  - Resolving category 1 hazards – particularly in relation to excess cold;
  - Improving energy efficiency across all tenures; and
  - Bringing empty properties back into use.
- 5.17 Although there are concerns about the quality of some private rented housing in the Humber, such housing makes a valuable contribution to the overall range of housing available and to the creation of mixed communities in the Humber. It offers a viable alternative to social housing for low-income families and for other people who choose or are unable to purchase property. Working alongside the Humber Landlords Association, the Partnership is keen to develop a Humber Landlord's Accreditation scheme to help landlords understand their duties and give recognition to the more responsible ones. This would build upon individual schemes operating in different parts of the Humber and would help to ensure a consistent approach for landlords operating in the area.
- 5.18 Related to this, the HHP is working to develop an area based approach to standards in private rented housing and to providing joint benchmarking for monitoring improvements and will work with the National Landlords Association and other landlords to facilitate this. Critical to this is the proposal to establish a sub-regional private landlord's forum, which will feed into the wider Partnership. This offers opportunities to share best practice and to ensure that future investment and improvements are focussed in the most appropriate areas and that they offer value for money. This forum will be closely linked to the Private Sector Group, which has already been very effective in sharing information and good practice. For example, the group has worked together (along with other partner agencies) to develop a Fire Safety Protocol that has been adopted across the Humber.
- 5.19 The Partnership recognises the need to shift from grants to an approach that relies more heavily on loans. By 2010/11 the four local authorities will have signed up to the regional 'Homes and Loans' product, which offers affordable loans for people with a limited income. This can assist with essential repairs and improvements to make a home decent and as a contribution towards Disabled Facilities Grants. In addition, the Partnership is keen to develop the existing relationship with the Credit Union to deliver loans. This could build on the 'HomeCheque' scheme that is operated by the Hull and East Riding Credit Union which offers homeowners an interest free loan of up to £5,000 to make essential repairs to their home.
- 5.20 A sub regional landlord loans scheme is already in operation which complements the Regional Homes and Loans scheme. This was developed in response to the relatively high levels of poor quality privately rented accommodation in the Humber. Although funding for this scheme is currently very limited, the Partnership will continue to support such activity. The respective local authorities also offer a number of local loans products and consideration will be given to either combining these into a single Humber product or simply removing

them and relying on the regional product. The Partnership is keen to avoid duplication of effort and to develop a 'simple' range of products.

#### **Best practice in the Humber: Improving privately rented accommodation**

Hull City Council is working with partners including the Humber Landlord's Association, Gateway, Humberside Police, and Humberside Fire and Rescue Service to improve standards of housing and the environment in the Alliance and De La Pole and Shire Street areas of Hull. The PEAL Project will:

- offer free home fire safety checks;
- provide access to community wardens and environmental rangers to tackle problems;
- provide extra resources to tackle anti-social behaviour;
- target enforcement to improve security to vacant properties;
- offer help to home owners and landlords who cannot physically or financially maintain their homes; and
- offer private tenants the opportunity to join a new Hull Accredited Tenant Scheme (HATS) and offer landlords the opportunity to join the Hull Accredited Landlord Scheme (HALS).

- 5.21 Although the shift from grants to loans is supported, this needs to be done in a sensible timescale. In addition, there will always be circumstances where loans will not be appropriate e.g. for the most vulnerable households and for certain types of improvement. It will be for the individual local authorities through their Housing Assistance Policies to set out the use of grants in future years.
- 5.22 The Partnership also recognises the importance of drawing in funding from additional sources and is keen to work with local authority and NHS commissioning bodies to attract funding that will enable interventions to be developed that improve the quality of housing in the Humber and prevent ill health from occurring or worsening. In addition, the Partnership will continue to work with energy suppliers to help them meet their carbon reduction targets and improve the energy efficiency of housing across the Humber (see 5.27 below).

#### **Addressing fuel poverty**

- 5.23 It is estimated that 56,000 households in the Humber fall in to the category of fuel poverty where more than 10% of household income is spent on heating costs. Hull displays the highest incidence of fuel poverty with an estimated 23,000 households followed by East Riding of Yorkshire with nearly 14,000, North East Lincolnshire at 11,000 and North Lincolnshire at 8,000. Particular problems are experienced in more remote locations that are not on the gas network.
- 5.24 East Riding of Yorkshire Council and North East Lincolnshire have included NI 187 as part of their respective Local Area Agreements. This indicator measures the number of households in receipt of means tested benefits living in low energy rated properties and the proportion that live in high energy rated properties. Three-year targets have been agreed and signed off with the Regional Government Office. Hull City Council has included increasing SAP ratings in council dwellings as a stretch target. The Partnership has supported a number of schemes in recent years focussed on addressing fuel poverty for example providing cavity wall and loft insulation and a range of alternative technologies such as solar thermal and air source heat pumps.
- 5.25 All four authorities operate schemes where referrals are made to the Government's Warm Front programme, where households living in cold properties that are vulnerable either through age or health can access help to make their home more energy efficient or advice on maximising their income. Across the Humber nearly 20,000 households have received assistance under these schemes since 2004/5.

- 5.26 Over the past five years over 30,000 low cost insulation measures have been installed in the Humber as a result of partnership arrangements with energy suppliers. The Partnership is keen to expand current partnering arrangements to maximise levels of funding and to deliver additional energy saving measures in homes across the Humber. In June 2009 a consortium of local authorities and housing associations operating in the Yorkshire and Humber region, along with two community interest companies (Community Energy Solutions and Yorkshire Energy Services) submitted an Expression of Interest to Yorkshire Forward for funding from the European Regional Development Fund (ERDF). The proposal is to deliver innovative energy efficiency measures in the most income deprived areas and includes working in partnership with a major energy supplier to draw in money from the Government's £350m Community Energy Savings Programme. If successful, the project will deliver an extensive programme of retrofitting energy saving measures to properties across all tenures, lifting many households out of fuel poverty.
- 5.27 The Partnership is also keen to ensure that any regeneration led housing activity provides every household in the neighbourhood with, as a minimum, Home Energy Advice and where applicable, improves the energy efficiency of the property or signposts the householder to where they can access financial assistance or have works undertaken for free.

#### **Best practice in the Humber: Tackling fuel poverty in East Riding of Yorkshire**



East Riding of Yorkshire Council has worked for a number of years with Community Energy Solutions to improve affordable warmth in properties that are off the main gas network. £400,000 has been invested by CES over two years to provide air source heat pumps to almost 100 properties. This contributes to environmental sustainability as a renewable source of energy and helps to lift people on low incomes out of fuel poverty. The programme

is marketed as helping to create warmer homes that are cheaper to run; with the added benefit of being good for the environment.

The Council has developed a strong national reputation for this type of intervention and is keen to develop further innovative approaches. This includes being part of a pilot study run by the Rural Services Network on behalf of the Commission for Rural Communities, which aims to ensure that people in rural areas receive the best possible support and services to help reduce their fuel bills, save energy and reduce illnesses. The outcomes of the project will be shared nationally.

#### **Encouraging more sustainable housing**

- 5.28 Although significant attention needs to be given to improving the existing stock of housing, it goes without saying that opportunities need to be taken to improve the quality and design of new housing. This section outlines the measures that the Partnership will promote to ensure that the quality of both new and existing housing in the Humber continues to improve. Reference is also made to ensuring that both existing and new development is not adversely affected by the risk of flooding but that this risk alone should not prevent new development from taking place.
- 5.29 The Partnership endorses the requirements promoted through the Government's Code for Sustainable Homes and will encourage compliance with the introduction of tougher standards of design. All publicly funded housing must meet Code level 4 by April 2010. From 2016 the Government has set a target that all new homes must be built to zero carbon standards or Code level 6. The Partnership recognises that for developers to achieve Code 6 can add between £19,000 for a flat to £48,000 for a detached house to the unit cost for a development. Although costs are likely to reduce through innovation and economies of scale, the impact on delivery is still a concern to the Partnership. A special forum on this

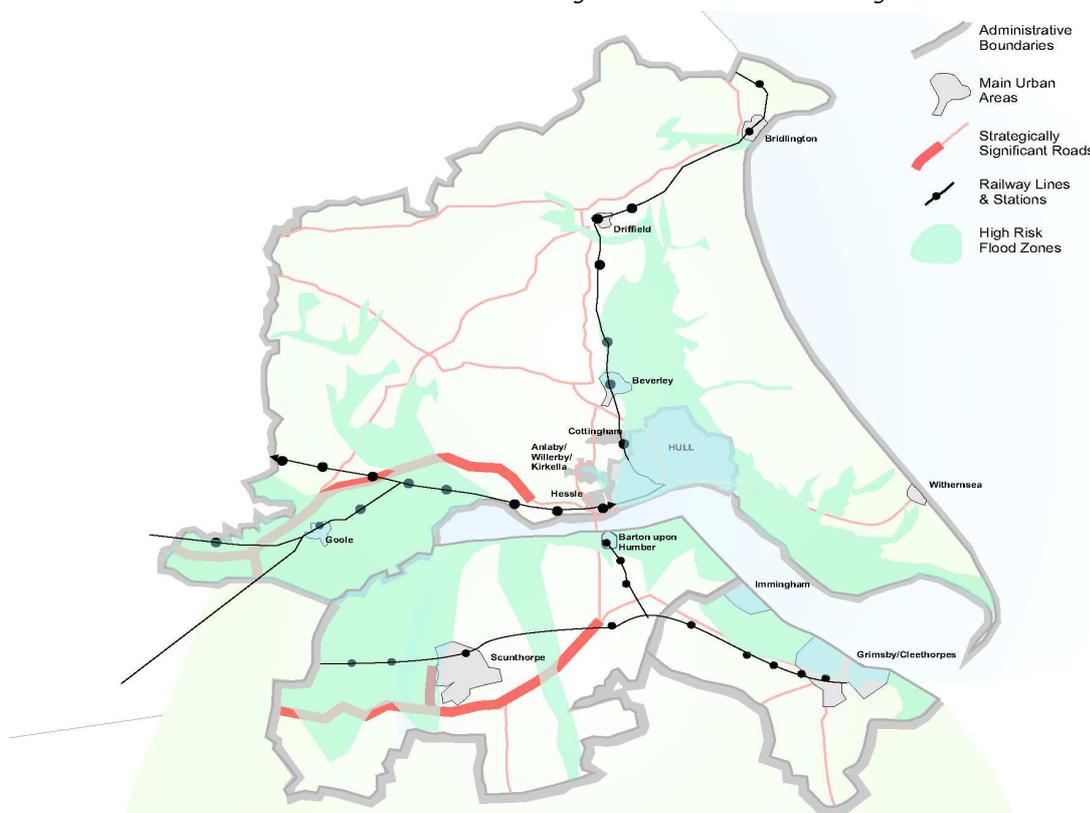
issue will be arranged by the Partnership to enable developers to share best practice information and to minimise the impact of these regulations on the housing market.

- 5.30 As well as meeting the Code for Sustainable Homes, new housing should be flexible to meet the changing needs of the occupiers (Lifetime homes, lifetime neighbourhoods) and be functional, attractive and sustainable (CABE, Building for life criteria). The relationship between housing, health and well-being is not just about the physical structure of the building but also about the neighbourhood in which buildings are situated, the impact on the environment and on the wider community. Housing density, outside space, security and safety, landscaping, parking, play areas etc all contribute to well designed neighbourhoods. The Partnership will work closely with planners and with the Humber Planning Board to ensure that new development is designed to high standards and that best practice from within the Humber and elsewhere is used to inform the development of a 'Humber Housing Standard'.

#### Dealing with the risk of flooding

- 5.31 The risk of flooding is a particular challenge in the Humber (see Figure 14 below). Parts of these areas coincide with areas where the Partnership is actively promoting significant housing led regeneration such as in Hull, Goole and Grimsby. The Lincolnshire Lakes proposal is also affected by the risk of flooding. The Partnership is in discussion with both HCA and the Environment Agency and will continue to lobby to ensure that future funding and planning decisions are taken in a balanced fashion. Although the threat of flooding is often a very real one, there are other considerations such as the need for regeneration and economic growth, which suggest that more pro-active and creative solutions will be required. The Partnership appreciates the importance of minimising risks for vulnerable groups of people, including for example older people, and will seek to ensure that more sensitive forms of development are not placed in areas where there is a high risk of flooding.

Figure 14: Areas at risk of flooding in the Humber sub area



Source: Humber Housing Partnership

- 5.32 Flooding problems also exist in relation to delivering affordable housing in smaller rural communities. The provision of such housing will always be to meet identified local needs. Suggesting that new affordable homes should be provided elsewhere to avoid the threat of flooding will not help to address such needs. In addition, the costs associated with mitigating the risk of flooding will often make such development unviable. The Partnership is keen to ensure that the relative costs of mitigation are understood by HCA and that comparisons with grant levels elsewhere are not used as a reason for rejecting Humber proposals.
- 5.33 The Partnership will continue to work with planners (and in particular through the Humber Planning Board) to ensure that best practice in managing the risk of flooding is shared and that a consistent line is taken by the Environment Agency. Hull City Council have developed a Strategic Flood Risk Assessment (SFRA) which overcomes many of the problems listed above and the Partnership sees this as a model for dealing with similar problems elsewhere. The preparation of SFRA's and flood management policies in Local Development Frameworks will seek to address the risk of flooding associated with new development. The Partnership is very keen to explore opportunities and identify funding to minimise risk to existing housing within flood risk areas. This could include 'flood proofing' of existing housing, promoting reduced density housing schemes and a range of flood management measures to facilitate 'safe evacuation' and/or refuge areas. There are already good examples in the Humber where development has proceeded in areas of high flood risk (see below).

#### **Best practice in the Humber: Minimising the risk of flooding**



In North East Lincolnshire much of the East Marsh Renewal Area in Grimsby is within an area that the Environment Agency has identified as at high risk of flooding. Agreement has been reached in this area that social benefits from development and regeneration outweigh the risks. The Havelok development in Roberts Street is a good example of designing to protect new property against flood damage in a high flood risk area. The properties are built on three levels with living areas on the 1<sup>st</sup> and 2<sup>nd</sup> floors, above flood level. Ground floor car parking and other flood mitigation measures were agreed with the Environment Agency to minimise risks associated with flooding and reduce the impact on residents. This approach will be used as a model to deal with similar circumstances in other areas.

#### Tackling climate change

- 5.34 Housing accounts for around 27%<sup>20</sup> of the UK's carbon emissions, a major cause of climate change. Across the Humber just over 2,000 tonnes of carbon are emitted each year from domestic properties<sup>21</sup> and although figures for NI 186: (per capita reduction in CO<sup>2</sup> emissions in the LA area) showed a 4.2% reduction across the Humber in emissions between 2005 and 2007 (the latest available data), much more needs to be done to help householders to reduce their carbon emissions.
- 5.35 The Government's consultation on the Heat and Energy Saving Strategy sets a target for emissions from existing buildings to be zero by 2050. This is in addition to the Code for Sustainable Homes commitment to make all new homes zero carbon by 2016. Hitting these targets will require radical action and funding solutions. Energy suppliers are required to achieve energy efficiency savings as a consequence of the Electricity and Gas (Carbon Emissions Reduction) Order 2008. This is achieved in part by entering into partnering agreements with local authorities to provide energy efficiency measures at a subsidised cost

<sup>20</sup> <http://www.communities.gov.uk/documents/planningandbuilding/pdf/803784.pdf>

<sup>21</sup> Summary Local CO<sup>2</sup> emissions, sector and fuel details, Defra

to private households. Such partnerships can then be supplemented by funding from the RR&H Board.

- 5.36 The planning system has a significant role to play in tackling climate change through ensuring that new housing is located in close proximity to employment and other essential services and facilities or is well placed to access public transport services. This is key to delivering more sustainable patterns of development.
- 5.37 The Partnership will encourage stakeholders to consider opportunities to minimise the impact on the environment through future housing interventions. This relates to the location and design of new development and proposals to improve existing housing including thermal comfort interventions.

### **Key actions**

- HHS 2.1 Continue to develop an evidence base relating to housing quality and ensure that information is comparable across the Humber;
- HHS 2.2 Achieve the Decent Homes Standard for social housing and focus available resources towards improving the quality of private sector housing in identified intervention areas and address the needs of vulnerable households elsewhere;
- HHS 2.3 Undertake an inter-authority audit of all local private sector enforcement and assistance policies and share best practice with key stakeholders;
- HHS 2.4 Work closely with private sector landlords to promote the contribution of such housing to meeting identified needs and to improving quality standards;
- HHS 2.5 Continue to work closely with the Environment Agency to develop an evidence based and pragmatic approach which recognises the threat posed by flooding but balances this against wider economic and social priorities avoids areas at risk of flooding where possible, ensures new development is safe where it is needed in areas at risk, and that opportunities are taken to make existing development in areas at risk safer; and
- HHS 2.6 Work closely with planners and other stakeholders to ensure that improvements to existing and new build housing contribute positively to tackling climate change.



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## Section 6. Meeting diverse housing needs in the Humber

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### Introduction

- 6.1 The Partnership firmly believes that targeting resources towards more vulnerable members of the community and encouraging opportunities for greater independence can have significant benefits and can help to create stronger and more prosperous communities. This can contribute directly towards reducing social exclusion and worklessness and enhancing people's quality of life.
- 6.2 Key priorities in this chapter include:
- Focussing future sub regional interventions towards **households in greatest need** including opportunities for independent living for older people, young people, people that are homeless or threatened with homelessness and Gypsies and Travellers; and
  - Developing **more sustainable and cost effective services** that are aligned with wider health and well-being objectives.

### Context

- 6.3 The national policy context regarding choice and opportunities for independent living is well established and each of the organisations in the Partnership has well developed strategies in place to address locally identified priorities. The relationship to the provision of housing support is vital and a sub regional Supporting People group exists to ensure that best practice in this area is shared with other stakeholders and that there is a close affinity with the wider work of the Humber Housing Partnership itself. This is critical in aligning ongoing capital programmes with revenue from related Supporting People activity.
- 6.4 The Partnership understands the concern of some support providers that changes to the Supporting People Grant, which equates to £27m in the Humber in 2009/10, could lead to future cuts in services to vulnerable people in need of housing related support to maintain their independence. The benefits of maintaining existing housing related support services and developing new ones will be promoted by the Partnership through this Strategy.
- 6.5 To strengthen this commitment, the Yorkshire and Humber Regional Housing Support Group is developing a regional strategy for housing related support. Key issues from this will be incorporated in the Yorkshire and Humber Strategy. This will demonstrate the benefits of Supporting People services and evidence the financial savings that can be achieved compared with more expensive alternative provision, for example residential care. It will also promote the outcomes for vulnerable people and the strategies contribution to PSA16<sup>22</sup>, which seeks to increase the proportion of at-risk individuals in settled accommodation and employment, education or training.
- 6.6 This section of the Humber Housing Strategy focusses on issues where shared approaches may be possible, particularly where outcomes for people could be improved through shared activities and where common issues arise in more than one local authority area. It is recognised that vulnerability can be a temporary or a permanent state and the needs of such people can be met in a variety of settings, such as shared specialist supported housing, hostels, and residential care homes, but for the majority floating support in general needs housing is the norm. The priorities listed in the previous two sections dealing with affordability and improving the quality of housing will in many cases address the needs of vulnerable groups highlighted in this section.

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<sup>22</sup> PSA16 relates to care leavers, offenders under probation supervision, adults with secondary mental health problems and adults with learning disabilities

6.7 A number of specific groups are highlighted in this section where a sub regional policy steer is considered to be particularly useful. This relates to the size of the particular group and / or the nature of their housing needs. These groups include vulnerable older people, younger people, people that are homeless or threatened with homelessness and Gypsies and Travellers. As stated above, the list of vulnerable groups in the Humber is considerable including those with mental health or physical disabilities, BME groups and people with alcohol/drug dependency. Generally the needs of these groups will be best met at the local level in the respective Housing and Supporting People Strategies. These promote a range of models for delivering appropriate housing and related support services, including small clusters of supported housing with access to shared extra care facilities. The Partnership will continue to develop a better understanding of the needs of the wider community and if necessary will refine the list of sub regional priority groups in due course through commissioning specialist research.

### **Older People with support needs**

6.8 The number of older people living in the Humber is growing rapidly and at a pace which is faster than both regional and national trends. Figure 15 shows the percentage increase in the over 65's and over 85's anticipated between 2006 and 2031. By the end of this period it is predicted that there will be a ratio of one retired person for every 2.7 working age people.

*Figure 15: Percentage increase in older people living in the Humber*

	<b>Percentage increase 65+ 2006 - 2031</b>	<b>Percentage increase 85+ 2006 - 2031</b>
<b>East Riding</b>	94%	182%
<b>Kingston upon Hull</b>	49%	90%
<b>North East Lincolnshire</b>	59%	126%
<b>North Lincolnshire</b>	87%	170%
<b>Humber</b>	76%	149%
<b>Yorkshire and the Humber</b>	62%	127%

*Source: ONS*

6.9 Together with the need for suitable housing this will place increasing pressure on care and support services. This is demonstrated through unprecedented levels of demand for places in existing Extra Care housing schemes, and newly commissioned ones, which have uncovered many previously unknown care needs. Extra Care housing can take a variety of forms and provides a range of services for both older people and other vulnerable adults.

6.10 Increasing the level and quality of Extra Care provision in the Humber is an important priority. The approach proposed is to build on initial successful but limited provision of extra care housing by developing a programme that will provide for a mix of new build and enhancement of existing sheltered schemes. These will act as a geographical focus for older people in the locality. Improvements will include upgraded and new accommodation and community / care facilities for existing residents and those living in the surrounding area and the introduction of digital technology to provide telecare and telehealth facilities This will contribute directly towards increasing the supply of independent living opportunities and the creation of mixed communities.

6.11 Ashby Meadows in North Lincolnshire is a good example of what can be achieved. This provides 51 secure retirement apartments for people aged 55 and over with care needs. The apartments are all available to rent at an affordable price. Similar to other such facilities, it includes a restaurant, hair and beauty salon, sensory gardens, activity room, an on-site manager, and 24-hour on-site support. Hull City Council is developing a Department of Health PFI scheme to provide new extra care housing. The HHP will ensure that lessons learnt from this and other projects are shared and that opportunities to access funding for such development such as through the Private Finance Initiative and working with a range of partners are explored. The private sector is likely to have a significant role in delivering such facilities. It will be vital to ensure that future provision meets the needs of the wider community.

- 6.12 The Partnership is committed to exploring opportunities in the Humber to allow people to remain in their own homes or in other sheltered accommodation where they can lead a largely independent life. This can be achieved through re-modelling of existing sheltered housing schemes or through adaptations and improvements to people's houses and general advice and support including helping older people to release equity in their property to undertake essential repairs or modifications. The Partnership will monitor the success of a range of current interventions and report on the scope for future shared approaches.

### **Vulnerable young people**

- 6.13 In the Humber it is recognised that there is a shortage of housing for vulnerable young people, particularly in areas with high house prices within North Lincolnshire and the East Riding. Many young people are forced to move out of their local area and travel long distances to maintain their support networks and education/training. This is particularly a problem for young care leavers where support is often desperately required. In such cases, young people can easily get into difficulty and end up seeking assistance under homeless legislation.
- 6.14 In Hull the Young Persons Support Service acts as a single point of access helping to ensure appropriate referrals to schemes across the city. It has been highlighted as an example of good practice by the National Youth Homeless Scheme. In East Riding a new supported housing scheme for young people is being developed in Bridlington, using funding from the Regional Housing Board. This has involved close working with colleagues in Hull. The Council hopes to roll out this scheme elsewhere in East Riding to meet identified needs.
- 6.15 A similar project in North Lincolnshire is the 'Build your Future' scheme, which is a partnership between North Lincolnshire Council and Longhurst & Havelok Homes. This aims to develop new affordable housing with associated support for young people in education, employment or training. To date the project has delivered 16 new homes with another six in the pipeline. Such opportunities are greatly valued by young people as is outlined below and the Partnership is keen to roll out this programme further.

#### **Best practice in the Humber: "What my new flat means to me"**



"My new flat means the world to me, I feel so unbelievably lucky to have been given the opportunity to live in one. My flat is absolutely gorgeous; I really couldn't of dreamt of anything better. I think it's really good that not only do they give you a flat but they are there to support you and give you advice on such things as filling in forms and setting up bills, basically to just help you in keeping your flat running if you need it. I strongly believe that for some young people its not just a case of been given a new flat, for some it's a brand new start in life. I believe that projects like these are excellent and many more are needed in North Lincolnshire because there is an extremely high demand for accommodation for young people. I am ever so grateful for my new flat and appreciate what everyone has done to enable me to have my brand new flat".

- 6.16 The Humber has some of the highest rates of teenage pregnancy in the country with conception rates for under 18's in Hull, North and North East Lincolnshire all well above regional and national figures. Consideration is being given in the sub region to the development of an educational programme to highlight and address this issue. As with vulnerable young people in general, there is a need for a range of supported accommodation options including move on accommodation for young parents.

## Gypsies and Travellers

- 6.17 Good practice on site provision and enforcement recommends that authorities co-operate on their approach and timetable for delivery and where possible to seek opportunities for cross-authority working to meet Gypsy and Traveller needs. Information sharing on local patterns of movement and encampments can also inform the development of future housing and planning policy at a district level.
- 6.18 Although only a very small component of the overall population of the Humber, the living conditions of many Gypsies and Travellers are extremely poor. The housing issues faced by this community and related health and wellbeing issues alongside the transient nature of the community, suggests that a sub-regional policy response is required. There are a total of 179 authorised pitches on 11 sites (7 in the north bank and 4 in the South).
- 6.19 Figure 16 below shows the results of a benchmarking study commissioned by LGYH. This used data from each local authority's housing need assessment to conclude pitch requirements in the Humber to 2017. This found that an additional 142 residential and 20 transit pitches are needed, 4 of which are for travelling showpeople.

Figure 16: Gypsy & Traveller pitch requirement in the Humber

	Additional pitch requirements 2008-2017		Transient requirements	Travelling showpeople	
	Years 1-5	Years 6-10		Years 1-5	Years 6-10
East Riding	32	0	5	0	0
Hull	36	17	5	0	0
North East Lincolnshire	10	3	10	0	0
North Lincolnshire	34	10		2	2
<b>Humber</b>	<b>112</b>	<b>30</b>	<b>20</b>	<b>2</b>	<b>2</b>

Source: Salford University

- 6.20 Funding has been secured in both East Riding and North Lincolnshire to help address the identified shortfall in provision and improve existing site conditions. The selection of new sites to meet identified needs will be addressed through the respective Local Development Frameworks that each authority is preparing. This will be dealt with in a coordinated way to ensure that needs are largely met where they arise. Through joint working it is hoped that in some cases shared sites will be developed meeting needs in more than one area in locations that are within easy access of essential services. Any new sites will be developed in full consultation with Gypsies and Travellers, taking into account literacy issues and with regard to government best practice.
- 6.21 The Partnership is keen to develop advice and guidance for the Gypsy and Traveller community regarding best practice in identifying and delivering small-scale private sites including advice on the planning system. Such sites in appropriate locations can contribute to meeting identified needs and can often be more popular than larger council managed sites. The Partnership will work with a range of stakeholders to produce literature that helps to overcome some of the very negative preconceptions that exist about this community.

## People that are Homeless or at risk of homelessness

- 6.22 Homelessness in the Humber decreased overall in 2008/09 with the number of households in temporary accommodation and households accepted as homeless both falling by around 50% from the previous year. This is largely due to the homeless prevention agenda that has been developed across the Humber and following the introduction of the homeless prevention fund. Positive actions have included tenancy deposit schemes, family and landlord mediation schemes and debt / legal advice.
- 6.23 Across the Humber, nearly 4,500 households were prevented from becoming homeless and making a presentation for re-housing in 2008/09. This is clearly good news and has an impact on the availability of housing for others in need. In addition to local schemes such as family and landlord mediation, the Government has released funding to help households at

risk of losing their home as a result of the recession. The Partnership will seek to develop a sub regional response to these new funding opportunities. This will include the appointment of temporary staff to provide housing options advice across the Humber and the potential alignment of repossession prevention funding streams with the regional mortgage rescue scheme.

- 6.24 The Partnership is keen to develop private rented access schemes to allow easier access with suitable housing for people threatened with Homelessness.

**Best Practice in the Humber: A coordinated approach to tackling homelessness**



In March 2009 the Humber collaborated on a 'Specification Planning Day' with Homeless Link and providers of housing related support in the region. This focussed on developing a tender specification for a supported housing scheme for young people and a direct access hostel for homeless people. The event brought together people working in the sector and forged contacts between different organisations and local authorities. This is a good example of the partnership working that goes on in the Humber.

- 6.25 Although considerable progress has been made in the Humber, homelessness and the threat of homelessness remain a priority for the Partnership, as such people are regarded as being amongst the most vulnerable in the community. The number of people sleeping rough in the Humber has historically been fairly low (less than 30). However, the Partnership is aware that this figure will fluctuate due to the transient nature of the client group and it will be vital to engage proactively with the voluntary and community sector to keep numbers under review.
- 6.26 There is currently a shortage of emergency accommodation for people that are homeless or at risk of becoming homeless in the Humber. The Partnership is keen to increase the supply of such housing and to improve the range of related services for those in greatest need. Although there are advantages in providing housing and related services in larger urban areas each authority is committed to developing a more local response to identified needs. This can help to keep particularly vulnerable people in close contact with networks of families and friends.
- 6.27 In 2008, Hull and North Lincolnshire successfully received funding from the 'Places of Change' initiative to replace two existing hostels in Hull and replace these with a purpose built hostel and develop a new one in Scunthorpe. The new centre in Hull, due to open in 2011 will provide state of the art accommodation and will incorporate social enterprise initiatives and personal training and employment programmes for residents. The Partnership supports the delivery of these two schemes and will seek to ensure that additional support services are commissioned that prevent people from sleeping rough.

**More sustainable and cost effective services**

- 6.28 The government is keen to ensure that housing services are built into the wider worklessness and social exclusion agenda and is encouraging local authorities to develop enhanced housing advice services. Such advice can have a very positive impact on individual households and can help to sustain local housing markets. In the Humber, Hull City Council has been granted 'Kick Start' funding from the CLG to achieve this. This will help in tackling not just the household's immediate housing problem but also those issues that prevent them from accessing and maintaining accommodation such as mental health, physical disability or finance and debt problems or drug / alcohol abuse. Lessons from Hull's experiences together

with best practice from within the Humber and elsewhere will be used to drive forward where appropriate common approaches across the Humber.

- 6.29 The Partnership will continue to explore opportunities to deliver specific housing interventions which seek not only to meet identified housing needs but also to provide related employment and training opportunities. The Humber has previously supported a number of apprenticeships that provide valuable training in construction skills for vulnerable young people. Some of these, like the Project Horizon initiative in Grimsby involve young homeless people refurbishing empty properties and moving into them when completed. The Partnership will consider whether such activity could be developed at the sub regional level. Given the level of renewal activity likely to take place throughout the plan period, the Partnership is also keen to ensure that training and employment opportunities are offered to local people. Best practice in this area will be shared between stakeholders with a view to developing a minimum requirement to employ and train local people. The Partnership is keen to learn from the experiences in both Hull, through the Gateway Pathfinder programme, and in North East Lincolnshire through Shoreline's Project Horizon.
- 6.30 It is recognised that nationally there is increasing demand for disabled adaptations to enable people with physical and sensory disabilities to adapt their homes to make them safer and to live more independently. According to a report by Foundations (the National Body for Home Improvement Agencies) demand is set to continue rising particularly amongst older people and children at a time when funding is decreasing. This is a key issue in the Humber, given estimates of growth in the number of older people living in the area (refer to Figure 15). In 2008/9, just under £6.5m was spent in the Humber on 879 (+ *NELC info awaited*). The Partnership will seek innovative solutions to commission and provide disabled adaptations more efficiently to thereby maximising resources.
- 6.31 The Partnership is particularly keen to explore how services can be improved through the introduction of new technologies. The 'Lifeline' system, which operates in East Riding is a good example of such technology. This system helps to reduce hospital admissions and maintain opportunities for independent living. Such technology can be applied in a range of different circumstances but it is considered to be particularly valuable in more rural locations where service delivery is often very difficult and costly.
- 6.32 Although the relationship between quality of housing and health is generally recognised, this is an area where the Partnership is relatively weak. It is proposed therefore that a representative of the health sector should be formally invited to sit on the HHP Board. This should allow not only for health issues to be considered more fully in the work of the Partnership but also importantly that the health sector are more fully informed of key future housing interventions and investment proposals. This will allow for better alignment of investment and planning. An independent Health Impact Assessment of this draft strategy is due to be undertaken with a view to incorporating relevant findings in the final published version. Key priorities regarding health will focus on the ageing population in the Humber and the high level of households living in fuel poverty.

### **Key actions**

- HHS 3.1 Work closely with health sector to maximise funding streams to improve the quality of existing homes and prevent the need to access acute health services;
- HHS 3.2 Develop a better understanding of the housing needs of all vulnerable groups in the Humber and share best practice;
- HHS 3.3 Work closely with the Humber Supporting People group to consider the implications of Supporting People funding becoming part of local authorities main stream funding and ensure / improve alignment of revenue with capital programmes;
- HHS 3.4 Maximise opportunities to deliver new Extra Care Housing schemes for older people and vulnerable adults, working in partnership with RSLs and the private sector;

- HHS 3.5 Develop cross regional and cross tenure partnerships to support the re-housing of vulnerable groups across local authority areas;
- HHS 3.6 Ensure that health and equalities issues are fully assessed in promoting future housing interventions.



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## Section 7. 2009 – 19 Investment Programme

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### Introduction

- 7.1 The scale of the challenge highlighted in this strategy is considerable as are the level of resources required to deliver the vision. The Partnership feel strongly that funding provided to the Humber in recent years has been insufficient to address the range of problems and needs that exist. This has had the consequence of firstly storing up problems for the future and secondly in difficulties developing the capacity to deliver significant investment programmes. Considerable progress has been made over the last couple of years to ensure that the Partnership is geared-up to deliver a much larger programme of interventions and this is reflected in the ambitious proposals included in this strategy.
- 7.2 Although this strategy looks to 2019, there is clearly uncertainty about the level of funding that will be available in future years and indeed the prospects for the wider economy. The Partnership is mindful of the ongoing impact of the economic downturn and the consequences for future public finances. This section of the strategy sets out in broad terms the investment required to deliver a range of identified strategic housing priorities in the Humber. It may be that if anticipated levels of funding are not forthcoming that a fairly immediate review of the strategy will be required. In any event, the strategy may have to be reviewed in the light of the sub-regional Single Conversation which is due to take place with HCA. This is discussed in more detail at the end of this section.
- 7.3 Future housing investment proposals set out in this Strategy are closely aligned with other major investment programmes in the Humber. In a very general sense this relates to ensuring that the delivery of new housing, improvements to existing housing and an increasing focus on vulnerable households complement wider economic and regeneration priorities set out in the Hull and Humber Ports City Region Development Programme (and emerging priorities in the Hull and Humber City Region Integrated Strategy). In particular the Gateway Pathfinder and Advance Humber Towns programme relate directly to other significant investment programmes, e.g. Building Schools for the Future, strategic transport infrastructure improvements and health investment. Similarly, housing interventions elsewhere are designed to complement other identified priorities including market town renaissance programmes. Specific funding priorities are addressed in more detail in Section 4.
- 7.4 The Partnership continues to see 'place based' interventions as being the top priority through the life of the strategy. Should anticipated funding be reduced significantly, each local authority will seek to protect investment priorities in the areas identified in Section 4 of this document (namely, the Gateway Pathfinder and Advance Humber Towns intervention areas). Depending on the availability of resources, this may involve a reduction in programmed activity or an extension in the time required to deliver previously agreed priorities. This commitment will contribute significantly to improving the quality of the existing housing stock but of course will not address such issues away from the identified priority areas. Each local authority will need to determine how best to address this issue to ensure greatest impact and to address local priorities. This is likely to involve a greater focus on more vulnerable households. A shift in emphasis from grants to loans will also have a positive benefit in terms of making best use of a potentially shrinking budget.
- 7.5 The Partnership is also keen to ensure that the growing need for affordable housing in different parts of the Humber is protected through any future funding cuts. The use of public funding for such housing will be increasingly focussed to complement private sector investment with the assumption that more affordable housing will be provided in larger urban areas where S106 contributions can be expected. Although it will be for the individual local authorities to propose how programmes will be altered to deal with reductions in available funding, the HHP Board will have a critical role to play in ensuring that such changes still contribute to meeting the strategic priorities established in this strategy.

## The scale of the challenge

- 7.6 It is estimated that there is a need for investment in excess of £420m for the period from 2008 to 2019 to address the key requirement for substantial place shaping activities through the Housing Market Renewal Programmes (Gateway and Advance Humber Towns). Around £69m will be required over the period 2011-15 to deliver an additional 1,550 new affordable houses (assuming that one third of these are delivered through the planning system with no requirement for public subsidy). This funding will come from the HCA, a range of housing private developers and other stakeholders. In order to continue with a programme of private sector decency work across the Humber, it is anticipated that around £35m will be needed (much of this figure forms part of the place shaping total referred to above). Most of this funding will be directed towards improving housing conditions for the most vulnerable households. For the first three or so years of the strategy there will be an ongoing commitment to improve the condition of social housing to meet decency standards.
- 7.7 The Partnership will also develop sub regional proposals to access and align funding streams when there is a clear benefit to the sub region to do so and have demonstrated a commitment to work together to address common issues. For example, agreement has been reached to use the £60,000 provided to the Humber by CLG to reduce repossessions to fund specialist housing support officers based on the north and south banks.

## Future investment periods

- 7.8 The strategic investment proposals in this strategy follow the regional approach set out in the Yorkshire and Humber Regional Funding Guidance produced by LGYH in February 2009 and the subsequent HCA Investment Strategy. This looks at three distinct funding periods and highlights the priorities within each. A relatively detailed picture is painted of the first period reflecting work that has either already been undertaken or is committed. The level of funding available beyond 2011 is as yet unknown.

## Preparing for recovery (2008-11)

- 7.9 The main investment priorities in this period will include;
- Increasing provision of affordable housing;
  - Addressing the need to support people with mortgage / debt problems to remain in their own homes;
  - Progressing major housing led regeneration projects – the Gateway programme and Advance Humber Towns are regional priorities;
  - Supporting longer-term delivery of housing objectives through site acquisition and preparation activities; and
  - Increasing the level of decency within the existing housing stock.
- 7.10 Funding requirements for this period are set out in Figures 17 and 18. This information reflects a broad range of funding activity over which the HHP has varying levels of control. Although the scale and availability of funding is limited in some cases, cumulatively this 'package' of investment reflects the strategic housing investment programme in the Humber. The HHP Board is committed to ensuring that over this, and in future investment periods, a more holistic approach is adopted regarding this broad spectrum of housing activity and related investment plans and priorities.
- 7.11 The **Single Housing Pot** has already provided just over £11m in 2008/09, a further £8.5m is available in 2009/10 and £6.64m in 2010/11. The 2010/11 figure reflects a 20% reduction in the original 2010/11 allocation. This reduction reflects national re-prioritisation of available funding to ensure delivery of new affordable housing (e.g. through the LA New build and Kick Start programmes). Proposed spending priorities and levels of output have been amended as appropriate using the scheme appraisal criteria set out in Appendix G. Over this 3-year period, it is anticipated that a total of # houses will have been acquired for demolition and a further # will have been demolished. In addition to this, it is anticipated that # private

sector homes will have been improved, including a significant number of energy efficiency improvements.

- 7.12 Despite the reduced allocation in 2010/11, the Partnership is confident that it can continue to deliver the broad investment priorities, albeit in some cases at a slower rate than originally anticipated. In some cases, difficult decisions have had to be taken to slip identified priorities in to the next investment period. The place based priorities focussed on Gateway Pathfinder and the Advance Humber Towns programme have been largely safeguarded in this exercise. Any further cuts in this period are likely to have a profound effect on the ability to maintain momentum.
- 7.13 In addition to the funding listed in Figure 17, the HCA also supports a range of other interventions including for example, the redevelopment of the Hull Fruit Market. This scheme has an allocation of £10.5m (subject to annual approval). An additional £24.5m is required to bring other waterfront regeneration plans to fruition, including housing-led mixed use development of the River Hull East Bank Strategic Development Area.

Figure 17: Actual spend in the Humber 2008-09

Ref No	Humber Sub Region  Capital Investment	Humber Authorities 2008/09 Actual					Humber Authorities 2008/09 Actual									
		ER	Hull	NEL	NL	Total	Source of Funds								Total	
		All Resources					RRHB	HCA	CLG	S106	Own Funds	Pru borrow	ERDF	Other	Lever-age	
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	
	Council /Ex Council Housing															
1	LA Decent Homes	8,172	33,995	0	0	<b>42,167</b>	0	0	30,971	0	692	8,653	0	1,851	0	<b>42,167</b>
2	LA Disabled adaptations	1,233	3,284	0	0	<b>4,517</b>	0	0	270	0	4,244	0	0	3	0	<b>4,517</b>
3	LA Communal/Estate works/repairs etc	635	16,125	0	0	<b>16,760</b>	0	0	176	0	459	16,125	0	0	0	<b>16,760</b>
4	LSVT Decent homes Gap/Single Pot Funding	0	0	976	6,953	<b>7,929</b>	976	0	6,953	0	0	0	0	0	0	<b>7,929</b>
5	Hostels/Homelessness	225	0	0	50	<b>275</b>	275	0	0	0	0	0	0	0	0	<b>275</b>
6	Advance Humber Towns	3,517	0	1,224	970	<b>5,711</b>	5,634	66	0	0	11	0	0	0	0	<b>5,711</b>
7	Private Sector Renewal	1,144	4,378	775	1,163	<b>7,460</b>	4,366	0	0	0	3,094	0	0	0	0	<b>7,460</b>
8	Empty Properties back into use	230	0	0	0	<b>230</b>	91	0	0	0	139	0	0	0	0	<b>230</b>
9	Energy Efficiency Measures	334	0	66	81	<b>481</b>	374	0	0	0	85	0	0	22	0	<b>481</b>
10	National Affordable Housing Programme	1,626	2,325	3,650	1,525	<b>9,126</b>	123	8,645	0	10	348	0	0	0	0	<b>9,126</b>
11	Housing Market Renewal Fund	0	29,600	0	0	<b>29,600</b>	0	0	29,600	0	0	0	0	0	0	<b>29,600</b>
12	Disabled Facilities Grants	2,017	1,622	2,175	553	<b>6,367</b>	0	0	3,138	0	3,229	0	0	0	0	<b>6,367</b>
13	Travellers and Gypsy Sites	48	0	0	0	<b>48</b>	0	0	48	0	0	0	0	0	0	<b>48</b>
14	Extra Care Facilities	7	0	0	0	<b>7</b>	0	0	0	0	7	0	0	0	0	<b>7</b>
	<b>Total Investment</b>	<b>19,188</b>	<b>91,329</b>	<b>8,866</b>	<b>11,295</b>	<b>130,678</b>	<b>11,839</b>	<b>8,711</b>	<b>71,156</b>	<b>10</b>	<b>12,308</b>	<b>24,778</b>	<b>0</b>	<b>1,876</b>	<b>0</b>	<b>130,678</b>

Figure 18: Committed spend in the Humber 2009-11

Ref No	Humber Sub Region	Humber Authorities 2009/11 Actual/Estimated					Humber Authorities 2009/11 Actual/Estimated									
		ER	Hull	NEL	NL	Total	Source of Funds									
Capital Investment		All Resources					RRHB	HCA	CLG	S106	Own Funds	Pru borrow	ERDF	Other	Leverage	
		£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
	Council /Ex Council Housing															
15	LA Decent Homes	16,725	75,682	0	0	<b>92,407</b>	0	0	59,745	0	3,317	29,335	0	10	0	<b>92,407</b>
16	LA Disabled adaptations	2,275	6,582	0	0	<b>8,857</b>	0	0	0	0	8,857	0	0	0	0	<b>8,857</b>
17	LA Communal/Estate works/repairs etc	1,690	14,535	0	0	<b>16,225</b>	0	0	0	0	1,690	14,535	0	0	0	<b>16,225</b>
18	LA Challenge Fund (New build) R1 & R2 (Bids) <sup>a</sup>	55,554	6,476	0	0	<b>62,030</b>	0	29,801	0	0	0	32,229	0	0	0	<b>62,030</b>
19	LSVT Decent homes -Gap/Single Pot Funding <sup>b</sup>	0	0	0	16,460	<b>16,460</b>	0	0	16,460	0	0	0	0	0	0	<b>16,460</b>
20	Hostels/Homelessness <sup>c</sup>	243	3,616	1,200	1,053	<b>6,112</b>	687	4,816	0	0	80	0	0	529	0	<b>6,112</b>
21	Advance Humber Towns	4,099	0	6,205	1,239	<b>11,543</b>	8,401	443	0	0	2,699	0	0	0	0	<b>11,543</b>
22	Private Sector Renewal	1,916	6,430	2,754	0	<b>11,100</b>	5,310	0	0	0	5,725	0	0	65	0	<b>11,100</b>
23	Empty Properties back into use	166	0	0	0	<b>166</b>	16	0	0	0	150	0	0	0	0	<b>166</b>
24	Energy Efficiency Measures	641	0	309	388	<b>1,338</b>	657	0	0	0	377	0	0	304	0	<b>1,338</b>
25	National Affordable Housing Programme <sup>d</sup>	10,818	9,000	7,474	3,263	<b>30,555</b>	39	27,340	0	439	667	0	0	143	1,927	<b>30,555</b>
26	Mortgage Rescue Scheme (NAHP)	140	65	81		<b>286</b>	0	286	0	0	0	0	0	0	0	<b>286</b>
27	Kickstart programme R1 Awards & R2 Bids <sup>e</sup>	962	9,072	1,535	0	<b>11,569</b>	0	11,569	0	0	0	0	0	0	0	<b>11,569</b>
28	Housing Market Renewal Fund <sup>f</sup>	0	56,956	0	0	<b>56,956</b>	0	56,956	0	0	0	0	0	0	0	<b>56,956</b>
29	Disabled Facilities Grants <sup>g</sup>	2,949	3,400	3,483	1,128	<b>10,960</b>	0	0	5,897	0	5,063	0	0	0	0	<b>10,960</b>
30	Travellers and Gypsy Sites <sup>h</sup>	3,087	0	0	0	<b>3,087</b>	0	1,214	1,373	0	500	0	0	0	0	<b>3,087</b>
	<b>Total Investment</b>	<b>101,265</b>	<b>191,814</b>	<b>23,041</b>	<b>23,531</b>	<b>339,651</b>	<b>15,110</b>	<b>132,425</b>	<b>83,475</b>	<b>439</b>	<b>29,125</b>	<b>76,099</b>	<b>0</b>	<b>1,051</b>	<b>1,927</b>	<b>339,651</b>

See overleaf for explanations of notes a-h

## Figure 18 – explanation of notes a-h

**a) Ref No. 18 New build council housing under the HCA Council challenge rounds.** Total scheme bid for grant and prudential borrowing are for Round 1, East Riding £33,185k (275 dwellings) and for Round 2 Hull £6,476k (54 dwellings). The Round 2 bid of £22,369k for East Riding is currently being validated and is included in the table.

**b) Ref No. 19 Gap Funding.** Following North Lincolnshire's transfer of its council homes to North Lincolnshire Homes, it received gap funding of £15.36m in 2009/11 to help meet Decent Homes.

**c) Ref No. 20 Hostels.** Under the Places of Change/NAHP Programme, HCA funding of £1,200k will allow NE Lincs to provide a Women's Aid Hostel and the £3,616k awarded to Hull, will allow the relocation of their existing rough sleeper/homeless hostel, giving 46 units of accommodation.

**d) Ref No. 25 HCA NAHP.** Over the three years 2008-11, HCA Grant of £35,985k was awarded to the Humber sub-region. Spending in 2008-9 was £8,645k (ER £1,268k, Hull £2,325k, NEL £3,650k and NL £1,402k), leaving £27,340k for 2009-11. Investment in NEL includes £1,518k phases 1 & 2 Cambridge Court, Grimsby, £730k Grimsby Town Centre and £184k for 3 rented units at Laceby.

**e) Ref No. 27 HCA Kickstart programme.** Round 1 awards of £11,569k comprise East Riding - £962k for 60 units in Brough. Hull - £2,953k 55 units Ings Estate, £2,495k 50 units Woodcock Street, £3,624k 82 units at the Verve. NE Lincs - £1,535k 122 units at Freshney Green. Round 2 bids are due to be announced in early 2010.

**f) Ref No. 28 Housing Market Renewal Funding.** The Gateway Hull scheme has secured £56,956k Government funding for 2009/11 to deliver a range of regeneration initiatives in the east and west of the city.

**g) Ref No. 29 Disabled Facility Grants.** The £10,960k is made up of Government contributions, based on existing allocations and resources from authority's own internal resources.

**h) Ref No 30 Travellers and Gypsy sites.** A provisional grant has been approved regionally for a grant of £1,214k against a scheme of £1,393k for refurbishment and extension of Eppleworth Road Travellers site. This is subject to confirmation by the HCA at national level. An application for works at Woodhill Way was unsuccessful in this round of bidding but however it will be re-submitted as part of the next round of bidding. A Government grant of £1,421k has been received for the replacement of the existing Woldgate Gypsy site at Bridlington, expected for completion in 2010/11.

**Regional Regeneration and Housing Board.** Anticipated funding of £15,110k for 2009/11 is after a 20% Housing Pledge, a Government cut, transferring these resources to new build affordable housing in 2010/11 and covers all the authorities proportionately. The predominance of the investment is the regeneration of the Humber towns of Goole (118 properties demolished and 59 new homes built, of which HCA have provided £1,045k grant towards 19 affordable units and the preferred developing partner has put in a bid to the HCA for Kickstart funding for the private houses.), Grimsby and Crosby (41 properties demolished and a further 115 benefiting from improvement and energy efficiency measures). In 2010/11 it is intended that authorities will switch from giving private sector grants to giving Home Appreciation Loans, from existing funding transferred to the Yorkshire and Humber Regional Loans Fund under Compact agreements.

- 7.14 The HCA has allocated in the region of £36 million to the Humber through the National Affordable Housing Programme for the period 2008-11. This will provide over 1,200 new homes. Figure 15 below sets out the detail of this programme.

*Figure 19: HCA Affordable Housing Programme investment 2008/11*

Scheme	Grant £m (as of end of July 2009)	Units
East Riding of Yorkshire	9.024	243
Hull	11.193	439
North East Lincolnshire	11.123	363
North Lincolnshire	4.642	162
Humber total	35.984	1,207

*Source: Homes and Communities Agency*

- 7.15 The Partnership will facilitate further bids to submit to HCA to provide further affordable housing in the Humber although it is anticipated that very little of this will be delivered in the period to 2011. Any such schemes should be to meet identified needs and should help to deliver the wider strategic priorities set out in this document.
- 7.16 The Partnership will continue to explore other opportunities to increase affordable housing in the Humber. East Riding of Yorkshire and Hull City Council are both developing bids to the Council Challenge Fund to build new council housing and exploring how council assets can be used to assist this. New opportunities may become available to local authorities as a result of proposed Housing Revenue Subsidy Reform although this is unlikely to impact on delivery during this period.
- 7.17 Private finance initiatives through HCA and Department of Health provide valuable opportunities to deliver strategic housing priorities. A recent expression of interest by Hull (subject to outline business case acceptance) will result in over £180 million PFI credits being invested in the Humber to improve housing and provide extra care housing from 2011 onwards.
- 7.18 During this, and in subsequent funding periods, the Partnership will seek to develop sub regional proposals to access other funding streams when there is a clear sub regional dimension. There is a strong commitment to working together to address common issues, for example agreement has been reached to use the £60,000 provided to the Humber by CLG in 2009 to reduce repossessions to fund specialist housing support officers.
- 7.19 The Partnership will also commence a process of comprehensive investment planning with the HCA. This will help to shape the future investment priorities in the Humber and will need to be incorporated in subsequent reviews of this strategy. Pending the completion of this process, the following represents the current investment priorities in the Humber.

### **Building for the Future (2011-15)**

- 7.20 The main investment priorities in this period will be to:
- Build on preparatory work undertaken during 2008-11;
  - Progress major regeneration and place-making activities;
  - Maintain decency levels in existing stock and continue to focus attention towards meeting decency standard for vulnerable households, and;
  - Continue with investment in affordable housing.
- 7.21 In this period it is anticipated that a greater contribution to the delivery of new affordable housing will start to come through the planning system. Public subsidy will however remain

crucial particularly in rural areas where the level of new market housing will be restricted and in parts of the Humber where household incomes remain low. The Partnership will promote a wider range of affordable products to meet identified needs. In total it is anticipated that around 1,550 affordable houses will be provided in the Humber over the 4-year period.

- 7.22 The Partnership will work closely with planners and developers to ensure that recent low levels of house building are compensated for by encouraging higher levels of new development in a range of sustainable locations. This will address identified local needs and in particular the need to support economic growth priorities. The current RSS target of 3,290 will probably not be achieved until well into this period.
- 7.23 Towards the end of this period it is expected that major interventions in the Orchard Park estate will have commenced at an estimated cost of £8m. Work on the current Gateway Pathfinder and Advance Humber Towns priorities will continue with around £141.5m required. This will include £120m for Gateway Pathfinder, £8.5m in Advance Goole, £10m in Advance Grimsby and £3m in Advance Crosby. Funding will also be required to undertake similar improvements in the coastal communities of East Riding (with around £7m required in Bridlington and a further £1.5m in Withernsea) and Acorns, Scunthorpe (£2m). The figures referred to above are based largely on information provided by the Partnership as part of the Regional Funding Allocation submission that was sent to the Government in Spring 2009.
- 7.24 Following further Housing Stress research, Immingham and Cleethorpes are highlighted as areas requiring investment of around £7.25m in Cleethorpes and £4.5m in Immingham. These figures are subject to confirmation and the Partnership will confirm funding required across the Humber post 2011 based on the latest situation nationally and following an exercise in prioritisation as is it unlikely that public funding will be available to meet all requirements.
- 7.25 In the period 2011-15, the Partnership will also increasingly focus on:
- meeting the needs of older people and providing extra care housing for older and other vulnerable groups of people.
  - improving the condition of private sector housing as opposed to social housing which will largely have been made decent by then;
  - retro-fitting existing housing to improve standards of energy efficiency and reduce carbon emissions; and
  - promoting higher standards of design in new housing development and ensuring compliance with Code for Sustainable Homes and Lifetime Homes standards.
  - using loans in preference to grants and increasingly focussed on those in greatest need (e.g. older people) and for certain types of intervention (e.g. to address the needs of those living in fuel poverty);
  - developing a better understanding of the needs of vulnerable people and to providing appropriate supported housing and related care services.

### **Reaping the benefits (2015-19)**

- 7.26 The main investment priorities in this period will be:
- By 2015, the impact of earlier investment will have resulted in an improved economic and residential offer more closely matching the needs and aspirations of people living in the Humber but with a need for continuing investment.
  - New challenges are likely to arise including increased need for affordable housing in areas that had fragile markets in previous years and increased pressure on land supply.
- 7.27 Towards the end of this period, it is anticipated that the main objectives of the Gateway Pathfinder should have been achieved and that the Orchard Park project should also be nearing completion. These interventions together with other ongoing activity in the city should have made a very significant contribution towards transforming the wider housing market in Hull in terms of both choice of housing available and the quality of existing housing. In this period, it

is estimated that £120m will be required to complete the Gateway Pathfinder programme and a further £12m will be required for Orchard Park.

- 7.28 Continued funding will be required in the other Advance Humber Towns to allow for an ongoing programme of re-modelling, house improvements and new development. It is estimated that a further £15m will be required to complete the ongoing programme of improvements in both Advance Goole and Advance Grimsby by 2019. Work should have been completed in Bridlington at a cost of around £4m by 2017 and in North Lincolnshire a further £5m will be required to address outstanding problems in Advance Crosby and in the Acorns. Again, as stated in paragraph 7.21, these figures are indicative at this stage.

### **Programme and performance management**

- 7.29 In order for the outcomes of this strategy to be achieved a robust programme and performance management system has been developed and agreed by the Partnership. This has been driven by the need to demonstrate that the Partnership is capable of delivering a large programme of housing based interventions in an effective and efficient manner. This has been a criticism of the Partnership in the past. Performance has however improved significantly with actual spend in 2008-09 at 99% (this included considerable carry forward from previous years). Related to this, there is a strong view that the Humber has not received a 'fair share' of the funding previously available to the region.
- 7.30 The Partnership has appointed a Programme Coordinator who plays a key role in managing the overall investment programme and in coordinating the activity of each of the partners. The Programme Coordinator directly supports the chair of the Partnership and has a clear line of communication with nominated Programme Managers within each delivery organisation.
- 7.31 The Partnership is committed to developing a transparent process through which clear strategic housing priorities are identified in the Humber. The process of scheme appraisal is discussed below. To ensure that such priorities deliver to agreed timescales and intended outcomes and outputs result, the respective local authorities are committed to reporting through the Programme Coordinator progress against an agreed set of milestones. These milestones will be established in detailed delivery plans for each identified scheme. Early warning systems are in place to recognise potential problems and these will be used to activate necessary actions. Where it is clear that a particular scheme will not deliver to agreed timescales, the relevant local authority will be expected to bring forward a reserve scheme. The management system also allows for the transfer of funds between local authorities where a suitable reserve scheme cannot be identified. This is expected to have a very positive effect in terms of ensuring full and effective spend.
- 7.32 The individual local authority strategies and action plans will form the key link between the Humber Housing Strategy and the local authority sustainable community strategies and local area agreements. As stated earlier, the Humber Housing Strategy is not intended to replace those strategies prepared by the respective local authorities. It may be however that local strategies are 'slimmer' than in the past. Crucially, they will need to put in place the mechanisms for delivering the strategic priorities established in the Humber Housing Strategy and ensure that these reflect local circumstances.
- 7.33 Achievements or areas of concern within the Humber Housing Strategy will be reported to the Humber Economic Partnership through the HHP Board. This will ensure that once the Hull and Humber Ports Integrated City Region Strategy has been adopted, all monitoring information is reported appropriately. In turn this will then feed into the single regional strategy.

### **Priorities for investment and scheme appraisal**

- 7.34 In determining priorities for investment and activity that the HHP Board controls or influences, the key outcome is to improve housing conditions for all across the Humber but with recognition that resources require activity to be prioritised to reflect need, impact and achievability. The programme is split between the strategic priorities listed in Section 3, but with focus on projects supporting the first of these priorities (i.e. creating more balanced housing markets). This is in recognition of the fact that market renewal and delivery of affordable homes will make a significant impact in improving the economic prosperity of the Humber sub region.
- 7.35 In determining the options for the investment programme, consideration was given to investing in areas and programmes which have the greatest evidence of need and where the impact will be most significant with especial consideration given to those projects that will have an impact on more than one locality
- 7.36 The scheme appraisal system recognises that investing only in areas of highest need would result in demand and need in other areas becoming increasingly critical. Continued investment throughout the Humber is needed. Allocation across the Humber of the sub regional private housing renewal pot and other sources of funding reflects this and takes into account that the Housing Market Renewal Fund is only available in Hull.
- 7.37 All projects referred to in this strategy and subsequent projects which are proposed will be tested against the scheme appraisal system set out in Appendix G.

### **The Single Conversation**

- 7.38 The Humber Housing Strategy provides a framework to support the Single Conversation that each local authority will have with the HCA prior to 2011. These will lead to the development of integrated Local Investment Plans covering the full range of housing, infrastructure, regeneration and community activities. Initially the Single Conversation will take a bottom up approach and identify investment requirements at a local level but in future years there may be an opportunity through the HHP to develop a Humber-wide approach.
- 7.39 The Single Conversation process has already commenced in Hull and experience from this will be applied to each of the other areas. The timetable sets a target for an Investment Agreement to be in place in Hull by March 2010 and for Single Conversations to be held with the other three authorities in the Humber in 2010/11. This will enable a comprehensive investment programme covering the Humber to be developed which can feed into the Yorkshire and Humber Strategy to be in place by 2011/12.
- 7.40 The Partnership recognises that an early review of the Humber Housing Strategy may be necessary following the completion of the Single Conversation process with the HCA.

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## Section 8. Evaluation and review of strategy

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- 8.1 The strategy provides a context for housing investment up to 2019. At this stage, the level of funding which is likely to be available to the Partnership over this period is unknown. It is important to note however that the various interventions highlighted in this strategy reflect the *absolute* Humber housing priorities. These interventions will require a greater proportion of the region's funding than has been available to the Partnership in previous years. The proposed scale of this investment programme reflects an increase in the capacity to deliver within the Humber, a clear strategic direction set within this strategy and new governance arrangements which are intended to drive the sub regional housing agenda forward.
- 8.2 The housing market is currently in a very depressed condition and although the Government is accelerating significant funding to address housing market and quality issues and related employment and skills pressures, serious concerns exist about the level of funding that will be available in future years. The approach adopted in the strategy is sufficiently flexible to deal with variations in funding which may arise.
- 8.3 Although it is intended that a full review of this strategy will be undertaken to prepare for the 2015-19 funding period, it is likely that a more immediate 'partial' review will be required. The need for this will be triggered by for example, a significantly reduced funding allocation. A partial review could also be used to reflect progress in the Single Conversation process for the Humber and to incorporate policy context provided in the Yorkshire and Humber Strategy.
- 8.4 The Humber Housing Strategy is supported by an action plan (Section 9). Progress in delivering these actions will be monitored on an ongoing basis and will be reported to the HHP Board on an annual basis. This will complement quarterly reporting on programme management issues. These tasks will be a key role for the HHP Programme Coordinator. Where necessary, progress reports will be submitted to the Board on a more regular basis.
- 8.5 The Partnership are committed to delivering the key priorities set out in this strategy and to ensuring that these strategic priorities are reflected within local housing strategies. Appendix H highlights the various housing related National Performance Indicators that each authority is required to report on and in particular, those indicators included within each areas respective Local Area Agreement. In order to monitor and manage performance, the Partnership is also committed to ensuring that the underlying evidence base is kept up-to-date and that gaps in information/inconsistencies are addressed. The ECOTEC research previously referred to provides a particularly useful benchmark against which to monitor progress.

## Section 9. Humber Housing Strategy Action Plan

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
<b>Strategic Priority 1: Balancing Housing Markets in the Humber</b>					
<b>HHS 1.1</b> Deliver ambitious housing numbers within the Humber in a sustainable way, which supports the regeneration of urban areas while allowing appropriate growth in rural areas and taking account of physical constraints such as flood risk, coastal erosion and environmental designations.	Work closely with planners to ensure that new development is located to support identified spatial priorities in RSS	Applications approved in accordance with development plan.	House builders HCA RSLs Environment Agency	Private sector  Kick Start funding  LA New Build Fund  Other HCA funding  Other available public & private funding	Monitor completions on an annual basis  Review position to inform 2011 –15 funding period
	Seek to increase the supply of new housing in the Humber	Number of additional new houses provided (NI154).  Supply of ready to develop housing sites (NI159)  'Deliverable' housing target agreed in the Yorkshire and Humber Strategy			
	Develop stronger working relationships with stakeholders to overcome current housing market pressures and to prepare for market recovery	Increased number of house builders involved in the Partnership			
<b>HHS 1.2</b> Deliver place shaping role and address issues of low demand by linking physical regeneration of neighbourhoods including delivering a density and mix of housing to meet needs and aspirations with wider investment plans and priorities to promote community cohesion.	Continue to deliver the objectives of the Hull and East Riding Housing Market Renewal Pathfinder and Advance Humber Towns initiative	Number of long term empty properties brought back into use or demolished in the priority areas  Number of new affordable homes provided in the priority areas  Number of new jobs / training places provided as a direct result of housing led regeneration projects	HCA Yorkshire Forward RSLs	Gateway Pathfinder £90.5m (2008-11) £120m (2011-15) £120m (2015-19)  Advance Humber Towns £18.2m (2009-11) £32m (2011-15) £39m (2015-19)	Ongoing throughout period
	Develop robust delivery plans for future interventions	Neighbourhood reviews and resident satisfaction surveys regularly undertaken			

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
	<p>Maximise the use of local labour in all housing led regeneration schemes and seek opportunities to create new jobs and training schemes</p> <p>Learn lessons from current projects to inform future interventions</p> <p>Seek to create more balanced housing markets through intervention in identified regeneration priority areas</p>			+ £160m PFI credits	
<b>HHS 1.3</b> Increase provision of affordable housing, both social rented and intermediate options including shared and deferred equity and intermediate rented housing as well as low cost home ownership	Promote more pro-active planning policies in respective LDFs	Compliance with affordable housing requirements in RSS and in subsequent LDFs	HCA RSLs House builders landowners Rural Housing Enablers  Humber & Wolds Rural Community Council	NAHP £36m (2008-11)  £69m (2011-15)  Council Challenge Fund = £16m	Ongoing
	Continue to support the work of the Rural Housing Enabler project and share best practice between north and south bank	NI 155: No of additional affordable homes provided (gross)  1,340 new affordable homes by 2011 1,550 new affordable homes by 2015			
	Maximise the provision of affordable homes delivered through using S.106 agreements	Amount of public funding levered in  Increased number of new affordable housing gained through S106 Agreements			
	Work with partners to deliver affordable housing using NAHP / other public funding	Number of new affordable homes provided in rural areas			
	Revise evidence base to confirm level and nature of need and ensure				
<b>HHS 1.4</b> Promote more effective use of the existing housing stock by bringing empty properties back into use with a focus on particular hotspots and high profile	Review the four authority's Empty Homes policies and procedures to ensure they conform to good practice and offer a full range of options	Policies and procedures reviewed and a common approach to dealing with empty properties adopted  Number of properties improved using Humber Landlord loan scheme and	Local authorities  RSLs  Private	Local authority budgets / staff resource  NAHP funding	Sept 2010

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
properties	Maximise funding opportunities to bring empty properties back into use	other sources of funding Work with RSLs to bring empty properties into use as affordable housing	Landlords	RR&H Board funding	
	Consider appointing an Agent to manage empty properties in the Humber region that are subject to an Empty Dwelling and Interim Management Order	Report to HHB on proposals for appointing an Agent	HHP Action Group	Funding to be identified as required	April 2010
<b>HHS 1.5</b> Develop a consistent sub regional evidence base relating to housing market performance and the need for and delivery of affordable housing	Work with partners to produce a bulletin on market conditions and share this information with a range of stakeholders	Produce annual Humber Housing Market report  Circulate to partners / launch at AGM	–	–	Annually
<b>Strategic Priority 2: Providing High Quality Homes in the Humber</b>					
<b>HHS 2.1</b> Continue to develop an evidence base relating to housing quality and ensure that information is comparable across the Humber	Evidence Base updated annually and research commissioned as necessary	Annual evidence base		–	Annually
	Work together prior to commissioning new research to develop a brief which will provide information that is consistent across the Humber	Key outputs agreed by partners prior to all new research being commissioned	Specialist consultant(s)	Local authority budgets	Ongoing
<b>HHS 2.2</b> Focus available resources towards improving the quality of housing in identified intervention areas and to address the needs of vulnerable households	Submit proposals for regional funding and focus interventions in identified areas and towards the private rented sector and pre 1919 properties	Amount of funding levered in and number of homes improved	–	RR&H Board HCA Yorkshire Forward Private sector RSLs	Ongoing

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
	Increase use of Regional Loan Scheme and review the four authority's Housing Assistance Policies to ensure they reflect good practice	Increase proportion of home improvements through use of loans	Homes and Loans Credit Unions	Homes and Loans Fund	Ongoing
<b>HHS 2.3</b> Achieve the Government target for Decent Homes in social housing and reduce the number of poor quality private sector homes with a focus on those occupied by vulnerable people	Improve 520 non decent private sector properties containing vulnerable households per annum to meet 2020 target	Housing Strategy Statistical Appendix Quarterly monitoring to RHB	-	Private sector decency = £18.6m (2008-11) + £35m (2011-19)	Annually to 2020
	Improve 230 non decent private sector properties per annum containing non vulnerable households			10m over the plan period	Annually
	Ensure that all social housing is made decent by 2012	NI 158 % of decent council homes		£159m (LA decency and LSVT funding)	Annually to 2012
<b>HHS 2.4</b> Continue to share best practice with key stakeholders regarding improvements to the existing housing stock through both enforcement and financial support	Carry out an inter authority audit of enforcement activities and financial assistance policies across the Humber	Audit carried out independently and findings reflected in amendments to local authority policies	-	Partnership budget	2010
<b>HHS 2.5</b> Work closely with private sector landlords to promote the contribution of such housing to meeting identified needs and to improving quality standards	Establish and manage a Humber Landlords Forum with clear links to the wider Partnership  Develop a Landlord's Accreditation scheme to help landlords understand their duties.  Agree a minimum standard for accreditation and launch accreditation scheme	Accreditation scheme launched  Regular update reports presented to the HHP Board  Quality of housing improved – number of grants / enforcement action	National Landlords Association Humber Landlords Association Residential Landlords Association Humber Landlord Forum	-	Summer 2010
<b>HHS 2.6</b> Continue to work closely with the Environment Agency to develop an evidence based and pragmatic approach which recognises the threat posed by flooding but	Develop a suitable 'Humber' approach	NI189 Flood and coastal erosion risk management  Adoption of Strategic Flood Risk Assessments for each local authority and agreement of Catchment Flood	Environment Agency Humber Planning Board	-	2010

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
balances this against wider economic and social priorities		<p>Management Plans</p> <p>Increase proportion of new development in areas at no or low risk of flooding</p> <p>Promote new housing and house improvements in identified regeneration priority areas having regard to the risk of flooding</p>			
<b>HHS 2.7</b> Work closely with planners and other stakeholders to ensure that improvements to existing housing and new build housing contributes positively to tackling climate change	Reduce CO <sub>2</sub> emissions from domestic housing in the Humber (2,302 tonnes in 2006) and reduce the number of households living in fuel poverty	<p>Meet local targets for performance against</p> <p>NI 186 Per capita reduction in CO<sub>2</sub> emissions</p> <p>NI 187 Tackling fuel poverty</p>	Energy suppliers Developers	£1.8m RR&H Board funding (2008-11) Funding from energy suppliers	Ongoing
	Work with developers to meet the Government's Code for Sustainable homes	<p>% of all new housing built to CSH Level 3 by 2010</p> <p>% of all new housing built to CSH Level 6 by 2016</p>	Developers RSLs	Private sector HCA / RSL support	
	Align housing regeneration projects to other sources of funding to improve SAP ratings to dwellings in priority areas	Number of homes in priority areas that have had their SAP rating lifted	Contactors / developers	Community Energy Solutions / ERDF funding Energy suppliers	
<b>Strategic Priority 3: Meeting diverse housing needs in the Humber</b>					
<b>HHS 3.1</b> Work closely with health sector to maximise funding streams to improve the quality of existing homes and prevent the need to access acute health services	Invite a representative of the Health Sector to join the Humber Housing Partnership to share knowledge and understanding of key issues and enable access to funding from the Department of Health	Health representative joins Board Future housing interventions informed by better understanding of health consequences	Health sector	No direct resource implications	June 2010

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
<b>HHS 3.2</b> Develop a better understanding of the housing needs of all vulnerable groups in the Humber	Commission research into the housing needs of vulnerable groups as necessary	Research commissioned as necessary  Increase proportion of vulnerable people living in settled accommodation with access to employment, education or training (PSA16)	Supporting People Cross Authority Group	Level of finance to be determined – opportunities to make cost savings through joint commissioning	Ongoing
	Work closely with Supporting People managers to align data sources and develop a comprehensive evidence base on the housing needs of all vulnerable groups	Consideration given to a regional or sub regional needs assessment. If individual authorities continue to carry out local needs assessments, ensure that the methodology is the same across the Humber	Supporting People Cross Authority Group	Level of finance to be determined	June 2010
	Ensure that a representative from the Supporting People Cross Authority Group (CAG) regularly attends HHP meetings and also feeds into the Regional Housing Support Group (RSHG)	Representative to attend Partnership meetings regularly and circulate copies of relevant items of interest from CAG and the RHSP to the HHP	Supporting People Cross Authority Group	No direct resource implications	Ongoing
<b>HHS 3.3</b> Explore opportunities to increase the supply of supported housing for a range of vulnerable groups and align capital programmes with revenue from related Supporting People activity	Following the assessment of needs consider areas where housing related support services can be developed across local authority boundaries	Number of new services delivered in partnership between two or more local authorities	Supporting People Cross Authority Group	Level of finance to be determined	Ongoing
<b>HHS 3.4</b> Maximise opportunities to deliver new Extra Care Housing schemes for older people and vulnerable adults, working in partnership with RSL's and the private sector	Work closely with the HCA, developers and RSLs to bring forward new Extra Care Housing schemes to meet identified needs	Number of additional and / or improved Extra Care units of accommodation developed in the Humber over the course of the strategy	Supporting People Cross Authority Group RSLs Private sector Health sector	HCA RR&H Board Private finance RSLs	Ongoing
	Submit joint bids for funding to the Department of Health if new bidding rounds are opened in the future			Level of finance to be determined	

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
	Explore opportunities to re-model existing sheltered housing schemes to provide an enhanced level of care for residents and the surrounding communities				
<b>HHS 3.5</b> Develop cross regional and cross tenure partnerships to support the re-housing of vulnerable groups across local authority areas	Actively contribute to Supporting People CAG and RSHG (see HHS 3.2), Landlord, RSL and Homeless Forums	Meetings attended regularly and minutes circulated to relevant stakeholders	Supporting People Cross Authority Group RSLs Private landlords	No direct resource implications	Ongoing
	Explore opportunities to deliver housing options services in partnership between local authorities in the Humber and with other agencies (e.g. private landlords, RSL's etc)	Housing Options Services delivered in partnership between two or more local authorities / agencies	Local authorities Private landlords RSLs	Level of finance to be determined	
<b>HHS 3.6</b> Ensure that Future housing investment proposals are subject to necessary health and equalities impact assessments	Undertake Health and Equalities Impact Assessments as part of scheme appraisal system (refer to HHS B below)	Proportion of proposals identified as having either a neutral or positive health / equalities impact score.	Health and Equalities partners	-	Ongoing
<b>Programme Management and Performance Monitoring</b>					
<b>HHS A</b> Ensure that the Partnership effectively communicates with stakeholders in the Humber	Develop a clear communication strategy	Communication Strategy published by July 2010 Stakeholder feedback	-	-	July 2010
	Produce a twice yearly Newsletter and regularly update the HHP website	Newsletter produced and website updated	Local authorities Partnership administrator	Partnership budget	Six monthly
	Undertake annual monitoring of the Humber Housing Strategy Action Plan and publish key issues in newsletter / website	Action Plan monitored and Strategy reviewed annually Report to HHP Board / HHP AGM	HHP Programme Coordinator	-	Annually

Key actions	Tasks	How will progress be measured	Partners	Resources	Timescale
	Hold regular forum meetings on topical issues of sub regional interest	Hold at least one forum meeting per annum in addition to the AGM	HHP Action Group	Partnership budget	Annually
	Develop a stronger relationship between HHP, HEP and other functional boards	Sub regional housing priorities adequately reflected in Hull and Humber Ports Integrated Strategy Humber	HHP Action Group HEP	-	Ongoing
<b>HHS B</b> Implement performance and programme management measures agreed by the Board in February 2009	Appoint a sub regional Programme Coordinator and nominate programme managers for each of the local authorities	Programme coordinator appointed and managers nominated	HHP Programme coordinator	RR&H Board and Partnership funding	End of 2009
	Ensure that all projects are tested against the scheme appraisal criteria	Existing projects are tested prior to inclusion in strategy and new ones are tested when funding bids are being developed	HHP Programme coordinator Local authorities	-	Ongoing
	Develop detailed delivery plan for each investment scheme	Achieve full spend on agreed priorities			
	Develop and manage a 'reserve list' of projects for the Humber	Initial reserve list developed by November 2009 Reserve schemes always available to address programming difficulties			
<b>HHS C</b> Work closely with HCA to develop a comprehensive investment plan for the Humber	Undertake local authority level 'single conversation' process Reflect key investment priorities in review of Humber Housing Strategy	Inclusion ok key local authority single conversation priorities in review of Humber Housing Strategy	HCA Local authorities	-	To inform 1 <sup>st</sup> review of strategy



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## Appendix A: Glossary of Terms

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**Affordable homes** – Homes provided with subsidy both for rent and low cost market housing for people who are unable to resolve their housing needs in the general housing market because of the relationship between local housing costs and income

**Affordable warmth** – The ability to heat homes without the householder getting into debt

**Affordability ratio** – Average house price divided by average annual earnings

**Audit Commission** – An independent body responsible for ensuring that public money is used effectively

**Category 1 hazards** – Councils have a duty to deal with more 'serious' category 1 hazards under the Housing Act 2004

**CAA – Comprehensive Area Assessment** – Looks at how well run local public services are and how effectively tax payers money is used

**CABE – Commission for Architecture and the Built Environment** – promoting design and architecture to raise the standard of the built environment

**CBL – Choice Based Lettings** – A system that enables housing applicants to apply for available social housing that is advertised by the local authority

**CRDP** – City Region Development Plan

**Code for Sustainable Homes** – Government Target for all new homes to achieve higher sustainability ratings

**Community cohesion** – The ability of people from different backgrounds to live together and enjoy the same quality of life

**CPO – Compulsory Purchase Order** – Acquiring land or property without the owners consent to deliver social and economic change

**Decent Homes Standard** – Provides a national minimum standard of housing that is warm, weatherproof and has reasonably modern facilities

**DFG – Disabled Facilities Grant** – A grant that enables people with a disability to adapt their home so that they can continue living there

**Enhanced Housing Options** – Links housing services into wider worklessness and social exclusion agenda

**Extra care housing** – Housing for older people with a support need

**Fuel poverty** – Where a household cannot afford to keep warm

**Gypsies and Travellers** - Persons with a cultural tradition of nomadism or living in a caravan; and all other persons of a nomadic habit of life, whatever their race or origin

**Health Through Warmth** – A scheme that helps vulnerable people whose health is affected by cold, damp living conditions

**HMO – House in Multiple Occupation** – Properties occupied by more than one household

**HNMA – Housing Need and Market Assessment** – A study providing information on housing issues

**HCA - Homes and Communities Agency** – An agency that brings together the housing and regeneration functions of English Partnerships and the Housing Corporation

**HA - Housing Association** – Independent housing organisations not registered with the Housing Corporation

**HEP** – Humber Economic Partnership

**HHSRS - Housing, Health and Safety Rating System** - This measures a dwelling according to the number and seriousness of hazards that it has

**Housing Challenge Fund** – Funding for councils to build new affordable housing

**Housing Options Service** – A service that provides housing advice

**HSSA - Housing Strategy Statistical Appendix** – A statistical form containing a huge amount of information on housing e.g. dwelling stock, housing renewal, and house condition

**Intermediate housing** – Sub market housing that is above Housing Corporation target rents but below open market prices

**IRS - Integrated Regional Strategy** – Sets out the overarching strategic framework for the region combining the RES, RSS and more

**JSNA - Joint Strategic Needs Assessment** – An assessment by the Primary Care Trust and the Local Authority to assess the health and wellbeing of the local community

**JSP - Joint Structure Plan** – A joint plan between Hull and the East Riding that sets the framework for the development and use of land up to 2016

**Kickstart** – Funding announced in the 2009 budget – targeted at currently stalled sites – to support the construction industry during the recession

**LAA – Local Area Agreement** – Sets out the priorities for a local area

**Landlords Accreditation Scheme** – A scheme that gives accreditation to landlords that meet a set of predetermined standards in relation to the condition of their property and their skills / experience in providing privately rented accommodation

**LDF – Local Development Framework** – A series of documents that outline where and how much new development is required in an area

**Lifetime Homes** – Homes that provide accessible and adaptable accommodation for everyone

**LSP - Local Strategic Partnership** – Non-statutory, multi-agency partnerships which bring together public, private, community and voluntary sectors allowing initiatives and services to work together more effectively

**Mixed community** – A neighbourhood with a mix of tenures and incomes leading to a more diverse mix of residents

**NAHP – National Affordable Housing Programme** – This programme provides public funding to Registered Social Landlords to build affordable homes

**NI – National Indicator** – A means of measuring performance against national priorities that have been agreed by Government

**Nomination rights** – The local authority can refer people from their housing waiting list for consideration of an offer of a Housing Association property

**Northern Way** – An initiative that brings together the cities and regions of the North of England to improve sustainable economic development

**NRA – Neighbourhood Renewal Assessment** – The assessment of local areas prior to regeneration or renewal

**Place shaping** – The creation of attractive, prosperous and safe communities where people want to live and work

**Private Sector Renewal Pot** – Government funding paid as part of the Regional Housing Pot to improve

housing conditions in the private sector for the most vulnerable households

**PSA 16 – Public Service Agreement 16** – A Government target to increase the proportion of at-risk individuals in settled accommodation and employment, education or training. This relates to: Care Leavers, Offenders under Probation Supervision, Adults with Secondary Mental Health Problems and Adults with a Learning Disability

**Regional Housing Pot** – Government funding for housing interventions

**RRHB - Regional Regeneration and Housing Board** – a partnership between LGYH and Yorkshire Forward it aims to make sure that housing and regeneration priorities and initiatives in the region are coordinated

**RES - Regional Economic Strategy** – Sets out how greater and sustainable prosperity will be delivered to all people in the region

**RHS - Regional Housing Strategy** – Sets out the strategic direction for the delivery of housing in the region

**RSS – Regional Spatial Strategy** – Sets out the broad development strategy for the region

**RHE - Rural Housing Enabler** – Help meet the housing needs of people in rural areas

**RTB – Right to Buy** – Gives council tenants the right to buy their property at a discount

**SAP – Standard Assessment Procedure** – The assessment used to measure a homes energy performance

**S.106 – Section 106** – An agreement that ensures developers contribute to affordable housing through the 'planning gain' associated with the development

**SFRA – Strategic Flood Risk Assessment** – Maps all forms of flood risk

**SHLAA – Strategic Housing Land Availability Assessment** – Assessment to confirm an authority's land supply in years

**SHMA - Strategic Housing Market Assessment** – Provides insight into how housing markets operate now and in the future

**Single Conversation** – A framework for identifying investment requirements with the HCA, undertaken at a local authority level and covering the full range of housing, infrastructure, regeneration and community activities

**Supporting People** – A programme that offers vulnerable people the opportunity to improve their quality of life by providing a stable environment, which enables greater independence

**Sustainable Community Plan** – Sets out a long term programme of action for delivering sustainable communities

**Sustainable Community Strategy** – A long term sustainable vision that sets the priorities in the Local Area Agreement

**Thermal comfort criterion** – The minimum level of heat and insulation in a property required to meet the decent homes standard

**Travel to work area** – A statistical tool used to indicate an area where the population would generally commute to a larger town or city for the purposes of employment

**Vulnerable people** – People that are vulnerable because of their age, ethnicity or health condition.

**Warm Front** – A means tested government grant that provides insulation and heating improvements

**Worklessness** – Describes those who are economically inactive

**Yorkshire and Humber Plan** – The name given to the Regional Spatial Strategy

**Youthbuild** – A programme that gives young people the chance to learn construction skills

**Yorkshire Forward** - The regional development agency charged with improving the Yorkshire and Humber economy

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## Appendix B: Humber Housing Partnership Membership

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Acis Group  
Age Concern  
Anchor Trust  
Campaign to Protect Rural England (CPRE)  
Carr-Gomm  
Chevin Housing Association  
East Riding Homeless Steering Group  
East Riding House Builders Group  
East Riding Local Strategic Partnership  
East Riding of Yorkshire Council  
English Churches Housing Group  
Environment Agency  
Gateway  
Goole Renaissance  
Government Office Yorkshire & Humber  
Grimsby & Cleethorpes YMCA  
Hanover Housing Association  
Headrow  
Home Group  
Homes & Communities Agency  
Housing 21  
Hull Churches Housing  
Hull City Council  
Hull Forward  
Hull Housing Strategy Focus Group  
Hull Primary Care Trust  
Humber & Wolds Rural Community Council  
Humber Economic Partnership  
Humber Enterprise, Employment and Skills Board  
Humber Landlords' Association

### HHP Executive Board

Browne Smith & Baker  
Chevin Housing Association  
East Riding of Yorkshire Council  
Gateway  
Government Office Yorkshire & Humber (GOYH)  
Grice & Hunter  
Homes & Communities Agency (HCA)  
Hull City Council  
Humber & Wolds Rural Community Council  
Humber Economic Partnership  
LGYH  
National Landlords Association  
North East Lincolnshire Council  
North Lincolnshire Council  
Shoreline Housing Partnership Ltd  
Yorkshire Forward

Humber Planning Board  
Humber Tenants Forum  
Humber Transport Board  
Local Government Yorkshire & Humber (LGYH)  
Lincolnshire Rural Housing Group  
Longhurst Group (Longhurst & Havelok Homes)  
National Housing Federation  
North East Lincs Council  
North Lincolnshire Homes  
North Lincs Council  
North Lincs Primary Care Trust  
Northern Counties Housing Ass  
Nottingham Community Housing Association (NCHA)  
ONE HULL Housing and Liveability Partnership  
Places for People  
Places for People  
PPH, Scunthorpe  
Private Housing Group  
Private Sector  
Raglan  
Railway Housing Association  
Riverside Housing Group  
Sanctuary Housing  
Shoreline Housing Partnership  
South Yorkshire Housing Association  
Stonham Housing  
York Housing Association  
Yorkshire Housing Group

### HHP Management Group

Browne Smith & Baker  
Chevin Housing Association  
East Riding of Yorkshire Council  
Gateway  
Government Office Yorkshire & Humber  
Grice & Hunter  
Homes & Communities Agency (HCA)  
Hull City Council  
Humber & Wolds Rural Community Council  
Local Government Yorkshire & Humber  
Longhurst Group (Longhurst & Havelok Homes)  
North East Lincolnshire Council  
North Lincolnshire Council  
North Lincolnshire Homes  
Shoreline Housing Partnership Ltd  
Yorkshire Forward



## Appendix C: Total expenditure in 2005 - 08

The table below shows the actual spend in the Humber in the previous funding period 2005 – 2008.

Ref No	Humber Sub Region Capital Investment	Humber Authorities 2005/2008 Actual				
		ER	Hull	NEL	NL	Total
		All Resources				
		£'000	£'000	£'000	£'000	£'000
	<b>Council /Ex Council Housing</b>					
1	LA Decent Homes	18,824	69,150	6,583	17,150	111,707
2	LA Disabled adaptations	2,815	7,091			9,906
3	LA Communal/Estate works/repairs etc	1,527	14,670			16,197
4	LA Challenge Fund (New build) R1 & R2					0
5	New Build - own resources					0
6	Private Finance Initiative (New build)					0
7	LSVT Decent homes -Gap/Single Pot Funding				9,680	9,680
8	<b>Hostels/Homelessness</b>			1,240		1,240
9	<b>Advance Humber Towns</b>	6,832				6,832
10	<b>Private Sector Renewal</b>	2,158	9,044	3,922	2,692	17,816
11	<b>Empty Properties back into use</b>					0
12	<b>Energy Efficiency Measures</b>	457		259		716
13	<b>Regional Loans Scheme</b>					0
14	<b>Regional Mortgage Rescue Scheme</b>					0
15	<b>National Affordable Housing Programme</b>	5,411	8,624	1,696	3,517	19,248
16	<b>Kickstart programme</b>					0
17	<b>Housing Market Renewal Fund</b>		48,900			48,900
18	<b>Disabled Facilities Grants</b>	4,088	4,330	3,641	2,410	14,469
19	<b>Social Housing Energy Saving Programme</b>					0
20	<b>Travellers and Gypsy Sites</b>	0				0
21	<b>Extra Care Facilities</b>	2,300				2,300
	<b>Total Investment</b>	<b>44,412</b>	<b>161,809</b>	<b>17,341</b>	<b>35,449</b>	<b>259,011</b>



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## Appendix D: HHP AGM consultation feedback

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The HHP used its AGM in June 2009 to consult on the proposed vision and strategic objectives of the Strategy. Stakeholders were split into four groups with each one discussing two of the following topics. Key issues emerging from each workshop are shown in bullet points.

1. **What Added Value can a Sub-Regional Housing Strategy provide?**  
This workshop considered how the Strategy could strike a balance between regional and local strategies and what the shared issues are. It also considered whether the right range of organisations are involved in the process and the contribution that stakeholders can make.
  - The Strategy will give the HHP a stronger voice through its investment strategy
  - The Strategy needs to show what it is we want, where we want to be and aim for strong delivery / performance
  - Still need local responses/approaches – not everything can be sub-regional
2. **Providing High Quality Homes**  
This workshop looked at issues around housing design and quality, empty properties, meeting carbon reduction targets and area based renewal schemes.
  - Need to concentrate on existing stock – new build such a small percentage
  - Flooding / Coastal erosion – location of new development; regeneration of what's already there
  - Prioritise investment and funding to meet the needs of the most vulnerable
3. **Balancing Housing Markets**  
This workshop considered delivering against affordable housing targets, preparing for the upturn in the housing market, overcoming the risk of flooding, tackling low demand and obsolete housing and place shaping and regeneration.
  - Need to demonstrate to the HCA that we can deliver within the Humber
  - Essential to develop a pipeline for delivery
  - Need to ensure Environment Agency 'buy in' to the Strategy
4. **Supporting Independent Living**  
This workshop looked at Prevention which is a current theme within the Homelessness and Health sectors, making best use of existing social housing, providing more Housing Related Support services that also deliver on Personalisation and Choice.
  - New supported housing needs revenue funding not just capital – need to make more of this point in the Strategy.
  - Clarity needed around common access to housing (one point of entry)
  - The procurement process for Housing Related Support funding is becoming a barrier to delivery



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## **Appendix E: National Policy Context**

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The Government believes everyone should have the opportunity of a decent home, which they can afford, within a sustainable mixed community. Provision of housing should meet the needs of the whole community, including those whose needs are not met by the housing market, and should include a good balance of housing types and tenures. In order to deliver this the Government has reformed the housing delivery and regulatory systems and invested millions of pounds of public sector funding into providing new affordable homes and bringing existing properties up to the Decent Homes standard.

### **Homes and Communities Agency**

The Homes and Communities Agency was set up in December 2008 and joins up the delivery of housing and regeneration under one roof, bringing together the functions of English Partnerships, the investment functions of the Housing Corporation, the Academy for Sustainable Communities, and key housing and regeneration programmes previously delivered by Communities and Local Government, including the Thames Gateway, Housing Market Renewal, Decent Homes.

### **Tenant Services Authority**

The TSA is the new regulator for social housing, dedicated to raising the standard of housing services by putting tenants first. Taking over the Housing Corporation's responsibility for regulating housing associations and social landlords, the TSA will set high standards of management across these areas and, later, local authority social homes.

### **New Affordable Housing Provision**

The Government's Housing Green Paper 'Homes for the future: more affordable, more sustainable' sets out their plans for three million new homes by 2020 which include:

- more homes - backed by more ambitious building targets, increased investment, and new ways of identifying and using land for development;
- more social housing - ensuring that a decent home at an affordable price is for the many, not the few;
- building homes more quickly - by unblocking the planning system and releasing land for development;
- more affordable homes - by increasing the options for low cost home ownership and more long term and affordable mortgage products and;
- greener homes - with high environmental standards and flagship developments leading the way

### **Homelessness Policy**

The Government is committed to the prevention of homelessness and this agenda has contributed significantly to their target to halve the number of households in temporary accommodation by 2010. Alongside this is the ambition to end rough sleeping by 2012.

### **Decent Homes and council housing finance**

Communities and Local Government (CLG) is improving the living conditions of social tenants across the country by challenging all councils and housing associations to deliver decent homes by 2010. 95% of social housing will meet the 'decent homes' standard of being warm and weatherproof with reasonably modern facilities by this date.

### **Making private sector homes decent**

The Government is committed to improving house conditions, particularly for those in greatest need. One of their Strategic Objectives is to increase the number of vulnerable private sector households in decent homes. This will be measured annually through the English Housing Survey.

### **Housing Market Renewal Programme**

Housing Market Renewal (HMR) is a programme to rebuild housing markets and communities in parts of the North and the Midlands where demand for housing is relatively weak and where there has been a significant decline in population, dereliction, poor services and poor social conditions as a result.

## **Private rented sector**

The Government wants to strengthen the private rented sector through improved standards of the quality of its properties and landlords' management of those properties and tenancies. Key measures are:

- the provisions of the Housing Act;
- encouraging voluntary measures such as accreditation and landlords forums, and;
- encouraging local authorities and private landlords to work together in meeting housing need.

## **Housing and Older People**

In 2008 the Government published its strategy for an ageing society where it announced plans to build homes to Lifetime Homes standards and a vision of Lifetime Neighbourhoods that are fit for all. Help has been expanded for repairs and adaptations and advice and information services improved to promote more independence.

## **Supporting People**

The Supporting People programme offers vulnerable people the opportunity to improve their quality of life and help end social exclusion by preventing crisis and more costly service intervention. It does this by enabling them to live independently both in their own home and within their community through the provision of vital housing-related support services. Since April 2009, Supporting People has been allocated to councils as a non-ringfenced named grant, paid separately to, but with the same financial flexibility as, Area Based Grants. This removal of the ring fence provides councils with the opportunity to come up with new and innovative ways to support vulnerable people in a range of different situations.

## **Choice Based Letting**

Communities and Local Government's five year housing plan, Sustainable Communities: Homes for All, published in January 2005, set out the Government's plans for taking forward its CBL policy. The aim is to have in place choice nationwide by 2010. The Department also wants to develop CBL schemes on a regional and/or sub-regional basis, recognising that housing markets do not follow local authority boundaries.

## **Gypsies and Travellers**

The Government's policy is aimed at increasing authorised site provision for Gypsies and Travellers, whilst ensuring that strong enforcement powers are available to tackle unauthorised sites. The Government has given local authorities strong powers to enforce against both unauthorised developments and unauthorised encampments. Funding is available through the HCA Site Grant for the provision of new publicly funded sites and refurbishment of existing ones.

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## **Appendix F: Key sources of evidence**

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East Riding of Yorkshire Council Housing Strategy 2008-11

Hull City Council Housing Strategy 2008 –11

'Building a Better Future' - North and North East Lincolnshire Housing Strategy 2007-10

East Riding of Yorkshire Council Homeless Strategy 2008 –11

Hull City Council Homeless Strategy 2008 –11

A Strategy for Preventing and Dealing with Homelessness in North Lincolnshire 2008-13

'Supporting the choice to live independently in NE Lincolnshire' – Housing Related Support Strategy 2009 - 2014

East Riding of Yorkshire Council Supporting People Strategy 2005 – 2010

Hull City Council Supporting People Strategy 2005 – 2010

North Lincolnshire Council Supporting People Strategy 2005 –2010

East Riding of Yorkshire Council Private Sector House Condition Survey, CPC (2007)

North East Lincolnshire Council Private Sector House Condition Survey, CPC (2007)

North Lincolnshire Council Private Sector House Condition Survey, Managed Services Consultancy (2009)

Hull City Council Private Sector Stock Condition Survey, (2009)

North Lincolnshire Council Housing Needs & Market Assessment, Outside Research and Development (2006 & 2008 update)

North East Lincolnshire Council Housing Needs & Market Assessment, Outside Research and Development (2006 & 2008 update)

East Riding of Yorkshire Council Housing Needs and Market Assessment, Arc4 (2007)

Hull City Council Housing Needs and Market Assessment, GVA Grimley (2008)

East Riding of Yorkshire Council Gypsy and Traveller Accommodation Needs Assessment, Arc4 (2008)

Hull City Council Gypsy and Traveller Accommodation Needs Assessment, Salford University (2008)

North and North East Lincolnshire Council Gypsy and Traveller Accommodation Needs Assessment, Sheffield Hallam University (2006)

East Riding of Yorkshire Council and Primary Care Trust Joint Strategic Needs Assessment (2008)

Hull City Council and Primary Care Trust Joint Strategic Needs Assessment (2008)

Health and social care in North Lincolnshire: Finding the future together (2008)

North East Lincolnshire Council and Primary Care Trust Joint Strategic Needs Assessment (2008)

Yorkshire and the Humber Sustainable Communities Index, ECOTEC, (2008)

Yorkshire and the Humber Regional Housing Strategy 2005-2021, LGYH

The Northern Way: Residential Futures, Tribal Research (2009)

A Rural Strategy for the Hull and Humber Ports City Region, Humber Rural Partnership (2009)

Strategic Housing Market Assessments for Yorkshire and the Humber, ECOTEC (2008)



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## Appendix G: Scheme appraisal criteria

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Does the project help in delivering the overall vision of the Humber Housing Strategy?

What strategic priority / priorities does the project contribute towards?

- a. Affordability
  - Does the project provide value for money?
  - Will funding this project result in private and other match funding being levered in?
  - Is there alignment with other public sector funding?
  - Is this the most appropriate funding source and evidence other sources of funding have been considered?
  
- b. Deliverability/realism
  - Are resources available in terms of money and people?
  - Is there evidence that any physical or procedural barriers that are addressed and appropriate phasing in place?
  - Is there evidence of market / partner interest?
  - Is there evidence that proposals are well advanced?
  
- c. Community support
  - Is there evidence of support from community and stakeholders and evidence of how the community will be supported to participate?

Projects selected for investment will need to show how they will contribute to achievement of the regional and sub regional outputs and indicators.



## Appendix H: The Performance Framework

The following table shows the list of housing related National Performance Indicators and the ticks indicate that they have been included in the corresponding local authorities' Local Area Agreement.

National Indicators		East Riding	Hull	NE Lincs	N Lincs
NI 046	Young Offenders access to suitable accommodation				
NI 138	Satisfaction of people over 65 with both home and neighbourhood				
NI 139	The extent to which older people receive the support they need to live independently at home	✓			
NI 141	Number of vulnerable people achieving independent living				✓
NI 142	Number of vulnerable people who are supported to maintain independent living		✓	✓	
NI 143	Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence				
NI 145	Adults with learning disabilities in settled accommodation	✓			
NI 147	Care leavers in suitable accommodation				
NI 149	Adults in contact with secondary mental health services in settled accommodation			✓	
NI 154	Net additional housing provided				
NI 155	Number of affordable homes delivered (gross)	✓			✓
NI 156	Number of households in temporary accommodation				
NI 157	Processing of planning applications				
NI 158	% of decent council homes		✓		
NI 159	Supply of ready to develop housing sites				
NI 160	Local authority tenants satisfied with landlord services				
NI 170	Previously developed land that has been vacant or derelict for more than 5 years				
NI 186	Per capita reduction in CO <sub>2</sub> emissions in the LA area				✓
NI 187	Tackling fuel poverty – people receiving income based benefits living in homes with a low energy efficiency rating	✓		✓	

<b>National Indicators 2008/09 Results</b>		<b>East Riding</b>	<b>Hull</b>	<b>NE Lincs</b>	<b>N Lincs</b>
NI 046	Young Offenders access to suitable accommodation	98.10%	99.24%	98.90%	97.83%
NI 138	Satisfaction of people over 65 with both home and neighbourhood	92.50%	83.20%	78%	85.90%
NI 139	The extent to which older people receive the support they need to live independently at home	35.40%	33.30%	36%	36.20%
NI 141	Number of vulnerable people achieving independent living	76.47%	65.88%	74.80%	71.43%
NI 142	Number of vulnerable people who are supported to maintain independent living	98.45%	98.44%	99.00%	98.62
NI 143	Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence	83.00%	75.00%	88.00%	77.60%
NI 145	Adults with learning disabilities in settled accommodation	89.00%	68.20%	64.21%	58.30%
NI 147	Care leavers in suitable accommodation	88.89%	87.10%	83.33%	100%
NI 149	Adults in contact with secondary mental health services in settled accommodation	91.84%	N/A	N/A	N/A
NI 154	Net additional housing provided	532	259	78	337
NI 155	Number of affordable homes delivered (gross)	59	201	52	70
NI 156	Number of households in temporary accommodation	35	34	11	72
NI 158	% of non-decent council homes	12%	37%	N/A	N/A
NI 159	Supply of ready to develop housing sites	118	N/A	318.11	104.5
NI 160	Local authority tenants satisfied with landlord services	86.49%	83.9	N/A	N/A
NI 170	Previously developed land that has been vacant or derelict for more than 5 years	Dec-09	N/A	1.07	3.64
NI 186	Per capita reduction in CO <sub>2</sub> emissions in the LA area	Oct-09	N/A	4%	Jan-10
NI 187a	Tackling fuel poverty – people receiving income based benefits living in homes with a low energy efficiency rating	15.71%	12.23%	7.50%	10.90%
NI 187b	Tackling fuel poverty – people receiving income based benefits living in homes with a high energy efficiency rating	15.16%	18.77%	14.00%	13.08%