

**Calderdale MBC**

**Wards Affected All**

**Cabinet**

**4<sup>th</sup> October 2021**

## **THE CALDERDALE HOUSING STRATEGY 2021 -2026**

### **Report of The Director of Regeneration and Strategy**

#### **1. Purpose of Report**

- 1.1 The report introduces the Calderdale Housing Strategy 2021-2026 (Appendix 1).
- 1.2 It focuses on three key themes of Quality of Place, Quality of Home and Quality of Life and demonstrates how housing support's the Council's objectives and priorities around Vision 2024, three corporate priorities and the Borough's economic recovery following the Covid-19 pandemic.
- 1.3 In consultation with partners, actions have been identified that will be taken forward and monitored.

#### **2. Need for a decision**

- 2.1 The 2021 -2026 Housing Strategy will form part of the Council's policy framework and therefore Cabinet approval for recommendation to Council is sought.

#### **3. Recommendation**

- 3.1 That Cabinet recommend to Council the approval of the strategy and associated action plan and that it formally adopt The Calderdale Housing Strategy 2021-2026

## **4. Background**

4.1 Calderdale Vision 2024 recognises that to make Calderdale “A Great Place to visit, but most importantly, a place to live a larger life;” we will need to create housing and places which people want to live in and thriving creative industries and creative capital (Distinctiveness Theme).

4.2 The Council revised its priorities to give a strong emphasis on growth that is:

- sustainable, supporting jobs and opportunities for our residents.
- and tackling climate change<sup>1</sup>.

Housing has a contribution to make to all these priorities as new homes are more sustainable and can be better adapted to climate change. However, there is still a major need for retrofitting our existing stock. The provision of decent affordable homes is essential part of reducing inequalities, ensuring social and economic stability and reducing health inequalities. Housing has a major and growing role in transforming our towns by providing new uses for empty commercial buildings and sites and bringing new life into the town centres.

4.3 The Inclusive Economy Strategy 2018 recognized that the housing growth proposed in the draft Local Plan is a necessary corollary of economic growth. The Inclusive Recovery Plan produced in March 2020 in response to the COVID-19 crises took this further and proposed a ‘Housing-Led Recovery’ with housing development not only meeting increased demand for homes but also increasing the supply of affordable homes and maximizing local investment contributing to carbon reduction.

4.4 The Housing Strategy sets out how various housing programmes will contribute to the Councils Vision and priorities and how the development proposed in the draft Local Plan can be implemented.

## **4.5 National and Regional Influences**

The aims of government that specifically relate to housing are:

- Deliver more, better quality and greener homes
- End rough sleeping; and reducing homelessness<sup>2</sup>.

Due to a variety of factors Calderdale has been unable to meet targets for the provision of new homes and this is reflected in low scores attributed to

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<sup>1</sup> (<https://www.calderdale.gov.uk/v2/council/data-and-information/priorities-and-performance/our-mission-and-priorities>)

<sup>2</sup> MHCLG Outcome Delivery Plan: 2021 to 2022 Published 15 July 2021

the Council in the MCHLG Housing Delivery Test. However, adoption of the Local Plan will increase the supply of sites and new homes. The strategy explains how the Council will work closer with a range of partners, such as Homes England; the government's housing accelerator, to maximize development opportunities.

- 4.6 The guidance from central government is evolving to meet challenges of carbon reduction. House builders will need to address the requirements of the Future Homes Standard, National Heat and Building Strategy and the Biodiversity Net Gain requirements set out in the Environment White Paper. These requirements are particularly relevant to Calderdale's Climate Emergency and have been incorporated into the Housing Strategy.
- 4.7 The national target to end rough sleeping by 2027 and supporting those who find themselves homeless is a collective challenge. Calderdale has been successful in securing funding from Ministry for Housing, Communities and Local Government (MHCLG) to provide homelessness services that meet both local needs and Government targets. Calderdale continues to implement the Homelessness Reduction Act (which sets out new duties on English local authorities with the aim of preventing homelessness).
- 4.8 West Yorkshire Combined Authority and Leeds City Region have a key role in funding regeneration projects. Housing is recognised as a key part of this, with the West Yorkshire Mayor pledging that 5000 sustainable homes will be built across West Yorkshire. WYCA has already advanced funding for housing development and regeneration and will be an increasingly important partner in the implementation of the strategy.

#### **4.9 Housing Strategy**

The Housing Strategy is based around four themes:

- Quality of Place deals with action to increase housing supply and the range of developers operating in the Borough
- Quality of Homes deals with action to create a sustainable affordable and diverse housing stock
- Quality of Life looks at action to meet the needs of the homeless, rough sleepers, the elderly and disabled.
- Working Together proposes partnerships to deliver the Strategy

Against each action is a summary of new and existing ambitions that support that theme, and which will form the basis of future projects.

- 4.10 The Publication Draft Local Plan sets a target of almost 1000 new homes completed per year, many on newly allocated sites including two proposed garden suburbs. The Housing Strategy sets an ambition to ensure that high-quality sustainable homes are built by a range of developers on these sites

and elsewhere. This will include development by custom and self-builders and community-based development groups. Planning policies and guidance will ensure that all new homes meet Council priorities, particularly responding to the Climate Emergency.

- 4.11 The Publication Draft Local Plan sets out a requirement for larger development sites to provide affordable homes, through S106 agreements in addition to provision of new affordable homes by Housing Associations. This will be a growing area of work as the Local Plan is implemented and the Housing Strategy proposes further guidance is prepared on how these will be provided and managed.
- 4.12 It is also important to prioritise bringing empty homes and vacant commercial property back into high quality housing use. Calderdale also has a high proportion of sites with planning permission where development has not yet commenced or been completed. The strategy proposes coordinated action on these stalled sites and vacant homes to ensure they contribute to housing needs and reduce the impact on greenfield and greenbelt sites.
- 4.13 Housing is a significant generator of carbon dioxide. The Publication Draft Local Plan promotes sustainable locations for development. New housing provides an opportunity to build low and zero carbon homes, promote net gain in biodiversity on development sites and design buildings and landscaping to be more resilient to climate change. There is also a need to retrofit existing housing with more sustainable heating systems and better insulation. This will address the need to make heating homes more affordable with a lower carbon footprint
- 4.14 Calderdale has a higher-than-average age population and a higher-than-average proportion of households with one or more disabled persons. Calderdale Council has ambitions to be one of the best places in which to grow old by meeting the WHO standards for an Age Friendly Community; one where people of all ages can lead healthy active lives, continue to stay living in their homes, participate in activities they value and contribute to their communities for as long as possible. Age Friendly Calderdale will be promoted through the Age Friendly Calderdale Plan which will be developed with local communities and published in 2022.
- 4.15 The housing service already contributes towards the aims of Age Friendly Calderdale by making adaptations to enable people to remain in their own home. The provision of new homes built to Adaptable Homes Standard (Building Regulations Standard M4(2) as required by the Publication Draft Local Plan will also support the objectives of Age Friendly Calderdale. The Housing Strategy additionally promotes the development of bungalows as part of affordable housing provision and, where more intensive support is required, Extra Care housing.

- 4.16 Homelessness and the threat of homelessness is likely to grow in part due to the long-term impact of the Covid 19 pandemic on the economy. The Council has an up-to-date Homelessness and Rough Sleeper Strategy which was approved by Cabinet in June 2021. Although there is a standalone strategy for Homelessness, this is referred to in the Housing Strategy, emphasizing the importance of this challenge in the borough and those affected by it.
- 4.17 Delivery of new and improved housing requires partnership between a range of stakeholders including Housing Associations, housing developers, landowners and individual homeowners. Key to implementing the Strategy will be a better understanding of stakeholders needs and development of relationships with them, particularly promoting local developers.

## **5. Options Considered**

- 5.1 A strategy is necessary to support the borough in achieving its housing ambitions and wider strategic objectives. These include:
- Adoption and implementation of the Local Plan from 2022
  - Implementation of measures and strategies to deal with the Climate Emergency and ensuring new and existing housing responds to the zero-carbon target
  - Implementation of measures in the Homelessness and Rough Sleeping Strategy and the recommendations of the Burnt Bridges Report
    - Implementation of the Housing-led recovery in the Inclusive Recovery Plan
- 5.2 The period covered by the Strategy has been limited to five years. By 2026 visions and priorities will have been updated. The Local Plan should have been adopted with policies and procedures in place to ensure provision of sustainable and affordable new housing. An updated Housing Strategy at this point will be able to reflect and build on these changes.

## **6. Financial Implications**

### **Revenue**

- 6.1 Although there are no specific financial implications arising from this report, it is clear that the Strategy will impact on the workload of staff in many areas of the Council, including Highways, Planning, Housing and Legal. The implications of this and other initiatives delivered alongside the strategy will have to be considered on an ongoing basis by the relevant service.
- 6.2 Apart from the benefits of providing affordable, low energy and suitable housing throughout the Borough, any increase in housing building will provide additional Council Tax and Planning Fee income and capital receipts from the sale of land. Further income may also result from the Adoption of a

Community Infrastructure Levy and/or developer contributions towards the cost of schemes implemented by the Council.

- 6.3 In recent years the Council has benefited somewhat from New Homes Bonus, although the challenge around housing supply in Calderdale has meant the amount of New Homes Bonus has been limited. Although the scheme is due to end in the current financial year, consultation is currently taking place to consider how a new funding scheme will operate. It is likely that it will be linked to some degree to affordable housing and energy efficient housing schemes, that the strategy aims to deliver.”

## **Capital**

- 6.4 There are no specific capital financial implications arising from this report. Although the Council's Capital programme already includes schemes to provide adaptations to premises and support both affordable and low energy schemes, the Council may ultimately have to consider further schemes to support the delivery of the Strategy.
- 6.5 It is anticipated that the Adoption of the Local Plan will provide further opportunities for the Council to generate capital receipts from the sale of land.

## **7. Legal Implications.**

- 7.1 As a local authority, Calderdale has a statutory duty to identify and meet housing need across its population and this strategy outlines the approach the Council will take over the next five years to achieve this. Implementing the strategy will require legal input at the appropriate time.

## **8 Human Resources and Organisation Development Implications.**

- 8.1 Responsibility for implementing the strategy is Council wide, although the day-to-day implementation and monitoring will fall to the Housing Strategy and Growth Team.
- 8.2 There may be resource implications as new programmes are identified that will contribute to achieving the actions identified in the Housing Strategy. However, there are no implications for staff currently identified.

## **9. Environment, Health and Economic Implications.**

- 9.1 Housing delivery set out in the Quality of Place Chapter of the Strategy will impact on the environment. The Strategy addresses the impact of new and existing housing in the Quality of Homes chapter by requiring sustainable new homes with lower carbon emission, sustainable drainage and improved biodiversity. Retrofitting existing homes with better insulation and sustainable heating systems will reduce CO<sub>2</sub> generation and help provide affordable warmth.

- 9.2 Homelessness and the threat of homelessness, poor housing conditions and high housing costs all have an impact of physical and mental wellbeing. The Strategy addresses these issues by promoting an increased supply of new homes including a range of affordable housing. Poor housing conditions are addressed by assistance with repairs and where necessary better availability of affordable homes including those suitable for elderly and disabled occupants. The Homelessness Service has considerable success in finding new homes for those at risk. More work needs to be done for those with complex needs (including health issues) who are homeless and rough sleepers by implementing the recommendations of the “Burning Bridges” report.
- 9.3 As a result of the COVID-19 pandemic Calderdale is at particular risk of recession. Housing development and investment can greatly increase local expenditure both directly and indirectly and thereby boost the local economy. For this reason, the Inclusive Recovery Plan for Calderdale (March 2020) proposed a housing-led recovery. The Housing Strategy adds further detail to this request while also ensuring that affordable and sustainable housing is provided.

## **10. Equality Impact Assessment**

- 10.1 An Equality Impact Assessment has been carried out. Housing costs combined with low incomes are a major cause of inequality. Calderdale has generally been an area with lower housing costs but also lower incomes than the national or regional average. However, prices are rising faster than national and regional trends and low and uncertain incomes mean more people are excluded from home ownership and rely on rented housing. The Council and its Housing Association partners have addressed this need by a programme of development of social and affordable rented homes. The Housing Strategy expects this programme to continue and to grow but also expects more provision of affordable homes as part of market housing development achieved through S106 agreements. It also promotes the development of more discount market and shared ownership housing to broaden the choice available.

## **11. Consultation.**

- 11.1 Due to Covid - 19 pandemic it was not possible to hold stakeholder events. Initial drafts were circulated amongst relevant internal stakeholders for their input and comments.
- 11.2 The draft strategy was circulated to all members of the Registered Provider Executive Group, Calderdale Housing Association Liaison Meeting (CHALMs) and other stakeholders. The draft strategy was also

placed on the Calderdale Engage pages of the CMBC website. The consultation period ran between 2<sup>nd</sup> and 11<sup>th</sup> August.

### **13. Summary and Recommendations.**

- 13.1 It is recommended that Cabinet recommend to Council the adoption of the strategy and action plan.

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#### **The documents used in the preparation of this report are:**

Draft Housing Strategy 2021-2025  
Calderdale Publication Draft Local Plan 2018  
Housing Delivery Test Action Plan 2019  
Calderdale Vision 2024  
Our Mission and Priorities  
Homelessness and Rough Sleeping Review and Strategy 2021 -2024  
Calderdale the Next Chapter  
Inclusive Economy Strategy 2018  
Inclusive Economic Recovery Plan for Calderdale 2020

#### **Documents are available for inspection at:**

[www.calderdale.gov.uk/council/consultations/engage/](http://www.calderdale.gov.uk/council/consultations/engage/)  
[www.calderdale.gov.uk/v2/residents/housing/housing-strategy-and-priorities](http://www.calderdale.gov.uk/v2/residents/housing/housing-strategy-and-priorities)



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