



# Redcar and Cleveland

## Adults Joint Strategic Needs Assessment

**Housing**  
Feb 2021

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# OUR APPROACH TO THE JSNA

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The needs assessment process aims to provide a comprehensive analysis of the current and future needs of the local population to inform service commissioning and help improve health outcomes and reduce inequalities. The Redcar and Cleveland Adults Joint Strategic Needs assessment (JSNA) uses data, intelligence, and evidence to identify the current and future health and social care needs of the adult population in Redcar and Cleveland. It provides a compendium of evidence of the health needs of our local population for use by anyone working with, delivering, or planning services for our local population.

The local authority and CCG have a joint statutory duty to produce and maintain the JSNA, and health and social care commissioners are obliged to have “due regard” to the JSNA in exercising their functions. Having an effective Adults JSNA underpins the effectiveness of local strategies, services, and programmes for addressing poor health and care outcomes.

The Adults JSNA will help to improve the health and wellbeing of the local population by:

- Providing an up-to-date evidence-based resource to support health and wellbeing planning and commissioning.
- Highlighting areas where there is a need to improve health and wellbeing outcomes for the local community.
- Identifying groups with a greater or unmet need (vulnerable groups)
- Supporting decision makers to allocate resources.

To ensure that our local Adults JSNA is comprehensive and adequately describes the current and future needs of our local population it has been broken down into several individual needs assessments for specific topic areas or population groups. This document assesses the needs of adults living in Redcar and Cleveland in relation to their ‘Mental Health and Wellbeing’. This JSNA topic will have links to many other JSNA topic areas and should be read in conjunction with these to give a more detailed assessment of local needs.

# WHY IS HOUSING IMPORTANT?

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## Why is this topic important?

Housing has an important impact on health and well-being: good quality, appropriate housing in places where people want to live has a positive influence on reducing deprivation and health inequalities by facilitating stable/secure family lives. This in turn helps to improve social, environmental, personal, and economic well-being.

Conversely, living in housing which is in poor condition, overcrowded or unsuitable will adversely affect the health and well-being of individuals and families.

The value of good housing needs to be more than 'bricks and mortar'. The Government defines a Decent Home as 'a home that is warm, weatherproof and has reasonably modern facilities.'

Failure to address the investment needs of poor housing conditions will have a detrimental impact on individuals' health and well-being.

People will want and need different things from housing throughout their lives. But there are common threads. People need to find housing in the right place – enabling them to find work, to maintain contacts with friends and family, and often to provide care. Housing needs to be suitable for the size and shape of the household – with space for children, or good accessibility in older age.

A decent, affordable home is an essential requirement for tackling health inequalities and reducing the burden on health and social care services and cost to the public purse. Housing is a wider determinant of health, and good quality housing which meets the needs of an individual, supplemented by support services where required, can promote independence and well-being.

# WHAT IS THE LEVEL OF NEED?

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## What does the data tell us?

### Demographic Change

The population of the borough has been steadily declining over the last three decades, with Redcar and Cleveland amongst a small group of local authorities that lost population during the last Census period between 2001 and 2011. Since the early 1980s, the overall population of the borough fell by almost 16,000 (10.5%) although, due to increasing life expectancy and the associated reduction in average household size, the total number of households still increased by nearly 7,500 (14.3%).

Throughout this period, there has been a growing imbalance between an increasing elderly population reliant on public services, and a diminishing working-age population to service those needs. Outward migration has been concentrated in the younger working-age groups, with many people leaving to pursue higher education or employment opportunities in northern cities, whilst others have moved within Tees Valley or North Yorkshire to secure a higher quality housing offer.

The Office for National Statistics sub-national population projections suggest that, for the next 15 years or so, the overall population is likely to remain relatively stable. However, there will continue to be a significant change to the demographic profile of the borough, with approximately 8,800 (30.2%) additional people aged 65 and over, and approximately 8,900 (8.4%) fewer aged 64 and under.

The population of Redcar and Cleveland is projected to continue ageing at a faster rate than those of our neighbouring boroughs. Indeed, by 2032, almost 30% of our population will be aged over 65 years, with almost 10% aged 80 years or older. This will bring challenges in terms of providing appropriate accommodation options for our older people, whilst continuing to meet the needs and aspirations of our working age population.

However, it is important to recognise that the official household projections roll forward trends in population change over the past several decades. This has included large numbers of working age people leaving the borough for employment reasons. The Council is clear that the future will be significantly different from the past, which is reflected in our shared ambitions for 25,000 additional jobs in Tees Valley by 2026 through the Strategic Economic Plan and a Masterplan for a further 20,000 new jobs in the longer-term in the borough, in partnership with the South Tees Development Corporation.

With more people living longer, household growth will be a key driver of housing need. As people grow older, they tend to live in smaller households, meaning that average household size falls as the population ages. Indeed, as mentioned previously, between the 1981 and 2011 censuses, the population of the borough fell by nearly 16,000 (10.5%) but the total number of households grew by almost 7,500 (14.3%). This household growth was driven by a fall in average household size of more than 20% in the same period.

This does not, necessarily, mean that the future need is for smaller housing. Whilst there will be a requirement for some specialist accommodation to meet the changing needs of some of our older people, the vast majority will wish to remain in their existing homes for as long as possible. Household growth will still tend to be driven by younger people,



especially couples and families. They will require predominantly family accommodation to be developed.

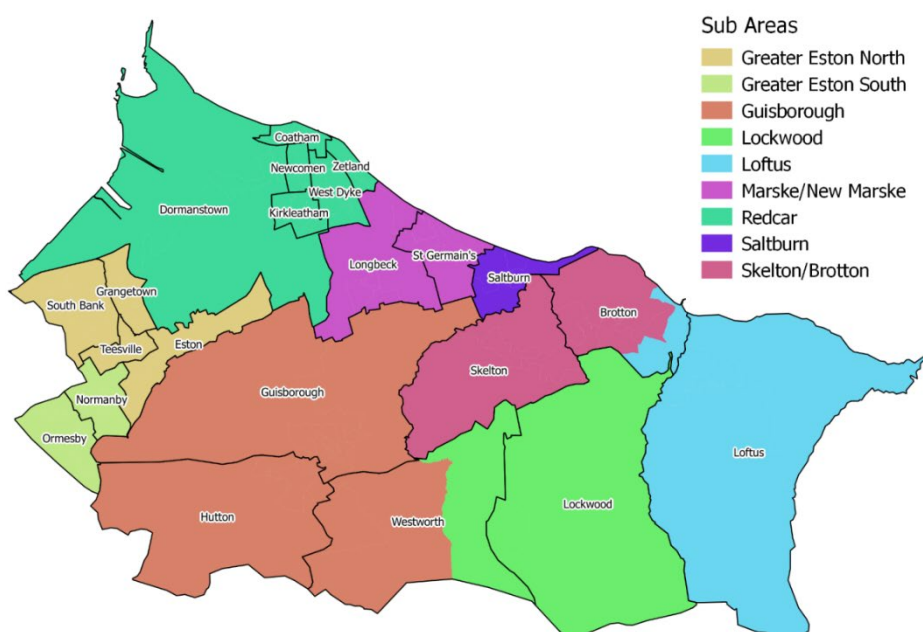
## Housing Needs

To investigate the latest evidence available to inform the production of both its Local Plan and housing strategy, the Council commissioned a comprehensive Strategic Housing Market Assessment (SHMA), which was published in 2016. The research provides the latest analysis of the social, economic, housing, and demographic situation across the borough, including how these factors are projected to change in the future.

The SHMA comprised:

- A major household survey of 22,109 households in the borough, with an overall response rate of 12.4%
- An online survey of key stakeholders
- Interviews with estate and lettings agents
- A review of existing (secondary) data.

Responses were weighted by age and tenure profile, and results presented at both a boroughwide level and within nine geographical sub-areas of the borough. A map, highlighting the sub-areas used in the SHMA, is shown below:



The SHMA is presented in two volumes. The first volume presents findings in relation to the current local housing market, affordable housing requirements, results of the primary household survey and the housing needs of specific groups.

The second volume of the SHMA report presents the findings in relation to the Objectively Assessed Need for housing in the borough. This includes an analysis of the latest

demographic projections, past housing delivery, market signals data and future jobs forecasts.

The findings of the SHMA have been critical in determining the housing requirements and policies included in the Council’s Local Plan. They also provide a robust analysis of the local housing market, which has informed the development of this housing strategy.

The SHMA identified a need for an additional 20 affordable dwellings per annum within Redcar and Cleveland. However, this figure is skewed by significant surpluses in some sub-areas of the borough, particularly within the Greater Eston North former housing market renewal area. The overall figure also masks significant imbalances in the existing affordable housing stock, with unmet needs for 140 smaller, general needs units per annum and 20 older person’s units per annum.

There is a clear need for greater numbers of affordable homes for single people and other smaller households. We will ensure these needs are reflected within future development proposals, whilst recognising the desire to create mixed and sustainable communities.

The projected affordable housing imbalances by sub-area, property size and designation are shown in the table below (Note: negative figures indicate a projected annual surplus of affordable housing within the sub-area/property type, whilst positive numbers indicate an annual shortfall).

Net annual affordable housing imbalance				
Sub-area	General Needs (families, couples, and single people)		Older People	TOTAL
	1/2 Bed	3+ Bed	1/2 Bed	
Greater Eston North	-16	-107	3	-119
Greater Eston South	- 41	-17	10	- 48
Guisborough	71	-5	7	73
Lockwood	-12	6	3	-3
Loftus	41	1	-8	34
Marske/New Marske	22	9	6	38
Redcar	46	-37	11	20
Saltburn	32	1	7	39
Skelton/Brotton	- 4	-10	0	-15
<b>TOTAL</b>	<b>140</b>	<b>-159</b>	<b>40</b>	<b>20</b>

Source: SHMA (2016) – NB totals may not sum due to rounding

### Stock Condition

Around 80% of the existing housing stock in the borough is privately owned. The private rented sector has grown markedly in recent years, rising from 10% of all private sector dwellings in 2007 to 18.5% by 2016. However, this is still below the national average, where it is estimated that 23.7% of all private housing is in the rented sector.

Housing conditions locally regarding the Decent Homes Standard are better than the national average. Locally, 18.4% of private sector housing fails the Decent Homes Standard compared to 21.8% of private sector housing nationally. Still, costs to achieve Decent Homes within the private housing sector are estimated at £50.73m, averaging over £5,500 per non-decent home.

We recognise the need to understand the condition of private sector homes across the borough. Therefore, the Council commissioned a Private Sector Housing Stock Condition Survey.

Whilst significant improvements to housing conditions in private sector housing have been made since the previous survey, particularly in terms of rates of non-decency (a reduction from 34.6% in 2007 to 18.4% in 2016) it is the levels of disrepair that continue to cause concern. Although the overall condition of the private sector housing stock in the borough is better than the national average, as measured by both conformity to the Decent Homes Standard and the levels of Category 1 hazards, levels of disrepair locally are twice the national average, which has implications for future deterioration within the private housing sector.

We know that poor housing conditions greatly impact on the health and well-being of our residents, particularly those who are elderly, economically disadvantaged, or vulnerable. Overall, 27.5% of economically vulnerable households live in non-decent dwellings.

### Fuel Poverty

A significant issue for residents in the borough is fuel poverty, which is measured using the Low Income High Costs (LIHC) indicator. Under the LIHC indicator, a household is fuel poor if:

- They have required fuel costs that are above average (the national median level), and
- Were they to spend that amount, they would be left with a residual income below the official poverty line (the poverty line is 60% of the national median).

5,337 households (10.7%) in Redcar and Cleveland are estimated to have low incomes and high fuel costs, meaning they are in fuel poverty. This is in line with the national average for England (10.6%).

### Deprivation

According to the Government's 2019 Index of Multiple Deprivation, of the borough's twenty-four wards:

- One has 100% of its Lower Super Output Areas (LSOAs) within the 10% most deprived in the country in terms of income
- Five have at least 60% of their LSOAs within the most deprived 10%
- Eight have at least 33% of their LSOAs within the most deprived 10%
- Thirteen have at least 20% of their LSOAs within the most deprived 10%

Grangetown is ranked as the eighth most deprived ward in the country. The situation with regards to health deprivation is particularly stark within the borough, with five of our wards appearing within the 10% most deprived wards in the country in terms of health deprivation and disability.

Whilst access to decent, affordable, warm, and secure housing has a role to play in addressing these issues of deprivation, they cannot be addressed in isolation.



## Empty Homes

Empty homes can also have a negative impact on a neighbourhood, sometimes attracting anti-social behaviour and crime. In 2018, there were 1,611 empty private sector homes in Redcar and Cleveland. Of these, 904 were long-term empty, being unoccupied for more than six months, representing 1.7% of the total private sector housing stock in the borough.

## Ageing Population

By 2032, 1 in 3.5 of the population of Redcar and Cleveland is projected to be aged 65+. The considerable increase seen in the number of over-65s is projected to continue by an average of 500 per annum, reaching 38,100 in 2032.

While the changing age profile is affected by several different components, a major factor is the size of each age cohort as they move through the human lifespan, i.e., there are more people at some ages than others. This is influenced by both recent and historical levels of births, migration, and deaths.

As such, key drivers for the much larger numbers of older people in future in the borough will be improvements in life expectancy and the large cohort born in the 1950s and '60s (the post-war baby boomers) moving up into this age group. Conversely, there is projected to be a large reduction in those aged 45-60 by 2032, partly due to the baby boomers moving out of this age group.

Over the next 15 years, the over-65 age group is projected to increase dramatically by 10,700 (36%), with the sharpest increases predicted to take place from 2023 onwards. This age group would represent 29% of the population by 2032, rather than 21% currently.

Whilst the ageing population is a national phenomenon, the issue is particularly acute in Redcar and Cleveland. The proportion of the borough's population projected to be over-65 years of age by 2032 is the highest in the Tees Valley, and higher than both the north east and national averages. The median age of our residents is expected to be almost 9 years older than that of our neighbouring borough, Middlesbrough, by that point in time.

The number of over-85s is projected to more than double by 2032, to reach 7,200 with an average increase of 200 per annum. These individuals are much more likely to have specialised accommodation and support needs. One of the models which the Council has been actively exploring in recent years is housing with extra care, as an alternative to traditional residential care homes.

## Welfare Reform

Figures from our largest registered provider, Beyond Housing, have shown that over 12% of their tenants have been impacted by the under-occupancy charge, known as the 'bedroom tax'. This has resulted in reductions in their housing benefit of between 14 – 25%, with the average rent arrears of those affected of more than £500.

The impacts of welfare reform not only affect individuals directly, but they also damage the long-term business plans of our registered provider (RP) partners. A further reform has seen annual rent cuts in social housing, as required by the Welfare Reform and Work Act. This reduces the income available to RPs, increases the risks associated with development and,

as such, adversely affects the numbers of new affordable homes that they can build as part of their development programmes.

### Vulnerable Households

The Council and its partners continue to address the housing and support requirements of a range of vulnerable people, including:

- Older people
- People with learning disabilities, including young people approaching adulthood and adults with learning disabilities who are ageing
- People with mental health problems
- Those with physical or sensory support needs
- People with drug or alcohol problems
- Homeless people and those at risk of homelessness
- People experiencing or at risk of domestic abuse
- Vulnerable young people, including care leavers
- Vulnerable armed forces veterans
- Families requiring sanctuary from the Syrian conflict
- Members of the travelling community
- Ex-offenders

The number of single person households is projected to grow, and there is already an undersupply of this type of accommodation. This will particularly have an impact on vulnerable individuals in the above groups when move on accommodation is sought.

Single person accommodation is also required for those with a physical support need. However, many people with physical support needs will require specially designed or adapted family accommodation, of which there is also an undersupply in the borough.

The Council spends in the region of £1m on adaptations in both private homes and rented properties. Currently there is a waiting time of 12 months for major adaptations.

# WHAT ARE WE CURRENTLY DOING?

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## What are we currently doing?

### Local Plan

The Redcar & Cleveland Local Plan 2018 was adopted by the Council on 24<sup>th</sup> May 2018 and replaces the Local Development Framework Core Strategy and Developments Policies Development Plan Documents, both adopted in July 2007, and saved planning policies from the previous Local Plan adopted in 1999.

The adoption of the new Local Plan responds to the Government's aim that all councils should adopt up-to-date plans, to reflect the policies set out in the National Planning Policy Framework (NPPF). It also gives the Council:

- greater control over the location and form of new development and a greater capacity to resist development proposals which do not meet local plan policy objectives
- the ability to be proactive in accommodating growth and plan for the delivery of supporting infrastructure
- an up-to-date framework through which key objectives of the corporate plan can be delivered

The Local Plan sets out several strategic priorities in line the Council's corporate plan specifically aimed at enabling economic growth and regeneration, whilst providing a place where people have active healthy and quality lives. The Local Plan sets out a range of policies which seek to deliver:

- a minimum of 234 dwellings per year to meet identified housing needs and the Council's population growth ambitions
- sufficient land to meet the borough's housing needs
- a target of 15% of new homes built on appropriate sites to be affordable
- policies which promote the delivery of key regeneration strategies and emerging growth plans
- protection and enhancement to our built and natural assets, such as green wedges, strategic gaps, open spaces, listed buildings and conservation areas
- up-to-date policies that promote sustainable development and address the issue of climate change

### Growth Strategy

In 2010, the Council produced a Regeneration Masterplan that set out a 15-year framework for economic regeneration across the borough. The Masterplan aimed to establish a stronger, more diverse economy primarily by proposing several transformational interventions aimed at achieving a strong and sustainable economic future.

The Growth Strategy was published in June 2016, to complement the Masterplan and to realign our approach to economic growth to reflect the very different political and financial environment in which we now operate. The Growth Strategy places a greater emphasis on

developing the borough's workforce and economy, alongside the ongoing commitment to develop our economic infrastructure and improve the quality of place.

A key theme of the Growth Strategy is creating quality places, to enhance and sell the borough as a place of choice. To sustain a healthy and vibrant economy, Redcar and Cleveland needs to attract and retain more people with the skills and aspirations to support business innovation and growth.

The Growth Strategy is mutually supportive of the Council's ambition to boost the supply of new homes to achieve sustainable population growth that promotes economic growth. This will require a good supply of a range of housing, including affordable provision; capitalising on new funding and delivery mechanisms; with a consistent focus on driving up the quality of our residential communities. Ongoing improvements to the range and quality of housing will help to reinforce the borough's improving reputation and align our economic and demographic growth ambitions.

### Area Growth Plans

In delivering the Growth Strategy, the Council recognises that our own capital investment, allied to that of our partners, is a key mechanism for stimulating economic activity in the borough. To this end, the Council has committed £8 million towards boosting growth and ensuring that this growth is shared across the borough, in order that its benefits are felt in every community.

Work has been undertaken to consult and plan on how this can best be invested to have maximum benefit for local communities, meet their aspirations and attract further investment from public and private sources. In March 2018, three Area Growth Plans covering East Cleveland, Greater Eston and Redcar were published, which aim by 2022 to:

- create 1,642 jobs (and a further 2,878 construction jobs)
- create 176 new businesses
- support 386 existing businesses
- deliver 2,169 new homes

It is important to note that the housing delivery figure within the Area Growth Plans is based upon the Council's assessment of the deliverable supply of housing in the borough by 2022. As such, it differs from the housing requirement within the adopted Local Plan, which is the minimum annual delivery figure required to meet the assessed housing needs of the borough.

In addition, the Area Growth Plans will support specific projects aimed at bringing appropriate empty properties back into use as affordable homes, to meet housing needs and support our town centres. They will also support the regeneration of deprived neighbourhoods through appropriate community-led housing initiatives and the provision of new housing to meet local needs.

### Place Marketing Initiative

The Redcar | Cleveland place marketing initiative is an exciting new approach to search out and exploit opportunities to tell the Redcar | Cleveland story to audiences we wish to attract, to bring investment, jobs, new residents and visitors to the borough. The initiative

seeks to identify a locally focussed network of ambassadors for the borough, drawn from our wide range of partners and stakeholders in both the public and private sectors.

The quality of housing offer in the borough will play a key role in its success. This will include attracting new and existing housing developers into the area, to build the high quality, aspirational yet affordable housing that people desire. It will also entail more proactive marketing of Redcar | Cleveland as a location of choice, and a continued partnership approach to improving the attractiveness of our individual neighbourhoods.

## Achievements

Much has been achieved in recent years, mainly through a successful partnership approach to shared objectives and actions. Amongst the many achievements were:

- Delivery of The Closes redevelopment, a Beyond Housing social housing estate in Redcar. A new, mixed-tenure development comprising 344 houses, bungalows and flats, including 143 units of affordable housing, was completed as a partnership between Beyond Housing, Keepmoat Construction, the Council and Homes England. This popular development is now known as Havelock Park.
- With our partners Thirteen Group and Beyond Housing, several specialist supported housing schemes have been developed in locations across the borough. These include the award winning Eston Community Village and housing with extra care and support schemes in Spencerbeck, Redcar and Brotton.
- Together with Beyond Housing, we have expanded the successful 'Empty Homes to Happy Homes' scheme, which brings long-term empty property back into an affordable use, whilst providing training and employment opportunities for young people. The scheme has brought a further 53 properties back into use, delivering 104 units of affordable accommodation for households in need.
- Over 1,750 new homes were built in the borough in the five-year period prior to the adoption of the new Local Plan which, after allowing for stock losses through conversion or demolition, represented 1,478 net additional dwellings. Of these, 840 were affordable units.
- Significant progress has been made in improving the quality of the private sector housing stock. The numbers estimated as failing the Decent Homes Standard has fallen from 34.6% to 18.4% of the private sector stock. This has been achieved through a range of approaches including engagement and education with landlords, coupled with the use of enforcement powers where necessary.
- We have expanded the coverage of our voluntary Landlord Charter to include more than 300 private sector landlords and almost 900 properties. The Council works with the private rented sector to recognise good landlords, improve property standards and assist to match up suitable tenants to vacant properties. Landlord Charter members commit to best practice guidance in the management of their business and to maintain their properties in accordance with Decent Homes Standard.
- The Council was successful in a bid for Traveller Pitch Funding, which enabled the refurbishment and expansion of the existing site to meet local needs.
- A selective licensing scheme has been introduced for private rented housing in South Bank. This has ensured that private landlords who own property in the area must apply for a licence from the Council to operate legally. The aim is to improve the standards of management and maintenance of these properties, to ensure they have a positive impact on the area. Building upon the success of this initiative, the Council has undertaken a review and agreed to continue with the scheme until at least 2024.



- We have significantly expanded the use of local employment agreements as a planning condition within major developments. This ensures that local companies and residents can have the opportunity to benefit throughout the construction and occupation phases of development, including targeted recruitment and training, local procurement in the supply chain and financial contributions to fund training and apprenticeship opportunities.

# WHAT WOULD WE LIKE TO ACHIEVE?

What would we like to achieve?

## The Housing Vision for Redcar and Cleveland

We have the following vision for housing in the borough:

*A range of high-quality homes across all tenures, at affordable prices and in attractive places; enabling our younger people to meet their needs and aspirations, families to grow and prosper, whilst supporting our older residents and those with specific needs to remain independent for as long as possible; delivering safety, sustainable warmth, comfort and security for all.*

## Key Objectives

To deliver the housing vision, and using the comprehensive evidence bases available to us, we have identified three key objectives and a range of associated priorities, which we will take forward over the next five years:

<b>Building homes to meet the needs of our population</b>	Ensuring an adequate supply of housing for our current and future residents
	Meeting the housing aspirations of our population
	Delivering modern and attractive affordable housing
	Helping first time buyers
	Promoting modern methods of high-quality construction
<b>Improving the standards of existing housing and revitalising neighbourhoods</b>	Ensuring high quality homes in attractive places
	Enabling a private rented sector that works for all
	Facilitating housing regeneration and renewal
<b>Meeting the needs of our ageing population and supporting people to live independently</b>	Delivering a quality retirement living
	Preventing homelessness and ensuring choice in housing
	Minimising the impact of welfare reform
	Enabling independent living
	Planning a strategic approach to supported housing

# WHAT DO LOCAL PEOPLE SAY?

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## What do local people say?

The objectives and priorities for housing have been identified following analysis of evidence including large scale public surveys, such as the SHMA and the Private Sector Housing Condition Survey. There is also specific public consultation on individual housing developments through the planning application process.

The consultation draft of the Council's housing strategy outlined a vision for housing in the borough, alongside key objectives, priorities and actions to achieve it. The draft strategy also provided a framework for what the Council and our partners planned to do over the next five years to address the borough's many housing challenges and improve the quality of life for our residents.

The draft housing strategy was uploaded to the Council's website and the consultation publicised via press releases, Facebook and Twitter. The consultation webpages were visited a total of 2,781 times during the public consultation period. Additionally, seven Facebook posts were made which each reached an average of 2,122 people and 13 Tweets each averaged 804 views.

A questionnaire was produced to assist with responses to the consultation, which was also available as a web form on the Council's website. 47 completed questionnaires were returned online, via email or hard copies, with 174 specific comments received regarding the draft strategy. Each of those comments was logged, collated analysed, provided with a response and any appropriate action identified. A Report of Housing Strategy Consultation was produced which contains this information and is available to view on the Housing Strategy webpage of the Council's website.

<https://www.redcar-cleveland.gov.uk/resident/housing-property/housing-related-policies-guidance/Pages/Housing-Strategy-2019-2024.aspx>

# WHAT ARE THE KEY ISSUES & CHALLENGES?

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## What are the key issues and challenges?

As discussed previously the key issues and challenges are:

### 1. Building homes to meet the needs of our population

#### Ensuring an Adequate Supply of Housing for Our Current and Future Residents

To sustain a healthy and vibrant economy, Redcar and Cleveland needs to attract and retain more people with the skills and aspirations to support business innovation and growth. The Council's ambition is to see our population growing at a sustainable rate, as opposed to the current demographic forecasts which predict a relatively static and ageing population.

Population growth will require a varied choice of high quality places for people to live within Redcar and Cleveland, in order to enhance and sell the borough's attractiveness to new and returning residents, and younger people who may be considering living elsewhere. The area already boasts some high quality housing locations, but the extension of this offer will reinforce the borough's potential as an attractive place to live and work.

To meet these future requirements it is imperative the Council has positive engagement with housing developers to ensure a supply of a good range of housing, including affordable provision, capitalising on new funding and delivery mechanisms, and with a consistent focus on driving up the quality of our residential communities. Ongoing improvements to the range and quality of housing, across all levels of affordability, will help to reinforce the borough's improving reputation, and align our economic and demographic growth ambitions.

Therefore, the Council recognises the need to retain and grow the borough's working age population, in order to assist with our objectives to increase employment, stimulate economic growth, reduce dependency ratios and rebalance the population profile. In order to address this issue, the Council has set a target to grow our population by approximately 250 people per annum more than the official population projections, with a particular focus on working age households and families. This represents approximately half of projected losses to our working age population by 2032, which is the end of the period covered in our new Local Plan.

This population growth strategy would return the borough's overall population to that recorded at the 2001 Census. The rate of population growth required would be ambitious, but realistic and achievable. The provision of suitable housing is considered to be critical in helping to deliver this growth.

#### Meeting the Housing Aspirations of Our Population

In the private sector, there continues to be a significant mismatch, in terms of type and size, between supply and demand. The SHMA shows that terraced housing accounts

for 21% of all the private housing stock in the borough, whilst just 7% of households express a desire for this type of accommodation. Conversely, 21% of the private stock consists of detached housing, but twice that proportion of households would prefer that house type.

Allied to the objective of promoting a more sustainable population balance by retaining and attracting working age households, the SHMA indicates that increasing the supply of detached family dwellings, in particular larger detached houses, should be a priority in some areas of the borough.

The Council is also supportive of individuals who are seeking to acquire serviced plots of land in order to build houses for their own occupation. The Council will maintain a register of such individuals and their requirements, and will promote the availability of self-build plots in the borough.

### Delivering Modern and Attractive Affordable Housing

The delivery of affordable housing is a priority for the Council. For the first decade of the century, completions of new affordable housing in the borough averaged around 60 units per annum. Since then, delivery has almost tripled to over 165 units per annum, with over 1,000 new affordable homes, through both new build and acquisitions, completed in the last six years alone. We have also successfully brought a significant number of long-term private sector empty homes back into use as affordable housing.

The SHMA identified a need for an additional 20 affordable dwellings per annum within Redcar and Cleveland. However, this figure is skewed by significant surpluses in some sub-areas of the borough, particularly within the Greater Eston North former housing market renewal area. The overall figure also masks significant imbalances in the existing affordable housing stock, with unmet needs for 140 smaller, general needs units per annum and 20 older person's units per annum.

In particular, there is a clear need for greater numbers of affordable homes for single people and other smaller households. We will ensure these needs are reflected within future development proposals, whilst recognising the desire to create mixed and sustainable communities.

### Helping First Time Buyers

The Council recognises that many of our younger people aspire to owning their own home. Although market housing in the borough is relatively more affordable than in many locations in the country, both average and lower quartile house prices are still more than five times their comparable income levels. We will support the use of affordable home ownership products, such as Help to Buy, shared ownership and shared equity, in order to assist our residents gain a first rung on the housing ladder.

### Promoting Modern Methods of High Quality Construction

In addition to improving the speed and efficiency of the housebuilding process, there are many potential environmental benefits associated with the construction of new homes in a factory setting as opposed to directly on-site. These include a reduction in road traffic movements from construction vehicles, leading to both congestion and pollution benefits; reductions in energy usage, both during the construction and occupation of homes; and significant reductions in waste materials. It is clear that, in



seeking to reduce the carbon footprint of housing, modern construction methods and materials have a significant role to play.

However, it is vitally important that such methods and materials gain both public and developer confidence as a way in which of improving not just the efficiency and sustainability of the construction process, but also in driving up the quality of the housing product. In order for precision manufacturing to play a role in quality housebuilding at the scale required to make a difference, there needs to be large scale public and private investment, and the construction workforce needs to have the necessary skills – this will require a fresh approach to construction skills training.

We will, therefore, proactively work with partners across Tees Valley to develop the industrial infrastructure and tackle the current skills shortage, in order to ensure that modern methods of construction play a prominent role in delivering high quality, sustainable housing in the borough.

## **2. Improving the standards of existing housing and revitalising neighbourhoods**

### Ensuring High Quality Homes in Attractive Places

The delivery of new housing, although important, only contributes a small proportion to the overall housing stock in Redcar and Cleveland. Indeed, should the borough deliver its new housing targets as set out within the Local Plan then, of the total housing stock in the borough at the end of the plan period in 2032, more than 95% of it is already in existence.

The Council will ensure that our services and available funding are targeted towards making the biggest impact for those households in greatest need. In so doing, this may require a fundamental redesign of service delivery models and working practices, together with greater partnership working and, where necessary, enforcement activity with private landlords. As such, we will aim to increase our proactive and targeted working in the private rented sector, with a view to improving housing conditions in a similar way to which improvements have been made for those in owner occupation.

In the affordable sector, which represents 19% of all housing in the borough, the first decade of the century saw significant investment in order to raise homes up to the Decent Homes Standard. Following the tragedy of the Grenfell Tower fire, the focus has shifted quite rightly onto ensuring the safety of all residents of social housing.

There is only one multi-storey tower block within the borough and a thorough examination of its components and design by its RP landlord has not identified any of the issues raised by the Grenfell Tower tragedy. The Council will, however, work in close partnership with all of our RP partners, to ensure that all organisations thoroughly understand their responsibilities concerning the safety of their homes.

Fuel poverty tends to be associated most strongly with elderly households and those living in the private rented sector. The Council will work with its partners, such as Cleveland Fire Brigade and the South Tees Clinical Commissioning Group, to publish a South Tees Affordable Warmth Strategy, exploring opportunities for increased joint working, integration of services and consortium funding bids.

The Council believes that everybody has the right to a warm, dry home that they can afford to heat and power. To underpin this commitment, we have joined the End Fuel

Poverty Coalition to campaign for action to tackle fuel poverty and thereby improve people's health and quality of life, reduce the cost of living, create jobs and negate carbon emissions.

We will work with private sector energy providers, partner organisations and the Energy Company Obligation scheme to target investment in energy efficiency at those residents who are in, or at risk of fuel poverty. In addition, we will continue to provide a discretionary Fuel Poverty Intervention Grant scheme to assist fuel poor households with replacing or repairing heating appliances where there is vulnerability due to serious health issues or disability, and attempt to secure longer-term funding for this scheme.

#### Enabling a Private Rented Sector That Works for All

The Council operates a free voluntary Landlord Charter, aimed at improving housing conditions, driving management standards upwards and adopting a partnership approach between landlords and the Council to meet housing needs. There are currently 305 landlords who collectively own 870 properties in the borough. This gives the Charter coverage of approximately 9% of all private rented homes.

The Council is determined to improve membership levels of the Landlord Charter and will undertake a comprehensive review to explore ways in which to achieve this. The implementation of the Homelessness Reduction Act has also increased the need to use private rented housing in the borough, which will form part of the focus of the review.

We will also raise the awareness of the rights of tenants, particularly those who are vulnerable, to report poor housing conditions or management practices in order for the Council to consider exercising its enforcement powers. We realise that, in the past, such individuals may have been reluctant to do so for fear of retribution, but we will support tenants to the full extent of our powers and the law.

A mandatory selective licensing scheme has been in place in South Bank since 2013. The aim of the scheme is to improve the management of properties to ensure they have a positive impact on the area. Whilst we acknowledge that many landlords provide decent, well-managed and maintained accommodation, which does not cause any problems for the local community, we also recognise that there are poor management practices within the private rented sector which are having a negative effect on the general amenity and economy of the area.

The Council has undertaken a review of the existing selective licensing scheme in South Bank and will continue with the scheme for a further five years. We will continue to evaluate the effectiveness of the selective licensing scheme on an ongoing basis.

#### Facilitating Housing Regeneration and Renewal

The Council and its partners recognise that, whilst access to decent, affordable, warm and secure housing has a role to play in addressing these issues of deprivation, they cannot be addressed in isolation. However, in many instances, the issues associated with deprivation might only demonstrate themselves at a micro-level. Often, issues may be concentrated in a small number of streets or focussed around a specific geographical area.

In such circumstances, it is important to recognise that these are not, in themselves, indicative of low demand or an oversupply of housing in the area. Indeed, some small-

scale development of, for example, housing to meet the needs of the ageing population in a neighbourhood, may form an important part of a strategy to ensure its longer-term stability.

Bringing empty homes back into use has been identified as one of the key objectives within the Area Growth Plans. Recognising the success of the current project, we will be exploring ways in which we can continue and expand this type of scheme to cover key locations in the borough, including the development of appropriate vacant properties above retail premises.

In parts of the borough, the operation of the housing market remains a significant barrier to economic growth. The combination of relative deprivation and a fragile housing market in these locations has meant that, as households have moved out to seek housing and employment opportunities elsewhere, there has been a lack of investment to deliver the infrastructure, facilities and quality of housing offer needed to attract new residents.

Despite the lack of priority and funding given to such issues at a national level, the Council is determined to continue to work with residents, developers and funding agencies to attempt to secure the necessary investment to deliver the long-term future for these communities. We will also seek to maximise the impact of any Council investment within these estates and neighbourhoods, by aligning with the planned investment of our RP partners and others where possible.

Many of these housing market imbalances are concentrated in the older terraced housing which characterises areas of industrial heritage. The Council recognises the need to fully involve and engage with communities in addressing these issues, and further understands the role that community ownership has to play in empowering and investing in local people to deliver projects that they care about, retain investment in the local area and create sustained benefits.

Community-led housing provides an opportunity for local people to play a leading and lasting role in solving local housing problems. The sector is adept at developing specific ownership and tenure arrangements that best suit local circumstances and preferences. The Council wishes to support the community-housing sector within the borough and, wherever possible, will work with local groups to assist them in developing suitable proposals and funding bids.

There is a specific opportunity, through a community-led housing group, to refurbish some of the empty properties in the South Bank older housing area and employ local people in the scheme. This would provide training and employment opportunities, as well as creating a new housing resource in the area and an asset base for the community group itself. The Council will support this group in its aims and ambitions.

Plans are also being devised to deliver new housing in South Bank, in partnership with an RP, on some of the cleared sites in the older terraced housing area. Such development would build on the successful Eco Village scheme in the town and be targeted towards meeting the changing needs of the existing community.

There is a long-standing commitment to complete the successful regeneration of the former Westfield Estate in Loftus. This redevelopment of a Beyond Housing estate has already seen the area transformed by the delivery of a mix of modern market, rented and shared ownership housing, now called Hummersea Hills. The Council and Beyond

Housing have worked in partnership, in order to complete the final phase of the redevelopment. This is linked to the investment planned through the Loftus Future High Streets programme. We are all committed to completing this flagship regeneration scheme

Beyond Housing are also working with the residents of their Church Lane North estate, in order to address long-term issues with the design of the estate. Issues include a lack of defensible space, lack of secure parking, alleyways and an oversupply of open space, which contribute to problems with anti-social behaviour. A masterplan has been developed, in consultation with residents, that would see a programme of selective demolition, development of a number of new homes, creation of off-street parking, removal of alleyways, re-orientation of some properties and the creation of secure rear gardens.

### **3. Meeting the needs of our ageing population and supporting people to live independently**

#### Delivering a Quality Retirement Living

The provision of housing with extra care for older people has increased in popularity over the last decade, enabling residents to live in their own apartments in a designated development with 24-hour care and some support services on site. Comprehensive communal facilities are available in such developments. This enables people to maintain their independence for longer and, in many instances, for older couples to continue living together.

The Council will continue to explore appropriate opportunities for the development of further housing with extra care schemes for older people in the borough. In designing such schemes, developers will be encouraged to have reference to the Dementia Action Alliance's "Dementia Friendly Physical Environments Checklist" and the Housing Learning and Improvement Network's "Strategic Housing for Older People Resource Pack".

Whilst such developments can be difficult to deliver due to complex financing arrangements, we will work closely with RPs and funding agencies to maximise their coverage and seek to develop clusters of extra care housing, including level access units, in close proximity to each of our main settlements.

#### Preventing Homelessness and Ensuring Choice in Housing

Homelessness remains an issue of significant concern in the borough. Since the global financial crisis, the Council has experienced a growing demand on its housing services, with approaches regarding homelessness increasing by approximately 25% since 2010.

Homelessness is such a significant issue in terms of health impacts that it warrants its own needs assessment within the JSNA. As such, we do not consider it in further detail within this overarching Housing assessment.

The Council and our partners are committed to extending as much choice as possible to those households who require affordable rented accommodation. That is why in 2009, together with our neighbouring authorities in the Tees Valley, we implemented the first choice based lettings scheme in the north east region.

As we approach the end of its first decade in existence, it is appropriate that we review the operation of the current scheme, known as 'Compass', in order to ensure that it continues to provide an efficient and effective means of letting properties across the Tees Valley. We will ensure that the needs of our residents, particularly those who are vulnerable, are placed at the heart of the review and that choice and access to appropriate accommodation options are maximised.

#### Minimising the Impact of Welfare Reform

The Council is keen to work with its partners to mitigate the most severe impacts of welfare reform on our poorest residents. In particular, we will continue to use Discretionary Housing Payments where possible, in order to assist households in the most severe need. We will also work with our RP partners to support them in providing new approaches to income management and delivering personal budgeting support to their tenants.

#### Enabling Independent Living

Together with our partners, the Council is committed to enabling our most vulnerable residents to live independently for as long as possible. Research has demonstrated that this is the most frequent desire for individuals who might otherwise have to rely on residential care.

We will support the continued use of telecare and assistive technology, using tailored packages of specialised equipment, to facilitate a preventative approach to health and social care. This will assist in promoting independent living and maintain the well-being of individuals and communities.

We will continue to work in partnership with RPs, health and social care agencies, and Homes England to develop appropriate supported housing schemes in the borough.

#### Planning a Strategic Approach to Supported Housing

The Council also recognises the need to adopt a more strategic approach to the future development of supported housing schemes in the borough, in order to meet the changing needs of our ageing population and other vulnerable groups. We will work in partnership with key stakeholders and residents to develop a supported housing strategy for the borough, which will assist in both planning future developments and securing the necessary funding for their delivery.



# WHAT ARE THE OPPORTUNITIES AND RECOMMENDATIONS?

## What are the recommendations?

The following are key recommendations to improve housing for residents in Redcar & Cleveland.

<b>Ensuring an adequate supply of housing for our current and future residents</b>	Deliver at least 234 additional dwellings per annum
	Work with developers to remove barriers to investment and address improvements to infrastructure and access to facilitate housebuilding
	Produce a prospectus of appropriate land available for the development of new homes in the borough
	Increase the range of older person's accommodation to meet the needs and aspirations of our ageing population
	Review the Brownfield Land Register, including the granting of permission in principle for appropriate sites
	Through the Local Plan deliver a rolling programme of new housing targets
	Review the Strategic Housing Market Assessment
<b>Meeting the housing aspirations of our population</b>	Increase the number of larger detached homes as a proportion of the borough's overall housing stock
	Maintain a register of individuals requiring self-build plots and promote their availability in the borough
<b>Delivering modern and attractive affordable housing</b>	Require 15% affordable housing on-site on all appropriate private housing developments
	Secure a minimum of 70% of all affordable housing as rented housing
	Develop a strategy for the usage of commuted sums collected in lieu of affordable housing
	Review the Affordable Housing Supplementary Planning Document
	Enable small-scale provision of affordable housing in rural villages where appropriate
	Maximise the delivery of grant-funded affordable housing in the borough
<b>Helping first time buyers</b>	Promote affordable home ownership products for first time buyers on suitable sites across the borough
<b>Promoting modern methods of high-quality construction</b>	Work in partnership to develop and deliver high quality modern construction methods

<b>Ensuring high quality homes in attractive locations</b>	Increase proactive and targeted working to improve housing conditions in the private rented sector
	Work with RP partners to ensure all organisations understand their responsibilities concerning the safety of their homes
	Develop and publish a South Tees Affordable Warmth Strategy
	Investigate an appropriate mechanism for residents to access more affordable energy
	Work with private sector energy providers, partner organisations and the Energy Company Obligation scheme to target investment in energy efficiency at those residents who are in, or at risk of fuel poverty
	Continue to provide a discretionary Fuel Poverty Intervention Grant scheme and attempt to secure longer-term funding
<b>Enabling a private rented sector that works for all</b>	Review the Landlord Charter with the aim to increase membership of private sector landlords
	Implement the recommendations of the cross-party working group on private sector landlords
	Support tenants to exert their rights in relation to poor housing conditions or management practices
	Evaluate the ongoing effectiveness of the South Bank Selective Licensing scheme
<b>Facilitating housing regeneration and renewal</b>	Identify 'stress' areas and support the Community Safety Partnership in reducing anti-social behaviour and associated incidents
	Explore external funding opportunities and best practice to develop new empty homes initiatives, linked to the Area Growth Plans
	Develop a series of indicators to demonstrate the vitality of neighbourhoods and review periodically
	Support appropriate groups who wish to develop community-led housing proposals in the borough
	Support the community-led housing initiative in South Bank to deliver its ambitions
	Secure new housing development on the cleared sites of the former South Bank Housing Market Renewal Area
	Work in partnership to deliver the Hummersea Hills redevelopment in Loftus
	Support the remodelling of the Church Lane North estate

<b>Delivering a quality retirement living</b>	Work with developers to endeavour to increase the number of Lifetime Homes built in the borough
	Increase the proportion of older person's accommodation within residential developments
	Maximise the coverage of extra care housing, and seek to develop 'clusters' in close proximity to each of our main settlements
<b>Preventing homelessness and ensuring choice in housing</b>	Review the existing Homelessness Strategy
	Work with our partners in the Tees Valley to review the operation of the Compass choice based lettings scheme
<b>Minimising the impact of welfare reform</b>	Assist with online welfare applications by prioritising public access to IT equipment through our network of libraries
	Continue to invest in money advice services following the roll out of Universal Credit
	Use Discretionary Housing payments, where possible, to assist those households in the most severe financial need
	Support RP partners in providing new approaches to income management and personal budgeting support for their tenants
<b>Enabling independent living</b>	Work with RPs and the voluntary and community sector to increase accommodation options for single people
	Review our approach to the provision of Disabled Facilities Grants, adapt more properties and assist people to more effectively access adapted properties
	Support the further use of telecare and assistive technologies to help people remain independent in their own homes
	Work with partners to develop appropriate supported housing schemes for vulnerable people
<b>Planning a strategic approach to supported housing</b>	Develop a comprehensive supported housing strategy for the borough

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