

## **Chichester District Housing Strategy 2020-25**

### **Cabinet Member's Foreword**

Housing is a major issue for many of our residents and a key priority for the Council. Our strategy sets out a range of actions in order to address the issues residents face.

Over the past ten years the Council has had a strong record of delivery in housing and we're proud of a number of things we've achieved. The redevelopment of Graylingwell and the Roussillon Barracks are both exemplars of urban regeneration which provide attractive affordable homes. We've also been successful in delivering new homes in several rural villages; helping to maintain the sustainability of local communities through small scale, sympathetic development.

Chichester has a strong record in supporting its most vulnerable residents including those who are homeless and young people growing up in local authority care. Changes we've introduced in the light of the Homelessness Reduction Act have been successful, but the challenges in this area, exacerbated by wider issues far beyond our control, continue to grow.

As local housing becomes less and less affordable, new ideas are required. Our strategy maintains a strong commitment to approaches that have been successful in the past but also reflects fresh thinking in a number of areas.

Chichester is a District of great diversity and when it comes to providing the new homes we need there is no 'one size fits all'. In some rural areas we are working with newly formed Community Groups and on larger sites with national housebuilders. To meet the specific need for temporary accommodation for homeless families we are developing directly ourselves and this is an option we will consider for more schemes in due course. And in an area where the population of households aged 85 or over is expected to double we want to increase the provision of specialised housing where residents with care needs can remain active and independent.

The District Council has, and will play, an important role in all of this. But success in meeting residents' needs will also depend heavily on the effectiveness of the partnerships we can build with a range of other agencies and providers. The housing strategy provides the basis for building the kind of effective partnerships on which our success depends.

***Councillor Norma Graves, Cabinet Member for Housing and Communities***

## Executive Summary

The purpose of the housing strategy is to set out the key housing issues affecting residents in the Chichester District and to set out a vision for tackling these issues over the next five years. The relatively high cost of local housing creates difficulties in a number of areas and the Council is committed *to improving the provision and access to affordable housing* as one of its key priorities.

The starting point for this is an analysis of the local housing market which - in terms of the relationship between earnings and housing costs - is one of the least affordable in England. Housing affordability has continued to decline in the last five years and with it opportunities for first time buyers to enter the property market have receded. As a result more households now rely on the private rented sector on a long term basis. For households on low incomes, including those eligible for means tested benefits, private rents can be unaffordable, which leaves newly forming households with very few options. In such circumstances affordable housing, provided in different forms by Registered Providers, plays a critical role.

The Homelessness Reduction Act (HRA) which came into effect in 2018 resulted in significant new duties to assist anyone at risk of homelessness. This involves specific 'prevention' duties which are owed 56 days prior to homelessness and 'relief' duties beyond this.

The geography and demography of Chichester District provides some particular challenges. The District is large and predominantly rural with much of the northern part of the District forming part of the South Downs National Park. The District's attractiveness as a place to live provides a strong 'pull' to relatively wealthy, older households. This has important implications for the District's housing market and wider economy, particularly in rural areas. At the same time as addressing the need for smaller, more affordable, homes for younger households, the District also faces huge pressure to meet needs of a growing number of ageing households who require care and support to maintain their independence.

Against this background, our Housing Strategy defines eight long term objectives to address this challenge. They are as follows:

1. Prevent homelessness through early intervention and support
2. Reduce the number of placements into Bed and Breakfast
3. Tackle rough sleeping
4. Maintain and improve the condition of housing in the District
5. Optimise the use of social rented/affordable housing in the District
6. Deliver 1,000 new affordable homes by 2025
7. Increase the capacity to meet rural housing needs through community led housing initiatives
8. Address the need for specialised housing for those with care needs

The strategy identifies benchmarks for assessing progress against these objectives which are measurable. These targets are ambitious but with collaboration of the many partners and stakeholders who are involved in the delivery of local housing, they should also be achievable.

## **Introduction: Improving the Provision of and Access to Affordable Housing**

Improving the provision of and access to affordable housing is one of five key corporate objectives defined in the District Council's Corporate Plan for 2018-2021. The District Council is the strategic housing authority and has a range of statutory responsibilities which include:

- Preventing homelessness and managing housing need
- Regulating the physical standards of homes and supporting adaptations
- Defining the need for new development to meet local housing needs.

Over the next five years the need to prevent and reduce homelessness and to maintain the supply of genuinely affordable housing are key priorities for the Council.

The scope for action reflects both national and local policy drivers. Much of what the Council does is framed by statutory responsibilities, by government policies and availability of public funding. Policy options are also framed by the reality of what is viable within the framework of the wider economy and local housing market.

### The Role of the Strategy

The purpose of the housing strategy is to set out the Council's approach to meet the key housing issues likely to face our residents over the next five years.

The Council has previously published separate strategies covering Affordable Housing, Homelessness, Private Sector Renewal and the allocation of tenancies. Each of these documents has covered different periods but all are now due for review.

The intention going forward is to adopt a single overarching Housing Strategy which takes a holistic view of the Council's role as a strategic housing authority thus avoiding a degree of duplication that has existed in the past. Our strategic approach to homelessness, private sector renewal and the provision of affordable housing are all reflected within this single overarching Housing Strategy.

To this end the strategy aims to:

- Provide an overview of the key local housing issues
- Define realistic and deliverable ways of responding to these issues
- Set out the basis for partnerships with key stakeholders

The role of partners is especially crucial to the delivery of our plans. We expect partners to influence the development and implementation of the strategy as part of an iterative approach. This includes Registered Providers, as well as a range of voluntary and statutory agencies with whom we work.

The structure of the strategy mirrors the objectives that are set out in the Corporate Plan. The three Corporate Plan objectives for housing are shown in the left hand column of the table below, the right hand column shows how these objectives are translated into the Housing Strategy:

| Corporate Plan Priorities for Housing                         | Housing Strategy Objectives  |
|---|--|
| Provide support for those that need it.                       | <ol style="list-style-type: none"> <li>1. Prevent homelessness through early intervention and support</li> <li>2. Reduce the number of placements into Bed and Breakfast</li> <li>3. Tackle rough sleeping</li> </ol>  |
| Ensure housing is used effectively and is fit for purpose     | <ol style="list-style-type: none"> <li>4. Maintain and improve the condition of housing in the District</li> <li>5. Optimise the use of social/affordable rented housing in the District</li> </ol>  |
| Increase the supply of suitable housing in the right location | <ol style="list-style-type: none"> <li>6. Deliver 1000 new affordable homes by 2025</li> <li>7. Increase capacity to meet rural housing needs through 'Community Led' housing initiatives.</li> <li>8. Address the need for specialised housing for those with care needs</li> </ol> |

### National Policy Context

The Government's approach to housing can be summarised through a brief review of the key recent policy documents:

*A New Deal for Social Housing*, a Green Paper published in August 2018, articulates a set of guiding principles for the future role of the social housing sector. Published in the aftermath of the Grenfell House tragedy, the Green Paper can be seen as a re-balancing of national housing policy by placing greater emphasis on the role and value of social housing. It can be argued that this contrasts with the previous approach which was focussed more narrowly on the extension of home ownership. In doing so, it echoes a mantra first used in the 1950s which describes housing as the 'first social service'. The green paper sets out five key principles:

- Ensuring resident safety
- Effective resolution of complaints
- Empowering residents and strengthening the role of the regulator
- Tackling stigma
- Expanding supply and supporting home ownership.

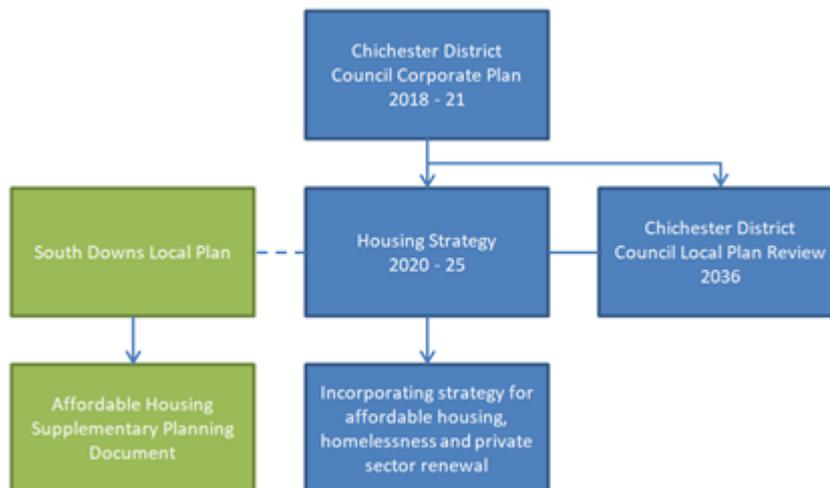
The fourth and fifth of these principles are especially pertinent to the District Council's role and the content of our strategy. The Government's aspirations to expand supply build to deliver 300,000 new homes per year by the mid-2020s are set out in the White Paper *'Fixing our broken housing market'* February 2017. The White Paper offers a blunt assessment of the causes and consequences of failing to maintain housing delivery.

*'Since 1998, the ratio of average house prices to income has more than doubled, And that means that the most basic of human needs – a safe, secure home to call your own – isn't just a distant dream for millions of people. It's a dream that's moving further and further away.'*

Housing affordability is the key theme which runs through our housing strategy and to a large extent the objectives contained within it aim to mitigate the consequences of this for local residents.

## The Local Policy Context

The diagram below shows the relationship between the housing strategy and other key Council policies and plans. The Council has a duty to publish a strategy showing how it will promote affordable housing, private sector renewal and reduce homelessness. The Housing Strategy 2020-25 incorporates each of these elements and fulfils this duty.



The relationship with the Local Plan Review is particularly important. Chichester's Local Plan was adopted in 2015 but must be reviewed within five years. The plan sets out a strategy and policies for managing and facilitating development in the area. It also makes clear what types of development will be permitted where. The housing strategy compliments this by describing in more detail the approach the Council plans to take in relation to specific housing issues.

A large part of the north of the District, which is mainly rural but includes the towns of Midhurst and Petworth, lies within the South Downs National Park. The relevant planning authority for this part of the District is the South Downs National Park Authority. The South Downs Local Plan was adopted in 2019 and contains policies which aim to achieve a step change in the delivery of affordable housing.

### An Overview of Housing Need in our District

#### Demographic Profile

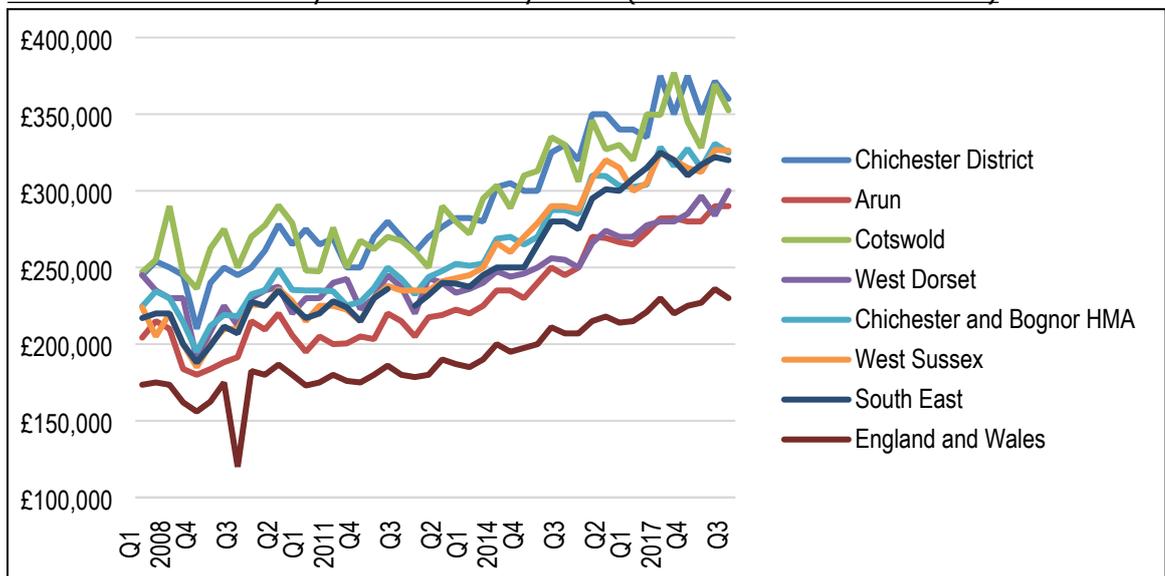
- The population of Chichester District was approximately 120,000 in 2018. This has grown by almost 20% over the past 30 years at an annual average rate of 0.6% p.a. This is slightly higher than the level for England as a whole but less than the regional figure for the South East.
- The District's age structure is skewed towards older groups. The proportion of residents in every cohort from 55 upwards is higher than the national average. There is a small spike in the population of those aged 20-24 which reflects the presence of students in the City. Conversely, compared to the rest of the region the District has relatively low numbers of children under the age of 10 and adults in the early stage of their working life.

- Net migration is one of the key determinants of the District’s demographic profile. Chichester attracts many older, relatively wealthy households. Younger households either single or with young families find it harder to find homes in the District.

Housing Market Affordability

- Chichester is a geographically large and diverse District stretching from the South Coast to the Surrey border. From a housing and planning perspective five distinct sub-areas can be identified as follows:
  - Chichester City
  - East West Corridor stretching from Tangmere to Southbourne (but excluding Chichester City)
  - The Manhood Peninsula including Selsey and the Witterings
  - South Downs National Park Area (SDNP)
  - Plan Area North: a relatively small area of the north east of the District including Kirdford, Loxwood and Wisborough Green.
- The nature of the housing markets and the potential for development within these sub areas differ markedly.
- House prices across the District have grown strongly since the 2008 recession at a similar rate to the regional average albeit at a higher level. Median house prices for different property types are shown in the table below from which it will be evident that most property types in Chichester are more expensive than regional comparators.

Median House Prices by Local Authority 2018 (Source: DCLG Live Tables)



- Chichester’s most recent Housing and Economic Development Assessment (HEDNA) undertook a number of tests of housing market affordability. Affordability ratios test the relationship between earnings and housing costs, this can be done using either a ‘workplace’ measure (incomes of those working in the District) or a residence based measure (using incomes of residents in the District). Calculating these ratios both at the lower quartile and at the median

provides an indication of the level of housing market affordability at different price points within the market.

- The HEDNA shows that housing market affordability has deteriorated since 2012.
  - The key analysis shows that median house prices stand at 13.1 times median earnings for those working in the District
  - At the lower quartile the ratio is 14.5 indicating severe affordability pressures for those seeking entry level housing.
- Rental costs in Chichester are slightly lower than the regional average but notably more expensive than the national average

#### Housing Tenure and Trends in Occupation

- A combination of deteriorating affordability and tighter lending criteria has inhibited households' ability to purchase homes since the recession. At a national level this has contributed to an increase in overcrowded and shared households, including where young people remain living with their parents for longer. This trend is replicated in Chichester and evidenced by an increase in over-occupied properties.
- This has been accompanied by strong growth in the private rented sector reflecting the lack of access to either social housing or owner occupation. Anecdotal experience suggests that many households including older adults and families with children now view private renting as a long term option, irrespective of the relatively insecure nature of the tenancies available.
- Conversely, Chichester has also seen a growth in under-occupied properties. Typically this is associated with older households living in family homes whose children have left home and relatively wealthy households purchasing larger homes.
- Second home ownership is also an important feature of the housing market especially in parts of the Manhood Peninsula and South Downs National Park. Across the District some 7% of properties are second homes.

#### The Need for Affordable Housing

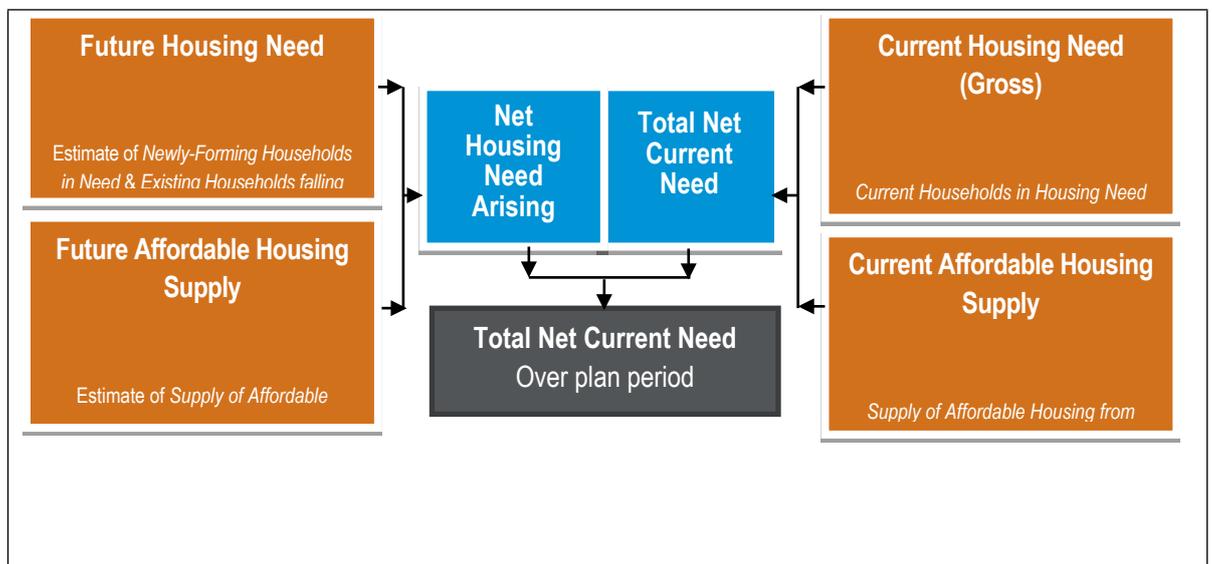
- The most straightforward measure of housing need is the local Housing Register. The Housing Register is administered by the Council and provides the portal through which applicants may 'bid' for vacant social housing properties. Applicants on the Housing Register are prioritised using a banding system which reflects nationally defined 'reasonable preference' criteria. The figures below show the number of applicants in the top three bands (A,B and C). All applicants within these bands are deemed to have current needs reflecting the fact that their existing accommodation is unsuitable.

#### Current Households on the Housing Register and 'in need' - by sub-area.

|                            | Total in Need | % of households |
|----------------------------|---------------|-----------------|
| Chichester City            | 189           | 35%             |
| East- West Corridor        | 73            | 14%             |
| Manhood Peninsula          | 125           | 23%             |
| Plan Area North            | 23            | 4%              |
| SDNP                       | 131           | 24%             |
| <b>Chichester District</b> | <b>541</b>    | <b>100%</b>     |

*Source Chichester Housing Register 2019*

- Although useful as a 'sense check', the Housing Register has limitations as a proxy for estimating long term housing need. The Register will not reflect the needs of households who feel that their needs are never likely to be met through the social housing sector, nor those who cannot meet the eligibility criteria perhaps because they have savings or do not have sufficient 'local connection'. Chichester's draft HEDNA 2019 uses the nationally prescribed methodology to provide an indication of the need for new housing within the District which is used to inform the Local Plan. This approach produces a dynamic model of housing need which combines an estimate of existing need with forecasts of the number of households who will move into housing need during a given period as well as the supply from existing stock. As part of this process the HEDNA also suggests appropriate levels of new affordable housing that are required. A diagram of the approach used is shown below. At the time of writing the draft HEDNA is still being finalised and therefore there may be some changes to these figures. Any necessary updates will be undertaken once the HEDNA is finalised. Overview of affordable housing needs model: Source GL Hearn



The table below shows the estimated need for affordable housing (social and rented) by sub-area. The analysis is based on the lower quartile rented costs. This is because the income threshold for such housing is lower than for buying a home. For these purposes 'rental affordability' is assumed at a level where households spend no more than 31% of their total income on rent. The model shows a net need across the District for 348 additional social/affordable rented properties per year. This can be broken down into the geographical areas described earlier as shown below.

Estimated level of Social/Affordable Rented Housing Need per annum (Source: GL Hearn)

|                             | Current need | Newly forming households | Existing households falling into need | Total Gross Need | Supply from existing stock | Net Need   |
|-----------------------------|--------------|--------------------------|---------------------------------------|------------------|----------------------------|------------|
| Chichester City             | 16           | 115                      | 62                                    | 193              | 96                         | 97         |
| East-West Corridor          | 9            | 80                       | 24                                    | 113              | 39                         | 74         |
| Manhood Peninsula           | 14           | 82                       | 24                                    | 120              | 36                         | 84         |
| Plan Area North             | 3            | 31                       | 7                                     | 41               | 11                         | 30         |
| SDNP                        | 13           | 75                       | 49                                    | 137              | 75                         | 62         |
| <b>Chichester District*</b> | <b>55</b>    | <b>383</b>               | <b>167</b>                            | <b>605</b>       | <b>257</b>                 | <b>348</b> |

- Using a similar approach it is possible to provide a similar estimate of the need for affordable home ownership this is shown in the table below.  
Estimated level of Affordable Home Ownership Need per annum (Source: GL Hearn)

|                            | Current need | Newly forming households | Existing households falling into need | Total Gross Need | Supply (50% LQ +AHO resales) | Net Need   |
|----------------------------|--------------|--------------------------|---------------------------------------|------------------|------------------------------|------------|
| Chichester City            | 9            | 83                       | 26                                    | 117              | 63                           | 55         |
| East-West Corridor         | 5            | 65                       | 14                                    | 83               | 61                           | 22         |
| Manhood Peninsula          | 5            | 57                       | 15                                    | 76               | 63                           | 14         |
| Plan Area North            | 1            | 21                       | 3                                     | 24               | 18                           | 6          |
| SDNP                       | 7            | 55                       | 22                                    | 84               | 51                           | 33         |
| <b>Chichester District</b> | <b>26</b>    | <b>280</b>               | <b>79</b>                             | <b>385</b>       | <b>255</b>                   | <b>130</b> |

- The HEDNA analysis indicates a clear need for affordable housing. There is an identified need for 348 social affordable rented homes and 130 affordable home ownership properties per annum through to 2036. Separately the HEDNA identifies that in accordance with the Government’s standard methodology, the housing need for the plan area is 628 p.a. (if the plan is submitted after 14th July 2020). Together with the housing need, which is identified within the area of the district in the Southdowns National Park, of 125 dwellings p.a. this gives an overall housing need of 753 dwellings p.a.
- Turning to the CDC local plan area, the identified need for affordable housing of 478 dwellings p.a. as set out above. This is higher than the affordable housing policy requirement in the current Local Plan which seeks, subject to viability, 30% affordable housing on sites where there is a net increase of 11 or more dwellings and in all developments with a net increase of 6-10 dwellings in rural areas. Affordable housing quota levels for the forthcoming Local Plan are subject to review and have yet to be finalised.

**Corporate Plan Objective: Provide Support for those that need it**

Preventing homelessness is a fundamental priority for the Council because of the negative impacts which result from people losing their home. Homelessness is traumatic for those that experience it with negative effects on physical and mental health. The lack of settled accommodation can be particularly harmful to children for whom support networks and schooling may be disrupted. The consequences of dealing with homelessness also present significant challenges, both financial and logistical, for the District Council.

For most people homelessness involves moves between temporary accommodation or other insecure short term arrangements such as 'sofa surfing'. In extreme cases, for a relatively small number of adults, homelessness may involve sleeping rough. Sleeping rough is potentially dangerous; it destroys people's health and ruins lives. The Government's National Rough Sleeping Strategy aims to halve rough sleeping by 2022 and eliminate it by 2027, at a local level the Council is working with a range of partners towards this objective.

The lack of affordable rented accommodation in Chichester makes it especially hard for residents in housing need to secure alternative rented property. The impact of welfare reform since 2012 has made this even harder and in the current market very few privately rented homes are available at or below the Local Housing Allowance rate and are thus unaffordable for households who are on low incomes. The volume of homeless applications doubled between 2014 and 2018, when there were 265 applications. There has also been a significant reduction in funding for housing related support services which were previously commissioned by West Sussex County Council. This has resulted in service reductions and closures of some services from the Autumn of 2019. In Chichester this is affecting providers such as Stone Pillow as well as others providing specialist support to other vulnerable groups.

The Homelessness Reduction Act (HRA) which came into effect in 2018 resulted in significant new duties to assist anyone at risk of homelessness. This involves specific 'prevention' duties which are owed 56 days prior to homelessness and 'relief' duties beyond this.

To comply with the HRA, the Council has introduced a new system of recording activity which makes it hard to make comparisons with previous years. However the overall position suggests that the additional emphasis in this area is preventing an increase in homelessness that might otherwise have taken place. An analysis of the Council's performance under the HRA is provided in the Homelessness Review 2019.

**Corporate Plan Objective: Ensuring Housing is fit for purpose and is used effectively**

This theme embraces the general duty which the Council has to address poor housing standards in homes of all types and a more specific interest in the management and use of homes in the social sector with a view to ensuring that the use of these homes is optimised to meet local housing need; both now and in the future.

The Council has a general duty to review the condition of housing stock in the District and a specific responsibility to identify any hazards under the Housing Health and Safety Rating System (HHSRS). The Council's role is especially important in relation to the private rented sector where residents may find it harder to effect solutions to problems with their home. The links between poor housing conditions and health outcomes are well established. Housing risks contribute to poor health and avoidable demands on the NHS in a variety of ways, the most dramatic expression of which is the rate of excess winter mortality. Use of energy in homes is a significant source of CO2 emissions.

Improving thermal efficiency of older homes through more efficient heating systems and better insulation can significantly reduce the carbon footprint of individual homes whilst addressing problems of fuel poverty and excess cold for low income residents.

Optimising the use of the District's social housing sector means that the sector can meet a wider range of needs and ultimately reduces the number of homeless households placed in temporary accommodation. The Council has an important role to play in making sure that vacant homes are allocated effectively and fairly in ways which meet needs and promotes sustainable communities. The Council's relationship with Hyde Housing is especially important. Hyde own over 6,000 rented homes in Chichester, three quarters of the District's social/affordable rented housing stock. This includes the Council's former stock of Council Housing. In some cases there may be issues regarding the long term suitability of some of these homes which may provide potential for stock rationalisation, regeneration and provision of new homes.

**Corporate Plan Objective: Increase the supply of suitable housing in the right location**

We need to make sure that the local housing market meets the needs and financial capacity of the District's residents. Improving the supply of affordable housing, by providing the right type of homes in the right places, supports the Council's overall objectives for a more sustainable community.

The relatively high cost of housing makes it harder for newly forming households to secure homes locally. This fuels a pattern in which younger, newly forming households and skilled graduates tend to leave Chichester for less expensive areas. This inhibits our economy and contributes to recruitment and retention issues for local employers.

The lack of affordable housing means that many families bring up children in insecure privately rented accommodation at relatively high rents. Families in such circumstances face a greater risk of becoming homeless and may then experience poorer outcomes in terms of health and educational attainment.

Increasing the supply of suitable housing in the right location requires a range of different approaches; it is not simply a question of numbers. Addressing changing demographic needs is one element of this. In an area as geographically diverse as Chichester there are also specific rural housing needs. Effective partnership working with the South Downs National Park Authority as the Planning Authority for much of the rural area to the north of Chichester is critical.

Conclusion

The preceding issues identified have been the determinants of the following action plan which provides a summary of the proposed actions divided into the three corporate priorities with each of the eight long term objectives.

The eight objectives were identified following a public consultation and the detailed action plan has been consulted upon with all key stakeholders and partners.

The action plan will be a working document over the term of the strategy which may change subject to the local and national context.

Corporate Plan Objective: Provide Support for those that need it:  
Our strategy to prevent homelessness and rough sleeping

| Housing Strategy Objectives  | Action Plan   |
|--|---|
| <p><b>1. Prevent homelessness through early intervention and support</b></p> <p><b>Where are we now?</b></p> <ul style="list-style-type: none"> <li>- The main causes of homelessness in Chichester: Loss of accommodation with Friends and Family, Relationship Breakdown and loss of private tenancies.</li> <li>- Declining affordability, access to private renting and welfare reform combine to make it harder for younger and newly forming households to secure suitable accommodation.</li> <li>- From 2019 a number of housing support services commissioned by WSCC have been reduced or decommissioned.</li> </ul> <p><b>Where do we want to get to?</b></p> <ul style="list-style-type: none"> <li>- A key aspect of the Homelessness Reduction Act is the ‘Duty to Refer’ which is designed to improve the way agencies identify and engage with households at risk at an earlier stage. To compliment this we aim to build on links which have been built up with statutory agencies in the health and social care sector in order to improve outcomes for service users.</li> <li>- Working alongside many of the same partners we aim to mitigate the reduction in commissioning of housing related support. Our aim will be to map where the most serious risks will arise and find creative ways of managing this, building on strength based approach. This will be reflected in new services to be jointly commissioned with WSCC and other District and Borough Councils during 2020.</li> <li>- Access to private rented accommodation is one of the key ways in which homelessness can be prevented. We want to extend opportunities for potentially homeless households with private landlords wherever possible, including through the Council’s Homefinder scheme.</li> </ul> | <p><b>1.1 Support residents to access welfare benefits</b></p> <ul style="list-style-type: none"> <li>- Optimise use of Discretionary Housing Payments to meet shortfalls between housing benefit and rent in appropriate cases.</li> <li>- Proactive approach and early identification of households where welfare reform may impact on housing affordability.</li> <li>- Specialist role of housing welfare officer providing targeted intervention for households at risk.</li> </ul> <p><b>1.2 Building networks to support residents ‘at risk’</b></p> <ul style="list-style-type: none"> <li>- Strengthen links to the NHS mental health and acute services, especially where residents are at risk of homelessness at discharge.</li> <li>- Extend access to housing advice via the Chichester Foodbank.</li> <li>- Develop the role of CDC’s Social Prescribing initiative to identify and support residents facing housing related risks.</li> </ul> <p><b>1.3 Embedding the Homelessness Reduction Act</b></p> <ul style="list-style-type: none"> <li>- Making the Duty to refer work better through training and improved liaison with key statutory partners.</li> <li>- Mitigating the loss of Housing Related Support services: Joint Commissioning Pathways from Homelessness service targeting ‘at risk’ groups e.g. Offenders, Vulnerable adults, victims of Domestic Abuse and young people.</li> </ul> |

|  |   |
|--|---|
| <p><b>Benchmark Measure:</b></p> <ul style="list-style-type: none"> <li>- % of successful interventions under the HRA Prevention Duty</li> <li>- % of successful interventions under the HRA Relief Duty</li> </ul>  | <p><b>1.4 Support to access different housing options</b></p> <ul style="list-style-type: none"> <li>- Use the Homefinder &amp; Rent Deposit scheme to help residents secure privately rented accommodation.</li> <li>- Use the Homelessness Prevention Fund to provide discretionary assistance to help residents avoid homelessness.</li> </ul>   |
| <p><b>2. Reduce the number of households placed into Bed and Breakfast; especially into accommodation which is non self-contained or outside of the District</b></p> <p><b>Where are we now?</b></p> <ul style="list-style-type: none"> <li>- The Council owns 51 flats which provide the principal source of temporary accommodation for homeless households who require placement.</li> <li>- These flats are directly managed by the Council and support is offered to assist residents who might struggle to maintain a tenancy.</li> <li>- Placements in emergency ‘nightly paid’ accommodation are sometimes necessary where no other suitable alternatives exist. Unfortunately the number of these placements has increased from 35 to 87 in the last five years. This reflects greater pressure in the temporary accommodation market with falling supply and rising demand from local authorities including London Boroughs.</li> <li>- In 2019 the Council agreed a new protocol on ‘Out of Area’ placements and is preparing to increase the amount of Council owned temporary accommodation to provide a better long term solution for this need.</li> </ul> <p><b>Where do we want to get to?</b></p> <ul style="list-style-type: none"> <li>- We aim to ensure that, as far as possible, we use temporary accommodation which is local and self-contained with the capacity to support households experiencing homelessness.</li> <li>- Using commercial ‘nightly paid’ accommodation represents a poor use of public money which we wish to minimise.</li> <li>- We want to ensure that homeless households do not lose access to</li> </ul> | <p><b>2.1 Providing an effective source of temporary and emergency accommodation</b></p> <ul style="list-style-type: none"> <li>- By providing a tenancy sustainment offer to residents in CDC’s temporary accommodation we aim to help residents to take on and sustain their own accommodation.</li> </ul> <p><b>2.2 Investment in additional provision of temporary accommodation</b></p> <ul style="list-style-type: none"> <li>- We have acquired a new site at Freeland Close which will provide a further 17 new units of temporary accommodation which CDC will own and manage.</li> </ul> <p><b>2.3 Increasing access to other housing options</b></p> <ul style="list-style-type: none"> <li>- Support for new development of affordable housing which is accessible to households at risk of homelessness.</li> <li>- Giving homeless households reasonable priority to bid for social housing through the Homemove system for the allocation of social housing.</li> <li>- Facilitate provision of basic furniture packs for homeless households through an arrangement with Stone Pillow.</li> </ul> |

|  |   |
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| <p>existing social and support networks if placed in temporary accommodation.</p> <ul style="list-style-type: none"> <li>- Maintain our existing service at Westward House and provide new built accommodation at a newly acquired site at Freeland Close.</li> </ul> <p><b>Benchmark Measure:</b><br/>No. of placements of families with children or pregnant women which are outside Chichester/non self-contained.</p>  |   |
| <p><b>3. Tackle Rough Sleeping</b></p> <p><b>Where are we now?</b></p> <ul style="list-style-type: none"> <li>- Chichester's city centre is one of a number of rough sleeping 'hot spots' within West Sussex. Monthly reviews of the numbers of rough sleepers vary but the overall trend over the past five years is upward. The last official count undertaken indicated 31 rough sleepers, which is the highest for several years.</li> <li>- The Council is actively involved in a range of initiatives to prevent rough sleeping. This includes the co-ordination of monthly Rough Sleeper Panel, commission a Severe Weather Emergency Provision, employment of a specialist Outreach worker.</li> <li>- Rough sleeping is not just about housing and the Council supports a partnership approach with other stakeholders in the statutory and voluntary sector to meet the wider needs of rough sleepers many of whom have complex needs.</li> <li>- The Council has worked with partners across West Sussex to take advantage of various government funding initiatives to address rough sleeping. Although this has been successful, the short term nature of most of these schemes is resource intensive and inhibits long term planning by delivery partners.</li> </ul> <p><b>Where do we want to get to?</b></p> <ul style="list-style-type: none"> <li>- Ultimately the aim must be to eliminate rough sleeping. This will require long term partnership approaches which enable those at risk of rough</li> </ul> | <p><b>3.1 Providing targeted intervention and support</b></p> <ul style="list-style-type: none"> <li>- Multi-agency approach to provide a co-ordinated response &amp; improve the collation of information about individual rough sleepers.</li> <li>- CDC Outreach worker's role: identifying individuals and co-ordinating action and engagement with different agencies.</li> </ul> <p><b>3.2 Building effective partnerships across a range of agencies</b></p> <ul style="list-style-type: none"> <li>- Hospital Admission Reduction Pathway (HARP): will provide additional support both within the NHS and at street level following a successful bid to Public Health England, this will commence in February 2020.</li> <li>- Rough Sleeper Initiative partnership: support for 'Navigator' and Supported Lettings Officer role to support users to engage with services and into accommodation.</li> <li>- Stone Pillow partnership: role of the Hub (Day Centre) and scope for additional move on accommodation.</li> <li>- Working with other voluntary agencies through the Chichester City Homelessness Forum.</li> </ul> <p><b>3.3 Engage public in ways of providing constructive assistance</b></p> <ul style="list-style-type: none"> <li>- Developing scope for charitable activity via 'Diverted Giving' e.g. Greater Change.</li> </ul> <p><b>3.4 Mitigating the most harmful consequences of Rough Sleeping</b></p> |

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| <p>sleeping to get the support they need.</p> <ul style="list-style-type: none"> <li>- Develop partnerships to mitigate some of the most harmful impacts of rough sleeping; both for individuals and for the community.</li> <li>- Engage the public in supporting constructive ways of providing help to vulnerable rough sleepers.</li> </ul> <p><b>Benchmark Measure:</b> Annual rough sleeper count</p> | <ul style="list-style-type: none"> <li>- Severe weather provision, Winter Provision and assessment beds.</li> <li>- Day services from StonePillow’s Chichester Hub.</li> <li>- Action plan with partner agencies to minimise anti-social behaviour associated with rough sleeping and limit impact on City Centre businesses.</li> </ul> <p><b>3.5 Improving access to ‘move on’ accommodation for single homeless adults</b></p> <ul style="list-style-type: none"> <li>- Make sure hostel residents are not disadvantaged from bidding through the Homemove system.</li> <li>- Seek opportunities to increase the stock of supported move on accommodation.</li> </ul> |
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**Corporate Plan Objective: Ensuring Housing is fit for purpose and is used effectively:  
Our Strategy for Private Sector Renewal and the future use of the Social Rented Sector**

| <b>Housing Strategy Objectives</b>   | <b>Action Plan</b>  |
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| <p><b>4. Maintain and improve the condition of housing in the District</b></p> <p><b>Where are we now?</b></p> <ul style="list-style-type: none"> <li>- 1,844 or 22% of the District’s privately rented homes had Category 1 hazards under the Housing Health and Safety Rating System (HHRS). Such hazards are deemed likely to have an adverse effect on residents’ health and safety.</li> <li>- 14% of privately owned homes have a Category 1 hazard for excess cold. This is twice the rate for England as a whole.</li> <li>- Privately owned homes in the District tend to be less energy efficient than the average for England. The Standard Assessment Procedure (SAP) assesses domestic energy efficiency on a scale of 0 (worst)-100 (best). The English average for privately owned homes is 55, whereas equivalent figures for Chichester show indicate rates of 51 for owner-occupied homes and 49 for the private rented sector.</li> <li>- In 2017/18 there were 176 excess winter deaths in the District. Although in line with the English average this nonetheless gives cause for concern.</li> <li>- The propensity for disrepair and Category 1 Housing Risks in the privately rented accommodation is higher than in other types of housing</li> <li>- A growing number of households, 15% of all households in the District, now live in privately rented homes. Besides an increased student population, this includes a growing number of families with children and older people who rely on private renting</li> </ul> <p><b>Where do we want to get to?</b></p> <ul style="list-style-type: none"> <li>- The government has acknowledged that local authorities require more powers to enforce against rogue landlords and tenants need increased redress against such landlords, consequently increased enforcement tools</li> </ul> | <p><b>4.1 Private Rented Sector:</b></p> <ul style="list-style-type: none"> <li>- Assistance provided to encourage landlords to bring property up to accreditation standard and empty properties back into use.</li> <li>- Expansion of the Landlord Accreditation Scheme to reach more private rented properties and revision of current financial assistance policy used to determine eligibility.</li> <li>- Introduction of a new Enforcement Policy to address poor standards.</li> </ul> <p><b>4.2 Home Repair Assistance:</b></p> <ul style="list-style-type: none"> <li>- Reducing the level of hazards in the private housing stock.</li> <li>- Review ceiling for assistance.</li> <li>- Review range of scheme to incorporate wider range of works criteria.</li> </ul> <p><b>4.3 Chichester Warm Homes Initiative:</b><br/>Addressing fuel poverty and excess cold in private housing:</p> <ul style="list-style-type: none"> <li>- Rebrand and Re-Launch of the Warm Homes Initiative.</li> <li>- Review eligibility criteria through revisions to the Financial Assistance Policy.</li> <li>- Review ceiling on assistance provided.</li> </ul> <p><b>4.4 Disabled Adaptations</b></p> <ul style="list-style-type: none"> <li>- The Council’s budget for Disabled Facility Grants (DFGs) has significantly increased in recent years, over and above that required for mandatory grants.</li> </ul> |

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| <p>have been introduced.</p> <ul style="list-style-type: none"> <li>- Effective enforcement measures are in place to address poor housing standards.</li> <li>- Improved identification of those most at risk through wider promotion of the Chichester Warm Homes Initiative.</li> <li>- Partnership working across a range of stakeholders to make 'every contact count'.</li> <li>- Adoption of a Countywide approach to Disabled Adaptations allowing for more flexible use of funding to meet residents' needs and avoiding delayed discharges from hospital. This will include adaptations, relocation or even extension of homes.</li> <li>- Ensure that the four major forms of assistance are based on relevant and appropriate criteria and are accessible to those in greatest need.</li> </ul> <p><b>Benchmark Measure:</b><br/>No. of homes that have been improved via renewal activity or adaptations.</p>  | <ul style="list-style-type: none"> <li>- Consequently a countywide Discretionary DFG Policy is being developed across West Sussex which is expected to be introduced in 2020.</li> <li>- We will introduce fast track procedures for minor adaptations and broadening the use of DFGs.</li> </ul> <p><b>4.5 Monitoring the Condition of the Private Housing Stock</b></p> <ul style="list-style-type: none"> <li>- We plan to commission a housing stock condition modelling survey and private rented sector identification project in conjunction with several local authority partners which will aid us to appropriately direct our future resources.</li> </ul>   |
| <p><b>5. Optimise the use of social rented housing in the District</b><br/>Where are we now?</p> <ul style="list-style-type: none"> <li>- Registered Providers own some 8,000 rented homes in the District which, in the main, are allocated to applicants through the Council's Housing Register via the Homemove choice based lettings scheme.</li> <li>- Nomination agreements with Registered Providers are designed to ensure that social housing is allocated fairly and meets locally defined needs. In rural areas this means giving priority to applicants with local connections.</li> <li>- Hyde Housing has undertaken a major review of its stock in Chichester. Much of this stock is ageing and will require investment to meet the standards which future residents will expect and government regulation will be expected to require. This is already true of some types of property for which there is limited demand. Over the long term the approach to this may involve significant investment in estate based regeneration schemes.</li> </ul> | <p><b>5.1 Review and revise the housing allocations scheme and Choice Based Lettings (CBL) process</b></p> <ul style="list-style-type: none"> <li>- Reviewing current income and savings eligibility thresholds.</li> <li>- Review criteria used for eligibility and local connection.</li> <li>- Complete the transition of the Homemove Lettings system to a new provider.</li> </ul> <p><b>5.2 Collaborate with Hyde on a long term strategy for the future of their Chichester housing portfolio</b></p> <ul style="list-style-type: none"> <li>- Identify areas where regeneration can optimise the use value of the stock to local residents.</li> <li>- Where and if, necessary revise the stock transfer  agreement with Hyde to facilitate long term regeneration opportunities and future commitment.</li> <li>- Agree protocols for stock rationalisation or regeneration</li> </ul> |

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| <p><b>Where do we want to get to?</b></p> <ul style="list-style-type: none"> <li>- Ensure the Social Housing allocation process is seen to be fair, transparent and promotes the efficient use of the limited stock of homes; for example by improving mobility and reducing ‘under occupation’.</li> <li>- Social housing in the District is well maintained and meets contemporary needs, and in the future will meet carbon reduction target standards.</li> <li>- The Council’s stock transfer agreement with Hyde will expire in 2031. We wish to explore the scope to review this agreement in ways which facilitate new investment by Hyde in areas where they own existing housing or land.</li> </ul> <p><b>Benchmark Measure:</b> Secure substantive progress through collaboration with Hyde Housing</p> | <p>where disposal or redevelopment may provide a better means of meeting long term needs.</p> <p><b>5.3 Ensure effective engagement with all affordable housing providers:</b></p> <ul style="list-style-type: none"> <li>- Build links with Almshouses and charitable housing providers.</li> <li>- Maintain relationships with Registered Providers and Community Land Trusts through our forums.</li> </ul> <p><b>5.4 Revise the 2013 Tenancy Strategy</b></p> <ul style="list-style-type: none"> <li>- Setting out guidelines for the use of fixed term tenancies by Registered Providers.</li> </ul> |
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**Corporate Plan Objective: Increase the supply of suitable housing in the right location**

**Our strategy for the provision of affordable housing**

|  | <b>Housing Strategy Objectives</b>   | <b>Action Plan</b>   |
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|  | <p><b>6. Deliver 1000 new affordable homes by 2025.</b><br/>                     NB This includes anticipated delivery during 2019/20 and five following years, and applies to the Chichester District Area i.e. including the part of the District which is within the South Downs National Park. It equates to an average of 167 additional homes p.a.</p> <p><b>Where are we now?</b></p> <ul style="list-style-type: none"> <li>- CDC’s capacity to both increase and vary the mix of affordable housing is heavily constrained by development viability. Homes England funding isn’t available for planning ‘quota’ sites and the Council has limited ability to determine how the required affordable housing is brought forward. In some cases this involves reliance on ‘for profit’ providers.</li> <li>- Since 2011 government housing policy has placed increasing emphasis on the extension of home ownership and until recently, funding for new rented development has focused on delivering homes at ‘affordable’ rather than ‘social’ rents; the former being linked to market prices rather than local earnings.</li> <li>- CDC’s current approach to the provision of new affordable housing is based on partnership working with RPs: however different approaches to delivery, including the potential for a locally owned housing company are under consideration. In addition to negotiating new affordable housing through quotas on larger market sites, CDC aims to enable new provision through the use of rural exception sites, grant funding and support for the development of 100% affordable housing schemes by Registered Providers.</li> <li>- The actual average number of affordable housing completions achieved over the last five years was 183. This exceeded the target of 140 which had been set. The revised target of 167 p.a. remains some way below the theoretical need established in the latest Housing and Economic</li> </ul> | <p><b>6.1 Delivery of new affordable housing</b></p> <ul style="list-style-type: none"> <li>- Bringing forward quantum of new development on strategic sites including Tangmere, Shopwyke, Westhampnett, West of Chichester and the Southern Gateway.</li> <li>- Prioritising the provision of affordable housing as part of the redevelopment of the Portfield FC site which is owned by CDC.</li> <li>- Use commuted sums to bring forward new affordable housing, currently approximately £1m is available to support suitable schemes.</li> </ul> <p><b>6.2 Implementing an effective affordable housing planning policy</b></p> <ul style="list-style-type: none"> <li>- Review current policy approach in light of recent market intelligence: 2019 Housing and Economic Development Appraisal (HEDNA).</li> <li>- Working with the SDNPA to support the implementation of their planning policy to boost provision of new affordable homes in the national park.</li> </ul> <p><b>6.3 Evaluate performance of current home ownership models in light of affordability and contribution to need</b></p> <ul style="list-style-type: none"> <li>- Appraise the suitability of different home ownership models; discounted sales, shared ownership.</li> <li>- Review requirements re: tenure mix affordable rent/home ownership as informed by the 2019 HEDNA.</li> </ul> <p><b>6.4 Review current approach to affordable housing delivery</b></p> <ul style="list-style-type: none"> <li>- Explore potential for alternative delivery models for affordable housing which might include the potential for establishing a local housing company directly</li> </ul> |

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|  | <p>Development Appraisal (HEDNA) but is considered realistic given anticipated levels of development, viability and the potential to enable RP developments.</p> <ul style="list-style-type: none"> <li>- Affordable housing is also a key priority for the South Downs National Park Authority which is the planning authority for much of the northern part of the District. The South Downs Plan which was adopted in 2019 seeks to deliver a step change in the delivery of affordable housing in the National Park and CDC works closely with the SDNPA to facilitate this and the target figure mentioned above relates to the whole of Chichester District, including the area which falls within the National Park.</li> </ul> <p><b>Where do we want to get to:</b></p> <ul style="list-style-type: none"> <li>- A more balanced housing market with a wider range of options for households in local employment at or below median earnings.</li> <li>- A range of delivery options with the capacity to respond to different needs and opportunities.</li> <li>- A stronger emphasis on social rented units within the mix of new affordable homes supported by use of strategic funding from Homes England.</li> </ul> <p><b>Benchmark Measure:</b><br/>No. of affordable housing completions, target = 1,000 by 2025 (average = 167 p.a.)</p> | accountable to CDC.  |
|  | <p><b>7. Increase capacity to meet rural housing needs through ‘Community Led’ housing initiatives</b></p> <p><b>Where are we now?</b></p> <ul style="list-style-type: none"> <li>- Sustainability of villages and rural communities across the District is threatened by the lack of affordable housing. Local housing is frequently out of reach of those in local employment with significant numbers of homes occupied by retired households, second home owners or those who work outside the District.</li> <li>- Development of new affordable housing is challenging partly due to constraints on new development and lack of sites, also because of the</li> </ul>  | <p><b>7.1 Support local research to provide a clear picture of the extent of local housing need within rural communities</b></p> <ul style="list-style-type: none"> <li>- Deliver Housing Needs surveys where appropriate and feed into local Neighbourhood Plans.</li> </ul> <p><b>7.2 Make Effective use of the Community Led Housing Fund</b></p> <ul style="list-style-type: none"> <li>- £1.3m has been made available within the District to be used to support capacity building, identification of sites and feasibility studies for the development of affordable housing via Community Groups.</li> </ul> <p><b>7.3 Establish a sustainable source of support for local Community Led Housing groups</b></p> |

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| <p>difficulty of attracting Registered Providers to deliver small developments.</p> <ul style="list-style-type: none"> <li>- Community led housing schemes are seen as a pragmatic and effective response to bring forward new affordable housing development in rural communities.</li> <li>- CDC has established a dedicated role to support this and several groups have been established.</li> </ul> <p><b>Where do we want to get to?</b></p> <ul style="list-style-type: none"> <li>- The level of new housing delivery from the community led sector in the UK is much lower than in comparable countries in Europe or North America where several per cent of overall housebuilding is not unusual.</li> <li>- We wish to foster a growing network of community based providers with the appetite and capacity to identify and deliver new homes where there is a proven need.</li> <li>- Although progress is expected to be slow and numbers small we aspire Chichester to be seen as an exemplar of best practice in Community Led Housing.</li> </ul> <p><b>Benchmark Measure:</b><br/>No. of active community led housing partners, pipeline of schemes in progress.</p> | <ul style="list-style-type: none"> <li>- Provide training and networking opportunities for existing and emerging groups.</li> <li>- Use dedicated funding to subsidise and build capacity within the sector.</li> </ul>   |
| <p><b>8. Address the needs of increasing number of households who require specialised housing</b></p> <p><b>Where are we now?</b></p> <ul style="list-style-type: none"> <li>- WSCC's Adult Social Care strategy 2019-21 highlights that within the next 20 years the number of people aged 65 and over living in West Sussex will increase by more than 100,000. People aged 85 and over will make up a third of this increase. The strategy focusses on increasing independence and helping people to help themselves.</li> <li>- Although there are two existing extra care housing (ECH) schemes in Chichester District, Leaholme in Chichester, and Lapwing Court in Selsey, there is still by the available measures, an undersupply of ECH and therefore room for further development in Chichester District. Chichester District covers a large geographical area, and there may be demand for two schemes of 60 homes each, in the timescale of this strategy.</li> </ul>  | <p><b>8.1 Support development of new extra care housing (ECH)</b></p> <ul style="list-style-type: none"> <li>- Identify an appropriate site for additional ECH</li> <li>- Work with WSCC to support the development of a partnership with the capacity to deliver ECH scheme</li> </ul> <p><b>8.2 Undertake an appraisal of the needs for other kinds of specialised accommodation</b></p> <ul style="list-style-type: none"> <li>- Explore potential with WSCC/NHS partners to support specialist housing provision which reduces reliance on high dependency care settings</li> <li>- Potentially ECH can offer an all age housing solution so ideally barriers (such as aged over 55) should be removed from the criteria for this type of housing going forward.</li> </ul> |

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| <p>-</p> <p><b>Where do we want to get to?</b></p> <ul style="list-style-type: none"><li>- Supporting working-age adults who have care and support needs to be as independent as possible is equally important. ECH can again contribute to meeting the housing and care requirements of some of these adults.</li><li>- As well as providing an attractive option for those requiring Care and Support, ECH can provide the incentive to move home, for those occupying larger family sized affordable homes, who need care. This can result in a better use of housing stock and may if developed and used wisely contribute towards meeting Objective 5 of the Strategy: Using the Districts affordable housing as effectively as possible.</li></ul> <p><b>Benchmark Measure:</b> Progress on delivery of specialised housing</p> |  |
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## Glossary and Background Sources

**Affordable Housing:** housing for sale or rent, including social housing, for those whose needs are not met by the market.

**Almshouses:** Accommodation provided by charitable providers and let exclusively to residents in accordance with the charity's purpose.

**Choice Based Lettings:** a lettings system for social housing which gives applicants the opportunity to bid for properties which they would like to be offered.

**Community Land Trust:** a non-profit organisation for the ownership and/or management of assets such as housing for the benefit of the local community.

**Disabled Facility Grant:** a means tested system of grants to provide residential adaptations for people with disabilities.

**Diverted Giving:** a charitable giving scheme which encourage members of the public to support rough sleepers through indirect financial contributions, rather than giving cash to individuals.

**Excess Winter Mortality:** the difference between the number of deaths in the four 'winter' months (December to March) and the average of the numbers of deaths in the rest of the year.

**Green Paper:** a consultation document produced by the Government.

**Homefinder:** a Chichester District Council scheme to assist residents into privately rented accommodation.

**Homelessness Reduction Act 2017:** An Act of Parliament which creates new duties for local authorities to manage and prevent the incidence of homelessness in their areas.

**Housing Health and Safety Rating System:** a risk based evaluation tool to help local authorities identify and protect against potential risks and hazards to health and safety from deficiencies identified in dwellings.

**Housing Register:** a statutorily defined system which local authorities use to define eligibility and priority for the allocation of social housing.

**Local Housing Allowance:** a scheme applicable in the private rented sector, which limits the maximum amount of Housing Benefit or the Housing Cost Element of Universal Credit to an applicable rate, based on household size and Broad Market Rental Area.

**Local Plan:** a plan that sets out detailed policies and specific proposals for the development and use of land in a local district.

**National Planning Policy Framework:** a framework that sets out the Government's planning policies for England and how these are expected to be applied.

**Private Sector Renewal:** publicly supported initiatives which are designed to address poor housing standards in the privately owned housing.

**Registered Provider:** a landlord that is registered with the Regulator of Social Housing, this includes private registered providers such as housing associations.

**Severe Weather Emergency Provision:** temporary arrangements through which local authorities or partners establish emergency overnight accommodation for use by rough sleepers.

**Shared ownership:** an affordable home ownership scheme that allows residents to purchase a share of a property and then pay a subsidised rent on the remaining share.

**White Paper:** a policy document produced by the government that sets out proposals for future legislation.

#### **Background Sources**

- Chichester District Council: Homelessness Review 2019
- Chichester District Council: Tenancy Strategy 2020-25
- Chichester District Council: draft Housing and Economic Development Appraisal 2020 (not yet published)

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