



Redcar and Cleveland Housing Strategy 2019–2024



this is **Redcar & Cleveland**

Foreword

Welcome to our updated housing strategy, covering the period 2019 – 2024. This is a really critical piece of work for us and our partners, as housing issues have never been so important.

Our housing strategy sets out an ambitious vision for housing in Redcar and Cleveland. We have also identified the key objectives, priorities and actions that are required to meet the challenges facing us and our residents in the coming years.

Housing is a real issue for our residents, whether that's finding a new home which is affordable and of the right type and size to meet their needs, improving the condition of their existing home and affording to heat it adequately, feeling secure in their home within a place that they choose to live, or finding the help and support that they need to live independently. Good quality housing also contributes to meeting the economic growth ambitions of the area, improving the health and well-being of our residents, raising the quality of life within our neighbourhoods and increasing the educational attainment of our children.

The purpose of this strategy is to set out how the Council and its partners intend to address key housing issues over the next five years and beyond. It will act as a guide for future investment decisions and in determining the shape and scope of housing services in the borough.

We have developed this housing strategy in close consultation with some of our key partners such as local housing associations, Government agencies and voluntary groups. It has also been subject to extensive public consultation, in order to ensure that the key objectives, priorities and actions set out within the strategy are the right ones for our borough and its residents.

The past few years have been extremely challenging in terms of unprecedented cuts to public services and the impact of those upon our most vulnerable residents. Whilst the future remains uncertain with regard to the public finances, further cuts appear likely during the lifetime of this strategy. The Council will work in close partnership with our key stakeholders to find funding opportunities and innovative solutions, in order to deliver this ambitious strategy and make our vision a reality.



Cllr Bob Norton, Cabinet Member for Economic Growth and Cllr Lynn Pallister, Cabinet Member for Housing, Health and Welfare

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Introduction

Setting the Scene

Redcar and Cleveland is the southernmost borough in the north east of England, lying to the south of the River Tees. Geographically, it is the largest borough within the Tees Valley, covering approximately 96 square miles.

It comprises over 20 different towns and villages, each with their own strengths, challenges and identities. The borough stretches from the Teesside urban conurbation in the west, across coastal communities running from Redcar to Boulby Cliffs and encompasses numerous towns and villages in rural East Cleveland, extending southwards into the North York Moors National Park.

The borough is an area of immense contrast divided into three distinctly diverse areas which, for the purposes of our Area Growth Plans, are called Greater Eston, Redcar and East Cleveland. Within the built-up urban area, Greater Eston, are the settlements of Nunthorpe, Ormesby, Normanby, Eston, Teesville, South Bank, Grangetown and Lazenby.

The Redcar area incorporates Redcar itself, which is the largest town in the borough, Dormanstown, Kirkleatham, Marske and New Marske. To the south and east of these communities are a series of rural settlements, including Saltburn, Guisborough, Skelton, Brotton and Loftus.

The borough has a population of just over 135,000 with a total of 63,000 households. The population is predominantly white British, with a non-white population of 1.4%. The main minority ethnic group in the borough is Asian. Whilst the minority ethnic population is relatively small, the borough is an active participant in the Home Office's Vulnerable Person Resettlement Scheme, helping to provide sanctuary to those in the greatest need who have been displaced by the conflict in Syria.

Demographics

In the aftermath of post-industrialisation, Redcar and Cleveland has, for several decades, experienced a declining population and growing numbers of older people. However, the latest population projections indicate a reduction of only 200 people by 2032. Whilst we are the only borough within Tees Valley projected to see its population decline overall, moderate growth is actually predicted from 2025 onwards.

There are several attributes that have contributed to the ageing population. The median age of the borough's residents is four years higher than England and two years higher than the north east region. In addition, outward net migration is concentrated in younger age groups, meaning that the concentration of older age groups becomes more pronounced.

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, 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%). This household growth was driven by a fall in average household size of more than 20% in the same period.



Goldrill Gardens, Redcar

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.

Local Context

Corporate Plan

The Council has published its corporate plan for the borough, Our Flourishing Future, covering the period 2017–2020. It sets out the major activities of the Council to help improve the lives of our residents and communities.

In delivering its ambitions, the Council has identified nine top priorities:

- Strong and confident communities
- Prosperity for all
- A brighter future for our children
- Longer and healthier lives
- Attractive and vibrant places
- Good connections
- Clean and safe environment
- Enriching lives through culture and sport
- Improving the way we work

Contributing mainly to the ‘attractive and vibrant places’ priority, whilst supporting a number of others, this housing strategy will provide a robust framework within which we can provide a high quality residential offer and attractive neighbourhoods, in order to meet a variety of needs and aspirations for both new and existing residents.

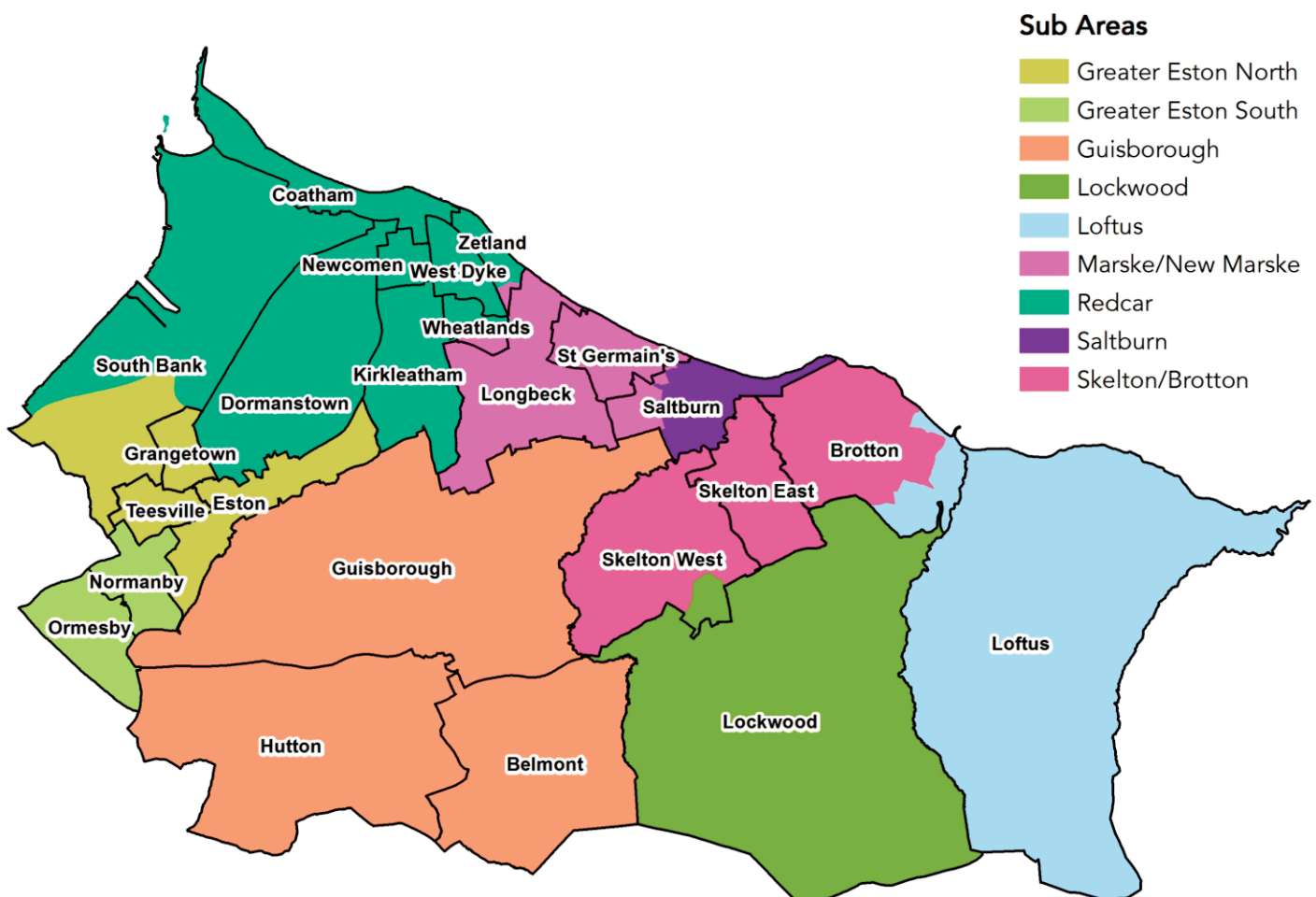
Redcar and Cleveland Strategic Housing Market Assessment

In order to investigate the latest evidence available to inform the production of both its Local Plan and this 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; and
- 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.

Local Plan

The Redcar & Cleveland Local Plan 2018 was adopted by the Council on 24th 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, in order 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 a number of 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, in order 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, in order 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 in order 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 in order to meet the assessed housing needs of the borough.



High Street, Loftus

In addition, the Area Growth Plans will support specific projects aimed at bringing appropriate empty properties back into use as affordable homes, in order 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, in order 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, in order 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.

National Context

Since the publication of our previous strategy, the Government has signalled its intention that housing, in particular addressing the national housing crisis, is one of the country's key priorities. Much of the focus has been on reforms to the planning system, including the publication of the revised National Planning Policy Framework (NPPF) in July 2018 and associated Planning Practice Guidance.

Further reforms have been introduced to the welfare system, including the introduction of Universal Credit to replace other means-tested working-age benefits and tax credits; a four-year freeze of working-age benefits; reductions in the household benefit cap; and the removal of the family premium element of housing benefit for new claims.

The Housing White Paper, "Fixing our broken housing market", was published in 2017. It proposes a number of changes to reshape the approach to housebuilding and increase housing supply. These changes are centred around the following areas:

- **Planning for the right homes in the right places**, by making it simpler for local authorities to put Local Plans in place and keep them up-to-date, ensuring sufficient land is allocated to meet housing needs and building upon neighbourhood planning to ensure communities have control over development in their area.
- **Building homes faster**, by increasing certainty around housing numbers, aligning new infrastructure with housing, supporting developers to build more quickly and improving transparency.
- **Diversifying the market**, by establishing a new Accelerated Construction Programme, supporting more Build to Rent developments, supporting housing associations to build more housing and boosting innovation.
- **Helping people**, through Help to Buy, Right to Buy, the Shared Ownership and Affordable Homes Programme, amendments to Starter Homes requirements and the announcement of a new statutory duty on planning to meet the needs of older and disabled people.

The Government published its Housing Green Paper, "A new deal for social housing", in August 2018. Its stated aims are to ensure the safety of residents; strengthen the role of the Regulator of Social Housing; empower tenants; tackle the stigma of social housing; and boost the supply of affordable housing.

The Government has also announced additional funding to support the delivery of new homes and tackle housing problems.

The Council welcomes the increased national focus on housing, which is long overdue, although much national policy appears targeted towards the needs of other parts of the country rather than north east England. This housing strategy has been developed with all of these significant changes in mind.

Tees Valley Context

The Tees Valley region comprises the five local authorities of Darlington, Hartlepool, Middlesbrough, Redcar and Cleveland and Stockton-on-Tees. In April 2016, the Tees Valley Combined Authority was created, with a remit to drive economic growth and job creation in the region. It is a partnership of the five local authorities, working closely with the business community and other partners to make local decisions to support the growth of our economy.

Under the devolution deal with Government, the Combined Authority has taken on responsibilities from Westminster and Whitehall for transport, infrastructure, skills, business investment, housing, culture and tourism. A 30-year agreement worth over £450m, plus a further £500m to invest in local projects, has been allocated by Government.

A refreshed Strategic Economic Plan (SEP) for Tees Valley was produced in 2016, outlining the ambition to create an additional 25,000 jobs within ten years. A key element of this plan is to promote Tees Valley as a place to live and invest by increasing the pace of housing development; rejuvenating our town centres and urban core; improving the quality of the housing offer; revitalising areas of poor quality housing and deprivation; and bringing forward surplus public and blighted brownfield land for development. An Investment Plan totalling £588m of Combined Authority funding has been agreed to support the six economic themes within the SEP.

The Tees Valley Housing Strategy, also produced in 2016, was the first strategy to be developed for the Combined Authority and was one of a number of key documents used in the development of the SEP. Underpinned by three strategic priorities, it aims to align the supply of new homes across Tees Valley with economic growth ambitions, ensuring the mix of housing complements aspirations and need; maximise the use of the existing stock to support economic growth and sustainable community aspirations; and enable self-reliance and independent living through better use of existing housing and the delivery of specialist accommodation where necessary.

It is important to recognise, however, that the Combined Authority will not be responsible for the planning and delivery of housing within the region, and that the individual councils will remain both the strategic housing authorities and local planning authorities for their districts.

The forthcoming Tees Valley Strategic Transport Plan will set out the transport investments that are needed to facilitate the SEP, housing strategy and other policy objectives. It will seek to provide high quality, quick, affordable, reliable and safe transport in Tees Valley. The development of housing in locations that are well connected by sustainable modes of transport, such as buses, cycling and walking, will be critical to achieving these outcomes.

Within Redcar and Cleveland, the proposals include the provision of further local walking and cycling routes, along with demand responsive accessible transport in areas not served by bus routes. These are designed to improve connectivity of all residents to employment, healthcare, retail and other facilities via links to the existing bus and rail networks. There will also be improvements to those networks themselves, with new railway stations and services.

Redcar and Cleveland Housing Strategy 2012 – 2017

This strategy marks a review and refresh of the Council's previous housing strategy, published in 2012. Whilst a range of new evidence has emerged since that time, and the public sector funding situation has become more challenging, the fundamental issues in relation to housing in the borough have remained similar.

Much has been achieved since the publication of our previous housing strategy, 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 in 2017, 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.



Eston Community Village, Lodge Farm Road, Eston

- Together with Beyond Housing, we have expanded the successful 'Empty Homes to Happy Homes' scheme, which brings long-term empty properties 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 since 2012, delivering 104 units of affordable accommodation for households in need.
- Over the lifetime of the last strategy, over 1,750 new homes were built in the borough 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.
- The Council adopted its new Local Plan in May 2018, which sets out the housing requirement, site allocations, affordable housing requirements and proposed approach for tenure mix for all housing development in the borough until 2032. This marks a significant achievement in terms of shaping the strategic delivery of new housing to meet the identified needs of the borough.
- 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 in order 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 reviewed the Council's homelessness strategy, in partnership with other agencies, and continued the successful delivery of our homelessness prevention approach to service provision. During the lifetime of the last strategy, the Council was able to prevent homelessness for almost 2,500 households, with only 100 needing to be helped through homelessness legislation.
- We have significantly expanded the use of local employment agreements as a planning condition within major developments. This ensures that local companies and residents 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.

Vision, Key Objectives and Priorities

Redcar and Cleveland is a place with a proud past and a bright future. The Council's vision for the borough, contained within the corporate plan, is "A Flourishing Future Forged From a Proud Past".

The housing strategy builds upon this aspiration in order to articulate our vision for housing in the borough, alongside the key objectives, priorities and planned achievements over the next five years. The strategy provides a framework for the actions the Council and our partners will take over the next five years to address the borough's many housing challenges and improve the quality of life for our residents.

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

In order 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 this housing strategy will take forward over the next five years:

Building homes to meet the needs of our population	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
Improving the standards of existing housing and revitalising neighbourhoods	Ensuring high quality homes in attractive places
	Enabling a private rented sector that works for all
	Facilitating housing regeneration and renewal
Meeting the needs of our ageing population and supporting people to live independently	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





Building Homes to Meet the Needs of Our Population

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

The Council has embarked on an ambitious new Local Plan which seeks to significantly boost the supply of housing in the borough. This is in recognition of the demand for new housing in the area, together with a past undersupply which has exacerbated problems of population loss and a lack of high quality housing choices.

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.

Looking forward, 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.

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.

Adequate housing will be required to meet the anticipated growth in the local economy. The South Tees Development Corporation has ambitious plans for the area and their vision sees the creation of 20,000 skilled jobs, heavily focused on manufacturing innovation and advanced technologies within a high value, low carbon, diverse and circular economy. In addition, the Council adopted its Growth Strategy in 2016, which is mutually supportive of the Council's ambition to significantly boost the supply of new homes, in order to achieve the sustainable population growth that promotes economic growth.

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.

As such, new housing will be delivered to meet a minimum requirement of 234 net additional dwellings per annum. As part of an overall objective to grow our working age population, and recognising that future emerging households are likely to predominantly be younger working age people and families, particular attention will be given to the accommodation needs of these groups. The housing requirement will be delivered through a combination of further completions on existing development sites, the housing land allocations set out in the Local Plan and other sites with residential planning permission.

The Council has instigated a Place Marketing Initiative which places great emphasis on the good quality housing that is on offer within the borough. With partners on the Place Board, we will continue to work with developers to remove barriers to investment and address improvements to infrastructure and access in order to facilitate housebuilding. Additionally, in order to attract the right type of development in the right locations, we will produce a prospectus of appropriate land available for the development of new homes in the borough.

In addition to retaining and attracting working age population, the borough needs to plan appropriately for its ageing population. The SHMA identified an undersupply of older person's accommodation, both within the market and affordable housing sectors, across all parts of the borough. Developments of an appropriate scale will, therefore, be expected to contribute to meeting this identified need.

In setting out the locations for new development, the Council has been clear that, wherever possible, preference will be given to the use of previously developed land and the re-use of existing buildings, limiting development outside the urban area and existing settlements. In order to assist with this priority, a brownfield land register has been developed which includes all such sites that are considered suitable, available and viable for housing-led development.

Further work will be undertaken to remove obstacles to the redevelopment of these brownfield sites. Where possible, the Council will seek to use its powers to promote such sites for residential development. This may include the granting of 'permission in principle', removing the requirement for applicants to apply for outline planning permission, thus helping to streamline the development process.

However, it is recognised that a number of major existing developments and recent planning permissions have been on greenfield sites, together with a large proportion of brownfield sites being located in lower value areas. Therefore, whilst it is not the Council's preferred outcome, the majority of new housing delivered during the lifetime of this housing strategy is likely to be classed as greenfield development.

The Council recognises that the adoption of its Local Plan, whilst an important milestone, does not signal the end to policy formulation in terms of appropriate development in the borough. Through the ongoing monitoring of the Local Plan, we will identify further opportunities to promote housing growth. This will include a comprehensive review of the current SHMA during the lifetime of this strategy.



Galley Hill, Guisborough

Meeting the Housing Aspirations of Our Population

The borough has a stock of over 63,000 residential properties, the vast majority of which (85%) fall within the lower Council tax bands A to C. The proportion of dwellings in bands D to H (15%) is low, being less than the average for the five Tees Valley authorities (17%), and considerably less than for England (34%) and the adjacent rural districts of Hambleton (47%) and Scarborough (24%).

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.



Roseberry Manor, Nunthorpe

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.

The projected affordable housing imbalances by sub-area, property size and designation are shown in the table below (NB – 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 Person	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
TOTAL	140	-159	40	20
Source: SHMA (2016) – NB totals may not sum due to rounding				

In order to meet identified needs, a policy of 15% on-site affordable housing has been adopted within the new Local Plan. This will not stifle overall development but will contribute to meeting the affordable housing needs of the borough. In addition, the overall delivery of affordable housing in the borough will be significantly supplemented through the Affordable Homes Programme, direct development by registered providers (RPs) and by bringing long-term empty homes back into an affordable use.

An analysis of the expressed preferences of households in housing need shows that existing households in need mainly consider social and/or affordable renting as the required tenure option, but newly-forming households are more equally distributed between rented and affordable home ownership options. Based upon the findings of this analysis, the Council will seek to ensure a minimum of 70% of all affordable housing is delivered as rented accommodation on all appropriate sites, whilst recognising the projected oversupply of affordable housing in certain locations.

The Local Plan states that, in exceptional circumstances, a financial contribution from a developer by way of a commuted sum may be used to meet the affordable housing need of the borough, as an alternative to on-site provision. We will develop a strategy to guide our usage of such commuted sums, in order to ensure that community benefits are maximised. We will also review the existing Affordable Housing Supplementary Planning Document, in order to give greater clarity and guidance to private developers regarding the requirements for affordable housing on sites within the borough.

Although the SHMA does not provide specific evidence of small-scale, unmet affordable needs within our rural villages, we recognise that such data is extremely localised in nature and can be difficult to collect, verify and analyse. As such, we will support parish councils and RPs who wish to undertake localised housing needs surveys in these settlements. Where a need for additional affordable housing can be shown in these areas, we will use our planning powers to enable appropriate, small-scale developments on the edges of villages, including a small proportion of market housing where this can be demonstrated as necessary in order to deliver the affordable housing.

The Council has a long track record of successfully working in partnership with RPs and funding agencies, such as Homes England, to maximise investment in new affordable housing in the borough. We will continue to support bids for grant funding in order to sustain affordable housing delivery in appropriate locations.

We welcome the devolution of central government powers and funding to the city regions, and the establishment of Tees Valley Combined Authority. Its purpose of driving economic growth and job creation in Tees Valley has close linkages with the vision, values and priorities of the Council.

Working in partnership, significant opportunities have been identified across Tees Valley, including within this borough, to unlock stalled housing sites, accelerate housing delivery and significantly increase the provision of affordable homes.

We will actively work with the Combined Authority and Homes England to deliver a 30% increase in house building across the region. This will include doubling both the investment and delivery of affordable housing, providing up to £50m per annum of funding within the Tees Valley. The Council and its partners will play a full role in the delivery of this ambitious plan.



Ongoing development at Galley Hill, Guisborough

Helping First Time Buyers

Although the SHMA found that the first time buyer market appears to be improving from the problems associated with a lack of mortgage availability and higher requirements for deposits, there is still some way to go. Products such as the Government's Help to Buy initiative may have assisted to an extent, although there is evidence nationally that this may also have artificially inflated the market, resulting in higher house prices.

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

We will continue to explore the use of modern methods of construction to increase our supply of high quality sustainable homes. Whilst offsite construction methods currently account for less than 10 per cent of total construction output, there is widespread acceptance that this new approach to construction is an essential part of tackling the national housing crisis.

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 the 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.

Our Priorities and What We Will Achieve 2019–2024

Ensuring an adequate supply of housing for our current and future residents	Deliver at least 234 additional dwellings per annum
	Work with developers to remove barriers to investment and address improvements to infrastructure and access in order 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
Meeting the housing aspirations of our population	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
Delivering modern and attractive affordable housing	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
Helping first time buyers	Promote affordable home ownership products for first time buyers on suitable sites across the borough
Promoting modern methods of high quality construction	Work in partnership to develop and deliver high quality modern construction methods



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.

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 with regard to 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, which was undertaken in 2016.

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.

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.

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 considered to be 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 (a disposable income of less than 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%).

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. It is also expected that the implementation of the Homelessness Reduction Act will increase the need to use private rented housing in the borough, which will form part of the focus of the review.

The Council has established a cross-party working group of elected members, examining the role of private sector landlords in the borough, identifying any examples of poor practice, particularly in relation to poor housing conditions and management practices, and determining how the Council might use its powers, including enforcement where appropriate, to address any such issues. We will ensure that the recommendations of this working group are implemented during the lifetime of this strategy.



Child Street, Borton

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

According to the Government's 2015 Index of Multiple Deprivation, of the borough's twenty-two wards:

- One is within the most deprived 1% of all wards in the country
- Two are within the most deprived 3%
- Seven are within the most deprived 10%
- Twelve are within the most deprived 20%

Of those wards in the borough which appear in the most deprived nationally, three-quarters have become relatively more deprived since 2010. Grangetown is ranked as the sixth most deprived ward in the country.

The situation with regards to health deprivation is particularly stark within the borough, with nine of our wards appearing within the 10% most deprived wards in the country in terms of health deprivation and disability. Additionally, 16 wards (more than 70% of all wards in the borough) are within the 20% most deprived in the country for this domain.

Despite recent improvements in the headline unemployment claimant rate in the borough, it remains almost 50% above the national average. This situation is likely to worsen with the roll out of Universal Credit, which requires a broader range of claimants to seek employment. In terms of income deprivation, Grangetown is the third poorest ward in the country, with seven of our wards appearing in the most deprived 10%, and 13 within the most deprived 20%, of all wards in the country.

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. We have commenced a number of initiatives designed to tackle some of these issues, such as our Rethinking Parks programme and the development of the South Tees Community Bank.

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.

We recognise that one of the issues that many residents are concerned about in their neighbourhoods is that of anti-social behaviour and associated incidents. The Redcar and Cleveland Community Safety Partnership, which brings together statutory and voluntary agencies together with local RPs, has identified a reduction in such problems as one of its three priority outcomes.

To support this outcome, within the borough there are three area-based Community Safety Groups, involving a variety of agencies who take co-ordinated actions to address local anti-social behaviour issues. These groups also arrange weeks of action to target specific issues within neighbourhoods, such as engaging with communities to promote the reporting of issues and improve public confidence; community clean ups; engagement with youth services; and underage sales exercises in known hotspots. Individual case management is also discussed and, where possible, joint action is taken.



Beyond Housing's 60 minute garden makeover

Together with our RP partners, we will identify 'stress' areas for targeted action and will play a leading role in supporting the Community Safety Partnership to achieve its aim of reducing anti-social behaviour and associated incidents. This will be an important aspect of improving our neighbourhoods and the quality of life of our residents.

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.

Since 2012, the Council has delivered a very successful programme to reduce the number of long-term empty properties through the Empty Homes to Happy Homes partnership scheme with Beyond Housing. The scheme involves the lease and repair of long-term empty properties, funded through a combination of grant and loan assistance. This scheme has successfully brought 53 properties back into use, delivering 104 units of affordable accommodation for households in need.

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.

We recognise that, in some neighbourhoods, the priority will be arresting the perceived long-term decline of an area, before we and our partners are in a position to deliver transformational regeneration projects. It is vitally important that we all work together to improve the quality of life for all our residents, regardless of the challenges that a lack of funding and the quality of the physical and social environments may bring.

These efforts can sometimes be hampered by a lack of readily available and comparable data, which demonstrate the direction of travel with regard to the 'vitality' of individual neighbourhoods. In order to address this, we will endeavour to produce a series of indicators that can be used for this purpose and reviewed periodically in order to guide intervention decisions and to show progress.

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.



Low Pastures, South Bank

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. However, the redevelopment has stalled in recent years, in part due to issues in the local housing market and the availability of funding.

The Council, Beyond Housing and the Tees Valley Combined Authority have been in negotiations for some time to bring a deliverable project forward, in order to complete the final phase of the redevelopment. We are all committed to completing this flagship regeneration scheme during the lifetime of this housing strategy.

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. A design team has been appointed and a working group of residents formed. The Council welcomes this estate remodelling project, and will support appropriate bids to funding agencies in order to assist with its delivery.

Our Priorities and What We Will Achieve 2019–2024

Ensuring high quality homes in attractive locations	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
Enabling a private rented sector that works for all	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
Facilitating housing regeneration and renewal	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



3 Meeting the Needs of Our Ageing Population and Supporting People to Live Independently

Delivering a Quality Retirement Living

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 majority of older people wish to remain in their family homes for as long as possible. Many will need little support, whilst others may require adaptations to the home and/or domiciliary support services. We also recognise that housing that is designed to the Lifetime Homes Standard offer their occupants more flexibility in meeting existing or changing needs. We will work with developers to endeavour to increase the number of Lifetime Homes built in the borough.

However, in order to cater for the changing needs of this ageing population, we will also require greater numbers of specialist older person's accommodation. The SHMA identified, in particular, an undersupply of such units in both the market and affordable housing sectors, across all parts of the borough. We will work with both RPs and private developers to increase the proportion of older person's accommodation within residential developments.

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.

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 Dunes, Low Farm Drive, Redcar

The Council, in partnership with our local RPs and Homes England, has prioritised the development of extra care housing in recent years, and we currently have five schemes in the borough; two in Greater Eston, one in Redcar, one in Marske and one in Brotton.

In addition, we have recently seen the development of the Eston Community Village in partnership with a local RP, which provides a high quality environment for people with dementia, mental health issues and learning disabilities.

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.

The Council has, over the past decade, adopted a preventative approach to homelessness, meaning that the vast majority of individuals can be helped through appropriate advice and assistance to secure alternative accommodation, before their needs become so urgent as to require legal intervention. However, despite the continued overall success of this approach, in more recent years the Council has seen the numbers of households requiring us to invoke statutory duties, in order to secure appropriate accommodation, creep upwards towards levels not experienced since the mid-2000s.

The Council welcomes the introduction of the Homelessness Reduction Act, which places new duties on local housing authorities to intervene at earlier stages to prevent homelessness and to take reasonable steps to help those who become homeless to secure accommodation. It requires local housing authorities to provide some new homelessness services to all people in their area, regardless of priority need status, and expands the categories of people who they have to help to find accommodation.

We have been working with our local voluntary sector and RP partners to understand the current and future picture for homelessness or people threatened with homelessness across the borough and to understand the implications of the Act. It is clear that, whilst the largest volume of activity in this area is provided by the Council, there is significant activity across a number of organisations supporting people at risk of homelessness. We will review the current Homelessness Strategy with a view to developing a jointly owned strategy across all partners.

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

An analysis of the reasons for approaches to the homelessness service has seen that the issue of rent arrears and other housing-related debt has grown significantly in recent times. Much of this is likely to be linked to the Government's welfare reform programme, which has seriously impacted on those households on low incomes, many of whom are at risk of homelessness.

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 in excess of £500.

The introduction of Universal Credit is predicted to have an even more significant impact, with figures from national pilots showing one in five claimants not receiving initial payment within the six-week guideline, leading many to financial hardship. The average rent arrears for those in receipt of Universal Credit has increased by more than 60%.

One of the changes being introduced as part of Universal Credit is the requirement for individuals to apply online. This necessitates access to both appropriate IT equipment and the digital skills required to use them. The Council is proud that, despite the unprecedented cuts to local government funding in recent years, we have been able to maintain our network of libraries across the whole borough, each stocked with computers for public use. We will continue to prioritise these vital community resources in the coming years. We will also continue to invest in our money advice services, following the roll out of Universal Credit in the borough.

The impacts of welfare reform not only affect individuals directly, but they also damage the long-term business plans of our registered provider 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.

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

The Council and its partners will 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



Homecall services - Beyond Housing

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. We will work with our RP partners and the voluntary and community sector to increase accommodation options for single people and to identify vulnerable individuals who would benefit from their personal budgeting support services.

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. The Council intends to review its statutory duties, adapt more properties and consider more effective methods of assisting people to access adapted properties.

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.

The Council welcomes recent Government announcements that have reversed the planned extension of Local Housing Allowance restrictions to social housing, which had caused great uncertainty in respect of many supported housing schemes, especially those in development. It is unfortunate, however, that this uncertainty did lead to the cancellation of a number of planned supported housing schemes in the borough, which would have provided much needed accommodation to those with care and support needs.

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. As such, we welcome the Government's proposals for the future funding of supported housing.

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. This strategy will not only cover the requirements for short-term supported housing, as required under the Government's proposals, but will also examine longer-term needs and the geographical coverage of appropriate supported accommodation options.

Our Priorities and What We Will Achieve 2019–2024

Delivering a quality retirement living	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
Preventing homelessness and ensuring choice in housing	Review the existing Homelessness Strategy
	Work with our partners in the Tees Valley to review the operation of the Compass choice based lettings scheme
Minimising the impact of welfare reform	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
Enabling independent living	Work with RPs 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
Planning a strategic approach to supported housing	Develop a comprehensive supported housing strategy for the borough

Conclusion

Taking the Strategy Forward

This strategy establishes our vision, key objectives and priorities for housing in the borough, together with the actions proposed in order to achieve them. Whilst the Council will lead on many of these actions, it is clear that they cannot be undertaken by any one organisation in isolation. We will, therefore, work in close partnership with our key partners and stakeholders in the borough and wider region, in order to deliver this housing strategy and improve the quality of life of our current and future residents.

Monitoring

Appropriate performance measures will be developed to ensure that the key objectives of this housing strategy are being achieved. These will be incorporated within the Council's performance management framework and reported on an annual and, where possible, quarterly basis.

A Housing Strategy Delivery Plan has been developed as an appendix to this document. Progress against the actions contained within this strategy will be reported to the Council's elected members via the Housing Strategy Forum. An annual update, including key achievements, will also be provided by the relevant Cabinet Member in their annual report to Borough Council.

Resourcing

Reductions in public spending will continue to set a significant challenge to both the Council and our public sector partners in delivering the key objectives of this housing strategy. However, the increased national focus on housing has led to the announcement by Government of additional funding programmes, which is welcomed. The Tees Valley Devolution Deal also offers opportunities for funding decisions, including those relating to housing, to be made at a more local level.

We will aim to maximise the resources available to deliver this housing strategy by continuing to work in close partnership with key stakeholders and funding agencies. These include Tees Valley Combined Authority; RPs; Homes England; the Ministry of Housing, Communities and Local Government; the Department of Health and Social Care; NHS agencies; voluntary and community sector organisations; private developers and landlords. The Council will make its own resources available, where possible, including the appropriate use of developer contributions from the planning process and through the budgeting arrangements set out within our Medium Term Financial Plan.

Glossary

Accelerated Construction Programme	A Government programme to support the residential development of surplus public land at pace.
Affordable Housing	Affordable housing is defined in the NPPF as housing for sale or rent at a sub-market level to eligible households whose needs are not met by the market. This may include social/affordable rent and/or affordable home ownership products.
Affordable Home Ownership	A range of products designed to assist those who cannot afford to buy a property on the open market.
Affordable Rented Housing	Rented housing owned and managed by RPs and provided at a sub-market rent at up to 80% of local market rents.
Affordable Housing Supplementary Planning Document	A planning document which provides detailed guidance for the provision of affordable housing in the borough
Area Growth Plans	Council investment plans covering East Cleveland, Greater Eston and Redcar, designed to boost growth and ensure the benefits are felt in every community.
Assistive Technology	Devices that support an individual to maintain or improve their independence, safety and well-being.
Bedroom Tax	Informal name for a welfare reform that restricts housing benefit payments to households who are assessed as renting a property with more bedrooms than they require.
Brownfield Land Register	The register provides up to date, publicly available information on brownfield land that is suitable for housing.
Build to Rent	The development of new homes specifically for the private rented market rather than for sale.
Category 1 Hazards	Through the Housing Act 2004, the current system for assessing housing conditions and enforcing housing standards was introduced. Hazards are now rated according to how serious they are. Category 1 Hazards are deemed to be the most serious, with a legal duty placed on the Council to take action.

Census	The official count of all people and households within the United Kingdom, conducted once every 10 years.
Choice-based lettings	Choice-based lettings schemes are designed to allow an element of choice for people applying for social housing. The Tees Valley scheme is known as Compass. As properties become available, full details are advertised on the Compass website and applicants can place a bid.
Community-led housing	A model where local people and community groups play a leading role in addressing local housing needs.
Community Safety Partnership	A statutory body responsible for reducing crime and disorder, substance misuse and re-offending within their area.
Compass	The choice-based lettings scheme for Tees Valley.
Council Tax	A local taxation system for residential dwellings, which assigns each property into one of eight bands based upon value.
Decent Homes Standard	<p>A 'decent home' is a property that meets a minimum standard set by the Government. A decent home should:</p> <ul style="list-style-type: none"> • be free from Category 1 Hazards; • be in a reasonable state of repair; • have acceptable and modern facilities and services; and • provide an acceptable level of thermal comfort
Dementia Action Alliance	An alliance for organisations across England to connect, share best practice and take action on dementia.
Department of Health and Social Care	The Government department responsible for the nation's health and social care.
Disabled Facilities Grants	A funding mechanism, administered by local authorities, which contributes towards the cost of providing adaptations and facilities to enable disabled people to continue to live in their home.
Discretionary Housing Payments	An additional sum of money, paid by local authorities, that can be applied for by those in receipt of housing benefit or universal credit who cannot pay all of their housing costs due to financial hardship.
Economically Vulnerable	Households in receipt of at least one income-related or disability benefit.

Eco Village	A development of high quality housing in South Bank that provides sustainable homes with exceptionally high environmental standards.
Empty Homes to Happy Homes	A partnership project which brings long-term empty homes back into an affordable use, whilst providing training and employment opportunities for young people.
End Fuel Poverty Coalition	A broad coalition of anti-poverty, environmental, health, trade union and consumer organisations working together to eradicate fuel poverty.
Energy Company Obligation Scheme	A Government energy efficiency scheme designed to help reduce carbon emissions and tackle fuel poverty.
Eston Community Village	A development of high quality apartments and bungalows providing accommodation with support for people with dementia, mental health issues, learning disabilities and older people.
Extra Care Housing	Housing established to provide care and housing support to people who are finding it increasingly difficult to cope due to physical frailty, dementia or other needs, but who can, and still wish to, maintain a level of independence.
Fuel Poverty	A household is defined as being in fuel poverty if more than 10% of their income is spent on fuel costs.
Fuel Poverty Intervention Grant	Financial assistance provided by the Council to those in fuel poverty or where there is vulnerability due to serious health issues or disability.
Growth Strategy	A Council strategy which aims to develop the borough's workforce and economy, alongside an ongoing commitment to develop our economic infrastructure and improve the quality of place.
Help to Buy	Help to Buy is a Government funded initiative to help first-time buyers into the housing ownership.
Homelessness Reduction Act	An Act of Parliament which places new legal duties on local authorities to ensure that everyone who is homeless or at risk of homelessness has access to meaningful help and support.

Homelessness Strategy	A Council strategy, required by law, which aims to prevent homelessness in the borough; secure that sufficient accommodation is available for those who are or may become homeless; and provide satisfactory support for those at risk of homelessness.
Homes England	The Government agency with responsibility for funding and delivering new housing in England, with a particular role in the funding of affordable housing.
Housing Infrastructure Fund	A Government capital grant programme, awarded to local authorities on a competitive basis, which provides funding for new infrastructure that will unlock new homes in areas of greatest housing need.
Housing Learning and Improvement Network	A network of housing, health and social care professionals who explore housing solutions for an ageing population.
Housing Market Renewal	A previous Government funding programme, which operated between 2002 and 2011, with the aim of tackling housing market failure and low demand in the North and Midlands.
Housing Strategy Forum	A cross-party forum of elected members of Redcar and Cleveland Borough Council, who have come together to help steer the review and delivery of the Council's housing strategy.
Index of Multiple Deprivation	The official Government measure of relative deprivation for small areas (neighbourhoods) in England. The index ranks every small area in England from 1 (most deprived area) to 32,844 (least deprived area).
Landlord Charter	A free and voluntary scheme to improve housing standards and develop effective partnership working with private rented sector landlords.
Lifetime Homes Standard	Homes which are designed to incorporate specific design features, which support the changing needs of individuals and families at different stages of life.
Local Housing Allowance	An area-based limit of housing benefit entitlement rates for tenants renting in the private sector.

Local Plan	The Council's planning policies, sometimes referred to as the Development Plan, which was adopted in May 2018. It determines how much new development is required in the borough in the period until 2032. It identifies which areas should be developed, where should be protected and how we might best mitigate the impacts and provide infrastructure to support development. All planning applications need to be determined in accordance with the Local Plan.
Long-term Empty Home	Homes which have been registered as vacant for the purpose of Council Tax for at least six months.
Low Income High Cost	The Government measure of fuel poverty which compares household income with household energy requirements and fuel costs.
Medium Term Financial Plan	The plan which sets out the Council's overall financial strategy, balancing revenue costs and capital investment with the need to achieve budget savings.
Ministry for Housing, Communities and Local Government	The Government department responsible for housing, planning and local government. They also supervise Government agencies such as Homes England.
Modern Methods of Construction	The use of modern products and processes, including off-site construction techniques, within the housebuilding industry, designed to reduce costs and produce more, high quality homes in less time.
Money Advice Services	Services to residents which aim to assist with budgeting skills, managing debt problems and maximising income.
National Planning Practice Framework	The NPPF sets out the Government's planning policies for England and how these are expected to be applied, alongside national requirements for the planning system.
Objectively Assessed Need for Housing	A local assessment, required by the National Planning Policy Framework, of the total level of housing needed in the borough in future years.

Office for National Statistics	A Government agency which is responsible for conducting the census and also collects and publishes statistics relating to the economy, population and society at national, regional and local levels.
Permission in Principle	A process which establishes whether a site is suitable 'in principle' for a development where residential uses would make up the majority of the floor space.
Place Board	A board comprising the leaders of business and public sector communities in the area, which oversees the Place Marketing Initiative.
Place Marketing Initiative	A long-term project designed to promote the borough and position Redcar and Cleveland as a great place to enjoy, live and do business.
Planning Practice Guidance	Government guidance on a range of planning issues, which should be read in conjunction with the National Planning Policy Framework.
Private Rented Sector	Properties which are rented by tenants from private landlords, who are usually either individuals or companies.
Private Sector Housing	Housing which is either owner occupied or in the private rented sector.
Private Sector Housing Stock Condition Survey	A survey that assesses the quality of houses in both the owner occupied and private rented sectors in the borough by carrying out detailed inspections of a sample of properties.
Registered Provider of Social Housing	A registered provider (RP) is an organisation registered with the Regulator of Social Housing. Whilst the majority are housing associations, local authorities, housing co-operatives and companies may also be registered.
Regulator of Social Housing	The organisation responsible in England for the regulation of registered providers of social housing.
Right to Buy	A legal right which enables eligible council or housing association tenants to buy their home at a discount.

Selective Licensing	<p>A local authority can exercise its powers to introduce the licensing of private rented homes to address issues within a designated area experiencing:</p> <ul style="list-style-type: none"> • poor property conditions; • high levels of deprivation or crime; • an influx of migration; • low housing demand; or • significant anti-social behaviour.
Self-Build	A generic name for a range of building models in which the eventual occupier of a new home plays a substantial role in its design, location and construction.
Shared Equity	An affordable home ownership product which involves money being loaned to the buyer, thereby reducing the deposit required.
Shared Ownership	An affordable home ownership product which offers a share of the home (typically between 25% and 75%) with rent payments on the remaining share.
Shared Ownership and Affordable Homes Programme	A Government funding programme, administered by Homes England, which provides grant funding to Registered Providers to develop new units of affordable housing.
Social Housing	Rented housing owned and managed by RPs and provided at a sub-market rent calculated in accordance with a national rent regime.
Social Rented Housing	Rented housing owned and managed by RPs and provided at a sub-market rent in accordance with a national rent regime.
South Tees Clinical Commissioning Group	A health body made up of local GP Practices working together to commission services for the South Tees population.
South Tees Development Corporation	An organisation which was established as part of the area's response to the closure of the SSI Steelworks. It has been granted powers by Government to promote economic growth and commercial development on approximately 4,500 acres of land to the south of the River Tees.
Starter Homes	A Government initiative designed to promote home ownership by providing a 20% discount against market value of new build homes to first-time buyers under the age of 40.

Strategic Economic Plan	The industrial strategy produced by the Tees Valley Combined Authority, which sets out plans to create 25,000 jobs and add £2.8bn to the sub-regional economy by 2026.
Strategic Housing Market Assessment	An assessment undertaken to determine the need for new housing in the borough, including market and affordable housing, and the locations, sizes and types of accommodation required.
Sub-national Population Projections	Estimates at regional and local levels, produced by the Office for National Statistics, of the future size and age structure of the population.
Supported Housing	Housing which provides support services as an integral element of the scheme.
Telecare	A system of remote monitoring of a vulnerable person, who may be at risk of a fall or other emergency, using sensors and/or personal alarms.
Tees Valley Combined Authority	A partnership, chaired by the Tees Valley Mayor, of the five local authorities in the Tees Valley, who work closely with the business community and other partners to drive economic growth and job creation in the sub-region.
Tees Valley Devolution Deal	An agreement which transferred specific powers and responsibilities from Government to the Tees Valley Combined Authority. The 30-year devolution deal also included funding worth more than £450m, plus an additional £500m to invest in local projects.
Tees Valley Housing Strategy	A strategy developed for the Tees Valley Combined Authority, which aims to support the economic ambitions of the sub-region by meeting the housing needs of its population and attracting people to live in the Tees Valley.
Traveller Pitch Funding	Government funding, administered by Homes England, to support local authorities, housing associations and other partners to provide good quality public traveller sites and help meet the accommodation needs for these communities.
Universal Credit	A Government welfare reform, which replaces six former benefits with a single monthly payment.

Vulnerable Person	Someone in need of special care, support or protection because of age, mental illness or physical support need, or may be at risk of abuse or neglect.
Welfare Reform	A Government programme of changes introduced in 2012 to reform the welfare system.



this is
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