

Name of meeting: Economy and Neighbourhoods Scrutiny Panel
Date: 19 July 2018
Title of report: Housing Strategy
Purpose of report Housing issues and the emerging Kirklees Housing Strategy

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	Any future Cabinet report would require a KDN
Key Decision - Is it in the Council's Forward Plan (key decisions and private reports?)	As above
The Decision - Is it eligible for call in by Scrutiny?	Yes
Date signed off by Strategic Director & name	Karl Battersby - 11.07.2018
Is it also signed off by the Acting Service Director for Finance IT and Transactional Services?	n/a
Is it also signed off by the Service Director for Legal Governance and Commissioning Support?	n/a
Cabinet member portfolio	Cllr Cathy Scott - Adults and Independence

Electoral wards affected: All

Ward councillors consulted: At this stage none

Public or private: Public

1. Summary

1.1 The Economy and Neighbourhoods Scrutiny Panel during 2017/18 held a number of discussions around housing issues and the emerging Kirklees Housing Strategy.

1.2 The main areas for discussion and debate included:

The context surrounding the changes in demand for housing in Kirklees.

- The availability and affordability of housing, plus the changing needs of the population.
- The types of housing on offer in Kirklees.
- The Council's Allocations Policy, including the current open age policy.
- What is being done to influence and enable the delivery of more homes, including planning policy, the Local Plan and new approaches including consideration of

innovative and modern methods of construction in partnership with others to increase the speed of and number of new homes developed?

- What is being done to in relation to the condition and regulation of private rental accommodation and improving the standards in other tenures in both existing and new homes?
- What is being done to deal with the particular housing needs of 'vulnerable' people, including the provision of Extra Care housing and other specialist supported accommodation?
- What is being done to deal with homelessness in Kirklees, including rough sleeping especially when there are severe weather conditions?

2. Housing Strategy 2018-23 (Draft)

2.1 The Housing Strategy 2018-23 has been developed over recent months and has been shaped and influenced by comments and feedback from a range of internal and external stakeholders. Including:

- Elected members including the Economy and Neighbourhoods Scrutiny Panel
- Kirklees Council colleagues
- Health and Clinical Commissioning Groups (CCG's)
- Kirklees Neighbourhood Housing (KNH)
- Kirklees Homelessness Forum
- Kirklees Supported Housing Group
- Housing Associations and Developers
- Voluntary sector including organisations representing and supporting people who are homeless, at risk of becoming homeless or rough sleeping.

2.2 The Housing Strategy sets out the Council's key challenges and ambitions for housing and housing services in Kirklees over the next 5 years and supports the key Kirklees outcomes. The strategy focuses on the three priorities of addressing housing need, improving housing quality and enabling housing growth. The draft Housing Strategy is attached to this report.

2.3 A high level Year One Action Plan has been developed which prioritises actions and identifies the outcomes to be achieved. Members of the Economy and Infrastructure Scrutiny Panel will note that the Year One Action Plan features many if not all the actions identified as key areas by the Panel. The draft Year One Action Plan is attached to this report.

2.4 The draft Housing Strategy 2018-23 and draft Year One Action Plan will be considered by Cabinet in August and then go onto Council in September for approval.

3. Information required to take a decision

N/A.

4. Implications for the Council

4.1 Early Intervention and Prevention (EIP)

4.2 Economic Resilience (ER)

4.3 Improving Outcomes for Children

4.4 Reducing demand of services

4.5 Other (e.g. Legal/Financial or Human Resources)

5. Consultees and their opinions

Not applicable.

6. Next steps

The Overview and Scrutiny Panel for Economy and Neighbourhoods takes account of the information presented and considers the next steps it wishes to take.

7. Officer recommendations and reasons

- 7.1 The Economy and Neighbourhood Scrutiny Panel note the draft Housing Strategy and comments are noted and shared with the Portfolio Holder, Adults and Independence.

8. Cabinet portfolio holder's recommendations

The portfolio holder, Councillor Cathy Scott agrees with the approach outlined above in the officer recommendations.

9. Contact officer

Helen Geldart - Head of Housing Services

helen.geldart@kirklees.gov.uk

(01484) 221000

10. Background Papers and History of Decisions

Draft Housing Strategy and Draft Action Plan appended to this report.

11. Service Director responsible

Naz Parkar - Director of Housing

naz.parkar@kirklees.gov.uk

(01484) 221000

Kirklees Housing Strategy 2018-2023

DRAFT v14ki as at 6.7.2018

Contents

Page

1. Foreword

2. Our Housing Vision

3. Summary

4. Introduction

5. Strategic Context:

National and Regional
Local
Key challenges

6. Priority outcomes:

Housing Need
Housing Quality
Housing Growth

7. Conclusion

8. Delivery, monitoring and review

9. Engagement

10. Action Plan

1. Foreword

Our Housing Ambition

‘Kirklees offers a greater range of good quality mixed tenure housing, where people live in suitable, warm, safe and affordable homes in attractive and prosperous places throughout their lives.’

The Kirklees Housing Strategy sets out our shared vision for housing, housing services in Kirklees and for the people who live here. It focuses on the priorities of Kirklees Council, our partners and stakeholders and our residents to enhance people’s lives and invest to strengthen our communities.

Access to a good home is vitally important to people’s lives. It is important for people’s start in life, ongoing health and well-being, economic prosperity, security and to foster aspirations. Housing underpins our vision for Kirklees to be a district which combines a strong, sustainable economy with a great quality of life – leading to thriving communities, growing businesses, high prosperity and low inequality where people enjoy better health throughout their lives.

Delivering our strategy will not be easy and requires help and support from our wide-range of partners. It recognises that if we are to achieve our ambitions and outcomes we need the support, input and resources of a wide cross section of partners. This is reflected in the approach we have taken in the shaping of the vision, strategy and development of the action plan.

Cllr Cathy Scott
Portfolio holder, Adults and Independence

2. Our Housing Vision

Our housing strategy covers the period 2018 to 2023. It sets out our shared vision for housing, and housing services in Kirklees, and for the people who live here. It focuses on the priorities of Kirklees Council, our partners and stakeholders, and our residents. It underpins the vision that the Council has for Kirklees, for a district with a strong sustainable economy and a great quality of life, where our communities thrive, business is growing and where people enjoy better prosperity, reduced inequalities and better health throughout their lives.

The strategy sets out the pivotal role of good housing in enabling and supporting people’s health and wellbeing and helping them to aspire to, and achieve happy and successful lives. It focuses on outcomes, and making a difference, for example for vulnerable groups, of all ages – older people and also young households, and young adults leaving care and

transitioning into independent living. Preventing homelessness, and enabling people to access and sustain a suitable and settled home is a key theme.

Our strategy takes a collaborative and enabling approach. It recognises that if we are to achieve our ambitions and outcomes we need the support, input and resources of a wide cross section of partners. This is reflected in the approach we have taken in the shaping of the strategy, and development of the action plan.

Kirklees is open for business. Our strategy highlights the importance of delivering more, better and affordable homes, at pace; it provides an opportunity to focus interventions and catalyse development, and makes clear that our ambitions are for housing growth and the boost this brings to our local economy. Equally we want to ensure not just an increase in the numbers of homes but supply of the right mix and type of homes, and homes that are affordable, of a high quality, supported by good infrastructure and support to the individual where this is needed.

We have considered a wide range of evidence and looked at the challenges that we will address, working with key partners. From this, we have developed three themes which will be our priorities as we move forward with implementation. These are;

Housing Need, Housing Quality, Housing Growth

In partnership, we will work together to address the challenges identified in the strategy to drive forward our ambitions, realise our vision and deliver the priorities for housing that will make a difference for Kirklees residents.

Our partners include colleagues from across the Council and Health, Clinical Commissioning Groups (CCG's) KNH Kirklees Neighbourhood Housing (KNH) and Pinnacle PSG, housing developers and investors, Housing Associations, private landlords, the third sector and our housing forums.

The strategy will be supported by further specialist housing delivery plans such as for older people, people with physical disabilities, learning disabilities or mental health issues. The Housing Growth Delivery Plan sets out a range of interventions to support housing and associated regeneration schemes which contribute to sustainable growth in Kirklees, and is a key document which sits alongside this strategy.

Our partners will shape the Housing Strategy Action Plan. This is a live document and will be reviewed on an annual basis to ensure we are on track with delivering our priorities. Where changes in direction are needed, the Action Plan will be amended to reflect this.

3. Summary

Kirklees's Housing Strategy for 2018 – 2023 sets out the key housing issues that the Council and its partners will address, recognising the opportunities as well as the challenges. The strategy supports and complements the Local Plan which is currently reaching the end of the examination process. It is also a key contributor to the ambitions and outcomes set out in the Joint Health and Wellbeing Strategy and the Economic Strategy, and underlines how good, secure and affordable housing in attractive and inclusive communities, underpin the overarching partnership outcomes we want to see for Kirklees, and the people who live and work here.

The key issues addressed in the strategy are summarised here:

- **Housing demand outstrips supply**
- **Home ownership is out of reach for many households**
- **Demographic changes and needs of vulnerable groups for more specialist / supported housing**
- **Increasing numbers of people becoming homeless**
- **Higher than average energy inefficient homes and levels of fuel poverty**
- **Responding to Grenfell**
- **Responding to the need to improve substandard homes and tenancy management in the private rented sector**

In response, our three priorities for housing in Kirklees are;

- To meet the **housing need** of vulnerable people
- To improve **housing quality** and make the best use of existing housing
- To enable **housing growth** and the long term supply of market and affordable housing

Housing growth is a challenge across all tenures and provision types. 1,730 new homes are needed every year between 2013 and 2031, with an annual net imbalance of 1,049 affordable homes over the next five years. Market housing is out of reach for many. There is a commitment by the Council to enable and facilitate the delivery of 10,000 new homes by 2023, maximising the use of council owned land to provide 1,000 of those new homes. This ambition and desire to move forward at pace, will only be achieved through innovative and creative change, including new and modern construction methods and new funding sources.

The strategy identifies the need to increase supply of more specialist and supported housing for older and other vulnerable groups of people, alongside support to enable them to continue or achieve successful and independent lives in a safe and suitable home. Population is growing in Kirklees and for people aged 65 plus the projected increase is

nearly 40% by 2031, so we need to ensure a sufficiency of the type of homes that people want and need as their circumstances change.

Around 12,000 people are registered for social housing in Kirklees, and the impact of welfare benefit changes suggests these numbers will rise. Homelessness is increasing and the implementation of the Homelessness Reduction Act, whilst not widening the groups of people for whom the Council has statutory duties to accommodate, will impact on the way we work with people in housing need.

The quality of housing across existing and new build development including the quality of management practices in the social and private rented sectors is a focus, and we outline our intention to develop an overarching Kirklees Quality Standard framework to drive up conditions and management practice across both social housing and the private rented sector, where this is necessary. We will work closely with our partners such as KNH and Pinnacle PSG to improve council managed homes and estates, with private sector landlords, and developers; this strengthened approach to new, and more, partnership arrangements and innovative practices is a theme which runs throughout the strategy.

The strategy sets out what the Council and KNH are already doing to ensure standards are met to assure the health and safety of tenants, and the additional work undertaken following the Grenfell fire. There will be more to do, and we await the outcome of the independent enquiry.

Having reviewed the challenges that face us in achieving the vision for housing and the places where people live in Kirklees, we also capture the benefits and opportunities that are available. The positioning of Kirklees, close and easily accessible to the major cities of Leeds and Manchester through the rail and motorway network is a real strength for growing homes and jobs and attracting wealth into the district. The North Kirklees Growth Zone programme is ambitious and transformational, offering major investment of £1.9 billion.

In partnership, we have developed our first year Action Plan to establish how we intend to bring about the outcomes we want for Kirklees that will address housing need, quality and growth. The Action Plan will undergo a review process as we come to the end of the first year, and we will set out refreshed plans that are updated annually for the life of the strategy.

4. Introduction

Kirklees is right in the heart of Yorkshire, playing our part in generating futures, fortunes and opportunities for our communities and the businesses of the north.

Our strength has always been our ability to change, adapt and innovate, and our capacity to develop and innovate.

We make things here – and continuing to grow and develop our manufacturing and engineering expertise, our businesses have made wealth, not only for themselves but for all skilled people who work for them and an increasing network of smaller businesses which have evolved to supply them.

Above all, this is a truly great place to live – over 70% of our area is rural with rolling hills and moorland on the doorstep of the Peak District and less than 45 minute commute to Leeds, Sheffield and Manchester.

Corporate Vision, shared outcomes and housing priority outcomes

Kirklees Council has a shared vision to create a district which combines a strong sustainable economy with a great quality of life – leading to thriving communities, growing businesses, high prosperity and low inequality where people enjoy better health throughout their lives.

Housing contributes to a number of the Council's and its partners' shared outcomes, especially around improving people's health and wellbeing, the quality of the places where they live and strengthening people's sense of economic confidence.

The housing strategy reflects these, and the achievement of our priorities feed into the difference to people's lives that together, we seek to achieve.

The seven Kirklees outcomes that this strategy supports are shown below. (Comms to replace this with the corporate symbols for the key corporate themes)



5. Strategic Context

The Housing Strategy for Kirklees reflects our ambition for people and place across the district but it doesn't stand in isolation. People in Kirklees want, and need, good quality places to live, no matter where in the district they live. And, where support is needed, this must be available, accessible and appropriate to meet their needs. Housing is crucially important to the economy and the wellbeing of our communities. Housing growth is central to creating sustainable economic growth. It provides employment opportunities including apprenticeships and scope for the upskilling of individuals, communities and business. Good, quality housing provides people in Kirklees the opportunity to live in inclusive and cohesive communities, to maximise their physical and mental health, to feel safe and protected from harm, and offers people a spring board for their ambitions and aspirations.

This strategy is a crucially important document which supports the priorities and actions identified in our two key strategic pillars; the Kirklees Economic Strategy and the Joint Health and Well Being Strategy.

There are a number of linked policies and plans with outcomes which this strategy helps to deliver. These include the Housing Growth Delivery Plan for Kirklees, the Kirklees Preventing Homelessness Strategy and the Housing Allocations Policy for Kirklees.

5.1 National Context

From a national perspective, the government's focus remains on boosting the overall supply of housing as set out in the White Paper, "Fixing Our Broken Housing Market" published in 2017. It identifies the slow pace of development and the housing market structure inhibiting building at scale and seeks to enable faster development, market diversification and innovative construction methods.

Following from the White Paper, a series of measures to reform Planning further were announced in the Autumn Budget 2017. They include intervention where there is a failure to progress Local Plans and an expectation for local authorities to bring forward 20 per cent of their housing supply as small sites.

The public enquiries into the Grenfell tower fire will impact on the ways in which all local authorities and partners who provide social housing and companies who are planning or undertaking development ensure the ongoing safety of their tenants and residents. Legislative changes are likely to be significant and have financial implication across the whole housing sector, however we are already working hard with partners to ensure our response is swift and able to cope with changes in order to keep our residents as safe as possible.

5.2 Regional Context

Kirklees is part of the Leeds City Region (LCR) which covers a large and diverse geographical area, and yet functions as a coherent economic unit in which the great majority of residents both live and work. It is at the heart of the economy in the north of England and the biggest economy outside London, worth over £62 billion and generating 5% of England's output.

In April 2017 the West Yorkshire Combined Authority approved the Leeds City Region Housing Policy Position Statement which set out an ambition to invest in housing and regeneration to maximise the City Region's economic growth potential and deliver balanced 'good' housing growth across all tenures, age ranges and price ranges.

In order to emphasise and enable a more focused approach to housing, the Combined Authority have been working with partners to develop a document setting out a housing vision for the Leeds City Region. The vision sets out the collective aims, ambitions and principles for creating good places to live in the Leeds City Region, namely;

- Building inclusive neighbourhoods for towns and cities of the future
- Connecting communities, spreading prosperity, extending opportunity
- People centred growth, clean, high quality development approach
- 13,000 new homes to be delivered to support economic growth

It is a high level document which is part of a package of plans comprising of the Housing Policy Position Statement and Leeds City Region Strategic Sites Pipeline.

Work is ongoing to develop a further document, the Leeds City Region Housing Delivery Prospectus which will reflect public sector investment including Housing Infrastructure Fund investment across the City Region and potential gaps in resource required to accelerate or ensure delivery momentum can be improved in some areas and maintained in others.

This housing strategy firmly aligns with the region's priorities and we will continue to work collaboratively with partners nationally and across the City Region to get the best outcomes for our communities.

5.3 Local Context - Kirklees

Kirklees is situated in the very heart of Yorkshire, with a diverse set of communities, each with different histories, capacities (assets) and needs. It is a district without a single urban core, in comparison to other local authorities such as Leeds. It's a district of great geographic and cultural variety. Equally, the Kirklees Housing Market is diverse in terms of availability, type and tenure of stock and affordability. Whilst the delivery of new homes is not at the levels we need, construction activity in affordable housing represents around £9 to 10 m of investment, based on typical construction costs. This level of investment is also important in securing construction jobs; the Government estimates that this level of investment would secure up to 120 jobs¹

Dewsbury is the principal town in north Kirklees, with good rail links to Leeds, and road access to Bradford and Wakefield. Dewsbury is dominated by its manufacturing and its industrial and architectural heritage. It has a diverse cultural and population mix. It has a retail centre in need of investment, repurposing, requiring sustainable longer term growth. It also has pockets of poor housing market growth, deprivation and poor environment. With nearby Batley, Dewsbury's place in the North Kirklees Growth Zone – the biggest transformation project outside Leeds in the City Region - will help its longer term growth and economic and social recovery.

Huddersfield dominates the south of Kirklees, with innovative textile and engineering industries, and heritage, and a retail offer. It is also consolidating its role as a university town. Huddersfield serves the more rural Colne, Holme, and Dearne valleys, and settlements such as Marsden, Meltham, Holmfirth and Denby Dale. Parts of the Colne and Home valleys lie within the Peak District National Park.

Connectivity by rail in Kirklees is a relative strength; Leeds can be reached from Dewsbury and Huddersfield within 20 minutes. The M62 provides good regional interconnectivity meaning our major centres are well connected and lie at the heart of the Leeds City Region. This connectivity offers real opportunity in linking business and the local workforce with the wider city region and we recognise the scope this brings to the quality of place, and the

¹ Laying the Foundations: A Housing Strategy for England, 2011

communities that people live in, which is equally as important a consideration as the quality of individual homes.

5.4 The key challenges we face

Demographics and housing supply

Population growth, along with changes in housing demand are forecast to drive overall demand for housing. It is estimated² there will be 186,000 households in Kirklees in 2019, increasing to 193,000 by 2024, an increase of 9% on 2014.

There are a total of 182,559 dwellings across Kirklees but there is an undersupply of new homes and we don't have enough of the type, range and numbers of homes that we need. The Kirklees Strategic Housing Market Assessment (SHMA) 2016 identified a need for 1,730 new homes, every year, between 2013 and 2031, with an annual net imbalance of 1,049 affordable homes over the next five years. New home completions in 2017/18 are expected to be below the anticipated annual growth in household numbers.³

A breakdown of Kirklees's household forecasts show a prominence of new, small households. The most significant increases by 2039 are forecast for:

Single person households, increasing from 54,000 to 65,000

Households with dependent children, increasing from 54,000 to 60,000

Couple, no other adult, increasing from 46,000 to 56,000

Couple, one or more adult child, increasing from 13,000 to 15,000

The district has a weak supply of new housing and there are often high land value and profit expectations, which makes accelerating supply difficult. It is made harder by attractive countryside and development restraint policies, and pockets of high prices, and a weaker market and poor supply in parts of the north.

Affordability

Affordability is an issue, particularly for younger households and households on low incomes but also, more intermediate incomes. The average (mean) house price for the period April – June 2017 was £ 166,728⁴, a difference of £13,700 for the same period in 2007 when the average house price in Kirklees was £153, 028. The average (mean) gross household income in Kirklees is £36, 010, with a median of £28,802. However there are marked variations in the district, with this figure dropping to just over £26, 000 in some areas.⁵

Housing costs are also an issue for people who are privately renting with the average private sector rent in Kirklees for 2016 – 17 at around £516 per calendar month. Demand for homes in the private rented sector is seen as being driven by students; young people who cannot afford to buy a property; and low income households, including single parents. The

² Kirklees Factsheets 2017

³ Figures for 2017/18 not available at time of writing.

⁴ HM Land Registry, price paid data

⁵ CACI Paycheck Model 2017

expansion of the private sector means that it also provides short term accommodation for middle- and higher-income households moving into the area.⁶

⁷ Rents are rising, and in April 2016 the government imposed a 4 year “freeze” on Local Housing Allowance levels, the housing benefit that is paid to people who live in the private rented sector.

These overall figures mask significant variations in costs, across all areas in Kirklees. It is this challenge of inequality, and people’s ability to access a decent home irrespective of their economic circumstances, their stage of life and where they live, or aspire to live, that this strategy aims to address.

Because Kirklees does not have major single tenure estates and wider regeneration problems, its challenges and issues tend to be more of an individual nature at the local level, with wide income variations and sub-district housing markets.

Homelessness

There is a national rise in the numbers of people being recorded as homeless, with numbers increasing steadily. This trend is reflected across all regions, including in Kirklees. In 2016/17, the Council accepted a statutory duty to 462 homeless households in priority housing need, an increase of 14% on figures for the previous year, and 35% increase since 2013/14. However, these figures are probably “the tip of the iceberg” as not all households who have a housing need will meet the thresholds for the statutory duty to be triggered, and “hidden households” who are staying with friends and family, may not contact us.

There are around 12,000 people currently registered for social housing in Kirklees. We anticipate more people in housing need will contact our services for help and support with additional pressures on people’s housing costs, as a result of ongoing benefit changes. Following the implementation of the Homelessness Reduction Act⁸, we have new statutory duties to work with a wider group of people who approach us with a housing need and to work more intensively with them. This includes for example, jointly developing and agreeing to a personal housing action plan with individuals, to support people in achieving a successful and sustainable resolution to their housing need. This represents a positive improvement from previous duties where less vulnerable people (mainly single or couples without children) may have received less support and provided with advice rather than meaningful assistance.

The Council’s Preventing Homelessness Strategy is being updated and will set out a revised approach to homelessness prevention in Kirklees.

⁶ Kirklees Strategic Housing Market Assessment 2016

⁷ Valuation Office Agency

⁸ It is important to note that the new Act does not widen the groups of people for whom the Council *must* secure accommodation.

Improving Standards

We will drive up and improve the standards of homes and management practices in the private rented sector. Legislative changes as set out in the Housing and Planning Act 2016 mean that the Council has new responsibilities, for example with regards to rogue landlords and licensing for houses of multiple occupation, and ensuring that private rented properties meet the revised standards around energy performance and room sizes.

17% of homes in Kirklees are privately rented; the evidence shows that within this sector, over 6,600 homes are affected by property issues which present the most serious risk to the health and safety of the property's occupants (*source: BRE 2016*). Examples of this include the risks of people having trips and falls within their home.

Although there has been a very modest decrease in fuel poverty⁹ this remains a significant challenge for a large number of people in Kirklees. Fuel poverty levels in Kirklees are higher than regional and national averages at 13.1%. Latest figures for England are 11.1%, and for Yorkshire & the Humber 12.1%.¹⁰ Higher than average number of Kirklees households therefore, are struggling to afford to heat their home effectively. We know that living in a cold damp home presents a significant threat to health and so we need to do more to improve the conditions of the worst housing stock, for the wellbeing of residents.

Kirklees has a growing and ageing population. There is a need therefore to increase not just the numbers of housing, but the types and range of housing and related services for people who need some sort of specialist accommodation and support. This includes older people, people with learning and physical disabilities, people with mental health needs and other vulnerable groups, many of whom have a range of complex needs.

⁹ Insight, Kirklees Council Policy News, June 2018

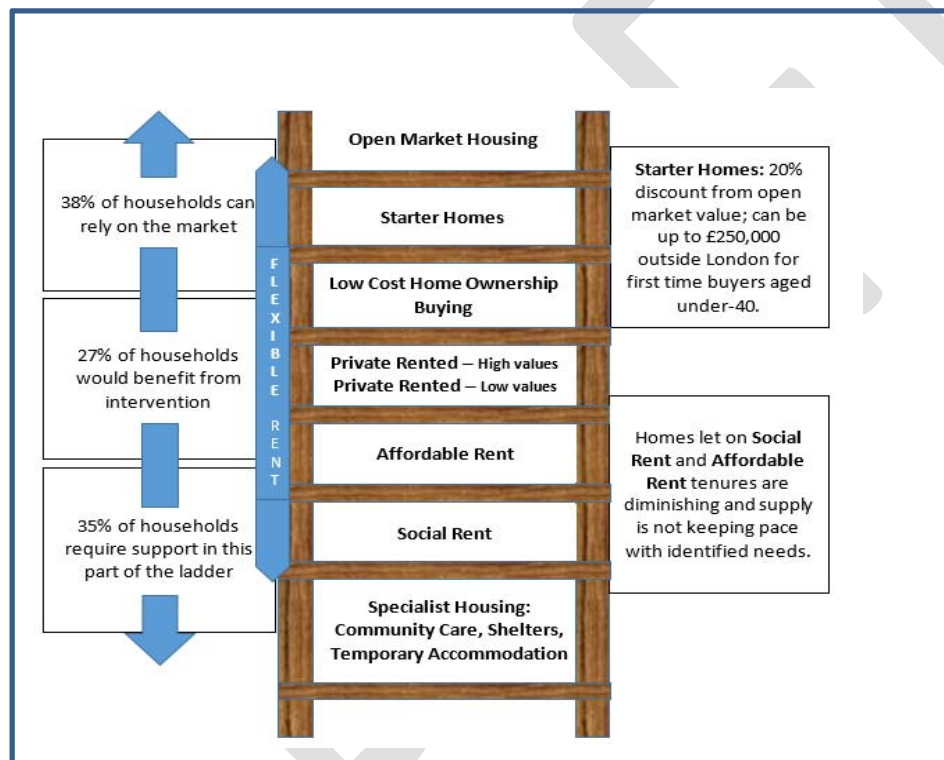
¹⁰ Please note that there is a 2 yr. lag in producing the data – the latest estimates for 2016 were released in late June this year.

The housing offer needed in Kirklees

The diagram below, expressed as the housing ladder, shows the range of housing offers required, to meet the changing needs and incomes of Kirklees households.

At different times in our lives, we will need to access different parts of the ladder to meet our changing needs and this is reflected in our ability to afford the accommodation.

Flexible rent is a recent model designed to reflect tenants' variable incomes, providing cross subsidies and helping to sustain mixed income communities.



6. Priorities

In response to the evidence, challenges and factors affecting the housing market and housing need and to support shared outcomes, our Housing Strategy identifies the following priorities. This provides a framework for action planning and delivery for the Council and its partners.

Housing Need

Meet a range of diverse housing needs, prioritising those of vulnerable people, with a continued and strengthened focus on prevention and early intervention to enable people to access and sustain a suitable home of their own and live as independently as possible

Housing Quality

Protect and make the best use of the existing housing supply across all tenures of homes in Kirklees to support good health, wellbeing and to drive up quality and standards

Housing Growth

Enable and develop a range of homes to deliver housing growth and the long-term supply of market and affordable housing

6.1 Housing Need – the key issues

Meet a range of diverse housing needs, prioritising those of vulnerable people, with a continued and strengthened focus on prevention and early intervention to enable people to access, keep and sustain a suitable home of their own, as independently as possible

We want to maximise and support people's independence and their housing choices. The SHMA shows that 18,738 existing Kirklees households are in housing need, which represents just over 10% of all households. For younger households (where the lead, or household reference person for that household is aged between 16 to 29) a disproportionate higher number are identified as being in housing need, with housing costs being the reason for that need. The undersupply of homes impacts on those groups of people in housing need - typically, through low incomes and / or who are vulnerable – and who are unable to find and maintain a home of their own through the current market “offer”, or who have a need for more specialist accommodation. Our focus then is on supporting people in housing need through a preventative approach so that they can find and keep a safe, secure and suitable home that is affordable and meets their needs in a sustainable way. Alongside this, we recognise and will respond to the need for a wider housing offer that is inclusive, attractive, and affordable and which comprises a mixed tenure approach to meeting housing need in Kirklees.

Vulnerable population groups

The impact and links between housing, including homelessness, and people's health and wellbeing are well documented. Good housing can protect and improve health and wellbeing and can also prevent physical and mental ill health. Good housing can also enable people to:

- Manage their own health and care needs, including long term conditions
- Live independently, safely and well in their own home for as long as they choose
- Move on successfully from homelessness or other traumatic life events
- Access and sustain education, training and employment

The NHS Five Year Forward View¹¹ also recognises the need for close partnership working between the NHS and local authority organisations. Addressing the wider determinants of health affects demand for primary and acute services and vice versa. Good housing can delay and reduce the need for primary and social care, prevent hospital admissions and enable timely discharge from hospital.

The Current Living in Kirklees (CLiK) survey for 2017 reports that;

- 29% of residents report having a mental health issue. This rises to 47% of people in social rented housing and 38% in private rented housing.
- 13% of residents have respiratory problems (such as asthma or chronic obstructive pulmonary disease) which rises to 20% in social rented housing.

We also know that:

- 14% of home owners worry about money some or all of the time. This rises to 39% of residents living in social rented accommodation and 35% of residents living in private rented accommodation.

There is a relationship between perceptions of "Place" (your local area) and perceptions of housing suitability;

- If you are dissatisfied with your local area, you are more likely to feel your home isn't suitable for your needs.
- If you feel your home isn't suitable for your needs you are more likely to be dissatisfied with your local area.

¹¹ Next Steps on the NHS Five Year Forward View, NHS, March 2017. Accessed June 2018.
<https://www.england.nhs.uk/wp-content/uploads/2017/03/NEXT-STEPS-ON-THE-NHS-FIVE-YEAR-FORWARD-VIEW.pdf>.

Specialist and supported accommodation

A priority for Kirklees is the development of specialist and supported housing which meets the needs of all vulnerable groups of people and takes account of the changing stages and circumstances of people throughout the course of their lives.

The number of people across Kirklees aged 65 or over is projected to increase by 28,600 from 71,700 (2014) to 100,300 by 2031,¹² which represents an increase of nearly 40%. A review commissioned by the Council in 2016 from Peter Fletcher Associates identified that by 2030, there will be a shortfall of around 1,350 units of extra care in Kirklees including for people with dementia.

In addition to meeting the housing need of older people, there are other groups with specialist housing need that we must keep in view. This includes people with learning disabilities, especially those people who are currently supported at home by parents but for whom this may not be a long term option. Further challenges are presented by the Government's Transforming Care Programme, established as a national response to the Winterbourne View investigation. The programme requires Local Authorities and Clinical Commissioning Groups to work together to enable severely learning disabled adults who are accommodated in specialist provision in another part of the country to be brought back home to their local area. This will mean people are closer to their support networks, friends and family and facilitates more effective monitoring arrangements.

For Kirklees, although we are making good progress on this with the majority of this group of people, it has become clear there is a need to develop some very specialist and bespoke individual accommodation for our most complex people with behaviours that are very challenging, to enable a successful move back into Kirklees.

Supporting young people who are leaving care is important to us. If our looked after children are to progress successfully into adulthood and independence, we need to ensure a sufficient supply of supported accommodation for those care leavers who need this transitional arrangement, moving on from the care setting.

There is then a clear need to enable a significant boost in the supply of specialist and supported housing, across a range of tenures including for sale on the open market.

This is a major strategic challenge for the Council to ensure the required range and sufficiency of appropriate housing and support for our residents who need some sort of specialist or supported accommodation in order to live happy, successful and fulfilling lives.

Homelessness

¹² SHMA 2016

Homelessness covers a range of circumstances from the extreme of being literally roofless, and rough sleeping, to those who are in insecure housing situations. This includes “sofa surfers”; people who have accommodation but are unable to remain there for reasons such as domestic violence; those in temporary or emergency accommodation and people at risk of being made homeless through legal notice to leave their accommodation.

Poor physical and mental health can be both a cause and consequence of homelessness, although it is not always identified as the trigger of homelessness.

The reasons why people become homeless are complex. They include individual issues, such as mental health conditions, drug and alcohol dependency, domestic abuse and leaving long term institutional living. These may be coupled with more structural or societal issues especially around the gap between incomes and housing costs.

There are particular groups of people within our population who are vulnerable and who, through a number of factors may experience homelessness, either as a single crisis point in their lives, or more repeatedly. People are vulnerable because of a number of reasons. These include people with disabilities, people who have mental health issues or learning disabilities, young people, older people, people whose relationships have broken down and where violence is a factor. People who find it difficult to live independently and need support are also vulnerable to homelessness, for example refugees to this country who may be transitioning to a new and different way of living.

What will we do?

- **Specialist and supported accommodation**

A strategic, overarching and cross service approach to the increased and “at pace” development of specialist and supported housing is being taken forward via the Council’s Specialist Accommodation Programme. This aims to transform models for the provision of care and support in Kirklees, and how we approach delivery of specialist accommodation to meet the needs of our residents, throughout their life course.

We will take a joint commissioning approach to the supply of specialist accommodation, influencing market provision and the future proofing of the design, delivery and operation of specialist accommodation to ensure its ongoing “fit for purpose”. In addition to older and vulnerable people, the programme’s focus extends to people needing step down or move on accommodation, or short term re-ablement, people recovering from substance dependencies and offender and ex-offenders

Our ability to meet specialist and supported housing need will be achieved by working in a focussed, targeted and evidence based way. People’s independence will be increased, and the need for them to live in inappropriate accommodation or be reliant on care settings, reduced through our work with partners to deliver the housing and support needed.

We will work across systems and services, developing a shared understanding of, and more joined up response to, the scale of the problem of specialist housing need and the immediate financial challenges this brings, which we must prioritise.

- **Preventing homelessness**

In line with the Homelessness Reduction Act we are working with all our partners to ensure our focus is maintained on intervening early with all households who are at risk of becoming homeless to prevent homelessness as much as possible and avoid costly and crisis interventions. Appropriate, relevant and timely Information and advice and a Personal Housing Plan will be developed with all customers so as to either prevent or relieve their homelessness whilst continuing to secure accommodation for those in priority need groups. As part of this legislation, the 'Public Body Duty to Refer' comes in to force in October 2018 and so we will be proactively liaising with all identified bodies to ensure good referral arrangements and pathways are in place for people who are or, who are at risk of, homelessness.

We will continue our arrangements for dealing with the challenges and impact of welfare reform such as the ongoing roll out of Universal Credit, and the Housing & Planning Act changes with KNH and other partners. These arrangements include working with people who are affected by the changing benefits system to support them in managing their finances connecting to early and specialist help with managing debt, supporting people to move to more affordable housing, and putting Discretionary Housing Payment plans into place. Our actions mitigate the effect on people's lives and protects the Council's rental income stream.

Support is also provided through our third sector / voluntary sector partners and other agencies, to enhance people's ability to access training and employment opportunities and so reduce their reliance on welfare benefits.

We know, from our evidence base and what our partners tell us that for single homeless people particularly there is a need for more accommodation that is dispersed (so that there is less risk associated with concentrated numbers of this group of vulnerable people) and importantly, affordable. Generally, this means accommodation which is available at the eligible rate of housing benefit or Local Housing Allowance. We are considering a range of options and new, innovative approaches which will increase access to the private rented sector for this group of homeless people in particular. As an example, we will explore the scope for introducing an attractive "shared home" offer in Kirklees.

Housing and Childrens Social Care colleagues are working together to finalise and implement plans for supporting Care Leavers into independent living; this fits well with our joined up approach to ensuring sufficiency of specialist accommodation for this vulnerable group. We also provide support for other young people aged 16 / 17 who are threatened with or do become homeless.

Building on our successful involvement in central government's Syrian Refugee Resettlement Programme and the Vulnerable Children Resettlement Programme to resettle refugees in the UK we will continue to explore ways in which we can support those refugees

who are most vulnerable. So far, the Council and its partners has worked with 97 individuals under this programme to ensure that every household receives appropriate support and is enabled to settle independently within their new community.

In addition, we will continue to work with partners to support asylum seekers living in the Kirklees district; and for those then granted refugee status provide information and advice on how to secure suitable accommodation and support.

Our Housing Allocations Policy

The Council's Housing Allocations policy sets out the way in which we let, or allocate council owned properties and nominate housing register applicants to Housing Associations. The Policy is based upon the Council's statutory duties and ensures that "reasonable preference" is given to people with the greatest housing need, making the best use of social housing in Kirklees. It prioritises people for social housing in a fair and transparent way, supporting people to meet their housing needs and preferences, so that they can keep or create homes for themselves in which they feel safe and secure.

In Kirklees, like many other local authorities, we operate a choice based lettings (CBL) system called Choose N Move, whereby people who are registered with the scheme "bid" against the property that they are interested in, and for which they are eligible to bid. People who are actively committed to the properties and areas in which they live are more likely to benefit from and contribute to sustainable, successful and supportive communities.

We continue to review how, and who we allocate social housing to, to ensure the Housing Allocations policy supports people with the greatest housing need, corporate and partnership strategic priorities and meets legislative duties. Other key policies for review include the Strategic Tenancy Policy which we will further develop to ensure continuing support of wider strategic focus.

We will ensure that all our policy frameworks support and enable our housing teams, other Council services and external agencies to work together early and effectively to prevent homelessness and to achieve positive outcomes for the people affected by it.

Considering a "Housing First" approach

We will consider more transformational approaches to the rising numbers of people who are homeless, are at risk of losing their home, or who sleep rough in Kirklees, underpinned by the principles of the Homelessness Reduction Act. An example of this new thinking is Housing First. This is an approach that has been shown to work in the US, Canada and parts of Europe and is being implemented now (with government funding) in areas across the UK including Newcastle, London, the Midlands, Greater Manchester, on the South Coast and in Wales and Scotland.

Housing First supports people who have a history of homelessness and / or rough sleeping and who have high needs, which may be multiple and complex in nature. The principles are to provide settled and secure accommodation for the individual in their own home, at the outset, rather than move people through a range of temporary solutions such as a hostel.

Having a home of their own is viewed as a stable platform from which other issues affecting the individual can be addressed, via a tailored, strength based and individualised programme of support. This flexible support is offered as a “wrap around” and is an offer, not an imposition or a condition. It builds on the stability of a settled home, with no pre conditions around the person showing housing or tenancy “readiness”.

The intention to adopt a Housing First approach is reflected in the Council’s current bid to the government’s Life Chances Fund, in which we seek, with partners to implement an outcomes based payment by results (PBR) programme providing preventative support to people with the most complex and challenging needs who are at risk of being homeless. Our Action Plan gives detail of our intention to explore these principles further in conjunction with partners.

6.2 Housing Quality – the key issues

Protect and make the best use of the existing housing supply across all tenures of homes in Kirklees to support good health, wellbeing and to drive up quality and standards

To support the health and wellbeing of people in Kirklees, and have attractive places where people are proud to live, we want homes that are safe, of a good standard, are as energy efficient as possible, with good tenancy management arrangements across both private rented and social housing sectors that are compliant with legislation and working well. We want to ensure that the most effective use is made of the all the available housing stock in Kirklees, including improving people’s ability to access the private rented sector and where homes are long-term empty, bring those back into use.

We are already working much more closely across health and social care to reduce health inequalities that arise as a result of poor housing conditions and jointly explore ways of reducing the impacts of poor housing on people’s health and wellbeing. For example, we are using housing evidence to inform our strategic responses in order to deal with homes affected by damp, cold and hazards of risks and falls.

We continue to facilitate adaptations to the homes of people with a disability, so that they and their families are enabled to continue living as independently and safely as possible, in their existing home. Over 800 major adaptations were made to homes throughout Kirklees during the period 2016 / 17, and a total of £5.1 million was spent across all tenures for this period. Together with social care we help maximise people’s independence and reduce their dependence on care, through exploring further opportunities to adapt people’s homes.

Where better outcomes are achieved through moving, we assisted 559 disabled households into a more appropriate home. Of all new council tenancies created, nearly 30% are for households with disability or ill health.

Private rented homes

In addition to our commitment to increasing the number of new homes, we will also make the best use of existing housing in Kirklees. This includes improving access to and standards in homes in the private rented sector (PRS), including the standard of management practices.

The 2011 (most recent) Census confirmed there are 30,027 (17.3%) households living in the PRS in Kirklees. This is lower than the national figure of 18.1%, although (as with housing costs) there are significant differences across the district. In Greenhead, there are 32.2% of homes in the PRS; this drops to 11.7% in Kirkburton where home ownership is much higher.

The PRS is the only sector where we are seeing growth and we want to ensure our focus on good quality and well managed housing extends to this part of the market. Rental demand is for affordable, smaller properties and also for family properties.

There are some areas in Kirklees where there is a greater concentration of “low end” rental properties, and unsurprisingly these correlate to the areas where Kirklees has higher levels of unemployment, lower income levels and poorer health.¹³ And, we are mindful of the impact on people’s health and wellbeing as a result of living in poor quality private rented housing.

Council owned housing

The Council owns around 23,000 homes, around 13% of all housing in Kirklees, the majority of which are managed by KNH. Social housing is evenly distributed across the district. The vast majority (in excess of 99%) of the properties are more than 30 years old and although in generally good condition, the age of our housing stock will inevitably have an impact on future maintenance considerations. We must also consider how we ensure the standards of council owned homes and neighbourhoods promote and sustain the health and wellbeing of people and communities living there.

2,000 non-traditional build properties have had external insulation works carried out, improving thermal efficiency and the long term viability. Substantial funding is set aside within the 5 year Housing Revenue Account (HRA) capital plan, for maintaining council properties, and for growth.

KNH’s plans to manage the Council’s housing stock aim to preserve the benefits of the large scale investment under the Decent Homes programme, whilst improving stock in key areas such as energy efficiency. KNH is committed to helping tackle the challenges of reducing carbon emissions, and fuel poverty. Work is ongoing to inform a wider approach to investment, particularly around estate regeneration and new build.

¹³ BRE, A Quantitative Health Impact Assessment: The cost of private sector housing and prospective housing interventions in Kirklees Council, 2016.

There is an increased focus on key areas of compliance and meeting regulatory standards for health and safety, managing risk across key areas including Fire Safety. In response to the Grenfell fire, there has been a full review of fire safety management across KNH.

Up to date Fire Risk Assessments for all blocks with a communal area are in place, with all actions addressed or in the process of being addressed, according to levels of priority. Additional money from the Housing Revenue Account (HRA) has been identified to meet costs.

In addition, there is a daily inspection programme in place for all higher risk properties, including retirement living and flats above 5 storeys in height. This ensures any potential risks are identified at an early stage.

Empty Homes

The numbers of long term (i.e. for longer than 6 months) empty homes within Kirklees have been declining in recent years. Latest council tax data (as at October 2017) shows that 2,113 properties were classed as empty for more than 6 months, of which 685 were empty for longer than 2 years. Given the total number of properties in Kirklees of 182,559, the empty property rate is around 1.1%. This is in line with the rate for the Yorkshire & Humber region as a whole ; comparatively, the highest proportion of empty properties are in the North East (1.4%) and the lowest is London (0.6%)¹⁴

Empty properties as a proportion of all properties empty for longer than 2 years were most prominent in Greenhead, with 51 properties reported as long term empty, and Holme Valley South, with 48.

Although the numbers of empty homes in Kirklees is relatively low, we nevertheless recognise that empty homes are a wasted opportunity to help meet housing demand and address homelessness. They are also potentially, an issue around attracting anti-social behaviour such as vandalism and work against our ambitions to improve our neighbourhoods and communities.

What will we do?

- **Maximising peoples access to and improving the housing offer**

We will develop the principle of overarching Quality Standards that reflect what Kirklees residents can expect for all housing tenures, and for the quality of new build development and wider supporting infrastructure across the district.

We will work to achieve a reduced number of households who are living in unhealthy homes, and through our actions within the private rented sector, hazards which present a risk to health and safety will be minimised or removed where these are found.

The numbers of decent, private rented homes that are affordable and available for people will be increased, through our support to landlords, and where homes have been empty for

¹⁴ House of Commons Briefing, June 2018, "Empty Housing (England)"

long periods, our work to bring these back into use. The Council charges a premium on council tax if a property is empty for 2 or more years.

To achieve our ambition for a good quality and well-functioning PRS offer we will continue and develop our partnership arrangements with private landlords, engaging with them in a supportive and collaborative way to develop high standards and professionalism of tenancy management within the private rented sector. We already have an accreditation scheme for private landlords and are working to extend and strengthen this to positively bring about and influence practice. For example, we will develop an offer for those private sector landlords who demonstrate they meet and maintain the Quality Standard in Kirklees enabling them to promote themselves as accredited with the Council.

We are developing proposals to implement requirements of the Housing and Planning Act 2016 in relation to improving conditions and management in the private rented sector. This includes the introduction of a Civil Penalty Policy for certain offences under housing legislation. This will provide an additional enforcement tool, alongside existing prosecution arrangements. Mandatory licensing of houses in multiple occupation (HMO's) is extended, and we are reviewing and amending our enforcement procedures where necessary. We take tough action against the minority of poor landlords, where this is required because of our statutory responsibility to deal with breaches of either property condition standards, or poor management practices – or both.

We will identify and engage with owners of empty properties. While the Council does have some enforcement options, these are limited and may not bring the property back into use. Our approach will be to utilise a combination of statutory actions in ensuring the property is safe and secure, and also provide a tailored package of advice and assistance depending upon the owner and their property. This may include assistance on bringing the property back for rent. We offer a property inspection plan around the requirements for letting the property, assistance with tenant finding and facilitating appropriate tenancy management.

We will maintain strong and effective working relationships with KNH and Pinnacle PSG, ensuring the delivery of commissioned council housing management and maintenance services for council tenants and residents. We will work with other partners to ensure that empty or 'recycled' housing stock can be retained or brought into the affordable housing pool to maintain affordable housing supply for as long as possible.

Improving council housing and communities

The emerging Quality Standard for council owned housing will go beyond Decent Homes and establishes an enhanced local offer. We have carefully considered the impact of investment to date and feedback from our tenants. We recognise the need for a standard that enhances not only the specification and scope of council housing but also considers how services are delivered, ensuring minimum disruption and inconvenience to the occupier.

Our overall aim then, is to provide the best possible quality of social housing that compares favourably with the local private sector and housing association offer, establishing council housing as an attractive long term housing solution:

To achieve this standard, and in line with what we know is important to people who live in our homes and communities, our focus includes;

- Having robust specifications for repairs, capital improvement and new housing. Importantly, this means homes are safe and meeting the standards that we must comply with and which people expect.
- “Future proofing” homes through the use of new technology, and using lifetime homes principles to support independent living
- Ensuring homes are affordably warm, through the highest levels of thermal efficiency
- Improving our local environments and supporting communities to be safe and sustainable

6.3 Housing Growth – the key issues

Enable and develop a range of homes to deliver housing growth and the long-term supply of market and affordable housing.

We have previously evidenced that there is a clear need to deliver more homes across Kirklees. There is an undersupply of new houses which means we don’t have enough of the type, range and numbers of homes that we need. However the Council has a clear ambition for housing growth; for more good quality, energy-efficient market and affordable homes, including specialist accommodation. We want an inclusive and attractive housing “offer” for people in Kirklees which means that irrespective of people’s circumstances, they have real choices about location and the type of home they live in.

Housing is a major determinant of the quality of our lives. It influences peoples’ life chances, health and wellbeing, and it is a key element in Place shaping. If new housing delivery investment is to be accelerated to meet a range of needs, it must also be used to develop and shape the quality of Place.

Kirklees Commitment

Kirklees Council is overseeing one of the biggest investment programmes in its history. The Council has committed to delivering 10,000 homes across the district by 2023, working with developers and landowners to accelerate the rate of completions. Over 1,000 of these homes will be on council-owned land, to be built in partnership with others.

At the same time we are committed to regenerating our town centres. We have allocated £45m to bring forward radical and visionary ideas for Huddersfield, linked to the redevelopment of key strategic sites, and building on multi-million pound private sector investment in schemes such as Kingsgate Leisure, and The HD-One.

Our ambitious North Kirklees Growth Zone programme seeks to deliver £1.9bn investment around Dewsbury and Batley. Development partners are already scoping new development sites at Dewsbury Riverside and Chidswell, with further opportunities to transform

Dewsbury town centre through the Heritage Action Zone and targeted investment in affordable home ownership.

We are exploiting the position of the growth zone at the heart of the Leeds City Region and housing and jobs markets, and with improved rail, and planned road connectivity across the growth zone, we will help investment partners to secure good growth. Further development confidence is expected as the Local Plan is adopted, releasing strategic investment sites for homes and jobs.

And finally, we are committed to major infrastructure developments worth over £150m, investing in our transport network to support the delivery of sites for housing and employment, which make strong strategic links to the city region and beyond. This includes key strategic sites at Ashbrow and Soothill where the Council is bringing forward its land for new housing.

What will we do?

- **Agree an overarching and enabling approach to achieving the Council's strategic ambition for increasing housing delivery at pace.**

Our target of 10,000 homes by 2023 is clearly ambitious and we cannot do this on our own. We are committed to work with partners locally, sub-regionally and regionally to continue our focus of delivering housing growth and jobs as set out in the Kirklees Economic Strategy.

We will remove barriers to development. The process for releasing council-owned land and tendering will be accelerated, to support partners' faster delivery. We are currently inviting pre-application development discussions, processing more planning applications within target, and evaluating to ensure that the viability of development is carefully considered.

We will ensure that new housing developments support the health of communities in Kirklees. This will be achieved by the use of Rapid Health Impact Assessments for all major developments which are in areas of high deprivation and/or with specific health inequalities. We will work with and support developers to maximise health opportunities and minimise negative health impacts.

We will align our strategic investments to create development opportunities in our priority areas of Huddersfield and Dewsbury and we will continue to seek out and prioritise external funding opportunities from partners such as the LEP/WYCA and Homes England from sources such as the Housing Infrastructure Fund (Huddersfield) and the Heritage Action Zone funding to allow targeted interventions in Dewsbury town centre.

We will continue to work with our housing investment partners and support and co-ordinate their bids for Homes England grant funding as well as maintain our own funding partner status as a Registered Provider to enable the council to access funds, potentially using external partners as delivery agents.

We will bring land forward for Registered Provider partners to assess and develop through competitive approaches, and by making smaller sites available for small and medium sized

enterprises (SME's). We are already working with Homes England to support soft market testing and raise the profile of this initiative.

Whilst the Council has built over 500 new homes in the last decade, including its Excellent Homes for Life and Council New Build schemes, these have followed the traditional approach of using Private Finance Investment (PFI) credits or grant, and Housing Revenue Account (HRA) prudential borrowing. More needs to be done. We will continue to explore more radical approaches to proactively create new market opportunities for development.

At the Leeds City Region level, we will continue to work with other local authorities to unlock the potential of privately owned stalled sites through leveraging public sector investment in infrastructure, such as the One Public Estate funding. Infrastructure funding supports public sector investment in roads, bridges and improved public space to incentivise private sector to bring forward development faster.

As well as the large strategic sites, we will continue to bring small sites to the market to enable smaller developers to unlock sites, and work with developers to unblock stalled sites with the intention of maintaining a “pipeline” of development at around 2,000 new homes. We are re-investing HRA funds and Right to Buy (RTB) receipt funds, to buy properties to be let to people on the Council's Housing Register.

Innovation and off-site manufacture

The Council has already begun investment in standards and innovation in construction by working with Homes England ('HE') and the Leeds City Region Local Enterprise Partnership (LEP) / West Yorkshire Combined Authority (WYCA) in accelerating growth through bringing forward, remediating and promoting land at the Waterfront, Huddersfield. This is a legacy industrial site which is being redeveloped as a learning and living campus, close to the town centre and amenities, and which offers the Council and potential investors a major opportunity to develop the site with HE/LEP investment.

This site fronts a major transport corridor, nearby historic Folly Hall Mills and the Huddersfield Narrow Canal and towpath, and has good links to the Kirklees College and Huddersfield town centre, presenting an opportunity for quality, sustainable living by reducing land costs to enable more investment in innovative housing design and construction.

Materials and traditional construction methods can be slow and wasteful, and are also limited by a restricted palette of materials and local, traditional design in some areas.

New ideas will be trialled which generate economies of scale such as off-site manufacturing, particularly in market areas or less sensitive locations where a range of new techniques and materials can be used. These applications can help to build dynamic, interesting places and identity.

We will be looking at new and creative delivery options – for example, modern construction methods – and expanding both the range of partners we work alongside, and opportunities for investment, for example, partnership developments.

Economies of scale may reduce construction costs, and trialling off site manufacturing will incentivise developers to work in market areas where land costs may be high, or returns are low in relation to cost. The Council has a major role in driving innovation and construction costs with partners, where it is not yet being trialled at scale. Learning from this will encourage skills sharing and development uplift where innovation can engineer development value, quality and financial returns.

Social value

In helping to deliver more, and accelerated and housing growth, the council will make the most of investment in housing to cascade jobs and training to our communities, and the expenditure in the local economy arising from new housing. Skilling our workforce in construction and the related economy will help the district to sustain long term growth; the 'good growth' that the Leeds City Region envisages in the Strategic Economic Plan (SEP). The Council will lead and work with partners to ensure that they can help to provide opportunities for training and to support local supply chains where they are able.

7. Delivery, Monitoring and Review

We cannot achieve the outcomes we want to see on our own. We have worked closely with our partners in developing the Kirklees Housing strategy and the supporting Action Plan, recognising the strengths, assets and resources that our partners bring. The Action Plan shows through a set of clear performance measures, how we will demonstrate the progress we are making.

We will report on an annual basis to the Council's Cabinet and other key committees so that the progress and the strategic objectives can be reviewed. The Councils Overview and Scrutiny committee may choose to review any aspect of the Councils Housing Strategy and Performance.

Outcomes from these review processes will drive revisions to the Strategy and Action Plan.

8. Engagement

In preparing this strategy and developing the Action Plan we have engaged with a number of stakeholders. This engagement activity has taken place during the spring and summer 2018, and includes;

- Kirklees Council colleagues
- Health and CCG's
- Kirklees Neighbourhood Housing (KNH)
- Kirklees Homelessness Forum
- Kirklees Supported Housing Group
- Housing Associations and Developers
- Voluntary sector including organisations representing and supporting people who are homeless, at risk of becoming homeless or rough sleeping
- Elected Members, including Scrutiny Panel

9. Action Plan

To be inserted

DRAFT

Kirklees Housing Strategy Action Plan 2018 - 2023 - Year One

Version 4 i 26.6.18

Priority One: Housing Need					
Action	What will we do?	Outcome	Metric	Target	Lead partners
1	Implement and embed our statutory duties as set out in the Homelessness Reduction Act	<p>More people are prevented from becoming homeless or are supported to find an alternative suitable home</p> <p><u>Corporate outcomes</u></p> <p><i>People in Kirklees feel safe and are safe/protected from harm</i></p> <p><i>People in Kirklees live independently and have control over their lives</i></p>	Number of people for whom homelessness is prevented or relieved	2018/2019 legislation to be used as the new baseline with annual targets being set from 2019-2020	Kirklees Council
2	Review and refresh the Housing Allocations Policy and the Homelessness Prevention Strategy	<p>More people are prevented from becoming homeless or supported to find an alternative suitable home</p> <p><u>Corporate outcome</u></p> <p><i>People in Kirklees feel safe and are safe/protected from harm</i></p> <p><i>People in Kirklees live independently and have control over their lives</i></p>	Housing Policies and Strategies are up to date	N/A	Kirklees Council, Kirklees Homelessness Forum
3	Consider and as appropriate develop and trial a "Housing First" approach with people who	<p>People with multiple and complex needs who are at the extreme end of homelessness are off the streets and in a</p>	Number of people at risk of or sleeping rough with multiple /	Increase in the numbers of people in this	Kirklees Council, Kirklees Homelessness

	are homeless and have multiple and complex needs and where traditional approaches to resolving their homelessness have not been successful	stable, independent home with intensive and personalised support <i>The Council is able to meet the needs of our most vulnerable members of the community</i> <u>Corporate outcome</u> <i>People in Kirklees feel safe and are safe/protected from harm</i> <i>People in Kirklees live independently and have control over their lives</i>	complex needs / chaotic lifestyles achieve and retain settled accommodation	target group who achieve and retain settled accommodation	Forum, support providers, Homeless Link
4	Work with identified specialist partner(s) to develop and deliver bespoke accommodation, including for older people and people with learning disabilities and / or very challenging behaviours. This provision will facilitate discharge from specialist hospital and residential settings such as the Mencap scheme at Castle Hall	Older and other vulnerable groups of people with a need for specialist or supported housing are living safely and independently in their own home <u>Corporate outcome</u> <i>People in Kirklees feel safe and are safe/protected from harm</i> <i>People in Kirklees live independently and have control over their lives</i>	Numbers of new / remodelled specialist and supported housing in Kirklees.	tbc	Kirklees Council, delivery partners
Priority Two: Housing Quality					
Action	What will we do?	Outcome	Metric	Target	Lead partners

5	Run a design competition for the development of a council owned site to look at Modern Methods of Construction and environmental standards and meeting the changing needs and circumstances of households	<p>An agreed model of flexible and innovative design which could be rolled out across the District</p> <p><u>Corporate outcome</u> People in Kirklees experience a high quality, clean, sustainable and green environment</p>		n/a	Kirklees Council, Homes England, Huddersfield University
6	Develop a “Quality Places” Supplementary Planning Document (SPD) which helps to set out the Kirklees Standard and influences the quality of new housing development.	<p>The quality of housing development in Kirklees is driven up through a new framework</p> <p><u>Corporate outcome</u> People in Kirklees experience a high quality, clean, sustainable and green environment</p>	Number of new homes that conform to the SPD requirements	n/a	Kirklees Council
7	Improve the private rented sector through a framework of engagement and targeted enforcement where necessary, to drive up standards of stock and tenancy management practices, and use the Better Homes scheme for improving energy efficiency of private sector homes	<p>More homes in the private rented sector are meeting the Kirklees Quality Standard (for the private rented sector) and are managed and maintained accordingly</p> <p>More people living in healthy, safe, and dry homes that are affordable to keep warm.</p> <p><u>Corporate outcome</u></p>	<p>Number of successful interventions with private sector landlords</p> <p>Number of homes receiving energy efficiency measures</p>	<p>300 interventions where a category 1 hazardⁱ has been eliminated or the risk significantly minimised</p> <p>2018/19 – Target of 75</p>	<p>Kirklees Council</p> <p>Kirklees Council, Better Homes Partnership</p>

		<p><i>People in Kirklees experience a high quality, clean, sustainable and green environment</i></p> <p><i>People in Kirklees are as well as possible for as long as possible</i></p> <p><i>People in Kirklees feel safe and are safe/protected from harm</i></p>	via Better Homes (using Better Homes reporting)	homes to be improved	
8	Improve existing council owned homes through implementing the Kirklees Quality standards (for social housing)	<p>More council owned homes are meeting the Kirklees Quality Standard (for social housing) and are managed and maintained accordingly</p> <p><u>Corporate outcome</u></p> <p><i>People in Kirklees experience a high quality, clean, sustainable and green environment</i></p> <p><i>People in Kirklees feel safe and are safe/protected from harm</i></p> <p><i>People in Kirklees are as well as possible for as long as possible</i></p>	Number of council owned homes reaching the Kirklees Quality standard	750 council owned homes (per annum)	KNH
Priority Three: Growth					
Action	What will we do?	Outcome	Metric	Target	Lead partners

9	Continue to ensure that there is a supply of housing sites ready to be delivered and help to support early delivery on all sites with planning permission	10,000 homes across all tenures by 2023 <u>Corporate outcome</u> <i>Kirklees has sustainable economic growth for communities and business</i>	Number of new homes built which are meeting the Housing Delivery Test	10,000 cross tenure new homes by 2023	Kirklees Council
10	Attract institutional investment on a sale and leaseback model as an investment pot for new delivery	10,000 homes across all tenures by 2023 <u>Corporate outcome</u> <i>Kirklees has sustainable economic growth for communities and business</i>	Number of new homes built which are meeting the Housing Delivery Test	10,000 cross tenure new homes by 2023	Kirklees Council, institutional investor

11	Deliver a programme of land disposals to enable the delivery of the Council's strategic ambition for more affordable and specialist housing, mainstream mixed tenure housing and Right to Buy receipts programme	<p>1,000 homes across all tenures built on council owned land (10% of total delivery above)</p> <p><i><u>Corporate outcome</u></i> <i>Kirklees has sustainable economic growth for communities and business</i></p>	New homes built on Council-owned land	1,000 cross tenure new homes on council owned land by 2023	Kirklees Council
----	--	--	---------------------------------------	--	------------------

ⁱ As set out in the health and safety standards for rented homes (HHSRS) used to assess if there are risks significant to the health and safety of the occupant's home.

Name of meeting: Economy and Neighbourhoods Scrutiny Panel

Date: 19 July 2018

Title of report: Housing Allocations Policy

Purpose of report Outline of Planned approach to the Housing Allocations Policy

Key Decision - Is it likely to result in spending or saving £250k or more, or to have a significant effect on two or more electoral wards?	N/a
Key Decision - Is it in the Council's Forward Plan (key decisions and private reports?)	N/a
The Decision - Is it eligible for call in by Scrutiny?	N/a
Date signed off by <u>Strategic Director</u> & name	Karl Battersby - 11.07.2018
Is it also signed off by the Acting Service Director for Finance IT and Transactional Services?	n/a
Is it also signed off by the Service Director for Legal Governance and Commissioning Support?	n/a
Cabinet member portfolio	Cllr Cathy Scott - Adults and Independence

Electoral wards affected: N/A

Ward councillors consulted: N/A

Public or private: Public

1. Summary

- 1.1 The allocation of council owned housing is subject to the legal requirements of Part 6 of the Housing Act 1996, as amended by the Localism Act 2011 and the Statutory Code of Guidance on the Allocation of Accommodation 2012. This includes the fact that it is the local authority that has the duty to comply with these requirements, even when they contract out any of their functions.
- 1.2 The last major review of the Kirklees Allocations Policy was in 2012, following the introduction of the Localism Act 2011. Cabinet agreed the changes in December 2012 following extensive consultation with councillors, residents, tenants, registered providers, private landlords and the voluntary sector. The policy was next amended in March 2016 when Cabinet added a section on Supported Living Accommodation to help make the best use of council and specialist housing properties. At this time Cabinet

also gave authority to make minor amendments to the policy, in order to comply with legislation, guidance and case law, to the Service Director in consultation with the Portfolio Holder.

1.3 Further amendments to the Allocations Policy have since been made and include the following:-

1.3.1 Joint to Sole Tenancies

Changes to allow a joint tenancy to be amended to a sole tenancy where there is evidence that one party has left and has no intention of returning. This allows the remaining tenant to claim relevant single person housing and council tax benefits but is subject to certain conditions relating any breaches of tenancy conditions including the requirement to make an agreement to pay any outstanding arrears. This helps prevent homelessness by enabling remaining sole tenants to maximise their income and met their housing costs. (February 2018)

1.3.2 Under Occupation - Housing Debt

Changes bringing the level of evidenced housing debt for under occupation in line with applicants assessed for high medical needs/households in temporary accommodation. So that current tenants of the Council who under occupy their property (as defined in the size criteria section of the Housing Allocations Policy) and wish to move to a smaller property will not be awarded Band E if their evidenced housing debt is more than 5 weeks current rent, if they are engaging with money/debt advice services and they have an agreed repayment plan in place'. Preventing homelessness by supporting existing under-occupying tenants to move to smaller more affordable accommodation. (February 2018)

1.3.3 Kirklees Care Leavers Ready for Independent Living

Changes to give Kirklees looked after children assessed as being ready for independent living at aged 18 the highest priority banding for Council accommodation. (Increased from Band B to Band A) Putting children at the heart of everything that we do. (February 2018)

1.3.4 Homelessness Reduction Act 2017 – New Statutory Duties

Changes to assist the council to meet the new duties from the Homelessness Reduction Act. Including the creation of the following new band awards:

- Band B – for the relief of homelessness where the household is eligible for or accommodated in temporary accommodation
- Band C – for the prevention of homelessness
- Band C – for the relief of homelessness where there is not a duty owed to provide temporary accommodation.

That the above bands and the current Band C - Intentionally Homeless are awarded subject to one suitable offer from the housing register.

In addition the Band C – Homeless no priority award was deleted and was replaced by the new Band C for the relief of homelessness.

Where there is a statutory homeless duty, including prevention and relief duties, officers can place bids on behalf of applicants from the date the band is awarded.

The impact of the homelessness duty changes is being monitored quarterly in order that the impact can be assessed and if it they are not working as envisaged further changes will be considered.

(3 April 2018)

The Kirklees Housing Allocations Policy April 2018 is published on the Council's website <http://www.kirklees.gov.uk/beta/housing/pdf/housing-allocations-policy.pdf>

- 1.4 The Council's current Housing Allocations Policy (April 2018) prioritises applicants based on housing need. The policy fulfils the statutory requirement to give reasonable preference to certain groups, to address local priorities and assist with making the best use of the council's stock by for example giving priority to under occupiers. A banding system is used to compare the housing needs of people; Bands A to E with A being awarded to those people in the most housing need.
- 1.5 Generally the Policy works as was intended, the vast majority of people who are re-housed are in the higher bands, eg homeless or with high medical needs. Whilst still allowing for others with low or no need to access properties, this is believed to stop some people reaching crisis point and coming to the Council as homeless applicants.
- 1.6 Any addition or amendment to the banding scheme in the Allocations Policy would need to consider and understand the impact on other applicants of those changes. In particular those we have a statutory duty towards such as homeless households, we also need to continue to give a certain level of priority to those in prescribed reasonable preference groups.

2. Open Age Policy and Local Lettings Framework

- 2.1 During the 2012 review of the Allocations Policy Cabinet agreed that an Open Age Policy for all flats and bungalows should be adopted. As a result only the Council's Retirement Living Schemes (19 schemes and circa 500 flats/studios) have an age designation requirement and are let to persons aged 60+.
- 2.2 Cabinet did however also agree that a time limited 'Successful Communities Policy' should be used:-
 - in new developments where there is a need for additional management of lettings to ensure the development of cohesive, mixed, sustainable and resilient communities and neighbourhoods; and
 - Where there have been lifestyle/anti-social behaviour issues that have significantly affected local residents and there is a need to be sensitive about the lifestyle balance between existing and new tenants.
- 2.3 In making this decision Cabinet considered an Equality Impact Assessment (EIA) and that The Equality Act 2010 requires the Council to comply with the public sector equality duty (PSED) and must have due regard to
 - advancing equality between age groups: and
 - minimising disadvantage between the age groups: and
 - minimising the disadvantage suffered by those with other protected characteristics e.g. disability; and
 - tackling prejudice and promoting understanding between age groups.

2.4 Cabinet's decision in to restrict age designations was seen as a positive step and evidenced that the Council had due regard to the fact that age designated lettings imposed an arbitrary constraint on the Council's ability to meet housing need and adversely impacted on other age groups. It is however possible to make age designated lettings as long as the decision making is clear and it can be evidenced that the PSED has been given due regard and EIA has been completed.

2.5 Therefore while the current Allocations Policy does not consider age as an indicator of housing need the Policy does have provision under the Local Lettings Framework (the 'Successful Communities Policy' mentioned above) to use the law and guidance around local lettings policies to provide an approach which offers consistency, flexibility and transparency in promoting successful and sustainable communities. (For information on the Local Lettings Framework please use the following link <http://www.kirklees.gov.uk/beta/housing/pdf/local-lettings-framework.pdf>)

3. Information required to take a decision

Report for information purposes only.

4. Implications for the Council

4.1 Early Intervention and Prevention (EIP)

4.2 Economic Resilience (ER)

4.3 Improving Outcomes for Children

4.4 Reducing demand of services

4.5 Other (eg Legal/Financial or Human Resources)

5. Consultees and their opinions

Not applicable.

6. Next steps

The Overview and Scrutiny Panel for Economy and Neighbourhoods takes account of the information presented and considers the next steps it wishes to take.

7. Officer recommendations and reasons

7.1 To continue on an ongoing basis reviewing the Housing Allocations Policy in accordance with new legislative changes and statutory guidance and local strategic priorities to ensure the Council complies with requirements to give priority for housing to those in reasonable preference groups and to make best use of the Council's housing stock to meet local housing needs.

7.2 To carry out by early 2019 a review of the Open Age Policy and Local Lettings Framework, including the process for applying for a Local Letting Plan and develop a detailed plan for reviewing and seeking views on any proposed amendments to the policy.

- 7.3 To consider in consultation with the Portfolio Holder, Adults and Independence, whether there are any other areas in the Policy which require review/changing.
- 7.4 Comments and views of the Economy and Neighbourhoods Scrutiny Panel on the Allocations Policy are noted and shared with the Portfolio Holder, Adults and Independence when considering next steps in relation to any review of the Allocations Policy.

8. **Cabinet portfolio holder's recommendations**

The portfolio holder, Councillor Cathy Scott agrees with the approach outlined above in the officer recommendations, to review the Housing Allocations Policy on an ongoing basis and to carry out a review of the Open Age Policy and Local Lettings Framework.

9. **Contact officer**

Helen Geldart - Head of Housing Services
helen.geldart@kirklees.gov.uk
(01484) 221000

10. **Background Papers and History of Decisions**

The Kirklees Housing Allocations Policy April 2018 is published on the Council's website
<http://www.kirklees.gov.uk/beta/housing/pdf/housing-allocations-policy.pdf>

11. **Service Director responsible**

Naz Parkar - Director of Housing
naz.parkar@kirklees.gov.uk
(01484) 221000