



PART A:	MATTERS DEALT WITH UNDER DELEGATED POWERS
REPORT TO:	POLICY AND RESOURCES COMMITTEE
DATE:	24 SEPTEMBER 2015
REPORT OF THE:	HEAD OF PLANNING AND HOUSING GARY HOUSDEN
TITLE OF REPORT:	DRAFT RYEDALE HOUSING STRATEGY ACTION PLAN 2015-2021
WARDS AFFECTED:	ALL

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

1.1 Following the approval of the overarching York, North Yorkshire and East Riding Housing Strategy 2015/21, the draft Ryedale Housing Strategy Action Plan needs to be approved by members for consultation.

2.0 RECOMMENDATION(S)

2.1 It is recommended that:

- (i) the draft Ryedale Housing Strategy Action Plan be endorsed and consultation be undertaken with stakeholders; and
- (ii) the final version of the Action Plan, to include members comments and appropriate revisions as a result of the consultation, be approved by the Head of Housing and Planning in consultation with the Chairman of Policy and Resources.

3.0 REASON FOR RECOMMENDATION(S)

3.1 The Action Plan, with its timetable for implementation, addresses the priority housing issues within Ryedale. It enables the Council to respond to the priorities within the agreed York, North Yorkshire and East Riding Housing Strategy. It provides an effective programme of specific proposals to be undertaken and allows for the monitoring of the effectiveness of the Strategy in meeting housing needs. Consultation on the draft Action Plan with key stakeholders will ensure that the Council works with key partners to maximum benefit.

4.0 SIGNIFICANT RISKS

- 4.1 The Action Plan identifies appropriate steps to address housing needs within Ryedale. There are no significant risks associated with the recommendations of this report.

5.0 POLICY CONTEXT AND CONSULTATION

- 5.1 The proposals contained within the Action Plan support the Council's aims of meeting housing need in the District and creating the conditions to create economic success.

REPORT

6.0 REPORT DETAILS

- 6.1 This Action plan replaces the previous action plan developed in 2010, which has been reviewed on an annual basis. Progress has been made over the past 5 years and Ryedale aims to continue to improve the services offered in housing services to the community.

- 6.2 The purpose of the Action Plan is to provide a framework for meeting the housing and housing related needs of the District over the next 6 years. The District needs to develop an action plan to be able to face challenges that may come forward, some of these challenges will be better assessed following the Queens Speech in the Autumn, but will include

6.2.1 Employment and Welfare Benefits Bill

The handful of named social security changes outlined in the Government's manifesto are contained in this bill. The four main elements of the bill are: a reduction in the household benefit cap from £26,000 to £23,000; a two-year freeze on the majority of working-age benefits, including unemployment benefit, child benefit and tax credits, from 2016-17; the removal of automatic entitlement to housing benefit for 18 to 21-year-olds; the creation of duties to report on the progress of government policies such as the Troubled Families Initiative, full employment and apprenticeships.

6.2.2 Housing Bill

The introduction of right to buy to for housing association tenants in England. There are about 1.3 million households in England who have lived in their properties for three or more years and will be given the opportunity to buy.

The government is targeting 200,000 new starter homes across Britain, which will go on sale to first-time buyers under 40 at a 20% discount below the open market value. It also pledged to tackle local authority red tape, forcing Councils to allow more self-build homes. The government is focusing its building strategy on brownfield land. It will set up a statutory register, with the aim of getting development plans in place on 90% of suitable brownfield land by 2020. It also promises to speed up the planning system to push through house building projects.

In addition further likely changes will include;

- a new zoning system will be created in England which will grant planning permission automatically (subject to certain “technical details”) on suitable brownfield sites which are identified in a statutory register of brownfield land;
- tougher action will be taken against local authorities who have not got local plans in place by a set deadline (that deadline is to be announced before Parliament rises for the summer recess);
- league tables will be published by the Government setting out local authorities’ progress in providing plans to deliver housing and jobs locally;
- significant intervention will be undertaken by central government to the extent that they will arrange, where considered necessary, for local plans to be written (in consultation with local people);
- proposals will be put forward to streamline the process of local plan preparation and to reduce the length of local plans (in both cases of implementing a plan and amending a plan);
- proposals to improve co-ordination between local authorities will be introduced and the guidance on the operation of the duty to co-operate on key housing and planning issues will be strengthened;
- consideration will be given to how to support higher density housing around key commuter hubs and how national policy and guidance can ensure that un-needed commercial land can be released for housing

6.3 All these changes may be introduced against a back drop of public sector cuts. However, the Council has and will, where it can continue to both sustain services, provide improvements and new services where possible.

6.4 Already Ryedale has seen significant achievements, many through the extensive partnerships that have been formed.

Achievements over the past 5 years

- 348 Affordable homes have been completed, consisting of 206 social rent and 134 intermediate tenures.
- There are a further 271 affordable homes that currently have planning permission
- Of the 348, 55 new affordable homes were developed on exception sites.
- Completed 11 Parish Housing Needs Surveys.
- Adoption of a 'NPPF' compliant Local Plan
- Received approximately £491,347 affordable housing commuted sums
- Successful affordable warmth bids to improve energy efficiency and reduce fuel poverty across the District
- Completion of 335 Disabled Facilities Grants (DFG's) totalling over £1.5m
- Completion of 55 Property Improvements Loans for owner occupiers
- Completion of 18 Landlords Loans for empty properties and Houses in Multiple Occupation (HMO's)
- Developed the White Rose Home Improvement Agency (HIA) in partnership with Scarborough Borough Council
- Extended the White Rose HIA to include a Wellbeing Service and Handypersons service.
- The introduction of Loans for Home improvements for owner occupiers and landlords of Empty properties and HMO's

- Developed a shared housing scheme for single working people in Malton
 - The implementation of a Housing Solutions team, using external funding.
 - Reviewed North Yorkshire Home Choice Allocations policy
 - Developed a North Yorkshire, York and East Riding Housing Strategy 2015/2021
 - Completed a Ryedale Homelessness Strategy 2015/2020
 - Underwent a peer review for the housing options service under Gold Standard - achieved 78%
 - Developed 14 room Supported accommodation project for single people in Norton.
 - Completed a 7 pitch extension to Gypsy and Traveller site at Tara Park, Malton
 - Developed across North Yorkshire a Young Peoples Homeless prevention partnership
 - The employment of an Oil Co-Operative Officer in partnership with Scarborough Borough Council
 - 3 Successful landlords fairs
 - 667 energy efficiency grants to a value of £255k
 - Received over £300k of government funding for York and North Yorkshire to reduce rough sleeping and developed a Single Homelessness Action plan.
 - Developed a “no second night out” initiative for rough sleepers in Ryedale as well as Cold Weather provisions
 - One of few local authorities in the YNYER LEP area where annual housing completions are at the target figure set in the Local Plan – this compares to significant under-delivery in some areas.
 - Developed a partnership approach to Safeguarding with Scarborough Borough Council
 - Developed new Safeguarding Policy for Ryedale and successfully completed annual section 11 audits.
 - Worked in partnership with Supporting people to ensure the continuation of support services across Ryedale
 - Utilising Commuted sums funds - employed a part time Development Officer
 - Developed a partnership approach to the application of DHP with revenues and benefits and extended the use of DHPs in preventing homelessness
 - Number of homelessness preventions - Prevented 1366 households from being homeless
 - A 21% increase in the number of initial enquiries to the housing options service in the last 5 years
 - Provided funding support to Ryedale Citizens Advice bureau and developed commissioning agreement.
 - Continued to operate a local Ryecare service
- 6.5 The 2015/21 Action Plan aligns with the new focus of the York, North Yorkshire and East Riding Housing Strategy and the Local Energy Partnership, specifically around the stated aim to double house building and triple affordable housing delivery. It also helps to draw out the specific housing issues identified in the Strategic Economic Plan (SEP) and our planned response to these.
- 6.6 The Council's Action Plan therefore aligns with the overarching strategy and provides the local context.

6.7 Evidence supporting the proposals within the Action Plan is presented against five main themes

- **Affordability and the supply of homes**
- **Working within our geography**
- **The housing needs of our community**
- **Understanding and improving the quality of our housing stock**
- **Addressing the needs of homeless households**
- **Vulnerable households and those with support needs**

6.8 There are 9 priorities within the Sub Regional Strategy and the Action plan puts local proposals forward to meet these priorities.

Issue	Priority
Affordability & Supply	1. Work with partners to increase the supply of good quality new housing across all tenures and locations (in line with Local Plans/site allocations).
Geography	2. Ensure that our housing stock reflects the needs of urban, rural and coastal communities
Demography	3. Ensure that our housing stock meets the diverse needs of our communities at all stages of their lives
Quality	4. Via policy guidance and negotiation, ensure new homes are of high design and environmental quality 5. Continue to ensure that we make best use of our existing stock and that it is of a decent quality and meets the needs of our communities 6. Ensure all homes have a positive impact on health and well being and are cheap to run
Homelessness, Vulnerable Households & Specific Needs Groups	7. Continue to reduce homelessness 8. Ensure Housing is allocated fairly and on the basis of need 9. Provide appropriate housing and support for those with specific housing needs

6.9 AFFORDABILTY AND THE SUPPLY OF HOMES

The demand for homes in Ryedale remains strong. The table below shows the difference between earnings and house prices for the District.

6.10

2013	Mean House Price (£)	Mean Private Rents (£)	Mean Annual Earnings (£)	House Price to income Ratio (%)	Income needed for 80% mortgage
<i>Ryedale</i>	217,858	562	23,124	9.4	49,796

6.11 The appeal of the area means that there is not only a pressure in the housing market from residents and newly forming family households but also from commuters,

retirees and second home owners. These impacts on housing availability, communities, land prices and affordability.

6.12 The supply of new homes falls short of demand across North Yorkshire. However, in Ryedale housing delivery is meeting its targets and it is important that this continues. The lack of housing which households can afford has been identified by the housing board and LEP as a constraint on local and sub regional economic growth and on community prosperity.

6.13 For information on the potential scale of need and demand for new and existing homes in Ryedale, household population projections from the Office of National Statistics (ONS) can provide an indication of the likely increase in households in our area.

		2012-2021		2022-2037		2012-2037	
	Households 2012	Average annual increase	Total Change	Average annual increase	Total Change	Average annual increase	Total Change
Ryedale	23,803	131	1,308	112	1,785	119	3,093

	Average Household size 2012	Average Household size 2017	Average household size 2022	% change in household size 2012/2022
Ryedale	2.24	2.19	2.17	-3.0

6.14 The Ryedale Plan: Local Plan Strategy establishes the level of new housing to be delivered in Ryedale to 2027. This is the delivery of at least 200 new dwellings to 2027, although the Plan provides some flexibility for this to be exceeded by up to 25%. Although the Local Plan Strategy does not identify a site specific sources of new housing, the adoption of the Plan has helped to support the release of housing land in the more sustainable locations within Ryedale in order to maintain a five year supply of deliverable housing land.

	Annual figure	Housing requirements	Broad pattern of distribution	Strategic Sites	Source	Position
Ryedale	200-250	3,000 2012-2017	50% Malton and Norton 24% Pickering 10%K,M,S		Local Plan Strategy 2013	Adopted Core Strategy, Helmsley Plan Sites Document Preferred Options 2015

6.15 Completion of the Ryedale Plan through the production of the Sites Document is a key priority for the Council. The Sites Document will allocate new housing sites to ensure that a sufficient supply of housing land is available to ensure that housing requirements can be delivered. Consultation on Sites, including preferred sites and potential site options will be undertaken later this month in order to prepare the document and submit it for examination in 2016.

6.16 Key local proposals

- **Maintain and review Local Plan policy in line with government changes**
- **Continue to meet regularly with the Homes and Communities Agency and registered providers to explore new funding models and programme delivery**
- **Continue to meet our housing delivery targets within the local plan**
- **Continue to operate an effective Corporate Affordable Housing Group**
- **Ensure all new programmes from the HCA are shared with key stakeholders**
- **Complete a new Strategic Housing Market Assessment**
- **Look at options for the Council to buy properties - develop business plan for proposals to undertake bringing properties back into local authority stock**
- **Streamline the process for Section 106s and working with developers**
- **Develop Supplementary Planning Guidance for affordable housing**
- **Update and review the Council's Empty Homes strategy**
- **Provide additional assistance for landlords of Houses in Multiple Occupation.**
- **Support the development of extra care schemes in Ryedale to meet emerging need.**
- **Identify and support initiatives to provide suitable accommodation for young workers**
- **Prepare Sites Document and submit for examination in July 2016**

6.17 WORKING WITHIN OUR GEOGRAPHY

The District is made up market towns and rural villages, and the majority of housing will be centred on the market towns, with further development throughout the service villages.

- 6.18 The Council will continue to work with the North York Moors National Park (NYMNP) on the development of their planning policies and ensure that suitable housing development, including affordable housing development continues to take place. Nearly 25% of the stock in the urban areas are owner occupied, this falls to just 9% in Ryedale South west. 74% of the dwelling stock across the District consists of houses, only 10% of the stock is flatted properties. 44% of the stock is detached properties, with a further 27% being semi detached and majority of the properties were built pre-1919, making up 39% throughout the District.
- 6.19 There are geographical variations in the composition of private housing across the District. There are two areas in particular that have above average pre 1919 and private rented properties, sectors known to be problematic in condition terms. These areas comprise rural South East and rural South west.

6.20 Other general issues influential to strategy development include the significant stock of second homes. This is particularly visible in rural North and South west of the District.

6.21 **Rural**

The issues the community faces are more acute in rural areas. Local wages are traditionally lower than in urban areas and property prices and rental levels are higher. The quality of life offered by our rural areas is a strong attractor for existing populations, in migrants, retirees and second/holiday home owners. The percentage of second homes in Ryedale is well above the national average. The Council and its partners will respond productively to this issue with the provision of more rural homes, and the inclusion of local needs criteria within S106's to ensure the homes are let to local people in perpetuity.

6.22 **Key local proposals**

- **Continue to provide funding toward the Rural Housing Enabler (RHE)**
- **Support the development of Rural exception sites**
- **Promote the RHE programme with local forums and to parish Councils**
- **Work closely with NYMNP**
- **Look at exploring costs associated with undertaking a Stock Condition Survey for the District**
- **Continue with licensing regime for HMOs**
- **Ensure Ryedale's private sector enforcement policy meets new legislative requirements**
- **Review the Council's Private Sector Renewal Policy**

6.23 **THE HOUSING NEEDS OF OUR COMMUNITY**

6.24 The 2011 census revealed that Ryedale's population has increased to 51,700 over the last ten years. Whilst the population has increased, it has not increased as much as previously estimated by trend based population and household projections. In terms of age structure, Ryedale has a significantly higher proportion of people over the age of 65 than the national average. Indeed the District has the third highest proportion of retired and elderly people in Yorkshire and the Humber. This is compounded by the fact that Ryedale has a substantially lower proportion of young people and adults in the 16-29 year age group (13.15%) than national and regional averages. The proportion of people in this age group has declined whilst the proportion of the population at or near retirement age has progressively increased. Therefore, although the population of the District is increasing, it is also ageing, with the proportion of very old people (75+ - 10.86%) set to increase significantly over the next two decades.

6.25 Ryedale has experienced a more pronounced reduction in population aged between 20 and 35 years when compared with the sub-region, most likely linked to the rural nature of the economy and difficulties providing young people with suitable employment. Ryedale has also experienced growth with those aged 10-20 (12.84%) when compared with sub regional trends.

6.26 Northern Ryedale has a greater proportion of elderly residents in comparison with other parts of the District whilst the Wolds has a greater concentration of households

with children. This could be a reflection of lower house prices in the Wolds area and northern Ryedale being particularly attractive to incoming retiring households.

6.27 Consistent with national trends, the District is also experiencing a progressive decline in average household size. The reasons for this are varied but generally involve the separation of couples and families and a greater proportion of elderly people living alone following the loss of a spouse or partner.

6.28 The above needs to be taken into account when assessing the housing needed within the District, the aging population housing needs have to be met as well as the ability to try and keep the younger population residing within the District.

6.29 Key local proposals

- **Ensure housing is available to meet the needs of the aging population of Ryedale**
- **Continue the partnership working with Scarborough BC on the delivery of disabled facilities grants and ensure funding through the Better Care Fund**
- **Explore opportunities for providing an Older Person's Housing Options Officer**
- **Promote the Handypersons services across the community to attract fee paying customers**
- **Continue to work with landlords to provide assisted management services for those with HMO's**
- **Await the outcome of the Platform for Life bid and if successful, develop the scheme**
- **Contribute to the development of a winter health strategy**
- **Assist in the delivery of government initiative for starter homes for under 40's**

6.30 UNDERSTANDING AND IMPROVING THE QUALITY OF OUR HOUSING STOCK

Innovative management to maintain and improve the quality of our stock in all tenures is fundamental to the delivery of our priorities. We need to make the best use of our existing stock and seek ways to use the private sector and owner occupied sectors to address local housing needs. Housing quality has a significant impact on our lives.

6.31 A stock condition survey was last completed in Ryedale in 2007/2008. At that time across all private tenures the survey estimated that approximately 28.6% of properties failed to meet the decent home standard and 19.1% of properties had a category 1 hazard under the Health and Safety Rating System, dominated by excess cold, the risk of falls and electrical hazards. 6.7% of properties required major repairs. Energy efficiency levels were in line with national averages. It is important that we understand what the current issues are with the quality of housing stock.

6.32 Poor housing conditions have a detrimental effect on health, the social sector housing has improved however, the condition of private rented homes still falls behind. The quality of the home i.e. a warm, dry and secure home is associated with better health. In addition to basic housing requirements other factors that help to improve well-being include the ability to have modifications for those with disabilities.

- 6.33 The Council will continue to make improvements to the private sector stock through the provision of grants and loans and work in partnership with Scarborough Borough Council in the continuation of the White Rose Improvement Agency.
- 6.34 The Council has been very successful in the development of schemes to address fuel poverty across the District. During the past 5 years, the Council has taken part in roadshows to promote renewable energies - provided new boilers, air source heat pumps, solar panels and cavity wall insulation.
- 6.35 **Key local proposals**
- **Look at options to gain information on the stock condition within Ryedale.**
 - **Continue to work in partnership and provide Energy Efficiency grants to low income and vulnerable households**
 - **Improve the condition of the housing stock by the provision of property improvement loans for low income, vulnerable and elderly households**
 - **Bring empty properties back into use with the use of empty property loans and grants**
 - **Ensure Houses in Multiple occupation are compliant with Housing Act legislation with the provision of Loans and grants**
 - **Inclusion of over the shop redevelopment through the Empty Property Action Plan**
 - **Ensure appropriate Houses in Multiple Occupation are licensed**
 - **Continual development of Oil Co-ops and collective switching schemes**
 - **Promote renewable schemes to landlords through Forums and Fairs**
 - **Investigate and develop partnerships to promote affordable warmth and renewables**
 - **Actively promote the Ryecare service throughout the District**

6.36 ADDRESSING THE NEEDS OF HOMELESS HOUSEHOLDS

- 6.37 Addressing the needs of homeless households and preventing homelessness remains a key priority within the District. We know that preventing homelessness is more cost effective than dealing with its consequences. Ryedale has developed its own homelessness strategy and the Council will continue to maximise the opportunities in terms of addressing homelessness and particularly homelessness prevention.
- 6.38 A Ryedale officer chairs the County Homelessness group and this group will continue to work in partnership to share good practice and develop services.
- 6.39 Welfare changes and changes to housing benefit for young people will be monitored as will the effect this has on the Ryedale community.
- 6.40 Records show, over the last 12 months, that the volume of households seeking assistance from the Council remains consistently high. Whilst the majority of these households have had their housing problem resolved in some way and their homelessness prevented, very many of these households have multiple problems and the work needed to resolve the issues has increased incrementally.

- 6.41 The impact of Welfare Reform on many Ryedale residents is leading to an increase in presentations for advice. Applications for Discretionary Housing payment to bridge the gap between rent costs and housing benefit have increased for 75 in 2012/13 to 407 applications in 2013/14 and 353 in 2014/15.
- 6.42 The introduction of Universal Credit, active in Ryedale from February 2015, is anticipated to lead to a further increase in clients needing housing advice.
- 6.43 The Council has seen a 73% reduction in use of temporary accommodation over the past 5 years. This continuing trend of low numbers is mainly due to the success of the Young People's Accommodation Partnership, plus continued success in homeless prevention cases.
- 6.44 The Council's approach to tackling homelessness continues to be through the use of prevention initiatives. Spending relatively small amounts of money to help to prevent households from becoming homeless saves the funds which would otherwise be spent on the provision of expensive temporary accommodation. This approach is well embedded and continues to prove to be successful. The excellent services are being sustained in part due to the ongoing commitment of the Council to prioritise this work.
- 6.45 **Key local proposals**
- **Continue to chair and attend the County Homelessness Group**
 - **Monitor the effectiveness of the Homelessness Strategy and review on an annual basis**
 - **Achieve Gold Standard for our housing options services**
 - **Maintain membership of North Yorkshire Home Choice**
 - **Participate in tendering process to ensure continuation of pathway for Ryedale residents**
 - **Re commission in partner services for homeless prevention support across North Yorkshire**
 - **Develop an homelessness awareness programme to offer to partner agencies**
 - **Formalise "No Second Night Out" protocol**
 - **Continue to identify further funding streams and attract alternative funding**
 - **Explore option of extension of housing solutions role**
 - **Look at discharging homeless duty direct to the private sector**
- 6.46 **THE NEEDS OF VULNERABLE HOUSEHOLDS AND THOSE WITH SUPPORT NEEDS**
- 6.47 A lack of suitable accommodation can significantly affect the support, care or treatment of a vulnerable person. Vulnerable people may need additional help and guidance in accessing housing options including through Choice based lettings. A number of vulnerable people have been identified through the Supporting People Commission group as priorities for housing related support and services have been commissioned jointly to meet these needs. These include across Ryedale, services for those suffering with Domestic Abuse, Gypsy and Traveller services, making safe scheme, young homeless people, child sexual exploitation, ex offenders, people with mental; health problems, people with substance misuse issues and families and single people needing housing support.

6.48 Housing continues to work actively with partner agencies on their strategies focusing on the vulnerable client groups across the District.

6.49 The needs of those with learning difficulties are met through joint working with NYCC.

6.50 Key local proposals

- **Work with NYCC to identify accommodation of specific need groups**
- **Continue to provide housing representation at Multi Agency Public protection meetings (MAPPA) and Multi Agency Risk Assessment Conference (MARAC)**
- **Support delivery of the York and North Yorkshire Domestic Abuse Strategy**
- **Development of management protocol for Tara Park**

7.0 IMPLICATIONS

7.1 The following implications have been identified:

a) Financial

There is currently provision within the revenue budgets to implement these proposed actions which are solely based upon internal funding sources, any changes to the revenue budget may have an effect on this. Some of the actions are dependant on external funding sources, notably the Homeless Prevention Grant (CLG) and Supporting People, the continuation of these could change at any time. The provision of capital funding/borrowing for projects would need to return to Members for authorisation. In addition if there are any financial implications for implementing the Action Plan that are beyond currently agreed budgets these will be brought back to Members for authorisation.

b) Legal

There are no legal implications for the Council in that the proposals within the Action Plan will be consistent with the Council's Strategic responsibility for the provision of housing services.

c) Equality and Diversity

A full equalities impact assessment has been undertaken in respect of the York, North Yorkshire and East Riding Housing Strategy, which this Action Plan seeks to implement.

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Background Papers:
Draft Housing Strategy Action Plan 2015/21

Background Papers are available for inspection at:
Housing Section, Ryedale House