

# Managing Growth, Managing Change

East Midlands Regional Housing Strategy 2008 - 2016



November 2008



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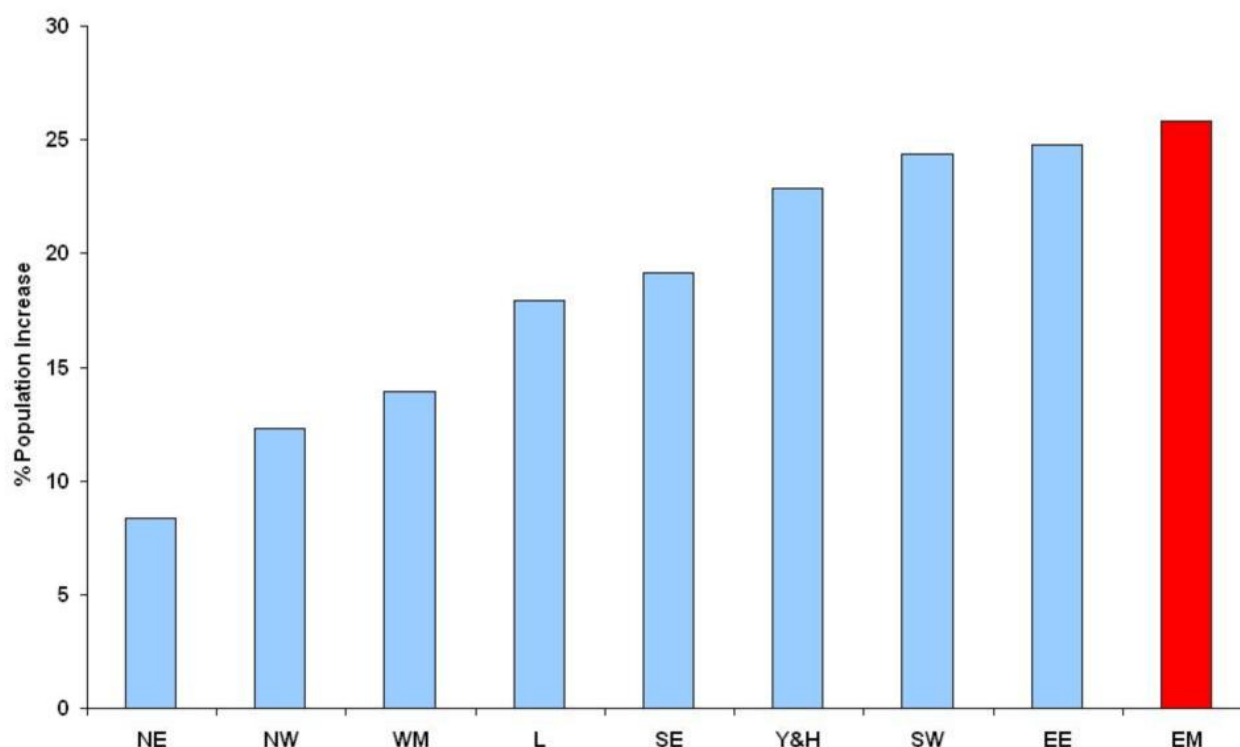
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## 1 . The Challenge

**1.1** "Managing Growth, Managing Change" is the East Midlands Regional Housing Strategy 2008 - 16.

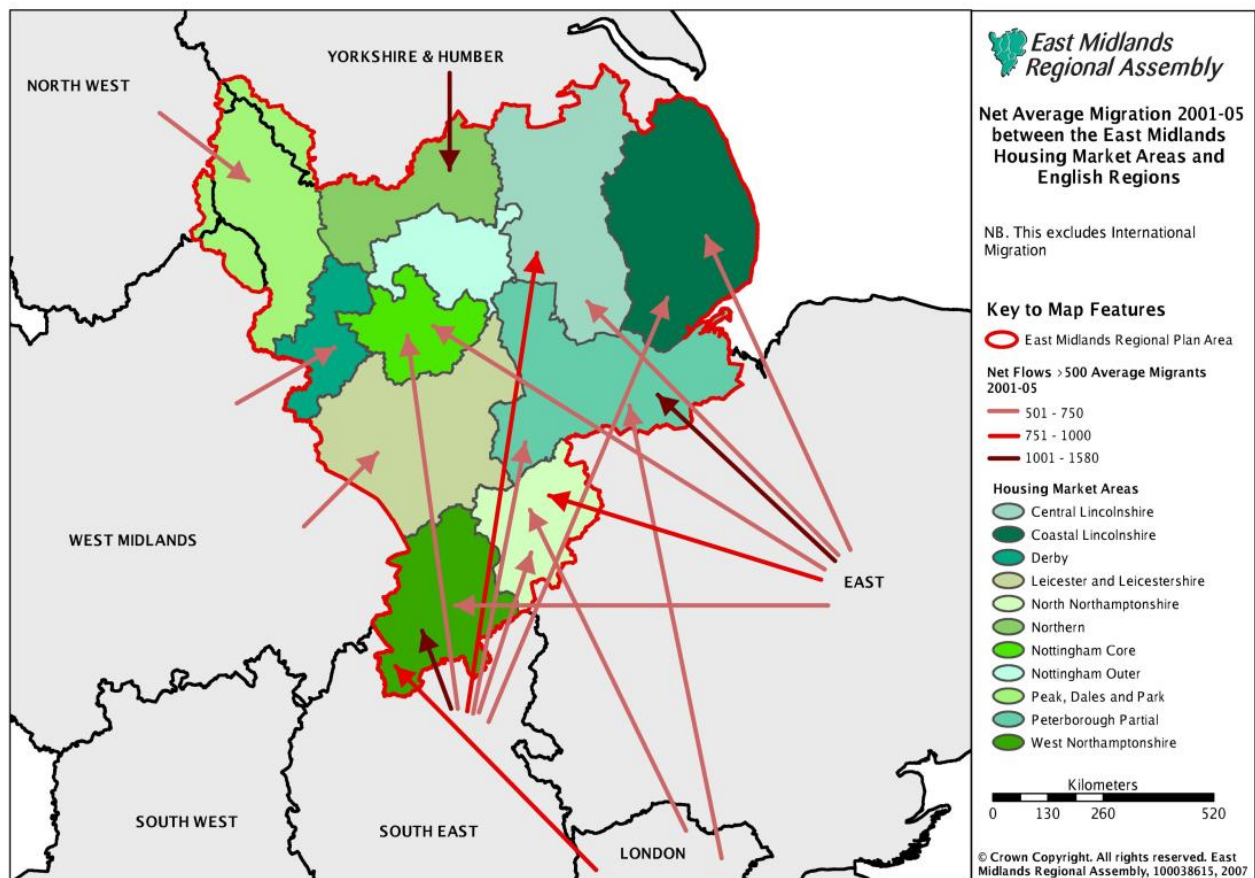
**1.2** The East Midlands is growing - fast. It is the fastest growing Region in England. Recent projections from the Office of National Statistics indicate that the population of the Region will increase from 4.3 million in 2006 to 4.8 million in 2016 (an increase of 11%) and then to 5.5 million by 2031. Between 2001 and 2016 we can expect the number of 'households' requiring accommodation to rise from 1.7 million to just under 2.1 million – an increase of almost 20%.

**Figure 1.1 Percentage Population Increase 2006 - 2031 by Region (ONS)**



**1.3** About a third of this projected growth is the result of changes in the existing population - in particular people living longer, living alone or in smaller family units. However the rest results from in-migration: some from abroad, but the majority from other parts of England - particularly London and the wider south east. (See Map 1.1).

**Map 1.1 Net Average Migration 2001-05 between the East Midlands Housing Market Areas and the English Regions**



**1.4** The attractiveness of the East Midlands to potential in-migrants reflects a positive view of the Region by existing residents. Repeated MORI poll survey data suggests that around 89% of people in the Region believe that their quality of life is either 'very' or 'fairly' good.

**1.5** However this success brings its own challenges – quite literally 'growing pains'. The pace of change in some parts of the East Midlands is staggering. For instance in Northamptonshire, which is part of the MKSM Growth Area, the total number of dwellings is set to rise by almost 30% between 2001 and 2016. Similar levels of growth are happening in other parts of the region notably the Eastern sub-region. The growing numbers, greater diversity and changing demography all impose challenges for infrastructure, services and community cohesion.

**1.6** Everywhere in the East Midlands there is an affordability problem, as the gap between wage rates and house prices widens - even in former industrial areas where the housing market was flat or declining just a few years ago. The current 'credit crunch' may start to depress demand, but major structural imbalances remain. This is despite the fact that housing completions have risen significantly over the last five years and the amount of public money invested in new affordable housing has also been increasing.

**1.7** The slow-down in housing delivery and development brought about by the international "credit crunch" and changed lending behaviour presents a real challenge. It could change the shape of affordable housing delivery as Registered Social Landlords (RSLs) are invited to purchase unsold private sector stock. This could increase the short-term delivery of



## 1 . The Challenge

affordable housing. It could also result in a reduction in house prices and associated easing of affordability problems. However, the difficulty in obtaining mortgage finance means that people's ability to purchase is not improving significantly.

**1.8** In the longer-term it presents a real risk to housing supply. It will have an impact on stretched mortgagors and subsequent risk of homelessness. The private rented sector and intermediate housing products may need to play an increasingly important role in the short to medium-term as more people are unable to obtain mortgages or lose their homes due to an inability to make repayments.

**1.9** There is a clear threat to the overall delivery of both private-sale and affordable housing - in other words, a threat to growth. The contribution which private sector funding makes to the delivery of affordable housing is under threat as sites are put on hold. It is too early to assess the impact of the Government's September 2008 rescue package but it is important to ensure that the region takes every opportunity arising from it. Meanwhile, it remains important that the region sends a clear message to central government that current funding is not adequate and more resources are needed to provide more affordable homes directly.

**1.10** Like other regions, the East Midlands is also experiencing rising fuel prices which will dramatically increase the number of people in fuel poverty and exacerbate the difficulties of reducing costs for households in new and existing properties.

**1.11** Tackling climate change is possibly the single most urgent priority facing us all. It is an issue that has to be addressed globally, nationally and locally. The RHS sets out ways in which it can contribute to mitigation and adaptation – helping to reduce domestic emissions by improving the thermal efficiency of existing homes, supporting home improvement and advice services to tenants and residents on reducing energy use; and building new homes to much higher thermal standards.

**1.12** The Regional Housing Strategy (RHS) cannot attempt to address all the challenges of a growing region. The Regional Spatial Strategy, the Regional Economic Strategy and the wider policies and programmes of central Government are all of crucial importance. But the RHS can play a key role in influencing the future shape of the Region's housing stock, and helping it to meet the needs of this and future generations. The regional priorities of the Homes and Communities Agency will be of particular importance and early confirmation of how the HCA plans to deliver its responsibilities regarding growth, renewal, affordability and sustainability will be welcome. To play an effective influencing role, the RHS provides a clear list of actions. This has been challenging in a diverse region like the East Midlands, where so many different needs are competing for attention.

**1.13** Over the next few years, the current framework of regional institutions and strategies will change as a result of the Government's 'Sub-National Review of Economic Development and Regeneration' (SNR). It is likely that this will be the last Regional Housing Strategy in its present form, and that in future housing issues will form part of a wider 'Single Regional Strategy' to be introduced following legislation in 2010. However, these changes only re-enforce the importance of setting a clear housing agenda for the East Midlands, to address the challenges we have now and to contribute to the development of new regional arrangements.

## Meeting the Challenge

**1.14** The Regional Housing Strategy is based on the following simple, aspirational vision:

**“To help create sustainable communities in which the housing needs and choices of all the people of the East Midlands can be met at a price they can afford”.**

**1.15** Within this Vision, the RHS sets out 6 Key themes, supported by objectives, policies, and an Action Plan. Delivering the Strategy and realising the Vision will take concerted action from a wide range of national, regional and local bodies in both the public and private sectors.

Vision					
6 Key Themes:					
Affordability & Access to Housing	Design Quality & Sustainable Homes	Sustainable & Cohesive Communities	Rural Housing	Housing for Vulnerable People	Planning for an Ageing Population
Objectives & Policies					
Action Plan					

**1.16** The objectives are:

**Objective 1:** To ensure that regional housing and planning policy are informed by a robust understanding of need and housing market conditions in the region.

**Objective 2:** To ensure that everyone in the region is able to both access and afford suitable housing to meet their needs.

**Objective 3:** To improve the co-ordination of housing's contribution to economic development within the region.

**Objective 4:** To contribute to raising the quality of design in housing, and the creation of sustainable homes.

**Objective 5:** To develop a framework within which regional and local partners can develop sustainable and cohesive communities.

**Objective 6:** To ensure that rural affordable housing need is correctly addressed through the Regional Affordable Housing Programme.

**Objective 7:** To improve the co-ordination of provision which meets the housing needs of vulnerable people.

**Objective 8:** To ensure the region provides a robust response to the housing implications of our ageing population.

## 1 . The Challenge

**1.17** This Regional Housing Strategy (RHS) has been developed by the East Midlands Regional Assembly's Regional Housing Group (RHG).

**1.18** The evidence base which underpins the RHS and informs regional housing policy can be viewed at [www.emra.gov.uk](http://www.emra.gov.uk). It will be kept under regular review within the future regional policy context.



### Role of the RHS

**2.1** The role of the RHS is to set out a vision for housing in the East Midlands and to provide public sector and private sector stakeholders with a common framework which helps them to deliver better housing for the people of the region.

**2.2** The RHS also provides the strategic context to guide decisions in future versions of the Regional Housing Investment Strategy (RHIS) which will guide public investment in housing in the coming years.

**2.3** Where possible, the RHS provides guidance and information on good practice within the areas of housing activity which it covers.

### Relationship with other strategies

**2.4** The RHS does not replicate what is or should be covered in other strategies. It has been developed within the framework of the region's Integrated Regional Strategy (IRS) [www.emra.gov.uk/files/irs - report\\_08.pdf](http://www.emra.gov.uk/files/irs_-_report_08.pdf) to ensure that it complements and supports the IRS and its component strategies.

### Relationship between the RHS and the Regional Plan (Regional Spatial Strategy - RSS)

**2.5** In order to provide partners with a clear and consistent regional framework, it is particularly important that the RHS is consistent with the housing issues which are the responsibility of the Regional Plan (RSS). Hence, the 10 Core Objectives set out in Policy 1 of the draft Regional Plan (subject to any further changes in the Plan process) are held to apply to and set the overall context for the Regional Housing Strategy. They can be viewed at: [www.emra.gov.uk/what-we-do/housing-planning-transport/regional-spatial-strategy-rss/rss-review-2006/documents](http://www.emra.gov.uk/what-we-do/housing-planning-transport/regional-spatial-strategy-rss/rss-review-2006/documents)

**2.6** Matters relating to the overall supply of new housing, including numbers, distribution and the provision of affordable housing are the responsibility of the Regional Plan. Indicative targets for new market and affordable housing within each HMA are provided in the draft RSS for the period 2001-2026.

**2.7** The Secretary of State's Proposed Changes to the East Midlands Regional Plan notes that “as part of their Local Development Frameworks local planning authorities should adopt affordable housing targets in line with the conclusions of the most up-to-date Housing Market Area assessments for their area”. It also states that “for affordable housing in rural areas local authorities and housing providers should use all available policy mechanisms to provide new homes.”

**2.8** The RHS does not, therefore, duplicate attention on these matters in great detail (paying more attention to matters relating to general investment in new and existing housing stock and to the needs of the people who occupy housing in the region). The final shape of the RSS will, however, be crucial for providing sufficient support for the investment priorities of the RHS – particularly for investment targeted towards different affordable housing tenures - and for securing the policy baseline for how housebuilding activity can meet the housing needs identified within Housing Market Assessments through an appropriate incorporation into future local planning and development frameworks.

## 2 . Role and Structure of the RHS 2008 - 2016

**2.9** The Secretary of State's Proposed Changes to the Regional Plan were published in July 2008 and will be subject to consultation until early October <sup>(1)</sup>. A further review of selected topics will commence in October 2008.

### **Relationship between the RHS and Regional Housing Investment Strategy (RHIS)**

**2.10** The RHS and the RHIS are closely linked. The RHS provides the strategic context to guide decisions in future versions of what is currently known as the Regional Housing Investment Strategy (RHIS) which will guide public investment in housing in the coming years.

**2.11** The RHIS responds to timings of the Government's Comprehensive Spending Reviews and is an important source document for the housing element of the Regional Funding Allocations process.

**2.12** There is some confusion in the region regarding the status and purpose of these two documents. It is likely that at least some of this is a result of the similarity between their titles. It is proposed, therefore, that future versions of the RHIS will be referred to under the revised title: "Regional Housing Investment Plan" (RHIP).

### **Relationship between the RHS and the RES**

**2.13** The Regional Economic Strategy (RES), prepared for the region by the East Midlands Development Agency, sets the framework for ensuring the long-term sustainable growth of the region. It provides a vision that focuses on tackling some particular challenges within the region, while pursuing sustainable economic growth and planning for a positive legacy to be left for future generations. Three main themes underpin and shape the overall RES:

- Raising productivity
- Ensuring sustainability
- Achieving equality

**2.14** These themes are themselves supported by ten categories of strategic priorities and aims, several of which are of direct relevance to the RHS. They can be viewed at [www.emda.org.uk/res/](http://www.emda.org.uk/res/).

**2.15** The supply, quality and types of housing available in the region are a fundamental feature of how housing's place within the regional infrastructure links with wider economic requirements. For example, a lack of balance between housing and job markets can lead to increased commuting and congestion, which in turn can impact adversely on economic growth and performance.

**2.16** The relationship and alignment between regional economic objectives, the RSS, and Local Authority Development Frameworks is key in this regard, and mirrors the manner in which the Government is increasingly aligning the importance of 'economic development' activities that are required to underpin regional growth.

**2.17** The key housing-based actions promoted in the RES underpin its vision of the East Midlands becoming a flourishing region:

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1 <http://goem-consult.limehouse.co.uk/portal>

- Supporting the development of a comprehensive infrastructure to support housing growth - i.e. ensuring the provision of transport, economic, cultural and community infrastructure, including green infrastructure, to support the creation of sustainable and integrated communities;
- Regeneration in areas of low housing demand – to ensure that regeneration and economic, social and environmental benefits are integral to future developments in areas of low housing demand, through the provision of new and improved housing and community and economic infrastructure;
- Achieving a range of housing provision – to improve the range, mix and quality of housing in the region, including the renewal of existing housing stock, through the Regional Housing Investment Strategy, regional and local planning policies and development control decisions.

**2.18** As is the case with other strategies, the RHS does not duplicate matters which are best dealt with in the RES. However, it is essential that the policies and actions of both are well-aligned.

### **Sub-regional priorities and strategies**

**2.19** Within the RHS itself, policies may specify different interventions in different areas where we have sufficiently detailed information to support this. Much of this derives from the Housing Market Area Assessments which have been carried out in identified Sub-regional Housing Market Areas (see Map 3.1). Where detailed information is lacking, policies are limited to broad direction and guidance about expected outputs, allowing the detail to be determined at a more appropriate local level.

**2.20** If authorities are to be well placed to contribute to the new national agenda post-SNR and the production of the Single Regional Strategy, a robust framework of local and sub-regional housing strategies will strengthen their position. It was in that context that the Regional Housing Group supported the development of a number of sub-regional housing strategies (SRSs) during 2007/8. The RHG welcomes further steps to progress this and supports the use of EMIT throughout their development. EMIT assists in appraising the impacts of all aspects of emerging strategies and can be complemented by other types of appraisal e.g. equalities, Health Impact Assessment, age-proofing should that be required. Local and sub-regional partners should also take into account other factors including housing-related health and environmental considerations, and Joint Strategic Needs Assessments when updating their analyses and developing strategies.

**2.21** The RHG expects that SRSs should follow Strategic Housing Market Area boundaries (see Map 2.1) as this supports the integration of housing and planning and provides a degree of simplicity and consistency in what is otherwise an extremely confusing sub-regional picture.

**2.22** As yet, there are no definitive final criteria for developing local and sub-regional housing strategies. However, the Chartered Institute of Housing (CIH) has been commissioned to prepare guidance about developing and reviewing local housing strategies, and their place in delivering the strategic housing role in order to contribute to achieving local priorities. The new guidance should explain how housing can help to contribute to wider place shaping ambitions. It will set out the relationships between housing strategy and the new strategic framework for delivering Strong, Safe, Prosperous Communities, including the Sustainable

## 2 . Role and Structure of the RHS 2008 - 2016

Community Strategy, Local Development Framework, and Local Area Agreements. It is also expected to set out proposed new arrangements that will replace the current Fit-For-Purpose criteria.

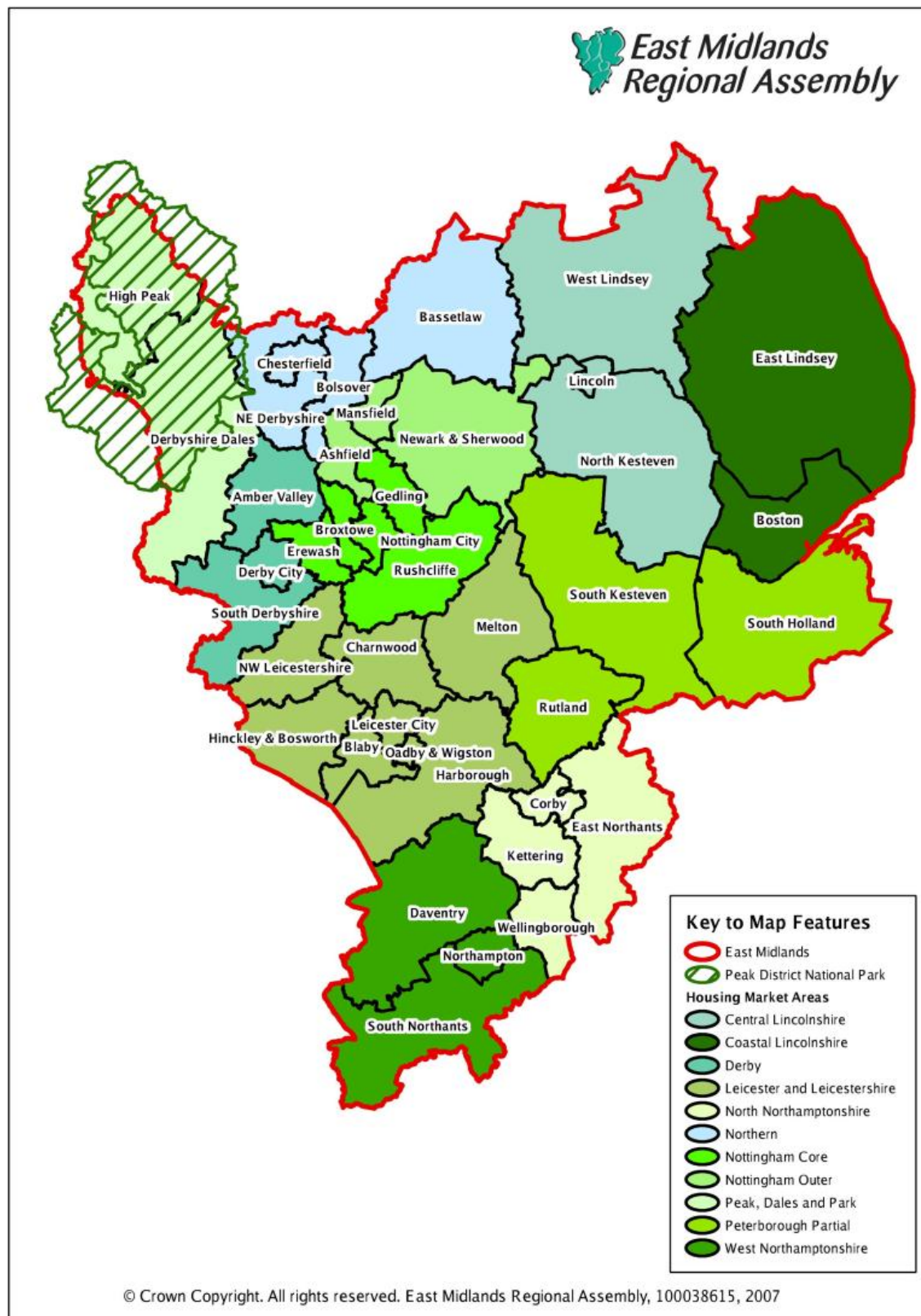
**2.23** In the East Midlands, the Regional Housing Group has been supporting the development of sub-regional strategic housing work. The foundations for this can be found in the RHS 2004-10. Since 2006/7 resources have been invested into a wide variety of strategic initiatives developed by local authorities working across sub-regional boundaries. A full list of projects funded during 2006/7 can be found at Appendix 2. Consequently many parts of the region are now developing sub-regional strategies. Elsewhere partnerships are working on sub-regional priorities or initiatives identified from the findings of SHMAs. These have also been supported by the Regional Housing Group.

**2.24** Additionally, regional initiatives have been supported by the Regional Housing Group to both support the development of sub-regions and to build up the regional evidence base. The DASH Scheme (Decent And Safe Homes) and hi4em (Housing Intelligence for the East Midlands) are both referenced within this Strategy for providing the evidence (and policy base) to support work on the existing housing stock and regeneration in the private sector.

**2.25** Elsewhere, work has been carried to identify helpful practice amongst the first LAs to develop sub-regional strategies which local partners may find useful, including the following guidance from IdEA: [www.idea.gov.uk/idk/core/page.do?pagelId=7407749](http://www.idea.gov.uk/idk/core/page.do?pagelId=7407749).

**2.26** The RHG anticipates that the content of any SRSs should build up from local housing strategies and take account of such CLG guidance as exists during the life of this strategy. The RHS is intended to provide freedom for each Strategic Housing Market Area to reflect its particular circumstances, while ensuring that local and sub-regional strategies can “nest” within the overall policy framework of the RHS.

Map 2.1 Strategic Housing Market Areas in the East Midlands





## 2 . Role and Structure of the RHS 2008 - 2016

### **Local Development Frameworks (LDFs), Local Area Agreements (LAAs), and Multi-Area Agreements (MAAs)**

**2.27** Local Development Frameworks (LDFs), Local Area Agreements (LAAs), and, where appropriate, Multi-Area Agreements (MAAs) should take account of the RHS in its entirety.

**2.28** It is expected that any new evidence of local need and priorities which emerges from these processes will form part of future reviews of Strategic Housing Market Area Assessments. This updating will, in turn, inform future reviews of regional strategic housing issues. In this way strategies and frameworks will develop in a consistent way over time.

**2.29** It is anticipated that Local Strategic Partnerships will also take account of RHS policies in the development of and implementation of Sustainable Community Strategies. The requirement and guidance for these are set out in the Government consultation on “Creating Strong, Safe and Prosperous Communities Statutory Guidance” (Draft).

**2.30** The purpose of a Sustainable Community Strategy is to set the overall strategic direction and long-term vision for the economic, social and environmental well-being of a local area – typically 10-20 years – in a way that contributes to sustainable development in the UK. It tells the “story of the place” – the distinctive vision and ambition of the area, backed by clear evidence and analysis. The Local Government White Paper, “Strong and Prosperous Communities” underlines that the Sustainable Community Strategy must provide “a vehicle for considering and deciding how to address difficult and cross cutting issues such as the economic direction of an area, cohesion, social exclusion and climate change”.

**2.31** The new RHS will also operate within the framework of Comprehensive Area Assessments. The joint inspectorate’s consultation on the Comprehensive Area Assessment ([www.audit-commission.gov.uk/caa/index.asp](http://www.audit-commission.gov.uk/caa/index.asp)) - the new assessment framework for councils and their partners - sets out the elements it will contain and how the inspectorates are intending to work together to deliver it. It also provides some thoughts on how CAA will be experienced by those involved. In particular Local Authorities will be expected to set their own local targets/indicators in addition to the negotiated national targets.

### **Inter-regional Issues**

**2.32** The East Midlands is not an island. Parts of the Region have strong linkages with major urban areas in neighbouring regions, including Sheffield, Manchester, Peterborough, and increasingly, London and the wider south east. There are also a number of more localised cross boundary relationships with the West Midlands.

**2.33** The emergence of ‘City Regions’ and inter-regional initiatives like the Milton Keynes & South Midlands (MKSM) Growth Area places a greater importance on ensuring that regional policy is ‘joined up at the borders’ and respects economic geography and housing markets.

**2.34** For example, Sheffield City Region was formed by local authorities from South Yorkshire and the East Midlands to maintain and enhance levels of growth and development, by strengthening their commitment to collaborative action through the Sheffield City Region Forum. The East Midlands authorities which are involved are Bassetlaw, Bolsover, North East Derbyshire, Chesterfield and Derbyshire Dales together with the Peak District National Park Authority and Nottinghamshire and Derbyshire County Councils.



**2.35** The Sheffield City Region vision for the residential offer is set out below:

**2.36** *"Housing is a fundamental part of people's lives, and people are fundamental to creating and maintain a thriving economy for the City Region. The right kind of home gives people a sense of belonging and security and enables them to pursue the educational, social and employment opportunities they plan for themselves. The quality of the places to live offered by the City Region is therefore a crucial factor in determining the success of the programme of economic transformation. This mean ensuring the provision of the right type, numbers and quality of homes in the right locations and at the right price to meet the needs and aspirations of people who already live in the City Region and those we seek to attract into the area, bringing with them essential skills for our workforce to fuel the growth of our 21st Century economy.*

**2.37** *By 2021, our goal is to have better balanced housing markets with an improved range and quality of property on offer, which is attractive to people across the full spectrum of employment sectors. We will have increased the supply and quality of affordable housing and have in place effective mechanisms to enable people access to affordable home ownership. Our target interventions in the housing market will have eradicated the problem of low demand, funding tools will be in place to maintain homes to a decent standard in both the public and private sector, and our planning policies will be delivering the right types and quality of new homes to support both the sustainability and cohesiveness of our settlements, and to locate people in the right places to access employment opportunities.*

**2.38** *Reaching this goal will require housing, planning and economic strategies to be integrated effectively, and effective partnership working between local authorities, registered social landlords, private developers and other stakeholders including the HaCA, to achieve the scale of housing change envisaged."*

**2.39** The challenge for regional agencies is to ensure appropriate integration of strategies in both regions in order to support the partnership working which is required. Similar challenges arise in other sub-regional arrangements which cross regional boundaries e.g. Peterborough, South Derbyshire/Burton-on-Trent.

### **Post SNR Issues**

**2.40** Future arrangements for regional strategies and responsibility for regional housing matters beyond 2011 have yet to be determined in response to the Government's Review of Sub-National Economic Development and Regeneration (which has become known as the Sub-National Review or SNR) in July 2007.

**2.41** What is known is that Regional Assemblies in their current form and function will not continue once the SNR is implemented, and that the Government has consulted upon proposals that the development of a new Single Regional Strategy will be led by RDAs (in this region by emda) working closely with Local Authorities and relevant partners in the region. The Government's response to the 2008 SNR consultation will be known in due course.

**2.42** For clarity, therefore, the RHG is setting out in this document the housing objectives, policies and actions which it believes should be prioritised either by the RHG itself or by any successor which may be established post-SNR.

## 2 . Role and Structure of the RHS 2008 - 2016

### Structure of the RHS

**2.43** While the RHS must seek to take responsibility for providing guidance across all housing activities in the region, it is essential that this is done through a manageable framework. To provide this framework, the remainder of this document presents issues and recommendations arising from Strategic Housing Market Assessments, and an analysis of the themes which emerged from our 2007 Independent Review and Options Consultation and 2008 draft "Managing Growth, Managing Change" consultation:

- Housing's contribution to economic development
- Affordability, and access to housing
- Design quality and sustainable homes
- Sustainable and cohesive communities
- Rural housing
- Housing for vulnerable people
- Planning for an ageing population

**2.44** The content of each of the following chapters draw heavily upon the "Independent Review for the East Midlands Regional Housing Strategy 2008 – 2021". This provides background material and commentary on key housing policy and research documents from regional and national sources. It was commissioned by the RHG and produced by Strategic Solutions and Three Dragons, reporting in October 2007. It now effectively serves as an Appendix to the draft strategy.

**2.45** The strategy takes account of and is underpinned by the extensive amount of data contained in that report. However, it does not repeat it. For access to this background data please go to [www.emra.gov.uk/files/independent-review-rhs-options-report-081007.pdf](http://www.emra.gov.uk/files/independent-review-rhs-options-report-081007.pdf)

**3.1** Considerable progress has been achieved in implementing the first RHS 2004 – 10. The Regional Assembly's Regional Housing Group has received regular progress reports, the most recent of which is provided at Appendix 1.

**3.2** Much of the work at regional level has addressed the need to improve the evidence base which informs housing and planning decisions. This has been done jointly with planning colleagues and has also been drawn upon to inform the Regional Plan. The region has made excellent progress, for example, firstly in identifying Housing Market Areas and subsequently in supporting the identified areas to form partnerships and undertake Strategic Housing Market Assessments. The following chapter is dedicated to an analysis of the key messages which have been derived from this substantial programme of work.

**3.3** Other work has been delivered at a local or sub-regional level. This includes the Strategic Housing Market Assessments (SHMAs) noted above and the development of the DASH and the nationally recognised hi4em ([www.hi4em.org.uk](http://www.hi4em.org.uk)) programmes.

**3.4** In addition, where applicable updates of RHS 2004 – 10 implementation and relevant case studies are presented in the chapters which follow.

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

### Objective 1

To ensure that regional housing and planning policy are informed by a robust understanding of need and housing market conditions in the region

### Introduction

**4.1** Strategic intervention in the housing market can only be addressed in the RHS if the necessary understanding of market processes across the region is available. The RHG has championed the importance of Strategic Housing Market Assessments (SHMAs) and has supported their development across all parts of the region. These were based on defined Housing Market Areas (HMAs) identified in an earlier study “Identifying the Housing Market Areas of the East Midlands” (DTZ Pida 2005).

**4.2** Some HMAs do not lie wholly within the East Midlands. Districts may also be affected by developments which cross regional boundaries such as Sheffield City Region. Particular attention needs to be given to methods of aligning strategies in these areas.

**4.3** The SHMAs provide useful information to support the RHS (and the RHIP) and to help describe and understand market processes. They also provide a useful partnership structure which may help to address the challenges which the region's predominantly two-tier Local Authority structure can present in implementing plans for growth and meeting the needs of vulnerable people.

**4.4** Notwithstanding differences between the approaches taken by local housing partnerships, this section draws upon key messages emerging from the findings of these valuable studies and the sub-regional pictures they create. This summary seeks to identify common themes. There will always be additional, more specific local issues which can also be addressed in strategy development and investment, provided they are robustly evidenced.

**4.5** These assessments are at different stages of completion. Appendix 3 contains a table showing the latest position regarding each study. The information presented below is taken from a summary of the key findings of each SHMA, provided by the Lead Officers for each study.

**4.6** Please refer again to Map 2.1 for details of the areas covered by each SHMA.

### **Key Characteristics and Drivers of the Region's Housing Markets (from the reported findings of each SHMA)**

#### **4.7** Peterborough SHMA

- The development of Peterborough, both residential and commercial, will have a major impact on the Peterborough Partial SHMA area (which consists of Rutland, South Holland and South Kesteven).
- There are strong links between Peterborough and the southern part of the Peterborough Partial HMA, but weaker links to Rutland in the west and the northern part of South Kesteven, including Grantham (which is recognised nationally as a Growth Point).

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

- There is a strong demand for market housing in the Peterborough HMA, and a need for new market housing to be of a broad range of types.
- There are high levels of housing need, primarily for social rented housing. There are also affordability issues for young people, particularly with regard to accessing the owner occupation market.
- High proportion of older people: the number of very elderly people is set to increase significantly by 2026.
- Shortfall in rural affordable housing exacerbated by the mismatch between the size of existing affordable homes and the size required by many households in housing need.
- The Peterborough Partial HMA is diverse. There are significant differences in incomes, house prices and skill levels. Broadly speaking, Rutland is overall the most affluent area and South Holland the least affluent. There is significant in-commuting to Peterborough itself, largely from within the Housing Market Area.
- There are significant patterns of in-migration, both from within the UK and from Overseas.

### 4.8 Central/Coastal Lincolnshire SHMA

- Imbalance between supply and demand.
- Affordability issues - the need for affordable housing is above the national average and well above the regional average.
- Strong private rented sector.
- The development of more smaller homes is needed for young people, small families and older people (to reduce under occupation by the latter).
- Impact of immigration across Lincolnshire, in particular migrant workers in Boston.
- Retention of young people within Lincolnshire such as graduates in Lincoln.
- Rising numbers of older people.
- Impact of a rising student population (eg: from Lincoln University).
- High numbers of under occupation of existing dwellings.
- Low average earnings across parts of HMA.

### 4.9 Nottingham Outer SHMA

- Transition from manufacturing to service based economy over past 25 years. In some areas, particularly ex-mining communities, this has left a legacy of low incomes and poor health. These factors may impact on access to suitable housing.
- There is a low skills, low wage equilibrium.
- Renewed economic development has led to rising prosperity and it is possible to identify pockets of deprivation within affluent areas and the converse.
- Affordability is the most important issue. Although wages have risen recently there has been a steep rise in house prices, increasing the need for affordable housing.
- Housing sub-markets are considered to be relatively self-contained.
- Demand for terraced housing is high which could be a reflection that the price of quality semi-detached property is out of reach to most first-time buyers.
- Strongest prices were found in Newark and Sherwood.
- Demand for private-rented accommodation is strong from transitory and migrant workers, especially those from Eastern European Accession countries.
- Main demographic change is the growing proportion of older people.
- Low demand, poor quality and empty homes in the private rented sector is a considerable issue.

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

It is possible that the HMA Partnership may wish to change the working name of this HMA in future to better reflect local characteristics. The HMA Partnership is considering options.

### 4.10 Northern SHMA

- Transition from manufacturing to service based economy over past 25 years (similar to Nottingham Outer HMA findings).
- Renewed economic development has led to rising prosperity and it is possible to identify pockets of deprivation within affluent areas and the converse.
- Main demographic change is the growing proportion of older people.
- There is the potential for development levels at a much higher than the RSS – for both Nottingham Outer and Northern HMA.
- There have been strong house price rises since 2000 creating affordability problems.
- There are high levels of special needs households and those requiring adaptations (Household projection figures - increase of 18% (around 30,000 households).
- Work on strategic integration between planning, housing and economic strategies within the sub-region has been commissioned and a Sub-Regional Housing Strategy is being developed.

### 4.11 Derby

- The sub region is characterised by an urban core, surrounded by rural areas with smaller urban centres. There is a strong inter-relationship between Derby and the immediate surrounding areas, however other adjacent and internal urban centres also exert influence.
- Affordability imbalance between entry-level house prices and salaries of new forming households, particularly acute in higher value areas, for example the areas in South Derbyshire which 'fringe' Derby city.
- There are still areas of low demand in Derby city characterised by high concentrations of low quality private sector housing, often privately rented, although less significant than in 2001.
- Some evidence of over-supply of city centre apartments although difficult to judge whether this is a long-term issue or symptomatic of the current housing market shift.
- Growth in older households, including the over-85 age group.
- Initial findings indicate a need for additional affordable units in rural settlements, however further research needs to be carried out across the sub-region to establish extent of need.
- Significant patterns of in-migration.

### 4.12 Nottingham Core SHMA

- House prices have risen across the board causing affordability problems for many. Low price areas can also be identified as a symptom of unpopular housing areas or types, and a sign of low or changing demand.
- First quartile incomes are lower at £10-15k throughout most of the City. Outside the city incomes are lower in the certain wards in both the west and east of the HMA. No wards in Rushcliffe have a lower quartile income at this £10-15k level, but this does not mean that there are no lower quartile incomes, but rather that those households are disguised by the relative wealth around them.



## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

- There is a greater likelihood that higher socio-economic groups will move out of the city representing a classic 'escalator model' of migrations. It is possible that this could cause social polarisation and may lead to possible market dysfunction in some circumstances. What may be happening is not 'city flight' but inner area flight based on housing sub-markets.
- Household formation projections show the largest growth between 2001 and 2016 to be in single person households (up by nearly a fifth). The second striking change is the shift from married to cohabiting couples. There is also a smaller increase in lone parent households and other multi-person shared or extended households.
- Trends for people living longer are set to continue. Under-occupation is quite extensive amongst older 'empty nesters'.
- The employment sector has become more dominated by services with a sharp decline in manufacturing. It is likely that the Nottingham Core HMA will contain large proportions of workers in high and low earning brackets, but fewer earning middle incomes. Growth in the distribution, hotel and restaurant sector may indicate an increased need for intermediate and social rented housing as these jobs tend to be less well paid. Schools with good reputations can have a significant effect on house prices within their catchment areas.
- 'Studentification'. Between 2001-4, number of students housed in certain parts of the City increased by 40%. In some streets 90% of residents were students (This required a separate Strategy and led to development of more purpose built Student Accommodation)

### 4.13 Leicester & Leicestershire SHMA

- Core city characterised by central area and suburbs, with outer council estates.
- Shortages, or rather imbalances, in most sectors except for city centre flats and student accommodation, and possibly higher end of market.
- Shortage of affordable housing to rent across the HMA, but also shortage of suitable housing to buy which is affordable to average income households.
- Lower quartile entry level ranges from £105,000 in Leicester to £145,000 in Harborough. Lower quartile price: lower quartile income ratios range from 6.5 (Harborough – higher incomes) to 8.4 (Leicester – lower incomes)
- Numbers of people aged over 65 within the HMA expected to rise to over 200,00 by 2025.

### 4.14 West Northamptonshire SHMA

- Total number of households was 145,000 in 2003 but projected to increase by 26% by 2026. The average household size is 2.41 (Census 1991-2001). DCLG expects this to fall to 2.10 by 2026.
- High numbers of young people unable to afford own accommodation (may also influence household formation through staying at home longer).
- Rise in lower quartile house prices (34%) greater than rise in lower quartile incomes (6%). Urban and rural divides apparent within market areas as rural prices even less affordable.
- Also an increase in households comprised of unrelated individuals who share accommodation and housing costs.
- Migration and household movement into and out of the area.

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

- Social change e.g. the decline in the number of children per family.
- Supply of housing – decline in the provision of social rented homes in the last 15 years and high annual shortfall of affordable housing across HMA as a whole. Exacerbated by high right-to-buy sales between 1991-2001 which exceeded number of new social rented completions.
- Growing demand for private rented accommodation due to decline of affordability and growth of buy-to-let market.
- Employment – approx 182,400 employed in West Northamptonshire but rural areas experience high levels of commuting outside the HMA.

### 4.15 North Northamptonshire SHMA

- Population growth at 4.3% is slightly above that of the East Midlands and well above England as a whole (1996 to 2006). Projected to increase by 15.9% between 2006 and 2026. For the same period the number of households is projected to increase by around 35,000 (27.8%).
- Employment: From 1995 to 2004 the number of jobs in North Northamptonshire increased by 13.9% - noticeably higher than for the region as a whole, but lower than for England (15%).
- Unemployment: the level of 3% is below both regional and national figures. The economic activity rate is above both regional and national figures.
- Growth aspirations for the sub-region mean that there is a need for greater supply in all housing sectors, ranging from market housing to social rented.

**4.16** The paragraphs above are only intended to be a summary and are based upon text provided by those leading SHMA work and consultation responses. For further information regarding any of the SHMAs please refer to the respective report.

**4.17** Overall, many of the SHMAs highlight economic and demographic change as having the greatest impact on markets in the East Midlands. Though all the markets contain differing combinations of these drivers, there are common characteristics across some parts of the region. These are summarised in the table and subsequent paragraphs below.

**Table 1**

<i>Driver</i>	<i>SHMAs</i>	<i>Common Issues</i>
<b>Affordability issues</b>	Peterborough Partial	<ul style="list-style-type: none"> <li>• Rising house prices across the board</li> <li>• Rise in lower quartile prices higher than rise in lower quartile incomes</li> <li>• All round affordability problems</li> <li>• High numbers of young people unable to afford accommodation (particularly with regard to accessing owner occupation market)</li> <li>• Hard to retain younger people in area</li> <li>• Low earnings across parts of HMA</li> </ul>
	Coastal/Central Lincolnshire	
	Nottingham Core	
	Nottingham Outer	
	West Northants	
	North Northants	

#### 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

<i>Driver</i>	<i>SHMAs</i>	<i>Common Issues</i>
	Derby	<ul style="list-style-type: none"> <li>• Significant differences across HMA in incomes, house prices and skill levels</li> <li>• In Northern/Nottingham Outer HMA transition from manufacturing to service based economy. Legacy of low incomes and poor health. Impact on access to suitable housing. Low skills, low wage equilibrium. Pockets of deprivation.</li> </ul>
<b>Demand for market housing</b>	Peterborough Partial Leicester & Leicestershire North Northants West Northants	<ul style="list-style-type: none"> <li>• Need for broad range of types to ease affordability issues</li> <li>• Shortage of suitable housing to buy affordable to average income households</li> <li>• Need for greater supply in all housing sectors, ranging from market housing to social rented</li> </ul>
<b>Need for affordable housing</b>	Peterborough Partial Leicester & Leicestershire West Northants North Northants	<ul style="list-style-type: none"> <li>• Particular need for social rented to replace stock lost through right-to-buy</li> <li>• Intermediate housing must be affordable (with regard to "in costs")</li> </ul>
<b>Imbalance between supply and demand</b>	Coastal/Central Lincolnshire Nottingham Outer Northern Nottingham Core Leicester & Leicestershire West Northants Peterborough Partial Derby	<ul style="list-style-type: none"> <li>• Significant under-occupancy in existing dwellings</li> <li>• High demand for cheaper property types (eg: terraces)</li> <li>• Imbalance in certain property types (eg: older persons housing)</li> <li>• Low price areas symptoms of unpopular housing areas or types. Also under-occupation among older 'empty nesters'</li> <li>• Imbalances in most sectors</li> <li>• Decline in the provision of social rented homes (high right-to-buy sales)</li> <li>• High levels of need for new housing in rural areas</li> <li>• Mismatch between existing supply and need</li> </ul>
<b>Strong Private Rented Sector</b>	West Northants North Northants	<ul style="list-style-type: none"> <li>• Due to buy to let increases (but private rented sector not necessarily meeting needs)</li> </ul>

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

<i>Driver</i>	<i>SHMAs</i>	<i>Common Issues</i>
	Coastal/Central Lincolnshire Leicester & Leicestershire Nottingham Core Nottingham Outer Derby	<ul style="list-style-type: none"> <li>• City areas demand due to Student population</li> <li>• Lincolnshire demand largely due to migrant workers</li> <li>• Some reported concerns about condition of private rented stock</li> <li>• Nottingham Outer demand strong from transitory and migrant workers</li> </ul>
<b>Growth point/economic expansion</b>	Peterborough Partial Northern Nottingham Outer West Northants North Northants	<ul style="list-style-type: none"> <li>• Major impact on housing demand &amp; need</li> <li>• Renewed economic development raising prosperity, but pockets of deprivation</li> </ul>
<b>Rising numbers of older people</b>	Peterborough Partial Coastal/Central Lincolnshire Nottingham Outer Northern Nottingham Core Leicester & Leicestershire West Northants North Northants Derby	<ul style="list-style-type: none"> <li>• Impact on new supply/types and design</li> <li>• Implications for existing stock</li> <li>• Increase in numbers of very elderly (over 85 years)</li> <li>• Rising numbers of households requiring care/support adaptations</li> </ul>
<b>Significant patterns of in-migration (UK and overseas)</b>	Peterborough Partial Coastal/Central Lincolnshire Nottingham Outer West Northants - mainly in Northampton	<ul style="list-style-type: none"> <li>• Impact of migrant workers</li> <li>• High demand for private rented accommodation</li> <li>• Migration and movement in and out of the area</li> </ul>

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

<i>Driver</i>	<i>SHMAs</i>	<i>Common Issues</i>
	Derby	

### **Sub-regional priorities**

**4.18** Guidance was also sought from SHMA Partnerships on messages emerging with regard to strategic targeting of investment. The SHMAs are at different stages with regard to identifying investment messages. Some HMAs such as Nottingham Core and North Northamptonshire will be leaving policy decisions to individual local authorities. Others such as Northern, Nottingham Outer and those in Lincolnshire will be considering investment priorities as part of their sub-regional housing strategy development. Similarly Peterborough Partial HMA will be using its findings to help both with the identification of investment priorities and to inform the development of the sub-regional strategy.

**4.19** Leicester & Leicestershire SHMA (still ongoing) has identified a clear need for a short-term increase in supply of affordable housing to rent in the suburbs and outer authorities, and some areas of the city. In the medium-term, need for an increase of overall supply of entry-level small family housing, some increase in large units; and development of intermediate products to assist those not likely to have priority access to social housing has been identified.

**4.20** Many SHMAs report a need for more small affordable housing units, often in response to growth in numbers of singles and older couples. SHMA evidence of such need can be used to inform investment decisions and to inform planning within LDFs for a sustainable mix of house types.

**4.21** The RHG notes the role of urban hubs in wider regeneration, and the contribution of attractive and successful urban hubs to other regional objectives such as achieving mixed and balanced communities, reducing city flight and reducing travel to work.

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

### The Future of SHMAs

**4.22** The "Review of practice in development and use of sub-regional Strategic Housing Market Assessments in the East Midlands" has made a series of recommendations for the future of SHMAs. These are:

#### *Core Outputs*

It is recommended that all SHMAs use the Guidance Core Output checklist to monitor their SHMA production and to demonstrate in their published SHMAs how this is achieved.

#### *Process Checklist*

It is recommended that all SHMAs use the Process checklist to develop their approach to the SHMA process and to demonstrate in their published SHMAs how they have done so.

#### *Key Policy Documents*

It is recommended that HMPs show how the Key Policy Documents have influenced their SHMA and demonstrate in their published SHMAs how this has been achieved.

#### *SHMA Project Structure*

HMPs should consider introducing a Reference Group ('Board') function in future SHMA Projects and reviews.

#### *Stakeholder involvement*

HMPs should actively plan to involve stakeholders and include this within their project planning. In addition, all published SHMAs should demonstrate how stakeholders were involved and consulted, provide evidence of how stakeholder views were responded to, and show how stakeholder views influenced SHMA outputs and outcomes.

#### *Use of primary and secondary data*

HMPs should comply with 2007 Guidance and use secondary data where appropriate and feasible. The use of primary research should be made only after addressing the criteria in Guidance Annex C.

The decision to use a primary data project approach should only be made following a business case evaluation against current 2007 SHMA Guidance and before the SHMA Project inception.

#### *Housing Needs Studies*

Establishing housing needs should be undertaken within self contained SHMA projects. In addition, the future role and purpose of Housing Needs Studies needs further consideration.

#### *Project Audit*



## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

All HMPs should adopt effective methods to demonstrate clear evidence that they have complied with the audit trail requirements of Guidance.

### *Regional Evidence Base*

It is recommended that the region should set out an approach to establishing the regional evidence based on common secondary datasets and that this approach should be agreed with each SHMA group (*establishing a regional evidence base forms part of the planned regional research programme for 2008/9. This will assist with updating and consistency*).

### *Regional delivery of SHMAs*

It is recommended that an SHMA Best Practice Forum be established to monitor SHMA progress and quality.

### *Potential for divergence between RSS and SHMA*

The region needs to monitor the outputs from SHMA work for any divergence between these and the RSS.

### *Population movements*

Further consideration of population movements is required to understand their impact on sub regional markets.

### *Viability Assessments*

It is recommended that HMPs consider the use of viability assessments to identify deliverability of new housing in their SHMA area.

### *Improving existing CLG Guidance*

Future revisions to Guidance should:

- Consider how the housing requirements of specific household groups should be gathered and whether these should form part of SHMAs
- Consider setting out an expectation that HMPs demonstrate how Key Policy Documents have influenced their SHMA
- Make clearer the strategic matrix within which the SHMA is delivered at the local, sub regional and regional levels
- Include a wider and more defined range of quality assurance measures for 'robust and credible' SHMAs
- Consider setting out secondary data sources to be used for Core Output calculations.

**4.23** Where appropriate these are reflected in the policy below.

**4.24** It is expected that these findings will be taken into account as partnerships update and maintain their SHMAs, and that such further work will take into account other relevant regional guidance such as the East Midlands Rural Affairs Forum's "Building a Rural Dimension into SHMAs". Other potential future developments include the commissioning of more localised

## 4 . Analysis of Strategic Housing Market Assessments (SHMAs)

assessments which reflect smaller markets particularly in large urban areas. Some Partnerships have indicated that particular neighbourhoods need further special attention and that they may plan to commission such work.

**4.25** The Black and Minority Ethnic (BME) housing strategy found that there is a lack of adequate up-to-date information to monitor the housing outcomes for BME communities. Through the use of its Research and Sub-regional Initiatives funding, the RHG will continue to support further analysis to strengthen this evidence base and encourages HMPs to ensure that SHMA updates and sub-regional housing strategies address equalities issues. There are also a range of other important sources of information which should inform housing and planning policy alongside SHMAs, such as joint strategic needs assessments and more specific local studies. The Research and Sub-regional Initiatives fund can be used to support the capacity of local partners to make proper use of the data which is available to them.

### Policy 1

The RHG will continue to support robust research into the region's housing markets

### Actions 1

Ensure that Strategic Housing Market Assessments are maintained and updated in accordance with all relevant national and regional guidance, and incorporate appropriate consideration of equalities issues.

All partners should note and implement the findings of "Review of practice in development and use of sub-regional Strategic Housing Market Assessments in the East Midlands".

Encourage the on-going work of developing both a robust evidence base and understanding of sub-regional housing market issues.

Establish a mechanism to ensure on-going communication with SHMA Partnerships, and to monitor SHMA progress and quality.

Ensure research and sub-regional programme addresses the housing needs of specific household groups.

Local and sub-regional partners should work jointly where appropriate.

### Policy 2

Use SHMA findings as indicators of sub-regional priorities for RHP investment alongside Hi4EM and other established forms of housing information

### Actions 2

Engage economic and research professionals to update strategic information when required.

Continue to analyse SHMA findings on a regular basis to inform key messages regarding investment.

Continue to support and develop private sector housing information systems (at regional, sub-regional and local levels) to inform investment into private sector stock.

## 5 . Affordability, and access to housing

### Objective 2

To ensure that everyone in the region is able to both access and afford suitable housing to meet their needs

**5.1** This theme is intended to bring together the various issues which are related to the ability or otherwise of households to access housing in the region in accordance with their needs and preferences, including the contribution made to affordability by public and private investment.

**5.2** Housing affordability is a major and growing problem in the region, as can be seen from ratios of average income to average house prices, and incomes to lower quartile house prices presented overleaf.

**5.3** The RHS 2008-16 recognises that public resources for investment will probably always be limited, and also subject to Government priorities within the overall performance of the economy. Even whilst under pressure, however, housing investment brings wide societal benefits and partners are encouraged to identify investment benefits in the widest sense. For example, savings to social care budgets may result from schemes which enable older people to stay out of residential care unless it is appropriate to their care needs.

**5.4** As households evolve over time, changing needs and preferences with regard to the location, size, tenure and other characteristics of their home are likely to result in a requirement to move from one home to another. This is often referred to as a “housing pathway”.

**5.5** If appropriate housing is always available, and if the household has the financial means to afford access to that housing, it is able to pursue its pathway of choice. If either condition is not fulfilled, this may be viewed as a problem. Housing authorities will certainly view it as a problem if housing needs cannot be met. Those responsible for ensuring the proper functioning of the economy and social relations may view it as a problem if physical needs for accommodation are met but households’ aspirations are not.

**5.6** Housing problems may be addressed through interventions in the market, whose operation is allowing them to arise. This Regional Housing Strategy is concentrating primarily on increasing affordability and access to housing for those not ordinarily able to access the market without some form of intervention.

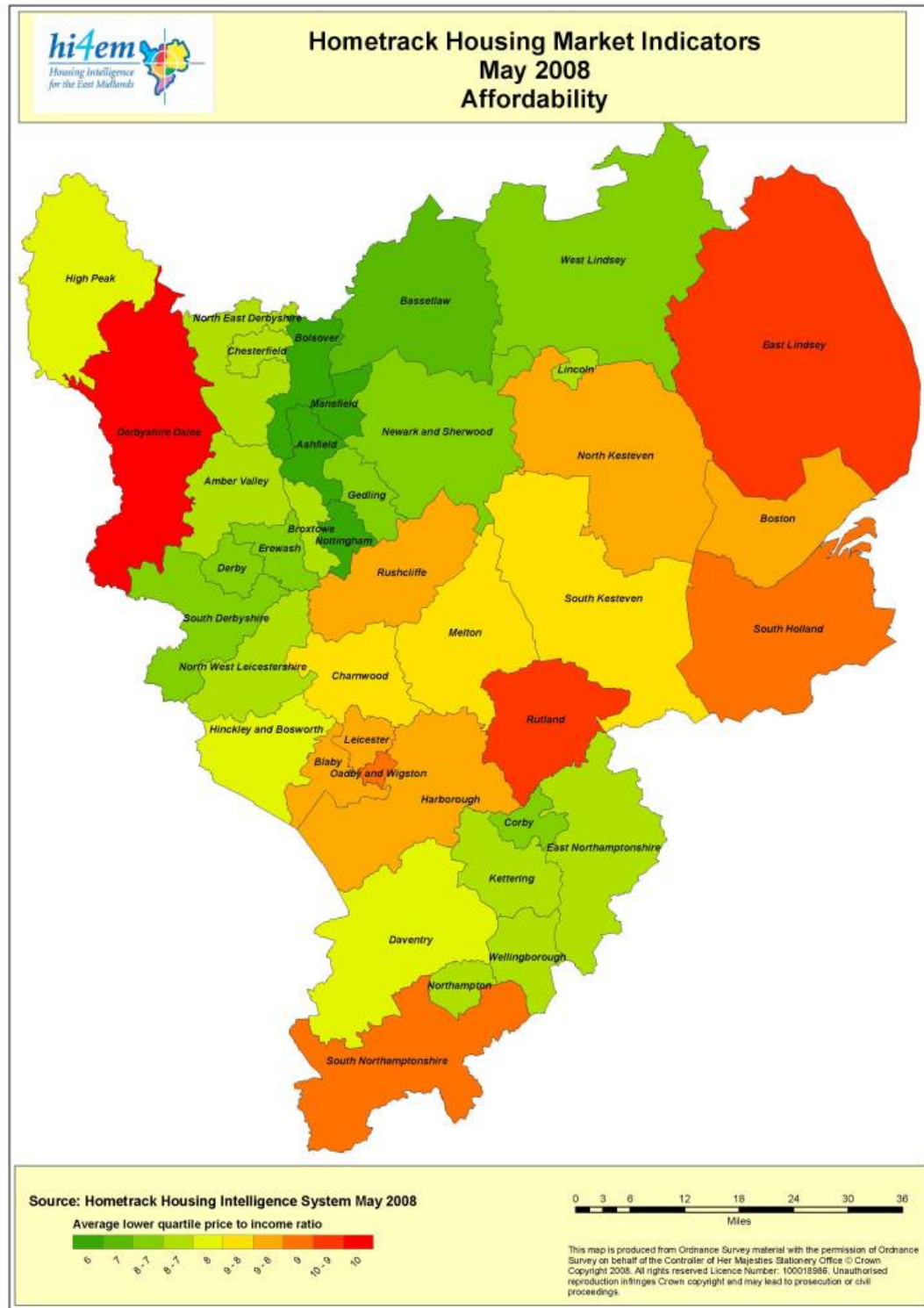
**5.7** To achieve the overall objective for this theme, this RHS 2008-16 contains policies which seek to:

- Direct future housing investment to best effect (including geographic targeting)
- Make more effective use of the existing stock
- Reduce production costs
- Reduce costs-in-use
- Maximise opportunities through Section 106 agreements to increase the supply of affordable housing in the region
- Make best use of low cost home ownership products and other intermediate forms of tenure

## 5 . Affordability, and access to housing

- Maximise opportunities to access housing through increased joint working
- Support the implementation of the Regional Homelessness Strategy

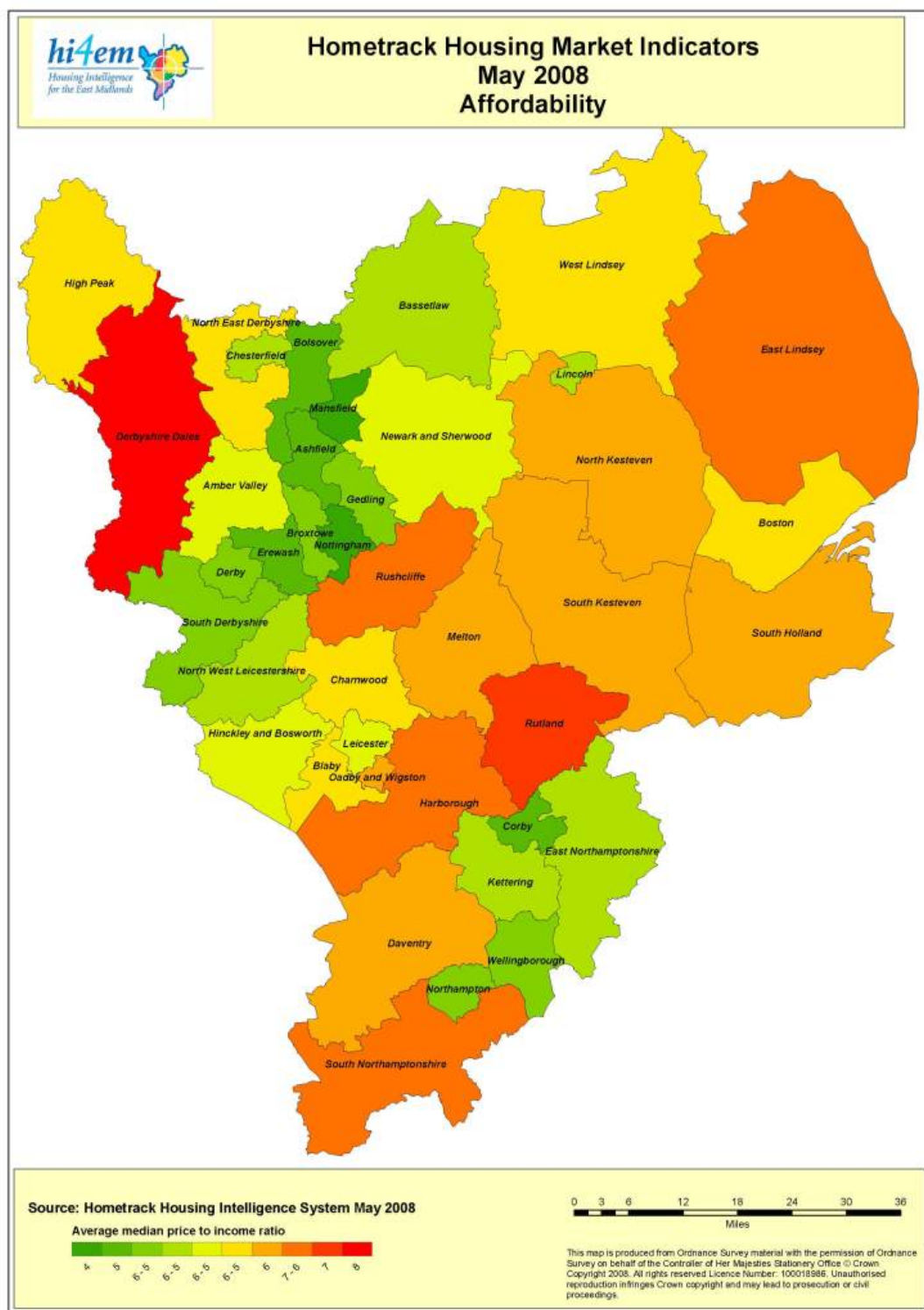
**Map 5.1 Average lower quartile price to income ratio**



Source: Housing Intelligence System - May 2008 - [www.hi4em.org.uk](http://www.hi4em.org.uk)

## 5 . Affordability, and access to housing

### Map 5.2 Average Median Price to Income Ratio



Source: Housing Intelligence System - May 2008 - [www.hi4em.org.uk](http://www.hi4em.org.uk)



### Direct future housing investment to best effect

**5.8** The current Housing Investment strategy for 2008-11 sets out current spending priorities for the region and is available at [www.emra.gov.uk](http://www.emra.gov.uk) (see Bibliography for detailed reference).

**5.9** Public funding is unlikely ever to match the scale of investment recognised as needed to address all housing issues. RHS objectives and policies need to consider how to influence all types of investment in housing, both public and private, regardless of what degree of 'direct control' there may be at present.

**5.10** Current public investment in housing is the area over which the RHS, through the Regional Housing Investment Strategy can have the greatest and most direct influence. Other sources of public investment in housing are outwith the direct influence of the RHS but where possible the strategy seeks to ensure that appropriate linkages are made to ensure best use of funding. The RHG is prepared to consider whether there is a need to improve sign-posting to such funding, which may be an appropriate use of the Group's Research and Sub-regional Initiatives fund.

**5.11** The vast majority of future investment in the region's housing stock, however, comes from private investment. This consists primarily of the renovation and improvement of the existing stock by private households, landlords and companies and investment in the production of new housing by housing developers and builders. The RHS has no direct control over these resources and no means of estimating their volume, yet implementation of the RHS will depend substantially on how they are to be used.

**5.12** The public sector in the region needs to explore new mechanisms which will maintain an equity stake in the development of new housing (as a means of producing a return to the public purse and increasing choice and tenure in public housing schemes) such as (but not exclusively) Local Housing Companies. Different models exist for Local Housing Companies and there are already two within the region, established by Nottingham City Council and South Holland District Council.

**5.13** The RHG has also signalled its intention to explore the use of equity release/loans as a means of investment in improvements to existing stock.

### Policy 3

To ensure that housing strategy and planning policy consider all available options for directing investment in new and existing housing to best effect.

### Actions 3

Encourage partners to explore the use of equity stakes in land and property as a means of funding the supply of new housing.

Lead consultation about the use of equity release/loans as a means of investment in improvements to existing stock.

## 5 . Affordability, and access to housing

Local Development Frameworks should consider the inclusion of Low Cost Market Housing.

### Policy 4

Maximise the delivery of affordable housing.

### Actions 4

Support action to maximise developer contributions to new affordable housing via Section 106 agreements, taking account of scheme viability and other developer contributions sought.

Ensure Section 106 agreements compliment the use of grant in the delivery of affordable housing.

Public sector bodies should ensure that a 'best price' for land in public ownership will be that offering the highest receipt *after* ensuring that site development will deliver against all local policies, especially local housing policies.

Promote the use of surplus public land for housing development where this accords with regional and local planning policies and sustainability criteria.

Focus investment on areas with appropriate capacity in (or a robust funding plan for) all necessary associated infrastructure.

Lobby national government for increased funding for provision of new essential infrastructure to support housing growth.

Support local and sub-regional partners and co-ordinate lobbying for additional investment.

### Making more effective use of the existing stock

**5.14** Access to housing extends further than affordability, though the two are clearly interlinked. In addition to making housing affordable, measures are needed to ensure that best use is made of existing housing to increase the overall supply of available housing. As the following map demonstrates, there are vast numbers of empty properties which could contribute to improving supply.

**5.15** Providing the necessary support to people in their homes, providing housing for vulnerable people (including long-term housing for people leaving more specialist settings) and enabling them to maintain their home, form part of a range of initiatives which can help make more effective use of the existing housing stock and meet the objectives of other local

partners. Local Authorities should explore the potential for greater co-operation with partners such as Primary Care Trusts (PCTs) for joint funding of initiatives which would improve the quality of housing, reduce hospital admissions, reduce the number of excess winter deaths and reduce CO<sub>2</sub> emissions caused by poor housing. DASH can deliver model integrated strategies for such objectives.

**5.16** Bringing empty properties into residential use can contribute to both an increase in general housing supply and affordable housing provision. This has a similar effect on housing supply as the construction of new homes. Viewing empty properties as a wasted resource, it is common for strategies to include the aspiration of bringing down vacancy rates. A robust approach to empty properties is encouraged. Examples of actions which could form part of an Empty Homes Strategy include leasehold management and guaranteed rental schemes in order to increase housing supply, creating specific posts or responsibilities, and reducing the amount of time taken to re-let. Clearly such action would require appropriate resourcing. Sub-regional or HMA projects to tackle empty homes could potentially be funded from the RHG's Research and Sub-Regional Initiatives Fund.

**5.17** The RHG supported the East Midlands Empty Property Forum to commission an Empty Properties Survey of owners of empty properties across ten local authority areas in the East Midlands during 2008. <sup>(2)</sup> Alongside recommendations for local practitioners the report makes the following (edited) regional policy recommendations:

- Thirty-eight percent of respondents indicated that they planned to sell the empty property. Supporting the purchase of empty properties by Registered Social Landlords (RSLs) could increase the supply of affordable housing. This would directly contribute to NI 155 – number of net additional affordable homes provided.
- Empty properties purchased by RSLs can be put to a variety of uses including increasing the supply of general needs housing, increasing the amount of temporary accommodation for homeless households, thus reducing the need for bed and breakfast and move-on accommodation for those leaving supported schemes.
- Where RSLs do not have the capacity to implement such Purchase Schemes this could be opened up to accredited private landlords who sign a legal agreement to let the property at local authority defined affordable rents (for X years or in perpetuity), or sell at below market value (the proportion to be defined by the local authority), again addressing owners' wishes to sell and increasing the amount of affordable housing.
- Sixty-three percent of respondents stated the property was undergoing improvements or repairs and 32% stated these factors preventing the property being occupied. Incorporation of empty homes into the Decent Homes grant programme for private sector stock could be used to address the financial barriers owners experience. This will address issues of disrepair and the proportion of nondecent stock. A flexible eligibility criterion will increase the number of owners that could be helped and the number of properties made decent.
- To introduce innovation pots aimed at assisting local authorities to take action for either voluntary or enforcement schemes, including where local authorities have identified a local priority that is not recognised within the Regional Housing Strategy. This will enable individual local authorities to best respond to empty property owners in their areas with the creation of suitable voluntary initiatives.

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2 Research by The University of Nottingham Survey Unit, Policy recommendations by Sue Li, EMEPF. Details are available from East Midlands Empty Property Forum.

## 5 . Affordability, and access to housing

- The indication in the survey that owners who do not want their properties occupied for the meantime are also the least receptive to local authority help may conflict with an authority's priority of returning empty properties to use. In some instances there may be a genuine reason but enforcement may be required for those who are unable or unwilling to return the property to occupation themselves.
- Local authorities have perceived financial and capacity barriers to undertaking enforcement action, such as compulsory purchase and empty dwelling management orders. A pot to support enforcement could help to improve private sector housing standards and the supply of affordable housing. If the property is not disposed of to an RSL then capital received from the sale of the property could be recycled back to the funding pot, if required.
- Innovation pots to help local councils provide interest free loans to owners rather than perpetuate a 'grant culture', particularly as the survey indicates the majority of owners purposely acquired the property. When loans are repaid they can be recycled into the local authority's funding pot. This would also address owners' issues regarding repair costs being a barrier to returning the property to use quickly.

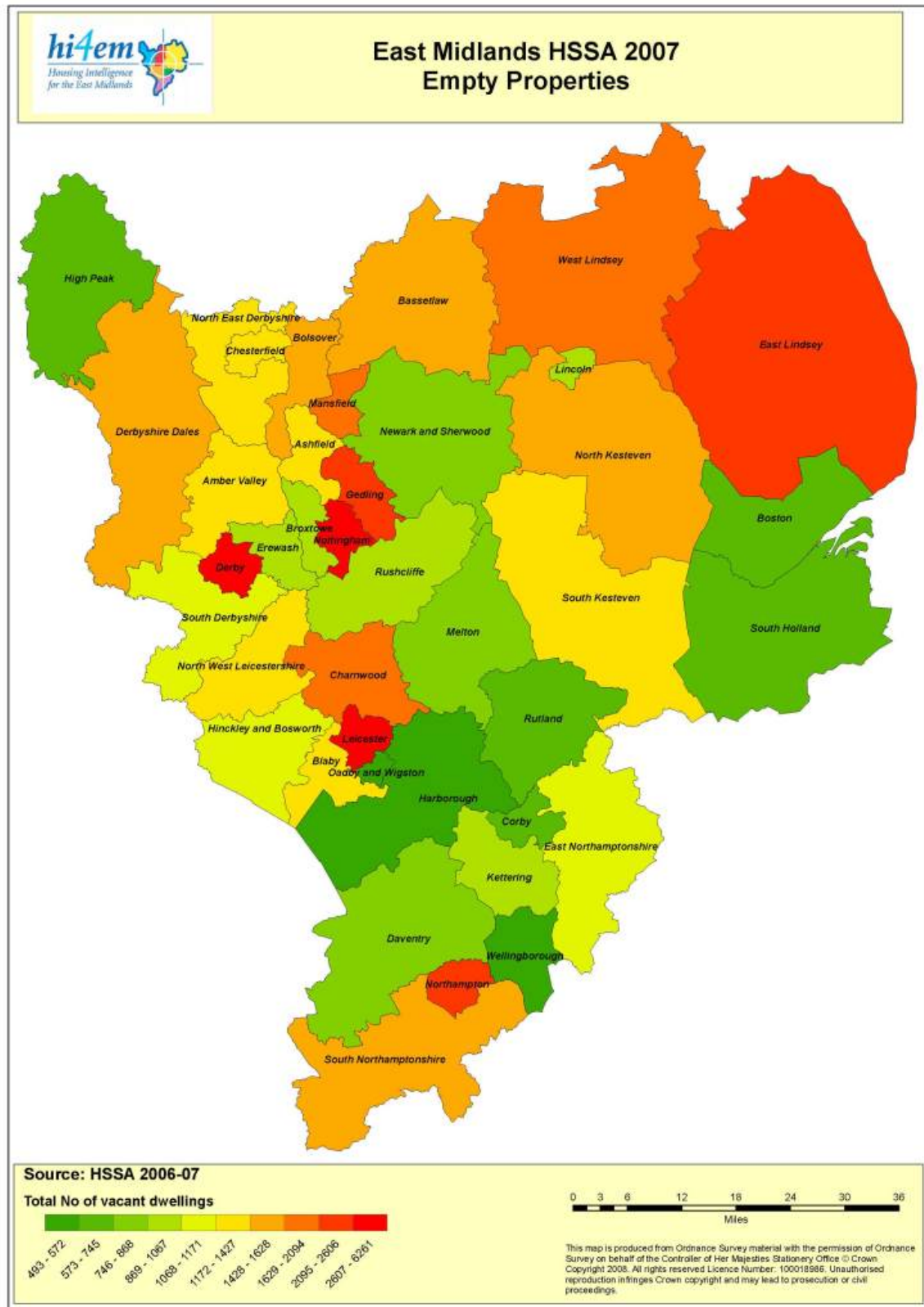
**5.18** These are the findings of the EMEPF survey and not necessarily the views of the RHG which will consider how they may be taken forward.

**5.19** In some instances vacancies can be indicative of over-supply. In the RHS 2004-10 two policies reflected over-supply as specific forms of imbalance in the housing markets of the region:

- Recognising and responding to areas affected by low demand, and
- Providing options for unpopular or unsuitable sheltered housing stock.

**5.20** Since the RHS 2004-10 was published, the Regional Housing Pot has funded Housing Market Renewal work. This has included investment in three pilot areas in Derby, Mansfield and Bolsover.

Map 5.3 Total Number of Vacant Dwellings



Source: HSSA 2006-07 - [www.hi4em.org.uk](http://www.hi4em.org.uk)



## 5 . Affordability, and access to housing

### The Private Rented Sector policy framework

**5.21** The Housing Act 2004 introduced licensing powers for local authorities in the management of the private sector. Additionally, since the publication of the Regional Housing Strategy 2004-10, there have been several regional and sub-regional initiatives set up and supported by the Regional Housing Group, which have sought to develop the private rented sector and make best use of existing private rented stock.

#### Case Studies: making best use of the private rented sector

The creation of the DASH Scheme across the Region has been instrumental in co-ordinating policy for the private rented sector and for developing the roles of local authorities. The East Midlands Landlord Accreditation Scheme which has recently been established will provide another major advancement in this respect.

In the Peak Sub Area a private rented initiative has been established with support from the Regional Housing Group. This seeks to encourage, acknowledge and actively promote good standards of privately rented accommodation and to assist landlords and tenants to undertake their respective responsibilities.

In Northamptonshire a Private Sector Leasing Scheme has been developed (also supported by the Regional Housing Group). This targets empty private sector homes in the districts, encouraging landlords to let properties to the local authorities who will then sub-let them to individuals and families from their housing waiting lists. This scheme is still in development but has commenced in some parts of the county.

**5.22** The Government has recently announced a major independent review of the private rented sector. With 2.6 million homes in England being rented from around half a million private rented landlords, the review will look at what problems tenants and landlords face and what works well in the sector <sup>(3)</sup>

**5.23** The private rented sector represents a growing but underutilised resource for supplying both the intermediate market and meeting housing need. The East Midlands policy framework, co-ordinated by DASH includes action at local, sub-regional and regional levels to support the development of a robust and healthy private rented sector, such as:

- Landlord fora to engage in strategy formulation and review, provide advice, promotion of good practice, etc.
- Landlord accreditation schemes – these can accelerate Housing Benefit payment and processing; assist in letting hard-to-let properties; and help co-ordinate other provision e.g. rent deposit schemes and tenancy support schemes particularly for vulnerable tenants.
- Actively engage buy-to-let investors and letting agents to ensure lettings.

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3 From “Private rented sector to be focus of independent review”, CLG 23<sup>rd</sup> January 2008  
[www.communities.gov.uk/news/corporate/670940](http://www.communities.gov.uk/news/corporate/670940)



## 5 . Affordability, and access to housing

- Extend choice-based letting schemes into the private rented sector.
- Additionally a growing number of local authorities in the region are developing private sector leasing schemes as a way of providing both temporary and permanent housing options for homeless families and those awaiting housing on the housing register.

**5.24** More information is needed to provide a better understanding of the private rented sector upon which policies can be based. The SHMAs have provided some of this and the CLG review noted above may also prove useful. Further research may be commissioned if necessary.

**5.25** The Regional Housing Investment Plan clarifies ways in which funding can be made available to remodel unpopular sheltered housing. Partners are encouraged to seek alternative uses where these have been identified through SHMAs.

### Policy 5

To make more effective use of the region's existing stock across all tenures.

### Actions 5

Consider and take account of the findings of the 2008 Empty Properties Survey.

Encourage all local authorities to have effective Empty Homes Strategies in place.

Reduce the number of vacant homes in the region and prevent oversupply of particular types of housing.

Continue to support measures to address low demand in parts of the region where this occurs (building on the findings of the mixed communities pilot).

Support alternative uses for current sheltered housing where these have been identified through SHMAs.

Continue to develop and maintain the region's evidence base with regard to empty or hard to let properties ensuring that this links to the evidence base for LDFs where appropriate.

Encourage the use of Empty Dwelling Management Orders.

Continue to develop the private rented sector policy framework to ensure increased levels of engagement with the private rented sector.

Support and promote the ongoing development of the East Midlands Landlord Accreditation Scheme.

Increase understanding of the private rented sector.

## 5 . Affordability, and access to housing

Promote the development and take-up of floating support services for people in the private rented sector.

### Production costs and housing costs in use

**5.26** Both the costs of building homes and the cost to occupants of their use (heating etc.) are relevant to discussions about housing affordability. The “Design Quality and Sustainable Homes” chapter will directly contribute to reducing such costs. To avoid repetition these topics are dealt with there.

### Maximise opportunities through Section 106 agreements

**5.27** A Regional Housing Group-commissioned "Review of Practice in the Use of Section 106 Agreements to Facilitate the Delivery of Affordable Housing in the East Midlands" <sup>(4)</sup> studied the use of Section 106 agreements across the region in the provision of affordable housing.

**5.28** Examples of useful practice across the region were highlighted during the project:

Authority	Useful practice cited
Rutland County Council	Corporate Steering Group. Working towards a fixed sum model for infrastructure items.
Daventry District Council	Success in delivery on rural exception sites - corporate approach involving joint working across housing and planning teams, established links with RSLs, member training, dedicated affordable housing officer/point of contact.
South Kesteven District Council	A range of design and layout requirements in Section 106 agreements including: <ul style="list-style-type: none"><li>• Pepper-potting of affordable housing</li><li>• Housing to be built to Housing Corporation Design Standards</li><li>• Properties for people with physical disabilities.</li></ul>
Leicester City Council	The Council has put considerable emphasis on using Section 106 agreements to achieve wheelchair standard accommodation.
Peak District National Park Authority	Development of Supplementary Planning Guidance including: <ul style="list-style-type: none"><li>• ‘affordable housing’ and ‘more affordable housing’;</li><li>• Ensuring that affordable housing is available in perpetuity;</li><li>• Schemes for three or more dwellings should be carried out by an RSL or a non-profit agency;</li><li>• Cascade mechanism to prioritise housing for local people.</li></ul>
Lincolnshire	Cross boundary working on Section 106 agreement Involvement of elected members.

4 Centre for Comparative Housing Research, De Montfort University, Leicester and Partners

Authority	Useful practice cited
West Northamptonshire	<p>In-house training for South Northants Housing, Planning and Legal staff.</p> <p>County-wide standard Section 106 agreement, which is being updated locally with an easy to use guide.</p> <p>West Northants Development Corporation (WNDC), RSL preferred management partners and individual local authorities within West Northants are producing a specific Section 106 agreement for strategic sites and a standard charge for dwellings where possible.</p>

**5.29** A good practice checklist has been produced showing that the major issues were not an absence of relevant policy but were implementation/delivery issues on the use of Section 106. It made the following recommendations:

Local authorities should ensure that they have a corporate approach to planning agreements that recognises the importance to the community of the provision of affordable housing through the planning system.

Local authorities should continue to ensure that the policy framework for delivering affordable housing through the planning system is up-to-date and is supported by a robust evidence base from annually updated sub-regional housing market assessments

Progress should be made as quickly as possible in moving to the new local development framework system with detailed policies and processes set out in Development Plan Documents, supplemented by additional material in supplementary planning documentation where appropriate.

All stakeholders need to recognise that the current system of delivering affordable housing through the planning system has to balance certainty with flexibility.

Local authorities need to be fully aware of the role of the Housing Corporation (and from December 2008, the Homes and Communities Agency) to ensure that there is an understanding of the use of social housing grant and how it can be best utilised in conjunction with planning agreements.

Improving the negotiation process is one of the main ways in which the delivery of affordable housing targets can be improved by local authorities. There are a number of interrelated elements including:

- Better understanding of development economics and financial viability
- Encouraging an “open book” approach for undertaking an economic viability assessment for each site using, for example, the Housing Corporation model
- More effective negotiating skills, team building, skills transfers and effective continuing professional development (CPD).

## 5 . Affordability, and access to housing

Increase use of model Section 106 agreements and standard clauses as a means of speeding up the negotiation process.

**5.30** Listed below is a checklist of items to be considered in a model agreement, which was produced as part of the above study. It is intended to be a guide to assist LAs in their own negotiations:

- Percentage of market and affordable housing to be delivered on-site;
- Percentage of different affordable housing tenures;
- Entry-level of bought equity stakes in shared ownership tenure and percentage of rent payable on unsold equity;
- Reference to neighbourhood and property build standards / design codes including eco-homes standards;
- Pepper-potting and mix of tenures across the site and maximum sizes for clusters of affordable housing;
- Size, type and number of different affordable housing units;
- Minimum delivery of affordable units without any Housing Corporation grant;
- Cascade requirements on increased delivery of affordable units if Housing Corporation grant is available, and details of what grant will achieve (i.e. increase in rental units, total number of units, build standards, etc), with the additional delivery to be an obligation if grant is available;
- Fixed transfer prices for affordable housing units to RSLs;
- RSLs that manage / own affordable housing units to be taken from local authority preferred partner list;
- Established local authority nomination policies and processes for identifying households for completed affordable units; and
- Specific requirements for rural housing sites;
- Monitoring. Local authorities need to ensure that they are not foregoing potential benefits by missing cut off dates in Section 106 agreements. Each local authority should consider setting up a database along the lines of the Colchester approach so as to ensure that the maximum community benefits are achieved;
- Housing organisations need to maintain a watching brief on the Government's policy on the Community Infrastructure Levy (CIL) as proposed in the Planning Reform Bill;
- Local authorities and their staff need to be fully aware of and utilise the wide range of reports on planning agreements and the delivery of affordable housing;
- Building up skills and capacity. The East Midlands Regional Assembly and other regional stakeholders should consider how best to continue to promote good practice and the exchange of information between councils on Section 106 agreements and affordable housing provision. Possible mechanisms include:  
regular seminars, formal training events geared to CPD purposes on the development process and economic viability methods and techniques.

**5.31** The Housing Corporation in the region has proposed additional measures aimed at maximising the use of affordable housing grant through Section 106 agreements.

- Local authorities could set a requirement that developers pay for an independently produced appraisal as part of a planning application. (The Housing Corporation's economic appraisal tool could be used as the model for this).
- Section 106 agreements could also specify a fixed transfer value for the price at which developers should make completed affordable homes available (eg: based on a capitalised rental value).
- LAs should specify a lower percentage to be charged on the unsold equity of LCHO products (below the HC 2.75% ceiling) and/or a lower equity share below 50%.
- Local Authorities could also implement a cascade system on larger schemes.

**5.32** As can be seen, regional agencies are supporting local partners to develop a robust approach to the use of Section 106 agreements, providing guidance and good practice models. Looking ahead, it will be important that Local Planning Authorities align Section 106 agreements with Community Infrastructure Levy (CIL) and monitor and evaluate the impact of CIL, seeking to address any decrease in affordable housing delivery.

### Policy 6

To maximise opportunities through Section 106 agreements to increase the supply of affordable housing in the region.

### Actions 6

Ensure Section 106 agreements complement the use of grant in the delivery of affordable housing.

Promote good practice across the region in the use of Section 106 agreements to produce affordable housing.

Implement the Section 106 good practice guide across the region along with the Housing Corporation's proposals to maximise the use of affordable housing grant.

Regional and local stakeholders should work together on the implementation of CIL to maintain delivery of affordable housing outputs.

Organise region-wide training for local authorities in understanding economic viability assessments (based on the Housing Corporation model).

Ensure Section 106 delivers access to housing for a wide range of people and include consideration of specialist accommodation within developments.

LA housing partners should share and promote good practice with other relevant departments e.g. legal, planning.

## 5 . Affordability, and access to housing

### Make best use of low cost home ownership products and other intermediate forms of tenure

**5.33** PPS3 states that *"for a residential unit to be considered affordable it has to remain at an affordable price or, if these restrictions are lifted, for the **subsidy to be recycled** for alternative affordable housing"*. Some affordable housing schemes currently operating in what had been regarded as the "intermediate market", such as low cost market properties and properties sold at a nominal discount are now, by PPS3's definition no longer classed as affordable housing and will not be monitored as such when reporting on the delivery of affordable housing targets within the Regional Plan Annual Monitoring Report. Yet they are a valid part of overall housing provision and contribute to meeting housing demand. If the RHS is to address availability issues across all housing provision, this will require use of a set of housing products that is wider than the usual offer of social renting and conventional low-cost home ownership (LCHO).

**5.34** There are reported concerns in the East Midlands regarding the affordability of the current products available to supply the intermediate market. Whilst many of these properties are officially "affordable", their cost is often out of reach for many of the households that they might be expected to help. PPS3 defines Intermediate Housing as *"Housing at prices and rents above those of social rent... These can include shared equity products (eg: Homebuy), other low cost homes for sale and intermediate rent"*. A recent study was commissioned by the Regional Housing Group to examine the intermediate housing markets in the East Midlands. This found that many different housing products were being produced by developers and/or RSLs in the region during 2007/8. These were:

- *Low cost outright sale* - a new build product that aims to provide a lower than full market cost purchase.
- *Discounted outright sale* - similar to low cost outright sale but it allows an explicit 'discount' on any given unit from the market value at which the unit 'could' be sold.
- *Covenanted outright sale* - similar to discounted outright sale but the developer retains an equity stake in the units that are produced.
- *Open Market HomeBuy* – introduced in 2006. It offers buyers the chance to purchase a property on the open market with the help of equity loans.
- *New Build HomeBuy* - replaces conventional shared ownership schemes. Purchasers buy a share of a newly built property, whilst also paying a rent and service charge.
- *Social HomeBuy* – allows tenants to buy a minimum 25% share of their existing social rented home (at a discount) and pay rent on the remainder.
- *First Time Buyers Initiative (FTBI)* - equity loan. The buyer takes out a mortgage on at least 50% of the property. The government provides assistance on the remainder.
- *Market Rent* - a property is let to an applicant at the highest possible rent that can be achieved. Tenancies are assured shorthold through an RSL or other party. (nb 'Market rent' does not come within the definitions referred to in PPS3 - it should neither be regarded as intermediate nor as affordable housing).
- *Intermediate Rent* - developed on the basis of a rent charge that is set between the 'market rent' and a 'social rent'. It is managed in a similar way to market rent units.
- *Cost Rent* - The scheme works in the same way as an Intermediate rent scheme but the final costings merely reflect the actual costs to the developer and RSL.



**5.35** The LCHO Study involved a detailed and comprehensive review of Low Cost Home Ownership schemes, principally HomeBuy, which are currently operating in the East Midlands Region. It concluded that such schemes have a place in the regional housing market in enabling access to home ownership, but that some of the practical outcomes might be at variance with the policy intentions.

**5.36** For example, the intentions of HomeBuy are as stated on the CLG's website:

*"Our HomeBuy scheme enables social tenants, key workers and other first time buyers to buy a share of a home and get a first step on the ladder".* <sup>(5)</sup>

**5.37** On the Regional Housing Corporation's website, HomeBuy is described as:

*"a scheme, operated by selected housing associations (registered social landlords) in England, which helps qualifying tenants of housing associations and local authorities or people on a housing waiting list and nominated by the local council as being in housing need, to buy a home on the open market".* <sup>(6)</sup>

**5.38** The LCHO study found that although two-thirds of HomeBuy enquiries are from first time buyers (FTBs), less than 20% of actual purchasers were FTBs. Also it found that only 9-13% of purchasers were renting from a council or housing association (though they accounted for over 20% of enquiries).

**5.39** However the study found that low cost options, principally New Build HomeBuy, are providing effective routes into home ownership and are working well for:

- those who were previously renting privately (up to 35% of purchasers);
- those who were living with family or friends (up to 40% of purchasers); and
- those with a household income below £30k (up to 90% of purchasers), and especially £15k-£30k (up to 60% of purchasers).

**5.40** The study recommended that for Low Cost Home Ownership to achieve its full potential in the Region, there needs to be a more effective alignment between those households which are genuinely unable to afford home ownership and those properties which are only affordable to households in such circumstances. A model of cost and affordability has been produced as part of the study to assist with this.

**5.41** Further research to understand whether those who have moved into forms of intermediate housing are satisfied and are able to sustain living in that accommodation would be useful for targeting initiatives in the future.

**5.42** Providers should also consider specialist accommodation in LCHO initiatives. There is potential for people who require specialist provision and/or support to be able to purchase their homes.

**5.43** The Government's September 2008 package of measures to support the housing market includes provision to use existing LCHO products and market housing for rent. It is too early to assess the likely impact of this but it will be important to ensure that the region takes every opportunity arising from it.

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5 [www.communities.gov.uk/housing/buyingselling/ownershipschemes/homebuy/](http://www.communities.gov.uk/housing/buyingselling/ownershipschemes/homebuy/)

6 [www.communities.gov.uk/housing/buyingselling/ownershipschemes/homebuy/](http://www.communities.gov.uk/housing/buyingselling/ownershipschemes/homebuy/)

## 5 . Affordability, and access to housing

### Keyworkers

**5.44** Intermediate housing products can be of particular importance in attracting or retaining key workers. Key workers support the functioning of the region's economy and communities.

**5.45** Government housing policy includes specific measures to help those working in key public services to find homes close to where they work. There is always scope for the region to adopt a wider definition of key workers than that used by Government, subject to evidence of particularly severe recruitment/housing difficulties. This would extend eligibility for LCHO schemes to wider occupational groups. Boosting the region's economic performance and the sustainability of communities might be seen to depend on workers being able to afford to live in those communities in order to ensure provision with local services and infrastructure.

**5.46** To date, however, regional and local research has not provided evidence which would justify adopting a wider definition. Targeting support for key workers inevitably has a geographical dimension, and such evidence might be expected to result from SHMAs. In the meantime, the region will continue to use the general Government definition of key workers to determine eligibility for LCHO schemes.

### Policy 7

To make best use of LCHO products and other intermediate forms of tenure which reflect demand for such tenures as identified in SHMAs.

### Actions 7

Ensure that all LCHO and intermediate products are affordable to those in housing need and targeted appropriately.

Promote the use of the LCHO affordability model.

Monitor SHMA findings for data which can assist with geographical and/or key worker targeting.

Partners should continue to research and develop intermediate products which respond to local need, including specialist LCHO products where appropriate.

Ensure the range of LCHO schemes available is appropriate and is marketed as simply as possible.

Ensure the availability of appropriate low cost home ownership products and services which meet the aspirations and widen the choices of BME households and communities e.g. sharia compliant mortgages.

### Maximise opportunities to access housing through joint working

**5.47** The RHS has a legitimate role in shaping those elements of allocations and lettings that have a sub-regional or regional element, particularly any which benefit from being managed across authority boundaries.

**5.48** The Government has set the target of extending Choice-Based Lettings (CBL) schemes, which were pioneered in this region. The RHS does not, therefore, need to promote CBL schemes; however it can provide guidance on how they should be best constructed and operated in the region. Since the main driver for CBL is to introduce choice into what used to be processes for allocating households to properties, there is a strong case for suggesting that this purpose is best served by extending the geographical area for those making choices. This RHS 2008-16 therefore encourages :

- CBL schemes which operate over the administrative boundaries between cities, their suburbs and wider hinterlands. The HMAs identified in the region offer the most logical geographical areas for CBL schemes.
- common allocations policies
- the provision of products that assist households to move within tenures.

**5.49** These should be subject to equality impact assessments, robustly monitored and open and transparent.

**5.50** Actions which local partners can consider to help maximise choice and access to housing include improving education for customers about different tenures, enhancing the private rented sector, and improving understanding of what would make customers move within tenures to suit their life events.

**5.51** Vulnerable people require access to CBL schemes, but may need support to access/participate in CBL. Measures should be in place to ensure vulnerable people are not disadvantaged. Movement across boundaries should be enabled for vulnerable people in short-term accommodation services, to enable them to access longer-term accommodation in areas where they have support networks.

### Policy 8

To maximise opportunities to access housing through joint working

### Actions 8

Encourage housing authorities to work across HMAs to maximize opportunities and access to housing.

Ensure that sub-regional housing strategies, where developed, clearly identify priority groups when addressing affordability.

## 5 . Affordability, and access to housing

LAs should develop common policies to cover Choice-Based Lettings, allocations frameworks, SP funded and other special needs schemes and move-on accommodation.

All agencies should consider how they can contribute to this agenda.

### Homelessness

**5.52** The prevention of homelessness and dealing with its consequences are important issues within the RHS; and, equally, any action on homelessness needs to be co-ordinated with other housing and related activities. Housing is a cross cutting theme which influences many of the LAA National Indicators. It will be important to raise the profile of homelessness within the LAA and LAAs need to recognise this link and encourage greater partnership working. The Regional Homelessness Forum will need to consider effective engagement with the LAA agenda.

**5.53** The Regional Housing Strategy 2004-10 set the policy of tackling the main causes of homelessness in the Region. Among the actions was the encouragement of joint working by statutory and voluntary agencies.

#### Case Studies: Homelessness

Several of the schemes supported by the Regional Housing Group during 2006/7 were sub-regional initiatives to encourage joint-working in the prevention of and response to homelessness.

In Northamptonshire, a county Homelessness Strategy was developed (supported by sub-regional funding from the Regional Housing Group) during 2006/7. This involved a primarily preventative approach with a focus on multi-agency working and the targeting of household groups most at risk of homelessness.

In the Eastern sub area a project was set up to enhance existing Housing Advice and homelessness prevention. This helps to provide additional capacity (in partnership with the Citizens Advice Bureau). It helps to combat rural and social isolation by providing outreach services and assists with income maximisation through debt management and advice. There is also a mediation service with landlords or mortgage lenders.

**5.54** Also building upon the work of the Regional Housing Strategy 2004-10 a Regional Homelessness Strategy has been developed, again supported by the Regional Housing Group. This has been led by a multi-agency Regional Homelessness Forum. The strategy's recommendations (below) are endorsed by this RHS 2008-16.

### **Regional Homelessness Strategy Recommendations**

#### ***New Affordable and Social Housing Supply Gap***

Information on the dwelling mix of new supply should be maintained by the Regional Housing Board to compare with supply gap data.

The co-ordination system and the availability and level of resources for new supported housing projects such as direct access hostels should be better communicated to those involved in planning local services.

Housing Associations should develop homelessness action plans linked to regional housing strategies and SP strategies.

#### ***Pathways out of Homelessness***

Sub-regions should develop a continuum of provision for homeless people with support needs including outreach, direct access, high support, floating support and community support.

#### ***User focused prevention services***

Prevention services should be better publicised, targeted and explained to potential users. Good practice should be shared and joint schemes developed at sub-regional level.

Authorities should sign up to the prisoner resettlement protocol.

Discretionary housing payments should be more widely used as a homelessness prevention tool and government funding more efficiently taken up by all authorities across the region.

#### ***Taking User Involvement Forward***

A service user sub-group of the East Midlands Homelessness Forum should be established to ensure that homeless peoples' views are heard, supported by a peer training and facilitation programme. This programme should be evaluated after 12 months.

#### ***Engaging with other sectors***

Sub-regional Homeless forum should develop and strengthen links with the wider housing sector and with the following sectors: Education, Employment and Training providers, Health and Social Care providers, Prisons, Probation, Courts and Legal Services Commission

#### ***Sub-regional action planning***

## 5 . Affordability, and access to housing

The scope for delivering homelessness outcomes through Local Area Agreements should be explored.

### ***Resources/evidence base***

The Nottinghamshire Homeless Watch survey should be extended across the region and thereby provide a fuller picture of non-statutory homelessness.

Dwelling mix breakdowns should be provided for all new housing completions and targets and regular comparison of this data with statutory homeless supply gaps.

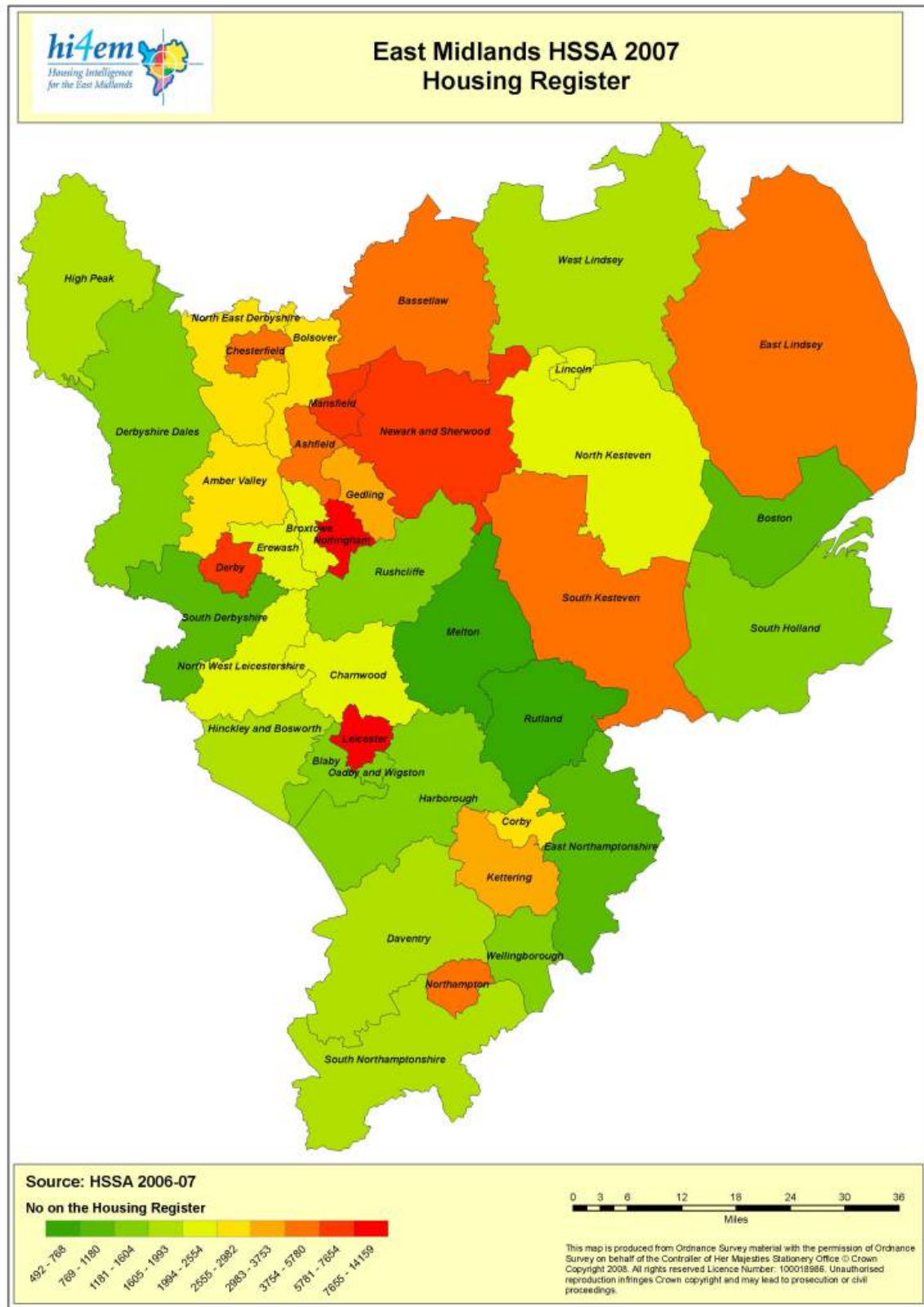
There should be a consistent approach to the recording of housing association lettings to homeless nominations using the CORE recording system.

**5.55** At regional level the RHG's support for implementation of sub-regional homelessness action plans continues. The RHG expects that understanding of the needs of specialist groups (such as offenders, drug/alcohol, asylum seekers/refugees, and migrant workers) will emerge from this process, and that the Regional Homelessness Forum will ensure co-ordination with health and other services.

**5.56** Two tier governance and working arrangements present particular challenges in relation to homelessness and accommodation for vulnerable households. This will be particularly important as Supporting People funding will be allocated through the area based (LAA) grant from April 2009; there is a genuine fear that the priority assigned to socially excluded groups will decrease, leaving housing authorities to respond to the issues this presents.



Map 5.4 Number on the Housing Register



Source: HSSA 2006-07 - [www.hi4em.org.uk](http://www.hi4em.org.uk)

## 5 . Affordability, and access to housing

### Policy 9

To support the implementation of the Regional Homelessness Strategy across the region and its recommendations (as set out above).

### Actions 9

Support the development of sub-regional action plans and encourage local authorities, RSLs and other relevant partners to develop strategies and initiatives across sub-regional areas.

Ensure that the voice of homeless service users is both heard and acted upon in the development of homelessness strategies at all levels across the region.

Maximise the opportunities for joint working both across and beyond the housing sector in homelessness prevention and the co-ordination of services and resources for homelessness.

Support the further development of the Homelessness Strategy including work to address such further areas identified in the Options Report e.g.

- Ex-offenders
- People with drug or alcohol problems
- Asylum seekers and refugees
- Migrant workers
- The retention of homes by families losing ownership through repossession by lenders
- Operational aspects of housing services.

### Objective 3

To improve the co-ordination of housing's contribution to economic development within the region

**6.1** At the time of this strategy being completed, the wider economic conditions present a particular challenge for housing and regeneration activity. The tightening of the credit market, uncertainty in the housing market and slower economic growth are having adverse impacts on home ownership transactions; on the challenges that face deprived areas; and on the potential for achieving transformative change through regeneration. In the short-term there are likely to be instances where current and planned activity is slowed as a result of such economic conditions. It is less clear what the longer-term impact may be and whether these effects are cyclical or structural.

**6.2** These wider circumstances are not justification for moving away from economic development activity that has a strong housing component. It is likely that the new single regional strategy will be developed and implemented before the end point of the RHS: (i.e. 2016), and it remains important that RHS objectives and policies maximise linkages between housing, economic development and regeneration priorities.

**6.3** Immediate connections can be made between general economic issues and the strategic themes listed in Chapter One. The following connections would apply:

- 1) Affordability & access to housing – providing housing that meets households needs, at a cost that enables them still to participate in other economic activities;
- 2) Sustainable & cohesive communities – housing services with inclusive provision for a range of working households and income groups, including for migrant & mobile groups;
- 3) Design quality & sustainable homes - sustainable construction technologies and production processes;
- 4) Rural housing - local accommodation for rural households to remain based close to rural work spaces, for example through 'live-work' units;
- 5) Housing for vulnerable people – housing's links with worklessness, and the development of work opportunities for households tied to benefit-level incomes;
- 6) Planning for an ageing population– providing suitably flexible housing that facilitates older people to stay in employment when desired.

**6.4** A wider demonstration of the extent to the wider linkages and multi-layered connections that exist between housing issues and the economy is set out below.

**6.5** A recently developed framework <sup>(7)</sup> has noted:

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7 "Housing and the Economy : strategic links" – publication from Chartered Institute of Housing, Summer 2008, from a framework supplied by East Midlands Development Agency

## 6 . Housing's Contribution to Economic Development

- housing as a cornerstone of 'placemaking' providing a residence in which to engage with wider market activities & opportunities.
- housing in relation to labour markets.
- housing as a driver of area 'growth' & regeneration.
- housing as a key element of the construction and design sectors.
- housing as a provider of community-based services within local economies.
- housing as a medium for investment returns.

**6.6** The very current focus upon high-quality placemaking involves, at a fundamental level, local areas containing decent homes in safe and cohesive communities, that themselves have a recognised function and identity able to inspire confidence as well as provide a secure home. Such bases are crucial to enabling people to lead fulfilling lives, enabling residents to engage with wider economic activities like work, leisure and cultural pursuits. The homes themselves become the subject of investment and purchases by personal consumers – utility services, home improvements, furnishings and fittings.

**6.7** The relationship of housing to job markets revolves around the need for certain skills to be available in steady and reliable supply to meet the needs of local businesses. The level of housing costs, and the availability (or otherwise) of appropriate housing, will all impact on the ability of employers to recruit. Problems with recruitment can be a restriction to wider economic growth. (There are a number of recent reports<sup>(8)</sup> that demonstrate how house price increases have excluded those with lower incomes from accessing permanent housing at prices affordable to their household). The provision of a suitable range of affordable and appropriate housing within reasonable travel-to-work areas also impacts directly upon the demands on local transport infrastructures, on what policies are required to respond to traffic volumes, and on investments in transport systems and services. This has wider implications for the overall contribution towards implementing sustainable development.

**6.8** Within recent plans for growth and urban regeneration new housing development has been instrumental in driving momentum of planned construction and in supplying finance from capital receipts that can be reinvested into wider development outputs. The extent and quality of the housing involved in such regeneration plans has thereby been a crucial element of how overall project economics have been assessed, and for the type of changes to the local built environment have been able to take place. A network of new Local Delivery Vehicles (LDVs) has been established to help focus and co-ordinate cross-public and private sector partnerships to steer such plans for local development, including large housing engagements. In the East Midlands these include the West Northamptonshire Development Company, the North Northamptonshire Development Corporation, and Meden Valley Making Places.

**6.9** Housing development and refurbishment programmes also provide a major contribution to economic activity through the construction and design sectors, creating a range of employment and innovation opportunities for construction workers, project and site managers, designers, architects, surveyors, engineers, asset managers, etc. Government-sponsored programmes – like its Decent Homes programme – can be opportunities for linking housing work to the offer of local training and employment in the development industry, as well as being a stimulus for raising awareness of what more is required to link 'sustainable

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8 e.g. "The geography of affordable and unaffordable housing: the ability of younger working households to become home owners" Steve Wilcox, JRF, December 2006

construction' activity and proposals for innovations in this area. The recently launched "Sustainable Construction Strategy" from the RDA-sector has clear relevance to improving performance within housing construction agencies. It raises demands that their activity embraces the wider green/renewable agendas. A range of regional partners (e.g. the Regional Improvement and Efficiency Partnership, the Central England Procurement partnership, local I-net partners and the 3-Cities construction partnership) will be undertaking work that can be allied to delivering the RHS design and sustainability objective.

**6.10** Housing's function as a day-to-day provider of community-based services is an easily overlooked aspect of its role within local, sub-regional and regional economies. Across the UK, more than 150,000 people work for local authorities, ALMOs and registered social landlords providing housing and neighbourhood management services, and support and care services. More are engaged in affiliated professions and other contract services, as well as being employed directly by private sector house-owning bodies. It is in this sense that the constant input into local economies represents a substantial output of the industry in its own right, and a wide engagement in local communities in very direct and inclusive ways.

**6.11** For good and ill, the housing sector is also seen as a medium for investment returns. While the relationship between the housing market and the economy is close, complex and acutely influenced by a variety of events – the current uncertainty and downturn in confidence in the market is partly a result of certain behaviours from within the finance and banking sector – the housing sector has, until very recently, provided an attractive target for capital investment due to the rapid growth in house values. This has brought substantial capital into the sector, and can be seen to have driven the development of particular forms of housing that seem attractive and successful in increasing their value, such as city centre executive apartments. A downside to some of this speculative investment has been where this has led to the emergence of substantial numbers of buy-to-let properties, changing the social make-up of some neighbourhoods towards a less-stable population, and increasing local house prices making purchases more difficult for aspiring owner-occupiers. There has even been a reported buy-to-leave phenomenon in some areas, where the increase in capital value alone has made investors believe such investment is worthwhile, without any need for actual rental income, and property has been left unused.

**6.12** The Government's current view on how to focus future regeneration <sup>(9)</sup> at local levels is that this should be a set of activities intended "to reverse economic, social and physical decline in areas where market forces will not do this without public support". At times, and in certain places, this will relate to housing market forces. Many of the SHMAs highlight economic and demographic change as having the greatest impact on markets in the East Midlands (see Chapter 4). The pockets of 'low-demand' neighbourhoods within the region's ex-coalfield areas, particularly around the Meden Valley, will continue to be areas in which public support will be required to invigorate local housing market confidence and assist in the planning of new sustainable development.

**6.13** The new regeneration framework (currently at its consultation stage) sets out three priority outcomes within an aim to ensure that every area "reaches its potential", and to guide targets set for Government regeneration-based expenditure in future. These target outcomes are:

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9 "Transforming Places – Changing Lives" (2008), CLG, HMSO



## 6 . Housing's Contribution to Economic Development

- improving economic performance in deprived areas;
- improving rates of work and enterprise in deprived areas;
- creating sustainable places where people want to live and can work, and businesses want to invest.

**6.14** The framework has also suggested four criteria that can be used to identify priorities for regeneration investment, and to determine what investment is likely to be most effective:

- the level of an area's deprivation (measured by Index of Multiple Deprivation);
- the strength of the wider sub-regional economy;
- the economic and social characteristics of the area;
- the dynamics of the area (whether it is getting better or worse).

**6.15** An obvious route through which a core of central investment activity will take place will be the engagements of the Homes and Communities Agency. The HCA's emerging core responsibilities - growth, renewal, affordability and sustainability – will clearly support all of the above focus. Its investment in new-build development will therefore continue to require local stakeholder support for the delivery of affordable homes, to a range of types and tenures, and wherever possible, the integration of these within wider built development that is targeted towards delivering new sustainable and inclusive neighbourhoods.

**6.16** To the region's existing growth area under CLG's Sustainable Communities Plan (the southern sub-region, effectively the whole of Northamptonshire) - intended to tackle the issues relating to housing supply and affordability that are held to constrain economic growth – has now been added other 'growth points' and plans for substantial new housing and employment developments : namely in the 3-Cities area, Newark, Grantham, Lincoln, and Gainsborough. It will be important that the desired pace of such development is co-ordinated with plans for related infrastructure investments already required to meet current demands on the region's water, energy, transport, ICT services, etc. - notwithstanding the additional demands to come. Common sources of information will need to be created, particularly in liaison with the private sector, that can provide suitable detail on the investment or improvements required to regional networks, and how this does or does not yet correspond to the level and pace of investments planned or already in motion. A similar exercise is required for a full consideration of the social infrastructure required by such growth – schools, health facilities, community services, etc. How infrastructure-related funds derived from planning conditions on new developments might be managed on a regional basis is not yet clear. There might be a role for a regional Community Infrastructure Fund to act as a fund manager. Also, there continues to be new information issued by central government on the potential requirements of a Community Infrastructure Levy.

**6.17** It will also be important that the social and economic character of new neighbourhoods is not set up in isolation from other aspirations for local change to existing areas, particularly where there are aspirations to make a sustainable impact on a perceived imbalance in local housing markets. New housing areas of a single tenure are unlikely to contribute towards achieving cohesive place-making in the wider locality, if they accentuate negative perceptions of particular places or neighbourhoods when contrasted to others.



**6.18** Where new development highlights the investment required to improve and sustain older housing stock, local stakeholders– including the owners of that stock – will need to establish a close working relationship with the HCA to prepare medium to long-term plans for sustainable neighbourhood renewal. Such plans will need to be able to engage with a range of budget-holders and the industry providers of renovation services and products. This will fit with the increasing attention being given to housing retrofit issues at a national level, and to the consideration being given to how to utilise current spare capacity in the housing construction sector. National climate change targets for greater energy efficiency and lower CO<sub>2</sub> emissions must bring new activity to the improvement of existing housing stock. This should represent a clear encouragement to local suppliers to drive forward proposals for the development and implementation of sustainable industrial processes to support renovation works.

**6.19** The requirements to deliver such new provision across the region, and the consistent availability of Government investment for both affordable housing and the improvement of older housing stock, are in turn raising considerable challenges for the capacities and skills of the construction industry.

**6.20** It is to be expected that new proposals will come forward during the lifetime of the regional housing strategy for potential investments in new housing-related construction processes or innovative manufacturing techniques. It will be important that regional partners use the strategy's vision and objectives, in tandem with the Sustainable Construction Strategy, as the means to demonstrate a high commitment for increasing local capacities to deliver high-quality sustainable development. A focus on the development of housing-related skills would connect with the ongoing work-programmes of local bodies attached to the Academy for Sustainable Communities and the Commission for Architecture and the Built Environment (CABE).

### Policy 10

To promote the linkages between housing and wider economic development that will stimulate opportunities to develop skills and encourage innovation that will sustain the places where people want to live, are enabled to work, and where businesses will want to invest.

### Actions 10

Assist the development of skills that can serve the needs of housebuilding, development, renovation, retrofit and wider neighbourhood management responsibilities.

Assist with raising the skills and employment opportunities of households with unemployed members, particularly households from social housing tenures and within areas of known deprivation.

## 6 . Housing's Contribution to Economic Development

Support local SMEs and other bodies in the development of new and innovative housebuilding and construction techniques or manufacturing processes, where these can increase local economic productivity and/or deliver sustainable outcomes in support of measures to address climate change.

Ensure that RHS place-making priorities are fully incorporated with linkages to wider economic development within Sustainable Community Strategies and emerging Local Development Frameworks, in order to deliver sustainable growth, regeneration and other improvements to the physical environment.

**6.21** The priorities of this regional housing strategy will need to engage the support of partners within emerging sub-regional work in order to shape the delivery of economic development activities that are sympathetic to core objectives.

**6.22** Local authorities are being increasingly tasked to take a lead role in delivering economic development in their areas and local sub-regions, building on their statutory power to promote well-being. Within the Sub-National Review (SNR) is the proposal to create a focused statutory economic assessment duty upon upper-tier and unitary local authorities, which would contribute to the local analysis underpinning new Sustainable Community Strategies and in turn to the evolution of future local development frameworks. As promoted in CLG's draft "Planning Policy Statement 4: Planning for Sustainable Economic Development", such assessments are designed to provide an improved shared economic evidence base, enhancing local authority capability and capacity on economic development issues and ensuring more effective prioritisation of economic development and regeneration interventions. (It would also help local authorities to contribute to the ongoing development of regional strategy).

**6.23** Some sub-regional work has already been noted in earlier chapters, in particular the work of the Housing Market Partnerships and their work to produce SHMAs, and the development of subsequent sub-regional housing strategies. To date such housing partnerships have not had an overt involvement in wider economic perspectives. This has been more the remit of other economic development sub-regional partnerships. These are undergoing change in their approaches to how holistic engagement with economic activities will support wider 'sustainable' development, and to how to incorporate greater connections with this work and housing's role in the wider economy.

**6.24** Such existing sub-regional economic development partnerships include: the Sub-regional Strategic Partnerships (SSPs) that fund programmes of economic development work within each of their respective areas (though there is not a complete fit or overlap between the SSP areas and the Housing Market Areas); work undertaken by the region's Urban Regeneration Companies; and the new Growth Point Delivery Teams, each of which has a Delivery Plan for how the broad elements of their local growth targets could be achieved, including targets for new housing development.

**6.25** Discussions are already underway for the amalgamation of some of the above bodies – e.g. some sub-regional groupings are considering consolidation into new 'Economic Development Companies' on a county-wide basis – which could be then become a conduit for sustainable economic development across a broad range of issues. The contribution of housing growth within regional activities – including the first proposals for new Multi-Area

## 6 . Housing's Contribution to Economic Development

Agreements (MAAs) and Local Area Agreements (LAAs) with targets for the net gain in housing numbers - will be one of the housing elements that can help in the understanding of local business needs and potential changes in the regional market-place. However, there are other housing-related issues (stock improvements, green retrofit, homelessness, meeting the needs of vulnerable households, creating mixed-communities, etc.) that will also require inclusion in a comprehensive consideration of spatial and economic issues. It is encouraging that government policy is now to encourage local 'housing advice' services to be providing wider advice and information on housing, employment and training initiatives, so that households can access support to help their employment prospects as well as immediate housing concerns.

**6.26** Good 'economic assessments' could reveal opportunities for working across local authority boundaries, and could identify scope for gains from the co-operation and co-ordination between different sub-regional partnerships that exist at present. It will be important that the evolution of sub-regional perspectives for regional economic development is able to harness the best of existing expertise and understanding on wider housing issues with the best skills to support the widest economic engagements.

### Policy 11

To incorporate a focus upon achieving high-quality and inclusive housing and neighbourhood provisions within the work of sub-regional economic development partnerships and other special purpose bodies.

### Actions 11

Review the role of existing partnerships for their ability to integrate RHS priorities and inclusive housing provision with wider sub-regional economic engagements.

Work with future sub-regional partnerships and local authorities to incorporate a broad and inclusive understanding of housing requirements within their new 'assessment of the strengths and weaknesses' of their local economies.

Work with residents in local neighbourhoods across all tenures to implement priorities for economic, social and physical renewal and to incorporate their linkage into the focus of sub-regional partnerships, particularly to improve work and enterprise opportunities within deprived areas.

## 7 . Design quality and sustainable homes

### Objective 4

To contribute to raising the quality of design in housing, and the creation of sustainable homes

**7.1** Sustainable design and construction (SDC) can improve quality of life by providing comfortable but secure, attractive and stimulating places where people can live, work and engage in educational and leisure activities. Design quality also plays an important role in delivering tenure-blind and, therefore, balanced communities and in reducing carbon emissions from housing.

**7.2** Development today will influence the quality of the built environment for many years. Meanwhile the climate is changing and current projections are suggesting significantly different climatic conditions 50 to 100 years from now. Much of the development occurring today will still be functional within this time frame. It is vital that development takes full account of the possible future climatic conditions to deliver buildings that are useable and comfortable, both now and in future conditions, and is designed to reduce carbon emissions.

**Eco Homes Excellent: Desborough, near Kettering (Orbit Housing Group & Kettering Borough Council)**





**7.3** Pressure for higher design standards in housing is being applied by the Government through the existing framework of planning policies, building regulations and other levers. The government has announced that from 1st May 2008 all new homes are to be rated on their green credentials (this will involve a rating against the Code for Sustainable Homes, which measures nine categories of sustainable design including energy, water and waste). Homes which exceed the sustainable standards in existing Building Regulations will be awarded up to six stars. Those homes that have not been assessed against the Code will score a nil-rating.<sup>(10)</sup>

**7.4** There is, however, a lack of parity between Code standards currently required of Housing Associations and private developers up to 2010. Whilst it is probably too late for effective lobbying for any change to this, the anomaly should be acknowledged, as should the risk that this prevents the achievement of economies of scale as three-quarters of the house building industry is not currently required to meet the higher standards.

**7.5** The implementation of the Code for Sustainable Homes is a major challenge for the house building industry and for funders of affordable housing such as the Housing Corporation and English Partnerships (EP). Although limited information is available on the most effective methods for achieving the Code's standards, it is already clear that they will require co-operation between builders, local authority planners, and energy suppliers, and that there will be an impact on estate layout and housing design. The Code forms part of EP's Quality Standards, which bring together a suite of the most relevant standards, together defining what high-quality places are all about.

**7.6** Emda is England's lead RDA for construction. It has been recognised that there are skills gaps that will impact on the ability to deliver the increasingly challenging requirements of the Code for Sustainable Homes. The skills challenge covers all areas of the design and construction industry.

**7.7** The achievement of sustainable homes is much more than just energy efficiency and carbon reduction. Developers should be aware of the incorporation of other resource efficiencies such as grey water recycling, composting facilities, the use of sustainable building materials, new landscaping such as tree planting for urban cooling, and the creation of a sense of place within a quality environment with easy access to green space and a range of services close to home. Developers should also note the need to conserve and minimise the use of natural resources in the construction process.

**7.8** The natural environment plays an important role in setting the framework and context for informing the design of quality developments. Issues such as landscape character and setting, village design statements, green space provision, use of local minerals and renewable materials as part of other sustainable design principles, multi-function green infrastructure uses such as flood alleviation, sustainable drainage (SUDS) and wider off-site connectivity are dealt with in the RSS and not duplicated here. (See RSS Policies relating to design and sustainable development in particular). The RHS has a role, nonetheless, in raising awareness amongst housing developers of the need to take these issues into account when planning and designing schemes. The RHS also has a role in encouraging appropriate advance planning of ICT infrastructure (see Policy 4).

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10 CLG "Eco friendly ratings for all new homes", 27th February 2008  
[www.communities.gov.uk/news/corporate/705107](http://www.communities.gov.uk/news/corporate/705107)

## 7 . Design quality and sustainable homes

### Reducing costs-in-use for households in new and existing properties

Fuel poverty is defined as when a household has to spend more than a tenth of its income on utility bills in order to achieve adequate warmth for health and comfort. It is important to note that many fuel poor householders do not spend anywhere near a tenth of their income on fuel because, for example, they prioritise other essentials such as food and clothing over heating or they do not have a heating system installed in their home. In January it was reported that 1 in 6 in British households was then living in fuel poverty, the highest for almost a decade.<sup>(11)</sup> Since then energy prices have increased dramatically and so, inevitably, will the number of people in fuel poverty.

**7.9** Clearly, the higher the utility bills faced by households on fixed income, the more likely it will be that households find themselves in fuel poverty. Improving design quality and achieving sustainable homes can increase the energy efficiency of housing. This reduces energy use, reducing the on-going costs to a household of living in a home (provided these improvements are not eroded by increases in fuel costs) and helping to safeguard against future threats to the availability of energy. Lower costs leave more disposable income to afford the rent or mortgage costs of house purchase. Reducing energy use not only contributes to reducing fuel poverty but also contributes to the mitigation of Climate Change. It is important that housing activities complement and reflect actions that emerge from the regional Climate Change Programme of Action, which should encourage reduction of energy and greenhouse gas emissions from all new and existing homes in the region.

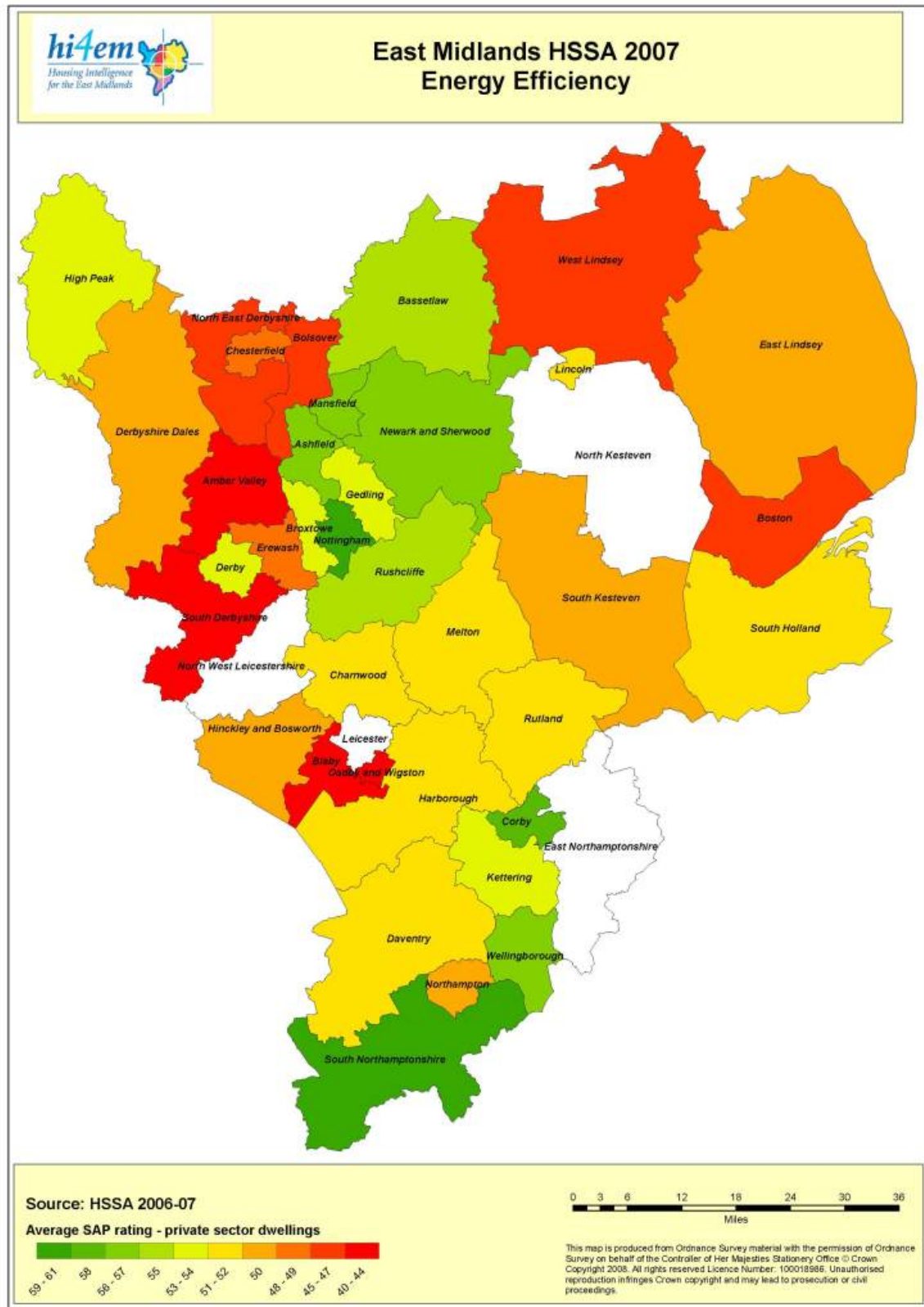
**7.10** The RHS can thus help address affordability issues by promoting more sustainable buildings. Map 7.1 presents the average SAP energy rating of private sector dwellings in the East Midlands. Average SAP ratings across the region are far lower than the minimum recommended by the charity National Energy Action (NEA). NEA recommend a SAP rating of 70 as the target across the social housing stock as a means to provide affordable warmth for local authority and housing association tenants. Improvements to bring homes up to the Decent Homes Standard, and those delivered under the Warm Front Programme are gradually improving this picture.

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11 "Fury as fuel poverty soars close to a 10-year record", Guardian, 20th January 2008  
[www.guardian.co.uk/business/2008/jan/20/utilities.householdbills](http://www.guardian.co.uk/business/2008/jan/20/utilities.householdbills)



Map 7.1 Average SAP rating - private sector dwellings



Source: HSSA 2006-07 [www.hi4em.org.uk](http://www.hi4em.org.uk)

## 7 . Design quality and sustainable homes

**7.11** Agencies are encouraged to explore how they can contribute further to reducing fuel poverty and achieving sustainable homes by exceeding the Decent Homes Standard for thermal comfort, aiming instead to raise the energy efficiency of homes to current Building Regulations standards or as near as practicable. There is also potential to use renewable technologies to tackle fuel poverty. A regional workshop on the use of renewable energy concluded that the biggest barrier to the use of such technologies is cost. There may be opportunities to secure additional funding from the private sector (e.g. fuel supply companies). However, as yet renewable energy technologies are not commonly available through main stream grants such as Warm Front, making it difficult for householders and housing providers to install them. In rural off-gas areas, this often leaves vulnerable, low income householders with no alternative to expensive, fossil fuel heating systems such as oil-fired central heating.

**7.12** The East Midlands Affordable Warmth Steering Group is leading on improving multi-agency working to decrease the risk of fuel poverty, co-ordinating with work to make homes more adaptable to the changing needs of the home owner. The Group published the Affordable Warmth Action Plan in 2005. This seeks to co-ordinate action to tackle fuel poverty and promote sustainable energy. While there is no need for the RHS to replicate its work, it is important to promote the good practice developed through this action plan and build on the many existing partnerships which are focussed on reducing the costs-in-use of housing. These include the Regional Affordable Warmth Steering Group, National Energy Action (NEA), Local Authority Energy Partnerships, East Midlands Home Energy Officers Network and the Energy Saving Trust Advice Centre (ESTAC) amongst others.

- A good example of partnership working is the Green Homes Project (Bolsover District Council and Ground Work Cresswell). The project has concentrated on improving empty homes within the district, improving the energy performance, fitting renewables and bringing the homes to a higher standard. The work on the project has been completed by local unemployed people, who have received training in different construction skills.<sup>(12)</sup>
- There will be good opportunities for regional partners to work closely with the ESTAC through a Sustainable Energy Network. This should increase capacity within the region to improve the performance of current housing and to increase the uptake of low carbon technologies such as renewable energy. The ESTAC will also provide services to householders on reducing water and waste.
- Local Authorities should consider the scope to use a new auction system "Carbon Emission Reduction Target (CERT) Clearing House" which will help councils access money from utility companies to make homes more energy efficient, cut fuel poverty and reduce carbon emissions. CERT has been established by the Local Government Association.<sup>(13)</sup>
- Local Authorities which have not already done so, energy companies or other relevant agencies should also consider the potential to create Warm Zones. These are area based programmes that deliver effective, targeted help to provide energy efficiency improvements, decent homes, and improved wellbeing. Warm Zones aim to identify all

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12 [www.emra.gov.uk/what-we-do/regional-communities-policy/success-stories/derbyshire/greenhouse-scheme](http://www.emra.gov.uk/what-we-do/regional-communities-policy/success-stories/derbyshire/greenhouse-scheme).

13 Councils and RSLs group together the number of cavity wall, loft insulation or other energy efficient measures needed in their social housing stock. They then pass these details to the scheme – indicating the percentages that are in a priority group – which will then auction the work that is required to the energy suppliers. The supplier which is prepared to contribute the highest price towards these measures will win the contract to install them.

households that need help (in particular the vulnerable and fuel poor) in a given area and give them all available help in a concentrated, cost-effective way.<sup>(14)</sup>

- Local Authorities should also assess the impacts of significantly increased fuel costs on numbers of households in fuel poverty. LAs can also set Affordable Warmth targets for their own housing stock. They are encouraged to explore all mechanisms to incentivise householders to improve insulation in their homes e.g. targeted publicity, discounts on council tax etc, free loan of energy consumption meters. The "Fuel Poverty - Beacon Council Toolkit" is a helpful resource to assist LAs consider the range of options available to them.

**7.13** Implementation of this policy can be monitored through hi4em<sup>(15)</sup> which can record changes over time such as improvements in housing conditions; increases in the number of homes meeting/exceeding the Decent Homes Standard; reductions in fuel consumption; improvements in health; installation of energy efficiency measures and renewable energy technologies and reductions in the number of households experiencing fuel poverty. It will be important to incorporate the information collected by Local Authorities and LSPs against National Indicator 187 and other relevant Indicators into the implementation and monitoring of this policy.

**7.14** It is not clear that the current resources available, through Decent Homes Standard funding, Warm Front grants, the Carbon Emission Reduction Target and other means, are sufficient to meet fuel poverty targets in the region, even at current oil/gas prices. Rising fuel costs may mean that people remain in fuel poverty, despite improvements to the housing stock and use of energy efficient products. It is likely that significantly greater resources will be needed in future. Further analysis is needed to identify the likely shortfall in funding, and produce a detailed plan of action to meet fuel poverty targets in the event of fuel price hikes.

**7.15** There are 211,000 council properties in the region compared and 95,000 RSL properties<sup>(16)</sup>. The Government is currently undertaking a review of council housing finance, which is due to report to Ministers in the Spring of 2009. This will inform the next spending review. The 'guiding principles' in the Terms of Reference include:

- tenant involvement in local decision-making about the homes in which they live should be strengthened, with greater choice and mobility introduced into the system'
- standards and services at similar costs should be provided to all tenants regardless of which landlord (Local Authority or Housing Association) owns the property'
- Local Authorities will continue to be landlords.'

**7.16** The Regional Housing Strategy recognises the need for continued improvement to Council-owned properties and looks forward to the opportunities the review may provide towards this.

### Policy 12

To contribute to a reduction in costs-in-use for households in new and existing properties

14 For further details go to [www.warmzones.co.uk](http://www.warmzones.co.uk)

15 [www.hi4em.org.uk](http://www.hi4em.org.uk)

16 Source: Live Table 109, CLG website, 31 March 2006

## 7 . Design quality and sustainable homes

### Actions 12

Support the implementation of the Affordable Warmth Action Plan.

Achieve a SAP rating of 70 across the entirety of the social housing stock as a means to provide affordable warmth for local authority and housing association tenants.

Encourage housing providers to install renewable energy technologies and to maximize access to available funding sources to reduce up front costs for fuel poor householders.

Develop schemes which encourage housing providers to exceed the Decent Homes Standard for thermal comfort.

Continue to develop systems for monitoring energy efficiency performance.

Local Authorities, energy companies or other relevant agencies should consider the potential to create Warm Zones.

Local Authorities should assess the impacts of significantly increased fuel costs on numbers of households in fuel poverty.

Affordable Warmth Steering Group should lead analysis to produce a revised plan of action to meet fuel poverty targets in the event of fuel price hikes.

Promote take up of services which assist householders to reduce waste and water usage.

### Raising the quality of design in housing.

**7.17** There are external pressures from Government to reduce costs to the public purse through the Housing Corporation's programme. These pressures are not intended to reduce quality; however, it must be accepted that, in the absence of specific and realistic policies in favour of quality, there will inevitably be greater difficulty in resisting the effect of pressure for lower costs. That policy framework is provided by the Regional Plan and the levers noted above.

**7.18** The RHS 2008 – 16, meanwhile, can help to showcase existing support and advice that can improve design and sustainability, promote excellence and link to the learning and skills agenda. A BASF project at Nottingham University project will deliver 6 homes at below £60k that can also deliver a 60% carbon reduction. The homes will test a number of different construction types. This project is also being used to deliver

### Using a touch-screen to check energy consumption at the BASF eco-house





training to building professionals. It is important that the learning from this project is widely available through building networks as it will help to build capacity to deliver on the Code for Sustainable Homes.

**7.19** High-quality and well-designed housing developments are crucial to raising regional appreciation of the importance of creating attractive and well-managed places to underpin sustainable and prosperous neighbourhoods. Regeneration East Midlands is the regional centre of excellence for sustainable communities in the East Midlands, aiming to lead the way in developing skills, improving knowledge, sharing good practice and promoting innovation to improve all aspects of social and physical regeneration in the region. The training and support offered by Regeneration East Midlands is relevant to a wide range of disciplines engaged in housing-led regeneration.<sup>(17)</sup>

**7.20** The Strategy for Sustainable Construction is a joint industry and Government initiative intended to promote leadership and behavioural change, as well as delivering benefits to both the construction industry and the wider economy.<sup>(18)</sup> It aims to realise the shared vision of sustainable construction by:

- Providing clarity to business on the Government's position by bringing together diverse regulations and initiatives relating to sustainability;
- Setting and committing to higher standards to help achieve sustainability in specific areas;
- Making specific commitments by industry and Government to take the sustainable construction agenda forward.

**7.21** Further examples of useful suggestions and resources which can help to raise the quality of design, many of which are expanded upon below, include:

- English Partnership's Design for Manufacture competition
- CABI's Building for Life Criteria
- Manual for Streets
- Developing a common design quality policy - for example the Northern Sub-Region is working towards such a policy
- East Midlands Design Review Panel
- Housing Corporation's Local Sustainable Design Forum
- Lifetime Homes Standard (see Objective Eight: To ensure the region provides a robust response to the housing implications of our ageing population)
- ensuring the adequate provision of green space using ANGST (Accessible Natural Green Space Standards) in scheme design criteria
- Concept Statements - a sustainable development design approach which Natural England is actively promoting in the region which are receiving ever growing interest and uptake by LPA's<sup>(19)</sup>

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17 See [www.regenerationem.co.uk/](http://www.regenerationem.co.uk/)

18 See [www.berr.gov.uk/sectors/construction/sustainability/page13691.html](http://www.berr.gov.uk/sectors/construction/sustainability/page13691.html)

19 Visit <http://naturalengland.communisis.com/NaturalEnglandShop/product.aspx?ProductID=19da13d8-92ee-4f9d-9ab6-bfb7d9196295> for further information

## 7 . Design quality and sustainable homes

- Regional Improvement and Efficiency Partnership (RIEP) - a new partnership formed from the merging of the East Midlands Centre of Excellence (EMCE) and the East Midlands Improvement Partnership (EMIP). <sup>(20)</sup>
- East Midlands Centre for constructing the Built Environment (EMCBE): working to improve the social, economic and environmental performance of the East Midlands construction industry. Also the Central England Procurement Partnership <sup>(21)</sup>
- Construction iNet <sup>(22)</sup>
- 3-Cities Construction Partnership

### Design for Manufacture

**7.22** Design for Manufacture has stimulated industry change, helping to drive efficiencies and Modern Methods of Construction economies of scale, proving that it is possible to improve efficiency without sacrificing quality, and that the approach can be replicated on a wider commercial scale. The competition is providing a showcase of how to build cost effectively across a range of housing types without sacrificing quality and sustainability standards.

**7.23** The competition was launched by the government in April 2005 and is run by English Partnerships. One of the 10 selected new high-quality communities is now in development at Upton, Northamptonshire. Barratt Developments were selected as the preferred developer for this site.

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20 Go to [www.eastmidlandsiep.gov.uk/](http://www.eastmidlandsiep.gov.uk/)

21 Go to [www.emcbe.com](http://www.emcbe.com)

22 [www.eminnovation.org.uk/](http://www.eminnovation.org.uk/)



### Case Study: Upton

#### Key Information:

3.08 ha site

No of Units - 165

Homes per Ha – 49.03

Number of Registered Social Landlord (RSL) Affordable Homes - 36

First Time Buyer Initiative Units - 13

RSL - Midsummer Housing

#### Key Dates:

First House Completion – February 2008

Start on Dwellings – December 2006

Start of Infrastructure – June 2006

Planning Approval Granted – March 2006

Planning Application Submission – December 2005

Further information about the wider context of this proposed development is available on the [Upton / South-West District page on the English Partnerships website](#)

#### Upton, Northamptonshire



**7.24** There is also an independent East Midlands Design Review Panel (EMDRP). The EMDRP supports the delivery of sustainable, high quality and well planned buildings and places by providing independent and impartial advice on design. The Panel is run and managed by Opun, the architecture and built environment centre for the East Midlands. Opun advocates good design and identifies opportunities where the quality of design can be raised in the region. The Panel is supported by emda and the Commission for Architecture and the Built Environment (CABE). The Design Review Panel:

- Comments on schemes that are 'sensitive' or 'significant' due to their scale, use, site or which have an exceptional or precedent setting character.
- Comments on schemes where substantial sums of public money are to be invested, or the site has been assembled through public finance.
- Comments on design or development briefs.
- Complements design and planning skills in the region, and by events and dissemination of guidance, encourages the development of a critically informed community.
- Promotes and supports public consultation and participation in the design process.

## 7 . Design quality and sustainable homes

**7.25** Schemes benefit most from design review at an early stage of development prior to being submitted for planning permission. This service is in support of the statutory planning system and the advice is intended to be helpful to the local authorities, design teams and their clients. <sup>(23)</sup>

**7.26** Housing schemes benefiting from grant can also benefit from the Housing Corporation's Local Sustainable Design Forum. This is designed to bring together local housing providers, local authority housing and planning experts, representatives from resident's panels and other local experts to discuss and review schemes for affordable housing supported by Housing Corporation funding. Any stakeholder, including Development Partners, can put forward schemes for review at a forum. It is envisaged that schemes will be brought forward in the early stages of design prior to a detailed planning application being submitted. There will also be an emphasis on key strategic schemes and/or schemes involving new ways of working.

**7.27** A recent assessment of quality in the design of new housing schemes was carried out by CABI looking at examples across the East Midlands. Over half of all developments surveyed were assessed as poor. No schemes were classed as good, and only one, Freeman's Meadow in Leicester, was rated as very good. CABI offers several suggestions of how to address this issue which suggest that it is essentially a matter for local planning activity and the framework of the RSS. CABI has developed "Building for Life" criteria which can be used by developers planning new housing schemes, and by LAs when considering planning applications.

**7.28** The 'Building for Life' criteria are now established as the national standard for design quality in new housing. The criteria fall within the following four categories <sup>(24)</sup>:

- Character
- Roads, parking and pedestrianisation
- Design and construction
- Environment and community

### Policy 13

To develop a range of interventions which will complement provisions in the Regional Plan and raise the quality of design in housing.

### Actions 13

Work with regional partners including Local Authorities to promote and support the use of CABI "Building for Life" criteria.

Identify and publicise independently verified exemplar projects on public or private land.

23 For further information about please contact: Opun  
Telephone: 0870 240 4459. Email: [info@regenerationem.co.uk](mailto:info@regenerationem.co.uk)

24 Further information can be accessed via [www.buildingforlife.org](http://www.buildingforlife.org)

Encourage developers to use OPUN's design review panel and/or the Housing Corporation's Local Sustainable Design Forum, as appropriate.

Work with regional stakeholders to showcase good practice.

Work closely with partners to ensure that the capacity of the sector is increased ready to meet the challenges of improving design and delivering sustainable homes.

### Reducing production costs

**7.29** Partnering opportunities within the supply chain can bring confidence, longer time horizons, and hence higher contract volumes, which all enable production costs to be reduced directly. The Housing Corporation is already working to this end in its new approach to investment, and private developers generally favour this approach in their dealings with suppliers. The RHS 2008-16 sets out actions to encourage greater cooperation. However it is recognised that success may depend largely on the Government's attempts to simplify and change established practice in the planning system.

**7.30** In promoting greater use of modern methods of construction (MMC), it is anticipated that more extensive use of partnering will lead to larger-scale construction agreements where cost-effectiveness is generally related to achieving larger volumes in supplier orders.

**7.31** More creative use of the planning system – particularly associated with S106 agreements and planning obligations – could help bring down the price of land and possibly also average construction costs. While this may be a purely planning matter, it is an area where the RHS is justified in taking a lead in setting out expectations that could then be picked up in LDF policies.

**7.32** The RHG recognizes that the construction industry is working closely with its own stakeholders and suppliers to develop other innovations. The RHS 2008-16 therefore welcomes exemplar projects and sets the context for undertaking further research which will achieve efficiencies of scale.

### Policy 14

To help reduce production costs thereby making new homes cheaper to build (and buy).

### Actions 14

Build upon and extend the partnering work developed by the Housing Corporation to reduce supplier production costs, through efficiency savings.

LAs should actively promote (through Development Plan Documents and in accordance with Planning Policy for Climate Change) the development of sustainable buildings, where viable, that are cheaper to buy, heat and run.

## 7 . Design quality and sustainable homes

Direct investment through frameworks in which effective supply-chain management is being operated to minimise procurement costs.

Promote greater use of modern methods of construction (MMC).

### Improving sustainability

**7.33** The preceding chapter notes the Growth Area and Growth Points in the region. In addition, the July 2007 Housing Green Paper “*Homes for the Future: more affordable, more sustainable*” invited developers and local authorities in England to submit expressions of interest for free-standing developer led **Eco-towns** (sustainable “new towns”). The eco-town programme raises three key issues for housing and planning:

- the **principle** and **process** for establishing free-standing new settlements in the context of the draft RSS policy of urban concentration;
- the implications of the proposed eco-town **locations** in the East Midlands, and the two proposed locations that lie close to the regional boundary;
- design and delivery **issues** that impact on RSS policy.

**7.34** The eco-town assessment process is still underway. Nonetheless, respondents to the RHS consultation noted a range of views about eco-towns. Whilst these do not necessarily reflect the views of the RHG they will need to be considered in future investment decisions:

- that the costs of affordable and other special needs housing should be met by the developer and not reduce funding available to affordable and other housing schemes elsewhere;
- that social and economic benefits generated by new development should be shared by existing communities.
- that investment channelled through the RHS and the RHIP should not be disproportionately directed towards these developments at the expense of other areas that are in need of regeneration.

**7.35** Whilst not limited to these locations, it is clear that there is ample scope for place-making in growth areas and elsewhere. Developers should note the Green Infrastructure Strategies that each of the Growth Points are preparing as they will be a useful source of information for informing detailed design proposals and the way in which development can contribute and connect to a wider strategic network of green infrastructure for the region as a whole. There is also a Regional Green Infrastructure network that exists to disseminate best practice and provide support and guidance to all those involved in the planning, design and delivery of green infrastructure.

**7.36** Natural England are in the process of developing a 'Manifesto for gardens, people and nature' . <sup>(25)</sup> Its aim is to ensure good garden or communal space provision in new development. The RHS includes reference to this with the aim of bringing about good design and overall benefit for the region's built & natural environment and the quality of life of its residents.

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25 Visit [www.naturalengland.org.uk/campaigns/breathingplaces/manifesto.htm](http://www.naturalengland.org.uk/campaigns/breathingplaces/manifesto.htm) and [www.naturalengland.org.uk/campaigns/breathingplaces/Docs/garden-manifesto.pdf](http://www.naturalengland.org.uk/campaigns/breathingplaces/Docs/garden-manifesto.pdf) for further information.

**7.37** It is anticipated that a significant proportion of new homes will be provided in major new developments. The sustainability of both new and existing communities is a clear priority area for Government and receives considerable attention in the Regional Plan and LDFs. The RHS prioritises policies which are additional and complementary to those already in place, or to those which will be added through local planning documents. These tend to be matters relating to physical renewal and the existing stock.

**7.38** The RHG has previously signalled its intention to support interventions in the existing stock via **loans schemes and equity release**. Consultation responses have further supported this, proposing that the RHG should review the range of funding and control measures available to the public sector with which intervention in the existing housing stock – particularly in private ownership – can be applied strategically to make this more sustainable. The RHG has advised CLG that it will undertake such feasibility work as may be required, including consultation with those who have established or investigated loan/equity release schemes in the West Midlands and Yorkshire & the Humber.

### Policy 15

To improve the sustainability of the region's existing housing stock.

### Actions 15

The RHG will invite hi4em to advise regarding relative need for and potential content of a regional programme to improve the sustainability of the region's existing stock with strong emphasis on the private sector.

The RHG will renew its commitment to loans schemes and equity release.

Review the range of funding and control measures available to the public sector with which intervention in the existing housing stock – particularly in private ownership – can be applied strategically to make this more sustainable.

The RHG will work with the Energy Saving Trust Regional Advice Centre to support their delivery of carbon savings in current housing stock.

The RHG will work with regional partners to showcase good practice in refurbishment of current housing to high standards of sustainability.

## 8 . Sustainable and cohesive communities

### Objective 5

To develop a framework within which regional and local partners can develop sustainable and cohesive communities.

**8.1** Housing has a major role to play in promoting inclusion. Housing services can enable those on low incomes to access training, education and employment opportunities. They have a major contribution to delivery of policy on worklessness.

**8.2** Supporting People services have a central role to play in ensuring vulnerable people in the community are able to take an active role in their community and live safely and fully integrated in that community.

**8.3** Obtaining timely, suitable and appropriate housing can be an extremely difficult and confusing process and for those from a vulnerable group this is even more difficult. Assisting people in the process of applying for social housing is a key part of the work of Supporting People, as is supporting people to obtain safe and affordable private rented accommodation. Supporting people after they have obtained their accommodation enables them to maintain their home, have good relationships with neighbours and landlords and ensures successful tenancy sustainment and integration into their communities.

**8.4** There are important linkages between housing, health, and community safety. Healthy, well designed high, quality housing contributes to reducing crime and fear of crime, promoting community safety and thus to sustaining communities and their well-being. This may be of particular importance in the provision of housing and related services for vulnerable groups (see Chapter 10). Local Authorities, Registered Social Landlords and their partners should consider how they can ensure that this contribution is fully realised.

**8.5** The natural environment also has an the important role to play in this regard. The natural environment makes a significant contribution to sustainable communities. Access to green space close to where people live can bring about positive impacts on mental and physical well-being. The National Institute for Clinical Excellence (NICE) has produced guidance on producing built or natural environments which encourage and support physical activity. The Region has recognised in the RSS and other documents the importance of green infrastructure alongside more traditional forms of infrastructure.

**8.6** Provision of community gardens and allotments as a contribution to a range of multi functional green space provides a network of green infrastructure which can greatly assist in bringing about greater physical connectivity and cohesiveness between and within existing and new communities. This is a key component of sustainable communities. Whilst this is dealt with in full in relevant RSS policies, the RHS has a role to play in raising awareness. Developers should consider how to make adequate green infrastructure provision from the outset in the design and planning of development without compromising delivery of affordable housing through S106 agreements or other means. Developers should also consider the need for housing activities to integrate with green infrastructure strategies. See previous chapter for more detail.



**8.7** Shelter has recently commissioned research into how recent developments in the Thames Gateway are functioning as communities <sup>(26)</sup>. While there was satisfaction among residents with their new homes, all too often there was disappointment over the lack of delivery of other elements which are so crucial to the creation of community - public transport, local shops and services, community facilities, the upkeep of public areas and the local environment. The research presents a range of recommendations which developers, RSLs and LAs may find useful.

**8.8** In the case of public transport, timely provision is essential not just for the creation of community but also in order to achieve the necessary modal shift to public rather than private transport. Significant levels of increased housing provision are highly likely to result in increased road congestion. Developers should give every consideration to the integration of housing with public transport provision, including public transport operators' service network plans in order to ensure that the necessary public transport provision is in place when new residents move into new developments, as this is when it is most likely to be taken up.

**8.9** The Growth Agenda may present particular challenges for cohesion - wherever new residents come from. The RHG welcomes views on the need (or not) for regional activity to support local authorities who are anticipating growth in enabling cohesion. What form might that activity take? Would regional leadership be appropriate? How can it add value? Would this be an appropriate use of housing funding?

**8.10** The RHG notes the wider regeneration role of urban hubs in creating sustainable and cohesive communities, as sub-regional centres and in housing and economic growth. It also acknowledges the contribution of attractive and successful urban hubs to other regional objectives such as achieving mixed and balanced communities, reducing city flight and reducing travel to work. Growth Areas can play a similar role in housing market and economic growth. These are places which have a considerable impact on neighbouring areas. It is essential that good working links are maintained between housing, planning and regeneration agencies, including Local Delivery Vehicles. Policies and actions relating to regeneration and renewal of existing centres, and to role of Growth Points and Eco-Towns are dealt with elsewhere.

**8.11** The forthcoming Regional Funding Allocations process will need to consider the balance of funding priority to be given to competing needs. This will include the balance of funding between new communities (growth) and existing communities in need of regeneration and renewal. It is important that social and economic benefits generated by new development are shared with existing communities.

**8.12** The Government's Response to the Commission on Integration and Cohesion <sup>(27)</sup> sets out the contribution which housing makes to sustainable and cohesive communities. The RHG particularly welcomes: reference to the importance of providing good quality information nationally on migrants and housing; and CLG's commitment to develop the evidence base and consider how it can be made available regionally and locally. The report includes the following recommendations:

- that the Academy for Sustainable Communities should be better linked into mainstream integration and cohesion policies, and build on its recent work with the Institute for

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26 (Neighbourhood Watch at [www.Shelter.org.uk](http://www.Shelter.org.uk))

27 (Feb 2008: [www.communities.gov.uk/publications/communities/governmentresponsecoic](http://www.communities.gov.uk/publications/communities/governmentresponsecoic))

## 8 . Sustainable and cohesive communities

Community Cohesion by upskilling planning and housing practitioners in key integration and cohesion themes.

- That all public agencies involved in the funding of affordable housing and area based regeneration, including major Regional Development Agency programmes, should ensure that equality impact assessments on policy are extended to include assessment of the impact of the policy upon cohesion and integration.
- That all affordable housing providers receiving investment funding should demonstrate how this funding will assist in promoting cohesion and delivering mixed communities.

**8.13** Gypsy and Traveller Accommodation Assessments are well advanced in this region. In July 2008 Parliamentary Under Secretary of State Iain Wright MP wrote to all Chief Planning Officers at Local Planning Authorities in England to establish the progress that is being made across the country in driving forward provision of more sites for Gypsies and Travellers, and plots for Travelling Showpeople. LAs have been asked to provide information to CLG on the following:

- Details of the current position with regard to ensuring that the Core Strategy reflects the guidance at paragraphs 31-32 of Circular 1/2006 (and paragraphs 25-26 of Circular 4/2007) and a clear timeframe for setting out the necessary criteria if that has not yet been completed;
- The authority's work programme on preparing a Development Plan Document (DPD) that identifies an appropriate number of realistically deliverable sites to meet the identified need, both for Gypsies and Travellers and for Travelling Showpeople. If there are no proposals for the preparation of such a plan, LAs are asked to clearly the rationale for such an approach, set against the context of the caravan count numbers and the Gypsy and Traveller Accommodation Assessment for their area; and
- The authority's transitional arrangements, pending preparation of a DPD, for dealing with any existing need

**8.14** The RHG considers that it is imperative that Local Authorities make immediate progress in site identification to meet the needs of Gypsies and Travellers and welcomes this approach. Housing associations can also become involved in site provision and management. The RHG wishes to particularly encourage progress towards new site provision. Resources for new pitch provision form part of the National Affordable Housing Programme.

**8.15** The impact of migrant workers on local housing markets has emerged as a key theme from our analysis of Strategic Housing Market Assessments (see separate chapter). This has been reported as a particular challenge for sustainable and cohesive communities in some rural areas which may not have a long tradition of in-migration. The following map presents a useful overview of worker registrations region-wide. This data was collated for the RHG-funded research " Migrants from A8 Countries and Housing in the East Midlands"<sup>(28)</sup> which concludes that:

- trends in migration are complex and hard to predict, and at the present time there is no perfect or even central source of data that can help Local Authorities or regions to plan their services and develop strategies.

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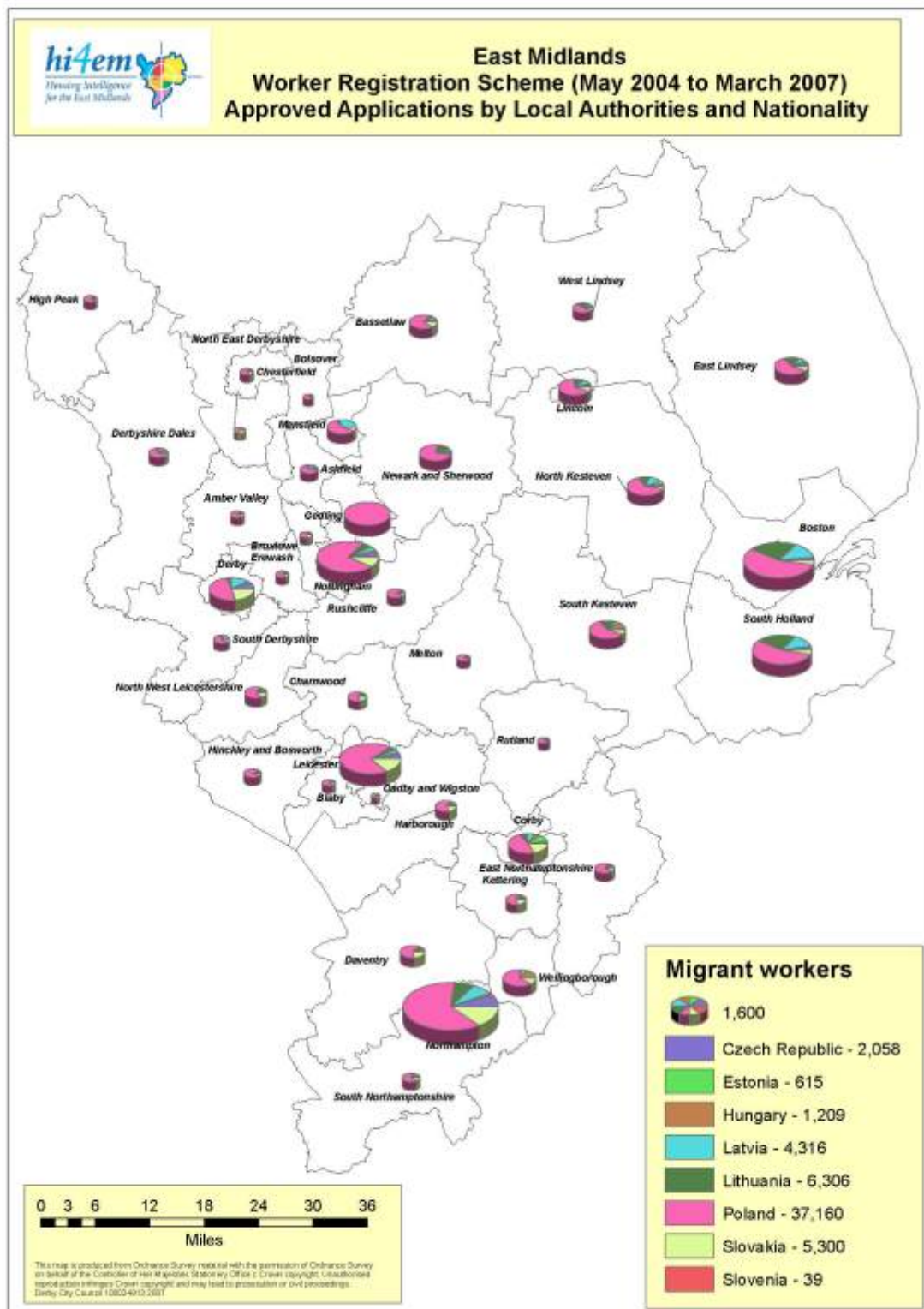
28 (DASH/ Centre for Urban and Regional Studies [www.eastmidlandsdash.org.uk/](http://www.eastmidlandsdash.org.uk/))

- Local Authorities, stakeholders and landlords thought that economic migration from A8 countries was having a significant impact on housing, housing markets and neighbourhoods in the East Midlands.
- Local Authorities were facing challenges in tackling the consequences of cases of exploitation and abuse, especially in the private sector.
- It has been argued that further resources are needed to enable Authorities to act to improve living and working conditions.
- Enforcement alone will not resolve problems, especially around supply of housing.

**8.16** The research offers a range of regional, local and national recommendations aimed at helping the region to manage the current situation.

## 8 . Sustainable and cohesive communities

**Map 8.1 East Midlands Worker Registration Scheme (May 2004 to March 2007) Approved Applications by Local Authorities and Nationality**



Source: [www.hi4em.org.uk](http://www.hi4em.org.uk)

**8.17** The Regional Housing Group has also supported the development of the NHF East Midlands report “Black and Minority Ethnic Communities and Housing in the East Midlands: A Strategy for the Region” (Feb 2007). It is for the NHF Black and Minority Ethnic Housing

Group to develop the charter to take forward its recommendations and action plans (below). In the meantime, the RHG has endorsed the recommendations of this report (reproduced below – original numbering) and wishes to promote practical action to implement it. Whilst they refer to different policies within the RHS they remain grouped here together for ease of reference. A specific RHS action requires all partners to consider how they may implement its findings as appropriate:

1. The National Housing Federation Black and Minority Ethnic Housing Group should develop a charter to take forward the recommendations and key actions.
2. The Regional Housing Strategy should adopt the recommendations and key actions as well as endorsing the forthcoming charter.
3. There is a lack of adequate up-to-date information to monitor the housing outcomes for BME communities. The National Housing Federation Black and Minority Ethnic Housing Group should work with regional agencies such as the East Midlands Observatory, the East Midlands Regional Assembly and the Housing Corporation to tackle this issue.
4. Councils and housing associations need to ensure that their policies and practices are reviewed, updated and monitored to take account of the housing needs of Gypsies and Travellers, asylum seekers and refugees and A8 / A2 migrants and other new BME groups.
5. Housing organisations should be reminded of their statutory duties e.g. meeting the Commission for Racial Equality (CRE) code of practice on racial equality in tackling discrimination and harassment.
6. Councils as part of their leadership and place shaping roles should work with housing associations and BME groups to develop community cohesion strategies. These should incorporate a housing dimension for each of the six elements of the community cohesion definition.
7. Major development and regeneration schemes should address the need of BME communities and wherever possible involve BME housing associations.
8. It is imperative that local authorities make immediate progress in site identification to meet the needs of Gypsies and Travellers rather than relying on the development of policies through the local development framework. Housing associations should become involved in site provision and management.
9. Regional policy makers, councils and housing associations should place higher priority on tackling issues in the private rented sector. Such actions will address overcrowding and the poor housing conditions faced by migrant workers.
10. Councils and housing associations should take forward a radical neighbourhood management agenda for older housing areas and social housing estates, as this will benefit BME communities. Useful lessons can be learnt from the work of community development corporations in North America.
11. Housing associations should work with BME groups to help identify and take action on community needs. These could include employment and training requirements, health needs and social care initiatives.
12. All local housing authorities in the East Midlands should produce a BME housing strategy. This might form a sub-section of a local housing strategy. BME housing issues should be incorporated into local sustainable community strategies.
13. Sub-regional housing strategies and the regular updating of housing market assessments should incorporate a BME housing dimension.



## 8 . Sustainable and cohesive communities

14. The development of appropriate low cost home ownership products and services (e.g. Sharia-compliant mortgages) are essential for meeting the aspirations and widening the choices of BME households and communities.
15. Councils and housing associations should adopt Choice-Based Lettings (CBL) in advance of the Government's 2010 target. Evidence indicates that it can increase opportunities for BME households. These schemes must adopt best practice through incorporating community letting plans. They should be subject to equality impact assessments, be robustly monitored and be open and transparent. Involvement of BME communities and housing associations in the development and delivery of CBL is essential.
16. The NHF East Midlands Black and Minority Ethnic Housing Group should develop a vision for the BME housing association sector.
17. The Regional Office of the Housing Corporation should build on the national action plan to provide BME housing associations with an assessment of their role in development or stock transfer activity and facilitate partial transfers of local authority stock, where this reflects the make up and needs of the local community.

**8.18** In considering their implementation of the Regional BME Strategy, partners should keep in mind the importance of cultural awareness and understanding, communication, identifying the right geographical areas to develop (areas that link to existing and well-used community and faith support facilities), the need to accommodate extended family units, and the need for Sharia-compliant mortgages.

### Policy 16

All agencies should give higher profile early in planning, design, and funding decisions to ways of encouraging the development of sustainable and cohesive communities, considering ways in which housing activities can help diverse groups live in harmony.

### Actions 16

Support further development of the evidence base.

All partners should consider how they may implement the findings of "Black and Minority Ethnic Communities and Housing in the East Midlands: A Strategy for the Region", as appropriate.

National Housing Federation Black and Minority Ethnic Housing Group should develop a charter to take forward the recommendations and key actions in "Black and Minority Ethnic Communities and Housing in the East Midlands: A Strategy for the Region".

Take account of the research " Migrants from A8 Countries and Housing in the East Midlands".



## Objective 6

To ensure that rural affordable housing need is correctly addressed through the Regional Affordable Housing Programme.

**9.1** The development of a specific chapter and objective in this RHS addressing rural affordable housing is intended to acknowledge the acute need of rural communities, the fact that 40% of the region's population lives in rural communities and the specific difficulties and costs of providing rural homes. As well as meeting the need for housing in rural areas, new sustainable rural housing development can contribute to the provision of rural employment and training opportunities and thus help to sustain rural communities. Live-work developments can also contribute to sustaining rural communities. The RHS recognises their valuable role.

### Rural Case Study: East Lindsey

East Lindsey is one of the largest districts in the United Kingdom. The district includes the majority of the Lincolnshire coastline (approx 40 miles) including the resorts of Skegness and Mablethorpe. It is designated a rural authority. The district's coastal characteristics provide a unique challenge:

- Highest retired population in the East Midlands.
- High incidences of life limiting illnesses and physical disabilities.
- 14% of the working age population in Skegness were claiming incapacity benefit compared to 6.6% in the East Midlands. (November 2007).
- Part-time, seasonal employment, peaking during the summer months.
- Young people leave in search of better employment opportunities.
- Higher unemployment among coastal communities than in nearby inland areas.
- The transient population, seasonal employment and accommodation contribute to a high level of homelessness.
- Extreme areas of deprivation.
- Remoteness and poor infrastructure.
- Holiday accommodation let for short-term residential use is often to an inadequate standard.
- East Lindsey was the 5<sup>th</sup> highest demand area in the East Midlands with 5,136 on its housing register (2006).
- The Housing Needs Assessment 2007 estimates a shortfall of 1,112 affordable housing units per annum over the next five years.
- 16% of total stock is in the private rented sector compared to the national (10%) and regional (12%) average.
- Highest levels of private rented accommodation and HMO's found on the coast.
- Condition of properties are often of a poorer standard, over 25% of properties on the coast are considered non-decent.

## 9 . Rural housing

The district has extreme pressure on its current social housing stock with levels of demand far in excess of what is currently being delivered. Only 11% of total housing stock is social rented significantly lower than the regional figure of 18%.

38% of the district lies in the coastal flood zone including the seaside resorts of Mablethorpe and Skegness. Approximately 62% of the housing need is for coastal locations, the highest demand area is Skegness with 1907 households requiring rehousing (June 2008), just over one third of the total housing demand.

The strategic challenge is the sustainability of additional development of housing on the coast - balancing the need for communities to grow against the long-term sustainability of construction in coastal flood risk areas. The Strategic Flood Risk Assessment (2005) categorised large areas of the coast as flood risk zones where development is either not permitted or housing design has to be mitigated to alleviate risk to occupants. With the need to deliver innovative high quality design solutions there is currently no recognition of the increased cost in mitigating against flood risk to deliver affordable housing.

**9.2** There have been numerous policy reports in recent years aimed at taking forward the agenda for addressing rural housing. Probably the most comprehensive has been that of the Affordable Rural Housing Commission (ARHC). What is clear from the various reports is that the scale of rural need for affordable housing is much greater than has been produced in the region for many years. A report by the Commission for Rural Communities (CRC) set out estimates of rural housing need arising in each region up to 2011. This gives a figure for the East Midlands of around 1,500 additional affordable homes required on average each year (split evenly between settlements above and below a 1,500 inhabitant threshold). A further 750 homes would need to be added each year to deal with the current backlog over the same period. The total requirement calculated on this basis is more than 4 times the output achieved in recent years from the Housing Corporation's programme.

**9.3** During the Options consultation, there was little support from consultees for the suggestion that the ARHC figure of need should be used as a target for rural housing in the region. Far more consultees favoured use of the SHMA results as the basis for targets but the SHMAs do not generally provide a rural breakdown.

**9.4** Since then, the Government has announced a national target for the Housing Corporation's delivery of rural affordable housing (10,300 units between 2008–11 in settlements below 3,000 population). The East Midlands target is 993 units for the same period and this is the target adopted by the RHS. Whilst there is no separate target for larger settlements the RHG remains committed to maintaining its focus on and ensuring continued delivery in larger settlements (between 3,000 and 10,000 population) and market towns (10,000 – 20,000 population).

**9.5** The emerging SHMA findings across the region have raised some important issues with regard to rural affordable housing provision. Peterborough Partial SHMA reported a shortfall in rural affordable housing exacerbated by the mismatch between the size of existing affordable homes and the size required by many households in housing need. North Northamptonshire SHMA found that 40% of its rural population had incomes below £20K.

Other sources have also noted that rural affordable housing schemes may need grant funding which is higher than the average for the region due to e.g. small size of developments or higher design requirements.

### Case Study: Market Overton



Building houses quickly is something all good housing developers look to do, but when it comes to rural developments, this often isn't possible. Nottingham Community Housing Association's (NCHA) development which opened in Market Overton, Rutland (January 2008) achieved a nationwide ground-breaking build time of just 19 months. Leicestershire County Councillor Lesley Pendleton said she

wished that all rural schemes could be accomplished so quickly and easily.

NCHA worked closely with the local authorities and the Rural Housing Enabler to gain planning permission to build in a region dominated by Green Belt land. In an area where homes can range from anything up to the million pound mark, this £1million development, has provided nine homes for local people with five houses and two flats for rent and two houses for shared ownership.

The homes have been warmly received locally. Parish Council Clerk John Southerington commented "There is always a fear that new homes won't fit into what is a very traditional village but we have all been pleasantly surprised by the quality of the build. Keeping young families in the village keeps employment in the village too. The Parish Council would have no hesitation in considering new homes in the future."

**9.6** The scale of rural affordable housing need, targets, associated policy provision and monitoring is a matter for the RSS. Planning Policy Statement 3 (para. 28) states that Regional Spatial Strategies should set out the affordable housing target for the region and for each housing market area. It further states (para 30) the need at regional and local level for adopting a positive and pro-active approach to providing rural affordable housing in rural communities which is informed by evidence with clear targets for delivery.

**9.7** The Taylor Review of Rural Economy and Affordable Housing was presented to Government on 23 July 2008. The overriding objective of this report is to help ensure the planning system brings a positive, lasting legacy of places in which people actually want to live. It suggests changes to the planning system necessary to deliver vibrant communities with a distinct identity, in keeping with the character of their surroundings, and which enhance the local landscape and bio-diversity. It seeks to shift the debate from the numbers of homes

## 9 . Rural housing

required, to consider the longer-term questions of how we can manage and plan for the substantial development that is both inevitable and necessary, whatever the precise timescale or numbers.<sup>(29)</sup>

**9.8** With such a clear role for affordable housing delivery being set in PPS3, and the Taylor Review's focus on the planning system, the RHS focuses upon the priority which rural affordable housing should receive in public investment in order to achieve targets, means of supporting delivery such as developing a coherent picture of rural housing need and promoting affordable housing issues, and means of sustaining rural communities.

**9.9** Rural Housing Enablers can play an important role in achieving delivery. The East Midlands Rural Affairs Forum (EMRAF) has produced regional recommendations relating to good practice and delivery of affordable rural housing which should be taken account of by Local Authorities and Parish Councils.<sup>(30)</sup> Other delivery mechanisms which can be considered include using reduced thresholds on rural sites, using parish plans to identify sites and encourage parishes to undertake local housing need surveys, encouraging community ownership in the form of Community Land Trusts and observing best practice in the use of Exceptions Policies.

**9.10** Where possible rural affordable housing should remain affordable in perpetuity in order to help sustain rural communities.

### Policy 17

To work towards the region's target of 993 rural affordable housing units and ensure that good practice is promoted across the region in the provision of new rural affordable housing.

### Actions 17

Implement investment strategy for 2008-11.

Promote and raise awareness of good practice and mechanisms for delivery of affordable rural housing such as Rural Housing Enabler activity.

Share best practice on the development of exception sites.

Invite EMRAF to contribute to strengthening the evidence base and developing appropriate rural affordable housing targets.

29 Taylor Review of Rural Economy and Affordable Housing,  
[www.communities.gov.uk/documents/planningandbuilding/pdf/livingworkingcountryside.pdf](http://www.communities.gov.uk/documents/planningandbuilding/pdf/livingworkingcountryside.pdf)

30 [www.ruralaffairs.org.uk/emraf.htm](http://www.ruralaffairs.org.uk/emraf.htm)

### Objective 7

To improve the co-ordination of provision which meets the housing needs of vulnerable people.

**10.1** The housing needs of vulnerable people cover a wide range of groups and areas in the Region. Addressing the housing needs of vulnerable people:

- Underpins sections of the community across the whole region
- Contributes to priorities in other related areas in the National Performance Framework
- Helps people to avoid accessing more expensive services
- Contributes to the formation of sustained and cohesive community.

**10.2** Client groups include: people who have been homeless or a rough sleeper; ex-offenders and people at risk of offending and imprisonment; people with a physical or sensory disability; people at risk of domestic violence; people with alcohol and drug problems; teenage parents; young people at risk; people with HIV and AIDS; people with learning difficulties; travellers; homeless families with support needs; and other groups with specific needs.

**10.3** PSA 16 identifies 4 distinct client groups that have been identified as being particularly vulnerable to long-term social exclusion. Whilst recognising that these are not the only vulnerable groups, this RHS acknowledges these priority groups within PSA 16. They are:

- Care leavers
- Adult offenders under probation supervision
- Adults in contact with secondary mental health services
- Adults with moderate to severe learning disabilities.

**10.4** The RHG has agreed to fund research into access to housing by PSA 16 groups in support of PSA 16 and the Regional PSA 16 Sounding Board.

**10.5** The support needed to help vulnerable people maintain their own homes and live independently can take a variety of forms and is funded by a wide range of different agencies. One example funded recently by the Regional Housing Group together with Derbyshire County Council is a "handyvan" service. The scheme is the result of partnership working to support vulnerable and older people living in their own homes. Fire risk assessments, security checks, energy efficiency advice and practical household tasks are all undertaken by the people staffing the eight handyvans, one covering each district of Derbyshire.



## 10 . Housing for vulnerable people

### The Erewash Handyvan



**10.6** Supporting People (SP) is a programme set up by Government, but administered at local level, through a working partnership of local government, service users and housing and support providers to provide a co-ordinated approach to the planning and provision of supported housing. The programme aims to offer vulnerable people the opportunity to improve their quality of life by providing a stable environment. It enables greater independence through a wide range of housing with support given to a person to help them maintain a tenancy and live independently in the community.

**10.7** Supporting People is helping more than a million people each year to attain or maintain independence, through the provision of housing related support services. By helping to reduce re-offending, homelessness, rough sleeping and anti-social behaviour amongst many other issues, Supporting People helps the most vulnerable and excluded contribute to wider society.

**10.8** Supporting People are a major regional provider of funding for support services, investing a total of nearly £136million in 2008/09, and supporting over 107,000 clients across the region funding. It supports a wide range of client groups and a number of Home Improvement Agencies. Support can be either linked to specific accommodation, or provided on a more flexible or 'floating' basis i.e. being provided at different levels or specific periods of time to help people learn independence and deal with difficult periods of their lives.

**10.9** The nine Supporting People partnerships in the Region each have their own Supporting People Strategies which provide evidence of needs in each area and plans on how to meet these needs.



**10.10** Not all vulnerable people require housing related support, - needs can be covered through the design or location of property, but it is important that Supporting People Teams continue to work closely with the Regional Housing Group at both regional and sub regional levels on the development of new accommodation. Capital investment of public resources in new accommodation continues to be guided by the RHS. If this is to be coordinated with SP funding, the RHS is the logical place to create the necessary framework. Protocols have been in existence for some time between Supporting People Teams in the East Midlands and the Housing Corporation

### Future Delivery of the Programme

**10.11** CLG published a national Supporting People Strategy in June 2007 which set out how Government will work with Local Authorities, service providers and service users to ensure that Supporting People continued to develop to best meet the needs of its one million service users.

**10.12** The Strategy focused on the following areas:

- **Keeping service users at the heart of the programme** and of the local delivery of the service – this included a commitment to ensuring that access to services is not unnecessarily restricted through local connections or administrative boundaries, particularly for groups of people, such as survivors of domestic violence or gypsies and travellers, who tend to be mobile.
- **Building on the already successful partnerships with the Third Sector** which includes working with national Third Sector organisations to ensure that front-line agencies receive appropriate development and support to develop capacity to continue working with the Supporting People Programme.
- **Delivering in the new Local Government landscape** - the Strategy confirms that the Supporting People programme will be delivered through the new performance framework set out in the Local Government White Paper and Supporting People funds will become part of the new Area Based Grant by April 2009. Two Supporting People partnerships in the East Midlands Region – Leicestershire and Rutland – are Pathfinders in testing the impact of removing the ring fence from Supporting People Grant a year early, in the current financial year (2008 – 2009).

**10.13** Early indicators are that the governance of Supporting People is likely to reflect the needs of local partnerships as set out in the Sustainable Community Strategy, which will be delivered through the Local Area Agreement. Supporting People Strategies will also contribute to other plans such as the Joint Strategic Needs Assessment (JSNA).

**10.14** The National Strategy also indicates that the Programme will work more with Regional Assemblies, Government Offices and Communities England to deliver services efficiently and with the minimum of bureaucracy.

**10.15** A report on the financial benefits of the Supporting People programme was published on 16 January 2008. The research shows that the national Supporting People programme of £1.55bn delivers £2.77bn net financial benefits through reduced costs in health services, tenancy failure, crime and residential care.

## 10 . Housing for vulnerable people

**10.16** The costs of supporting the individual through Supporting People are lower than the overall costs of either withdrawing or reducing support, or of switching to a more intensive form of support offering a lower degree of independent living.

**10.17** The costs of supporting the different Supporting People client group outweigh the overall costs of not supporting them, which suggest that the withdrawal of support for these groups may create a higher cost elsewhere.

**10.18** There are a range of valuable but un-costed benefits from Supporting People services which should be considered in any thinking about the broader social value of those services e.g:

- improved health and quality of life for individuals;
- increased participation in the community;
- reduced burden for carers;
- greater access to appropriate services;
- improved educational outcomes for children;
- reduced fear of crime; and/or
- reduced anti-social behaviour.

**10.19** There is clearly a case for a regional strategic framework for housing people with special needs, but no such framework currently exists. The RHG lacks the necessary evidence base to produce this but has agreed funding to develop the regional supporting people evidence base. This will improve co-ordination of the RHS and SP frameworks; identify links between the SP regional programme and sub-regional housing initiatives; and identify evidence to demonstrate the level of need for supported housing. The RHG has agreed to invite Supporting People Regional Implementation Group (RIG) to lead the development of this proposal.

**10.20** This work should also link to the findings of the Regional Homelessness Strategy which identified the need for support as an essential part of providing pathways out of homelessness. It identified the need for a continuum of provision for homeless people with support needs including outreach, direct access, high support, floating support and community support. Sub-regional action plans are to be developed into which Supporting People support for resources could be added.

**10.21** Designated supported accommodation is provided through a wide range of provision, from self contained accommodation to specially designed housing provision. Traditionally, supported housing has been associated with shared provision but there is evidence that this becomes increasingly less popular as people learn to live independently.

**10.22** The RHS recognises the valuable role of shared supported housing in meeting the needs of vulnerable people, offering short/medium/long-term housing with a range of additional services. It has a record of success in enabling many tenants to move on into independent living with support within the community. For many, this is a real housing choice with additional benefits e.g. staff on site. Recent research by Carr-Gomm has shown that for some clients

and organisation (e.g. refuges for Asian women fleeing domestic violence or Foyers for young people experiencing homelessness) this form of housing continues to offer a positive option in helping alleviate loneliness and isolation”<sup>(31)</sup>

**10.23** The Housing Corporation study “Shared living – What works in supported housing” (Housing Corporation, January 2008) examined the impact of shared supported housing on those who live in it, concluding that the way forward for this type of housing must be based on rigorous, imaginative and inclusive evaluation for every housing organisation with shared supported housing.

**10.24** There is evidence in the Region that vulnerable people are not always appropriately housed. hi4em's mapping work identifies housing occupied by vulnerable people. The maps on the following pages present a useful picture of:

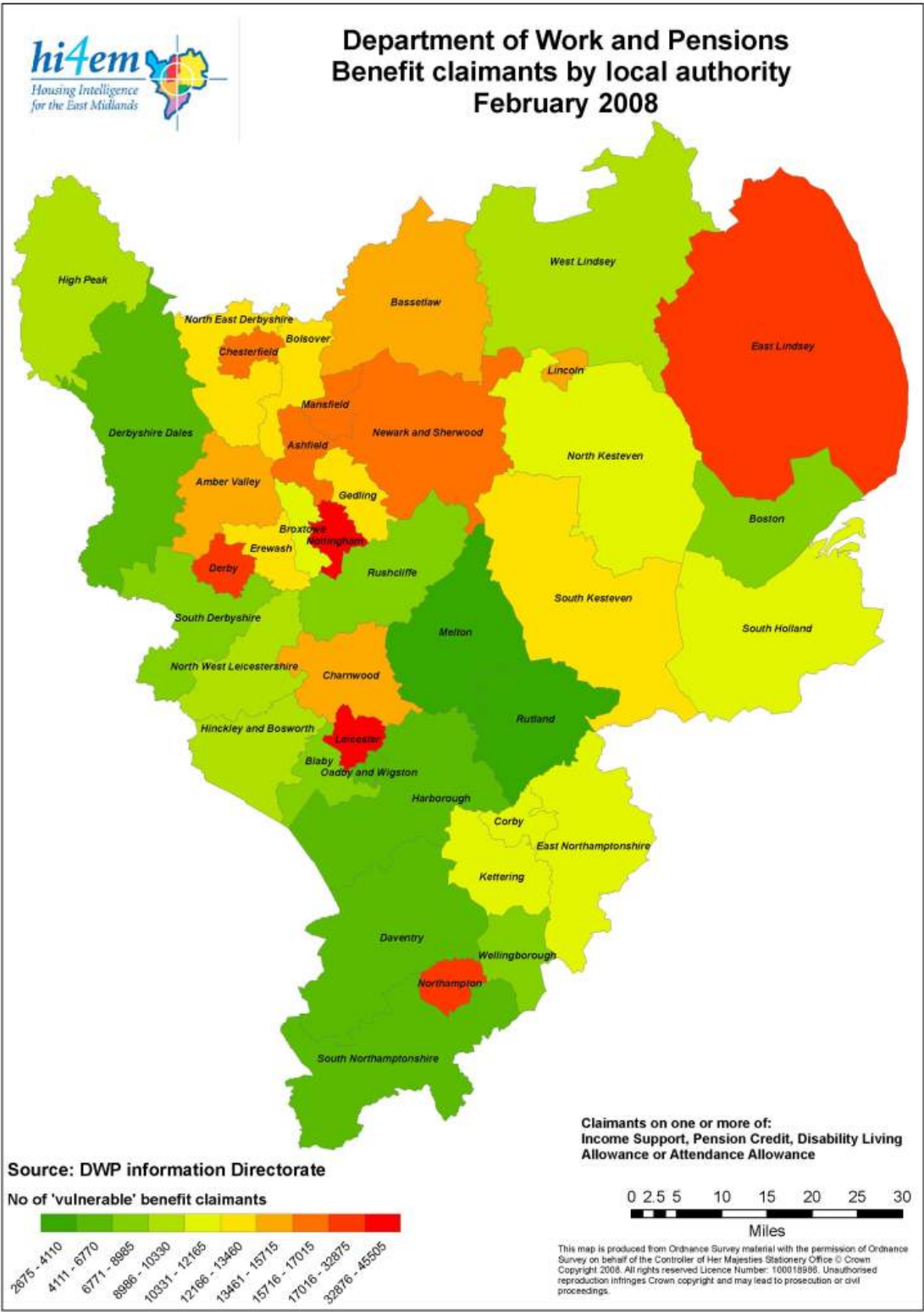
- The number and distribution of benefit claimants by ward (vulnerability-related benefits only i.e. claimants on one or more of Income Support, Pension Credit, Disability Living Allowance or Attendance Allowance (Feb 2008)
- The percentage of private sector homes that are non-decent and occupied by vulnerable households, and the number of homes occupied by vulnerable people which have been made decent between 1/4/2006 and 30/9/2007.

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31 See [http://carrgomm.org.uk/media/Shared\\_Living\\_executive\\_summary\\_report\\_FINAL.pdf](http://carrgomm.org.uk/media/Shared_Living_executive_summary_report_FINAL.pdf)

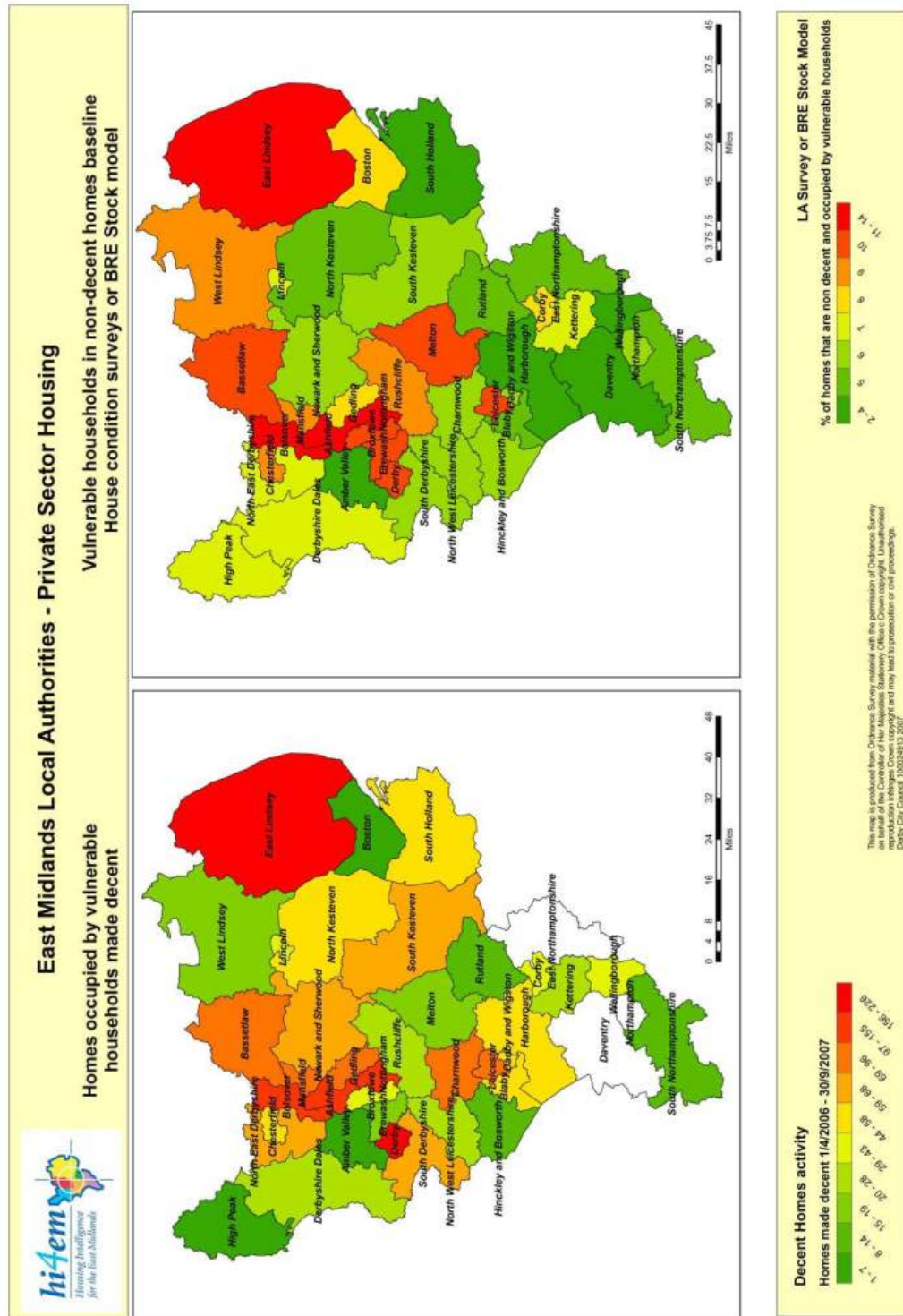
10 . Housing for vulnerable people

Map 10.1 Number of Vulnerability related benefit claimants by local authority



Source: [www.hi4em.org.uk](http://www.hi4em.org.uk)

**Map 10.2 Homes occupied by vulnerable households made decent & Vulnerable households in non-decent homes baseline - House conditions survey or BRE Stock model**



Source: [www.hi4em.org.uk](http://www.hi4em.org.uk)



## 10 . Housing for vulnerable people

**10.25** Many sub-regions report a high number of households containing people with either long-term illness or disability. Nottingham Outer SHMA found that 15.3% of all special needs households are living in unsuitable housing. Peterborough SHMA found that a high number of households contain at least one member with a physical disability. The Northern SHMA reported high levels of special needs household and those requiring adaptations (a projected increase of 18%). The Northern SHMA Partnership is commissioning housing needs surveys to explore further specific needs identified from its SHMA findings. The results of these studies will help to inform the subsequent sub-regional strategy. The Regional Housing Group supporting the work as part of its Research and Sub-Regional Initiative Programme for 2007/8.

**10.26** Potential intervention and responses in all the above vary according to circumstances and need to be considered on a sub-regional or local level. Additional support services or adaptations are among a number of potential solutions identified.

**10.27** Housing partners and others (LSPs, SP, third sector organisations etc.) should engage in and make use of Joint Strategic Needs Assessments. This would help to inform long-term planning (for example where there are hotspots such as a shortage of move-on accommodation). The Department of Health's Guidance on JSNAs states that there should be a particular focus on the views of vulnerable people and hard to reach groups, those with complex medical and social care needs and those experiencing exclusion to ensure that their needs are understood and can be met.

**10.28** Local agencies which do not do so already should also map and make better use of adapted dwellings, and consider common access points or gateways to provision between authorities on a sub-regional basis as one means of assisting vulnerable people to find the appropriate provision and ensure efficient use of existing accommodation.

### Move-on accommodation

**10.29** One element of housing support, related in particular to purpose-built accommodation, is the issue of how those receiving support can move on into a completely independent life in the community when they are prepared for this.

**10.30** In addressing move-on provision, the RHS 2008-16 will focus particularly on cross-boundary issues, where co-ordination between local authority areas could add most value. (It is noted, however, that despite move-on protocols and the availability of appropriate housing elsewhere, individuals may prefer to stay in their current locality close to family or other networks.)

**10.31** During the summer of 2007, Communities and Local Government (CLG) and Homeless Link jointly wrote to all Directors of Housing and Supporting People Lead Officers to introduce the Move on Plans Protocol (MOPP) as a way of addressing move on issues.

**10.32** The MOPP provides a toolkit to help local authorities and service providers address local factors preventing effective move on. It is intended to enable partners to address the questions above. Components include an emphasis on a partnership approach; a move on audit; and the development of a move on action plan

**10.33** The MOPP approach was piloted by a number of authorities nationally prior to its launch last summer and has also been adopted by the Nottinghamshire SP Team.



## Aids and adaptations, and Disabled Facilities Grant

**10.34** Aids and adaptations play a major role in helping people to live or continue to live independently. The RHG has supported “A Review of Demand for Disabled Facilities Grant (DFG) in the East Midlands”. This was commissioned to inform the RHG about the scale, nature and distribution of demand for DFG and inform future funding processes.

**10.35** The government has recognised the need to address the implications of an ageing society on housing with the publication of the strategy document *Lifetime Homes, Lifetime Neighbourhoods* in February 2008. This contains a number of specific announcements on DFGs which make some of the outputs from the research less relevant to the new policy agenda. Changes include:

- increases in central funding
- the raising of the maximum grant limit
- property charges
- removal of the mandatory 60:40 funding requirement
- relaxation of the DFG ring-fence
- new rapid repairs and adaptations services from 2009, and
- the promise by Communities and Local Government of a new and more responsive method of allocating DFG funding.

**10.36** The research notes that the other significant policy developments: the new National Indicators for measuring performance of Local Authorities, the emerging importance of Local Area Agreements in setting local priorities for services and outcomes, and the transformation of social care, with greater personalisation of services and greater choice and control being given to individuals.

**10.37** The research concluded that in most authority areas DFGs map reasonably well with the background population of people in need of adaptations to maintain independent living. However, the waiting times for adaptations and the reported difficulty and frustration navigating the system by stakeholders indicate that the needs of many people are not being met, with a resulting social cost.

**10.38** The research concluded that a few authorities appear to be managing to address current demand, which results in reasonable waiting times, and there is some evidence here of good partnership working with other agencies and/or fewer agencies involved in the process. However, these authorities are achieving this at a substantial additional cost which cannot be matched either by increases in central funding or by the finances within most other authority areas.

**10.39** As well as the areas of good performance, there are deep problems with DFGs in East Midlands: a product of the inbuilt complexity of a process which requires input and ownership from a wide range of stakeholder organisations. The research revealed a lack of:

- partnership between key stakeholders
- strategic planning and service commissioning
- joint initiative to operate across an area, and
- joined-up thinking.

## 10 . Housing for vulnerable people

**10.40** The regional allocation of funding for DFGs shows a predictable gradual increase, but at a local authority level there is evidence of inconsistency or inaction behind a very variable picture of funding bids. There are clearly fairer ways of distributing the DFG pot to local authorities. However, any changes would need to take account of the impact on both winners and losers.

**10.41** The increased use of property equity to fund adaptations and repairs is a central government policy aim; therefore it is worrying that the research revealed no contribution from equity release to the DFG process in the East Midlands. This reflects the current lack of appropriate loan products and a lack of advice on alternative forms of financing adaptations.

**10.42** Demographic changes, as well as changes in attitudes and aspirations amongst older people, will be a major factor in future provision of adaptation services. It is unclear how current services can address such issues without major improvements in service capacity and increases in funding.

**10.43** The recommendations of the research are set out below.

### **Review of Demand for DFG: research recommendations**

Local Area Agreements will play an increasingly important role in both channelling resources and prioritising service improvement. Further work, perhaps an additional research study, should focus on investigating how Local Area Agreements could be used to drive up service improvement for DFGs within the region.

Sub-regional co-operation, which would enable service benchmarking and the sharing of best practice, plus the possibility of joint commissioning of services or collective procurement of adaptations equipment, is to be encouraged. It is recommended that the Regional Housing Group consider the provision of financial support to promote such a shared service approach at a sub-regional level.

There are clear gaps in reporting performance management information on DFGs, which could be addressed with additional information requirements made of authorities during the yearly bidding and allocation process. These should include total numbers waiting, waiting times for different types of adaptations, and details of cases withdrawn while waiting.

All authorities should be encouraged to develop DFG procedures which employ a client-centred approach and do not deal with DFG requests in isolation from the wider examination of how it might be possible to help an individual maintain their independence at home. This is in line with the move towards greater personalisation and choice in publicly funded care services and the use of individual budgets.

Information and advice regarding the DFG process and adapted accommodation should be an essential element in any plans to improve regional performance.

The planned growth and separate funding arrangements for minor repairs and adaptations services may have a positive effect on the DFG system, but it must be viewed as an opportunity to open up strategic discussion on the role of adaptations services within local areas to a wider range of stakeholders.

### Policy 18

To improve the co-ordination of provision which meets the housing needs of vulnerable people.

### Actions 18

Improve the evidence base.

RHG work with Regional SP Implementation Group to jointly commission the necessary research and strategy development to be incorporated into a future RHS revision.

Identify the potential for linkages between the Supporting People regional programme and practical action being developed at sub-regional level.

Encourage LAs to develop cross-boundary arrangements for move-on accommodation, improving co-ordination to add value to existing provision, and having regard to the CLG/Homeless Link Move on Plans Protocol.

Review recommendations arising from DFG research and consider the potential role of the East Midlands Improvement Partnership in addressing the challenges identified.

Local agencies should map and make better use of already adapted dwellings.

Local partners should develop effective partnership arrangements to improve strategic planning and service commissioning in relation to DFGs.

## 11 . Planning for an ageing population

### Objective 8

To ensure the region provides a robust response to the housing implications of our ageing population

**11.1** Population ageing is of huge significance. The RHS needs to be robust on this matter, as this region has a higher proportion of older people than many others.

**11.2** Housing is central to the quality of life in older age. It is also a major contributor to older people's ability to stay healthy and live independently. Thus poor or unsuitable housing supply will impact on other planners and providers such as health, social care and Supporting People. The involvement of these sectors in planning new developments or service improvements is therefore important to future coherent provision.

**11.3** In February 2008 the Government published "Lifetime Homes, Lifetime Neighbourhoods", the national strategy for housing in an ageing society. This predicts that by 2026, older people will account for almost half (48%) of the increase in the total number of households (an increase of 2.4 million older households than today) and that 1 in 5 children born today can expect to live to 100 years old.

**11.4** The Government Actuary's Department figures show that between 1980/82 and 2004/06, life expectancy at age 65 in the UK increased by four years for men and 2.8 years for women; and that today's 65-year-olds can expect to live 81.9 years if they are male and 84.7 years if female.

**11.5** On current trends, the social sector can expect to be housing relatively smaller numbers of retired people over the next 25 years, despite their increasing numbers in the overall population<sup>(32)</sup>. Better housing options are needed for all older people but particularly for certain groups, including those from black and minority ethnic communities, those who are homeless, have learning disabilities, mental health problems or have specific conditions such as dementia. Clearly, the housing sector needs to consider its response to these challenges.

**11.6** The ageing of the region's population will have a considerable impact over the coming years on its housing activities. This is not simply an issue of purpose-built housing, but impacts through the activity of older people in the general housing market. The housing issues associated with ageing can be anticipated:

- Growing under-occupancy of family accommodation as older people are enabled physically and financially to remain in their homes
- Widening housing choice for older people across all tenures which could contribute to freeing-up under-occupied family housing, and how this will or should relate to the need for mixed communities
- Whether and how housing design needs to be changed for both purpose-built and general housing

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32 (Inside Housing 18th Jan 2008)

- Ensuring that housing conditions contribute positively to health, safety and the quality of life
- The growing issue of fitness, in its broadest sense, of sheltered housing.

**11.7** The RHS 2004-10 contained 2 main policies in relation to older people.

- Providing options for unpopular or unsuitable sheltered housing stock
- Assisting People to maintain their independence for as long as they wish.

**11.8** Action on these policies has concentrated largely on general appraisal of the existing stock (carried out as part of the wider options appraisal undertaken across the region). The Draft Regional Plan has additionally promoted the need for Lifetime Homes in local planning policies.

**11.9** Meeting the needs of older people should also not be seen purely in terms of housing supply, but also in terms of enabling policies like the development of home improvement agencies which deal specifically with the needs of elderly and vulnerable customers in the private sector, and preventative adaptations and other services ancillary to the work of HIAs. There is a vast amount that can be done with relatively small resources to improve the condition of housing of older people, particularly in the private sector. Specialist provision which is paid for by the customers themselves can be encouraged through good housing policy, thus leveraging in additional resources (see also Policy 3 which refers to investigating loans and equity release). There may also be a case for considering other flexible tenure options, including stair-casing out of owner-occupation.

**11.10** Home improvement agencies should be aware of the services offered by schemes such as Warm Front, CERT and others which provide energy efficiency improvements and are encouraged to refer householders for assistance from such schemes. Any appraisal of existing housing stock with regard to future use should include an appraisal of the property's ability to provide affordable warmth to a vulnerable, low income householder. Consideration should be given to the energy efficiency rating of the property and the increasing cost of domestic fuel.

**11.11** The largest funder of Home Improvement Agencies is Supporting People. As such, their future funding is likely to sit within Local Area Agreements (LAAs) from 2009. Future promotion of HIAs will, therefore, need to target Local Strategic Partnerships.

**11.12** As noted earlier in this Strategy, many of the SHMA studies reported a significant increase in the number or proportion of older people within their sub-region. Peterborough Partial SHMA reported a relatively high proportion of older people with the number of very elderly people (aged 85+) projected to increase significantly by 2026.

**11.13** Nottingham Outer SHMA recorded a high number of older people in large social rented properties. This has implications for the existing stock with the potential to release more family sized accommodation. In North Northamptonshire HMA 21.4% of households

## 11 . Planning for an ageing population

consist of older persons only and a further 10.8% contain an older person. In West Northamptonshire numbers of people aged over 65 within the HMA are expected to rise to over 200,000 by 2025.

### Case Studies: planning for an ageing population

Leicester & Leicestershire HMA has adopted a partnership approach and are commissioning a project to establish the housing needs and aspirations of older people. In addition to informing local housing strategies and planning policies, this work will also inform the county council and Supporting People approaches to meeting the needs of older people. This project is one of a number of strategic sub-regional projects supported by the Regional Housing Group during 2007/8 (*see section on sub-regional priorities and strategies in Chapter 3*).

In Nottinghamshire, planning authorities now routinely alert colleagues in Social Care when planning applications for housing for older people are lodged. This enables these commissioners to consider the need for and design of these developments as well as consider the need for care and or support services within each specific development. Without this, the aspirations of the developer to provide a genuine independent living solution for older people remain limited to the more able and those who can afford to meet the full cost.

**11.14** “Lifetime Homes, Lifetime Neighbourhoods” acknowledges that most of today’s homes and communities are not designed to meet changing needs as people grow older. It also acknowledges that older people’s housing options are too often limited to care homes or sheltered housing. It is part of a wider vision for housing as set out in the Housing Green paper. Part of the £8 billion already committed to housing will be to help deliver growth in accommodation for older households.

**11.15** The main actions from the Strategy are summarised below:

- Housing and ageing to be a cross-government priority
- Funding of £35 million between 2008-11 to support the development of housing information and advice for older people and increase current handyperson services and Home Improvement Agencies
- A 31% increase in the Disabled Facilities Grant by 2011
- Over £800 million additional funding for the Warm Front programme between 2008-11
- All public housing to be built to Lifetime Homes Standards by 2011
- Lifetime Homes standard to be a mandatory part of the Code for Sustainable Homes
- Support for Industry to encourage take-up on a voluntary basis over the new few years (and possible regulation in 2013)
- New beacon theme for LAs on inclusive planning both inside the home and across neighbourhoods
- Improvement to systems of joined up assessment, service provision and commissioning
- New Innovation panel to be commissioned on how to further reform new build specialised housing and make best use of existing stock



**11.16** As funders of the support element of sheltered housing services, Supporting People partnerships are increasingly faced with the issue of continuing to fund support services in housing no longer deemed fit-for-purpose and some way from meeting Lifetime Homes standard. Further to the publication of the National Strategy, the Government has announced a bidding round of £80 million funding during 2008-10 to build extra care housing to allow older people and those with long-term conditions to live in a home of their own.

**11.17** Planning for an ageing population needs to be cross tenure to avoid seeing future provision in terms of solely sheltered housing. It should also be informed by a robust understanding of local need such as Joint Strategic Needs Assessments as set out in Chapter 10. The Projecting Older People Population Information System (POPPI: [www.poppi.org.uk](http://www.poppi.org.uk)) from the Care Services Improvement Partnership (CSIP) is now being used widely within Health and Social care service planning. It predicts population growth up to 2025 at local authority level, alongside information from PCT/Social Care Joint Strategic Needs Assessments (JSNAs). Combining POPPI and JSNA data, there is now a body of data that enables an accurate profile of the numbers and needs of older people. This data should inform regional planning for the ageing population as it allows not only details of increased numbers (POPPI) but also individuals' needs (POPPI/JSNAs) which may be addressed in whole or part through specialist accommodation or accommodation which meets lifetime homes standard.

**11.18** All work to implement this objective should build on work already undertaken in this area, particularly that undertaken by Supporting People and Social Care commissioners with a direct interest in ensuring the housing needs of older people are appropriately met. It should also ensure that older people themselves have a say. No matter what their age, people wish to have access to a decent home and some choice about where and how they live. Older people, their action groups and forums can play an important role in planning better housing for an ageing society – housing which enables people to live independent and fulfilling lives as they get older.

### Policy 19

Anticipate the future needs and aspirations of older people, and support the development of housing options promoting independence, well-being and choice.

### Actions 19

All housing authorities and HMAs should anticipate the future needs and aspirations of older people and build these into the appropriate policies including LDFs. These should address:

- under-occupancy;
- widening housing choice for older people across all tenures;
- promoting housing design which contributes to health, safety and the quality of life with particular reference to the existing stock;
- the particular needs of BME older people.

## 11 . Planning for an ageing population

Housing authorities and registered social landlords should support or implement schemes to identify and assist vulnerable older householders in fuel poverty.

Promote the development of further home improvement agencies, housing related support, extra care or similar to support continued independent living.

Ensure that all existing housing stock and tenures are effectively appraised with regard to future use.

Continue to develop the evidence base to increase understanding of the needs of an ageing population and its implications for housing markets.

Encourage bids for affordable housing grant which provide accessible and appropriate housing options for older people from BME communities.

Support the housebuilding industry in the region to incorporate the Lifetime Homes Standard on a voluntary basis.

**12.1** This section will be further developed with advice from the RHS Steering Group between Autumn 2008 and February 2009. It will draw upon suggestions about monitoring and implementation made in consultation responses; draw together all of the Actions for each proposed Policy; and identify Lead Agencies, Anticipated Outcomes, Timescales and Targets. It will also:

- Reflect LAAs and CPA – they are part of the policy framework for delivery
- Include further awareness-raising about RHS and regional housing issues in general as part of the implementation plan.

**12.2** The RHG has agreed a Service Level Agreement with hi4em which includes proposals to develop a monitoring framework. This will enable the RHG to measure the progress of actions in the implementation plan and adjust performance accordingly.

## Appendix 1 . Sustainability Appraisal

**1.1** In addition to extensive consultation, the draft strategy was subject to a Sustainability Appraisal using the East Midlands Integrated Toolkit (EMIT). This was carried out by EMRA staff, together with representatives of the Regional Housing Strategy Steering Group drawn from a range of agencies, as part of the strategy review process.

**1.2** The appraisal identified many positive contributions which the revised strategy makes to the region's Sustainable Development objectives. It also identified a number of ways in which the RHS's contribution to those objectives could be strengthened. The strategy was revised in light of these findings.

**1.3** The resulting report can be viewed at [www.emra.gov.uk](http://www.emra.gov.uk)

**1.4** The Care and Repair England publication: “Developing Housing Strategies for an Ageing Population: A Quick Checklist” was also used to boost this aspect of our strategy development.

## Appendix 2 . Useful Statistics



**2.1** The following table has been reproduced from “Home Truths: The real cost of housing 2007- 2012”. We are grateful to the National Housing Federation for allowing us to use it.

## Appendix 2 . Useful Statistics

	Average house price 2006	Lower quartile house price 2006	Average income 2006	Gross annual income needed for a mortgage (95% at 3.5x)	House price affordability ratio	Total LA stock 2006	Total HA stock 2006	Total LA & HA stock 2006	New homes completed with HC funding 2005/6	Other additions to HA stock with HC funding 2005/6	LA social homes sold through RTB 1979 to date	HA social homes sold through RTB between 2000 & 2006	LA & HA social homes sold through RTB between 2000 & 2006	New Lettings made by LAs 2005/6	New Lettings made by HAs 2005/6	Households on waiting list 2006
<b>ENGLAND</b>	<b>£206,594</b>	<b>£122,000</b>	<b>£19,271</b>	<b>£56,076</b>	<b>10.7</b>	<b>205,745</b>	<b>133,615</b>	<b>402,671</b>	<b>28,796</b>	<b>10,095</b>	<b>164,421</b>	<b>57,699</b>	<b>358,556</b>	<b>188,789</b>	<b>156,542</b>	<b>1,634,301</b>
<b>EAST MIDLANDS</b>	£160,022	£107,455	£18,195	£43,434	8.8	211,494	99,894	311,388	2,095	394	139,247	2,364	29,204	21,825	10,370	133,823
Derby UA	£145,392	£98,963	£18,403	£39,464	7.9	14,061	7,028	21,089	167	7	9,992	10	1,326	2,157	686	12,648
Leicester UA	£136,600	£101,000	£16,232	£37,077	8.4	22,993	10,381	33,374	51	44	12,264	99	1,978	1,905	2,483	8,654
Nottingham UA	£126,932	£85,000	£16,884	£34,445	7.5	30,764	9,653	40,417	71	40	20,299	55	4,425	4,535	915	13,201
Rutland UA	£244,333	£151,375	£21,221	£66,319	11.5	1,246	383	1,629	55	1		0	0	121	68	546
<b>Derbyshire</b>	<b>£193,061</b>	<b>£103,950</b>	<b>£17,940</b>	<b>£42,902</b>	<b>8.8</b>	<b>31,235</b>	<b>20,927</b>	<b>52,162</b>	<b>182</b>	<b>66</b>	<b>26,384</b>	<b>736</b>	<b>5,678</b>	<b>2,862</b>	<b>1,214</b>	<b>21,067</b>
Amber Valley	£151,673	£99,999	£18,054	£41,168	8.4	23	6,793	6,816	4	1		298	298	0	325	3,170
Bolsover	£118,379	£77,000	£15,543	£32,132	7.6	5,513	898	6,411	0	1	4,477	2	749	494	76	2,509
Chesterfield	£140,897	£95,000	£17,493	£38,243	8.1	10,036	1,320	11,356	10	11	5,743	6	1,190	1,135	91	4,334
Derbyshire Dales	£238,883	£151,000	£19,006	£64,840	12.6	0	3,563	3,563	63	4		128	128	0	171	2,600
Erewash	£155,765	£95,500	£17,540	£36,850	7.7	0	6,284	6,284	31	3		299	299	0	304	1,633
High Peak	£173,281	£119,950	£18,106	£47,033	9.6	4,163	896	5,059	38	46	1,469	1	625	372	68	3,235
North East Derbyshire	£160,625	£106,000	£18,439	£43,598	8.7	8,328	550	8,878	18	0	3,753	0	924	585	80	2,501
South Derbyshire	£169,911	£116,000	£18,808	£46,119	9.0	3,172	623	3,795	18	0		2	2	276	99	1,085
<b>Leicestershire</b>	<b>£184,388</b>	<b>£124,500</b>	<b>£19,136</b>	<b>£50,040</b>	<b>9.6</b>	<b>21,486</b>	<b>6,702</b>	<b>28,188</b>	<b>218</b>	<b>73</b>	<b>12,425</b>	<b>41</b>	<b>2,271</b>	<b>1,870</b>	<b>739</b>	<b>10,634</b>
Blaby	£175,995	£131,000	£21,247	£47,770	8.3	2,239	640	2,879	59	10	1,537	7	242	216	75	1,064
Charnwood	£187,763	£120,000	£19,651	£50,964	9.6	5,945	2,075	8,020	66	31	3,552	15	682	611	264	2,173

	Average house price 2006	Lower quartile house price 2006	Average income 2006	Gross annual income needed for a mortgage (95% at 3.5x)	House price affordability ratio	Total LA stock 2006	Total HA stock 2006	Total LA & HA stock 2006	New homes completed with HC funding 2005/6	Other additions to HA stock with HC funding 2005/6	LA social homes sold through RTB 1979 to date	LA social homes sold through RTB between 2000 & 2006	HA social homes sold through RTB between 2000 & 2006	LA & HA social homes sold through RTB between 2000 & 2006	New Lettings made by LAs 2005/6	New Lettings made by HAs 2005/6	Households on waiting list 2006
Harborough	£221,319	£140,750	£19,978	£60,072	11.1	2,121	568	2,689	5	14	1,326	184	2	186	211	40	1,355
Hinckley and Bosworth	£170,733	£118,000	£18,304	£46,342	9.3	3,435	1,260	4,695	58	5	1,457	201	8	209	277	142	1,662
Melton	£194,530	£124,500	£15,600	£52,801	12.5	1,930	427	2,357	16	1	1,478	198	0	198	151	36	1,208
North West Leicestershire	£172,787	£118,000	£19,474	£46,899	8.9	4,544	1,330	5,874	6	9	2,129	589	9	598	259	147	1,856
Oadby and Wigston	£165,070	£123,000	£16,188	£44,805	10.2	1,272	402	1,674	8	3	946	156	0	156	145	35	1,316
Lincolnshire	£154,569	£110,000	£17,347	£41,954	8.9	22,252	19,419	41,671	524	35	478	2,308	950	3,258	2,369	1,747	19,309
Boston	£134,010	£98,000	£14,513	£36,374	9.2	0	5,168	5,168	35	6			323	323	0	283	1,882
East Lindsey	£153,468	£111,500	£15,994	£41,653	9.6	0	6,415	6,415	187	10			242	242	0	581	5,136
Lincoln	£131,779	£96,000	£17,550	£35,769	7.5	8,068	1,339	9,407	40	11	2,898	840	15	855	817	211	3,467
North Kesteven	£164,695	£120,000	£17,852	£44,703	9.2	3,857	679	4,536	48	3	1,825	412	0	412	320	63	2,518
South Holland	£155,385	£117,000	£18,127	£42,176	8.6	3,953	559	4,512	12	2	2,153	385	2	387	317	44	1,862
South Kesteven	£174,411	£119,695	£19,105	£47,340	9.1	6,374	1,007	7,381	113	3	3,494	671	14	685	915	130	2,661
West Lindsey	£150,881	£99,000	£16,942	£40,948	8.9	0	4,252	4,252	89	0			354	354	0	435	1,783
Northamptonshire	£169,709	£115,000	£19,485	£46,064	8.7	32,195	12,725	44,920	593	82	27,684	4,630	316	4,946	2,512	1,375	17,433
Corby	£129,226	£89,000	£15,714	£35,076	8.2	5,177	702	5,879	0	0	6,865	840	1	841	334	73	2,432
Daventry	£212,527	£134,838	£22,864	£57,666	9.3	3,126	1,331	4,457	87	7	2,866	350	2	352	175	157	1,744
East Northamptonshire	£175,884	£117,725	£21,003	£47,740	8.4	0	4,812	4,812	61	6			280	280	0	385	1,286

## Appendix 2 . Useful Statistics

	Average house price 2006	Lower quartile house price 2006	Average income 2006	Gross annual income needed for a mortgage (95% at 3.5x)	House price affordability ratio	Total LA stock 2006	Total HA stock 2006	Total LA & HA stock 2006	New homes completed with HC funding 2005/6	Other additions to HA stock with HC funding 2005/6	LA social homes sold through RTB 1979 to date	LA social homes sold through RTB between 2000 & 2006	HA social homes sold through RTB between 2000 & 2006	LA & HA social homes sold through RTB between 2000 & 2006	New Lettings made by LAs 2005/6	New Lettings made by HAs 2005/6	Households on waiting list 2006
-																	
Kettering	£155,655	£107,000	£19,188	£42,249	8.1	3,879	1,373	5,252	100	7	2,836	541	0	541	334	148	2,939
Northampton	£156,901	£115,000	£19,183	£42,587	8.2	12,462	2,825	15,287	259	48	6,954	1,898	21	1,919	1,141	441	5,355
South Northamptonshire	£231,624	£189,695	£20,909	£62,869	11.1	2,907	629	3,536	52	10	2,679	207	0	207	192	86	1,749
Wellingborough	£148,164	£108,625	£17,196	£40,487	8.7	4,644	1,053	5,697	34	4	3,341	712	12	724	336	85	1,928
<b>Nottinghamshire</b>	<b>£154,788</b>	<b>£98,988</b>	<b>£18,236</b>	<b>£42,009</b>	<b>8.5</b>	<b>35,262</b>	<b>12,676</b>	<b>47,938</b>	<b>234</b>	<b>46</b>	<b>28,533</b>	<b>4,905</b>	<b>157</b>	<b>5,062</b>	<b>3,494</b>	<b>1,143</b>	<b>30,331</b>
Ashfield	£119,987	£85,000	£16,806	£32,568	7.1	7,268	1,380	8,648	39	0	5,666	938	19	957	586	118	4,364
Bassetlaw	£146,217	£94,950	£17,575	£39,687	8.3	7,159	1,001	8,160	18	16	5,500	1,123	2	1,125	714	118	6,111
Broxtowe	£155,388	£113,500	£21,252	£42,179	7.3	4,666	990	5,656	0	6	3,309	551	9	560	428	105	2,508
Gedling	£157,232	£108,500	£18,465	£42,677	8.5	3,695	1,522	5,217	17	16	2,851	383	18	401	374	123	5,218
Mansfield	£118,223	£79,000	£15,912	£32,089	7.4	6,994	2,060	9,054	10	4	5,388	1,052	12	1,064	915	256	5,626
Newark and Sherwood	£167,579	£100,000	£16,510	£45,513	10.2	5,480	1,830	7,310	72	3	3,615	592	4	596	477	190	5,062
Rushcliffe	£217,463	£148,000	£20,955	£59,026	10.4	0	3,893	3,893	78	1			93	93	0	233	1,442

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## Appendix 3 . Bibliography

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## Appendix 4 . Glossary

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BME	Black and Minority Ethnic
CABE	Commission for Architecture and the Built Environment
CBL	Choice-Based Letting(s)
CLG	Department of Communities and Local Government
emda	East Midlands Development Agency
EMRA	East Midlands Regional Assembly
EMRAF	East Midlands Rural Affairs Forum
EP	English Partnerships
ESTAC	Energy Saving Trust Advice Centre
GOEM	Government Office for the East Midlands
HC	Housing Corporation
HCA	Homes and Communities Agency
HMA	Housing Market Area
HMP	Housing Market Partnership
LAA	Local Area Agreement
MAA	Multi Area Agreement
NHF	National Housing Federation
PSA	Public Service Agreement
RES	Regional Economic Strategy
RHG	Regional Housing Group
RHIS/P	Regional Housing Investment Strategy/Plan
RHS	Regional Housing Strategy
RSL	Registered Social Landlord
RSS	Regional Spatial Strategy (Regional Plan)
SDC	Sustainable Design and Construction
SHMA	Strategic Housing Market Assessment
SME	Small and Medium Enterprises

SNR	Sub-national Review of Economic Development and Regeneration
SP	Supporting People
SRS	Sub-Regional Strategy
SSP	Sub-Regional Strategic Partnership

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