

# County Durham Targeted Delivery Plan Process Paper

## 1. Introduction

This paper sets out the process taken to develop the evidence base to inform the identification of areas to be subject to a Targeted Delivery Plan (TDP). TDPs are identified in the Housing Strategy as a mechanism to support mixed and balanced communities. This paper provides an overview of the evidence used to inform the TDPs and detail the steps taken to formulate the evidence data base, including the areas selected for the first tranche of TDPs and rationale for selection.

## 2. Context

The County Durham Housing Strategy was subject to consultation in early 2019 and adopted by the Council's Cabinet on the 10<sup>th</sup> July 2019. It has been developed to consider housing and wider residential environment issues in the County and as one component of the wider strategy, issues relating to mixed and balanced communities. This includes issues such as: improving standards in the private rented sector; long-term empty homes; affordable housing; housing to meet the needs of older people; fuel poverty. It is also recognised these issues can accumulate to cause multiple problems in a community.

The Housing Strategy provides a strategic framework to inform actions and investment to result in positive outcomes for these issues. As part of the solution to the issues identified in the Housing Strategy, localised and Targeted Delivery Plans (TDPs) have been developed to consider a joined-up approach and address appropriate responses to the housing and environmental issues and to support the creation and maintenance of mixed and balanced communities.

Each TDP covers a localised area based on a Lower Super Output Area (LSOA). LSOAs are areas with an average population of 1600 people or 650 households.

## 3. Lower Super Output Areas in County Durham

Lower-Layer Super Output Areas (LSOAs) are a statistical geography created for the 2011 Census of England and Wales based on population, which recorded 32,844 LSOAs in England and Wales. They have been created to improve how people based, or demographic, statistics are reported and presented. The population of each LSOA ranges from around 900 to 4200 and with an average of 1600 in County Durham (as of mid-2018 ONS estimates).

The number of LSOAs in a local authority depends on the population of the area and in County Durham there are 324 LSOAs. A more rural LSOA in County Durham, for example would cover a larger geographic area but still have a similar population to an LSOA in a more built up area in the County. All the LSOA boundaries lie within the local authority boundary.

LSOA's can be aggregated up to a larger statistical geography called Middle-Layer Super Output Areas (MSOAs) which follow the same premise but for larger populations. LSOAs always fit within the MSOA boundary that they belong to, this makes the analysis of the wider and surrounding communities consistent and easier to report and present.

Using LSOA level data is the most appropriate statistical geography to use for the Targeted Delivery Plans (TDP) as it provides detail at a localised level which is consistent, whilst

identifying the issues faced within the communities. Being a fixed geography, LSOAs are particularly suitable for keeping track of statistics over time and to understand change within areas

The ability to analyse, report and present data at this scale for areas in County Durham makes it easier to identify the right types of issues and any related or cumulative issues more accurately at a localised level, that may have been missed if larger or smaller geographies were used.

Each LSOA has a unique code, the name given to each LSOA has been determined at a Local Authority Level. The code and the names allow this LSOA level data to be easily presented. The names given to LSOAs are different to the names given to Electoral Wards, whose population varies substantially across the country. Sometimes LSOA boundaries align with ward boundaries and other times they are different, so different names are needed. To avoid confusion between LSOAs and other geographical boundaries, the names are not identical. The use of different names ensure data based on other boundaries can be distinguished and to avoid confusion.

Each TDP plan will be tailored to the various identified needs of the LSOA based on an evidence base that draws together data on issues identified in the Housing Strategy.

#### **4. Evidence overview**

In developing the TDPs an evidence base relating to mixed and balanced communities has been developed. The evidence base takes account of nine indicators that relate to some of the issues identified in the Housing Strategy pertaining to mixed and balanced communities. These indicators align with the relevant issues identified in the Housing Strategy. The indicators in the evidence base can help inform TDPs and ensure that tailored and coordinated actions can be developed to address issues in specific areas. The indicators which form the evidence base are as follows:

##### **Long-term Empty Homes** - *(Source- DCC 2017)*

This refers to homes that have been empty for six months or more.

Empty homes are an inevitable part of churn in a functioning housing market. However, there is a concern when homes have been empty for a long time, as they are not contributing to meeting housing needs and they can be associated with crime and anti-social behaviour to the detriment of local residents.

Example of delivery in action - Housing regeneration projects to bring empty homes back into use including insulation improvements and streetscaping in areas such as South Moor have benefited 150 houses in the South Moor community.

##### **Median Price Paid for a House** - *(Source - Land Registry 2017)*

This indicator refers to the median house price within an LSOA. Low house prices can be indicative of low demand in an area which can be related to, or signify other issues, such as empty homes, poor housing stock or wider environmental areas that impact the community.

##### **Fuel Poverty** - *(Source- Department for Business, Energy, and Industrial Strategy 2017)*

Fuel poverty is measured using Low Income High Cost calculations.

A household is considered to be fuel poor if it has higher than typical energy costs to provide an indoor environment that does not adversely affect their health and wellbeing, and would

as a result be left with a disposable income below the poverty line if it spent the required money to meet those costs.

It captures the fact that fuel poverty is distinct from general poverty: not all poor households are fuel poor, and some households would not normally be considered poor but could be pushed into fuel poverty if they have high energy costs.

Fuel poverty is therefore an overlapping problem of households having a low income and facing high energy costs. Fuel poverty has also been identified as key risk area in health, leading in part to over 20,000 excess winter deaths each year.

Example of delivery in action - The Council's award-winning Warm Homes Campaign coordinates delivery of the County Durham Affordable Warmth Strategy and Action Plan by raising awareness, uptake and delivery of all local and national energy efficiency and fuel poverty programs to residents in County Durham. The Council's Managing Money Better Service provides free and impartial advice to save money on energy bills and to keep residents homes warm.

### **Solid Walls** – (*Source - DCC*)

This indicator sets out LSOAs with the highest proportion of households with solid walls. Housing with solid walls let twice as much energy escape than housing with cavity walls. Solid walls are also more difficult to insulate as they do not contain the cavities within the walls to insulate. This means that housing with solid walls are more expensive to heat if they are not insulated. Solid walls could therefore be a cause fuel poverty.

Example of delivery in action - Energy efficiency and regeneration programmes have benefitted areas such as Craghead Stanley; 154 properties were improved via external brick render insulation systems and group repair. This regeneration encouraged a private housing development on the derelict school site and house prices in the improved streets from £30,000 to £60,000.

### **Average Household Income** - (*Source - IMD 2019*)

The Income Deprivation Domain measures the proportion of the population experiencing deprivation relating to low income. The definition of low income used includes both those people that are out-of-work, and those that are in work but who have low earnings (and who satisfy the respective means tests).

Income deprivation impacts on the affordability of living, including acquiring or continuing to live in suitable housing products, fuel poverty, other costs of living and, potentially, the quality of housing stock one has access to.

The Council's Housing Solutions team report that the main reason for people presenting to them as homelessness or being at threat of being homes is due to the end of private rent assured shorthold tenancy, which includes rental arrears, with the majority being single households.

Example of delivery in action- A Poverty Action Steering Group was established in 2013 with an action plan to address poverty in County Durham. The Council's Housing Solutions team continue to work closely with housing providers across County Durham to understand the welfare changes and the potential impact and to coordinate a joined-up approach. Action includes assistance to clients in financial difficulties and struggling to meet rent repayments;

review of Council's Finance Assistance Policy; review existing performance information regarding rent arrears, housing demand and empty properties.

### **Children in low income families** – (Source - IMD 2019)

This indicator represents households where there are children under 16, who are in receipt of Child Tax Credit whose reported household income is less than 60% of the median income, or in receipt of either Income Support or Income-Based Jobseekers Allowance.

There are increasing pressures on low income families following welfare reforms mentioned above. This indicator could flag issues for families such as affordability of suitable housing products, living in overcrowded homes, issues regarding fuel poverty and wider costs of living, and health and wellbeing issues as a crosscutting consideration.

Example of delivery in action- As part of Poverty Action Steering Group action plan a key theme is a focus on child poverty with the goal to ensure poverty does not prevent young people reach their potential. Actions include engagement with existing forums and organisations to understand the impact of child poverty; early years interventions; resource initiatives aimed at preventing poverty and supporting children affected by utilising the pupil premium funding within schools.

### **Employment** – (Source - IMD 2019)

This indicator measures the number of working age people who are involuntarily excluded from the labour market and in receipt of unemployment and worklessness related benefits including Jobseekers Allowance, Employment and Support Allowance, Incapacity Benefit, Severe Disablement Allowance and Carer's Allowance.

Exclusion from the labour market, and so an increased reliance on the welfare system, can determine limited and low income. This can impact on the accessibility to and affordability of housing products, utilities and the cost of living.

Precarious employment and so periods where one is excluded from the labour market can also impact ability to maintain housing as incomes changes. This includes through interaction with the reformed welfare system where weekly or monthly income is subject to change. Vulnerability to homelessness as well as quality of housing product could also be issues.

Example of delivery in action - The Council's economic development team continue to work closely with internal teams, partners, and existing organisations to understand and address wider barriers to unemployment and impact of unemployment.

### **Crime** - (Source - IMD 2019)

The Crime indicator measures the risk of personal and material victimisation at local level.

Crime can cause wider housing and environmental concerns and be indicative of wider issues in a locality. In some cases, areas that have become 'unbalanced' through issues such as poor housing stock quality, empty homes, can be associated with higher levels of crime and environmental decline. People will be less willing to live in these areas and so a cycle of decline can continue.

Example of delivery in action- The Council works in partnership with Durham Constabulary, and Neighbourhood Officers to understand and address crime and differing types of crime in areas and communities across the County.

## **Health – (Source - IMD 2019)**

This indicator measures premature death and the impairment of quality of life from poor physical and/or mental health. It also considers underlying indicators measuring years of potential life lost, comparative illness and disability ratio, acute morbidity and mood and anxiety disorders. Health is a cross cutting theme of our Housing Strategy because we know that the homes and the places in which people live is a key determinant of their overall health and wellbeing - impacting their risk of illnesses, quality of life and access to appropriate support services.

The relationship between poor environment (deprived neighbourhoods) and risk of ill health is well known. Poor physical housing conditions (including homelessness and temporary accommodation) contribute to health risks – both physical and mental.

The Marmot Review 2020 further supports the view that stable housing positively impacts on health and wellbeing of residents as does wider environmental and neighbourhood determinants. This should enable housing policy to play a strengthened and more visible role in tackling health inequality within local communities.

Example of delivery in action - The Housing Strategy and action plan have undergone a Health Impact Assessment and further assessment through a Wellbeing Approach toolkit. As a result of this process, areas for development were identified as well as positive work already underway. This includes the Making Every Contact Count (MECC) approach to support workforce connectivity with the health and wellbeing agenda. Through continued joint working with the Health and Wellbeing Group, Housing Support Group and Public Health England, the Housing Strategy can deliver the Health and Wellbeing aspect of the strategy and Action Plan.

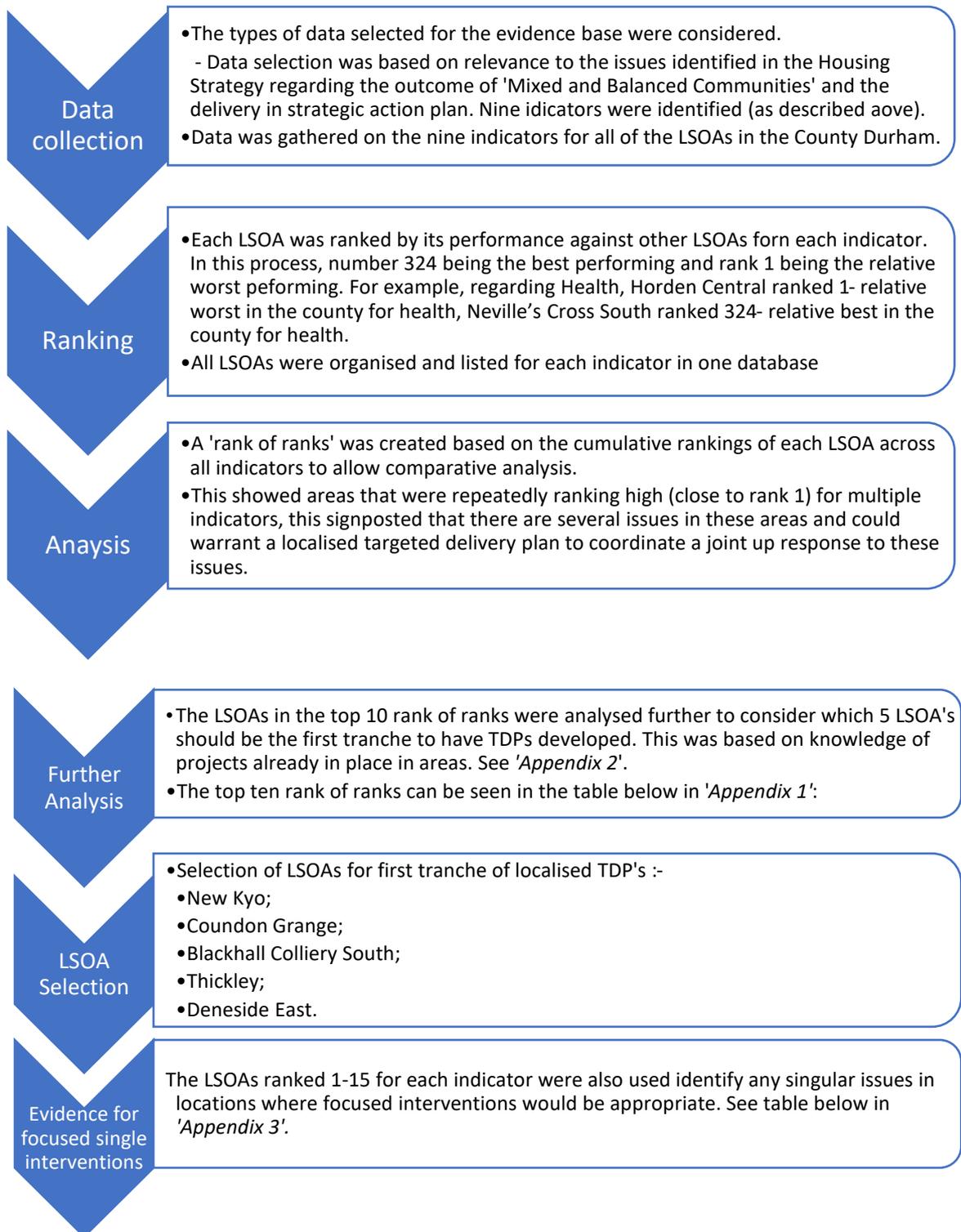
### **5. Data collection and process**

The data on these nine indicators have been collected and compiled for the 324 LSOAs in the County. This dataset provides an evidence base to identify those areas which are relatively poor against each of the nine indicators. Furthermore, by undertaking a cumulative ranking across the issues, the evidence base provides an understanding of which LSOAs are associated with and perform relatively poorly across multiple issues.

This process has enabled the Council to prioritise interventions in those areas most in need of intervention. The evidence base also serves to identify the issues faced in individual communities. This enables TDPs to be tailored to address identified issues and include a range of actions specific to the issues identified in each LSOA.

An overview of the process of developing the evidence base has been set out below. This sets the approach to bringing together the data sets to identify the LSOA areas to be subject to the first tranche of TDPs.

## Process in developing evidence data base for the TDP



## 6. Future Review

Data will be subject to appropriate updates and will inform future iterations of the cumulative ranking process and future rounds of TDPs. As noted in the process chart above, there is an

opportunity to both address areas with cumulative issues and singular issues in future rounds of TDPs.

## **7. Conclusion**

This paper has provided an overview of the process of developing the evidence base to inform the areas to be subject to a TDP. The paper provides an overview of the LSOA geography used and at which data is presented and the specific data which has been identified to understand issues in localities. The paper sets out the approach to bringing the data together into a cumulative ranking in order to target those locations across the County most in need. It is this evidence base which has informed areas to be subject to the first round of TDPs. Given the intention is to expand the TDP programme, information is provided on the future review of data. The data set, including any future updates, would inform future TDPs to address cumulative or singular issues.

### **Appendix 1: Output of cumulative ranking process**

<b>1</b>	Horden Central*
<b>2</b>	Easington Colliery North*
<b>3</b>	Ferryhill Dene Bank North*
<b>4</b>	Horden East*
<b>5</b>	New Kyo
<b>6</b>	Coundon Grange
<b>7</b>	Blackhall Colliery South
<b>8</b>	Thickley
<b>9</b>	Deneside East
<b>10</b>	Stanley Hall West

\* These LSOAs are not to be subject to a TDP. See Appendix 2 for background and reasoning.

## **Appendix 2: Reason for not selecting the LSOAs in the rank of ranks to be subject to a TDP-**

The cumulative ranking process identified LSOAs that were repeatedly ranking high across multiple indicators (Appendix 1). As well as considering the data, consideration was given to past or ongoing regeneration-based activity in the top ten ranking LSOAs. This was considered important to understand whether a TDP would be of benefit to a locality, having regard to ongoing programmes or existing masterplans being in place.

It was noted that there were some LSOAs that ranked highly but have ongoing regeneration activity, or already have a masterplan in place. It was determined that these LSOAs, would not be included in this first tranche of TDPs. This was to avoid an overlap of service delivery, the risk of identifying additional actions in an area that may not complimentary to work already underway in that location or creating any confusion with existing masterplan approaches. The LSOAs that have not been selected will still be considered for future rounds of TDPs.

The specific reasons for not including the first four ranking LSOAs are outlined below.

**Horden Central and Horden East-** The Horden masterplan has been adopted, which provides a range of long-term actions for the area. It will be used to make bids for central government funding to deliver improvements in housing and the environment within the 'numbered streets' area.

**Easington Colliery North-** A consultation on the Easington Colliery School site in Easington Colliery North has recently taken place. The Council has taken onboard suggestions and feedback from the community regarding proposals for the site and will submit planned next steps for action in this area soon.

**Ferryhill Dean Bank North-** Activity is already underway to regenerate the Dean Bank area, which also involves controlled demolition.

### **Appendix 3: Table of LSOA ranks by Indicators**

<b>Empty Homes</b>	<b>Fuel poverty</b>	<b>solid walls</b>	<b>Average Income</b>	<b>Children in low income Families</b>	<b>Employment</b>	<b>Crime</b>	<b>Health</b>
St Johns Chapel	Crossgate Moor North	Cockfield	Woodhouse Close Central	Eden Hill North	Easington Colliery North	Sunnydale	Horden Central
Easington Colliery North	Old Elvet & Whinney Hill	Horden Central	Eden Hill North	Woodhouse Close Central	Horden Central	Eldon	Eden Hill South
Ferryhill Dean Bank North	Easington Colliery North	Blackhall Colliery North	Shildon East	Coundon Grange	Woodhouse Close Central	Ferryhill Dean Bank North	Woodhouse Close Central
Romaldkirk	Ferryhill Dean Bank North	Blackhall Colliery South	Eden Hill Central	Eden Hill Central	Eden Hill North	Station Town	Horden East
The Sands and St Bede	Crossgate Moor South	Easington Colliery North	Deneside North	Horden Central	Ferryhill Dean Bank North	Eden Hill Central	Eden Hill North
Middleton in Teesdale	Houghall and Mount Joy	Castle Eden	Chester Central 1	Deneside North	Blackhall Colliery South	Easington Colliery North	Deneside East
Coundon Grange	Middleton in Teesdale	Blackhall Rocks North	Crook East	Ferryhill Dean Bank North	Shildon East	Grange Villa	Dene House Central
Horden Central	South Moor Central	South Hetton East	Willington Central	Willington Central	Deneside North (8)	Bishop Auckland Town	Henknowle Central
Houghall and Mount Joy	Woodhouse Close Central	Seaham Harbour Central 1	Ferryhill Dean Bank North	Horden East	Deneside East (8)	New Kyo	Deneside North
Eggleston & Cotherstone	Dawdon North 2	Dawdon North 2	Sunnybrow (10)	Eden Hill South	Horden East	Horden Central	Passfield East
Crossgate Moor North	Coundon Grange	Middleton in Teesdale	Easington Colliery North (10)	Easington Colliery North	Eden Hill Central	Coundon Grange	Crook East
Tudhoe Grange South	Eden Hill North	Haswell	Horden Central	Crook East	Crook East	Eden Hill South	Shildon East
Tow Law Central	Toronto	Easington Colliery Central	Sherburn Road	Chester Central 1	Eden Hill South	Shotton Colliery Central	Shotton Colliery Central
Frosterly	Chester Central 1	Dene House West	Coundon Grange	Shildon East	Coundon North	Ferryhill Dean Bank South	Willington Central
Wolsingham Rural	Barningham & Greta	Stanley Hall West	Eden Hill South	Sunnybrow	Dene House Central	Shildon East	Eden Hill Central (15)