PENNINE LANCASHIRE HOUSING STRATEGY

2009 - 2029

FINAL DRAFT

Version: 4th March 2009

Contents

Note: Final Draft of strategy for consultation and approval. Strategy will be indexed, numbered and illustrated before publishing. This final version does not include the statistical appendices. Published version will have latest statistical data.

FORWORD

VISION

“Our vision is that we will have a balanced and accessible housing market, which supports the economic and social well being for the people of Pennine Lancashire. We will improve the housing offer over the next 20 years; to create a housing market where local people can afford a good quality home, where its communities will prosper and where people choose to live, work and visit”.

This Strategy establishes over the next 5 years how we will work towards this vision, identifies our main strategic objectives and how we will make best use of resources within the national and regional policy frameworks. It reflects the Regional Housing Strategy’s key principles of:

- Quality
- Quantity
- People

It outlines the key housing issues the area is facing in the context of a wider integrated strategy framework which reflects the interdependence of the economy, skills, education, health, planning and transport infrastructure. Success can only be achieved by improving the prosperity of Pennine Lancashire and its communities. This requires a concerted effort to deliver against all of these themes. Critically this combined effort will improve quality of life for residents of Pennine Lancashire.

The developing Housing Strategy for the Lancashire sub region will establish an overall framework for Pennine Lancashire. This framework will help to set priorities for funding delivery within the sub region.

This strategy identifies and responds to the housing threats and opportunities in the context of the key economic and demographic factors that drive the housing market. It reflects the challenges faced by housing authorities and other stakeholders, highlighting the approaches that are being developed to address specific housing issues. It serves to set out a long term direction whilst providing a strong initial strategic framework for the relationship between market intervention, renewal and growth that will improve the ability of Pennine Lancashire’s housing market to respond to both its social and economic opportunities.

This strategy will sit above the individual housing authority strategies and action plans. These will outline in more detail, specific local issues, priorities, interventions and programmes. The strategy will also inform Elevate’s on-going HMR Business Planning, ensuring that the process of renewing housing markets continues to be aligned with broader strategic housing development in Pennine Lancashire.

This strategy has been endorsed by Pennine Lancashire Leaders and Chief Executives and prepared in partnership by all the Pennine Lancashire housing authorities with their partners. It complements other strategies and our ambitions in the Multi Area Agreement.

The preparation of this document is the first step in this longer term process. Partner organisations and stakeholders will use this strategy as a reference point to prepare delivery plans setting out a range of projects, actions and resource requirements.

The major challenge for Pennine Lancashire remains the legacy of industrial decline and preponderance of poor condition older terraced housing. It was an acceleration of this decline in the 1990s which led to the establishment of the Housing Market Renewal Programme. The Pennine Lancashire Housing Strategy presents a coherent, inclusive and robust response to the challenge going forward.

Leaders & CEX
Photographs and signatures

Chapter 1

Strategic Context

PENNINE LANCASHIRE
INTERIM HOUSING STRATEGY

1.0 INTRODUCTION

Pennine Lancashire includes a range of housing market conditions in Blackburn with Darwen, Hyndburn, Burnley, Pendle, Rossendale and Ribble Valley. However the major challenge for Pennine Lancashire (PL) remains the legacy of industrial decline and preponderance of poor condition older terraced housing. It was an acceleration of this decline in the 1990s which led to the establishment of the Housing Market Renewal (HMR) Programme. The housing market is never static. The Pennine Lancashire Housing Strategy (PLHS) presents a coherent, inclusive and robust response to the challenge going forward.

The longer term vision allows the strategy to address short term needs, respond flexibly to changing market conditions, whilst maintaining a course to achieve transformation. We wish to create confidence and create the right environment within which the private sector will invest and flourish.

1.1 DEVELOPING A LONG TERM HOUSING STRATEGY

This Strategy fits with and supports the Government's Sub National Review of Economic Development and Regeneration. This review has for the first time distinguished between activities which produce regeneration and those which deliver economic development (growth). The definition of regeneration now used by Government is:

> *'Regeneration is a set of activities that reverse economic social and physical decline in areas where market forces will not do this without support from Government'*. (DCLG, 2008 P6).

The central aim is to address these twin issues of regeneration and growth and to provide appropriate policy linkages between the two. It does this as a component of the overall PL integrated strategy and the supporting suite of strategies and policy responses (e.g. PL Economic Integrated Strategy, the MAA and LAA).

The overarching aim of Pennine Lancashire is:

To promote prosperity across Pennine Lancashire and remedy the impact of market failure on land, labour and housing markets.

1.2 DELIVERING TRANSFORMATION

We set out our context for taking the PLHS forward in the form of a Market Progression Model (MPM) which defines the interdependency of housing and the economy. It focuses on the twin objectives of securing housing and neighbourhood regeneration alongside housing growth; to achieve a balanced housing market.

1.2.1 Background

After an extended period of stagnation and decline the housing market in many parts of PL has turned a corner: attractive areas such as Barrowford and Rawtenstall are flourishing, with high demand and high values. These have potential for sustainable growth and demonstrate how the PL market could develop.

In other parts however, problems persist. The unusual structure and imbalance of the market is well documented. Persistent high levels of vacancy and dereliction are exacerbated by concentrations of social and economic deprivation in many neighbourhoods. Achieving higher levels of sustainable demand requires a stronger economy to drive demand. The Pennine Lancashire Integrated Economic Strategy [PLIES] will deliver this through new investment, skills and development of employment opportunities.

PL must shape the future housing market to support the economic interventions. The PLHS has been developed specifically to do this. It must provide both the new homes and quality neighbourhoods that higher value workers demand whilst continuing to regenerate existing neighbourhoods. These economic and housing strategies must be delivered simultaneously. Without this targeted and coordinated intervention, PL will continue its slow but steady relative decline. The current economic climate requires PL to have a long term ambition whilst being realistic in setting milestones over the shorter term which can be achieved and sustained.

1.2.2 The Market Progression Model

The MPM promotes housing growth, economic competitiveness and inclusion to achieve a balanced housing market. It will do this by addressing housing and neighbourhood regeneration arising from market failure in the land, labour and housing markets, whilst accelerating areas of growth. It will drive private investment to raise the quality, balance and accessibility of PL's housing. The MPM represents a radical shift from targeting interventions purely by housing needs to a market led approach for sustainable economic and social renewal. It makes the market the most important determinant of investment type and location, to tackle the underlying economic challenges and increasing social mobility. It will allow PL partners to plan and move the housing and neighbourhood offer from where it is now to where it needs to be, in support of economic growth.

The model will be used to diagnose which interventions are most appropriate for each neighbourhood: in this way, interventions can be co-ordinated across PL, ensuring maximum impact and value for money. The nature and scope of these measures will vary from place to place and over time, according to market circumstances.

The central element of the MPM is to deliver the three objectives of the PLHS; Quality Quantity and People. Some measures will deliver neighbourhood regeneration and others will deliver growth.

MARKET PROGRESSION MODEL

MPM IMPLEMENTED IN THREE 7 YEAR PROGRAMMES		
Stabilisation/Early Renewal	Renewal/Early	Transformation

2008-14	Transformation 2015 -21	2022-28
Current Position **Where the market is is now**	→	**Vision: A Balanced Housing Market** **Where we need to be 2028**

THE RANGE OF MPM MEASURES TO ACHIEVE THE VISION BY ADDRESSING BOTH GROWTH AND REGENERATION	
SUPPLY SIDE MEASURES	**DEMAND SIDE MEASURES**
• Facilitating development of sustainable neighbourhoods, through PL approach to improving Neighbourhood Management processes • Improved PRS offer through support and regulation • Area based housing regeneration, such as neighbourhood renewal, housing clearance, improving public realm, remodelling of terraced housing etc • New “Eco renewal” of existing terraced stock; plus imaginative remodelling via integrated master planning and broad based public private partnerships • Enhanced access to affordable homes through strategic RSL commissioning • Strategic site assembly, including Greenfield/Brownfield swaps; new green urban extensions • Site development for a range of range of more sustainable ”aspirational” housing	• PLIES education and skills measures including LEGI to raise employment, skills and wage levels • Enhanced Private Rented Sector advice and incentives to address worklessness, linked to cross tenure advice service • New flexible loan products / processes including mortgage rescue to permit better access to accommodation of choice • Linking construction to training and employment opportunities for local people, e.g. PL Sustainable Construction College • New inward investment to provide higher skilled and higher paid employment • University Education provision to attract and ultimately retain younger people • Transport: improved connectivity within PL and to the rest of region

The MPM aims to widen the range of housing opportunities to all residents of PL. Individual measures are outlined below and form the basis of the initial work plan for the MAA and the HCA "single conversation".

- Ensuring a higher quality Private Rented Sector offer is critical to widening positive housing choice in PL. Consistent approaches to working with and managing this sector will bring about greater integration with LA allocation services. In turn this approach will address some of the most engrained social exclusion in PL through the development of integrated housing and employment services with Job Centre Plus to tackle worklessness. Improving conditions within the private rented sector including Private Landlord Licensing, enhanced options work with private sector landlord tenants, investment in stock improvement, environmental improvement, accreditation and support to develop better practice are all key areas for intervention.

- Improving the quality of the stock (particularly reducing unfitness) through the development of appropriate products for example;

  Loan products; local maintenance services; covenants and service charges to fund environmental and property maintenance; energy efficiency schemes; new equity products and support for intermediate housing; and new social housing via partnership working with Registered Social Landlords and private developers.

- Radical new solutions to improve and extend the lifespan of existing terraced housing. This will involve the refurbishment of non-decent housing and the clearance of surplus or obsolete property, to secure sustainable neighbourhoods. Energy efficiency must also be improved: new cost effective "Eco-Renewal" schemes to extend the life and broaden the appeal of terraced properties, are required. This could take the form of new "eco towns", but within the context of the existing urban form. This will also include action to support people to improve their own homes.

- The delivery of RSS targets, to provide the quantity and variety of housing the area needs. This will be through strategic approaches to infrastructure investment, the provision of high quality sites for growth, enhanced developer engagement including partnering and by closer alignment with the planning context for PL.

- More effective neighbourhood management to create the conditions for residents and landlords to invest in their properties and secure sustainable neighbourhood regeneration. Over the first planning period in our 20 year ambition, this provision would support the on-going stabilisation of neighbourhoods, actively support the engagement and influence of communities in place-shaping activities etc as new neighbourhoods are planned and demographic changes occur.

- Work with emerging Government concerns to support homeowners during the credit crises and as we go through recession. e.g. mortgage rescue. Any measures to help manage a crisis may be short term allowing local authorities to use them as a safety net.

As stated above, the MPM is the underpinning framework for further developing and delivering the above, and other, interventions. The nature and timing of interventions will be considered in the context of a Pennine Lancashire housing market with final programmes etc being informed by local needs, circumstances and opportunities.

1.3 A TWENTY YEAR AMBITION

The Housing Strategy sets out a series of actions which are intended to support the transformation of the economy in Pennine Lancashire. The actions a reflected in the concept of the MPM discussed earlier. Given the current business base and the skills profile of the workforce, this is a long term goal. The Strategy is based around three overlapping phases building on the period 2003-2008 which was focussed on intervention and arresting decline. These are:

1. Stabilisation/early renewal 2008-2014
2. Renewal/Early Transformation 2015-2021
3. Transformation 2022-2028

There are a number of implications for the housing market in Pennine Lancashire arising from the implementation of the PLIES. These include:

- Reducing Worklessness, through helping people to access employment, will increase the choices open to some residents in terms of housing, although much of this will be for low cost housing (rented and low cost home ownership).

- Increasing the number of young people going to University will potentially increase the number of young returnees, increasing demand for higher quality rented and affordable home ownership.

- Increasing the number of well paid jobs through successful inward investment and more effective business support will increase demand for housing in the most attractive neighbourhoods.

- Improving connectivity, to allow more residents to access higher paid employment which will increase demand for high quality housing in those areas with the best connectivity to Manchester and Preston.

The importance of these factors will increase over time, and there is a challenge in determining how the housing strategy can support and anticipate some of these changes, while at the same time addressing some of the long standing housing issues facing many communities.

A strategic review has been undertaken forming a baseline which underpins this strategy. This has taken place 5 years into the first phase of intervention in the housing market via HMR activity. This has re-established stability in failing markets and neighbourhoods; however it has not removed the underlying causes of decline in disadvantaged neighbourhoods.

This strategy and subsequent funding submissions will be developed within the framework set out in the Government's Sub-National Review of Economic

Development and Regeneration. The focus of this strategy is to address the issues arising from market failure in the land, labour and housing markets and to support economic growth. The existence of continuing large scale market failure is evidenced within Pennine Lancashire by the following:

- High and persistent levels of vacancy and dereliction in the physical stock of housing;
- Increasing overcrowding;
- A failure of the market to produce a housing supply which meets housing needs and demand; and
- Inadequate investment in property maintenance caused by low income and high levels of Worklessness, and low and inadequate skills levels.

This strategy will be followed by a detailed five year regeneration programme which will build on the successes which have been achieved since 2003. This programme will develop local approaches to regeneration and will make an exciting contribution to achieving the transformation of Pennine Lancashire.

The PLHS will inform the developing Lancashire Housing Strategy and North West Regional Housing Strategy. It will articulate housing priorities within Pennine Lancashire and show how delivery of strategic aims and objectives will help deliver both Sub regional and Regional Strategy.

This strategy needs to be considered in 3 ways:

- Economic Context
- Housing Context
- Spatial context

1.3.1 Economic Context

With a population of 522,000 spread across six Boroughs, Pennine Lancashire has the potential to play a significant role in the economic renaissance of the north of England. It borders the Manchester and Leeds City Regions, and is part of the Central Lancashire City Region, which includes Preston. While Blackburn with Darwen is the most populous district, the area is polycentric and significant employment is located in Burnley, Hyndburn and Pendle. The distribution of employment reflects both the industrial heritage of the major towns, and a strong rural economy in the north and east. In spite of the proximity to other major centres, employment links are limited. Only parts of PL act as commuter locations to Manchester. This is largely due to the poor connectivity and less to do with what the location has to offer.

City regions are major drivers for economic growth. PL forms the eastern part of the Central Lancashire City Region, which includes Preston. Preston is an important potential employment destination for PL residents, particularly for those in the neighbouring districts of Blackburn with Darwen and Ribble Valley. The M65 motorway and the Blackpool-Leeds rail service give ready access to the Preston area from PL. Forecast employment growth in Preston will create new opportunities for Pennine Lancashire residents and business.

The area was once one of the main drivers of the industrial revolution and a powerhouse of the textile and engineering industries. This industrial base has declined for many decades and the output of the sub-region today is founded on relatively low wage, low added value, and low skilled employment. The housing stock has deteriorated in parallel with the traditional industries: the legacy of the past industrial success is an oversupply of two bedroomed terraced housing, much of it in very poor condition.

PL's economic performance has steadily improved in recent years, after mixed performance in the 1980s and 1990s. Employment has increased every year since 2001 (by 3,000 to almost 200,000) and since 1997 the number of VAT registered business has grown by 10% to 14,000. This growth is, however, modest when compared to other northern economies, including Preston and Manchester.

Manufacturing remains an important source of employment, with more than twice the level of employment nationally. Although it has been in decline for some time (as it has nationally), employment growth has occurred in some key sub-sectors (notably furniture production, basic chemicals, and food and drink). Pennine Lancashire's aerospace and advanced flexible materials sectors are of national significance

PL has experienced strong business services growth in recent years, but this has been from a low employment base. Consequently, absolute employment growth of higher value services has not fully off-set employment decline in manufacturing. Supporting employment growth in higher value service sectors is both a challenge and an opportunity: although difficult it could help PL to attract skilled people and jobs. Other parts of the service economy, such as the visitor economy, offer further potential for business and employment growth

PL has an adequate stock of intermediate level skills in the workforce, with the proportion of adults holding level 2 and 3 qualifications matching national levels. It has however relatively high numbers with no qualifications and low numbers qualified to degree level and above.

Supporting the growth of higher value service employment is vital if the productivity gap is to be closed, and will be a major help in attracting highly skilled individuals. Lower than average productivity in all sectors is a feature of industry in the north of England. In Pennine Lancashire it accounts for almost three quarters (or £1.5 billion) of the output gap. The performance factors that underpin this include:

- The skills base of the workforce
- The occupational distribution of the workforce
- The level of business competitiveness
- The level of capital investment per employee

Each of these areas must be tackled to improve economic performance. Promoting employment should remain a priority (particularly given the potential benefits for the most deprived neighbourhoods) but it must be part of a broader approach that improves competitiveness across every sector.

Success will depend on a number of related factors. These include exploiting sub-sector strengths; increasing the skills of the workforce; developing new employment and sector opportunities, and helping local residents and businesses take advantage of economic growth in neighbouring economies.

In summary the Pennine Lancashire Integrated Economic Strategy prioritises:

- **Productive and competitive businesses** in growth sectors including aerospace and manufacturing. There is also a need to improve connectivity with Manchester / Salford, Leeds and Preston as part of economic growth over a wider area and to enable residents to access jobs over a wider area.
- **Skills and Education**: need to raise attainment at all levels, invest in skills and address the graduate deficit. The broad housing offer is a key part of this process otherwise the skilled workforce will migrate outside Pennine Lancashire or chose to commute inwards, exporting their incomes to more attractive areas.
- **Economic Inclusion**: addressing Worklessness and a healthy workforce. Quality and affordable housing and neighbourhoods are a key ingredient of economic and social inclusion.
- **Investing in Infrastructure**: improving connectivity to areas of growth through investment in transport infrastructure is crucial as is investment in the public realm, image and identity of Pennine Lancashire. In fact, this may be so fundamental that without them other housing interventions are ineffective.

The Economic Strategy is seeking to address regeneration challenges and at the same time develop assets and infrastructure to accelerate economic development and growth. The regeneration changes are urgent, given the recent deterioration in the Index of Multiple Deprivation scores for the local Authority areas. Many of these communities have significant proportions of BME residents, where household numbers are increasing, living in very poor housing conditions, and with limited prospects of accessing routes to better housing.

1.3.2 Housing Context

The unusual and complex structure of the Pennine Lancashire housing market has been well documented over the last decade. Compared to the regional and national averages the sub-region has very high levels of owner occupation, but much of this stock suffers from high levels of disrepair and unfitness. The stock of housing is significantly older than the regional and national average, and 49.6% of the stock is terraced property compared to 31% for the North West and 26% for England and Wales. Similarly vacancies are 2.5 times greater in Pennine Lancashire compared to the nation as whole and house prices are £100,000 lower than the national average (all figures for 2007).

The structural weakness of the local economy and housing market are well known and require a long term transformational programme of public and private sector intervention to transform the social and economic prospects of the sub-region. There is already success to build on; the implementation of the HMR Programme has made an impact upon stabilising the market with the following trends being evident:

- There is a modest increase in population and households up to 2026;

- Recent house price growth has exceeded the national average (2000 – 2006);
- Vacancy rates have been decreasing across the sub-region, but are particularly evident in Blackburn and Burnley.
- The rates of property turnover, which were particularly high in the private sector, have been reducing since 2004.

The facelift programme, selective clearance and improvement for sale initiatives have all contributed to these improvements in headline indicators. Additional interventions to support neighbourhood management are also important in maintaining quality of life in areas experiencing intervention in Pennine Lancashire.

The Baseline Position (Appendix 1) has identified a number of key economic and demographic drivers which will need to be addressed through the implementation of this strategy. The document highlights the importance of increasing incomes of local residents to enable greater choice and ultimately to afford a higher level of maintenance for their properties. This is also reflected in the stair casing mechanism alluded to in the MPM. Additionally some areas will experience significant BME household growth in the medium and long term, and local policies will need to adapt to meet this particular challenge which could also be considered as an opportunity. Whilst there are clear common themes which exist across the Housing Market in PL there are also local differences. Given these differences the MPM will not have a uniform trajectory across the sub region. The next section briefly illustrates the differences and similarities between places.

As noted the PLIES is seeking to address regeneration challenges and at the same time develop assets and infrastructure to accelerate economic development and growth. This will lead to a change in housing demand in the long term, although there are many immediate housing challenges which will undermine efforts to transform the economy if not also addressed successfully.

The Pennine Lancashire sub region consists of a series of inter-related housing markets, with a common characteristic for urban areas to lose population to their immediate rural hinterland. There is a strong dimension of BME household growth which is supporting the housing markets of inner urban areas. The strongest relationships between places and the strategic issues they face are set out below.

Blackburn/Hyndburn

This housing market area has experienced steady household growth and population stability for most of the last 20 years. In common with the rest of the region, growth rates for population and households have accelerated over the first few years of the twenty-first century.

The Blackburn/Hyndburn housing market area has the youngest population of the Pennine Lancashire housing market areas, reflecting BME growth. This area of growth is likely to profoundly influence the pattern of housing demand over the medium term. The Blackburn/Hyndburn housing market area shares some of the economic characteristics of the northern part of Greater Manchester and other manufacturing areas in Lancashire. Most notably these are lower economic activity, low GVA and low levels of earnings.

The area now has falling vacancy rates, albeit from very high levels and with stubbornly high rates still prevalent in the private sector stock. Despite high vacancy rates, the numbers registering on social housing waiting lists have increased dramatically. This is, however, occurring against an improvement in the quality of this stock, which has been partly achieved by an active demolition/restructuring programme.

Burnley/Pendle

The Burnley/Pendle housing market area has experienced population decline but growth in households of 8,000 over a 20-year period. Despite this household growth the area has been characterised by high levels of vacancies, which stood at 7% of which 5% were long term vacant in 2008, the highest in the region. In spite of this high vacancy rate, the overall surplus of properties is currently falling, probably as a result of the implementation of the Housing Market Renewal Programme.

The issues within the local housing market appear to be a historical legacy. The area has significant numbers of small terraced properties, and a high level of unfitness. Vacancies in this sector of the market remain problematic despite the existence of household growth, low earnings and relatively low house prices. Conversely, new build has been outstripped by projected household growth in recent years. All of this suggests a housing market which has not yet been restructured to meet the demands of a twenty-first century locality. The area has a similar economic profile to elsewhere in Pennine Lancashire and the northern parts of Greater Manchester.

The future projected growth of households is only half that for the region as a whole. Furthermore, much of this growth is projected to occur in older age cohorts, a source of demand which is unlikely to be matched to the current stock profile.

Ribble Valley

The Ribble Valley housing market area has experienced a renaissance with steady population and household growth in recent years. The area is popular with families and couples, which is reflected in the older age profile for the locality. Deprivation in the area is low and earnings are high. The area benefits from being adjacent to centres of employment in Preston and Pennine Lancashire and is accessible to Greater Manchester and Yorkshire.

The housing market area also contains the smallest social rented stock in the North West, and historically the waiting list has been relatively high. The area is projected to experience the largest increase in population in the North West and significant household growth up to 2032. Net housing supply has not been responding to increases in household growth over the last five years. Issues of affordability, and the reduction in demand from more affluent households in adjoining areas, are the key issues.

Rossendale

The Rossendale housing market area is in part rural, but given its environment and character has benefited surprisingly little from population decentralisation from the Greater Manchester conurbation. The area has high levels of owner occupation, but there is not the same pressure of demand in this market compared with others which are adjacent to the Manchester conurbation to the south. The vacancy rate, at 5.4%, is high and has to be seen in the context of a general tendency for vacancies to fall across the region.

The low pressure of demand is reflected in house prices, which are only 82% of the regional average. Recent new-build rates have exceeded household growth targets; if this continues; inward migration will need to increase to prevent a further rise in vacancies. Conversely, a very large increase has been registered in the demand for social housing, with the housing register representing 62% of the stock.
In future, household growth is projected to be below the regional average. As is the case elsewhere in the region, the majority of this growth is expected to comprise single person households. Despite this growth, nearly 50% of households are projected to still be couples in 2 person households.

1.3.3 Spatial Context

PL spatial strategy will seek to create better synergy between districts Local Development Frameworks and the Regional Spatial Strategy, and in future the Regional Integrated Strategy. It is intended that an initial non-statutory Spatial Plan will be produced on a PL footprint, but set within a pan-Lancashire context. It would take into account local district plans and the strategic priorities of the suite of strategies mentioned above. This could act as a precursor for a future Pennine Lancashire Integrated Strategy, in the longer term move towards a Joint Core Strategy.

Each district within PL is producing a Local Development Framework (LDF). This will help to ensure the delivery of the RSS housing requirements. The evidence base which supports LDF production will include Strategic Housing Market Assessments and Strategic Land Availability Assessments. The evidence which underpins the MPM will also need to be fed into the LDF evidence base to ensure consistency of approach

The Manchester City Region, however, presents the greatest opportunities for the PL economy: employment there is forecast to increase by 166,000 by 2026. Of this, 122,000 are forecast for the Greater Manchester Urban Core[1] and 15,000 for the three districts bordering PL (Bolton, Bury, and Rochdale). In contrast additional jobs forecast for the whole of Blackburn with Darwen and the County of Lancashire are relatively modest i.e. within the range 22,000 – 51,000.

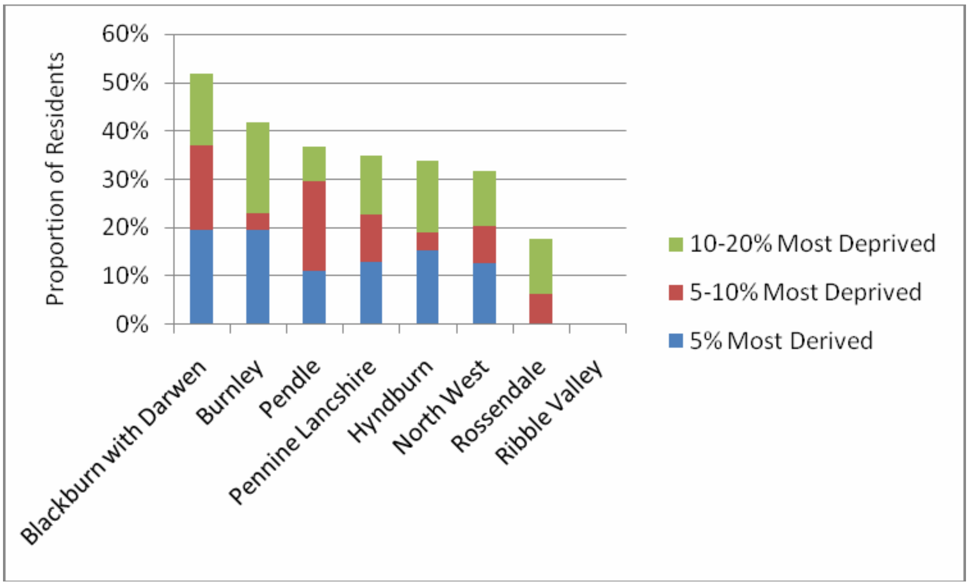
Housing Growth Points for Blackpool / Central Lancashire and for Bolton present a significant strategic challenge to PL. Going forward Pennine Lancashire will have to

[1] Consisting of the City of Manchester, Salford, and Trafford

compete with these growth points in terms of the quality of it's housing offer to attract and retain the relatively mobile middle and higher income workforce.

Within PL 35% of residents (182,000 people) live in areas ranked among the 20% most deprived nationally, and 13% of these (67,000) live in areas ranked among the 5% most deprived nationally.

Proportion of Residents Living in Areas Ranked as the Most Deprived Nationally



Source: Index of Multiple Deprivation, 2007 (LSOA Level)

While the pattern of deprivation is uneven across Pennine Lancashire, it is widespread across several districts. Over half of Blackburn with Darwen residents live in areas ranked among the fifth most deprived nationally. Of these, 20% live in areas suffering from the most acute levels of deprivation (ranked among the 5% most deprived nationally). Burnley also suffers from similar levels of severe deprivation, although a much smaller proportion is in the worst 5%-10% category. Many of the most deprived communities are characterised by high proportions of BME households.

Multiple deprivation is a serious issue for Pennine Lancashire. It is associated with low incomes, poor skills levels and high levels of Worklessness and poor neighbourhood environments. The most worrying feature is the direction of change, which suggests that deprivation is becoming more entrenched across the sub-region. In 2004 only 39,000 residents lived in areas classified as being among the most deprived nationally (i.e. in the bottom 5%), however by 2007 this had increased to 67,000.

The high levels of multiple deprivation are reflected in the low levels of economic activity and high levels of benefit dependency. Currently 25.2% of the 312,500 working age population of Pennine Lancashire are classified as economically inactive. At May 2007, 46,580 people were claiming working age benefits within Pennine Lancashire, of which 33,115 were claiming incapacity benefit**.** Residents of these deprived communities have access to less than 1% of the jobs in the local labour market.

The recently published IMD which showed a deterioration in the position of Pennine Lancashire authorities suggest that local conditions in the housing market have become more challenging, and this does not take account of the recent economic downturn. The need to increase household incomes as a precursor to changing demand and improving individual choice is now a key priority for stakeholders reflected in the Multi Area Agreement and other initiatives such as the employment progression model.

From a housing perspective the key early economic actions which will be those which help people to secure employment, re-enter training and improvements such as school results. The transformational projects, which are several years away from completion, will impact on demand in six, seven or eight year’s time. It is important that the Housing Regeneration Strategy is synchronised with the economic strategy, with the most immediate priority addressing the housing needs of the most disadvantaged communities and neighbourhoods.

Chapter 2
Objectives

1.0 OBJECTIVES

Pennine Lancashire needs to invest in its existing housing stock and prepare for future growth now. One the face of it this would seem a difficult balancing act. Traditionally strategies have been backward looking and have been engaged in intervening or addressing the issues of the ‘now’ and this has resulted in a failure to capitalise on new opportunities and potential. The emphasis of this strategy seeks to project forward and prepare for PL for growth. This will enable it to flourish when opportunities arise in the market.

To achieve this balance the strategy has three cross cutting objectives linked with the PLIES and the Sustainable Communities Strategy of each partner local authority.

1. To ensure a sufficient quantity, high quality, and appropriate type of housing supply to meet the economic aspirations and social needs of Pennine Lancashire;

2. To develop sustainable neighbourhoods that can retain successful households and offer opportunities to inward movers and investors, reducing the disparities between neighbourhoods within Pennine Lancashire, providing linkages to economic growth and employment opportunities and improving overall economic performance in relation to the region;

3. To meet the housing, health and support needs of our residents and vulnerable people, promoting better services, more choice, accessible and integrated fully into local communities;

A set of outcome indicators have been devised to track progress towards the above objectives – see Appendix (to follow).

The three objectives also fit with the emerging Regional Housing Strategy’s key principles of:

- Quantity of Housing – Growth and New Build
- Quality of Housing and Place
- People Issues – Access, Options, Vulnerability, Support

And relate to the key components of the Market Progression Model:

- Housing and neighbourhood regeneration and
- Housing growth.

1.1 PRIORITIES FOR THE FIRST 5 YEARS

Whilst the overall trajectory of the transformation is clear, experience of HMR since 2003/04 shows that economic and housing markets do not necessarily respect the long term strategic plans we make or the pace at which we seek to implement them.

Hence the inception of Housing Market Renewal coincided with very rapid house price inflation, creating affordability problems, with speculative activity in some areas whilst low housing demand became more concentrated. In 2008 we have seen the near collapse of credit and housing markets with uncertainty over the rate of recovery.

The level of uncertainty clearly increases, the further ahead we look, whilst it is easier to manage uncertainties in the short to medium term. So our strategic plans and priorities are much more specific in the short term than the long term.

This section details our key strategic priorities for 2008-2013 and the funding issues they present. Whilst the market as ever is subject to uncertainty we believe that these priorities, which are a strategic response to our housing market assessments, will remain relevant over the period and form a sound basis to progress the housing market beyond 2013.

The rationale for these priorities and the full set of policy actions are presented in Chapter 3.

The three objectives of the PLHS relate to the key components of the Market Progression Model:

- Housing and neighbourhood regeneration and
- Housing growth.

With respect to housing and neighbourhood regeneration, strong foundations have been laid in the first five years of the Housing Market Renewal Programme. The next five years of investment will both consolidate gains made in stabilising neighbourhoods and the market, and will form a platform for the transformational agenda.

The housing growth agenda is a product of both demographic change and the economic projections which will result from the implementation of an ambitious Integrated Economic Development strategy. There is however significant development work needed to ensure the integration of Housing and Economic policy outcomes in the medium term.

It is recognised that the development of a synchronised programme of activity will require a degree of flexibility in planning and housing strategy across Pennine Lancashire in the medium term. This will allow policies to be deployed which can capture the benefits of economic and household growth.

1.1.1 Housing Priorities

Objective 1: *To ensure a sufficient quantity, high quality, and appropriate type of housing supply to meet the economic aspirations and social needs of Pennine Lancashire;*

- o We will ensure that maximum benefit is obtained from the National Affordable Housing Programme and that it links and complements the market renewal process and delivery of affordable housing through planning policy (Section 106 Agreements).
- o Maximise resources available through the planning system by utilising Section 106 agreements on private housing developments.
- o Develop a proactive approach to partnering with developers and land owners in the promotion of new strategic housing sites.
- o Invest in master planning, site appraisal and remediation to ensure that new projects are able to flourish.
- o Identify and promote land to form new urban growth points to compliment economic development.
- o Promote place shaping through quality of environment, public realm, quality recreation and community space.

Objective 2 : *To develop sustainable neighbourhoods that can retain successful households and offer opportunities to inward movers and investors, reducing the disparities between neighbourhoods within Pennine Lancashire, providing linkages to economic growth and employment opportunities and improving overall economic performance in relation to the region.*

- o Ensure a mix of tenures and suitable property sizes are on offer in support of sustainable communities.
- o Private sector investment - We will seek to unlock the equity that exists through the utilisation of loans where appropriate, and would welcome dialogue with regional and national government as to how this could be prioritised to address the continuing high levels of poor condition older housing in PL.
- o HMR programme – Elevate has secured a record £150m investment in to Pennine Lancashire. We will ensure that we meet targets and achieve the most efficient use of resources to build on the excellent progress that has been made in recent years to address our failing housing markets. We will review the HMR Prospectus in the light of the Pennine Lancashire Housing Strategy
- o There are significant investments coming on stream in public and private sector projects such as Building Schools for the Future, Sure Start and Local Investment Finance Trust (LIFT) projects, amongst others, including business and retail investment, which will see large amounts of investment coming in to Pennine Lancashire over the coming years alongside HMR investment. It is essential that this investment is integrated with housing investment to ensure that housing markets are revitalised in support of sustained economic development.

- o Developing a strong relationship with the Homes and Communities Agency - Pennine Lancashire will ensure that we have a clear, integrated vision for housing that integrates with economic development, transport, spatial planning and sustainability.
- o Most of the inner urban stock will still be the main type of affordable housing provision in PL for many years to come. Through neighbourhood renewal we will promote best practice in remodeling and improving inner urban areas, neighbourhood management, development control and promotion of new infill development to compliment existing provision.
- o The development and promotion of landlord licensing and accreditation to foster closer working with local authorities enabling promotion of private rented accommodation as a 'decent' alternative to social housing.
- o The development and promotion of skills and education to improve access to work and longer term job prospects; this would be linked to enhanced housing options work to address worklessness.
- o Improve neighbourhood engagement to build capacity and facilitate access to education and life improving opportunities.

Objective 3 : *To meet the housing, health and support needs of our residents and vulnerable people, promoting better services, more choice, accessible and integrated fully into local communities;*

- o Ensure choice for Pennine Lancashire residents in terms of access to a wide range of housing options for those who are homeless and in housing need, the vulnerable and those with support needs. This includes development of the Sub regional choice based lettings system. Attention will be paid to the particular needs of the large and growing BME communities.
- o It is clear that 4NW expects groups of Local Authorities to be pro-active in developing targets and proposals to meet the accommodation needs of gypsies and travellers. The Pennine Lancashire Authorities will work collectively on this as part of housing and planning policy.
- o Pennine Lancashire Authorities are committed to tackling Fuel Poverty in a more concerted and strategic way through Affordable Warmth Strategies and the Local Area Agreement, prioritising vulnerable people in partnership with PCTs.
- o Whilst growth in numbers of frail older people has not yet peaked the Pennine Lancashire Authorities will be proactive in developing strategies, programmes and projects to meet needs and demands of older people including extra care housing, care and repair services, modern sheltered housing and care villages.

- o We will identify supported housing needs which may be met at Pennine Lancashire or Regional level and develop mechanisms for their commissioning, whilst developing better funding mechanisms for existing projects where they serve a wider area.

1.2 Funding Issues

Pennine Lancashire does not have the underlying economy to resolve many of its challenges through private sector investment. It is therefore necessary to consider what resources are needed against what is available. PL ambition is not to be programme led but to be focused in achieving long term sustainability of its housing market. The following funding streams have been considered;

- **HMR Pathfinder -** This programme is now in a critical development phase in the process of restructuring the housing market. The initial ground work having been done, there is now the drive, through market renewal, to realise the potential within Pennine Lancashire. However the latest HMR Prospectus identified a funding gap of £272m. A review of HMR policies and programmes will be carried out as part of the Pennine Lancashire Housing Strategy to consider the implications of this funding gap for future strategic priorities.

- **Housing Capital Grant -** Programmes have been used to add value to market renewal process and Pennine Lancashire housing authorities continue to support housing renewal as well as the wider transformational agenda. However, with the new way of allocating Single Housing Pot, funding is diverted from HCG to the National Affordable Housing Programme (NAHP). The Government's thinking behind this change is that more funding will be allocated to the Housing Corporations National Affordable Housing Programme to deliver greater numbers of affordable housing units to meet increased national targets. There are concerns that this may well leave gaps in additional funding to Housing and Market Renewal Programmes in Pennine Lancashire. The challenge will be to ensure that this doesn't impact negatively on the housing market renewal process and the wider program of private sector renewal and regeneration.

- **Equity Loans Regional Funding Pot -** Development of a Special Purpose Vehicle to deliver funding for equity loans for affordable housing and renovation of older housing is a major priority. This 'vehicle' will be developed at regional level to generate economies of scale but there also needs to be development of mechanisms to allocate funding and deliver programmes.

- **Homes and Communities Agency / Affordable Housing Programme**
  The Homes and Communities Agency has made it clear that it wants a 'single conversation' with Local Authorities to enable it to prioritise and support delivery of regeneration. Locally the conversation will be with Pennine Lancashire rather than individual local authorities, as this offers a more strategic approach which offers the potential to deliver on a larger scale. The funding regime for the Affordable Housing Programme is inflexible and this

can hinder delivery of housing regeneration schemes. Pennine Lancashire would welcome the application of Affordable Housing Grant to schemes in a more flexible and creative way, whilst ensuring that leverage of private funding is extended. Integration of funding from AHG and Section 106 Agreements within planning policy will help this process. The extent of ‘gap funding’ to kick start development in Burnley in particular is a major challenge. Flexible funding is also needed to help make renovation schemes viable.

- **Regional Development Agency**
  The level of complementary non-housing funding in support of Housing Market Renewal has so far been disappointing. Gap funding for land assembly and infrastructure is essential for the transformation of low demand Neighbourhoods, but the level of such funding has been low. Pennine Lancashire welcomes a further dialogue with the RDA to strategically Prioritise the application of such funding on a larger scale, integrating such funding with that from the Homes and Communities Agency.

- **Health Agencies -** whilst PCTs and Hospital Trusts are supportive of relatively small scale housing projects which help deliver improved health, the potential for mainstream health funding to complement housing investment and funding has hardly begun. The joint funding should be based on Joint Strategic Needs Assessments, and also be integrated with delivery of social care and housing support.

- **Supporting People**
  Pennine Lancashire welcomes a more strategic approach to identification of supported housing needs and their prioritisation at regional and sub-regional level. However the experience of central government is that it is very difficult to allocate funding on a formulaic basis to particular client groups / needs in particular areas. Funding should be broadly based on demographic profiles. The current system does not fund needs arising in one commissioning area which are met in another area because of movement of vulnerable people in need, typically to larger urban centres. Pennine Lancashire would welcome consultation with central and regional government on how these ‘cross boundary’ needs are funded either through improved mechanisms for allocating overall grant or attaching grants to particular individuals based on their originating area.

Chapter 3

Strategy Themes and Policy Aims

1.0 STRATEGY THEMES

This Strategy is constructed around the following 3 key themes:-

1. Quantity of Housing - Growth and New Build.
2. Quality of Housing and Place
3. People Issues – Access, Options, Vulnerability , Support

Under each theme key Policy Aims are identified, linked to overall strategic objectives (see Section 2.1 above) and the rationale for prioritisation of the aims and potential actions is explained. Priorities are outlined for each Policy Aim. These policy aims, potential actions and priorities will be subject to wider consultation as the Strategy is developed, which will include appraisal of options to achieve the aims and action plans for delivery.

VISION

		THEMES	
OBJECTIVES	***Quantity***	***Quality***	***People***
1 Improved Housing Offer	Priorities	Priorities	Priorities
2 Sustainable Neighbourhoods	Priorities	Priorities	Priorities
3 Meeting housing and related needs of vulnerable people	Priorities	Priorities	Priorities

Notes:- (1) Priorities are batched within **Policy Aims** set within one of the Themes. In some cases the Priorities may support more than one Theme e.g. actions related to worklessness may support 'Quality' within neighbourhoods as well as 'People' via housing options. In these cases a view is taken where the Priority on balance belongs best for presentational purposes (2) The Priorities generally support more than one Objective.

The Strategic Vision and Key Themes will endure for the 20 year life of the Strategy as set out in Chapter 1. Delivery of the action plans will be subject to regular review and the Aims themselves will be reviewed every 3/5 years. Reviews will include the relevance of strategic actions in changed market conditions as the market can change much more rapidly than public policy.

1.1 Quantity of Housing – Growth and New build

Policy Aim 1: To deliver housing growth under Regional Spatial Strategy in ways which support economic regeneration and housing market renewal.

Relevant Strategic Objectives : 1

Regional Spatial Strategy requires housing growth as follows:-

Proposed Housing Supply	Total Maximum Housing Provision 2003 – 2021 (Net of clearance replacement)	Annual Average rates of Housing Provision (Net of clearance replacement)	Indicative target proportion of housing provision to use brown field land & buildings
North West	411,160	22,844	At least 65%
Blackburn with Darwen	8,800	489	
Rossendale	4,000	222	
Pendle	3,420	190	
Hyndburn	3,400	189	
Ribble Valley	2,900	161	
Burnley	2,340	130	
Pennine Lancashire Total	**24,860**	**1,381**	

Source: North West RSS

Pennine Lancashire is expected to account for 6% of the 411,000 new homes expected to be built across the North West, representing an additional 1,381 new homes a year to 2021, some of which will already have been built.

The most significant level of house building is for Blackburn with Darwen, which will account for 35% of the Pennine Lancashire proposed RSS provision. While the scale of new housing development for Blackburn and Darwen is significant, it is on a par with other major centres in the North West, and reflects the anticipated economic benefits of proposed transformational projects.

The smallest level of house building is expected in Burnley, however given the recent levels of population decline in Burnley, these figures suggest that modest household growth is expected within the district.

Ribble Valley is projected to have the largest population growth (see above table under 'Demographic Drivers) according to past trends but RSS requires relatively little housing provision. This is effectively a continuation of the restraint policy which has been in place since 2002 and is supportive of housing market renewal elsewhere in Pennine Lancashire providing the housing offer in the other Boroughs is made attractive to households who would otherwise be attracted to Ribble Valley.

The Pennine Lancashire Local Planning Authorities are currently preparing Core Strategies under their Local Development Frameworks. It is essential that these spatial strategies are aligned, particularly for Blackburn with Darwen and Hyndburn and for Burnley and Pendle where urban areas cross over in to the neighbouring Borough. Consideration is being given to development of a non-statutory Pennine Lancashire Spatial Framework to help this alignment and to help drive change, but the scope of the Plan must be carefully prescribed so that it does not simply duplicate or complicate. In the longer term there may be scope for a statutory Local Development Frameworks across Pennine Lancashire

Low housing demand in Pennine Lancashire was aggravated by excess new housing supply around the periphery in the 1980s and 1990s. It is essential that this policy mistake is not repeated and that new housing provision is geared in terms of quantity, location and type to ensure there is no adverse impact on low demand areas. The level of empty properties is falling in Pennine Lancashire but Empty Property Strategies will continue to be developed to bring forward unused sustainable existing property as part of new supply and keep local markets in balance.

At the same time there must be sufficient housing growth of the right type to support economic growth, including higher value housing to attract in migrants and retain local people to work in higher value service and manufacturing employment.

In recent years private developers have been developing a large number of flats, particularly in Blackburn with Darwen, some of which have proved difficult to market. It is now generally accepted that there has been overprovision and this is reflected in the 2007/8 Blackburn with Darwen Housing Needs Survey.

A major pressure is the growth of the Black and Minority Ethnic populations most notably in Blackburn, but also in Pendle and to a lesser extent Burnley and Hyndburn. There are particular location requirements, together with needs and demands for larger properties.

Public infrastructure must be developed in parallel with the housing growth including transport, schools, open space, parking to ensure new neighbourhoods are sustainable.

Whilst there is good quality connectivity within the area, Pennine Lancashire has a remarkably low level of out commuting to other employment centres. Development of a satisfactory rail link to Manchester in particular would make parts of Pennine Lancashire attractive to in-migrants wishing to commute to Manchester and also help retain skilled Pennine Lancashire residents who may otherwise migrate in search of employment in Manchester.

Priorities:-

1. Ensure a mix of tenures and suitable property sizes are on offer in support of economic and employment growth and sustainable communities.
2. Alignment of Local Development Frameworks across Pennine Lancashire and development of non statutory spatial development framework.
3. Development of transport network between Pennine Lancashire and Manchester in support of housing market development.

Policy Aim 2: To transform the housing offer in low demand older terraced areas by developing quality new housing within Master Plans and area based planning frameworks.

Relevant Strategic Objectives: 1, 2

Major redevelopment schemes in targeted low housing demand areas are under way in Blackburn with Darwen, Hyndburn, Pendle, and Burnley. The challenge in each area in attracting interest from private developers reflects the severity of low demand problems…..
Ribble Valley and Rossendale - no need for major intervention to attract developers
Blackburn with Darwen, Hyndburn and Pendle – can attract developers with some form of gap funding
Burnley – difficult to attract developers even with gap funding. The funding mix currently on offer is stalling redevelopment altogether and it is a priority to develop a public / private sector funding mix in support of transformational regeneration.

There is a need for complementary funding for local infrastructure. There are significant investments coming on stream in public and private sector projects such as Building Schools for the Future, Sure Start and Local Investment Finance Trust (LIFT) projects, amongst others, including business and retail investment, which will see large amounts of investment coming in to Pennine Lancashire over the coming years alongside HMR investment.

Over recent years the general quality of new housing in Pennine Lancashire has been poor. RSLs have been leading the way in relation to standards for Sustainable and Lifetime Homes, and private developers should follow, but both sectors have been lacking in producing imaginative good quality residential design. The leadership role of RSLs needs to be sustained and enhanced in delivering a more comprehensive approach to housing regeneration.

The Local Authorities and Elevate will continue to support and promote improvements in design in particular through the 'Design Handbook'. Pennine Lancashire Local Authorities will use their development control powers to reject inferior designs.

Master Planning and other planning policies and frameworks should also imaginatively address the remodelling of older terraced housing including conversions and radical and sustainable design solutions, so the housing offer is transformed and not solely dependent on new build.

Priorities:-

1. Sustain the Housing Market Renewal Programme to ensure that progress in restructuring low demand housing areas is maintained.
2. It is essential that non-housing investment is integrated with housing investment to ensure that housing markets are revitalised in support of sustained economic development.
3. Ensure that housing market renewal and redevelopment includes high quality sustainable residential design as part of the improved housing offer.

<u>Policy Aim 3: To deliver a range of affordable housing through the Affordable Housing Programme and planning policy to meet prioritised needs.</u>

Relevant Strategic Objectives : 1, 2

Average wages across Pennine Lancashire are considerably below the national and regional level, with the exception of Ribble Valley. In Hyndburn and Rossendale, the average gross weekly full time pay is more than £100 a week lower than average pay across the North West; which amounts to over £5,200 a year.

Low wages compound the issues in the housing market, as demonstrated by the affordability data. In many cases, even where property prices are lower, they are still high relative to local wages, and consequently out of the reach of many local residents.

Housing is also becoming less affordable among the lowest quartile data (based on lowest quartile income and house price). The affordability ratio for the lowest quartile currently (2007) ranges from eight times income in Ribble Valley to only around 3-4 times incomes in Burnley and Pendle. This issue is a relatively recently phenomenon and affordability has deteriorated most noticeably in Hyndburn which now has around the same affordability ratio as Blackburn with Darwen (nearly 5 times income). Reduced affordability will indirectly increase demand for rented accommodation. Affordability ratios can be very volatile and are likely to improve somewhat as the market slows down in 2008. However it is unlikely that the lower ratios of a few years ago will be restored and the current pattern of affordability is likely to persist for several years.

The delivery of the PLHS needs to take into consideration current and future policy requirements as a reflection of the immediate, medium and longer term economic environment prevailing. This is to ensure that we do not become too focused on short term needs and reflect fully our ability to respond to improving and emerging market conditions over a longer strategic timeframe e.g. delivery of affordable housing through both direct assistance using HCA grants and through planning powers. The relative emphasis on these types of assistance reflects the current market conditions and the need to optimise use of resource and investment.

Affordability policies to be delivered by the planning system will be determined by the Boroughs on the basis of Strategic Housing Market Assessments for Housing Market Areas (see above). Local Development Frameworks will bring forward affordability policies which detail quantities types, sizes, and locations of affordable housing required. Consideration will be given to the need not to deter private sector development and to be responsive to local needs whilst achieving consistency across local market areas.

Affordability policies will address both the extreme but localised affordability pressures in rural areas (see below Policy Aim 13) and the wider problems of affordability in Pennine Lancashire.

The Affordable Housing Programme will also continue to support delivery of affordable housing schemes by RSLs. The Pennine Lancashire Local Authorities will establish and maintain a dialogue and agreements with the Homes And Communities Agency on prioritisation of projects and programmes and a potential successor to the Joint Protocol with Local Authorities relating to wider joint working (currently in place in Blackburn with Darwen).

Priorities:-

1. National Affordable Housing Programme: – ensure maximum benefit is obtained from this programme and that it links and complements the market renewal process, and delivery of affordable housing through planning policy (Section 106 Agreements).
2. Maximise resources available through the planning system by utilising Section 106 agreements on private housing developments

1.2 Quality of Housing and Place

Policy Aim 4: To develop and promote new mechanisms to revitalise private sector housing and to promote improvement of stock by owners to an acceptable standard

Relevant Strategic Objectives : 1, 2

House Condition

Pennine Lancashire has some of the highest levels of unfitness in the country[2]. Most of the unfitness is in the private sector (i.e. the owner occupied and private rented sectors).

District Ranking of % of unfit dwellings

Blackburn with Darwen	**1**
Pendle	**2**
Hyndburn	**3**
Rossendale	**18**
Burnley	**25**
Ribble Valley	**121**

(Out of 354 local authorities in England. Highest proportion = 1) (*CLG 2007)*

Overall Pennine Lancashire has an unfitness rate of 12.8% compared with 5.2 % for the North West and 4.2% for England. Some of the unfit properties in the very worst condition are being demolished via Housing Market Renewal but most are so far unaffected

[2] The statutory 'Fitness Standard' has been replaced with the Housing Health and Safety Rating System (HHSRS). Category 1 Hazards under HHSRS may be taken as similar to 'Unfitness' but this is a matter for local determination and hence a comparative statistic across Authorities is hard to obtain. Hence the old Fitness Standard is quoted in this report.

and unfit properties are widespread with unfitness rates higher in HMR Intervention Areas (26.5%) but also high outside these Areas (21.8%).

The total cost of bringing the older private housing stock up to Decency Standard is estimated at £194.24m. The significant increase in house prices may enable some residents to secure further loans for renovation of their homes but as many are on benefits or low incomes making access to loans difficult, the extent of renovation funded in this way will be limited. In 2005/06 government sought to establish a national equity loan scheme in support of housing renewal which would attract interest from major banks. This proposal has stalled and the onus is back on local government and regional agencies to take the initiative. Pennine Lancashire remains committed to development of equity loans attracting private funding for renovation of older properties.

The decent homes standard is still a commitment in the national strategy for neighbourhood renewal. In the private sector the target, to ensure the proportion of vulnerable private sector households in decent homes is more than 70% by 2010, no longer appears as a central government indicator.

For Pennine Lancashire it is estimated that the cost of meeting this commitment in the next two years is £70.7m. Whilst the Pennine Lancashire Local Authorities are utilising resources available to the optimum, it must be accepted that this target is unachievable, and the Authorities would welcome discussion with national and regional government on development of and application of resources to a challenging but achievable target for renewal of older housing to an acceptable standard.

In addition to vulnerable people (defined as those on a range of income related benefits), many people on low incomes in employment are unable to fund the cost of bringing their homes up to ‘decency standard’.

The Pennine Lancashire Authorities have commissioned a house condition survey which will update the above assessment.

Energy Efficiency

Thermal energy efficiency is one of the key aspects of the housing ‘Decency Standard’ and Pennine Lancashire needs to ensure that there is progress towards this standard.

‘Fuel rich’ households need to be encouraged to take advantage of discounted loft and cavity wall insulation. Effectively promoting the benefits of energy efficiency, and the grants available, as well as proactively developing existing and new partnerships with a wide variety of agencies and groups in our communities is a key challenge that Pennine Lancashire must spearhead. This will enable economies of scale, better co-ordinated and targeted efforts and will lever in extra resources.

Levels of resources, both revenue and capital, vary across the Pennine Lancashire authorities. Those authorities who do not have a dedicated officer are subsequently less likely to be as pro-active in their boroughs both in terms of local grant aid availability and time spent on promotional work. The current Lancashire Local Area

Agreement is assisting with this by using the Energy Efficiency target pump-priming funding to employ two Lancashire-wide energy efficiency officers to help promote and maximise the amount of grant and discount insulation take up in the county.

One of the main challenges will be to ensure that as many existing properties benefit from energy efficiency improvements and renewable energy technologies as possible. The success in this will determine whether the government meets its long term target of reducing carbon dioxide emissions by 60% by 2050.

The Lancashire Energy Efficiency Advice Centre has been replaced with the newly branded Energy Saving Trust Advice Centre that will cover Cumbria as well as Lancashire. The funding for the centres has been doubled in order to meet the Government target and additional advice will be given to include renewables, waste and water.

The emergence of the LAA national indicators1 NI 186 (Per capita reduction in CO_2 emissions in the LA area) set by the government will help raise awareness of the benefits, and prioritise energy efficiency improvement and renewable energy technology programmes. The indicator is in the Lancashire Local Area Agreement and also in the BwD Agreement. Inclusion will mean that these indicators will be one of the main priority areas for the Lancashire LAA and Pennine Lancashire will have a critical roll to play in ensuring we perform well against challenging targets.

Priorities :-

1. To unlock the equity that exists through the utilisation of quality assured loan products where appropriate to address the continuing high levels of poor condition older housing in Pennine Lancashire.
2. To prioritise energy home energy efficiency improvement through promotional and advice initiatives as a contribution to achievement of the Decent Homes Standard and Local Area Agreement targets for reduced carbon emissions.
3. New mechanisms should be developed to enable RSLs to renovate older housing for sale or intermediate housing.

Policy Aim 5 : To ensure that all RSL Stock continues to meet the Decent Homes Standard and that the stock is put to optimum use to meet changing housing needs and support sustainable communities

Relevant Strategic Objectives : 1,2

Overall PL has a relatively small proportion of social housing stock especially considering its overall socio-economic make-up. Nonetheless significant steps have been taken to help PLs social housing stock meet the Decent Homes Standard and improve the social housing offer.

This has included the transfer of council housing stock to new housing associations throughout Pennine Lancashire, neighbourhood management measures, and development of Pennine Lancashire choice based lettings. This drive to raise standards needs to continue to ensure this sector can increasingly be viewed as a housing option of choice including working households.

The major challenge is the increasingly long waiting lists for social housing and relatively low turnover. The situation has been transformed from the mid/late 1990s which were characterised by high levels of empty property in some areas and high turnover of tenancies.

The need for social housing will further increase in national economic downturn.

There is a particular need for larger 3-4 bedroom accommodation to meet the needs of overcrowded households (including needs of relatively large Asian households) but waiting times are also increasing for smaller accommodation. Incentive schemes will be further considered to re-house households, (often elderly), who are under occupying family accommodation, to help meet the need for larger accommodation.

Long waiting times for accommodation also hinder the move-on of vulnerable households from supported accommodation and their resettlement.

In response to the long waiting lists including households with high levels of need the Pennine Lancashire Local Authorities are producing a common allocation policy based on 4 'bands' or need levels.

Choice is being further extended by the Pennine Lancashire Choice Based Lettings system which will develop a common housing allocation policy for Pennine Lancashire and allow cross boundary movement.

The level of need for social rented housing is such that even on the least attractive estates lettings are taken up quickly. However there are concerns that these estates may not have a sustainable long term future. They are often the larger estates, with very few owner occupiers who have exercised Right to Buy or acquire, high numbers of lone parents and households living solely on welfare benefits, including those on incapacity benefit with poor health and difficulties accessing employment.

In some cases there may be opportunities for large scale remodelling of such estates to widen the social and tenure mix, with a mixture of public and private funding.

Priorities:-
1. To ensure all social rented housing remains at decent standard as a minimum.
2. To bring in to operation the Pennine Lancashire Choice Based Lettings system and Allocation Policy to maximise use of the social rented stock to meet housing needs.
3. To bring forward remodelling schemes for marginalised social rented estates which other wise may not be sustainable.

Policy Aim 6: For the Local Authorities to work collaboratively and on a larger scale to raise the standards of management and property condition in the private rented sector

Relevant Strategic Objectives : 1 , 2

The private rented sector has an increasingly important role to play in providing affordable housing for those on low incomes. In Pennine Lancashire this tenure provides 10.1% of the total housing stock overall reflecting the situation nationally.

This tenure rate however remains exceptionally high in some areas of Pennine Lancashire – up to 40% in some of the neighbourhoods. These high tenure rates can be a sign of market instability and an indicator of low housing demand. Turnover is greatest in the private rented sector and it can often be associated with poor standards of condition and management, increasing the risk of anti-social behaviour that can affect the stability and cohesiveness of local communities.

The private rented stock in the inner urban areas of Pennine Lancashire is consistently found to be in poor condition. Strategies and policy tools which incentive and use appropriate enforcement will help to raise standards.

Priorities:-

1. Further incentives need to be developed jointly through 'Homesure' to enhance membership of landlord accreditation schemes and drive up housing conditions and standards of management. Development work needs to include greater links with officers in the Anti-Social Behaviour Teams to help landlords address the anti-social behaviour of their tenants and greater communication with all private landlords through landlord forums.
2. Joint initiatives such as the Good Tenants scheme recognises the importance of good tenants in maintaining sustainable and balanced communities. The scheme needs to be promoted on a wider footprint across Pennine Lancashire to assist landlords to meet their obligation of referencing tenants and helping tenants to access better quality housing.
3. Through Homesure a Good Practice Guide will be developed for the delivery of Selective Licensing designations, and there will be a review of the effectiveness of introduction of selective licensing schemes in due course after they have been operating for a period. In Blackburn with Darwen, Burnley and Hyndburn selective licensing of private landlords is be considered as a tool in raising the management standards in the private rented sector. Where necessary Selective Licensing will compel landlords to deal properly with all aspects of letting, from referencing of perspective tenants to taking appropriate action to address anti-social behaviour. Selective Licensing cannot be delivered in isolation; rather it is an additional tool that requires a multi-agency approach to deliver an effective private sector renewal strategy.
4. The Government published in November 2008 the independent Rugg Review of the private rented sector. The review looks at the next steps in regulating and managing the private rented sector. The Pennine Lancashire Local Authorities will take an active role in responding to this review to ensure as far as possible that they are equipped with the necessary tools to improve conditions within the private rented sector.
5. Enforcement action the local authorities enforcement policies complaints of poor property conditions from private tenants are predominantly addressed by serving enforcement notices under the Housing Act 2004. The use of enforcement notices are an effective tool in improving conditions in the private rented sector, although in the main it is a reactive service heavily reliant on the tenant making and pursuing the

complaint. Further joint work and sharing of good practice across Pennine Lancashire will assist in raising the standards.

6. A range of incentives needs to be developed which will encourage private landlords to make lettings to those in housing need and on housing benefit. These include Discretionary Housing Benefit, payment of benefit direct to landlords for vulnerable tenants, and Rental Bond schemes. These have the potential to be integrated in to accreditation schemes.

Policy Aim 7: Housing is to work with other agencies at neighbourhood level to address housing and related issues prioritised by local residents

Relevant Strategic Objectives: 2,3

Neighbourhood Engagement

Neighbourhood engagement is most advanced in Blackburn with Darwen where there are 5 Area Agency Partnerships where agencies collaborate to address issues prioritised by local residents. The issues will be identified by Area based Neighbourhood Forums and Boards. The Partnerships include Partner RSLs and the housing services of the Local Authority.

Elsewhere in Pennine Lancashire neighbourhood engagement has been developed on a smaller scale, and is being supported by a performance management framework for forms of neighbourhood support activity.

Housing involvement is most intensive where major redevelopment is proposed and Master Plans must strike a balance between strategic needs for regeneration and the needs of existing residents through a clear and transparent consultation process.

The work of neighbourhood engagement is still developing and challenging issues include the extent of financial delegation to areas, the role of ward members, accountability of community representatives, involvement of excluded groups / community cohesion, and the balance between flexibility to meet local needs and application of common performance standards across the Boroughs.

Neighbourhood Facilities and Environment

Successful local neighbourhoods rely on a range of nearby facilities – community facilities, open space, play areas, schools and local shops etc and a good quality local environment. Housing regeneration will not succeed unless spatial strategy and Local Development Frameworks are supportive of local neighbourhood centres, together with funding regimes for environmental improvement, shop frontage grants, Building Schools for the Future etc, deployed as required as part of an overall framework for area regeneration. Such an overall framework is essential to the improvement in the housing ‘offer’ (see also above Policy Aim 2 / Priority 2).

Vacant Properties

Low housing demand and housing abandonment often result in higher concentrations of vacant properties in these deprived neighbourhoods. Interventions through Housing Market Renewal are having positive affects on vacancy levels, which have reduced between 2001 and 2006. This rate should continue to reduce as the local authorities' demolition programmes remove the stock most prone to long term vacancy.

Where, however, areas of housing are considered sustainable, demolition is not an option to address the long term vacant properties and the key is to work with the owners of those properties to return them to use. It is crucial that owners are aware that whilst the local authorities are keen to work with them in bringing properties back into use, the negative effects of empty properties on areas and individuals means enforcement action will be used where it is deemed necessary. Empty Property Strategies have been developed in Blackburn with Darwen, Hyndburn, Burnley, and there is scope for further development, allied to neighbourhood management.

Partnership work with a Registered Social Landlords is under way to acquire vacant or poorly managed properties in order to renovate them and bring them under effective management. This work is being funded through the National Affordable Housing Programme, but restricted availability of grant makes it financially very challenging and Pennine Lancashire would welcome a discussion with the Housing Corporation and Homes and Communities Agency on how this work can be taken forward in view of its importance to sustainability of neighbourhoods which may otherwise be at risk.

There is further scope to strengthen the partnership work between the local authorities and registered social landlords through the use of Empty Dwelling Management Orders (EDMOs), and also to develop Empty Property Strategy through other measures such as Enforced Sale.

Identify opportunities to involve local builder and contractors in schemes to promote training of apprentices and development of local labour.

Community Safety

RSLs are expected to deliver the Respect Standard for Housing Management, including core components essential to delivering an effective response to anti-social behaviour and building stronger communities, such as accountability, leadership, giving greater resident empowerment, and supporting community efforts at tackling anti-social behaviour. In Blackburn with Darwen commitment to delivery of the standard is secured within the Preferred Partner Agreement with the main RSLs working locally.

Action on community safety must be delivered at local level and this is delivered in Blackburn with Darwen through the Area Agency Partnerships including the Police in shared neighbourhood teams.

There has also been some work at local level supporting community safety in the other Pennine Lancashire Boroughs and this has been mapped out in an audit of the Respect Standard co-ordinated by Elevate.

This work will be broadened out and developed more comprehensively throughout Pennine Lancashire.

Worklessness

Many neighbourhoods with the worst housing conditions, weakest housing markets, and with most deprivation, include many residents on incapacity or unemployment benefit with low education and skill levels.

Proactive efforts will be made to build the confidence and capacity of these residents through outreach, enabling and supporting access to basic skills, education, training, and local jobs. This is part of the roll out of City Strategy in Blackburn with Darwen and other initiatives elsewhere in Pennine Lancashire.

Many of these residents are in the social and private rented sectors which will also benefit from delivery of housing programmes under other Policy Aims.

Priorities :-

1. The Pennine Lancashire Local Authorities will commit to a 'Neighbourhood Management Standard' which will include principles for neighbourhood management to be delivered at local level.
2. Neighbourhood Management structures will prioritise delivery of community safety at local level.
3. Empty Property Strategies will be developed including a range of tools to target local level problem properties to be brought back in to use.
4. To target initiatives to address worklessness at deprived neighbourhoods building capacity and confidence and enabling access to local jobs.

1.3 People Issues

Policy Aim 8: To develop a range of sustainable housing options that can be easily accessed by vulnerable people in need of housing and support

Relevant Strategic Objectives : 2 ,3

Access to Affordable Housing

Under Policy Aim 3 a range of affordable housing will be developed including shared ownership, Homebuy, equity loans, accredited private landlords and social rented housing.

Housing advice and housing options services throughout Pennine Lancashire are already promoting these options, and the Pennine Lancashire Sub Regional Choice Based Lettings system[3] will help develop more consistent service standards and access to options throughout Pennine Lancashire, rather than just those within one

[3] The Choice Based Lettings system supports housing options as it is based on informed bidding for properties rather than an offer being made from a waiting list

Borough. There is scope to include suitable private rented properties within the Choice Based Lettings system.

Vulnerable young people have particular difficulties in access to good quality housing and often need housing related and other support to do so. The Local Authorities will develop multi agency solutions for vulnerable young people with housing difficulties within their Homelessness and Community Strategies. They will also develop better joint work across boundaries, in support of the Regional Homelessness Strategy.

It is important to offer information and advice on housing options to potentially homeless households in support of homelessness prevention and this and other developments in support of Borough Homelessness Strategies will be promoted by the Homelessness Fora at Pennine Lancashire and Lancashire levels.

Access to learning, training and employment for homeless people and those in housing need will also be developed through roll out of Enhanced Housing Options.

Housing Options for People with Support Needs

From October 1st 2007, the delivery of all floating support services in East Lancashire funded by Supporting People is coordinated by a single provider – Calico Housing. This is intended to ensure the following outcomes:

- a single point of access / referral
- a more equitable division of provision across the sub region
- an increase in the number of people able to access the service
- easier monitoring of services provided

As a separate commissioning area Blackburn with Darwen will continue to have its own arrangements. It is important that the above outcomes are achieved across Pennine Lancashire, whilst ensuring there remains scope to provide tailored packages of support around individuals, integrated as required with care arrangements.

There is need for continuing support from all relevant agencies for a range of vulnerable groups e.g. care leavers.

Move on From Institutions

There is a need to develop more effective hospital discharge procedures whereby housing issues arising at the point of discharge are addressed as early as possible. This is of increased importance as the Hospital Trusts span the Pennine Lancashire Local Authorities. Collaboration on this is a priority for the Pennine Lancashire Local Authorities to prevent homelessness and provide the best possible housing options for those vulnerable due to ill health.

Similarly, discharge of ex offenders from prison needs early planning. The Pennine Lancashire Local Authorities wish to collaborate with others in the North West Region as prison discharge operates largely on a regional basis and development in this area should be a key part of delivery of Regional Homelessness Strategy.

People with Physical Disabilities

It is a strategic objective of the Housing Authority to increase the supply and choice of accessible housing for people of all ages who have a physical disability.

Within the sub regional choice based lettings system RSLs will:-

- Ensure that disabled applicant are identified at registration and referred for support to assist them in applying for appropriate accommodation when required.
- Audit current housing stock and flag adapted properties
- Ensure that adapted properties in the Choice based Letting Scheme are both flagged and banded as prioritised for disabled applicants
- Ensure that the Choice based Letting Scheme has an IT based bidding process which is accessible for disabled applicants

The East Lancashire Physical Disability Partnership Board and the Preferred Partner Agreement with RSLs in Blackburn with Darwen require the following from RSLs and promote private developers to provide:-

- Maximise accessibility when refurbishing or 'refreshing' properties
- Build all new homes to Lifetime Homes Standards
- Build a proportion of wheelchair accessible and mobility standard bungalows
- Annual monitoring return to strategic housing authorities through which they can evidence year on year improvement in the number of accessible properties that they make available, and proportional spend of their own resources on adaptations.

Strategic housing and planning authorities will develop policies for accessible accommodation within planning policy, including potential for commuted sums from developers for provision of accessible accommodation.

Home ownership options for people with disabilities should be developed further including shared ownership and equity loans. There may be scope for parents of those with disabilities to release equity in their properties to help fund these options for their sons and daughters.

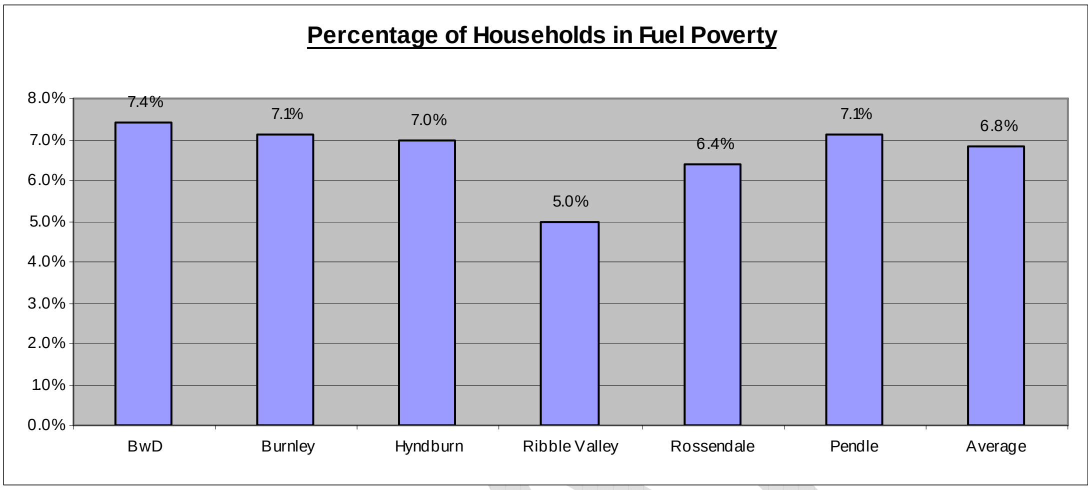
Care and Repair

Many of those in home ownership are vulnerable / elderly and on low incomes, which affects householders' abilities to carry out maintenance and improvements. Consequently there are significant numbers of people living in accommodation which may be detrimental to their well being, yet they do not have the means to carry out repairs and improvements themselves**.**

Pennine Lancashire Local Authorities have Care and Repair services which will be further developed and delivered on a larger scale across Pennine Lancashire. There is scope for the voluntary sector to deliver more low level services such as basic repairs, handyperson schemes, and for consideration of Supporting People funded 'floating support' style services, allied to 'Smart Technology' alarm and service control systems. It is important that adaptations are delivered in an integrated way through these services so that the services are delivered holistically for the customer, and that RSLs make an adequate contribution to their delivery in the social rented sector.

Fuel Poverty

The government is committed to eliminating fuel poverty by 2016. Relative incidence of households in fuel poverty in Pennine Lancashire is as follows:-



The fuel poverty indicators (based on the census 2001 and the 2003 EHCS data) show that 6.8% of households in Pennine Lancashire are in fuel poverty. Due to fuel price rises since 2003 the average level of fuel poverty in Pennine Lancashire, during 2007, is around 16.3% or 38,416 households. Further details on fuel poverty and the related issues of excess winter deaths are in Appendix 3.

The following section summarises recent and current activity across Pennine Lancashire.

Local Grants

Utility discount insulation schemes are operated across Pennine Lancashire. A number of local authorities also provide insulation or heating grants for low-income householders usually in receipt of certain benefits, or to properties in areas which are a part of a regeneration scheme. As the government's emphasis is now more towards equity release as a means of assisting with home improvements we are likely to see a gradual decease in the reliance on grants.

Warm Front Grants

The Warm Front grant which provides up to £2,700 of funding for heating and insulation improvements and is the governments main fuel poverty initiative.

Each year, Pennine Lancashire, as an area, benefits from over 6,000 Warm Front grants totalling approximately £6m. Since the start of Warm Front, in 2002, many thousands of families have benefited and the importance of this grant should not be underestimated. The Warm Front team have recently appointed a Lancashire Development Partnership Officer to help maximise the number of Warm Front grants that Lancashire receives.

With limited revenue resources available, local authorities need to efficiently and effectively target fuel poor households in order to allow them to benefit from the help which is available.

Tackling of Fuel Poverty across Pennine Lancashire will be given a boost by the new Local Area Agreements across Pennine Lancashire to include as Designated Indicator N187 - Tackling Fuel Poverty - People Receiving Income Based Benefits Living In Homes With A Low Energy Efficiency Rating.

Priorities :-

1. To develop housing options services across Pennine Lancashire which provide better and more consistent access to affordable housing, housing related support, care and repair services, and access to learning , employment and training for those in housing need. The housing options services will ensure there is equal access for those with special needs.
2. To develop Affordable Warmth Strategies across Pennine Lancashire. Pennine Lancashire Authorities are committed to tackling Fuel Poverty in a more concerted and strategic way through Affordable Warmth Strategies and the Local Area Agreement, prioritising vulnerable people in partnership with PCTs.

<u>Policy Aim 9: To develop a range of housing options to meet the housing needs and demands of growing Black and Minority Ethnic communities</u>

Relevant Strategic Objectives : 1,2,3

Black and Minority Ethnic Communities Needs

The BME population cannot be treated as homogeneous. As well as cultural, there are huge differences reflecting socio-economic factors. Such factors give rise to specific housing requirements:

An ageing first generation community suggests greater demand for supported accommodation in specific areas. The demand for such accommodation needs to be established. Also a marketing strategy needs to be developed to dispel cultural misconceptions about sheltered schemes within, for example, the Asian community. BME households, particularly those with mental ill health, learning difficulties and physical disabilities, will require culturally sensitive support

Homelessness

Due to changing values, BME groups increasingly face homelessness issues, particularly in the younger generations. Also there is an issue with regards to the hidden homelessness within the extended family networks. Local authorities, when developing their homeless strategies should make sure that BME needs are included, particularly in relation to the cultural and religious provisions. An over representation of homelessness due to domestic abuse has been identified in the BME community in Blackburn with Darwen and response and prevention measures included in the homelessness strategy.

Health and Housing : The link between health and housing is well known; for BME groups, who are disproportionately concentrated in poorer conditions with overcrowding, illness can be exacerbated

There is demand for large properties in the inner areas within established BME communities. One of the largest challenges facing Pennine Lancashire is the mismatch between provision and need in these inner areas, combined with the restricted access to outer areas mostly as a result of perceived harassment and lack of support. Some neighbourhoods are so overcrowded that movement to surrounding areas is inevitable. Analysis has indicated that there is a growing demand for social rented dwellings in the areas immediately adjacent to these inner areas.

Housing newly emerging communities

The diversity of Pennine BME population is on the increase, with the region becoming home to many new communities through the Home Office's Dispersal Programme for refugees and asylum seekers and Accession of eastern european countries to the EU. These include people from Poland, Somalia, Iraq, Kosovo, Bosnia and Afghanistan. This has implications for service delivery and community cohesion. Also, the NASS Partnership with some private landlords has led to poor

quality housing and support given to asylum seekers and refugees. The arrival of new communities has also had an impact on the community cohesion work.
The numbers may be insignificant compared to the long established groups, but they represent a different set of circumstances and specific housing and support needs which will need to be understood and met.

Priorities :-

1. To develop housing schemes and projects to understand and meet the needs of the growing BME vulnerable young and older populations
2. To continue efforts to relieve overcrowding in BME Areas including planning policies for extensions, selective demolition to remodel areas, two into one conversions etc.
3. To ensure that BME communities have equal access to the full range of housing programmes and services, and strategic developments described in this Strategy.

Policy Aim 10: To develop proposals to meet the housing support and care needs of the growing population of Older People

Relevant Strategic Objectives : 1,2

Ageing Population of Pennine Lancashire

The current population of Pennine Lancashire is approximately 526,000. Over the 10 year period between 1991 and 2001 the overall size of the population has changed very little however the age structure and ethnicity of the population has altered significantly :-

Current age structure of the over 60's from Census 2001

Aged 60-64	Aged 65-74	Aged 75-84	Aged 85-89	Aged 90 & over
24,236	40,410	26,912	6,146	3,126
By age % which are ethnic minority				
5.1%	3.6%	1.7%	1.4%	1.8%

This gives a total population of 100,830 resident over the age of 60 within Pennine Lancashire in 2001, accounting for 19.5% of the population.

In line with national trends the elderly population of Pennine Lancashire is rising:-

Projected Population Changes in Pennine Lancashire 2006 – 2021 for Residents Aged 60 and Over

Year	Number of residents aged 60 or over	As a % of total population	Total population
2006	105,400	20.0%	526,500
2011	115,700	21.7%	533,300
2016	124,600	23.0%	542,000
2021	134,800	24.5%	551,000

Projected Population Changes in Pennine Lancashire 2006 – 2021 for Residents Aged 85 and Over (‘frail elderly’)

Year	**Number of residents aged 60 or over**	**As a % of total population**	**Total population**
2006	9,600	1.8%	526,500
2011	10,500	2.0%	533,300
2016	11,400	2.1%	542,000
2021	12,700	2.3%	551,000

These changes in the population structure have significant housing implications. Housing issues affecting the elderly within Pennine Lancashire are likely to be:

Housing supply, condition and sustainability
Accessibility, affordability and Lifetime Homes
Income and fuel poverty
Housing support and care

New service developments are necessary to provide for the growing elderly population. Extra Care is an option for housing which provides independence with elements of care, and combined with more intensive homecare will reduce the number of people entering Residential Homes.

Large numbers of elderly people may be described as asset rich and income poor because of the equity lodged in their property. Many could lose their biggest asset to pay for care if they became seriously ill. These people might well wish to cash in their assets to pay for alternative forms of housing in their later years.

Current supply / demand mapping shows that there is significant surplus of accommodation based support for older people and a shortage of floating support.

Other support in the community to enable independent living includes aids and adaptations, Home Improvement Agencies and third sector organisations such as Age Concern.

Priorities:-

1. Whilst growth in numbers of frail older people has not yet peaked the Pennine Lancashire Authorities will be proactive in developing strategies, programmes and projects to meet the growing needs and demands of older people including care villages, and other new developments of bungalows and flats including lifetime homes and a range of tenure options.
2. There will be a switch from over dependence on outmoded residential homes to extra care and modernised sheltered housing.
3. Support for vulnerable older people at home will be developed including telecare, fuel poverty measures (see above), adaptations, home maintenance / care and repair services and enhanced housing options and advice for older people.

Policy Aim 11: to develop a plan to meet the needs of gypsies and travellers across Pennine Lancashire

Relevant Strategic Objectives : 2,3

The North West Regional Assembly commissioned an assessment of Gypsy and Traveller accommodation in July 2006. The assessment was conducted by a team of researchers from the Salford Housing and Urban Studies Unit at the University of Salford, assisted by staff from the Centre for Urban and Regional Studies at the University of Birmingham, with research support from members of the Gypsy and Traveller community. The assessment was managed by a Steering Group composed of members from various stakeholders across the North West. It includes interviews with a sample of 182 gypsy and traveller households across the North West.

However the research has been criticised because it fails to account for potential future provision for gypsies and travellers in areas which have not made provision in the past.

Accommodation need and supply

Nationally, there are no signs that the growth in the Gypsy and Traveller population will slow significantly. Although the supply of authorised accommodation has declined since 1994, the size of the population of Gypsies and Travellers does not appear to have been affected to a great extent. Rather, the way in which Gypsies and Travellers live has changed, with increases in unauthorised accommodation, new house dwelling arrangements (e.g. living in trailers in the grounds of houses), overcrowding on sites and overcrowding within accommodation units (trailers, houses, chalets, etc.).

There is every indication that Pennine Lancashire region will share in this national growth, as a result of it's long standing Gypsy and Traveller community; key transport links; and, attractive urban and rural localities. In turn this survey has indicated that in many Gypsy and Traveller families, older children will want to form new households, preferably near their families across the region.

Given the presence of unauthorised encampments, household concealment, and future household formation, the current supply of appropriate accommodation appears to be significantly less than the need identified. The RSS Partial review concludes that there is a need for more site accommodation for Gypsies and Travellers within the North West region :-

RSS Partial Review Draft Proposed Gypsy & Traveller Pitch Provision Distribution: Lancashire to 2016				
Lancashire, Pennine Lancashire and North West				
		Suggested split across sub region		
		Permanent	Transit	Show People
	Pennine Lancashire	160	30	7
	As % of Lancashire	50	42.86	6.86
	Lancashire	320	70	102
	As % of North West	25.6	25.9	31.38
	North West	1250	270	325

It can be seen that half of future provision for gypsies and travellers in Lancashire is proposed in Pennine Lancashire. This represents an over-concentration in areas that have already made provision.

4NW has indicated that nearby Local Authorities should collaborate in planning for future provision. The Pennine Lancashire Local Authorities will review these proposals in conjunction with the rest of Lancashire. This will include both service delivery and land use planning.

There is also a need to work across districts, with private landowners and key Gypsy and Traveller groups in order to provide feasible and appropriate options for mass gatherings. Mechanisms will be needed to accommodate this level of diversity.

It is important in order in producing sustainable Gypsy and Traveller accommodation that all relevant statutory departments engage with Gypsy and Traveller needs including health, education, social services, housing ,supporting people, community safety etc. Hyndburn's Gypsy and Traveller Network is a good example of the required multi-agency working.

Priorities :-

1 .It is clear that NWRA expects groups of Local Authorities to be pro-active in developing targets and proposals to meet the accommodation needs of gypsies and travellers. The Pennine Lancashire Authorities will work collectively and in partnership with the other Lancashire Authorities on this as part of housing and planning policy.

2. Pennine Lancashire Local Authorities will ensure that gypsies and travellers are able to access all social, community, and health services.

Policy Aim 12: To develop proposals to meet Supported Housing needs at Pennine Lancashire level

Relevant Strategic Objectives : 2, 3

North West Regional Assembly has estimated future needs for supported housing for each Local Authority in the North West[4]. The most noticeable feature is the surplus of accommodation based services for older people and shortage of floating support. It should be noted that these figures are the first stage of an iterative process and may be subject to change.

Whilst it is potentially more efficient to balance need for and supply of services over a wider geographical area it is not always the case that surpluses in one Local Authority can meet shortages elsewhere as some needs can be met sub regionally whilst others have to be met more locally.

The Pennine Lancashire Local Authorities will carry out an assessment of the NWRA Supported Housing Study to establish:-

- Whether the specific needs identified in each Local Authority correlate with more locally based needs information.
- The extent to which supported housing supply can be taken as a resource for Pennine Lancashire as a whole.
- The potential to commission new supported housing services to serve Pennine Lancashire.
- The potential to commission new supported housing services to serve Pennine Lancashire in partnership with commissioners elsewhere in the North West

The Supporting People funding regime is defective in that there is no mechanism for funding provision in one commissioning area when significant numbers of clients come from another area. This is a particular issue for Pennine Lancashire as Blackburn with Darwen is a relatively small commissioning area which 'imports' clients from the much larger Lancashire area, including the Pennine Lancashire Authorities. The particular following client groups need to be considered:

- Prolific offenders
- Young people
- Domestic violence
- Substance abusers

Pennine Lancashire aims to continue to improve commissioning of support services, building on work done by the two commissioning bodies, Department of Health Care

[4] Refers to housing related support needs for a range of vulnerable groups including homeless, substance abusers, people with mental health problems, learning disabilities, older people, domestic abuse victims, vulnerable young people etc.

Services Improvement Partnership, Learning Disabilities Partnership Boards, Supported Accommodation Forum and others.

Priorities:-
1.We will identify supported housing needs which may be met at Pennine Lancashire or Regional level and develop mechanisms for their commissioning, whilst developing better funding mechanisms for existing projects where they serve a wider area.

Policy Aim 13: To further develop housing and planning policies to deliver the right housing offer including affordable housing in Rural Areas.

Relevant Strategic Objectives : 1,3

Whilst the larger part of Pennine Lancashire is urban in character, rural areas have particular housing needs, including the most severe needs for affordable housing.

Green Belt and other rural restraint policies have resulted in shortages in affordable housing. Where rural areas are accessible to urban settlements, people migrate in search of employment and affordable housing. However there may still be limited needs for affordable housing related to local rural employment, or local social needs e.g. for older residents.

Affordable housing needs are more widespread in the larger rural area of Ribble Valley. The Council has developed a number of initiatives in response including :-

- New residential planning permissions restricted to affordable housing, although some market housing in settlement boundaries
- Grant assistance for private rented investment in empty properties in return for affordable rents.
- Affordable Housing Grant funded Purchase and Repair schemes to provide social rented housing
- Development on intermediate ‘homebuy’ new housing
- Community Land Trust in the village of Chipping.

Priorities:-
1. To prioritise a range of affordable housing schemes in Ribble Valley in response to the severe needs for affordable housing. This would continue to support the work of the rural pathfinder.
2. In Ribble Valley (This would also apply to other Rural Village locations) there is a requirement for managed release of sites over time in order to maximise delivery of housing including an affordable element across a wider area.
3. To develop affordable housing schemes in the rural areas between Pennine Lancashire urban settlements in response to particular needs identified by local surveys.

Policy Aim 14: to improve the condition and design of housing to improve the health and well being of people and communities.

Relevant Strategic Objectives : 1,2,3

Pennine Lancashire has some of the biggest health and housing challenges nationally. To a large extent this is due to a large working class population who in the main worked in industry requiring manual labour.

Local authorities need to work collaboratively with PCTs to target housing interventions towards vulnerable households with health needs using HHSRS.

There is good practice in this policy area e.g. the Pennine Lancashire Health and Homelessness Project and Neighbourhood Health Workers in the East Lancashire PCT area, but this needs to be developed and extended.

Priorities:-

1. To promote as a minimum, achievement of decent homes standard across all sectors. This will address:
    a. Overcrowding
    b. Damp and mould
    c. Cold (fuel poverty as well as energy efficiency)
    d. Homelessness
    e. Mental health
2. To work with partners to ensure new homes developed reach an agreed minimum standard for mobility, size and energy efficiency.
3. To have a Pennine Lancashire Affordable Warmth Partnership that includes all relevant public and private sector partners to aims to abolish fuel poverty by 2020.
4. To promote the roles and responsibilities of landlords by engaging with them to develop better management of homes.
5. To create better living environments promoting well being and security.
6. Improve access to facilities and services to improve sustainability of neighbourhoods and promote healthier modes of transport.
7. To build in health impact assessments as the norm when developing new housing masterplans and considering regeneration strategies.