Humber Housing Strategy

2009 – 2019

Consultation draft
October 2009

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

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. The strategy is closely aligned to other investment priorities and plans in the Humber and will feed 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.

We would urge you to consider the content of this strategy and to let us know your views within the publicised consultation period. This is your opportunity to shape the content of a document, which will provide a framework for long-term investment in the area.

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

Councillor Geoff Lowis
Deputy Chair Humber Housing Partnership
(North East Lincolnshire Council)
Executive Summary

Section one of the strategy provides a brief context to the Humber Housing Strategy. This includes a summary of some of the key socio-economic factors influencing the area including specific reference to the importance of the ports and related manufacturing and logistics industries. The strategy explains that different approaches are often required to reflect the very different circumstances that exist in what is a very diverse area. The Humber Estuary is both a physical barrier separating the two sides of the Humber but also a unifying feature in terms of both employment opportunities and environmental and landscape character.

The document then outlines why a strategy is being developed and in particular explains the role of the Humber Housing Partnership. Section one concludes by touching on recent performance in the Humber and arrangements for consulting on this strategy and for producing a final version of the strategy.

Section two of the strategy sets out the key national and regional policy context against which this strategy has been prepared. References are made to the fact that the strategy has been developed in close liaison with other strands of work including economic development, planning and transport policy. This relationship is critical in delivering the Government’s ‘place shaping’ agenda. Specific reference is also made to key sub regional policy context including both the Hull and Humber Ports City Region Development Programme and the emerging Integrated City Region Strategy and to a range of existing and proposed spatial and investment priorities. It is clearly stated that the Humber Housing Strategy will inform subsequent local housing strategies and action plans.

Section three sets out the overall vision of the strategy and highlights three strategic priorities that the Partnership sees as being vital to delivering this vision. The vision and strategic priorities relate to creating more balanced housing markets in the Humber, improving the quality of housing with a particular focus on more vulnerable households and ensuring that the diverse housing needs of the Humber are recognised and addressed.

Section four of the strategy focuses on the first of these strategic priorities – creating more balanced housing markets. This section highlights the need to promote new housing in appropriate locations to encourage renaissance and sustainable growth. The need for affordable housing and the challenges faced in delivering such housing are highlighted. The strategy has a very strong focus on continuing with a programme of housing led regeneration activity in both Gateway Pathfinder and Advance Humber Towns programmes. Specific reference is made to making the best use of existing housing stock to meet identified needs and to secure more sustainable patterns of development.

Section five focuses on the second strategic priority – providing high quality homes. This section describes the nature of problems found across the Humber in relation to housing quality in all tenures. Progress in meeting decency standards in social housing is highlighted, as is the challenge of meeting similar standards in the private sector. A focus for such improvements will be on the priority areas referred to above but there is recognition that problems exist elsewhere. Fuel poverty is highlighted as a particular concern in the Humber and the Partnership is keen to deliver a range of interventions to address this problem. The strategy highlights the importance of promoting higher standards of design in new housing to mitigate against the effects of climate change and the need to manage risks associated with flooding.

Section six of the strategy relates to the need to meet the diverse housing needs of people living in the Humber. There is a particular focus on meeting the needs of more vulnerable households. Within this strategy, four groups are highlighted, namely, older people, vulnerable young people, people threatened with homelessness and gypsies and travellers. The reason for selecting these groups is based on either the scale of problems experienced by different groups or because there is a sub regional dimension to their needs (e.g. the...
problems are shared or cross boundaries). The strategy seeks to develop more sustainable and cost effective services that are aligned with wider health and wellbeing objectives.

Section seven highlights the resources currently available to deliver identified housing priorities in the Humber and an indication of the level of funding required to deliver such interventions in the future. Considerable detail is provided for the period 2008-11 where progress has already been made and where there is a degree of certainty about the availability of funding. In the periods 2011-15 and 2015-19, the levels of available funding are largely unknown. The strategy includes a strong caveat to the effect that failure to secure the levels of funding set out in this document will impact on delivery. Reference is made to funding available from a range of different sources including from the Regional Regeneration and Housing Board, Homes and Communities Agency and internal contributions. This section also sets out the mechanisms that the Partnership intends to apply to ensure effective and efficient spend in future years. The funding priorities set out in this strategy may have to change in the light of subsequent discussions with the Homes and Communities Agency through the single conversation process.

Section eight of the strategy explains how the Partnership intends to evaluate progress in delivering identified priorities and the factors that will highlight the need for a review. It is highly likely that a review will be required in the light of the single conversation process that will inform the 2011-15 investment period. A further review will be required for subsequent investment rounds. Regular monitoring will be undertaken to ensure that the Partnership remains on track to deliver agreed priorities and again, this may signal the need for partial or whole-scale review of the document.

An action plan is set out in Section nine of the strategy. This draws out the key actions from the strategy itself and explains how these will be delivered, the timescale for achieving them and the lead responsibilities. Where possible, targets and financial information has also been included.
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Foreword</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Executive Summary</td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Section 1.</td>
<td>Introduction</td>
<td>9</td>
</tr>
<tr>
<td>Section 2.</td>
<td>Strategic context</td>
<td>15</td>
</tr>
<tr>
<td>Section 3.</td>
<td>Overarching vision and strategic priorities</td>
<td>19</td>
</tr>
<tr>
<td>Section 4.</td>
<td>Creating more balanced housing markets</td>
<td>21</td>
</tr>
<tr>
<td>Section 5.</td>
<td>Providing high quality homes in the Humber</td>
<td>33</td>
</tr>
<tr>
<td>Section 6.</td>
<td>Meeting diverse housing needs in the Humber</td>
<td>41</td>
</tr>
<tr>
<td>Section 7.</td>
<td>2009 – 19 Investment Programme</td>
<td>47</td>
</tr>
<tr>
<td>Section 8.</td>
<td>Monitoring and evaluation</td>
<td>55</td>
</tr>
<tr>
<td>Section 9.</td>
<td>Humber Housing Strategy Action Plan</td>
<td>57</td>
</tr>
</tbody>
</table>

### Appendices

| A. | Glossary of terms | 65 |
| B. | Humber Housing Partnership membership | 67 |
| C. | Total expenditure in 2005-08 | 69 |
| D. | HHP AGM consultation feedback | 71 |
| E. | National policy context | 73 |
| F. | Key sources of evidence | 75 |
| G. | Humber Housing Partnership scheme appraisal criteria | 77 |
| H. | Performance Framework | 79 |
| I. | Endnotes | 81 |

### List of figures

1. The Humber sub area in context | 9 |
2. Hull and Humber Ports City Region – governance structure | 12 |
3. Strategic housing markets in the Humber | 21 |
4. Delivery of market and affordable housing in the Humber | 22 |
5. Gateway Pathfinder intervention area | 24 |
6. Spatial priorities in the Humber | 27 |
8. Affordable Housing requirements across the Humber sub region | 30 |
9. Housing tenure April 2008 | 33 |
10. Areas at risk of flooding in the Humber sub area | 38 |
11. % increase in older people living in the Humber | 42 |
12. Gypsy & Traveller pitch requirement | 44 |
13. Actual spend in the Humber 2008-09 | 49 |
14. Committed spend in the Humber 2009-11 | 50 |
15. HCA Affordable Housing Programme investment 2008/11 | 51 |
16. Actual spend in the Humber 2005-08 | 69 |
Section 1. Introduction

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

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, 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 those of the regional and England 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 920,000 with around 598,000 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 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 in particular the presence of the estuary and because of the very varied issues that arise in different parts of the Humber.

**Purpose of the strategy**

1.10 Although the prevailing policy context is changing with the evolution of the new Regional Regeneration and Housing Board and the development of a new Integrated Regional 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.

1.11 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.

1.12 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 Regional Regeneration and Housing Board (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.

1.13 This is particularly important given previous 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.

1.14 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, CLG funding for gypsies and travellers and the contribution that can be expected from housing associations, private developers and others. 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.

1.15 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.

1.16 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. Further information is provided in Section 7 regarding how the HHP intends to work with the HCA.

1.17 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**

1.18 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.

1.19 The HHP sits alongside three other thematic boards relating to Planning, Transport and Enterprise, Training & Skills. Each of the Boards feeds directly into the Humber Economic Partnership, which acts as an overarching Humber strategic board.

1.20 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.
1.21 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.

1.22 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.

1.23 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). 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

1.24 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).

1.25 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.

1.26 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. An indicative allocation of £8.457m is available in 2009–10. 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.

1.27 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 than has previously been the case. Clear reference is also made to other investment priorities in the Humber through links to economic development activity.

1.28 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 this period. 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.

1.29 Over the 3-year 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.

1.30 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

1.31 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. Feedback from this meeting has been incorporated within this consultation draft (a list of key issues is included in Appendix D).

1.32 This strategy will be available for comment until the end of November 2009. During this six-week period, stakeholders will be invited to comment on the draft strategy. A copy of the draft strategy together with a summary will be placed on deposit in main libraries and council offices. The document will also be available to view on the HEP web site (www.humberep.co.uk) with clear links to each of the other local authorities web sites. Interested parties will be invited to submit comments either electronically or in hard copy. A brief summary of the strategy will also be available together with a questionnaire.

1.33 Separate North and South bank consultation events will be arranged during the six-week period, which are intended to allow stakeholders and other interested parties to discuss the content and direction of the draft strategy. Separate meetings with stakeholders will be arranged as necessary. The Humber Housing Board suggested that a meeting is also arranged at the end of the consultation period to outline to key stakeholders the main responses received during this period and how the Partnership intends to deal with such comments.

1.34 A full report outlining all responses received during the consultation period together with proposed actions will be considered by the Humber Housing Board in due course and a copy of this report will subsequently be posted on the HEP web site. All organisations and individuals who make a comment will be notified of how the Partnership intends to deal with such comments.

Finalising the strategy

1.35 The final version of the strategy (informed by feedback from this consultation process) will be reported to the Humber Housing Board in December 2009. The strategy will then be considered by the respective local authorities before being presented to the HEP Board in March 2010 for final approval.
Section 2. Strategic context

National and regional context

2.1 This 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 Plan). 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 also informs the Strategy. Although this clearly 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) provides a clear steer regarding the level and location of new housing development in the Humber. In particular, it:

- Seeks to focus 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;
- Establishes 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 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 *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**

2.7 The Humber Housing Strategy builds on the approach set out in the *Hull and Humber Ports City Region Development Programme (CRDP)*. 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;
• CRDP stresses 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.

2.8 The Humber Economic Partnership (HEP) 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.

2.9 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.

2.10 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 anticipated that the new Hull and Humber Ports Integrated 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.

2.11 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 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.

2.12 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 Regional 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.

2.13 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 and healthcare & bio-science);
- Secure a healthy housing market for all tenures of housing in the Humber;
- Deliver large scale housing growth in North Lincolnshire through the Lincolnshire Lakes project as a sustainable urban extension to Scunthorpe;
- Improve connectivity between the areas main settlements and ports;
- Diversify and develop the sub areas 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 areas 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.

2.14 Each of the local authorities in the Humber has recently produced a local Housing Strategy. On the south bank, a joint strategy has been developed. There is a strong commitment to continuing to produce such strategies and to ensure that these align closely with the Humber Housing Strategy. The preparation of local housing strategies will be timed to provide guidance for the specific funding periods highlighted in Section 7 of this document. Local Housing Strategies will be prepared to cover the periods 2011-15 and 2015-19.

2.15 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. Appendix F of this document sets out the main sources of evidence used.
Section 3. Overarching Vision and Strategic Priorities

Overarching vision

3.1 The overarching vision of the Humber Housing 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 the economic prosperity of the area.

Strategic priorities

3.2 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 though 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 the a number of weak and failing housing markets through a focussed approach which involves 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 considered to be helpful. The Partnership is keen in this section 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.

3.3 The Sustainability theme identified by HCA is considered to be something which applies to each of the above strategic priorities.

3.4 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 relate to Project Management and Programme Management are also included in the Action Plan.

3.5 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.
Section 4. Creating more balanced housing markets

Introduction

4.1 Provision of 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. This will include a focus on larger urban areas as well as responding to the needs of communities living in smaller towns and villages.

4.3 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; and
- Creating more sustainable communities through the delivery of higher levels of affordable housing in both urban and rural areas.

Context

4.4 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. These are shown below.

Figure 3: Strategic housing markets in the Humber

Source: DTZ Consulting and Research
4.5 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.

4.6 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.

4.7 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;

4.8 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.

4.9 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 Integrated Regional 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 4: Delivery of market and affordable housing in the Humber

![Figure 4: Delivery of market and affordable housing in the Humber](image-url)
4.10 There are high levels of need for social housing across the Humber with almost 27,000 households registered at April 2009. 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.

4.11 Average house prices for all property types in the sub-region vary from £107,000 in Hull to almost £190,000 in East Riding. 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.

4.12 Long-term empty properties account for just over 2% of all private sector housing in the Humber (or approximately 7,000 properties). 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 the neighbourhood, increased crime and vandalism and a reduction in community safety and neighbourhood cohesion.

**Place shaping and regeneration**

4.13 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 other larger towns. 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.

4.14 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, development of improved retail and leisure facilities as well as improved transport and economic development.

4.15 The following paragraphs summarise the nature of the problems in each of these locations, 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’s, 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.
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.

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:

- 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**

A successful city centre is a vital part of the strategy to diversify Hull's economy and the provision of new housing is key to achieving this. 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.

4.16 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.

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 the development of a master plan for 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 being promoted to the west of Scunthorpe as part of the Lincolnshire Lakes development. This will include up to 13,500 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, housing improvement, 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 49th 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 March 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.

4.17 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.

![Figure 6: Spatial priorities in the Humber](image)

Source: Humber Housing Partnership

4.18 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**

4.19 Increasing the supply of both market and affordable housing to meet the needs and preferences of individual households contributes towards creating stronger and more prosperous communities. The Partnership will seek to increase the supply and range of house types in the Humber as a whole but with specific requirements in varying localities.

4.20 Each authority has undertaken a Strategic Housing Land Availability Assessment (SHLAA)\(^9\). These confirm a five-year housing land supply of suitable and available land in three of the four areas. Preliminary findings suggest that this may not be the case in Hull. In the East Riding of Yorkshire, NE Lincolnshire and N Lincolnshire (subject to the approval of the
Lincolnshire Lakes proposal) there is capacity to meet needs over a 15-year period. Although initial indications are that there is a 15-year supply in Hull, there are concerns that this could result in the loss of valued open areas and redevelopment of inner urban areas currently not in residential use.

4.21 Figure 7 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 current recession. It is likely that completions will remain low for some time as economic conditions improve and as the house building industry recovers.

<table>
<thead>
<tr>
<th>Year</th>
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<th>ERYC</th>
<th>NL</th>
<th>NEL</th>
<th>All</th>
<th>Hull</th>
<th>ERYC</th>
<th>NL</th>
<th>NEL</th>
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<td>3082</td>
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<td>174</td>
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</tbody>
</table>

Source: Housing Flows Reconciliation and Housing Strategy Statistical Appendix 2009

4.22 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. 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.

4.23 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.

Meeting the need for new affordable housing

4.24 In the period from 2004-5 to 2008-9 almost 900 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.

4.25 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. 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. 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.

4.26 In the period to 2011, it is anticipated that around 1,340 new affordable houses will be delivered in the Humber. This figure is largely based 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.

4.27 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.

4.28 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. The Partnership is keen to develop approaches that can assist in delivering new affordable housing and will work with a range of stakeholders to improve capacity to do so.

4.29 As with market housing in general, the involvement of planners in delivering affordable housing is critical. The Partnership will promote new planning policies to increase the proportion of affordable housing through Section 106 agreements. 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.

4.30 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 previously 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.
<table>
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<th>Area</th>
<th>RSS housing requirement</th>
<th>RSS affordable housing requirement</th>
<th>Lower quartile house price to income ratio</th>
<th>Number of new affordable homes needed p.a.</th>
</tr>
</thead>
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<td>Up to 30%</td>
<td>5.4:1</td>
<td>193 net11</td>
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<tr>
<td>East Riding of Yorkshire</td>
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<td>Up to 40%</td>
<td>7.2:1</td>
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</table>

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

4.31 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 275 new houses by 2011 to meet identified needs in a range of towns and villages. A further 54 are proposed in Hull. In addition the Orchard Park estate PFI scheme will include new build social housing. Both Councils will work with HCA and other stakeholders to add to 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.

4.32 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.

4.33 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 4.31 above. Techniques for ensuring the success of such actions will be shared with other partners.

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

Kirton is 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, and all the properties were allocated to households with a strong local connection. The scheme was officially opened in October 2008.

New resident Ann Buckel 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.”
4.34 The Partnership continues to contribute towards the cost of two rural housing enablers in the Humber and this project has succeeded in delivering a number of affordable housing schemes in East Riding, North and North East Lincolnshire. The rural housing enablers provide a vital contribution to the development of affordable rural housing by working closely with local communities to assess needs and find solutions.

Making better use of the existing housing stock

4.35 Although the development of new affordable 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, just over 2% 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%. In all areas of the Humber there are local initiatives focusing 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 householders in terms of understanding what assistance may be available.

Key actions

- 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 and environmental designations;
- Combat areas of low demand and contribute to the integrated regeneration of primarily urban areas through investment in housing by delivering a density and mix of housing which meets residents’ needs and aspirations;
- Deliver place shaping role and address issues of low demand by linking physical regeneration of neighbourhoods with wider investment plans and priorities;
- 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 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
- 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 quality of private sector housing 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 not only to existing housing but also to all 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. Social housing accounts for the remaining 17% of housing in the Humber.

*Figure 9: 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). Available data suggests that there are almost 90,000 properties in the private sector classified as non-decent in the Humber. 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 increase the proportion of such households living in non-decent housing 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.

5.6 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%. Available evidence suggests that the 2020 target has already been achieved in Hull (although this evidence is currently being reviewed). However, 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. More detail on this key issue can be found in the accompanying evidence base.

5.7 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 would allow for the improvement of just over 200 additional houses each year over the course of the plan.

5.8 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 manage former council housing in North East Lincolnshire and North Lincolnshire Homes manage the stock in North Lincolnshire. The Government requires that all social housing should be made decent by 2010/11.

5.9 On the north bank, 36% of council houses in Hull and 14% in East Riding are non-decent. Both authorities 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. A range of housing associations on the north bank manage around 9,000 properties. Less than one percent of these are non-decent and it is anticipated that all meet required decency standards by 2010.

5.10 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

5.11 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.
5.12 Comparing the Humber region with the rest of England all four authorities follow the national trend and demonstrate high levels of private housing 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.

5.13 The Partnership recognises that there is still a degree of inconsistency in the evidence that is held by each of the respective organisations regarding the condition of private housing. There is a strong commitment to ensuring that future stock condition surveys are undertaken on a consistent basis and that baseline information and monitoring arrangements are put in place to assist in judging future performance.

Focus for investment

5.14 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.

5.15 The available evidence from stock condition surveys suggests that as well as focusing on 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.

5.16 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 not 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. 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. The Partnership has also been successful in ensuring consistency in the development of the joint fire safety guidance, for HMO’s and single occupancy premises, in partnership with the Humberside Fire Authority.

Sources of funding

5.17 The Partnership recognises the need to shift from grants to an approach that relies more heavily on loans. The four local authorities support 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. The Partnership is keen to develop the existing relationship with the Credit Union to deliver loans. This could build on the existing ‘homecheque’ scheme that is operated by the Hull and East Riding Credit Union.

5.18 The Partnership already operates a sub regional landlord loans scheme that complements the regional 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 is 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).

5.19 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.

5.20 The Partnership is keen to ensure that each of the local authorities is fully using the powers available through the Housing Act 2004 to enforce landlords and owner-occupiers to improve housing quality in the private sector including mandatory licensing for HMO’s. Best practice from around the sub region will be developed to ensure that a consistent and cost effective approach is developed. Opportunities will be explored to secure private rented sector tenancies for low-income families, in particular when government funded incentives have been provided.

**Addressing fuel poverty**

5.21 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.

5.22 East Riding of Yorkshire Council and North East Lincolnshire have included NI187 as part of their respective Local Area Agreements. This seeks to reduce the number of vulnerable households living in fuel poverty. Hull 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 this particular problem for example providing cavity wall and loft insulation and a range of alternative technologies such as photo voltaics and air source heat pumps.

5.23 All four authorities operate schemes where health practitioners refer households 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.

5.24 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. Additional funding for cavity wall insulation and Combined Heat and Power in council housing announced in the April 2009 budget statement is welcomed along with the Government’s commitment to fund a programme of retrofitting the existing housing stock with energy savings measures.

5.25 The Partnership sees this type of intervention as a priority in the Humber. The Partnership will work closely to maximise funding opportunities as they arise and to submit joint bids to increase leverage and capacity. The four local authorities and their partners are working closely with Community Energy Solutions (CES) to develop a bid for European funding to install a number of innovative energy efficiency measures into low income housing in the 10% most deprived communities in the Humber. If successful in securing the money, the project will focus on hard to treat properties and will lift many households out of fuel poverty. The lessons learnt from the project will be shared regionally and nationally to inform decisions regarding future interventions.

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. On average £200,000 pa has been invested by CES 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 ongoing involvement (along with two other councils in the country and the Commission for Rural Communities) to the ‘hands up’ project which seeks to develop a better understanding of the effects of rising fuel bills and the impact on health, financial and overall wellbeing of people living in rural areas. Best practice will be shared with others in the Humber.

Encouraging more sustainable housing

5.26 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.

5.27 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 3 and by 2010 Part L of the Building Regulations will come into effect which will require all new market housing to also provide this level of energy efficiency.
5.28 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**

5.29 A particular challenge in the Humber relates to the fact that many areas are identified as being at risk from flooding (as can be seen in Figure 10 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 over this issue 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.

![Figure 10: Areas at risk of flooding in the Humber sub area](source: Humber Housing Partnership)

5.30 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

5.31 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 which overcomes many of the problems listed above and the Partnership sees this as a model for dealing with similar problems elsewhere. Likewise, there are good examples in the Humber where development has proceeded in areas of high flood risk. For example Havelok have developed a housing scheme in Roberts Street, Grimsby on three levels with living areas on the 1st and 2nd floors, above flood level.

**Tackling climate change**

5.32 Housing accounts for around 27%\(^{13}\) of the UK's carbon emissions, a major cause of climate change. For example in 2006, emissions from housing in the Humber ranged from 892 tonnes in East Riding to 389 tonnes in North East Lincolnshire. Such information provides a useful baseline against which to monitor progress in reducing climate change.

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

5.34 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.

5.35 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**

- Continue to develop evidence base relating to housing quality and ensure that information is comparable across the Humber;
- Focus available resources towards improving the quality of housing in identified intervention areas and to address the needs of vulnerable households elsewhere;
- Achieve the Government Decent Homes Standard for social housing and reduce the number of poor quality private sector houses with a focus on those occupied by vulnerable people;
- Continue to share best practice with key stakeholders regarding improvements to the existing housing stock through both enforcement and financial support;
- Develop a Humber Landlord’s Accreditation scheme to help landlords understand their duties, giving recognition to the good ones and improving living conditions for tenants;
- Continue to work closely with the Environment Agency to develop a pragmatic approach which recognises the threat posed by flooding but balances this against wider economic and social priorities; and
- Work closely with planners and other stakeholders to ensure that improvements to existing and new build housing contribute positively to tackling climate change.
Section 6. Meeting diverse housing needs in the Humber

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 interventions towards households in greatest need including opportunities for independent living for vulnerable older people, young people, people 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 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 To strengthen this commitment, the Yorkshire and Humber Regional Housing Support Group is developing a regional strategy for Housing Related Support that will influence the Yorkshire and Humber Regional Integrated Strategy. This will demonstrate the outcomes of support services commissioned by local authorities and their partners particularly for socially excluded groups and the resulting contribution to Public Service Agreement 16. It will also evidence the financial savings that can be achieved compared with more expensive alternative provision. In the future, the Supporting People budget will be included in the wider area based grant. The Partnership is keen to ensure that sufficient funding is reserved to meet the revenue implications of identified housing priorities in this strategy.

6.5 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.

6.6 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 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 such groups are dealt with adequately in the respective local Housing and Supporting People Strategies.
6.7 An Equalities Impact Assessment of the draft strategy will be undertaken during the consultation period and the results of this exercise will help to inform the final version of the strategy.

**Older People with support needs**

6.8 The older population living in the Humber is growing rapidly and at a pace, which is faster than both regional and national trends. Figure 11 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 11: % increase in older people living in the Humber](image)

<table>
<thead>
<tr>
<th></th>
<th>Percentage increase 65+ 2006 - 2031</th>
<th>Percentage increase 85+ 2006 - 2031</th>
</tr>
</thead>
<tbody>
<tr>
<td>East Riding</td>
<td>55%</td>
<td>117%</td>
</tr>
<tr>
<td>Kingston upon Hull</td>
<td>23%</td>
<td>58%</td>
</tr>
<tr>
<td>North East Lincolnshire</td>
<td>42%</td>
<td>102%</td>
</tr>
<tr>
<td>North Lincolnshire</td>
<td>49%</td>
<td>116%</td>
</tr>
<tr>
<td>Humber</td>
<td>42%</td>
<td>98%</td>
</tr>
<tr>
<td>Yorkshire and the Humber</td>
<td>32%</td>
<td>85%</td>
</tr>
</tbody>
</table>

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. There 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-modeling of existing sheltered housing schemes or though adaptations and improvements to people’s houses and general advice and support. 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.

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**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”.

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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). Following each individual authority’s assessment of need, LGYH commissioned a benchmarking study to conclude levels of need. This found that between 2008-2017, there is a requirement to provide 142 additional residential pitches and 20 transient ones in the Humber. Figure 12 below provides more detail on the levels of need identified in the Humber.

6.19 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.

6.20 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.

**Homelessness**

6.21 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.

6.22 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.
In March 2009 the Humber collaborated on a ‘Specification Planning Day’ with Homeless Link and providers of housing related support in the region. This focused 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.

6.23 It is recognised that in parts of the Humber there is a shortage of suitable supported accommodation. 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.

More sustainable and cost effective services

6.24 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 options. 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 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.

6.25 In the Humber, three of the four authorities have signed up to choice based letting schemes, 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 Choice Based Letting Schemes and in North and North East Lincolnshire this is due to be implemented by 2011. The individual authorities will continue to explore opportunities to improve their existing allocations procedures with consideration being given to including housing associations and private sector landlords.

6.26 The Partnership will continue to explore opportunities to deliver specific housing interventions which seek not only to meet identified housing needs but also to ensure that related needs are also addressed. The Humber has previously supported a number of ‘Youthbuild’ schemes that provide valuable training opportunities for vulnerable young people. The Partnership will consider whether such activity could again 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.

6.27 The Partnership is particularly keen to explore how services can be improved though 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 particularly valuable in more rural locations where service delivery is often very difficult and costly.

6.28 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**

- 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;
- Develop a better understanding of the housing needs of all vulnerable groups in the Humber;
- 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;
- Maximise opportunities to deliver new Extra Care Housing schemes for older people and vulnerable adults, working in partnership with RSLs and the private sector;
- Develop cross regional and cross tenure partnerships to support the re-housing of vulnerable groups across local authority areas;
- Continue to share good practice from within the sub region and region; and
- Ensure that the Strategy effectively deals with health and equalities issues in promoting future interventions.
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 below.

The scale of the challenge

7.3 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.

7.4 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

7.5 The strategic investment proposals in this strategy follow the regional approach set out in the Yorkshire and Humber Regional Funding Guidance 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. There remains some uncertainty about levels of funding in 2010-11. The level of funding available beyond 2011 is as yet unknown. The following reflects this regional picture but attaches a more distinctive ‘Humber’ flavour.
Preparing for recovery (2008-11)

7.6 The main investment priorities in this period will include;

- Increase provision of affordable housing and address the need to support people with mortgage / debt problems to remain in their own homes;
- Progress major housing led regeneration projects – the Gateway programme and Advance Humber Towns are regional priorities;
- Support longer-term delivery of housing objectives through site acquisition and preparation activities; and
- Increase the level of decency within the existing housing stock.

7.7 Funding requirements for this period are set out in Figures 13 and 14. The information in these figures may change as a result of revised allocations to the Humber and decisions regarding the level of support for other regional priorities. This information will be updated in the final version of the strategy.

7.9 The Private Housing Renewal Pot has already provided just over £11m in 2008/09 and a further £8.5m is available in 2009/10. The outputs listed above are based on 100% spend on existing funding in 2009-10 and on receipt of a 2010/11 allocation of £6.64m. The 2010-11 figure reflects a 20% reduction in the original 2010/11 allocation. Proposed spending priorities and levels of output have been amended as appropriate using the scheme appraisal criteria set out in Appendix G.

7.10 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.

7.11 In addition to the funding listed in Figure 13, 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.
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<th>Ref No</th>
<th>Humber Sub Region</th>
<th>Capital Investment</th>
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## Table: Humber Sub Region Capital Investment

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7.12 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.

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<th>Scheme</th>
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Source: Homes and Communities Agency

7.13 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.

7.14 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.

7.15 Private finance initiatives through Homes and Communities Agency and Department of Health provide opportunities, recent expressions 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.

7.16 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 department of Communities and Local Government in 2009 to reduce repossessions to fund specialist housing support officers.

7.17 During this period, the Partnership will commence a process of comprehensive investment planning with the Homes and Communities Agency. 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)**

7.18 The main investment priorities in this period will be to:

- Build on preparatory work undertaken during 2008-11 to progress major regeneration and place-making activities whilst maintaining decency levels in existing stock and a continued investment in affordable housing.

7.19 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.

7.20 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.

7.21 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. These figures are subject to confirmation.

7.22 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)

7.23 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.

7.24 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.

7.25 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

7.26 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 spend 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.

7.27 The Partnership is in the process of appointing a Programme Coordinator who will have a key role to play in managing the overall investment programme and in coordinating the activity of each of the partners. The Programme Coordinator will directly support the chair of the Partnership and will have a clear line of communication with a nominated Programme Manager within each of the local authorities and other delivery organisations.

7.28 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. 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.

7.29 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.

7.30 Achievements or areas of concern within the Humber Housing Strategy will be reported to the Humber Economic Partnership through the Humber Housing 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

7.31 In determining priorities for investment and activity that the Humber Housing 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.
7.32 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.

7.33 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.

7.34 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

7.35 Future investment priorities will need to be closely aligned to the single conversation, which will take place between the HCA and the respective local authorities. This process seeks to explore with the local authority and its partners how mutually agreed outcomes for people and places can be delivered through the integration of housing, infrastructure, regeneration and community activities and funding streams. This will address how all the resources potentially available in areas can be organised to achieve maximum outputs and impacts.

7.36 The timetable for this will commence with Hull with a target for an Investment Agreement to be in place by March 2010 and single conversations will be held with East Riding of Yorkshire, North Lincolnshire and North East Lincolnshire in 2010/11. This will enable a comprehensive investment programme covering the Humber to be developed which can feed into the Regional Integrated Strategy to be in place by 2011/12.

7.37 The Humber Housing Strategy provides a clear context for discussions with the HCA about investment in the Humber by setting a future direction that is underpinned by mutually shared and agreed priorities across the Humber area.
Section 8. Evaluation and review of strategy

8.1 The strategy provides a context for housing investment up to 2019. Clearly at this stage, the level of funding which is likely to be available to the Partnership 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 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. If however, the level of funding allocated to the Humber is significantly below the anticipated level set in this strategy, a more fundamental review will be required. A full review of this strategy will be undertaken to inform the 2015-19 investment period.

8.3 The Humber Housing Strategy is supported by an action plan (Section 9). This outlines all of the joint actions agreed as part of the strategy. 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.

8.4 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.

8.5 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. 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 and Grimsby/Cleethorpes, 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.

8.6 The index cannot provide conclusive proof of the causes of housing market success or failure but can provide evidence of the particular issues affecting an area. It is however useful in supporting strategic decisions on the shape of local interventions in housing and communities. It will also provide a very useful baseline for monitoring progress in relation to the various interventions set out in this and other local housing strategies.
### Section 9. Action Plan

<table>
<thead>
<tr>
<th>Priority Area</th>
<th>Action</th>
<th>Measure</th>
<th>Lead Partner (others)</th>
<th>Resources</th>
<th>Timetable</th>
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<tbody>
<tr>
<td><strong>Strategic Priority 1: Balancing Housing Markets in the Humber</strong></td>
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<tr>
<td><strong>HHS 1.1</strong> Deliver ambitious housing numbers within the Humber in a way which supports the regeneration of urban areas while allowing appropriate growth in rural areas and takes account of physical constraints such as flood risk</td>
<td>Work closely with planners to ensure that new development is located in appropriate places</td>
<td>Number of additional new houses provided (NI154).</td>
<td><strong>HHP</strong> Humber Planning Board House builders HCA Environment Agency</td>
<td>Private sector Kick Start funding</td>
<td>Monitor completions on an annual basis</td>
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<td></td>
<td>Seek to increase the supply of new housing in the Humber</td>
<td>‘Deliverable’ housing target agreed in the Yorkshire and Humber IRS</td>
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<td></td>
<td>Develop stronger working relationships with stakeholders to overcome current housing market pressures and to prepare for market recovery</td>
<td>Increased number of house builders involved in the Partnership</td>
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<tr>
<td><strong>HHS 1.2</strong> Deliver place shaping role and address issues of low demand by linking physical regeneration of neighbourhoods with wider investment plans and priorities</td>
<td>Continue to deliver the objectives of the Hull and East Riding Housing Market Renewal Pathfinder and Advance Humber Towns initiative</td>
<td>Number of long term empty properties brought back into use or demolished in the priority areas</td>
<td><strong>HHP</strong> (development partners HCA Yorkshire Forward RSLs)</td>
<td>Gateway Pathfinder = £90.5m (2008-11) + £120m (2011-15) and £120m (2015-19)</td>
<td>Gateway Pathfinder and Advance Humber Towns – ongoing throughout period</td>
</tr>
<tr>
<td></td>
<td>Develop robust delivery plans for future interventions</td>
<td>Number of new affordable homes provided in the priority areas</td>
<td></td>
<td></td>
<td>Orchard Park PFI – 2013- 2019</td>
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<tr>
<td></td>
<td>Maximise the use of local labour in all housing led regeneration schemes and seek opportunities to create new jobs and training schemes</td>
<td>Levels of customer satisfaction</td>
<td></td>
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<td></td>
<td>Learn lessons from current projects to inform future interventions</td>
<td>Number of new jobs / training places provided as a direct result of housing led regeneration projects</td>
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<td></td>
<td>Seek to create more balanced housing markets through intervention in identified regeneration priority areas</td>
<td>Neighbourhood reviews and resident satisfaction surveys regularly undertaken</td>
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<tr>
<td>Priority Area</td>
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| **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 | Promote more pro-active planning policies in respective LDFs | NI 155: No of additional affordable homes provided (gross)  
• 1,340 by 2011  
• 1,550 by 2015 | **HHP**  
HCA  
RSLs  
House builders  
Landowners  
Humber Planning Board | NAHP = £36m (2008-11)  
NAHP = £69m (2011-15)  
Council Challenge Fund = £16m | Ongoing |
|  | Share best practice from North and South bank Rural Housing Enabler Project | Amount of public funding levered in  
Increased number of new affordable housing gained through S106 Agreements  
Number of new homes provided in rural areas |  |  |  |
|  | Maximise the provision of affordable homes delivered through using S.106 agreements |  |  |  |  |
|  | Work with partners to deliver affordable housing using NAHP / other public funding |  |  |  |  |
| **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 | 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  
Promote Humber Landlord loan scheme | **HHP**  
Local authorities  
RSLs  
Private Landlords | Local authority budgets  
NAHP funding  
RR&H Board funding | Sept 2010 |
|  | Maximise funding opportunities to bring empty properties back into use | Work with RSLs to bring empty properties into use as affordable housing |  |  |  |
|  | 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** | Funding to be identified as required | April 2010 |
| **HHS 1.5** 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 | **HHP** | Local authority budgets  
Partnership funding as required | Annually |
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<tr>
<td><strong>Strategic Priority 2: Providing High Quality Homes in the Humber</strong></td>
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<tr>
<td>HHS 2.1 Continue to develop the evidence base relating to housing quality and ensure that information is comparable across the Humber</td>
<td>Evidence Base updated annually and research commissioned as necessary</td>
<td>Evidence base updated and research commissioned</td>
<td>HHP</td>
<td>Local authority budgets</td>
<td>Annually</td>
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<td></td>
<td>Work together when commissioning new research to develop a brief which will provide information that is consistent across the Humber</td>
<td>Key outputs agreed by partners prior to all new research being commissioned</td>
<td>HHP Specialist consultant(s)</td>
<td>Local authority budgets</td>
<td>Ongoing</td>
</tr>
<tr>
<td>HHS 2.2 Focus available resources towards improving the quality of housing in identified intervention areas and to address the needs of vulnerable households</td>
<td>Submit proposals for regional funding and focus interventions in identified areas and towards the private rented sector and pre 1919 properties</td>
<td>Amount of funding levered in and number of homes improved</td>
<td>HHP</td>
<td>RR&amp;H Board HCA Yorkshire Forward Private sector RSLs</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Increase use of Regional Loan Scheme and review the four authority's Housing Assistance Policies to ensure they reflect Good Practice</td>
<td>Increase proportion of home improvements through use of loans</td>
<td>HHP Homes and Loans</td>
<td>To be determined</td>
<td>Ongoing</td>
</tr>
<tr>
<td>HHS 2.3 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</td>
<td>Improve 520 non decent private sector properties containing vulnerable households per annum to meet 2020 target</td>
<td>Housing Strategy Statistical Appendix Quarterly monitoring to RHB</td>
<td>HHP</td>
<td>Private sector decency = £18.6m (2008-11) + £35m (2011-19)</td>
<td>Annually to 2020</td>
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<tr>
<td></td>
<td>Improve 230 non decent private sector properties per annum containing non vulnerable households</td>
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<td></td>
<td>£10m per year (to be identified)</td>
<td>Annually</td>
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<td></td>
<td>Ensure that all social housing is made decent by 2012</td>
<td>NI 158</td>
<td></td>
<td>£159m (LA decency and LSVT funding)</td>
<td>Annually to 2012</td>
</tr>
<tr>
<td>HHS 2.4 Continue to share best practice with key stakeholders regarding improvements to the existing housing stock through both enforcement and financial support</td>
<td>Carry out an inter authority audit of enforcement activities and financial assistance policies across the Humber</td>
<td>Audit carried out independently and findings reflected in amendments to local authority policies</td>
<td>East Riding of Yorkshire Council to commission independent audit</td>
<td>Partnership budget</td>
<td>2010</td>
</tr>
<tr>
<td>Priority Area</td>
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<td>Lead Partner</td>
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<tr>
<td><strong>HHS 2.5</strong> Develop a Humber Landlord’s Accreditation scheme to help landlords understand their duties and give recognition to the good ones</td>
<td>Agree a minimum standard for accreditation and launch accreditation scheme</td>
<td>Accreditation scheme launched</td>
<td>HHP National Landlords Association Humber Landlords Association</td>
<td>Local authority budgets</td>
<td>Summer 2010</td>
</tr>
<tr>
<td><strong>HHS 2.6</strong> Continue to work closely with the Environment Agency to develop a pragmatic approach which recognises the threat posed by flooding but balances this against wider economic and social priorities</td>
<td>Develop a suitable ‘Humber’ approach</td>
<td>NI189 Adoption of Strategic Flood Risk Assessments for each local authority and agreement of Flood Catchment Management Plans Increase proportion of new development in areas at no or low risk of flooding Promote new housing and house improvements in identified regeneration priority areas having regard to the risk of flooding</td>
<td>HHP / Environment Agency Humber Planning Board</td>
<td>Local authority budgets</td>
<td>2010</td>
</tr>
<tr>
<td><strong>HHS 2.7</strong> Work closely with planners and other stakeholders to ensure that improvements to existing housing and new build housing contributes positively to tackling climate change</td>
<td>Reduce CO₂ emissions from domestic housing in the Humber (2,302 tonnes in 2006) and reduce the number of households living in fuel poverty Work with developers to meet the Government's Code for Sustainable homes Align housing regeneration projects to other sources of funding to improve SAP ratings to dwellings in priority areas</td>
<td>Meet local targets for performance against NI 186 and NI 187 Number of new homes built in the Humber that meet level 3 or above of the Code for Sustainable Homes</td>
<td>HHP Energy suppliers HHP Developers RSLs</td>
<td>£1.8m RR&amp;H Board funding (2008-11) Private sector HCA / RSL support</td>
<td>Ongoing</td>
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<tr>
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<td><strong>Strategic Priority 3: Meeting diverse housing needs in the Humber</strong></td>
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<tr>
<td><strong>HHS 3.1</strong> 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</td>
<td>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</td>
<td>Health representative joins Board</td>
<td>HHP</td>
<td>No direct resource implications</td>
<td>January 2010</td>
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<tr>
<td><strong>HHS 3.2</strong> Develop a better understanding of the housing needs of all vulnerable groups in the Humber</td>
<td>Commission research into the housing needs of vulnerable groups as necessary</td>
<td>Research commissioned as necessary Increase proportion of vulnerable people living in settled accommodation with access to employment, education or training (PSA16)</td>
<td>Supporting People Cross Authority Group</td>
<td>Level of finance to be determined – opportunities to make cost savings through joint commissioning</td>
<td>Ongoing</td>
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<td></td>
<td>Work closely with Supporting People managers to align data sources and develop a comprehensive evidence base on the housing needs of all vulnerable groups</td>
<td>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</td>
<td>Supporting People Cross Authority Group</td>
<td>Level of finance to be determined</td>
<td>April 2010</td>
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<tr>
<td></td>
<td>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)</td>
<td>Representative to attend Partnership meetings regularly and circulate copies of relevant items of interest from CAG and the RHSP to the HHP</td>
<td>Supporting People Cross Authority Group / HHP</td>
<td>No direct resource implications</td>
<td>Ongoing</td>
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<tr>
<td><strong>HHS 3.3</strong> 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</td>
<td>Following the assessment of needs consider areas where housing related support services can be developed across local authority boundaries</td>
<td>Number of new services delivered in partnership between two or more local authorities</td>
<td>Supporting People Cross Authority Group / HHP</td>
<td>Level of finance to be determined</td>
<td>Ongoing</td>
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<tr>
<td>Priority Area</td>
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<tr>
<td><strong>HHS 3.4</strong> 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</td>
<td>Work closely with the HCA, developers and RSLs to bring forward new Extra Care Housing schemes</td>
<td>Number of additional Extra Care units of accommodation developed in the Humber over the course of the strategy</td>
<td>Supporting People Cross Authority Group / HHP RSLs Private sector Health sector</td>
<td>Level of finance to be determined</td>
<td>Ongoing</td>
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<td></td>
<td>Submit joint bids for funding to the Department of Health if new bidding rounds are opened in the future</td>
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<td>Re-model existing sheltered housing schemes using Regional Housing Board and HCA funding to provide an enhanced level of care for residents and the surrounding communities</td>
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<tr>
<td><strong>HHS 3.5</strong> Develop cross regional and cross tenure partnerships to support the re-housing of vulnerable groups across local authority areas</td>
<td>Actively contribute to Supporting People CAG and RSHG (see HHS 3.2), Landlord, RSL and Homeless Forums</td>
<td>Meetings attended regularly and minutes circulated to relevant stakeholders</td>
<td>Support People Cross Authority Group / HHP RSLs Private landlords</td>
<td>No direct resource implications</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Explore opportunities to deliver housing options services in partnership between local authorities in the region and with other agencies (e.g. private landlords, RSL's etc)</td>
<td>Housing Options Services delivered in partnership between two or more local authorities / agencies</td>
<td>HHP</td>
<td>Level of finance to be determined</td>
<td></td>
</tr>
<tr>
<td><strong>HHS 3.6</strong> Ensure that the Strategy effectively deals with Health and Equalities issues in promoting future housing interventions</td>
<td>Undertake Health and Equalities Impact Assessments of the Strategy prior to publication</td>
<td>Undertake assessments during the consultation period and incorporate key findings in the final Strategy</td>
<td>HHP Health and Equalities partners</td>
<td>No direct resource implications</td>
<td>December 2009</td>
</tr>
<tr>
<td>Priority Area</td>
<td>Action</td>
<td>Measure</td>
<td>Lead Partner (others)</td>
<td>Resources</td>
<td>Timetable</td>
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<tr>
<td><strong>Programme Management and Performance Monitoring</strong></td>
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</tr>
<tr>
<td><strong>HHS A</strong> Ensure that the Partnership effectively communicates with stakeholders in the Humber</td>
<td>Develop a clear communication strategy</td>
<td>Communication Strategy published by July 2010</td>
<td>HHP</td>
<td>Partnership budget</td>
<td>July 2010</td>
</tr>
<tr>
<td></td>
<td>Produce a twice yearly Newsletter and regularly update the HHP website</td>
<td>Newsletter produced and website updated</td>
<td>HHP</td>
<td>Partnership admin budget</td>
<td>Six monthly</td>
</tr>
<tr>
<td></td>
<td>Undertake annual monitoring of the Humber Housing Strategy Action Plan and publish this in the newsletter / on the website</td>
<td>Action Plan monitored and Strategy reviewed annually</td>
<td>HHP / Programme Coordinator</td>
<td>Partnership budget</td>
<td>Annually</td>
</tr>
<tr>
<td></td>
<td>Hold regular forum meetings on topical issues of sub regional interest</td>
<td>Hold at least one forum meeting per annum in addition to the AGM</td>
<td>HHB Action Group</td>
<td>Partnership budget</td>
<td>Annually</td>
</tr>
<tr>
<td></td>
<td>Develop a stronger relationship between HHP, HEP and other functional boards</td>
<td>Sub regional housing priorities adequately reflected in Hull and Humber Ports Integrated Strategy Humber</td>
<td>HHP Action Group</td>
<td>No resource implications</td>
<td>Ongoing</td>
</tr>
<tr>
<td><strong>HHS B</strong> Implement performance and programme management measures agreed by the Board in February 2009</td>
<td>Appoint a sub regional Programme Coordinator and nominate programme managers for each of the local authorities</td>
<td>Programme coordinator appointed and managers nominated</td>
<td>Programme coordinator</td>
<td>RR&amp;H Board and Partnership funding</td>
<td>End of 2009</td>
</tr>
<tr>
<td></td>
<td>Ensure that all projects are tested against the scheme appraisal criteria</td>
<td>Existing projects are tested prior to inclusion in strategy and new ones are tested when funding bids are being developed</td>
<td>Programme coordinator</td>
<td>Partnership budget</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>Programme coordinator to develop a ‘reserve list’ of projects for the Humber</td>
<td>Initial reserve list developed by November 2009</td>
<td>Programme coordinator</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Appendix A: Glossary of terms

**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 household 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

**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

**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**

**HHRS - 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

**ICRS - Integrated City Region 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

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

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

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
### Appendix B: Humber Housing Partnership Membership

<table>
<thead>
<tr>
<th>East Riding of Yorkshire Council</th>
<th>South Yorkshire Housing Association</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hull City Council</td>
<td>Stonham Housing</td>
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<tr>
<td>North East Lincs Council</td>
<td>York Housing Association</td>
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<tr>
<td>North Lincs Council</td>
<td>Yorkshire Housing Group</td>
</tr>
<tr>
<td>Gateway Pathfinder</td>
<td>Homes and Communities Agency</td>
</tr>
<tr>
<td>Home Builders Federation</td>
<td>Local Government Yorkshire and the Humber</td>
</tr>
<tr>
<td>Acis Group</td>
<td>Barton Wilmore</td>
</tr>
<tr>
<td>Age Concern</td>
<td>CBRE (Birdseye site)</td>
</tr>
<tr>
<td>Anchor Trust</td>
<td>Barratt Homes</td>
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<tr>
<td>Campaign to Protect Rural England</td>
<td>One Hull Housing and Liveability Partnership</td>
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<tr>
<td>Horncastle</td>
<td>Keapmoat</td>
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<tr>
<td>PPH, Scunthorpe</td>
<td>Bellway</td>
</tr>
<tr>
<td>Places for People</td>
<td>Igloo</td>
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<tr>
<td>Primary Care Trust</td>
<td>Redrow Homes</td>
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<tr>
<td>Private Housing Group</td>
<td>Persimmon Homes</td>
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<tr>
<td>Private Sector</td>
<td>Miller Homes</td>
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<tr>
<td>Progress Group</td>
<td>Beal Developments</td>
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<td>Raglan</td>
<td>Peter Ward</td>
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<tr>
<td>Railway Housing Association</td>
<td>McInerney</td>
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<tr>
<td>Riverside Housing Group</td>
<td>Strata Homes</td>
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<tr>
<td>Sanctuary Housing</td>
<td>Taylor Wimpey</td>
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<tr>
<td>Shoreline Housing Partnership</td>
<td>Stamford Homes</td>
</tr>
<tr>
<td>Yorkshire Forward</td>
<td>Humber Economic Partnership</td>
</tr>
</tbody>
</table>
### Appendix C: Total expenditure in 2005 - 08

Figure 16 below shows the actual spend in the Humber in the previous funding period 2005 – 2008.

| Ref No | Humber Sub Region                  | Council / Ex Council Housing | LA Decent Homes | LA Disabled adaptations | LA Communal/Estate works/repairs etc | LA Challenge Fund (New build) R1 & R2 | New Build - own resources | Private Finance Initiative (New build) | LSVT Decent homes - Gap/Single Pot Funding | Hostels/Homelessness | Advance Humber Towns | Private Sector Renewal | Empty Properties back into use | Energy Efficiency Measures | Regional Loans Scheme | Regional Mortgage Rescue Scheme | National Affordable Housing Programme | Kickstart programme | Housing Market Renewal Fund | Disabled Facilities Grants | Social Housing Energy Saving Programme | Travellers and Gypsy Sites | Extra Care Facilities | Total Investment |
|--------|------------------------------------|------------------------------|-----------------|------------------------|-------------------------------------|---------------------------------------|-------------------------------|-------------------------------------|-----------------------------------------------|---------------------|----------------------|------------------------|----------------------------|----------------------|---------------------------|--------------------------|------------------------|------------------------|------------------------|------------------------|------------------------|------------------|------------------|
| 1      | ER                                 | Total                        | 18,824          | 69,150                 | 6,583                               | 17,150                                | 111,707                       | 9,906                               | 16,197                                         | 0                   | 0                    | 0                      | 0                          | 0                    | 0                         | 9,680                    | 0                      | 0                      | 0                      | 0                      | 0                    | 0                         | 44,412                   | 161,809                | 17,341                  | 35,449                 | 259,011                |
| 2      | Hull                               | Total                        | 2,815           | 7,091                  | 2,815                               | 7,091                                 | 9,906                         | 0                                   | 0                                              | 0                   | 0                    | 0                      | 0                          | 0                    | 0                         | 0                        | 0                      | 0                      | 0                      | 0                      | 0                    | 0                         | 2,815                    | 7,091                  | 2,815                   | 7,091                  | 9,906                  |
| 3      | NEL                                | Total                        | 1,527           | 14,670                 | 1,527                               | 14,670                                | 16,197                        | 0                                   | 0                                              | 0                   | 0                    | 0                      | 0                          | 0                    | 0                         | 14,670                   | 0                      | 0                      | 0                      | 0                      | 0                    | 0                         | 1,527                    | 14,670                 | 1,527                   | 14,670                 | 16,197                 |
| 4      | NL                                 | Total                        | 1,527           | 14,670                 | 1,527                               | 14,670                                | 16,197                        | 0                                   | 0                                              | 0                   | 0                    | 0                      | 0                          | 0                    | 0                         | 14,670                   | 0                      | 0                      | 0                      | 0                      | 0                    | 0                         | 1,527                    | 14,670                 | 1,527                   | 14,670                 | 16,197                 |
| 5      | Total                               | Total                        | 18,824          | 69,150                 | 6,583                               | 17,150                                | 111,707                       | 9,906                               | 16,197                                         | 0                   | 0                    | 0                      | 0                          | 0                    | 0                         | 9,680                    | 0                      | 0                      | 0                      | 0                      | 0                    | 0                         | 44,412                   | 161,809                | 17,341                  | 35,449                 | 259,011                |
Appendix D: HHP AGM consultation feedback

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
Appendix E: National Policy Context

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.
Appendix F: Key sources of evidence

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
Hull City Council Supporting People Strategy 2005 – 2010
North Lincolnshire Council Supporting People Strategy 2005 –2010
North Lincolnshire Council Private Sector House Condition Survey, Managed Services Consultancy (2009)
Hull City Council Private Sector Stock Condition Survey, ## (2009)
Hull City Council Housing Needs and Market Assessment, GVA Grimley (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)
Hull City Council and Primary Care Trust Joint Strategic Needs Assessment (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)
Appendix G: Scheme appraisal criteria

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.

<table>
<thead>
<tr>
<th>National Indicators</th>
<th>East Riding</th>
<th>Hull</th>
<th>NE Lincs</th>
<th>N Lincs</th>
</tr>
</thead>
<tbody>
<tr>
<td>NI 046  Young Offenders access to suitable accommodation</td>
<td></td>
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<tr>
<td>NI 138  Satisfaction of people over 65 with both home and neighbourhood</td>
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<tr>
<td>NI 139  The extent to which older people receive the support they need to live independently at home ✔</td>
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<tr>
<td>NI 141  Number of vulnerable people achieving independent living</td>
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<tr>
<td>NI 142  Number of vulnerable people who are supported to maintain independent living ✔ ✔</td>
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<tr>
<td>NI 143  Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence ✔</td>
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<tr>
<td>NI 145  Adults with learning disabilities in settled accommodation ✔</td>
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<td></td>
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<tr>
<td>NI 147  Care leavers in suitable accommodation</td>
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<tr>
<td>NI 149  Adults in contact with secondary mental health services in settled accommodation ✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
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<tr>
<td>NI 154  Net additional housing provided</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>NI 155  Number of affordable homes delivered (gross) ✔ ✔</td>
<td></td>
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<td></td>
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<tr>
<td>NI 156  Number of households in temporary accommodation</td>
<td></td>
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<tr>
<td>NI 157  Processing of planning applications</td>
<td></td>
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<tr>
<td>NI 158  % of decent council homes ✔</td>
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<tr>
<td>NI 159  Supply of ready to develop housing sites</td>
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<tr>
<td>NI 160  Local authority tenants satisfied with landlord services</td>
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<td></td>
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<tr>
<td>NI 170  Previously developed land that has been vacant or derelict for more than 5 years</td>
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<tr>
<td>NI 186  Per capita reduction in CO₂ emissions in the LA area ✔</td>
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</tr>
<tr>
<td>NI 187  Tackling fuel poverty – people receiving income based benefits living in homes with a low energy efficiency rating ✔ ✔</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>National Indicators 2008/09 Results</td>
<td>East Riding</td>
<td>Hull</td>
<td>NE Lincs</td>
<td>N Lincs</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------------------------</td>
<td>-------------</td>
<td>-------</td>
<td>----------</td>
<td>---------</td>
</tr>
<tr>
<td>NI 046 Young Offenders access to suitable accommodation</td>
<td>98.10%</td>
<td>99.24%</td>
<td>98.90%</td>
<td>97.83%</td>
</tr>
<tr>
<td>NI 138 Satisfaction of people over 65 with both home and neighbourhood</td>
<td>92.50%</td>
<td>83.20%</td>
<td>78%</td>
<td>85.90%</td>
</tr>
<tr>
<td>NI 139 The extent to which older people receive the support they need to live independently at home</td>
<td>35.40%</td>
<td>33.30%</td>
<td>36%</td>
<td>36.20%</td>
</tr>
<tr>
<td>NI 141 Number of vulnerable people achieving independent living</td>
<td>76.47%</td>
<td>65.88%</td>
<td>74.80%</td>
<td>71.43%</td>
</tr>
<tr>
<td>NI 142 Number of vulnerable people who are supported to maintain independent living</td>
<td>98.45%</td>
<td>98.44%</td>
<td>99.00%</td>
<td>98.62%</td>
</tr>
<tr>
<td>NI 143 Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence</td>
<td>83.00%</td>
<td>75.00%</td>
<td>88.00%</td>
<td>77.60%</td>
</tr>
<tr>
<td>NI 145 Adults with learning disabilities in settled accommodation</td>
<td>89.00%</td>
<td>68.20%</td>
<td>64.21%</td>
<td>58.30%</td>
</tr>
<tr>
<td>NI 147 Care leavers in suitable accommodation</td>
<td>88.89%</td>
<td>87.10%</td>
<td>83.33%</td>
<td>100%</td>
</tr>
<tr>
<td>NI 149 Adults in contact with secondary mental health services in settled accommodation</td>
<td>91.84%</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>NI 154 Net additional housing provided</td>
<td>532</td>
<td>259</td>
<td>78</td>
<td>337</td>
</tr>
<tr>
<td>NI 155 Number of affordable homes delivered (gross)</td>
<td>59</td>
<td>201</td>
<td>52</td>
<td>70</td>
</tr>
<tr>
<td>NI 156 Number of households in temporary accommodation</td>
<td>35</td>
<td>34</td>
<td>11</td>
<td>72</td>
</tr>
<tr>
<td>NI 158 % of non-decent council homes</td>
<td>12%</td>
<td>37%</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>NI 159 Supply of ready to develop housing sites</td>
<td>118</td>
<td>N/A</td>
<td>318.11</td>
<td>104.5</td>
</tr>
<tr>
<td>NI 160 Local authority tenants satisfied with landlord services</td>
<td>86.49%</td>
<td>83.9</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>NI 170 Previously developed land that has been vacant or derelict for more than 5 years</td>
<td>Dec-09</td>
<td>N/A</td>
<td>1.07</td>
<td>3.64</td>
</tr>
<tr>
<td>NI 186 Per capita reduction in CO₂ emissions in the LA area</td>
<td>Oct-09</td>
<td>N/A</td>
<td>4%</td>
<td>Jan-10</td>
</tr>
<tr>
<td>NI 187a Tackling fuel poverty – people receiving income based benefits living in homes with a low energy efficiency rating</td>
<td>15.71%</td>
<td>12.23%</td>
<td>7.50%</td>
<td>10.90%</td>
</tr>
<tr>
<td>NI 187b Tackling fuel poverty – people receiving income based benefits living in homes with a high energy efficiency rating</td>
<td>15.16%</td>
<td>18.77%</td>
<td>14.00%</td>
<td>13.08%</td>
</tr>
</tbody>
</table>
Appendix I: Endnotes

1 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).

2 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 for more information

3 Refer to DTZ study etc........

4 Estimated number of households in the Humber 391,000 (source:2006 household projections produced by Communities and Local Government)

5 ONS April 2009

6 Hometrack April 2009

7 HSSA April 2008

8 Final figures dependent on future funding and the outcome of the Area Action Plan process

9 At the time of writing this strategy, Hull’s SHLAA was in draft form only.

10 A higher proportion of income is used to fund house purchases by people with lower incomes buying lower priced houses

11 Revised figures due on completion of HMA revision expected later this year

12 Results from NI 158 April 2009