

Winchester District Housing Strategy

2008/9- 2012/13

DRAFT

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Foreword

By Winchester City Council Portfolio Holder for Housing and the Chair of Winchester Housing Board

The creation of the Winchester Housing Board, under the umbrella of the Winchester District Local Strategic Partnership, has provided the opportunity to review the Winchester Housing Strategy. The involvement of communities and organisations around the District has provided invaluable support for this review.

This Strategy sets out the Council and Board's vision and strategic priorities for the next 5 years and we will review it annually.

The quality of the housing in the District is generally of a very high standard. However, that does not mean we are without significant challenges. The lack of affordability of housing is perhaps the most significant, although we also need to tackle the difficulties faced by members of our community with particular needs, not least the aging population, and ensure homes are improved where necessary and maintained to high standards. We must also ensure that our approach to housing underpins economic prosperity objectives and responds to the challenges of climate change.

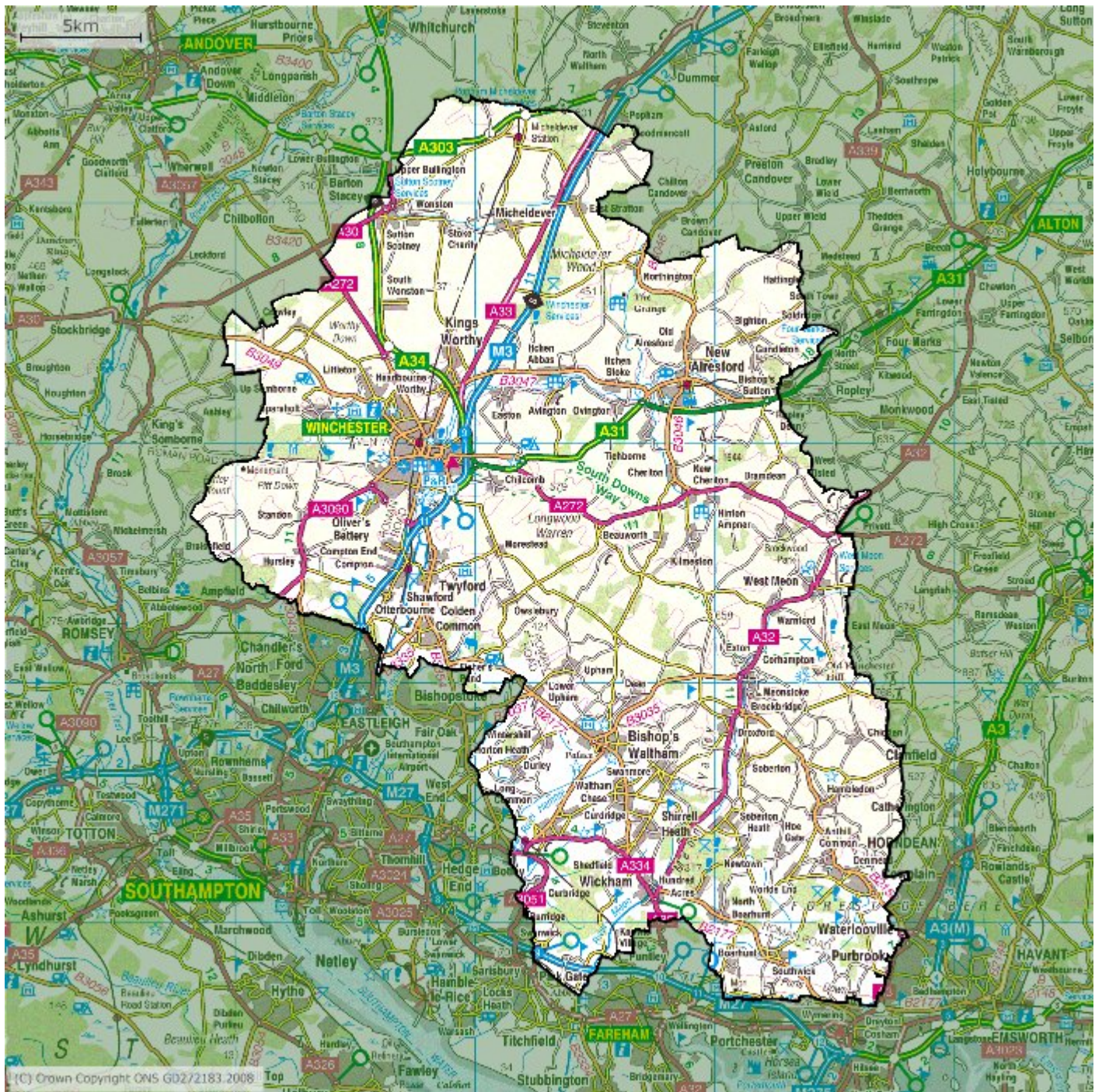
This can only be done by public, voluntary and private sectors working constructively together in partnership and we must ensure the right environment is created for this to happen.

By working together we can move towards achieving our vision that communities be sustainable & inclusive.

Finally, the Council and Board are grateful for all the effort, information and contributions from the organisations and individuals who have contributed to developing this Strategy.

Cllr Tony Coates
Winchester City Council Portfolio
Holder for Housing & Member of the
Winchester Housing Board

Margaret Newbigin
Chair of Winchester Housing Board
& Member of the Winchester District
Strategic Partnership



1. Preface

The Housing Green Paper (2007) aims to ensure everyone has access to a decent home at a price they can afford, in a place they want to live and work. It recognises that good quality; affordable housing enables stable and secure family lives, creates communities that attract investment and skilled workers, and reduces our carbon footprint. The Green Paper emphasises the importance of the strategic housing role in delivering new market and affordable housing, making best use of existing stock, and responding to the wider needs of all residents across all housing tenures.

Strategic housing decisions are critical to the life chances of future generations. The Green Paper and the subsequent Housing and Regeneration Bill (2007) emphasise that, through their strategic housing role, local authorities have a vital contribution to play in addressing the housing needs of residents across all tenures. It is, therefore, vital that local authorities have a clear housing vision. This Strategy, together with the forthcoming Local Development Framework, set out that vision.

The Housing Strategy Vision

To ensure that communities are sustainable & inclusive.

The Government publication *Creating Strong, Safe and Prosperous Communities Statutory Guidance (Draft 2007)* indicates that local authorities are expected to refresh their Housing Strategies and they have a statutory requirement to revise their Homelessness Strategies at least every five years.

The Winchester District Housing Strategy updates the 2004-7 Strategy and provides the framework for influencing the nature of housing outcomes. It will deliver change on the ground in order to tackle the major housing challenges facing the district, including affordability, changing household requirements and ensuring people have decent homes to live in.

By working effectively with partners to deliver new market and affordable housing, make best use of stock this [local authority] strategic role is at the heart of achieving social, economic and environmental objectives that shape a community and create a sense of place.
Strong and Prosperous Communities: Local Government White Paper (2006)

To meet these, and other, challenges partners must work together towards the common vision. The Winchester Housing Board, which leads on the housing elements of the Sustainable Community Strategy on behalf of the Winchester District Strategic Partnership, has developed the vision and led the production of this Housing Strategy. It has done this in consultation with stakeholders and community groups so that it reflects a wide range of views

and interests. In doing so it has taken account of a significant evidence base, both developed from original work it has commissioned and from existing sources. The shared priorities that have been identified are a direct result of this consultation and evidence gathering and form an important component of the Sustainable Community Strategy.

An essential function for all housing authorities is to assist people get access to reasonable quality homes that will meet their needs.....Life chances and housing aspirations are a factor in the democratic mandate of any local authority.
Community Leadership and the Strategic Housing Role in Local Government – IDEA 2007

The Strategy has been adopted by Winchester City Council and will underpin the decisions it makes on housing issues. It has a close relationship with the forthcoming Local Development Framework which will set out how the overall housing numbers required by the South East Plan will be provided in the district and will establish new targets for affordable housing. The Strategy also supports the delivery of the Sustainable Community Strategy, provides the framework for Winchester Housing Board activity and will be used as a basis for influencing the strategies and decisions of others in order to support its vision and priorities.

2. Executive Summary

The Housing Strategy is the overarching strategy which sets out the vision and priorities to meet local housing needs and aspirations. These priorities are translated into targets and actions in this and the associated suite of housing strategies and plans, including the Homelessness Strategy, Housing Revenue Account Business Plan and Private Sector Housing Action Plan.

The key housing challenges for the area are:

- Housing affordability.
- The increasing numbers of households in housing need in urban and rural parts of the district.
- The need to achieve the decent homes standards for affordable and private sector properties.
- The need to provide additional housing to meet South–East Plan targets, support the local economy and social cohesion.
- The changing demographic structure and household growth.
- The need meet the wide range of housing needs of the District’s disparate communities; in particular those members who are vulnerable or disadvantaged.

Housing Strategy Vision

- To ensure that communities are sustainable & inclusive.

Top Priorities

- To improve the supply of affordable homes and meet local needs.
- To promote high standards in private and affordable housing, including taking action to tackle climate change, of which improving energy and water efficiency and recycling, and encouraging the use of renewable energy shall be important elements.
- To promote independent living and provide support for vulnerable and disadvantaged households, in particular homeless households with complex needs and older persons.

Other Priorities for Action

- To prevent homelessness wherever possible.
- To ensure an adequate housing supply to support the local economy and meet local needs, including enabling affordable housing to be provided on rural exception sites.
- To improve access to affordable housing and housing choice.

- Work effectively with local communities to help them achieve their aspirations, including facilitating community/stakeholder involvement in identifying and developing solutions to housing problems.
- Promote freedom from fear by, working with local communities and partners to tackle crime and disorder, increase feelings of safety and deal with anti-social behaviour, and designing out crime in housing schemes.
- To communicate the benefits of new housing and promote a positive image of affordable housing.

The Housing Strategy sets high level objectives and actions to achieve these priorities. These will be developed into SMART targets in the other strategies/action plans that make up the suite of housing strategies, including the Homelessness Strategy; Private Sector Housing Action Plan and Housing Revenue Account Business Plan, and City Council business and service plans.

3. Introduction

Ensuring communities have access to an adequate supply of housing of high quality housing have is one of the main challenges facing the district. Winchester District Strategic Partnership's Sustainable Community Strategy and the City Council's own corporate priorities highlight this as a priority issue. Residents consistently identify the need for affordable housing as being of particular importance, Council tenants, and those of registered social landlords (RSLs), expect and deserve decent homes and many households in the private sector need assistance to ensure their homes meet their needs.

An appropriate balance of good quality housing, which provides variety, choice and is accessible, is fundamental to the well being of the citizens of any local authority area. Community Leadership and the Strategic Housing Role in Local Government – IDEA 2007

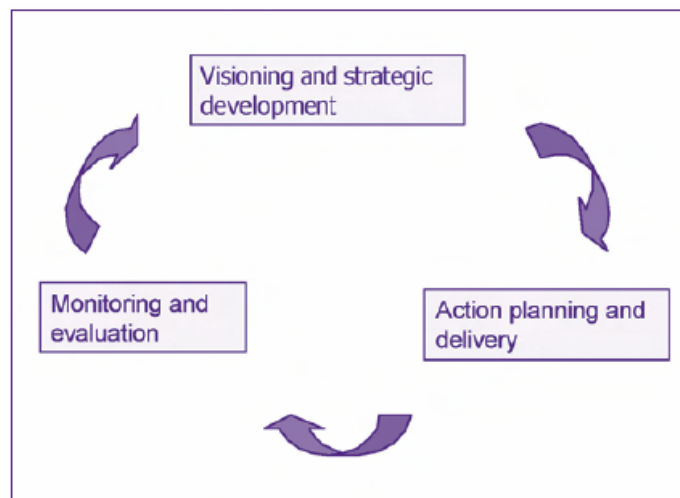
It goes without saying that good quality homes are needed for everyone for basic shelter. But it is important to remember that inadequate housing can lead to a whole range of problems and inequalities, including health, environmental, economic prosperity, educational attainment, and family cohesion. This means that not only are there personal consequences of inadequate housing, there are also costs to society.

What could happen if we do not tackle housing problems?

- We will see increasing housing affordability problems.
- There will be a growing housing waiting list for affordable homes.
- We will compromise economic prosperity and service delivery.
- There will be increased inequalities & social exclusion, particularly for vulnerable and disadvantaged people.
- There will be a negative impact on health and well being.
- Children will not get a good start in life and educational attainment will suffer.
- We will see increased commuting.
- Younger people will be unable to afford to live in the area they grew up and will continue to drift away from rural areas.
- Polarisation of communities within the region will become evident
- Climate change will not be effectively tackled.

The Housing Strategy provides a framework for take on these, and other housing challenges. It sets out the vision and establishes the strategic direction. It provides an overarching strategic context for a suite of more detailed strategies and action plans which will deliver real change on the ground. Together these will help improve quality of life in the district. Part of the housing strategy process is to monitor of actions and evaluate outcomes.

This will include regular reviews of progress against actions and reporting of the key indicators to the Housing Board and the Council members.



The Three Core Elements of the Strategic Housing Process
Delivering Housing Strategy through Local Area Agreements CIH/I&DEA 2007

What main changes will be evident if we successfully implement the Housing Strategy?

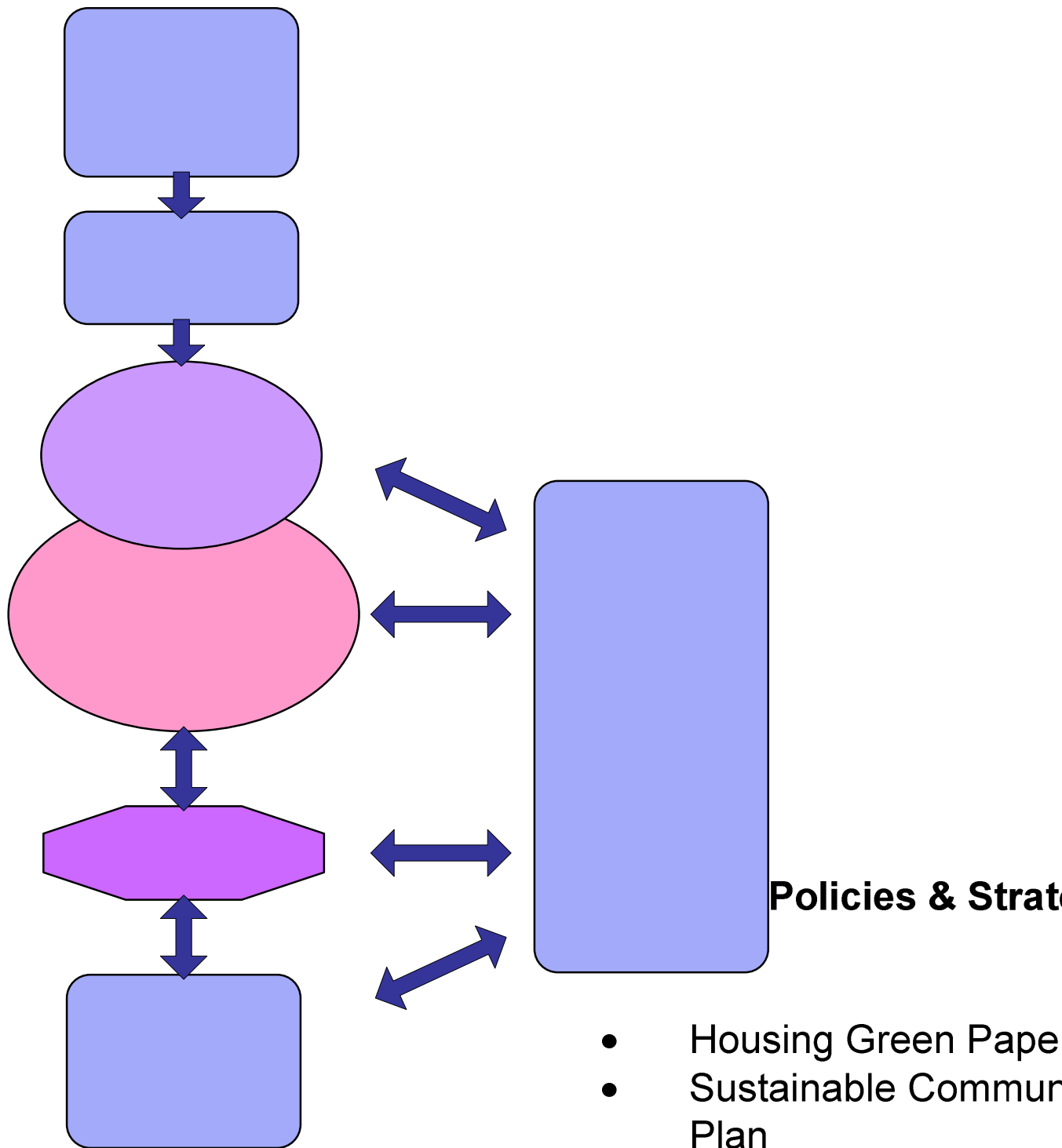
- Improved supply of affordable housing to meet the needs of all sections of the community.
- Improved choice of housing.
- Better quality housing stock and neighbourhoods.
- Less homelessness.
- Improved housing and support for vulnerable and disadvantaged people
- More sustainable and inclusive communities.
- More energy efficient homes.
- Equality in the delivery of services.

The Housing Strategy's vision and priorities support the Council's corporate priorities.

Winchester City Council Corporate Priorities

- Economic Prosperity
- Safe and Strong Communities
- High Quality Environment
- An Efficient and Effective Council.

The suite of housing strategies also complement and support a range of other initiatives and strategies including the, Local Development Framework (that sets out land-use planning strategies and policies), the Sustainable Community Strategy (that identifies five outcomes to support the vision - *health and wellbeing, freedom from fear, prosperous economy, high quality environment, and inclusive society*) the Local Area Agreement (that sets a range of housing targets and indicators) and those of other agencies and stakeholders, for example the Supporting People Strategy.



- Housing Green Paper
- Sustainable Community Plan
- Planning Policy Statement
- Valuing People
- Strategy for an Aging

Equality and Diversity

Winchester City Council's Equality Policy and Plan recognises and values the diversity of the local community and believes that equality is central to the provision of modern quality services.

The Local Government Act 2000 requires public sector bodies such as Winchester City Council to promote equality. The duty to promote equality of opportunity as well as the duty to eliminate unlawful discrimination is embedded in various equality legislation including the Race Relations Act 2000, the Disability Discrimination Act 2006 and the Equality Act 2006.

To ensure that services provided by Winchester City Council meet the needs of all its customers and are delivered in a fair and accessible way, the Council is undertaking 'equality impact assessments' to identify any discrimination, unmet needs and opportunities to improve services to specific groups.

Future Comprehensive Area Assessments will place more emphasis on Local Authorities engaging with hard to reach and disadvantaged groups. The Audit Commission expects Local Authorities to undertake equality impact assessments in order to achieve level 3 of the Equality Standard.

To be able to provide appropriate and accessible housing and housing services it is important to take account of the individual needs and the needs of particular groups, including (but not exclusively) those covered by the 6 equality strands outlined below:

- Gender
- Age
- Race
- Disability and health
- Sexuality
- Religion and Belief

Winchester City Council has undertaken an Equality Impact Assessment (EIA) of the Housing Strategy that considered housing issues for the 6 equality strands and other disadvantaged groups such as people with poor literacy, low income, caring responsibilities and those living in a rural area.

The Equality Impact Assessment was able to demonstrate that for most groups the Housing Strategy would have a positive impact; no groups would be negatively affected, and the impact on a few groups, for instance those within the Sexuality and Religion and Belief strands was not known. To address this, action points have been included in the Housing Strategy and EIA action plans. These include

- Developing greater understanding of the needs of individuals and groups
- Improving the monitoring arrangements of the needs of customers
- Increasing the effectiveness of communicating options and services

Sustainability Appraisal

A sustainability appraisal has been carried out on the Strategy. This concluded that, overall, the Strategy will have a positive impact on sustainability. Strengths included, improving the environmental sustainability of new and existing housing, helping to sustain rural communities through the provision of new affordable homes and meeting the housing needs of those with specific housing needs. Areas highlighted for improvement, including improving both information on the housing needs of particular communities and access to services, are picked up in the Action Plan. Several detailed issues, such as adaptation to climate change of the existing housing stock will be addressed in other strategies and action plans, for instance the Private Sector Housing Action Plan and Housing Revenue Account Business Plan.

Rural Proofing

The Strategy has been rural proofed. The screening has demonstrated that it has taken account of rural issues, for instance in relation to the provision of new affordable homes. It has, however, highlighted the need to ensure that rural proof screenings need to be carried out in relation to more detailed actions and strategies, for instance to ensure that access to Choice Base Lettings is not compromised by inadequate broadband services in some rural areas.

4. A Picture of Winchester District

Overview

Winchester District lies in the centre of Hampshire covering an area of just under 66,000 ha. It has a population of around 115,000 people of made up of over 47,000 households. The District is predominantly rural in character with Winchester being the largest settlement (with its Town wards home to around 36,000 people) and New Alresford to its east the next largest. The main settlements in the south of the District include Bishops Waltham, Wickham and Whiteley, with major new development planned West of Waterlooville and potentially elsewhere within the parts of the District lying within the PUSH area. The eastern part of the district lies within the proposed South Downs National Park.

The District is well served by transport links, with a mainline railway station, national bus connections and motorway. Southampton Airport and Southampton and Portsmouth sea ports are close by and offer international connections.

The Economy

The 2007 Economic and Employment Land Study revealed three different economies operating within the District. These focused on Winchester Town, the substantial rural area (including the market towns within it) and the southern fringe. The study also revealed a strong local economy with effectively full employment and a high skill base with a relatively high proportion of knowledge based industries. However, in recent years the District has fallen in the Index of Local Competitiveness.

Winchester Town has well defined labour market attracting travel to work movements from across the north and east of the District and is well integrated with South Hampshire. Significant numbers of commuters travel to central London every day. There are also particularly heavy travel to work movements from Southampton and Eastleigh. The south-east of the District is influenced by the labour markets of Fareham, Havant and Portsmouth.

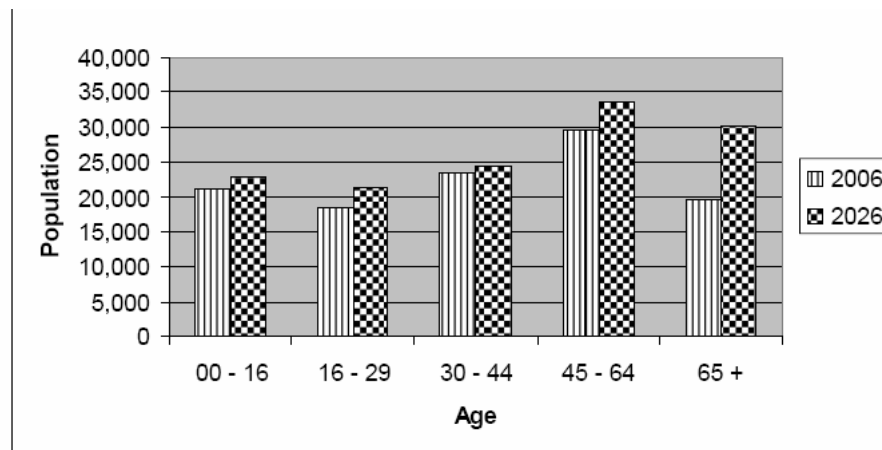
These commuting patterns mean Winchester District has one of the highest mismatches between jobs and housing in the South East. Jobs in Winchester attract almost 18,000 commuters a day into the town, whilst about 8,600 of the Town's residents commute out to work. The net commuting flows (almost 10 000 a day) disguise a gross level of commuting movements of over 26,000 (larger than the total Winchester Town workforce of 20,000).

There is a large disparity between resident and workplace pay levels indicating that a significant proportion of residents commute elsewhere to achieve higher earnings. Average resident household incomes are just under £40,000. It is worth noting that the incomes of newly forming households will generally be lower than the incomes of the wider population (evidence suggest 60% of those incomes) and that this will have a knock on impact on housing affordability for that cohort.

Finally, local employers and representative bodies have noted the importance to the local economy of migrants from the EU Accession States.

Demographic Trends

The long term population projection shows an increase of 25,057 people between 2001 and 2026. Household projections suggest future household growth in the District, even before account is taken of planned housing growth. By 2026 it is forecast that an additional 14,800 households will be living in the District, an increase of almost 35%. Couples (with and without children) account for the most significant household group and this is forecast to remain the same, though the relative proportion will fall as single person households increase. Family households are likely to increase at a modest rate in contrast to South Hampshire where reductions are forecast.



Long Term Population Projections by Age (Hampshire County Council)

In recent years there has been significant growth in the population of people aged over 75. The south east of the District has a slightly older age and the western part a relatively high proportion of 15-24 year olds, partly due to the University and College populations. Recently, there has been a significant growth of families with children, perhaps because the high quality environment proves attractive to households moving from places such as London. It is noticeable that there has

been out-migration of single (non-pensioner) households. They are likely to have moved to adjoining lower value areas due to affordability problems.

The Housing Market

A Strategic Housing Market Assessment (HMA) was carried out for the Council by DTZ consultants in 2007 as part of a sub-regional Central Hampshire/New Forest HMA. This study revealed that, generally, within the District and the sub-region a number of localised housing markets were operating, although the southern part of the District had a market that was more highly integrated in terms of the wider South Hampshire sub-region, which includes the PUSH area.

There is a high degree of reciprocal migration between Winchester urban area and Southampton/Eastleigh and high levels of in-migration from the rest of the UK, including Greater London (most noticeably in the *prime* housing market).

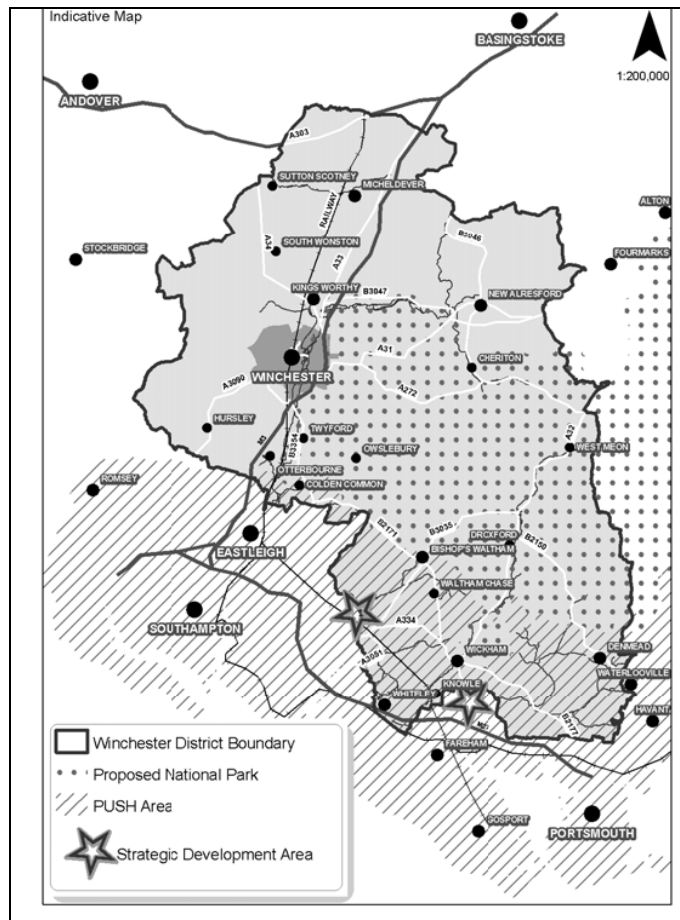
Economic and job growth are important drivers of demand for housing. Due to existing high rates of economic activity future economic growth is likely to stimulate in-commuting or in-migration. This will fuel affordability problems, unless there is increased housing supply.

Planned Housing Growth

Winchester lies within the South East Region for planning purposes. The South East Plan sets out the housing targets that must be met by local authorities in the south-east for the period 2006 to 2026. The southern part of Hampshire, which includes part of Winchester District, has been defined as a sub-region on the basis that it has a distinctive set of issues that need to be addressed. This sub-region is referred to as the PUSH area (Partnership for Urban South Hampshire).

The Panel that examined the South East Plan recommended that Winchester District provides land for some 12,240 dwellings in the period 2006 – 2026. This figure includes a specific allocation for that part of the District that lies within the PUSH area of some 6740 dwellings, which leaves 5500 to be found in the rest of the District. The Local development Framework process will determine the distribution of these dwellings, however, notably, the development of 2000 homes at West of Waterlooville has already been granted outline planning permissions and development is due to commence in 2008. The South East Plan includes two strategic development areas which will have an impact on the Winchester District – one at North/North East of Hedge End for 6000 houses, and the other North of Fareham for 10,000 houses. The location of these have yet to be determined, and are subject to consideration as part of the development of LDFs in the

relevant Authorities. Housing figures will not be finalised until the South East Plan is adopted by the Government (due in 2009).



Winchester District Indicative Map

Housing Needs and Affordability

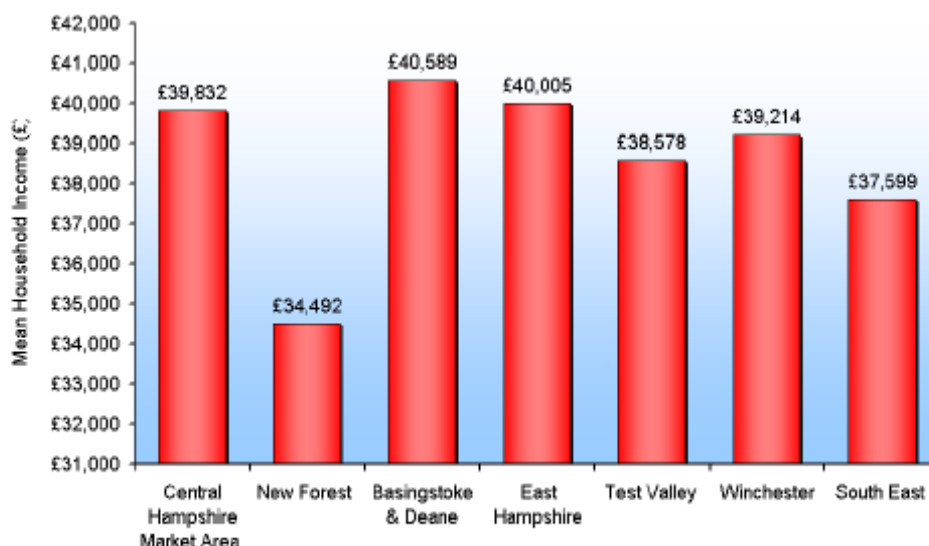
Due to serious affordability problems the District suffers major housing needs problems. Over 2800 households are actively seeking social rented accommodation and 650 intermediate affordable housing. These figures mask the true levels of housing need as many in need of affordable housing remain uncounted because they do not make contact with housing and advice agencies. It is estimated that, conservatively, there is an annual shortfall in affordable housing provision of 440 homes per year, after taking account of supply. There is need for a wide range of dwelling types and sizes to meet the various needs of the community. Larger dwellings offer the greatest flexibility in terms of meeting housing needs and contribute towards social sustainability and well-being.

While affordable housing need is greatest in Winchester Town, there is a significant need throughout the area, including many rural villages.

The Strategic Housing Market Assessment 2007

The HMA revealed that in 2006 average house prices were £308,000, above that of the Central Hampshire area and making Winchester one of the most expensive places in the South East. High values are fairly uniform across the District. Lower quartile prices are often a better measure of affordability as they reflect entry level property values. In 2006 lower quartile prices were £192,000. This means lower quartile house prices are 10.5 times lower quartile incomes, making affordability amongst the worst in the South East.

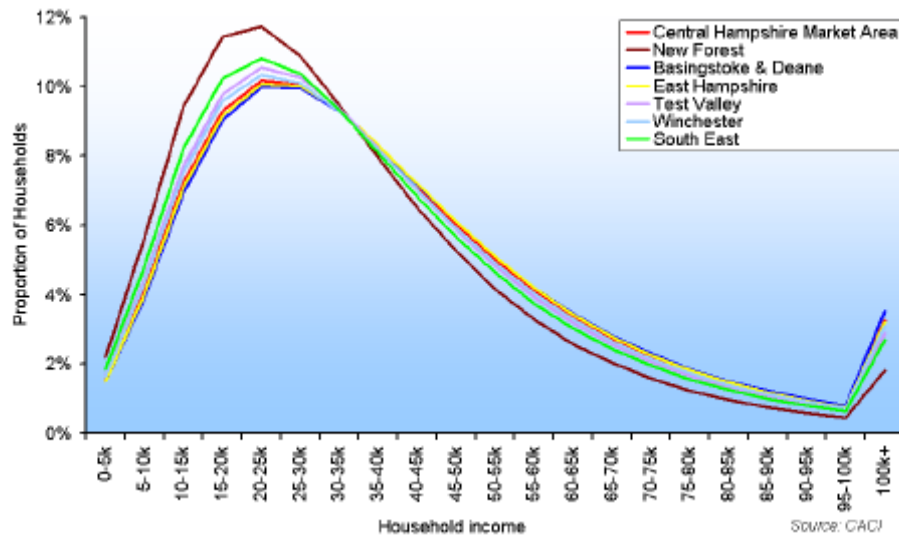
A household income of £50,000 is needed to purchase a lower quartile priced property. With mean household incomes at less than £40,000 this makes such a purchase unaffordable for 74% of the households.



Source: CACI

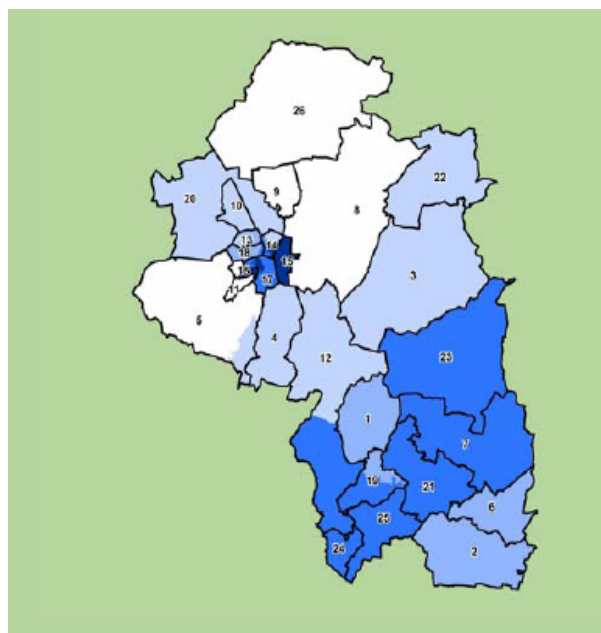
Mean Household Income (Strategic Housing Market Assessment 2007 (DTZ))

It is worth noting that distribution of incomes is skewed very much towards modest incomes, with the greatest frequency occurring in the mid £20,000s. With most new forming households earning towards the lower end of the spectrum this creates particular affordability problems.



Household Income Distribution (Strategic Housing Market Assessment 2007 (DTZ))

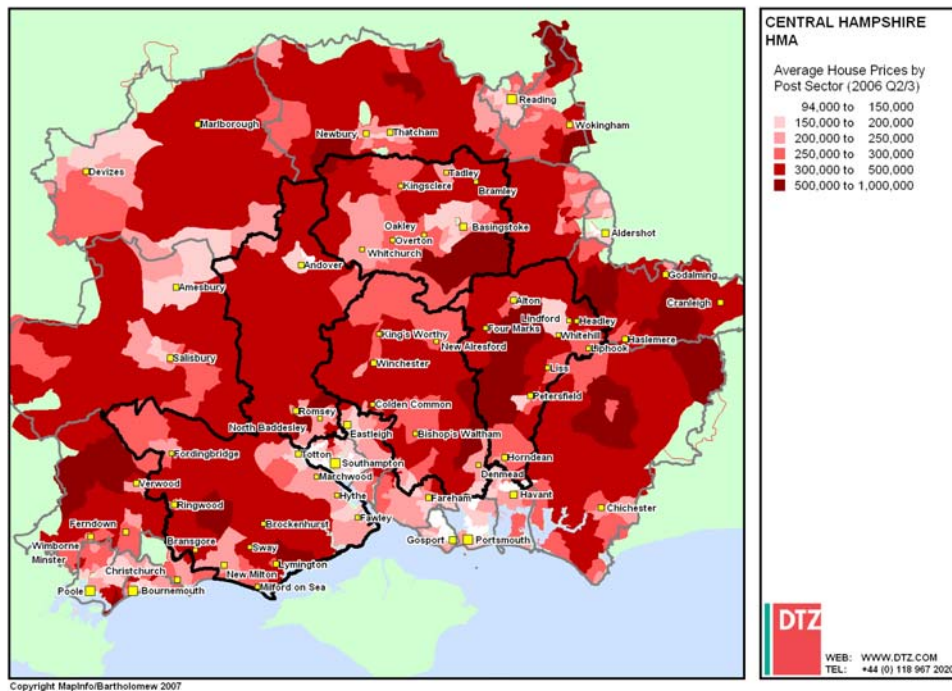
It is also worth noting the variation in income levels across the district, particularly when comparing to property price information that shows some of the lowest incomes are in areas with the highest prices.



highest	→	lowest

District Relative Resident Income Levels: Winchester Health Profile 2007 (DoH)

Serious affordability problems are evident in both urban and rural areas, with the problems in rural areas compounded by relatively low supply of new-build properties and low turnover in stock.



Average House Prices Quarter 2/3 2006 (Strategic Housing Market Assessment 2007 (DTZ))

In the private rental market Winchester Town is relatively more affordable, though still expensive, than may be expected by high property prices. This is perhaps due to good supply. Despite this around one third of households are unable to afford to rent privately, although this is around 75% for newly forming households.

The Housing Registers

The housing registers provide information on the types of housing demanded by households using the service. When considered alongside other sources of demand information, such as the HMA they are a valuable tool in planning future provisions and services.

Social Rented Housing Need

In May 2008 there were over 2800 households on the Council's Housing Register seeking social rented housing, representing a growth of around 1000 households on the Register since 2001/2. Of these 950 were current tenants wishing to move into alternative social housing (27 were under occupying their current home), and around 400 were 60 years of age or over.

Excluding those 60 years of age or over, more than 35% of the households in need were families with 1 or more child, and 22% with 2 or more children. 12% were childless couples and 44% were single

person households. The largest numbers of applicants registered were within the range of 25 – 34 years of age.

Age - yrs	Percentage of Households Registered (rounded)
16-24	20%
25-34	30%
35-44	19%
45-54	12%
55-64	8%
65-74	6%
75-84	4%
85+	1%
	100%

Age of Housing Register Applicants (Strategic Housing Market Assessment 2007 (DTZ))

The gender of applicants registered is almost equal.

Data is collected on the ethnic origin of applicants, although applicants do not always provide information. Where details have not been provided the information is recorded as unknown. There is no evidence that has been collected that suggests particular ethnic groups have a propensity to require specific types of accommodation when compared to the wider population.

Ethnic Origin	Percentage of Population (rounded)
Unknown	49.2%
White British	49%
BME	1.7%
White Irish	0.1%
	100%

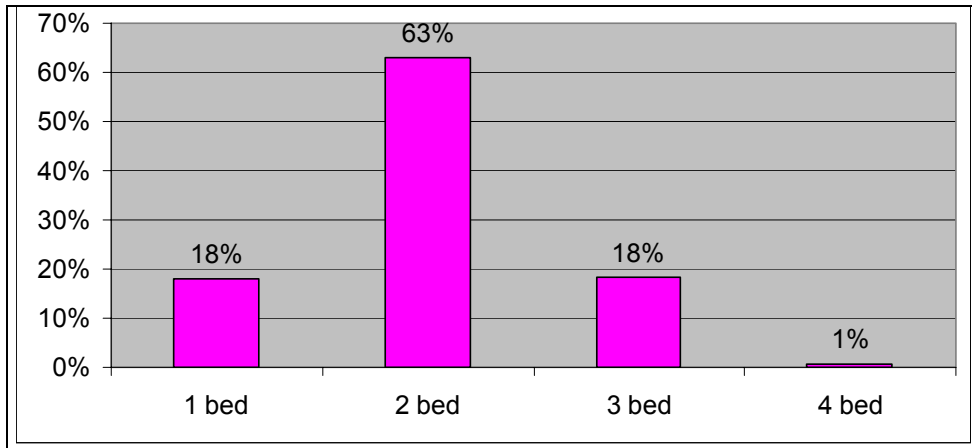
Ethnicity of Housing Register Applicants (Strategic Housing Market Assessment 2007 (DTZ))

The supply of accommodation in relation to the need is modest. During 2007/08 the City Council re-let 334 properties that had become void, of which 118 were sheltered housing units for over 60 year olds. Only 20% of the homes available for general accommodation were houses of 3 beds or more. RSLs in the area let a total of 222 homes.

Intermediate Affordable Housing Need

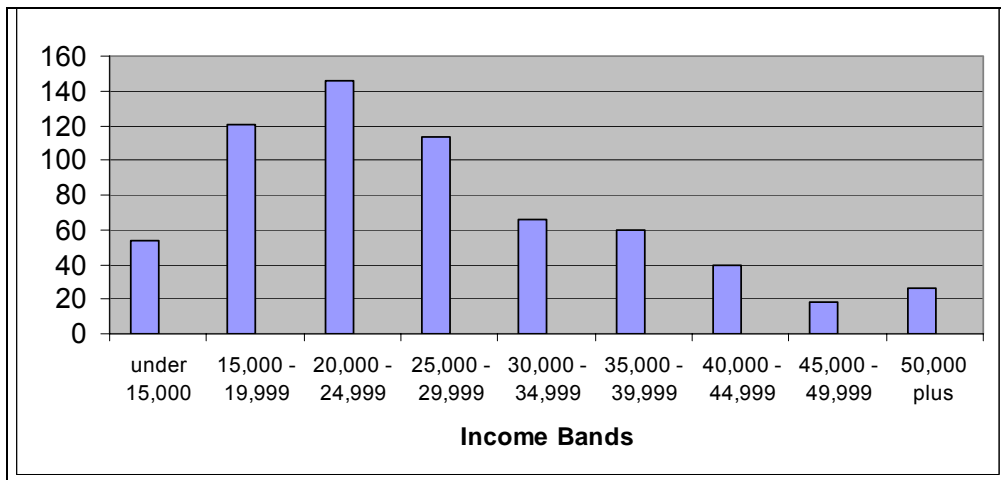
The Housing Corporation Zone Agent's housing register contains over 650 households seeking intermediate affordable housing, such as shared ownership or intermediate rent. 42% are single person

households. Most are seeking flats rather than houses (around 67%); and most (63%) want 2 bed properties.



Low Cost Home Ownership Demand by Bed Size (Swaythling Housing Society (Housing Corporation Zone Agents) 2008)

Although households earning up to £60,000 per year are eligible for intermediate housing, the peak in demand comes from those in the £20,000 to £24,999 income band.

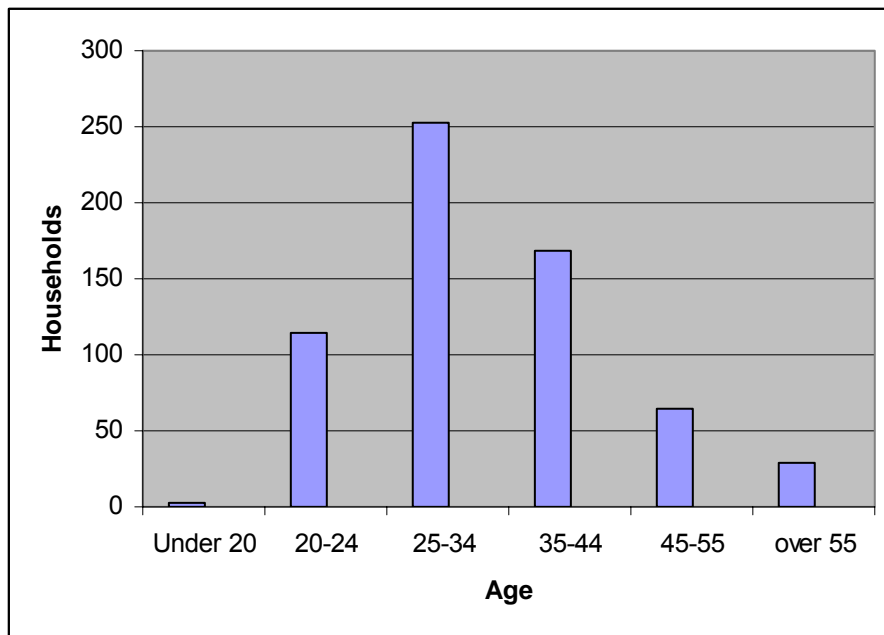


Low Cost Home Ownership: Applicants' Income (Swaythling Housing Society (Housing Corporation Zone Agents) 2008)

The vast majority of applicants are White British, with very few applicants from other ethnic groups. Most live with family or friends or are currently renting privately.

Only around 10% are current Council or RSL tenants despite this being a priority group to target.

Applicants have a wide range of ages, as with the demand for social rented housing with peak demand coming from the 25-34 age band (just over half of whom are single or 2 person households).



Low Cost Home Ownership: Applicant Age Distribution (Swaythling Housing Society (Housing Corporation Zone Agents) 2008)

In 2007/8 almost 50 households were assisted to buy shared ownership and equity homes on the open market. Most were keyworkers from the education and health sectors. In addition a further 86 shared ownership and equity homes were provided as new builds.

Size of Affordable Housing Required

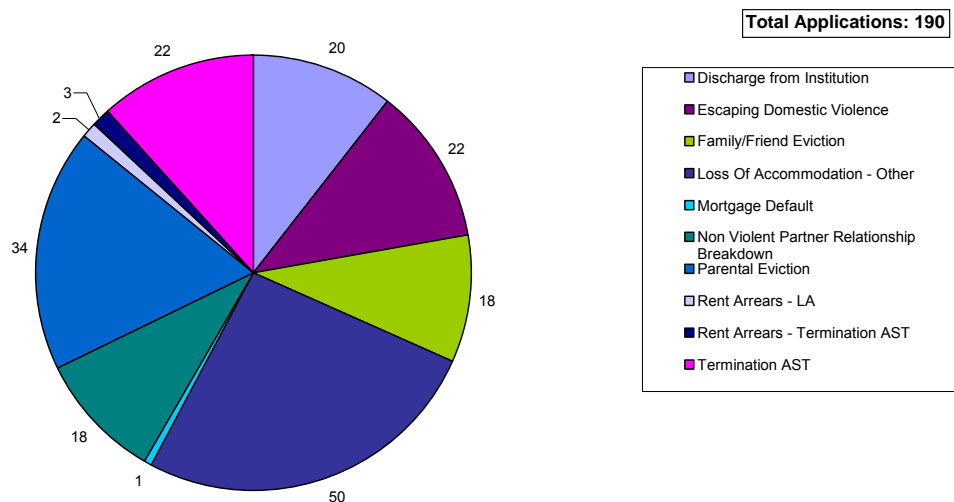
The HMA advises against drawing an over-simplistic link between household size and the demand for specific sizes of home. In the market place households tend to consume as much housing as they can afford, rather than being constrained by what they may be considered to need. While headline figures in the HMA indicate that the majority of social rented affordable housing need is for smaller homes this must be viewed in the context of allocation policies that restrict households to particular housing types and sizes. If households in need of affordable housing were to occupy the same amount of space as those in market housing the greatest need would be for 2 and 3 bed properties. Looking at the pattern of re-lets sees smaller properties being re-let most frequently. The HMA indicates that taking account of this factor the greatest need is for 1 bed and 3 bed homes, although this assessment takes account of current allocation policies that limit eligibility. In fact, disregarding those aged over 60 years, over half the household registered as being in need for social rented housing contain at least 2 people. The greatest demand for intermediate affordable housing is for 2 bed properties.

It is important, therefore, that the Housing Strategy places a priority on enabling a range of housing sizes and types to be provided. Larger dwellings offer the greatest flexibility in terms of meeting housing needs and contribute towards social sustainability and well-being. Consequently emphasis will be given to providing larger homes, predominantly 2 and 3 bed houses.

Homelessness and Housing Advice

In recent years local authorities have placed increasingly emphasis on improving homelessness prevention. As this area of work has developed a reduction in the number of homeless applications has resulted.

In 2003 Winchester City Council received 190 homeless applications with 63 being accepted. 2007 saw this drop to 50 applications with 35 acceptances.



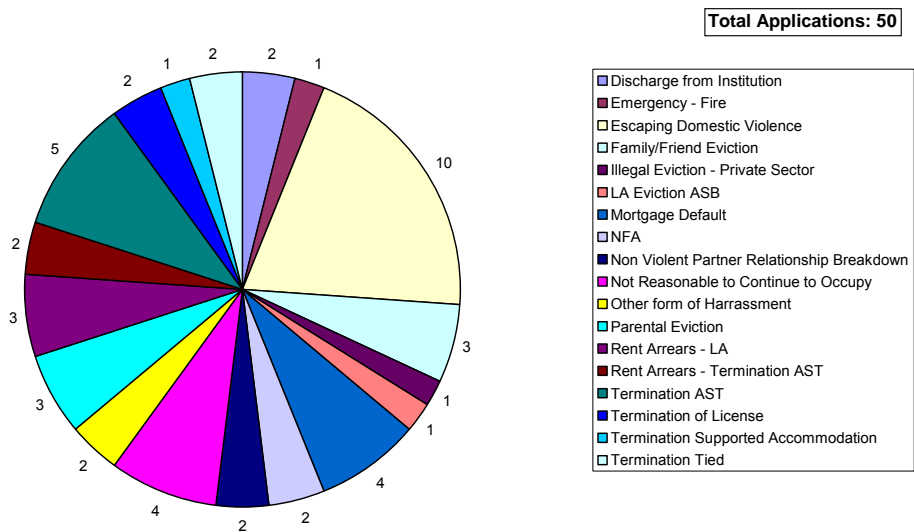
Reasons for Homelessness (1/1/03 – 31/12/03) (Source: WCC)

During 2003 loss of accommodation accounted for the majority of applicants making a homeless application. Parental evictions were also prominent at that time. The increase in preventative and early intervention work by way of providing comprehensive housing advice have had a significant effect on the number of applicants approaching the service for those reasons. The charts below providing information for 2007 show a marked reduction to 5 homeless applications as a result of parental evictions.

The most prominent reason for homeless applications during 2007 was from applicants escaping domestic violence (10), although the actual

number of presentations was less than half of those in 2003 (22) in 2007, proportionally they have grown. The termination of Assured Shorthold Tenancies (5) accounts for 10% of approaches, notably applications from households defaulting on their mortgage (4) is on the increase.

The figures do need to be considered with a degree of caution as only the main reason for homelessness is reported and for example whilst the main reason for homelessness may be recorded as escaping domestic violence the applicant may also have mortgage default or other termination of tenancy issues.



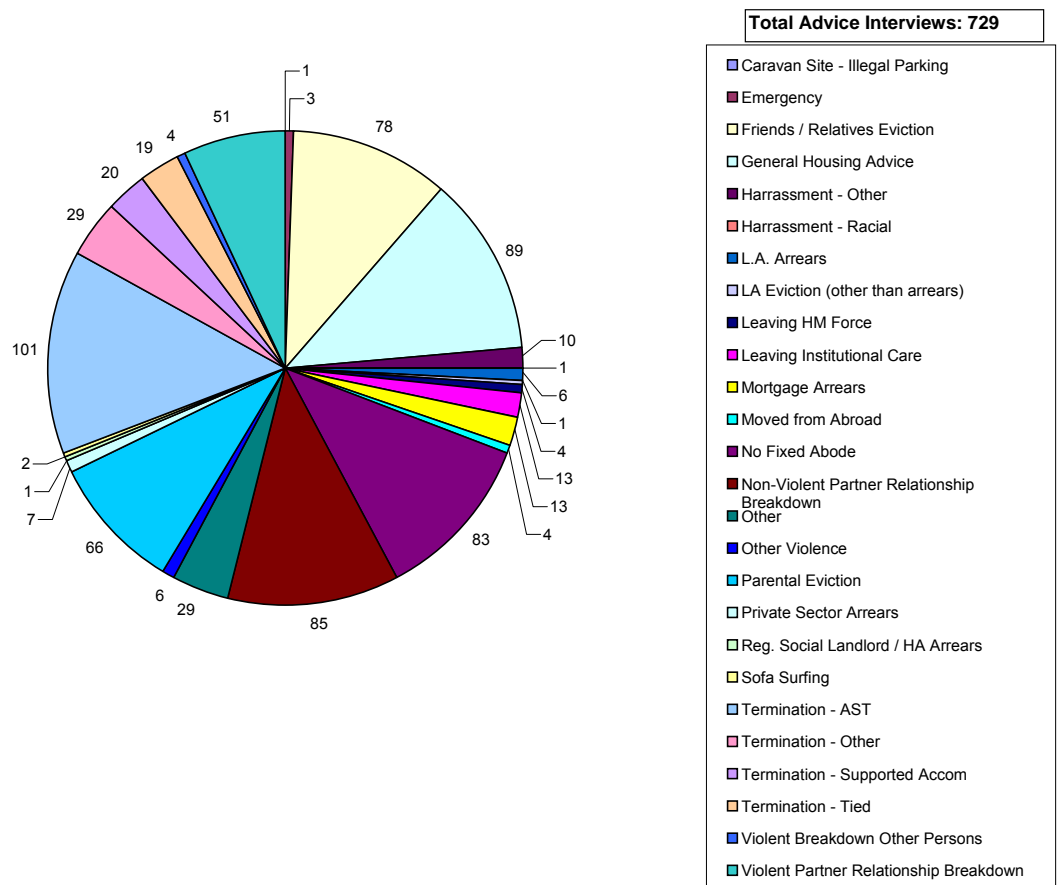
Reasons for Homelessness (1/1/07 – 31/12/07) (Source: WCC)

The main reason of *priority* need amongst those accepted as homeless during 2007 (a total of 35 households) was that of families with dependant children (16) and pregnant applicants (6). A significant number of those accepted with children had a child under 5 years of age. The next prominent category was that of vulnerability (9) this encompasses a range of issues such as physical/mental health illness/disability, substance misuse, having been in care, or vulnerable as a result of being in custody/remand. Around 90% of applications and acceptances were from White British applicants. Notably 8% (4) were from Non-White BME households, which is disproportionate when compared to the general population. Approximately two-thirds of applications and acceptances were from women.

It is particularly hard to meet the needs of households with multiple and complex needs and chaotic lifestyles. Winchester Supported Housing Panel, which allocates supported housing vacancies, is often unable to meet the needs such people and services that can accommodate and support such individuals need to be developed.

The issue of repeat homelessness in Winchester has significantly reduced from 3 cases in 2005 to zero in 2006 and 2007.

2007 saw an increasing percentage of 16-24 year olds submitting homeless applications and actions to improve the service provision for this client group is set down in the Homelessness Service action plan. Prior to 2007 the majority of applications were from those in 25 - 44 year age range. Few homeless applications have been submitted from applicants of 60 years of age and over. However, as the City Council has experienced an excess of supply verses demand from this client group they can often access social housing through the housing register within a relatively short period of time particularly if they are able to demonstrate a reasonable degree of housing need.



Reasons for Homelessness Advice (1/1/07 – 31/12/07) (Source: WCC)

During 2007 the largest number of people seeking housing advice were concerned with issues relating to the termination of Assured Shorthold tenancies (101). The service also provided a significant number of people (89) with general housing advice. Relationship breakdown continues to be a dominant factor in both homelessness and housing advice. During 2007 housing advice was provided to 85 people for non-violent partnership breakdown and 51 for violent partnership breakdown.

Winchester has nearly 250 units of accommodation dedicated to supporting single homeless people with a further capacity to support 200 through floating support services which compared to similar population size districts is the largest in Hampshire. Services include homeless hostels and a night-shelter; move on accommodation for a range of client groups including mental health and young people and a domestic violence refuge and outreach service.

The Council itself owns 3 hostels (25 units), 2 close to the city centre with the third hostel located in the Southern parishes. It also uses 2 of its former sheltered housing schemes for occupation by homeless households and a range of its permanent housing stock let on a non-secure tenancy basis.

The Needs of Specific Groups and Communities

It is important that in providing housing and housing services account is taken of the individual needs and the needs of particular communities, including (but not exclusively) those covered by the 6 equality groups discussed above.

Issues Related to Age

Older Persons

At present around 11% of those on the Housing Register are aged 65 years or over, and 1% 85 years or more. However, as noted above a growing number of households in the District contain an older person. Homelessness does not appear to be a major issue, though there are almost 400 households containing an older person seeking affordable housing.

Not everyone will have a specific housing related requirement as a result of becoming old. Some will remain in their own home, some will move to a more institutionalised environment such as residential care, others will require housing assistance to make their own home more suitable, move to more appropriate accommodation or a level of support. The need for support will depend on a number of factors, most particularly health. With an increasing number of older person households aged 75 years or more there is a need to consider alternatives to more traditional models of provision, in particular the need for extra-care housing.

Older persons are relatively less likely to move house than some other groups. While this appears to be a contributory factor to under-occupation (and thus has an impact on the wider housing market,

particularly the social rented sector), there are benefits in terms of community stability and cohesion.

There is a link between age and disability. The Council's 2002 Housing Needs survey identified there were high numbers and proportions of households over the age of 60 years, and particularly over the age of 75 years that reported a disability. There is also a link with gender, as there are more women in the older age groups.

Older people who have caring responsibilities, either for a partner or grown up child, for instance with a learning disability, can face particular challenges. This may affect both their own housing needs and those of their partner or child if they are no longer able to act as a carer.

As well as private sector provision there are currently over 1,300 units of affordable sheltered housing accommodation in Winchester. The demand for sheltered housing in the affordable sector has declined over recent years. This is likely to be due to many factors including the nature of the properties available and changing lifestyle preferences. A number of schemes within the District are now not reserved exclusively for those in need of sheltered accommodation. It is also clear that an increasingly ageing population has many older people who, with support, can remain in their own home longer if they wish, thus opportunities to develop community based support services need to be explored. With a move towards developing more lifetime homes over time this could become more of an option for some households.

Whilst Winchester does have some existing Extra Care provision the relative age and health profile would indicate there may be a need to develop more. Hampshire County Council, Winchester City Council and other key stakeholders have convened a local working group to identify levels of need and opportunities to develop Extra Care in the district.

Further work is also planned to investigate the housing needs, preferences and options for older persons.

Hampshire Supporting People are currently carrying out a Strategic Review of Older Persons services across Hampshire which will look to identify key needs and how services need to be shaped for both existing residents and future generations. This will inform and link closely with the Older Persons Well-Being and Housing Strategies being developed by the City Council. There will also be close links to the Local Area Agreement through National Indicator 134 - *people over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently.*

Other Ages

In line with the Regional Housing Strategy, one of the priorities for this strategy is to ensure that a high proportion of the homes that are built

are suitable for families, to reflect the need for such homes and to provide some flexibility for younger households to grow into their accommodation.

In terms of general affordable housing need, peak demand is from the 25-34 age band. The youngest households that may apply for accommodation, those in the 16 to 25 age category, are more likely to present as homeless. People who are under 16 and present themselves as homeless are referred to Social Services' Children's Services. Needs of homeless young people will be considered in more detail in the Homelessness Strategy.

Disabled People and People with a Health Limitation

Recent local data about the housing needs of people with a disability or health limitation is of mixed quality, partly due to the way data is collected and partly due to the lack of engagement between agencies and some households and communities. The Housing Strategy will take action to address these shortcomings.

The 2001 Census revealed that 14% of the Districts population had a long term limiting illness (40% of those over the age 65). There is no comprehensive local information about the housing implications of this.

The Council's 2002 Housing Needs Survey does provide some localised information about the housing implications of disability and health limitations. Over 7000 people were estimated to have a disability or health limitation, with **mobility** problems being the most significant. 9% of all households contain a wheelchair user, with many more reporting other **mobility problems or a physical disability**. Most wheelchair users felt they did not live in a suitably adapted property. These findings are reflected in the results of the private sector stock condition survey carried out in 2007 that identified a low level of adaptation for special or disabled use with only 844 (2.4%) living in adapted properties.

The 2002 survey revealed that the highest incidence of disability was in households in social rented housing in terms of percentage of properties, however in absolute terms there was higher number of people in owner-occupied stock. It was notable that there were high numbers and proportions of households over the age of 60 years, and particularly over the age of 75 years that reported a disability. Almost 1400 households reported a member with a **visual or hearing impairment**, around 500 with a **mental health problem** and 250 with a **learning difficulty**.

- 75% of households who needed it felt they were receiving sufficient care and support, with financial advice being the most common;

- 100% of people with **learning difficulties** needed help with supervising health and well being;
- 89% of people with **mental health** problems required emotional support or help with managing behaviour;
- 63% of **wheelchair users** and 57% of those with **mobility problems** needed help claiming benefits / managing finance;
- 92% of people with **mental health problems**, 46% with **visual/hearing impairment** and 32% of people with **mobility problems** needed help looking after the home.

A survey of Council house tenants in 2004 revealed that almost half of households had a member with a longstanding illness or disability, 80% of those households had their activities limited as a result. Just over 7% of all households included someone who used a **wheelchair**.

The 2007 Private Sector Stock Condition Survey concluded that, in the private sector around 3,700 of households have at least one member affected by a long term illness or disability. Of these almost 2,500 experience **mobility problems**. Of those households affected 84% have a head of household aged 65 or over. There is also an emerging issue relating to people (particularly younger people) with terminal illnesses.

Of the 2800 applicants on the Housing Register 900 have an element of housing needed for medical reasons. Of these 55 have been assessed as having a high degree of medical need which is affected by their current housing.

The Social Exclusion Unit (2004) identified a correlation between **mental health** and housing circumstances. Taking national data, compared to the general population, people with mental health problems are more likely to live in rented accommodation and be less satisfied with their housing. Research also concluded that there was inadequate joint working and engagement between support agencies/organisations and housing staff in supporting those with a mental health problem both in general needs and lower-level supported housing. The problems created by serious mental health problems, complex needs and chaotic lifestyles together with difficulties in accessing cumbersome choice based lettings schemes have been identified as significant. The City/County Council's Locality Housing Officer (see below) is acting as a bridge between services to address these problems.

The Winchester Supported Housing Panel deals with a significant number of "hard to house" referrals with **multiple problems**, for instance **mental health**, combined with **drug/alcohol abuse** and in many cases **ex – offenders**. Almost 50% of referrals in 2007/8 were for mental health reasons. Chaotic lifestyles and history of tenancy breakdown through arrears or behaviour issues make it difficult for local supported housing projects to take them on again. In addition there are

a few individuals with **major personality or behaviour problems** that do not fit a mental health diagnosis. People in these categories may be bed-blocking in hospital or other provision, or may be inadequately housed as **rough sleepers** or **sofa surfers**. In recent years there has been an increase in provision for long term mental health needs and an increase in specialist floating support which has helped to address this problem but there remains a gap in local high level 24 hour support provision.

The last official **rough sleepers** count recorded only 1 rough sleeper in Winchester (measured using Government criteria). In 2007 the Trinity Centre (which provides a drop in service in Winchester Town for the vulnerably housed) identified 38 homeless people regularly on the streets, plus “sofa surfers” and tent dwellers.

It is known that, nationally, many people with **learning disabilities** live with their families. People with a learning disability have range of needs and thus potential options, including renting or buying a shared ownership property with a friend, though sometimes providers are not willing to accommodate such arrangements. However, there are often limited opportunities for them to live independently in either rented or owner – occupied accommodation. With many people living with aging parents or carers there can be uncertainty about future housing and care options. It is important that moves towards greater independence are done so in a structured, planned and supported way, particularly where it is important for people to remain in their own communities. Accessible information and support to obtain the information are amongst the keys to supporting choice and independence.

Information from Hampshire County Council Adult Services indicates that demand for housing (both supported and general needs) for people with **learning disabilities** far exceeds supply. It is likely that the actual numbers in housing need are higher than their statistics reveal as many clients are not eligible for Adult Services help and so data is not available.

There are currently five providers of services for people with a range of disabilities operating across Winchester which are able to support in excess of 80 people. Services are predominately accommodation based shared living environments, although there are new floating support service to support people with learning, physical disabilities or enduring mental health to live in their own home.

The Council's **Locality Housing Officer** works specifically with vulnerable households, primarily those with assessed care needs and a support package, who wish to move to more independent, general needs, housing. Through the Local Public Service Agreement (LPSA2) a target of 8 moves per year for district (2006 - 9) has been set. This area of work will be developed further though the new Local Area

Agreement (National Indicator 142) that aims to support vulnerable people into independent living.

So far 14 people have been housed through this route. This officer also works with non-LPSA2 clients to support them access suitable housing with referrals coming from Adult Services, Community Mental Health Team, doctors (general practitioners and Consultants), the Supported Housing Panel, family and from the City Council's housing officers. Client groups supported include people with a **learning disability**, **physical disability** as well as **older persons** and people with **mental health problems**.

During 2007/08 the City Council approved 41 **Disabled Facilities Grants** (DFG) in the private housing sector, 11 of which related to Housing Association tenants. The most common adaptations related to WC and bathroom adaptation, level/ramped access and the installation of chair/stairlift/hoist facilities. The removal of means testing for grants relating to **disabled children** has resulted in an increase in applications relating to this specific client group with 8 completed during 2007/8. Disabled facility adaptations for children have an additional emphasis on addressing both the child's immediate and longer term requirements given their condition, prognosis and growth rate. This means that necessary adaptations tend to result in more expensive works being undertaken, such as building extensions. The Council works in partnership with Hampshire County Council Adult Services and all referrals for DFG's are forwarded to the City Council by Adult Services Occupational Therapists. There is not currently a waiting list for DFG's in the private housing sector but as they are mandatory grant it is important to monitor any increase in demand.

In terms of its own homes in 2007/08, the Council completed significant adaptations such as walk in showers and stair lift installations to 100 properties and in total 397 tenants benefited from adaptations to their properties to assist them with every day living.

Disability services went through the **Supporting People Strategic Review** process in 2007 with new services commencing in 2008. At this time no specific future priorities have been established, but achievable and sustainable move on options for people with a disability is likely to be a continuing need.

Black and Minority Ethnic Communities

The District's Black and Minority Ethnic (BME) communities make up 2.2% of the districts total population. The HMA concluded that apart from a barrier associated with communicating information and options to BME households the barriers faced by these households were not dissimilar to those faced by households as a whole, though there is a

tendency for different ethnic groups to gravitate towards particular tenure types.

Feedback from local BME consultation events highlight the lack of awareness of entitlement to apply to the Housing Register and issues of isolation and cultural awareness which need to be considered when determining how to meet needs. Students from BME communities studying at the University of Winchester are supported to address accommodation issues.

In April 2008 Community Action Hampshire's Diversity Network Project published a report on Winchester District that proposed a BME Community Forum be established to facilitate the expression of views to statutory and voluntary agencies. Work is underway to help develop such a Forum, which would be a valuable partner in the delivery of effective housing services.

Although data is not of high quality, there is evidence of recent migration for employment from the European Union (EU Accession States), in particular from Poland. It is likely that this migration only constitutes a very small part of the overall population, albeit that there may be some spatial concentration. In addition, this recent trend is likely to have fuelled competition for homes, particularly in the private rented sector, though there is evidence that this has also resulted in increased commuting as employees choose to live in cheaper housing areas. There is anecdotal evidence from within Hampshire that some households can be found living in overcrowded or unsuitable conditions in the private rented sector. There is also evidence that most recently the number of new migrants is falling and some of those that have been here for some time are returning home or to another EU country. Hampshire Strategic Partnership has identified a need to develop a better understanding of future housing needs.

Gypsies and Travellers

Local consultation has revealed that there may be a perception of inequality in service delivery for gypsies and travellers.

In 2007 Hampshire Local Authorities commissioned DCA consultants to carry out a survey of the housing needs of gypsy and travellers. The needs assessment identifies future needs for gypsies and travellers to be in the region of about 44 new permanent pitches during the period 2006-2011 for the Hampshire Districts, Portsmouth and Southampton, together with 41 transit pitches. Further work on the permanent pitch target to break this down into a more specific target for the Districts within the southern part of Hampshire (which covers Winchester District) suggests that due to the higher proportion of gypsy and traveller households already in the area and the need arising from overcrowded households on existing authorised sites and new forming

households on all sites, that some 18 additional permanent pitches should be provided.

To give an indication of the scale of such a provision the 'Tynefield' site in the southern part of Whiteley Parish, which is the only local authority site within the southern part of the study area, currently accommodates 36 caravan pitches. In addition, to this permanent site there is a relatively high level of unauthorised camping within Winchester District. The Caravan Count recorded an average of 28 caravans, equating to 21 households on unauthorised sites over the last three counts. The Local Development Framework will develop appropriate policies and land allocations set out how to meet the needs of Gypsy and Travellers.

Travelling Show People

In 2008 the Hampshire, Southampton, Portsmouth and the Isle of Wight Strategic Housing Officers' Group commissioned a Travelling Show People Accommodation Assessment. The results of the study will be published in 2008.

Issues Relating to Gender

As women generally have a higher life expectancy than men, the most significant gender issue is that relating to older age. The Council's forthcoming Older Persons Housing Strategy will consider gender issues in more detail.

National evidence demonstrates that gender is also an issue in relation to economic status as women's earnings and pensions are lower on average than those of men. In addition, caring responsibilities for both children and older relatives, disproportionately affect women and this often affects their earning capacity and their housing requirements.

Transsexuals and those undergoing gender re-assignment frequently experience prejudice, harassment and discrimination. They are also at high risk of self-harming. It is important that approaches to housing management take this into account

Issues Relating to Sexual Orientation

There is little robust data available regarding the housing needs of gays, lesbians and bisexuals. However, there are examples of housing need arise due to family breakdown or due to harassment. Need amongst older people is often hidden. It is important that approaches to housing management, housing allocations and advice take such issues into account.

Issues Relating to Religion and Belief

It is possible that some people may not access some services because they are perceived to be for a certain faith. Others would like services for a particular religion. This may have a particular impact in homeless or supported accommodation where facilities such as bathrooms and kitchens are shared. Again it is important that approaches to housing management, housing allocations and advice take such issues into account.

Rural Communities

Rural communities can experience particular housing problems, perhaps the most significant in the rural parts of the District is affordability. Due to the nature of rural areas, social deprivation is often hidden in small pockets within areas of affluence. Many local people are no longer able to buy a home in the village they grew up in and have to leave to find suitable accommodation elsewhere. This in turn impacts on the social and age structure of the community, its social diversity and cultural identity. As well as impacting on local services the informal support networks that are very important to the sustainability of rural communities can be eroded.

When considering whether to allow new affordable housing development it is important to take into account the broad sustainability implications of proposals. This includes paying due regard to the positive impacts on sustainability that a larger, more dynamic, mixed and diverse community can have.

Students

The District is home to 3 major higher education establishments, The University of Winchester, Winchester School of Art (both in Winchester Town) and Sparsholt College. In total these establishments cater for 13,000 students, around half of whom are part time. Institutions do provide purpose built accommodation and the University is currently increasing its capacity. Many students will remain in their own or parental home while studying, however a significant number will choose to live in the wider community in private rented properties, often in shared accommodation. While the presence of these establishments has positive economic and cultural impacts, students create further competition for homes which has implications for local housing markets. This has resulted in spatial concentrations of students, with high property occupancy levels impacting on local character. Of the students at Winchester University 44% live in their own home

(predominantly in the private rented sector). Students from BME communities studying at the University of Winchester are supported to address accommodation issues.

The Housing Stock

There are approximately 47,000 dwellings in the district. Of these 85 % are privately owned (of which 13 % are private rented), 11% council owned and 4% RSL owned.

The District had a higher proportion (39%) of detached homes than the South East. 26% of dwellings are semi-detached, 20% terraced and 13% flats or maisonettes.

In terms of new build, in the last 10 years there has been a steady growth of 1 and 2 bed properties, matched by a decline in the rate of growth of 3 and 4 bed properties. This is the result of a combination of factors including planning policies, affordability, competition for land and the demands of the Buy-to-Let market.

The rental market is strong due to demand from students, graduates, young professionals and corporate lets and this is likely to have, at least in part, fuelled the growth of flats and houses in multiple occupation.

In 2007 the City Council engaged consultants to undertake a private sector stock condition survey. This identified a high degree of residential stability amongst private households with 14,106 (40.4%) having been resident in their current dwelling for over 10 years with 6,948 (19.9%) of those households having been resident for over 20 years. 31,658 households (90.8%) having no intention to move within the next year and 1,273 (3.7%) households expressing a definite intention to move.

At the time of the survey 2114 (5.7%) of private dwellings were estimated to be vacant. All vacancies being transitional in nature were expected to return to occupancy in the short term. Vacancy rates were found to be in line with normal market turnover expectations. A robust housing market ensures that the number of long term empty homes in the District remains low.

An average SAP (Standard Assessment Procedure) rating of 57 was achieved, above the average for private sector housing in the UK (47). The distribution of energy efficiency ratings confirmed lower levels of energy efficiency in detached houses, converted flats, dwellings constructed pre 2nd World War.

To meet the energy efficiency requirements of the Decent Homes Standards for private sector homes dwellings must offer efficient

heating and effective insulation. Overall 29,783 (80.6%) of private sector dwellings meet the Decent Homes Standard with 7185 (19.4%) failing the criteria of Decent Homes Standard. 3055 (8.3%) dwellings were estimated as failing that requirement with the highest rates of failure in the private rented sector.

The Stock Condition Survey found 3,556 (10.6%) of private sector households to be in fuel poverty (i.e. spending more than 10% of their annual household expenditure on fuel). The issue of fuel poverty will be more closely considered in the Private Sector Housing sub strategy and forms part of the LAA.

The Council Housing Stock

An independent stock survey, completed in 2004 and updated in 2008 has confirmed that the Council's managed stock is generally in good condition. At the end of March 2008, 99.5% of Council homes complied with the Decent Homes Standard. The remaining non decent stock will all be tackled in 2008

The Council's HRA Business Plan sets out the programme for achieving and maintaining Decent Homes and also the key service priorities aimed at meeting tenant aspirations for the service.

In 2005, the Council concluded its Housing Options Review by opting to retain the management of the stock. However, whilst it was clear that Decent Homes could be achieved by 2010, the Council was not in a position to identify sufficient resources to meet medium term investment needs. It was therefore agreed to review the Options. This will complete in 2009/10.

An outcome from the initial options review was that the Council set a "Decent Homes Plus" standard which aimed to achieve decency and also increased investment in adaptations for disabled tenants. Tenants did not identify any significant additional aspirations for their service.

Tenant satisfaction with the overall service was tested in 2007, with over 84% being satisfied. 69% expressed satisfaction with opportunities for involvement.

Key priorities within the Housing Revenue Account Business Plan include:

- Meeting and maintaining Decent Homes through a balanced repairs and renewals programme.

- To improve the energy efficiency of the housing stock and to ensure it remains in line with the top 25% of all local authority landlords
- To determine the most appropriate long term management option for the Council's housing stock.
- To modernise the provision of Older Persons and Supported Housing in light of the Supporting People Strategic Review of Older Persons services
- To comply with the Respect Standard for Housing Management
- To ensure services comply with level 3 of the Equalities standard
- To deliver value for money through effective and modern procurement practices
- To ensure performance across all key services aims to comply with the best performing social landlords
- To extend and promote resident involvement through the development of the Council's "Tenant Talk" initiative.
- To provide "Customer Service were proud and to comply with the national Customer Service Excellence award criteria

Financial Pressures facing the Council's Housing Stock

Recently, three specific strategic reviews have been undertaken to inform the sustainability of the Council's Asset Management Plan for Housing and ultimately the HRA Business Plan.

These were:

- a) Update of the Council Home Condition Survey carried out in 2003 – primarily to update the Investment Forecast 2008/09 – 2037/38, and particularly 2009-2013, the next 5 year planning period.
- b) Gas fired Heating Systems in the Council's Housing Stock.
- c) The effect of the Disability Discrimination Act 1995 (DDA) towards publicly accessible areas of HRA property.

The review findings are in draft form at present. More details will emerge to coincide with the planned Stock Options Review. The financial implications however indicate that from 2009/10 a revised

Asset Management Plan will need to reflect the identified programme requirements and budget at actual cost and the full effect of construction related inflation. The difference between the budget available for 2008/09 (£7.716m) and the budget requirement for 2009/10 (£9.763m) is £2.047m pa and is currently unfunded (no current funding source has presently been identified and/or approved to meet this additional expenditure).

The Asset Management programme included in the 2008/09 HRA Business Plan can only be considered as an “interim” programme. A base budget of £9.763m is required to ensure that the objectives of the Winchester Decent Homes Plus Standard can be met and continue over the next 5 year planning period 2009/13 and the Stock Options project team will need to consider how such a programme can be funded from 2009/10.

Future Council House Stock Options

The Stock Options project will need to consider how the Council can address the significant financial shortfall highlighted above in future years. Whilst not wishing to pre-judge the conclusions of the project, it is difficult to see how the straight retention option could be supported without a major shift in Government policy or an urgent overhaul of the housing subsidy system. Whilst a review is underway, there is currently no evidence to suggest that any change will address the problems faced by the Council. Options that the project team will have to consider include:

- a) Disposal of a greater number of vacant dwellings each year to fund an enhanced capital programme.
- b) Potential for borrowing to fund an enhanced capital programme (although revenue would need to be found to fund any borrowing)
- c) Potential for HRA efficiencies – There may be scope for further efficiencies, particularly in areas such as procurement, although any such scope is very limited
- d) Scope to reduce services – Again this would be limited due to the regulatory demands on Housing unless both the Council and tenants could accept a zero star service that would run the risk of being very heavily criticised by regulators or even taken into some form of external administration.
- e) Potential to externalise the management of the service, either through transfer, moving towards a “Tenant Management” approach or attracting Private Finance.

- f) Lobbying Government on the need for change or for clarity regarding the future of the Arms Length Management approach to assist with maintaining decency rather than just limiting it to meeting the standard.

5. The Wider Strategic Context

The Housing Strategy sits within a wider strategic context. This chapter sets out the principal strategies, policies and themes that have influenced strategy development.

National Context

The **Local Government White Paper: Strong and Prosperous Communities** (2006) advocates the need for partners to work together effectively to deliver new market and affordable housing, make best use of stock in order to achieve social, economic and environmental objectives that shape a community and create a sense of place. It also set out that local authorities are expected to incorporate housing and homelessness strategies within their Sustainable Community Strategy where possible.

The **Housing Green Paper: Homes for the Future, More Affordable, More Sustainable** (2007) aims to ensure everyone has access to a decent home at a price they can afford, in a place they want to live and work. It recognises that good quality; affordable housing enables stable and secure family lives, creates communities that attract investment and skilled workers, and reduces our carbon footprint. To help increase the supply of affordable homes the Green Paper also signals the opportunity for council's to establish new local housing companies and a review of the Housing Revenue Account subsidy system that may council's to build homes themselves. The **Housing and Regeneration Bill** (2007) will implement the key changes outlined in the Green Paper.

The Government's **Creating Strong, Safe and Prosperous Communities Statutory Guidance** (Draft 2007) indicates that local authorities are expected to refresh their Housing Strategies and they have a statutory requirement to revise their Homelessness Strategies at least every five years. Refreshed housing strategies should:

- Fully reflect the wider vision of authorities and their partners; have a clear and evidenced approach.
- Provide a strong focus on how partners will deliver their commitments, including on the infrastructure needed to support housing growth.
- Include information about the outcome of their various assessments and their plans of action for addressing the needs identified.

Lifetime Homes, Lifetime Neighbourhoods: A National Strategy for Housing in an Ageing Society (2008) sets out the Government's approach to the challenge of an ageing society by ensuring the provision of appropriate housing and care. The strategy signals the move towards the building of new homes to Lifetime Homes standards as the norm and the creation of lifetime

neighbourhoods. It also aims to reconnect housing, health and social care sectors in order to achieve better outcomes for older people. This includes improving information and advice and providing support for adaptations and repairs and opportunities for people to move towards specialised accommodation in later life.

Planning Policy Statement 3: Housing (2006) (PPS3) reflects the Government's commitment to improving the affordability and supply of housing in all communities, including rural areas. The delivery of housing in rural areas should respect the key principles underpinning this PPS, providing high quality housing that contributes to the creation and maintenance of sustainable rural communities in market towns and villages.

The **Government's key housing policy goal** is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, the Government is seeking:

- To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community.
- To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need.
- To improve affordability across the housing market, including by increasing the supply of housing
- To create sustainable, inclusive, mixed communities in all areas, both urban and rural.

Regional Context

In March 2008 the **South East Regional Housing Board** (made up of representatives from the Housing Corporation and English Partnerships SEERA, SEEDA, GOSE) sets the strategic direction for housing in the region in its **Regional Housing Strategy**. Its priorities include:

1. Affordable Housing

- a) Ensure a quantity and mix of affordable housing reflects South-East Plan requirements – 35% of overall supply with a mix of approximately 70% social rented; 30% intermediate.
- b) Ensure the provision of the right type and size of affordable housing; with a priority being given to the provision of family homes of 3 or more bedrooms.
- c) Increasing the flexibility of the housing stock by encouraging the building of homes that are capable of being easily extended and adapted.
- d) Target funding to support new supply in a way that supports South East Plan spatial priorities, including at South Hampshire, and at strategic sites (500 units or more).
- e) Increase the supply of rural affordable housing in settlements with a population of 3000 or less; with the possibility of funding for larger settlements (market towns).

2. Decent Homes

- a) Ensure local authority homes meet the Decent Homes Standard
- b) Reduce the percentage of non-decent homes in the private sector; in particular for vulnerable households experiencing fuel poverty.

3. Gypsies and Travellers

- a) Improve facilities for these communities.

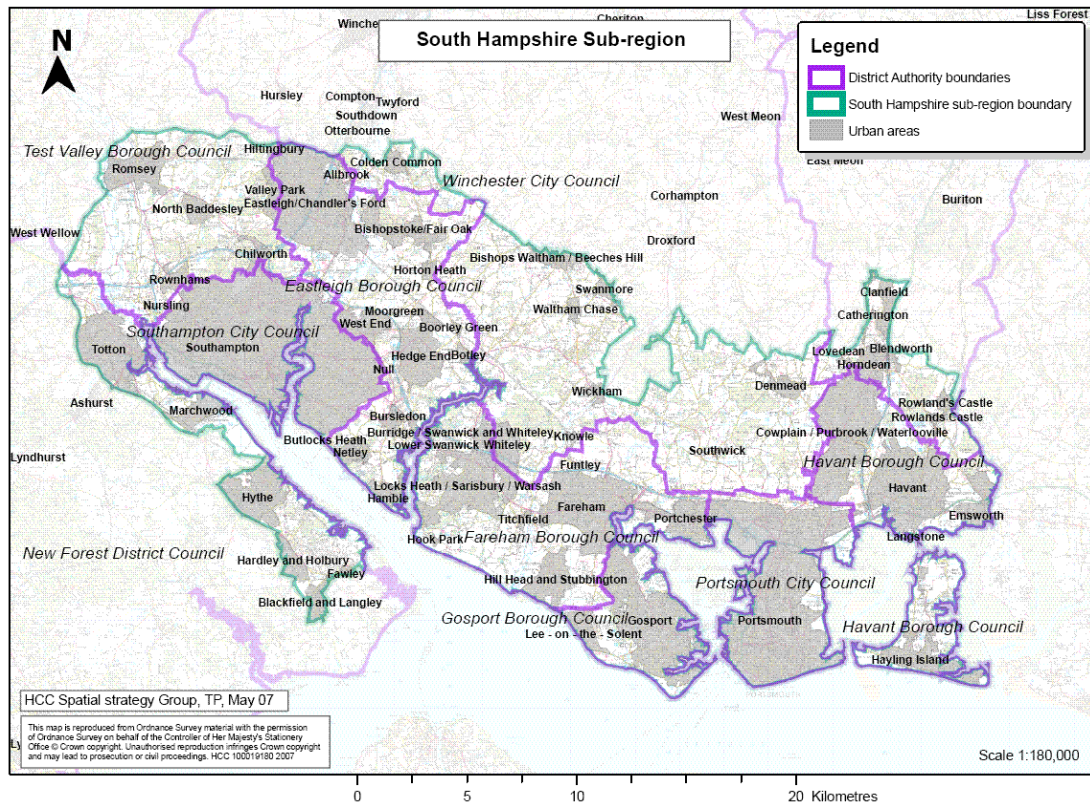
In addition the Board have identified a number of work streams as being important, including those related to vulnerable households, improving sustainable development, BME groups and older persons.

The South East Regional Spatial Strategy (**South East Plan**) sets the spatial planning context for the region. It sets out a vision for the future of the South East region to 2026, outlining how to respond to challenges facing the region such as housing, the economy, transport and protecting the environment. The Panel that examined the Plan recommended that Winchester District provides land for some 12240 dwellings in the period 2006 – 2026. This figure includes a specific allocation for that part of the District that lies within the PUSH area of some 6740 dwellings, which leaves 5500 to be found in the rest of the District. The Panel's report was submitted to the Government Office for the South East in August 2007 and it is expected the Plan will be adopted in 2009.

SEEDA adopted the South East **Regional Economic Strategy** in 2006 and has as its objectives global competitiveness, smart and sustainable prosperity. The provision of sufficient and affordable high quality sustainable homes is identified as important to underpin these objectives.

Sub-Regional Context

The Partnership for Urban South Hampshire (**PUSH**) is a partnership between 11 local authorities. The southern part of Winchester District lies within the PUSH area. The area has been designated as a Growth Point by Government and a Diamond for Investment and Growth by SEEDA. PUSH's vision is to make South Hampshire a better place for everyone who lives, works and spends their leisure time here. The vision will be achieved by delivering a strategy for economic-led growth between 2006-2026. This will include increasing the supply and choice of new homes, including affordable housing to help create a more balanced housing market, and through improvements to the condition and management of existing housing stock.



On average 4000 new homes are planned per year, of which at least 30% will be affordable. The South East Plan proposed 6740 dwellings within the part of Winchester District that lies within the PUSH area during the plan period. The PUSH Housing Task Group has commissioned a Housing Market Assessments to provide an evidence base for its work and has produced a **Common Affordable Housing Policy Framework** and a **Sub-Regional Housing Strategy**. The most important priority for the Sub Regional Housing Strategy is to support economic growth by increasing the supply of housing to deliver a balanced housing market including family and affordable homes.

Other strategic priorities are:

- To improve the condition and management and make better use of the existing housing stock
- To drive long-term economic prosperity through the principles of sustainable development
- To meet the needs of everyone including homeless and vulnerable Groups

Regional Housing Board funding has been made available to PUSH local authorities to develop an equity release scheme in the sub-region.

The Hampshire local area agreement (LAA) is a three-year agreement between the local area and central government. The LAA describes how local priorities will be met by delivering local solutions. LAA targets will support the delivery of the Housing Strategy, together with the Hampshire and Winchester

District Community Strategies. Amongst 35 the indicators proposed in Hampshire's the draft LAA submission to Government are the following housing related ones:

Housing and Accommodation	
Improvement Priority	National Indicator
Affordable housing	NI 155 Number of affordable housing delivered (gross)
Fuel poverty	NI 187 Tackling fuel poverty- % people receiving income based benefits living in homes with a low energy efficiency rating
Health and Well-Being	
Provide information and support to older people to enable them to live independently	NI 134 The number of emergency bed days per head of weighted population (Local Target) LI F1: People over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently
Promote independent living for vulnerable people	NI 142 Number of vulnerable people who are supported to maintain independent living

Local Area Agreement (Hampshire County Council Draft 2008 Submission to Government Office for the South East)

Multi-area agreements (**MAA**) are designed to be cross-boundary local area agreements (LAAs). They bring together key players in flexible ways to tackle issues that are best addressed in partnership – at a regional and sub-regional level. Amongst the issues they can tackle are housing market imbalances. PUSH is currently developing ideas for its MAA that include increasing overall housing supply by focussing on estate renewal and identifying resources to support the development of strategic sites.

The City Council is a founder member of the Hampshire Alliance for Rural Affordable Housing (**HARAH**). This partnership, that includes Hart BC, Basingstoke and Deane BC, East Hampshire DC, New Forest District Council, Test Valley BC, Hampshire County Council, Community Action Hampshire, Hyde Housing Association and the Housing Corporation, has the responsibility for delivering rural affordable housing on rural exception sites in villages with a population of 3000 or less.

Supporting People

The Hampshire Supporting People programme which came into effect from 2003 supports nearly 2000 people across Winchester in a range of services. The current level of contribution from Supporting People funding in Winchester is in the region of £3 million pounds per annum which provides services for older persons such as sheltered housing, people with learning and physical disabilities as well as many vulnerable and disadvantaged groups who are at risk of or who have experienced homelessness. Particular challenges are covered in preceding section on homelessness, older person and disability service. It is a priority to better meet the needs of homeless people with multiple and complex needs and to examine how to meet the needs of older persons, including through the provision of extra care.

New Individual Budgets are likely to have implications for care and support. The recently completed pilots involved funding streams from Access to Work, Disabled Facilities Grant, the Independent Living fund, Integrated Community Equipment fund, Supporting People fund as well as social care money. The full implications will need to be further considered as part of the Strategy's objective of promoting independent living.

6. Housing Strategy Vision

The Housing Strategy has evolved through extensive discussions with local and government agencies, stakeholder groups and communities. As well as specific consultation events such as the annual Housing Forum and the 2007 Homelessness and Private Sector Housing Conference, information and views obtained from other events, for instance consultation on the Local Development Framework, have informed its development.

The Strategy has a particularly close relationship with the Sustainable Community Strategy and input from its Housing Board and Inclusive Society Strategic Outcome Group has been influential.

The Council and Winchester Housing Board have agreed the following vision:

Housing Strategy Vision

To ensure that communities are sustainable & inclusive.

To do this it is necessary to:

- enhance access to housing of the right type in the right location and, in particular, improve the supply of high quality, affordable housing;
- ensure housing is of a high quality and meets the needs of households;
- promote safe, mixed, inclusive and high quality neighbourhoods, providing support where necessary;
- support vulnerable and disadvantaged people to meet their housing needs;
- involve communities in achieving their aspirations;
- limit the environmental impact of housing; and,
- effectively communicate housing issues and celebrate successes.

The desire to achieve the above will underpin all housing strategies, priorities, targets and actions. This approach supports the Community Strategy vision.

Winchester District Community Strategy Vision

Our vision for Winchester District is of diverse and dynamic communities, where people work together to ensure that everyone has the opportunity to lead a fulfilling life now and in the future.

The Community Strategy identifies five outcomes to support the vision. These are *health and well-being, freedom from fear, prosperous economy, high*

quality environment, and *inclusive society*. Housing is a cross-cutting theme that has implications for all of these.

While it is desirable to pay attention to the well-being of all parts of the community it is important that the Strategy focuses resources on those communities and households that require particular support and where the Strategy can make an impact.

Therefore, the Strategy will focus firstly on those members of the community unable to exercise a reasonable degree of free choice about housing circumstances and living in accommodation or areas that do not meet their needs.

There will be also be a focus on the housing related needs and aspiration of other sections of the community, however this will be subsidiary to the primary focus.

The Strategy will focus primarily on meeting the needs of those members of the community unable to exercise a reasonable degree of free choice about housing circumstances and living in accommodation or areas that do not meet their needs.

7. Housing Strategy Priorities

The Council and Housing Board have identified a number of priorities and objectives.

Top Priorities for Action

1st. To improve the supply of affordable homes and meet local needs.

Objectives

- Ensure we know what kinds of affordable housing are needed and maximise the supply.
- Enable the provision new affordable housing, aiming for a minimum of 120 new homes a year, prioritising the provision of social rented homes and ensuring that a significant proportion of the new homes that are built are houses suitable for families.
- Enable the provision of intermediate affordable housing, such as shared ownership homes.
- Enable affordable housing to be provided in rural areas as well as urban areas.
- Implement Local Plan and Affordable Housing Supplementary Planning Document policies to maximise the provision of the right kind of affordable housing
- Review Local Plan affordable housing policies as part of Local Development Framework development.
- Contribute towards meeting Local Area Agreement targets relating to increasing affordable housing supply (NI 155).
- Review the opportunities for the Council to build affordable homes
- Make best use of Council owned land and property in order to enable new development.
- Ensure new affordable housing is well integrated with market housing.
- Work closely with PUSH authorities and ensure major and strategic development areas include affordable housing (including housing for those with particular needs), and there is high quality management and community development, to help new communities become established.
- Work with developers and RSL partners to ensure effective delivery of new homes and successful management.
- Promote high quality buildings and environments, and innovation in construction to promote environmental sustainability.
- Monitor the quality of new housing and household satisfaction.
- Provide a dwelling stock that can be used in a flexible way to meet households changing needs including improving the supply of Lifetime Homes.
- Ensure that homes are provided for households with particular needs, for instance those with support needs or impaired mobility.

- 2nd. To promote high standards in private and affordable housing, including improving the quality of the Council stock, taking action to tackle climate change, of which improving energy and water efficiency and recycling, and encouraging the use of renewable energy shall be important elements.**

Objectives

- For new development, to promote the high quality, inclusive design of buildings and the public and private realm in a way that creates or reinforces local distinctiveness.
- Meet the Decent Homes Standard for Council stock by 2010 and maintain this standard thereafter.
- Carry out an Stock Options Review for Council owned homes
- Ensure all new affordable housing is provided to at least Code for Sustainable Homes Level 3 (or higher if required by the Housing Corporation) and promote innovation in design to encourage this level to be exceeded for all new homes, at least to Level 4 by 2012 and Level 6 by 2016.
- Implement and monitor the effectiveness for the Council's Affordable Housing Quality Framework to ensure development is designed to a high quality in order and high levels of household satisfaction.
- Take account of the diverse needs of communities in planning new affordable housing.
- Improve conditions in unsafe and sub standard private sector dwellings.
- Promote energy efficiency to existing households
- Take into account the need to adapt to climate change in improving the existing housing stock.
- Support and investigate new ways of supporting owners maintain and improve the standards of dwellings, including home loans and equity release.
- Improve the energy efficiency of the housing stock and contribute towards meeting Local Area Agreement targets relating to fuel poverty for people on income based related benefits (NI187).
- Promote the accreditation and registration of houses in multiple occupation and reduce overcrowding in private sector rented dwellings.
- Develop links with private sector landlords.

3rd. To promote independent living and provide support for vulnerable and disadvantaged households, in particular homeless households with complex needs and older persons.

Objectives

- Investigate how to meet the needs of people with multiple and complex needs through improved accommodation and support.
- Develop a local older persons housing action plan.
- Support vulnerable and disadvantaged households in their own homes e.g. through the provision Disabled Facility Grants and Home Repair Assistance.
- Contribute towards meeting Local Area Agreement targets relating to providing information and support to older people to enable them to live independently (NI 134) and promoting independent living for vulnerable people (NI 142).
- Expand the provision of housing with support and move-on arrangements for those in supported housing.
- To ensure the needs of carers are taken into account when developing housing services.

Other Priorities for Action

i. To prevent homelessness wherever possible.

Objectives

- Ensure we understand the housing needs of the homeless within the district.
- Tackle the main causes of homelessness and provide of a comprehensive advice service and effective range of housing options for customers.
- Provide good quality accommodation for those becoming homeless.
- Provide a range of housing options for homeless households to avoid using bed and breakfast accommodation for vulnerable households.
- Halve the number of households in temporary accommodation.

- ii. To ensure an adequate housing supply to support the local economy and meet local needs, including enabling affordable housing to be provided on rural exception sites.**

Objectives

- Ensure an adequate supply of land to meet planning requirements and enable land to be developed for rural exception housing.
- Meet Local Plan and LDF site targets for the provision of affordable homes.
- Support and work with the Hampshire Alliance for Rural Affordable Housing and Rural Housing Enablers in order deliver affordable housing in rural areas.
- Work creatively and positively across Council departments and with stakeholders to explore and realise new opportunities for affordable housing, including through the Corporate Housing Enablement Group, and communicate clearly affordable housing requirements for new market led housing schemes.
- Regularly research the housing market and assess the need for affordable housing.
- Work with stakeholders, including those at regional sub-regional level and in PUSH, to develop partnerships and develop good practice to improve the supply of affordable housing.
- Meet the assessed needs of the Gypsy and Traveller and Travelling Show People communities.
- Encourage the best use of housing stock in all sectors

- iii. To improve access to affordable housing and housing choice.**

Objectives

- Implement a sub-regional choice based letting scheme.
- Promote access to intermediate affordable housing and work with the Housing Corporation's appointed Zone Agent.
- Work with stakeholders, including those at regional level and in PUSH, to develop partnerships and develop good practice to increase housing choice.

- iv. **Work effectively with local communities to help them achieve their aspirations, including facilitating community/stakeholder involvement in identifying and developing solutions to housing problems.**

Objectives

- Regularly involve stakeholders, service users and communities in debates about priorities and ways to achieve them, through for instance the Housing Board and Forum
- Involve communities in the development of new affordable housing.
- Work with rural parishes to identify and meet affordable housing needs.
- Support community planning work in rural and urban areas.

- v. **Promote freedom from fear by, working with local communities and partners to tackle crime and disorder, increase feelings of safety and deal with anti-social behaviour, and designing out crime in housing schemes.**

Objectives

- Work with partners to achieve Secured-By-Design accreditation on new schemes.
- To develop a comprehensive mediation service for tenants and housing advice users.
- To support the Government's RESPECT (anti-social behaviour) campaign.

- vi. **To communicate the benefits of new housing and promote a positive image of affordable housing.**

Objectives

- Develop a communication strategy to support the Strategy vision and priorities.
- Work with the Winchester District Strategic Partnership to inform its Community Strategy.
- Promote housing issues in the Winchester District Strategic Partnership and Community Strategy.
- Involve Council tenants in the delivery of the Tenants' Compact and housing services.

8. Implementation

This Strategy sets out a vision and high level priorities and actions. Much of what will be achieved will be delivered through the strategies, policies and action plans that support and compliment this document and translate the vision, priorities and objectives into action.

Further detailed strategies and action plans have or will be produced in order to help achieve the Housing Strategy vision and priorities. These include:

- Housing Revenue Account Business Plan
- Homelessness Action Plan and Strategy
- Private Sector Housing Action Plan
- Choice Based Lettings
- Older Persons Action Plan
- Empty Property Action Plan
- Rural Housing Development Action Plan

There are very also strong links to the emerging **Local Development Framework** and current **Winchester District Local Plan Review** which set out detailed spatial planning objectives and land use planning policies relating to housing, including affordable housing.

As well as close working across service areas within the Council, including housing, planning, community development, estates and legal teams, many housing priorities will be addressed through partnerships between the City Council. Of particular importance are:

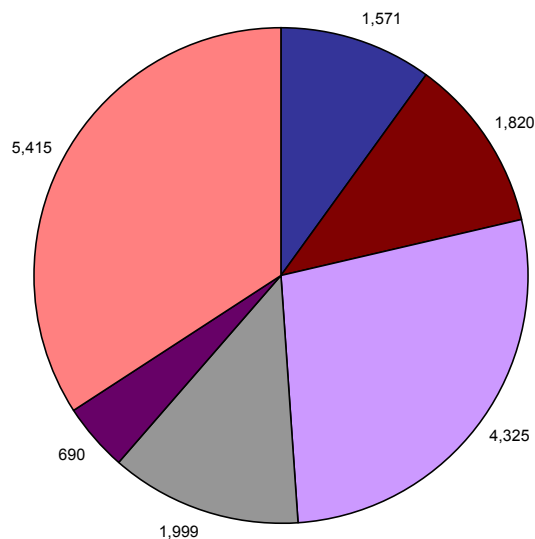
- **PUSH.** The Council will continue to work within PUSH in order to meet the partnerships objectives.
- **RSL Partnership.** The Council has 5 preferred partner Registered Social Landlords - A2, First Wessex, Hyde Martlett, Radian, Wessex Housing Partnership – who it works with on delivering new affordable housing schemes. These partners have a track record of local delivery and management. They have agreed to accept nominations from the Council's housing registers. It has agreed to work specifically with A2, Hyde Martlett and Wessex Housing Partnership on sites owned by the Council that it wishes to dispose of for affordable housing.
- **HARAH.** The Council will continue to play a lead role within this rural partnership in order to develop its strength and capacity and to deliver rural affordable housing. Hyde Martlett are the preferred partner for delivering rural affordable homes within the HARAH partnership.
- **Money Advice.** The Council will work with local bureaus to ensure a high standard of independent money advice is available for Council tenants struggling to maintain their tenancies.

- **Community Safety Partnership.** The Council works in partnership with police and other agencies through the Community Safety Partnership to address issues in relation to crime, disorder and general anti social behaviour. It will also ensure effective independent mediation is available to support residents in resolving neighbour disputes.

Resources

Council Expenditure

The Council has adopted a forecasting framework (for non-HRA housing) and an annually updated HRA Business Plan. The financial planning process ensures that resources are aligned to corporate priorities.

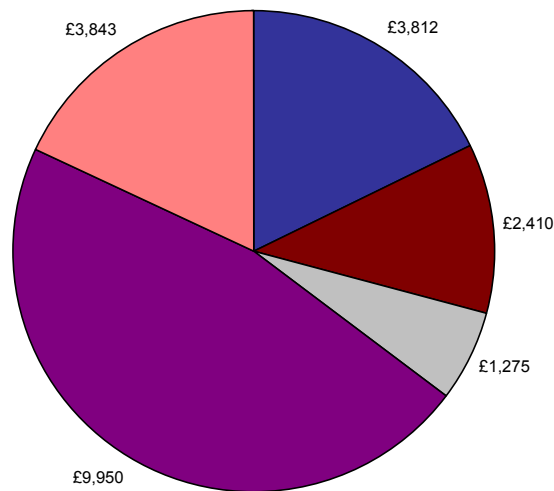


Corporate Priorities

- Economic Prosperity
- Strategic Housing
- Major Repairs (existing stock)
- Communities
- High Quality Environment
- An Efficient & Effective Council

Strategic Housing, Housing Revenue Account and Communities are a joint priority (Safe and Strong Communities), but separated in this chart to show the housing elements.

WCC Capital Budget 2008/9 (£000s)



Corporate Priorities

- Economic Prosperity
- Housing (not incl existing stock) *
- Communities
- High Quality Environment
- Efficient and Effective Council

Strategic Housing and Communities are a joint priority (Safe and Strong Communities), but separated in this chart to show the housing elements.

** Revenue expenditure on existing stock is funded from the ringfenced HRA (incl. Tenancy services). In 2008/09 expenditure is budgeted at £12,437k and funded by income of £12,902k*

WCC Revenue Budget 2008/9 (£000s)

Housing Capital and Revenue Funding Sources

For housing, capital and revenue expenditure to deliver on priorities is funded from a variety of sources. Some of this direct funding in terms of resources provided by the Council, such as Disabled Facilities Grants, some indirect, for example funding provided by the Housing Corporation to RSLs. This indirect funding draws in significant additional funding; hence the Council's partnerships and relationships are critical to meeting objectives. The table below illustrates primary funding sources. In addition to these the Council performs the role of signposting households to grant sources that support its priorities and helps them meet their need, for instance *Warmfront* grants to help energy efficiency.

Funding Sources - highlighted by priority	2008/09		2009/10		2010/11		2011/12		2012/13	
	Total Direct	Total Indirect	Total Direct	Total Indirect	Total Direct	Total Indirect	Total Direct	Total Indirect	Total Direct	Total Indirect
	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's	£000's
- To improve the supply of affordable homes and meet local needs										
- To ensure an adequate housing supply to support the local economy and meet local needs, and to take opportunities to provide more affordable homes where other development would not normally be allowed, e.g. the edge of towns and villages, provided development is sustainable and sympathetic to local character.										
Local Authority Capital to Affordable Housing developments	1,000		1,000		1,000		1,000		1,000	
WCC land value from disposals of Council land to RSLs at discount	2,000		2,000		2,000		2,000		2,000	
Private developer land secured through planning permission		6,900		6,900		6,900		6,900		6,900
Commutated sums from planning secured through planning permissions	200		200		200		200		200	
Housing Corporation grants to RSLs		5,000		5,000		5,000		5,000		5,000
RSL private finance and subsidy		5,000		5,000		5,000		5,000		5,000
RSL contributions towards employment of Housing Development Officer	18		18		18		18		18	
Rural Housing Enabler - RSL and HCC contributions (pro-rata)		12		12		12		12		12
	3218	16912	3218	16912	3218	16912	3218	16912	3218	16912
- To promote high standards in private and affordable housing, including taking action to tackle climate change, including improving energy and water efficiency and recycling, and encouraging the use of renewable energy										
Home Repair Assistance Grants (Discretionary)	170		170		170		170		170	
Fee Income (HMO Accreditation/Licensing)	17		17		17		17		17	
External contributions to Private Sector Housing (HCC - Adult Services)	6		6		6		6		6	
Major Repairs (Council Stock)	3424		3424		3424		3424		3424	
Local Authority capital to fund supplementary repair programme	850		850		850		850		850	
	4467	0	4467	0	4467	0	4467	0	4467	0
- To promote independent living and provide support for vulnerable and disadvantaged households, in particular homeless households with complex needs and older persons.										
Supporting People	641	2,359	593	2,182	548	2,018	507	1,867	469	1,727
Disabled Facility Grants - Private Sector and RSLs (Mandatory)	640		640		640		640		640	
LPSA2 funding (Local/Central Govt Partnership)	120		0		0		0		0	
Supporting People/Localty Officers		35		35		35		35		35
Disabled Adaptations - council stock (HRA and capital receipts)	550		550		550		550		550	
Sheltered Service Charges	325		325		325		325		325	
	2276	2394	2108	2217	2063	2053	2022	1902	1984	1762
- To prevent homelessness wherever possible.										
Homelessness Grant	30		30		30		30		30	
	30	0	30	0	30	0	30	0	30	0

Funding Sources - highlighted by priority	2008/09		2009/10		2010/11		2011/12		2012/13	
	Total Direct £000's	Total Indirect £000's	Total Direct £000's	Total Indirect £000's	Total Direct £000's	Total Indirect £000's	Total Direct £000's	Total Indirect £000's	Total Direct £000's	Total Indirect £000's
- To improve access to affordable housing and housing choice.										
Government Grant to support Choice Based Lettings	33		33		33		33		33	
RSL contributions to nominations	14		33		33		33		33	
	<u>47</u>	<u>0</u>	<u>66</u>	<u>0</u>	<u>66</u>	<u>0</u>	<u>66</u>	<u>0</u>	<u>66</u>	<u>0</u>
- Across all priorities										
Net Strategic Housing (Staff) budget	800		800		800		800		800	
Misc govt funding	10		10		10		10		10	
Housing Revenue Account Rents and other Income	19896		19896		19896		19896		19896	
	<u>810</u>	<u>0</u>	<u>810</u>	<u>0</u>	<u>810</u>	<u>0</u>	<u>810</u>	<u>0</u>	<u>810</u>	<u>0</u>
Total per year Direct or Indirect (£000's)	<u>10,848</u>	<u>19306</u>	<u>10,699</u>	<u>19129</u>	<u>10,654</u>	<u>18965</u>	<u>10,613</u>	<u>18814</u>	<u>10,575</u>	<u>18674</u>
Total per year (£000's)	<u>30,154</u>		<u>29,828</u>		<u>29,619</u>		<u>29,427</u>		<u>29,249</u>	

WCC Direct and Indirect Housing Capital and Revenue Funding Sources

Expenditure on Housing Services

The Council's most important housing capital spending priorities are:

- Providing new affordable housing
- Meeting (and maintaining) the Decent Homes Standard for Council Properties

	2007/08 Out-turn £000's	2008/09 Budget £000's
New Affordable Housing	45	2000
Housing Revenue Account	9900	10019
<i>Broken down into:</i>		
<i>Tenancy Services</i>	3459	3575
<i>Removals incentive scheme</i>	4	6
<i>Sheltered housing</i>	1027	1172
<i>Community Alarm Service</i>	649	546
<i>Disabled adaptations</i>	346	349
<i>Repairs</i>	4415	4371
<i>Negative Subsidy</i>	6912	8260
Council Stock Capital Repairs and Renewals	4663	4526
Homelessness	267	273
<i>Housing/Homelessness Advice</i>	247	243
<i>Bed and Breakfast</i>	0	0
<i>Prevention (via Drum HA)</i>	20	30
Private Sector Housing	1014	1155
<i>Disabled Facilities Grants (Mandatory)</i>	644	720
<i>Home Imp Grants (Discretionary)</i>	166	194
<i>Homecheck</i>	35	39
<i>Home Energy</i>	22	30
<i>Private Sector Housing</i>	180	156
<i>Caravans</i>	13	16
Allocations/Housing Needs	420	443
Assistance to voluntary sector (Community Action Hampshire and Winchester Area Community Action)	10	10

Council Expenditure on Housing Services

Key Financial Challenges for the Future

1. Ensuring sufficient capital funding is available to deliver new affordable homes particularly given scale of new development in major and strategic development areas.
2. Ensuring there are sufficient staff resources to deliver high quality, sustainable homes and neighbourhoods in major and strategic development areas.
3. Ensuring any changes to the Housing Revenue Account subsidy system which is currently under review continue to provide sufficient resources to keep the Council's HRA in surplus.
4. Reviewing potential options for meeting the projected £2m annual shortfall in the Council's Repairs and Renewals investment plans. This

will be addressed through a fundamental review of Housing Options to be completed in 2008.

5. Reviewing the potential use of Government grant for homelessness prevention.
6. Ensuring sufficient funding is available to introduce and implement sub-regional choice based lettings.
7. Ensuring there are sufficient staff resources to deliver a sub-regional choice based lettings service.
8. Ensuring the funding for Disabled Facilities Grants is continually reviewed to meet the changing emphasis on meeting the needs of disabled children

The need for resources to meet these key challenges will be considered as part of the Council's budget setting process and also in other arenas, such as PUSH and HARA, and with the Housing Corporation in order to explore ways of attracting additional funding, and of pooling resources

9. Monitoring

The Housing Strategy is reviewed annually in order to check whether it is still relevant and necessary adjustments are made. This is done by the Housing Board in consultation with stakeholders. A set of key performance indicators will be developed by the Housing Board which will monitor progress against targets and the indicators on a quarterly basis. These indicators will support the monitoring of the Sustainable Community Strategy. Progress against Local Area Agreement targets will also be monitored by the Board.

The suite of strategies and action plans are monitored over the course of their life. Progress against targets in Council Business Plans and key indicators are reported to Council Scrutiny Committees on a regular basis.

Appendix 1 Housing Strategy Action Plan

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
<p>Priority: To improve the supply of affordable homes and meet local needs.</p> <p>Key Links and Implementation Tools: Community Strategy; Corporate Priorities; Strategic Housing Business Plan; Landlord Services Business Plan; Local Plan; Local Area Agreement (LAA); Affordable Housing Supplementary Planning Document; Affordable Housing Quality Framework; PUSH Housing Strategy; Hampshire Alliance for Rural Affordable Housing (HARAH)</p>						
Increase affordable housing supply (with priority attached to the provision of social rented and family homes); including supporting the PUSH Housing Strategy.	Strategic Housing	Corporate Housing Enablement Group; Strategic Planning; Planning Control; Legal Services; Estates; Community Development; Landlord Services	Registered Social Landlords; Housing Corporation; PUSH; HARAH; Market house builders	Staff time, receipts from disposal programme; RSL and Housing Corporation funding	2008/9	2012/13 (2010/11 for LAA target)
Make best use of Council assets by redeveloping selected sites for high affordable housing and generating resources for housing from the sale of high value and expensive to maintain council homes.	Strategic Housing	Landlord Services; Community Planning; Planning Control; Estates; Legal Services	Registered Social Landlords; Housing Corporation	Staff time; existing resources	2008/9	2012/13
Ensure affordable housing contributes towards the creation of sustainable communities in Strategic Development Areas and Major Development Areas.	Strategic Housing	Strategic Planning; Planning Control; Community Development; Legal Services	Registered Social Landlords; Housing Corporation; PUSH; Market house builders	Staff time, RSL and Housing Corporation funding	2008/9	2012/13

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
Develop and implement a Rural Housing Development Action Plan to deliver new affordable homes in rural areas.	Strategic Housing	Strategic Planning; Planning Control; Community Planning; Legal	Parish Councils; Community Action Hampshire; HARAH	Existing resources; staff time; HARAH; RSL and Housing Corporation funding	2008/9	2008/9 (then to 2012/13 for delivery of new homes)
Review the opportunities for the Council to build affordable homes.	Strategic Housing/Landlord Services	Finance; Legal	PUSH	Staff time; consultancy fees	2010/11	2011/12
<p>Priority: To promote high standards in private and affordable housing, including taking action to tackle climate change, of which improving energy and water efficiency and recycling, and encouraging the use of renewable energy shall be important elements.</p> <p>Key Links and Implementation Tools: Community Strategy; Corporate Priorities; Strategic Housing Business Plan; Landlord Services Business Plan; Private Sector Housing Action Plan; Local Plan; Climate Change Plan; PUSH Housing Strategy; ; Local Area Agreement (LAA); Affordable Housing Supplementary Planning Document; Affordable Housing Quality Framework</p>						
Achieve the Decent Homes Standard for all Council stock by 2010 (and maintain thereafter).	Landlord Services		TACT	Staff time; existing resources to achieve standard; insufficient to maintain-opportunities to be explored as through the Stock Options Review	2008/9	2009/10
Carry out an Stock Options Review for Council owned homes	Landlord Services		TACT	Staff time; existing resources	2008/9	2009/10
Develop and implement a Private Sector Housing Action Plan having regard to the needs of the 6 Equality Groups	Strategic Housing		PUSH local authorities; Home Improvement Agency	Staff time; existing resources PUSH resources; other programmes (e.g. Warm Front)	2008/9	2008/9 (to 2012/13 for implementation)

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
<p>Improve home energy efficiency and tackle fuel poverty and by:</p> <p>1. Reducing the number of people receiving income based benefits living in homes with a low energy efficiency rating (LAA NI 187),</p> <p>2. Improving SAP ratings in the all housing sectors,</p> <p>3. Increasing the percentage of homes to be developed to Code for Sustainable Homes Level 3.</p>	Strategic Housing/Landlord Services	Strategic Planning; Housing Benefits; Planning Control	PUSH; RSLs; private sector landlords; market house builders; Home Improvement Agency	Staff time; PUSH resources; other programmes (e.g. Warm Front), RSL and Housing Corporation funding	2008/9	2012/13 (2010/11 for LAA target)
Monitor the progress of RSLs towards meeting the Decent Homes Standard by 2010.	Strategic Housing		RSLs; Housing Corporation	Staff time; existing resources	2008/9	2009/10
Improve the supply of accessible homes.	Strategic Housing	Strategic Planning; Landlord Services; Planning Control	RSLs; market house builders	Staff time; existing resources; RSL and Housing Corporation funding	2008/9	2009/10

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
<p>Priority: To promote independent living and provide support for vulnerable and disadvantaged households, in particular homeless households with complex needs and older persons.</p> <p>Key Links and Implementation Tools: Community Strategy; Corporate Priorities; Strategic Housing Business Plan; Landlord Services Business Plan; Local Area Agreement (LAA); Older Persons' Action Plan; Supporting People; Private Sector Housing Action Plan; Homelessness Strategy</p>						
Investigate how to better meet the needs of those with multiple and complex needs.	Strategic Housing	Landlord Services	Primary Care Trust Hampshire County Council Members; Disability Inclusive Forum; service users	Staff time	2008/9	2009/10
Develop an older persons housing action plan having regard to the needs of the 6 Equality Groups	Strategic Housing	Landlord Services; Community Planning; Community Wellbeing	Hampshire County Council; Primary Care Trust; Registered Social Landlords	Staff time	2008/9	2008/9
<p>Promote independent living:</p> <p>1. for vulnerable people (LAA NI 142)</p> <p>2. for other disadvantaged people, including those living in supported accommodation.</p> <p>In doing so take account of the needs of carers.</p>	Strategic Housing	Landlord Services	Hampshire County Council; Primary Care Trust	Staff time; Supporting People and HCC Adult Services Resources	2008/9	2012/13 (2010/11 for LAA target)
Improve accessibility of information for people with complex or particular needs (incl. providing information and support to older people to enable them to live independently LAA NI 134)	Strategic Housing	Landlord Services	Hampshire County Council; Primary Care Trust	Staff time; existing resources; Supporting People and HCC Adult Services Resources	2008/9	2010/11

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
<p>Priority: To prevent homelessness wherever possible.</p> <p>Key Links and Implementation Tools: Corporate Priorities; Strategic Housing Business Plan; PUSH Housing Strategy; Homelessness Strategy; Private Sector Housing Strategy</p>						
Develop and implement actions in the Homelessness Action Plan having regard to the needs of the 6 Equality Groups	Strategic Housing	Landlord Services	RSLs; voluntary sector	Staff time; existing resources	2008/9	2008/9 (2012/13 for implementation)
Reduce the numbers of households in temporary accommodation	Strategic Housing	Landlord Services	PUSH	Staff time; existing resources	2008/9	2009/10
<p>Priority: To ensure an adequate housing supply to support the local economy and meet local needs, including enabling affordable housing to be provided on rural exception sites.</p> <p>Key Links and Implementation Tools: Corporate Priorities; Strategic Housing Business Plan; Strategic Planning Business Plan; Local Plan; PUSH Housing Strategy Local Area Agreement (LAA); Rural Housing Action Plan; HARA H</p>						
Progress the Local Development Framework and increase both affordable housing (including exception housing on the edge of towns and villages) and overall housing supply in accordance with agreed housing targets	Strategic Planning	Strategic Housing	Registered Social Landlords; HARA H; GOSE; Registered Social Landlords' PUSH	Staff time, existing resources	2008/9	2012/13
Develop an Empty Private Sector Housing Strategy	Strategic Housing	Planning Control	RSLs, private sector owners	Staff time, existing resources	2008/9	2009/10

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
<p>Priority: To improve access to affordable housing and housing choice.</p>						
<p>Key Links and Implementation Tools: Community Strategy; Corporate Priorities; Strategic Housing Business Plan; Homelessness Strategy; Private Sector Action Plan; Choice Based Lettings; Local Plan; PUSH Housing Strategy; HARAHA; Older Person's Action Plan</p>						
Investigate how to ensure sufficient resources are available to achieve priorities	Strategic Housing/Landlord Services	Corporate Management Team	RSLs; Housing Corporation; PUSH; HARAHA	Staff time; existing resources	2008/9	2012/13
Implement the Equalities Action Plan(s) for housing strategies.	Strategic Housing	Landlord Services	RSLs; Housing Board	Staff time; existing resources	2008/9	2009/10
<p>Ensure there is a robust evidence base to inform decisions on affordable housing and other housing needs, including:</p> <p>1. Develop greater understanding of the needs of households with specific housing requirements taking account of the Equalities Impact Assessment and Action Plan, (most particularly the following groups: Mental Health, Learning Disability; Religion and Belief and Sexuality);</p> <p>2. Review monitoring arrangements of the needs of users of allocations and homelessness services, especially with regard to the 6 Equality Groups.</p>	Strategic Housing	Community Planning; Landlord Services; Strategic Planning	Housing Board Members; Primary Care Trust; Hampshire Partnership Trust; PUSH Community Action Hampshire; parish councils; Disability Inclusive Forum, service users	Staff time; existing resources (other than growth bids that may need to be submitted to undertake major pieces of research)	2008/9	20012/13 (2009/10 for investigating the needs of those with specific housing requirements)

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
Ensure housing options are communicated effectively especially with regard to the needs of the 6 Equality Groups	Strategic Housing	Landlord Services	Housing Board	Staff time, existing resources	2008/9	2009/10
Introduce Choice Base Lettings, having regard to the needs of the 6 Equality Groups	Strategic Housing	Landlord Services	Partner Local Authorities; RSLs	Staff time, existing resources	2008/9	2008/9
Work with the local planning authority to meet the needs of Gypsy & Travellers & Traveling Show People	Strategic Planning	Strategic Housing	Hampshire planning and housing authorities; Hampshire County Council	Staff time, existing resources	2008/9	2012/13
Carry out Sustainability Appraisals and Rural Proof key strategies and action plans	Strategic Housing/ Landlord Services			Staff time, existing resources	Ongoing	
<p>Priority: To facilitate community/stakeholder involvement in identifying and developing solutions to housing problems.</p> <p>Key Links and Implementation Tools: Community Strategy; Corporate Priorities; Strategic Housing Business Plan; Landlord Services Business Plan; Affordable Housing Quality Framework; Homelessness Strategy; Private Sector Housing Business Plan; Choice Based Lettings</p>						
To use the Housing Board, Housing Forum and other opportunities (including service user and stakeholder consultation) to monitor and review the suite of housing strategies.	Strategic Housing		Housing Board; TACT; stakeholders; service users	Staff time; existing resources	2008/9	2012/13

Action	Lead	WCC Support	Principle Partners	Resources	Start	Finish
Monitor household satisfaction with new affordable housing schemes.	Strategic Housing		RSLs, tenants	Staff time; existing resources	2008/9	2012/13
To develop tenant and resident involvement through delivering the Council's Tenants Compact	Landlord Services		TACT, tenants	Staff time; existing resources	2008/9	2009/10
To carry out bi-annual assessments of Council house tenant satisfaction.	Landlord Services		TACT, tenants	Staff time; existing resources (including Government grant)	2008/9	2012/13
<p>Priority: To communicate the benefits of new housing and promote a positive image of affordable housing.</p> <p>Key Links and Implementation Tools: Corporate Priorities; Strategic Housing Business Plan; Landlord Services Business Plan; Partnership and Communications Business Plan</p>						
Develop and implement communications strategies for Strategic Housing.	Strategic Housing	Landlord Services; Corporate Communications	RSLs; HARAH	Staff time; existing resources	2009/10	2009/10
Communicate the opportunities presented by low cost home ownership options	Strategic Housing	Landlord Services	RSLs	Staff time; existing resources	2008/9	2012/13

Appendix 2

Housing Strategy Glossary

Affordable Housing	Housing provided with subsidy for people who are unable to resolve their housing requirements in the local housing market because of the relationship between housing costs and incomes.
Affordability Test	Housing costs (mortgage (at a lender's standard variable rate), rent & service charge) should account for 30% or less of the median gross annual household income of residents on the Zone Agent's Register. For the purposes of this calculation 1 bed affordability will be calculated on the basis of single person households, the affordability of 2 bed dwellings or larger, on the basis of 2 person households (or larger).
Building for Life	Building for Life is a national benchmark for well designed neighbourhoods and homes that allows an assessment to be carried out of design quality. The Housing Corporation require minimum levels to be reached to make a scheme eligible for funding (www.buildingforlife.org)
Comprehensive Area Assessment	From 2009 Government led Comprehensive Area Assessments will look at the quality of public services in an area delivered by councils and their partners including the private and voluntary sectors.
Decent Homes	For Council and RSL stock – a national standard/target that aims to ensure 95% of homes must be brought up to by 2010. For the private sector – national standard/target that aims to ensure that 70% of properties in the private sector that are occupied by vulnerable households should be brought up to by 2010 (75% by 2020)
Disability	The disadvantage - or restriction of activity and opportunity - caused by a society which takes little or no account of people who have "impairments" and thus excludes them from mainstream activity. Disabled people are those people with impairments who are disabled by society. (This is usually referred to as the Social Model of disability.)
Disadvantage	Some people are 'disadvantaged' by the circumstances they find themselves in – often by a combination of social and practical factors. As a result they find it difficult to obtain services or goods on the same basis as other groups or individuals. People more likely to suffer disadvantage are often described as 'vulnerable'
Equality Impact Assessment	The methodology used to ensure the strategy meets diverse needs of local communities and in particular to assess the positive or negative impact of the strategy

	on 6 Equality Groups – Gender, Race, Age, Disability and Health, Sexuality, and Religion and Belief together with other groups such as those on low incomes. An action plan has been produced as a result of the carrying out of the exercise. The Government has defined a 5 level Equality Standard for Local Government.
Fuel Poverty	A household is said to be in fuel poverty if it needs to spend more than 10% of its income on fuel to maintain a satisfactory heating regime.
Homelessness	A person is homeless if he has no accommodation available for his occupation, in the UK or elsewhere which he has a right to occupy and it is reasonable for him to continue to occupy.
Housing Corporation	An executive agency of the Government that regulates and provides funding for affordable housing (www.housingcorp.gov.uk).
(Housing Revenue Account) HRA Business Plan	Sets out the Council's strategy for its own housing stock.
Housing Register(s)	Identify households in need who have registered with the Council - those seeking social rented housing register with the Council; those seeking intermediate homes with the Housing Corporation's Zone Agent (Swaythling Housing Society).
Impairments	Characteristics, features or attributes of an individual which are long term and may or may not be the result of disease, injury or congenital condition.
Intermediate Affordable Housing	Housing at prices or rents above those of social rent but below market prices or rents. Housing can include shared ownership/equity and intermediate rent. The requirements of the Affordability Test should be met. Low cost market housing is not considered to be affordable housing.
Key Workers	Employees who are eligible for housing assistance under the Government's key worker housing scheme or certain other employees who provide an essential public service in Winchester. Further details can be found in the Council's Key Worker Housing Strategy (www.winchester.gov.uk) and from www.HomesinHants.co.uk . Eligible employees include some NHS staff and teachers.
Lifetime Homes	The Lifetime Homes Standards provide guidance on how to develop flexible and adaptable forms of accommodation. These standards make it possible to respond to changing household circumstances cost, effectively and without upheaval (www.lifetimehomes.org.uk).
Local Development Framework	Currently being developed by the Council, this will set out the spatial strategy for the District.
Local Area Agreement (LAA)	An agreement between councils and Government aimed at improving the joined up delivery of services in relation to specifically agreed local targets (runs 2008-11).
Local Public Sector	An agreement between councils and Government

Agreement	aimed at improving the delivery of local public services by focusing on targeted outcomes with support from Government (ends 2008)
Multiple or Complex Needs	A person with 2 or more issues which may be linked including mental illness, a learning disability, a physical disability, substance misuse, unemployment, low income/benefits, ex-offenders, personality or behavioural issues.
PUSH	Partnership for South Hampshire; a partnership of councils that aims for economically led growth. Recognised as a sub-region in the South East Plan
RSL	Registered Social Landlord, most commonly a housing association.
Respect	A Home Office initiative aimed at tackling anti-social behaviour
Rural Proofing	A screening exercise that allows the analysis of strategies to ensure they take account of rural issues.
Secure by Design	Secured by Design is the UK Police flagship initiative supporting the principles of designing out crime (www.securedbydesign.com).
Social Rented Housing	Rented housing owned by RSLs, local authorities or other eligible bodies available to eligible households at target rent levels (target rents being determined through the national regime set out in the Government's <i>Guide to Social Rent Reforms 2001</i> or equivalent rental arrangements).
South East Plan	The Regional Spatial Strategy for the South East that, amongst other things sets out housing numbers to be developed in each district.
Strategic Housing Market Assessment	A study of the housing market and affordable housing needs in the District. Carried out in 2007 with 4 other Hampshire councils.
Sustainability Appraisal	A screening process for ensuring a strategy takes account of sustainable development objectives.
Sustainable Community Strategy	Creates a long-term, sustainable vision in an area and sets the agenda for priorities in the local area agreement.
Vulnerable	<p>The term vulnerable has two principle meanings in a housing context:</p> <ol style="list-style-type: none"> 1. In terms of homelessness legislation a person is 'vulnerable' if he or she is less able to fend for himself or herself than an ordinary homeless person and so will suffer injury or detriment in circumstances in which the ordinary homeless person would not. 2. In terms of decent homes in the private sector vulnerable households have been defined as those in receipt of at least one of the principal means tested or disability related benefits.
Winchester District Local Plan Review	The adopted local plan that sets out planning policies for the District.

Winchester District Strategic Partnership	A multi-agency stakeholder partnership that brings together different parts of the public sector as well as the private, business, community and voluntary sectors so that different initiatives and services support each other and work together. It is responsible for producing the Sustainable Community Strategy
Winchester Housing Board	A multi-agency stakeholder board that leads the cross-cutting housing theme for the Strategic Partnership. Membership includes Winchester City Council; Hampshire County Council; Primary Care Trust; Winchester Area Community Action; A2 (on behalf of the RSL sector); Government Office for the South East.

This glossary provides a non-technical description of some of the terms used in this document. The descriptions should not be taken as precise legal or policy definitions.

