



**FAREHAM** BOROUGH  
COUNCIL

[www.fareham.gov.uk](http://www.fareham.gov.uk)



**Private Sector House Condition Survey 2009**  
**April 2010**

**FINAL REPORT**

**Fareham Borough Council**  
*Working in partnership with*



## Contents

<b>Executive Summary .....</b>	<b>5</b>
Introduction .....	5
General survey characteristics .....	5
Decent Homes Standard.....	6
Cost implications for repair and improvement .....	7
Category 1 hazards .....	7
Energy Efficiency.....	8
What of the future? .....	8
<b>1   Introduction .....</b>	<b>9</b>
1.1   Purpose of the survey .....	9
1.2   Nature of the survey .....	9
1.3   Central Government Guidance on house condition surveys.....	10
1.4   Comparative statistics .....	10
1.5   Statistical Variance and Standard Deviation .....	10
1.6   Presentation of figures .....	11
<b>2   Profile of the private sector housing stock .....</b>	<b>12</b>
2.1   Size of the dwelling stock .....	12
2.2   Age of the dwelling stock .....	12
2.3   Dwelling type profile .....	13
2.4   Tenure .....	13
2.5   Tenure and age comparisons.....	14
2.6   Dwelling Use and Houses in Multiple Occupation .....	14
2.7   Vacant dwellings.....	15
<b>3   Profile of Residents .....</b>	<b>17</b>
3.1   Introduction.....	17
3.2   Age Profile .....	17
3.3   Household types .....	18
3.4   Length of residence.....	18
3.5   Income.....	19
3.6   Income and age of head of household .....	20
3.7   Income and household type .....	21
3.8   Income and residents with disabilities .....	22
3.9   Benefit receipt.....	22
3.10   Value of dwellings and equity .....	23
3.11   Residents with disabilities .....	23
3.12   Adaptations.....	25
3.13   Ethnic origin.....	27
3.14   Overcrowding .....	28
<b>4   The Decent Homes Standard .....</b>	<b>30</b>
4.1   Introduction.....	30
4.2   Change of emphasis and the Housing Act 2004 .....	31

4.3 The meaning of non decency .....	31
4.4 Overall level of non decency.....	32
4.5 Numbers of failures per dwelling.....	33
4.6 Non decency by general characteristics .....	33
4.7 Cost to Remedy.....	35
4.8 Age of Head of Household and non decency .....	36
4.9 Household income and non decency .....	37
4.10 Private sector vulnerable occupier base-line .....	38
<b>5 Meeting the Decent Homes Standard – The Statutory Minimum Standard for Housing (Category 1 Hazards) .....</b>	<b>39</b>
5.1 Requirement to remedy poor housing.....	39
5.2 Definition of Hazards under the HHSRS and Category level ..	39
5.3 Overall dwelling conditions.....	40
5.4 Reasons for Category 1 Hazards .....	41
5.5 Severity of Category 1 Hazards .....	41
5.6 Category 1 Hazards by general characteristics.....	41
5.7 Category 1 hazards by social characteristics.....	44
5.8 Cost of works to dwellings with a Category 1 Hazards .....	44
5.9 Category 2 hazards in bands D and E .....	45
<b>6 Meeting the Decent Homes Standard –Reasonable State of Repair.....</b>	<b>48</b>
6.1 Introduction .....	48
6.2 Disrepair and general characteristics .....	49
6.3 Disrepair by social characteristics .....	50
<b>7 Meeting the Decent Homes Standard –Modern Facilities .....</b>	<b>51</b>
7.1 Introduction .....	51
7.2 Key amenities bathrooms and kitchens.....	51
<b>8 Meeting the Decent Homes Standard –Thermal Comfort .....</b>	<b>53</b>
8.1 Thermal comfort failures.....	53
8.2 Thermal comfort and excess cold.....	53
8.3 Thermal comfort failures by general characteristics .....	54
<b>9 Energy Performance.....</b>	<b>56</b>
9.1 Energy performance and SAP ratings .....	56
9.2 Distribution of SAP ratings .....	56
9.3 SAP improvement since 2004 .....	57
9.4 SAP by general characteristics.....	59
9.5 Carbon Dioxide emissions .....	60
9.6 SAP and National Indicator 187 .....	63
9.7 Energy efficiency improvement.....	64
9.8 The cost and extent of improvement .....	64
9.9 Future improvement .....	65
9.10 Tackling fuel poverty .....	66
9.11 Beyond fuel poverty .....	67
9.12 Energy efficiency works to all other dwellings .....	67
<b>10 Summary and Recommendations .....</b>	<b>69</b>

10.1	Overall character of the housing stock and residents .....	69
10.2	Overall condition of the housing stock .....	69
10.3	An aging population and the needs of the disabled .....	70
10.4	Context for improving energy efficiency .....	70
10.5	Reducing Carbon Emissions and energy consumption .....	72
10.6	Recommendations .....	73
<b>Appendix A</b>	<b>- Index of tables and figures .....</b>	<b>74</b>
<b>Appendix B</b>	<b>- Methodology .....</b>	<b>76</b>
<b>Appendix C</b>	<b>- Survey Sampling .....</b>	<b>78</b>
	Sample Design.....	78
	Stock total.....	78
	Weighting the data .....	78
	Dealing with non-response .....	79
	Sampling error.....	79
	Very small samples and zero results .....	80
<b>Appendix D</b>	<b>- Legislative Requirements .....</b>	<b>81</b>
<b>Appendix E</b>	<b>- Definition of a Non Decent Home .....</b>	<b>83</b>
	Measure of a decent home.....	83
	Applying the standard .....	83
<b>Appendix F</b>	<b>- Additional amenities .....</b>	<b>87</b>
<b>Appendix G</b>	<b>- Energy Efficiency Legislation .....</b>	<b>88</b>
	The Home Energy Conservation Act 1995 .....	88
	National Indicator 186 (NI186) .....	89
	National Indicator 187 (NI187) .....	90
	Carbon Emissions Reduction Target (CERT) .....	91
	Community Energy Savings Programme (CESP) .....	92

## Executive Summary

### Introduction

Private Sector House Condition Surveys (HCS) are conducted on a regular basis by local authorities as a means of maintaining a detailed picture of housing conditions in the private sector (owner occupied and privately rented homes). Such a picture forms a useful evidence base on which to build strategies and inform investment decisions, and feed into statistical returns and other internal reports. The information is also useful in presenting the potential obligations on an authority in relation to current housing legislation:

- Section 3 Housing Act 2004
- Regulatory Reform Order (RRO)

The survey was a sample survey of 700 dwellings, covering all private sector tenures excluding registered social landlord (RSL) or housing association properties. A sample of 1,400 was drawn with final total of 699 full surveys being undertaken.

In order to place the findings in context, comparisons are made to the English House Condition Survey (EHCS) 2007 and the Survey of English Housing 2007-2008, both of which are published by Communities and Local Government (CLG). Some comparative data is drawn from the Family Resources Survey 2007-2008 which is published by the Department for Works and Pensions (DWP).

### General survey characteristics

The following list gives some of the key features of Fareham's housing stock and population compared with national averages:

- A much higher proportion of the housing stock was built post war than nationally (82.2% compared with 57.3%). A much lower proportion of the stock were built before 1919 than nationally (4.8% compared with 24.6%).
- The tenure profile is significantly different from the national profile with a much higher proportion of owner occupation (87% compared with 70%) and much lower levels of both privately rented accommodation (5% and 12%) and social housing (8% compared with 18%). The tenure profile does have significant implications for access to affordable housing.
- The stock has much higher proportions of bungalows and detached houses with lower proportions of all other dwelling types.
- There are substantially more older households (head of household aged over 60 years) which does have implications for private sector

housing policy due to the potentially greater need for support typically associated with older households.

- The figures for length of residence suggest a similar turnover in the housing stock.
- Overall average incomes are below those reported for England.
- The proportion of households with an income of less than £15,000 is 24.5% compared to 25.1% nationally with some implications for repair and improvement in the private sector dwelling stock.
- Benefit receipt at 26% is significantly above the national average of 17%.

The table shows a summary of key findings from the House Condition Survey:

<b>Characteristic</b>	<b>Owner occupied</b>	<b>Privately rented</b>	<b>All private sector stock</b>	<b>England</b>
Dwellings	41,170	2,240	43,410	
<i>Per cent of stock<sup>1</sup></i>	<i>87%</i>	<i>5%</i>	<i>92%</i>	
Non decent	7,800	550	8,350	
<i>Rate</i>	<i>18.9%</i>	<i>24.5%</i>	<i>19.2%</i>	<i>35.8%</i>
Vulnerable in decent homes <sup>2</sup>	8,040	700	8,740	
<i>Rate</i>	<i>77.4%</i>	<i>76.9%</i>	<i>77.3%</i>	<i>61.0%</i>
Category 1 hazard	4,490	310	4,800	
<i>Rate</i>	<i>10.9%</i>	<i>13.9%</i>	<i>11.1%</i>	<i>23.2%</i>
In Fuel Poverty	3,770	90	3,860	
<i>Rate</i>	<i>9.1%</i>	<i>4.1%</i>	<i>8.9%</i>	<i>13.2%</i>
Mean SAP <sup>3</sup>	57	57	57	48
Residents over 65	15,720	170	15,890	
<i>Rate<sup>4</sup></i>	<i>38.2%</i>	<i>7.6%</i>	<i>36.6%</i>	<i>24.4%</i>
Households in receipt of benefit	10,390	910	11,300	
<i>Rate<sup>4</sup></i>	<i>25.2%</i>	<i>40.6%</i>	<i>26.0%</i>	<i>17.0%</i>

1. Percentages given as a proportion of total housing stock, the remaining 8% is all social housing, which was not surveyed as part of this study  
 2. Refers to households in receipt of an income or disability benefit, as defined under former Public Service Agreement 7 objectives  
 3. SAP is the government's Standard Assessment Procedure for rating energy efficiency on a scale of 1 (poor) to 100 (excellent)  
 4. As a percentage of occupied dwellings, not all dwellings

### **Decent Homes Standard**

It is Government policy that everyone should have the opportunity of living in a "decent home". The Decent Homes Standard contains four broad criteria that a property should:

A - be above the legal minimum standard for housing, and

- B - be in a reasonable state of repair, and
- C - have reasonably modern facilities (such as kitchens and bathrooms) and services, and
- D - provide a reasonable degree of thermal comfort (effective insulation and efficient heating).

All of these criteria are described in more detail in their own individual chapters in the main report.

### **Cost implications for repair and improvement**

The cost to make dwellings decent in the private sector provides an idea of the cost of bringing dwellings up to a good standard. The costs are the total sum that would be needed for remedial and improvement work, regardless of the source of funding. They take no account of longer term maintenance, which would be in addition to these costs.

<b>Reason</b>	<b>Total Cost (£ million)</b>	<b>Cost per dwelling (£)</b>
Category 1 Hazard	£24.1	£5,000
Repair	£6.3	£4,500
Amenities	£2.1	£9,500
Thermal comfort	£6.0	£1,400
<b>Total</b>	<b>£38.4</b>	<b>£4,600</b>

### **Category 1 hazards**

One of the most significant changes under the Housing Act 2004 was a change in the minimum standard for housing. The fitness standard was removed and replaced by the Housing Health and Safety Rating System (HHSRS). The Housing Health and Safety Rating System (HHSRS) is a prescribed method of assessing individual hazards, rather than a general standard to give a judgment of fit or unfit. The HHSRS is evidence based – national statistics on the health impacts of hazards encountered in the home are used as a basis for assessing individual hazards.

The HHSRS system deals with a much broader range of issues than the previous fitness standard. It covers a total of 29 hazards in four main groups described in more detail in the main report:

- Primary hazard failures in Fareham are excess cold, falling on stairs etc and falling on level surfaces.
- Category 1 hazards are strongly associated with older dwellings and dwellings occupied by heads of household over 65 years, households with an annual income of less than £10,000, households in receipt of a benefit and households with a disabled occupant.
- Proportionately, Category 1 hazards are more strongly associated with the privately rented sector.

## **Energy Efficiency**

Energy efficiency is a key consideration in private sector housing and the following illustrates some of the issues:

- Fuel poverty at 8.9% is lower than that the rate found in England at 13.2%. The cost to remedy the 3,770 owner occupied dwellings in fuel poverty (i.e. spending more than 10% of income on heating) is £5.1 million.
- The mean SAP (energy rating on a scale of 0 (poor) to 100 (good)) is 57 in Fareham, which is substantially higher than that found nationally in private sector properties (48).
- The least energy efficient dwellings are older dwellings (pre 1919); and converted flats (although these only represent 1.0% of the total private sector housing stock). There is no difference in the mean SAP ratings for the owner occupied and privately rented sectors.
- Improving energy efficiency will contribute towards a range of Fareham's corporate priorities and indeed contribute to a wide range of issues e.g. reduced carbon emissions, tackling fuel poverty, elimination of Cat 1 hazards, improved health and well being – warmer, better homes
- The level of excess cold hazards is an issue given the numbers of older residents in Fareham and the potential link with cold related illnesses

## **What of the future?**

The replacement of Best Value Performance Indicators with Public Service Agreements (PSAs), introduced flexible target setting from the list of 188 PSAs. The most relevant to the condition of private sector housing are:

- PSA17 Tackle poverty and promote greater independence and well-being in later life;
- PSA20 Increase long term housing supply and affordability;
- NI 186 Per Capita CO<sub>2</sub> emissions
- NI 187 Fuel Poverty

The national housing agenda is changing priorities, and moving away from dwelling condition toward:

- provision of sufficient affordable housing for all
- the health, safety and well being of occupiers
- reduction in carbon emissions through improved energy efficiency

## 1 Introduction

### 1.1 Purpose of the survey

- 1.1.1 Private Sector House Condition Surveys (HCS) are conducted on a regular basis by local authorities as a means of maintaining a detailed picture of housing conditions in the private sector. Such a picture forms a useful evidence base that can feed into statistical returns and other internal reports. The information is also useful in presenting the potential obligations on the authority in relation to current housing legislation, outlined in more detail in Appendix D.
- 1.1.2 In 2009 Fareham Borough Council commissioned a comprehensive House Condition Survey to address this legal requirement, and also to inform the housing strategy and other housing policies. The survey work in Fareham was conducted in the later part of 2009.
- 1.1.3 In addition to the mandatory duties outlined in Appendix D there are a number of non-mandatory powers available to the Authority under the Housing Act 2004. These include: taking the most satisfactory course of action in relation to category 2 hazards under the HHSRS (hazard categories are defined in chapter 5 of this report); additional licensing of HMOs that do not fall under the definition for mandatory licensing and serving of overcrowding notices. Part 3 of the Housing Act 2004, provides for selective licensing of other private rented sector accommodation subject to certain conditions being met.
- 1.1.4 This report will provide much of the evidence base, recommended under the ODPM guidance 05/2003, for the Authority's private sector renewal strategy. In addition, information in the report is likely to prove useful as a source for a wide variety of private sector housing issues.

### 1.2 Nature of the survey

- 1.2.1 The survey was a sample survey of a nominal 700 dwellings and covered all private sector tenures. The survey was based on a stratified random sample of addresses in Fareham, in order to gain a representative picture across the Borough. A sample of 1,400 was drawn with, in practice, 699 surveys being undertaken in total.
- 1.2.2 The sample was drawn using the Building Research Establishment (BRE) stock modelling data. This allocates properties into four bands (strata), based on the projection of vulnerably occupied non decent dwellings. This form of stratification concentrates the surveys in areas with the poorest housing conditions and allows more detailed analysis. This procedure does not introduce any bias to the survey as results are weighted proportionally to take account of the over-sampling.

- 1.2.3 The models were based on information drawn from the Office of National Statistics Census data, the Land Registry, the English House Condition Survey and other sources. It is this data that was used to predict dwelling condition and identify the 'hot-spots' to be oversampled.
- 1.2.4 Each of the 699 surveys conducted contained information on the following areas: General characteristics of the dwelling; condition of the internal and external fabric; provision of amenities; compliance with housing health and safety; age and type of elements; energy efficiency measures; compliance with the Decent Homes Standard and socio-economic information about the household (where occupied).

### **1.3 Central Government Guidance on house condition surveys**

- 1.3.1 The 1993 Department of the Environment Local House Condition Survey Guidance Manual sets out a methodology that includes a detailed survey form in a modular format, and a step-by-step guide to survey implementation.
- 1.3.2 The 1993 guidance was updated in 2000 and under the new guidance local authorities are encouraged to make full use of the data gathered from house condition surveys in conjunction with data from other sources. Also included is guidance on the Housing Health and Safety Rating System. The 2008 Fareham Borough Council HCS followed the ODPM 2000 guidance.
- 1.3.3 The Comprehensive Local Authority Stock Survey Information Collation (CLASSIC) software system (a CPC package) was used to analyse the results of the survey and to produce the outputs required from the data to write this report.

### **1.4 Comparative statistics**

- 1.4.1 Comparisons to the position for all England were drawn from the 2007 English House Condition Survey (EHCS) and the Survey of English Housing 2007-2008, both published by Communities and Local Government (CLG) and available as a download document from their website. Additionally, some comparisons were made with the Family Resources Survey published by the Department for Works and Pensions (DWP).

### **1.5 Statistical Variance and Standard Deviation**

- 1.5.1 By definition, sample surveys are seeking to give an accurate representation of a larger number of dwellings than those surveyed. The total to be represented is referred to in statistical terms as the 'population', and in the case of this survey the population was all private sector dwellings in Fareham. Because any figure from a survey are based on a sample, it will be subject to some degree of variation.

This statistical variance can be expressed in terms of 'confidence limits' and 'standard deviation'.

- 1.5.2 Standard deviation is the amount by which a given figure may be inaccurate either above or below its stated level. Confidence limits state that if the entire survey process were repeated, out of how many of these repetitions would there be confidence in staying within the variation. Traditionally, and in the case of this report, 95% confidence limits have been used, which state that if the survey were carried out 100 times, in 95 cases the standard deviation would be a given amount.
- 1.5.3 It should be borne in mind, therefore, that the figures in this report are estimates, and it is for this reason that figures are rounded, as described below. More detail on the calculation of standard deviation is given in the appendices.

## **1.6 Presentation of figures**

- 1.6.1 Due to the nature of statistical variation, as outlined above, it is not necessary to quote each individual figure to the nearest dwelling, as this implies a spurious level of accuracy. As with the English House Condition Survey (EHCS), figures in this report are either quoted to the nearest 100 dwellings or 10 dwellings, dependent upon the size of any given figure. Percentages within the report are only quoted to 1 decimal place for the same reason.

## 2 Profile of the private sector housing stock

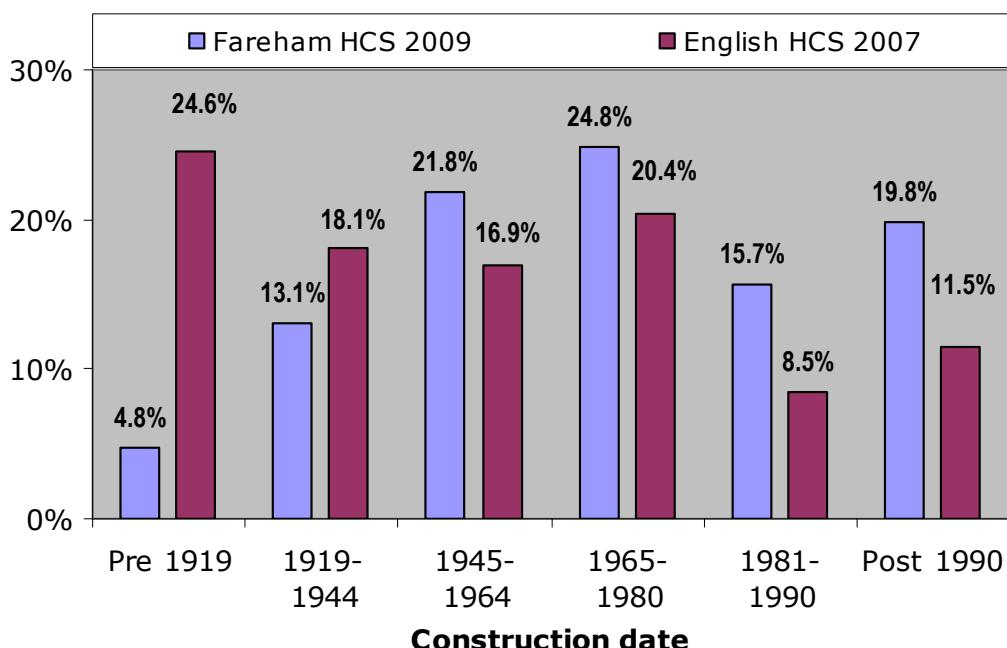
### 2.1 Size of the dwelling stock

2.1.1 At the time of the survey there were an estimated 43,410 private sector dwellings in Fareham. The 43,410 total for the stock was the estimated private sector stock total, provided by Fareham Borough Council and based on Council Tax Records. Individual weights were created for each dwelling surveyed, in accordance with the stratified sampling regime, such that each survey would represent a specific number of dwellings within Fareham. Details of the sample stratification and weighting method are given in the Appendices.

### 2.2 Age of the dwelling stock

2.2.1 The age profile of the 43,410 owner occupied and privately rented stock in Fareham was different to the national average with very substantially lower levels of dwellings built pre-1919 (4.8% compared with 24.6%) and higher proportions built post war (82.1% compared with 57.3%). The difference is particularly pronounced in the 1981 - 1990 age band (15.7% compared with 8.5% nationally).

**Figure 2.1 Dwelling age profile England and Fareham**



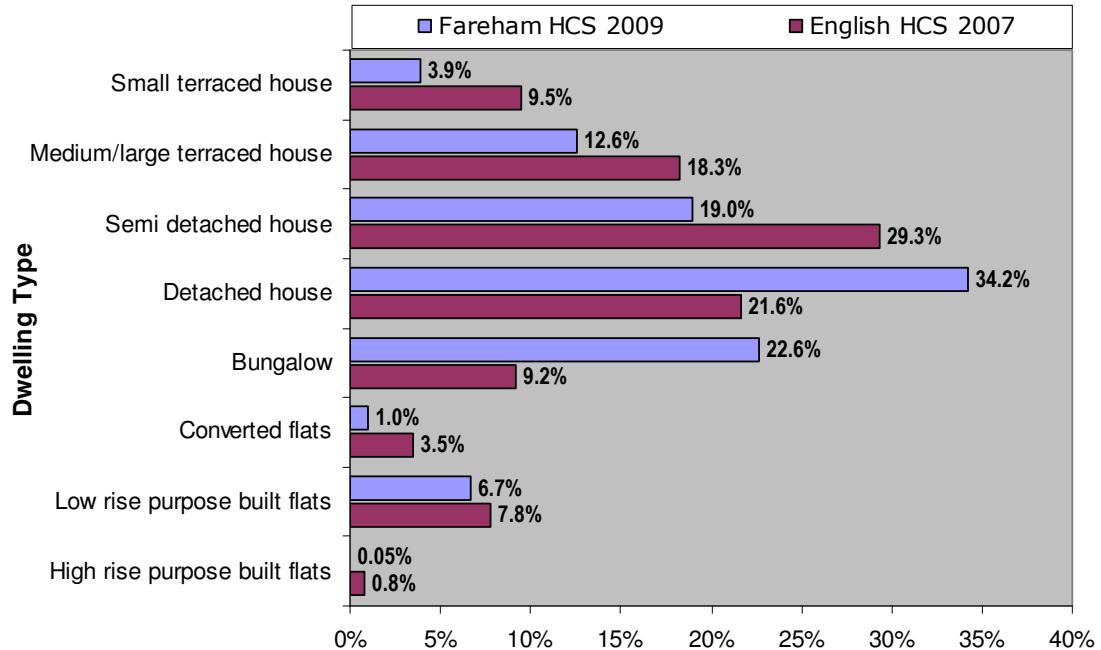
Source: 2009 House Condition Survey & EHCS 2007

\*For notes on statistical variance & small sample sizes see appendix C

## 2.3 Dwelling type profile

2.3.1 The building type profile in Fareham again differed from the national pattern with much higher proportions of detached houses and particularly bungalows. All other dwelling types had lower proportions, substantially so in the case of flats, with only one block of high rise purpose built flats (6 or more storeys) existing in the borough.

**Figure 2.2 Dwelling type profile Fareham and England**



Source: 2009 House Condition Survey & EHCS 2007

\*For notes on statistical variance & small sample sizes see appendix C

## 2.4 Tenure

2.4.1 Table 2.1 draws tenure comparisons between the stock profile for Fareham and that for England as a whole.

**Table 2.1 Tenure proportions**

Tenure	Dwellings	Percent	EHCS 2007
Owner occupied	41,170	87%	70%
Privately Rented	2,240	5%	12%
<b>Private Sector Stock</b>	<b>43,410</b>	<b>92%</b>	<b>82%</b>
Housing Association (RSL)	1,250	3%	9%
Local Authority	2,380	5%	9%
<b>Social Housing</b>	<b>3,630</b>	<b>8%</b>	<b>18%</b>
<b>All Tenures</b>	<b>47,040</b>	<b>100%</b>	<b>100%</b>

Source: 2009 House Condition Survey & EHCS 2007

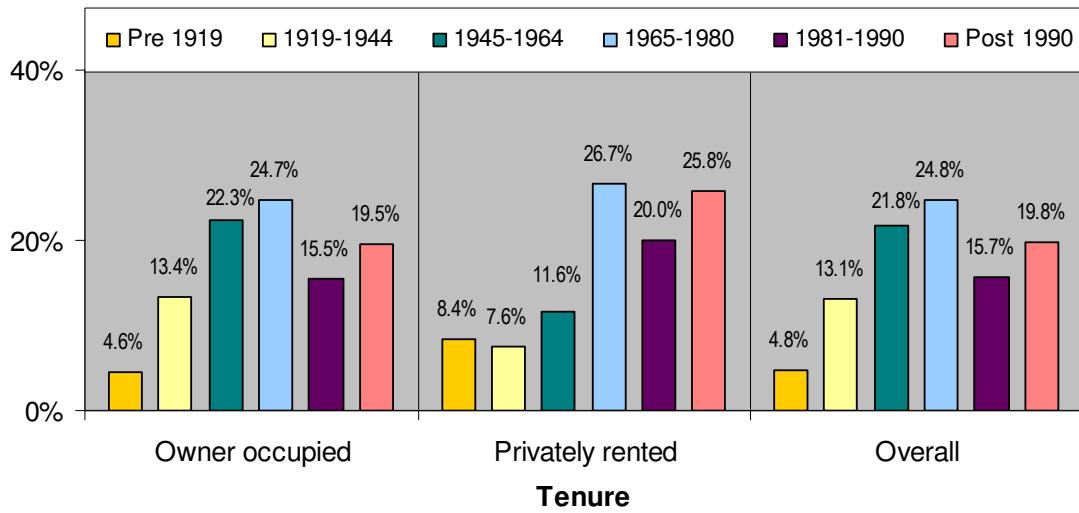
\*For notes on statistical variance & small sample sizes see appendix C

- 2.4.2 The breakdown given in Table 2.1 includes social housing tenure for the sake of comparative purposes with the EHCS.
- 2.4.3 The tenure profile in Fareham differs markedly from the national averages with a very much higher level of owner occupation than that found nationally (87% compared with 70%). The privately rented sector was represented at a significantly lower rate than that found nationally (5% compared with 12%) whilst the overall proportion of social housing was substantially lower at 8% compared with 18% nationally. The low proportions of both privately rented and publicly rented accommodation will have serious implications in terms of access to affordable homes for newly forming households.

## **2.5 Tenure and age comparisons**

- 2.5.1 Figure 2.3 illustrates the differing dwelling age profile between the main private tenures.

**Figure 2.3 Tenure by date of construction**



*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 2.5.2 As might have been expected, the owner occupied stock (at 87% of all dwellings) had a similar age profile to the overall stock position, with figures of approximately 59.7% for homes built post 1964 compared with 60.3% in the overall stock. The privately rented sector had the highest proportion of pre 1919 dwellings at 8.4% compared with 4.8% overall.

## **2.6 Dwelling Use and Houses in Multiple Occupation**

- 2.6.1 Dwellings may be one of several different building types but these types may have different uses, for example a semi-detached house may have been converted into flats or be occupied as a House in Multiple Occupation (HMO).

**Table 2.2 Dwelling use**

Dwelling use	Dwellings	Percent
House	40,020	92.2%
Purpose Built Flat	2,910	6.7%
Converted Flat	430	1.0%
HMO	50	0.1%
Licensable HMO	0	0.0%
<b>Total</b>	<b>43,410</b>	<b>100%</b>

*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 2.6.2 The vast majority of dwellings (92.2%) were houses generally occupied as built. Of the remainder, most were purpose built or converted flats. An estimated 0.1% of dwellings were HMOs, representing 50 buildings being used to house multiple households. The national average for HMOs is approximately 2%.
- 2.6.3 The definition of HMO is that used in the Housing Act 2004, of which only some may potentially be subject to mandatory licensing (described below). Some converted flats now come within the new HMO definition which explicitly includes converted flats where the work does not meet specified standards (generally the Building Regulations 1991) and where less than two thirds are owner occupied.
- 2.6.4 HMOs formed only a very small proportion of the private sector stock in Fareham with none being identified as potentially licensable HMOs. It should be borne in mind, however, that figures from the survey are estimates derived from the sample of properties inspected and are therefore subject to variation. It is important that the local authority should continue to adopt measures that ensure any potentially licensable HMOs are brought to light.

## **2.7 Vacant dwellings**

- 2.7.1 Vacant dwellings can be difficult to identify and there are frequently problems in gaining access. By using a combination of sources, including the survey, Council Tax lists, the Census and the council's own figures, it was possible to estimate that there were 755 vacant dwellings, 1.7% of the private housing stock within Fareham. The national average is approximately 4.1%.
- 2.7.2 Based on the results taken from the stock condition survey it was estimated that 220 (0.5%) of the private sector dwellings within Fareham were long-term vacant, defined as any dwelling vacant for six months or more, or subject to unauthorised occupation. However, as figures from the survey are estimates derived from the sample of properties inspected they are subject to variation.

**Table 2.3 All dwellings by Occupancy Status**

Vacancy Status	Dwellings	Percent
Occupied	42,650	98.3%
Vacant awaiting new owner	380	0.9%
Vacant to let	110	0.3%
Vacant being modernised	50	0.1%
Long term vacant*	220	0.5%
<b>Total vacant dwellings</b>	<b>760</b>	<b>1.8%</b>
<b>Total stock</b>	<b>43,410</b>	<b>100.0%</b>

\* Includes vacant dwellings to let where they are being modernised prior to letting or have not been let for over 6 months

Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 2.7.3 The overall estimated proportion of long term vacant properties (taken from the survey results) at 0.5% was well below the average for England (approximately 1.5%). However, the estimated 220 long-term vacant properties still represent a substantial wasted resource, an issue that the Council may wish to pursue having regard to the additional powers granted by the Housing Act 2004 to deal with long term vacant dwellings.

## 3 Profile of Residents

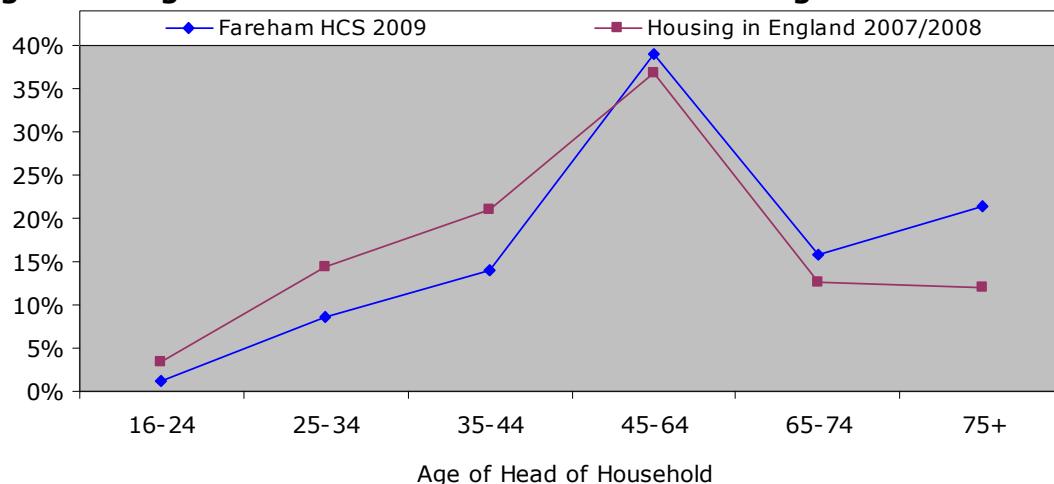
### 3.1 Introduction

- 3.1.1 This chapter will look at some of the key characteristics of households within the surveyed dwellings to determine whether links exist with dwelling condition. As the data can only be collected from occupied dwellings the results are set against a total occupied stock of 42,650.

### 3.2 Age Profile

- 3.2.1 The following chart examines the age distribution, of heads of household within the stock, both for Fareham and for England as a whole.

**Figure 3.1 Age of head of household Fareham and England**



Source: 2009 House Condition Survey & Family Resources Survey 2007-2008  
\*For notes on statistical variance & small sample sizes see appendix C

- 3.2.2 Data collected as part of the survey indicated that the age profile of heads of household in Fareham differed from the national position. There were lower proportions of heads of household aged between 16 and 44 years (23.8% compared with 38.8%), but with substantially higher proportions for those aged 45 years and over (76.2% compared with 61.2%). The proportion of the population aged 65 years or over was 37.2% compared with 24.4% nationally. This has implications for private sector housing policy due to the potentially greater need for support typically associated with older households.

### **3.3 Household types**

- 3.3.1 Table 3.1 gives the distribution of different household types, within the stock, and compares this to England as a whole. Household types were derived from interviewing occupiers and determining the number of adults and children within the household. These figures were then used to determine household type. For example, two or more adults who are not a couple were considered an 'other multi-person household' for the purposes of this analysis which follows the convention used in the Survey of English Housing.

**Table 3.1 Household type distribution**

<b>Household type</b>	<b>Fareham 2009</b>	<b>England 2008</b>
Couple no Dependent Child	21,510	50.4%
Couple with Dependent Child	8,400	19.7%
Lone parent with dependent child	780	1.8%
One person household	10,030	23.5%
Other multi-person household	1,930	4.5%
<b>Total Household Type</b>	<b>42,650</b>	<b>100%</b>
		<b>100%</b>

*Source: 2009 House Condition Survey & Survey of English Housing 2007/2008*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 3.3.2 The distribution of households by type showed differences to the national position. The proportion of couples with no dependent children is very much higher than the national average (50.4% compared with 39.2%) with all other household types represented at lower levels than the national comparators. The proportion of lone parents with dependent child was significantly lower at 1.8% compared with 4.7% nationally.

### **3.4 Length of residence**

- 3.4.1 The proportion of households who had been resident for up to 5 years was 35.7%; similar data taken from the Survey of English Housing 2007/2008, showed that 35.4% of residents had lived in their dwellings for between one and five years. Conversely, 28.5% had lived at their present address for 20 years or more.

**Table 3.2 Length of residence**

	<b>&lt;1 to 5 years</b>	<b>6 to 10 years</b>	<b>11 to 15 years</b>	<b>16 to 20 years</b>	<b>21 to 25 years</b>	<b>26 to 30 years</b>	<b>Over 30 years</b>
<b>Dwellings</b>	15,220	7,160	4,880	3,230	3,250	2,260	6,650
<b>Percentage</b>	35.7%	16.8%	11.5%	7.6%	7.6%	5.3%	15.6%

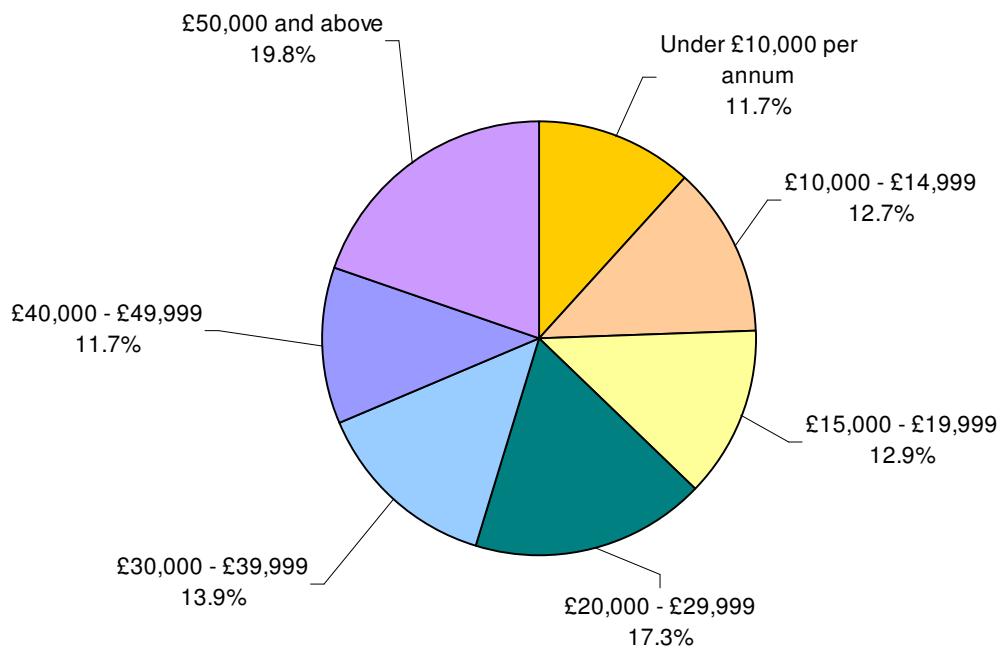
*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

### 3.5 Income

- 3.5.1 Residents were asked about the income of the head of household and, where appropriate, the partner of the head of household. Responses were combined to give a gross household income and the results of these are given below.

**Figure 3.2 Household incomes in bands**



*Source: 2009 House Condition Survey*

**Table 3.3 Number of households within each income band**

Income band	No. of households Fareham 2008	Survey of English Housing *
Under £10,000 per annum	5,010	13.2%
£10,000 - £14,999	5,430	11.9%
£15,000 - £19,999	5,490	10.4%
£20,000 - £29,999	7,390	19.4%
£30,000 - £39,999	5,910	15.3%
£40,000 - £49,999	4,990	10.1%
£50,000 and above	8,430	19.7%
<b>Total</b>	<b>42,650</b>	<b>100%</b>
		100.0%

\* Source: Survey of English Housing 2007-2008

Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 3.5.2 The figures in figure 3.2 and the table 3.3 show that there were higher proportions than the national average of households with an income of less than £20,000 but with generally lower proportions for incomes above that. The proportion of households within Fareham with an income of less than £15,000 (28.5% compared with 25.1% nationally), will potentially make affordability an issue affecting repair and improvement in the private sector dwelling stock.

**Table 3.4 Average weekly income by tenure**

Tenure	Fareham HCS 2009	England 2008
Owner occupied	£587	£730
Privately rented	£501	£490

Source: 2009 House Condition Survey & Survey of English Housing 2007-2008

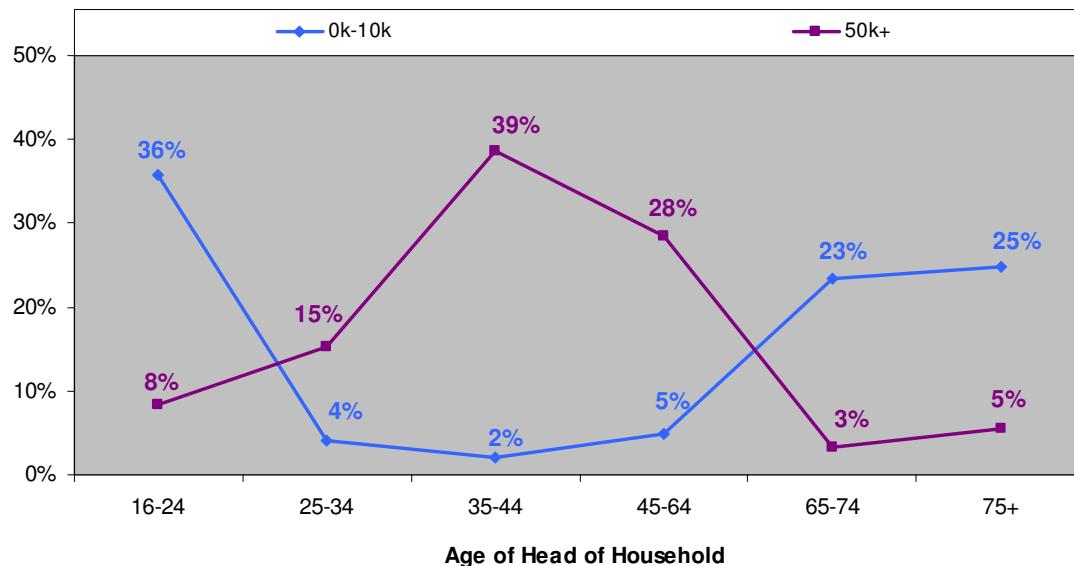
\*For notes on statistical variance & small sample sizes see appendix C

- 3.5.3 These figures demonstrate that recent average incomes for heads of household and where appropriate their partner were, in Fareham, for the owner occupied stock, lower than the average for England, with the average income for the privately rented stock being slightly higher.

### **3.6 Income and age of head of household**

- 3.6.1 Variations in income level are often associated with social characteristics such as the age of head of household, household type, disability etc. This section looks at the data from the survey to see what links can be shown and the possible associations between those links and unsatisfactory housing conditions described later.

**Figure 3.3 High and low incomes by age of head of household**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 3.6.2 Figure 3.3 illustrates that low income (annual household income below £10,000 per annum) was mostly associated with the younger, those aged between 16 and 24, and older age groups (65 years and older), although the proportion of older households with income below £10,000 per annum is lower than generally seen. As is commonly the case, households between 25 and 64 years had the lowest proportion of low incomes and the greatest proportion of high incomes. This pattern suggests that the greatest need for assistance to vulnerable occupiers is at the youngest and oldest ends of the age range.

### **3.7 Income and household type**

- 3.7.1 Table 3.5 compares low and high annual household income figures by household type.

**Table 3.5 Low and High household incomes by household type**

<b>Household Type</b>	<b>Low income (household income less than £10,000 per annum)</b>	<b>Middle income (household income £10k- £30k per annum)</b>	<b>High income (household income above £30,000 per annum)</b>
Couple no Dependent Child	2%	55%	43%
Couple with Dependent Child	0%	11%	89%
Lone parent with dependent child	16%	54%	30%
One person household	43%	48%	10%
Other multi-person household	16%	70%	14%

*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 3.7.2 Table 3.5 does show that clear associations exist. One person households were most strongly associated with low incomes. Couple with dependent child and couple with no dependent child households had greater proportions of high incomes, in particular couples with dependent children.

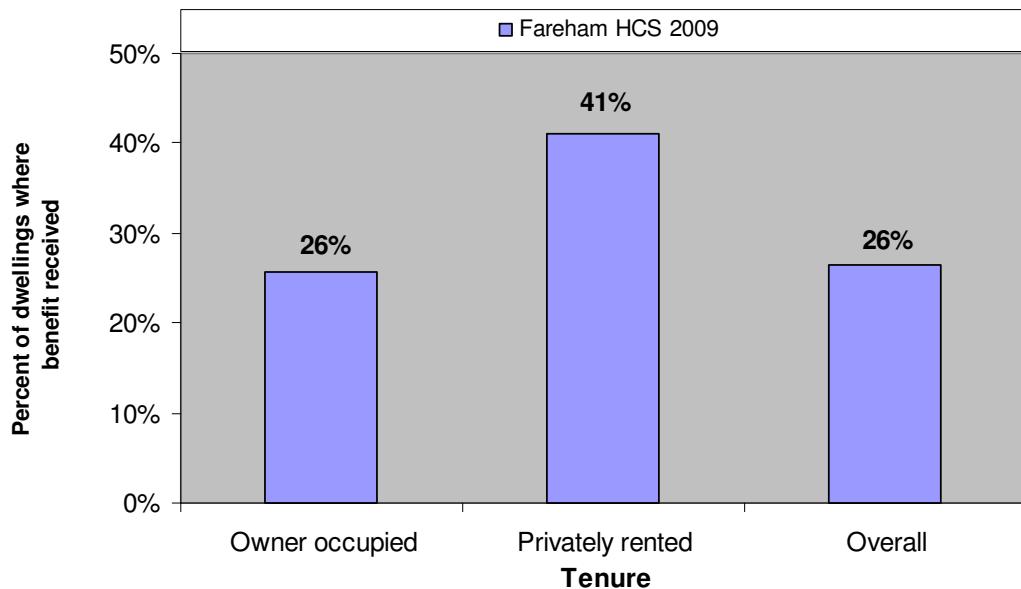
### **3.8 Income and residents with disabilities**

- 3.8.1 It is important to note that this survey used a broad definition of disabled person. This included residents that were frail elderly, as well as registered disabled persons and other persons with a disability.
- 3.8.2 There is an association between disability and income, as 18% of households with a disabled resident had a household income below £10,000 per annum, compared with 11% where there is no person with a disability. This represents approximately 1,300 such dwellings in Fareham. The residents of these dwellings may not only have had physical difficulty dealing with repairs, but may be less likely to be able to afford alternative provision.

### **3.9 Benefit receipt**

- 3.9.1 In addition to income, householders were asked if anyone within the dwelling was in receipt of one or more of a range of means tested benefits. Overall 11,300 (26%) households were estimated to be in receipt of a benefit, which reflects the earlier findings on households on low income. At the national level 17% of private sector households had at least one resident in receipt of a benefit which is significantly less than that found within this survey. The distribution of benefit receipt by tenure showed the highest proportion for the privately rented sector (41%) compared with 26% in the owner occupied sector.

**Figure 3.4 Benefit receipt by tenure**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

### **3.10 Value of dwellings and equity**

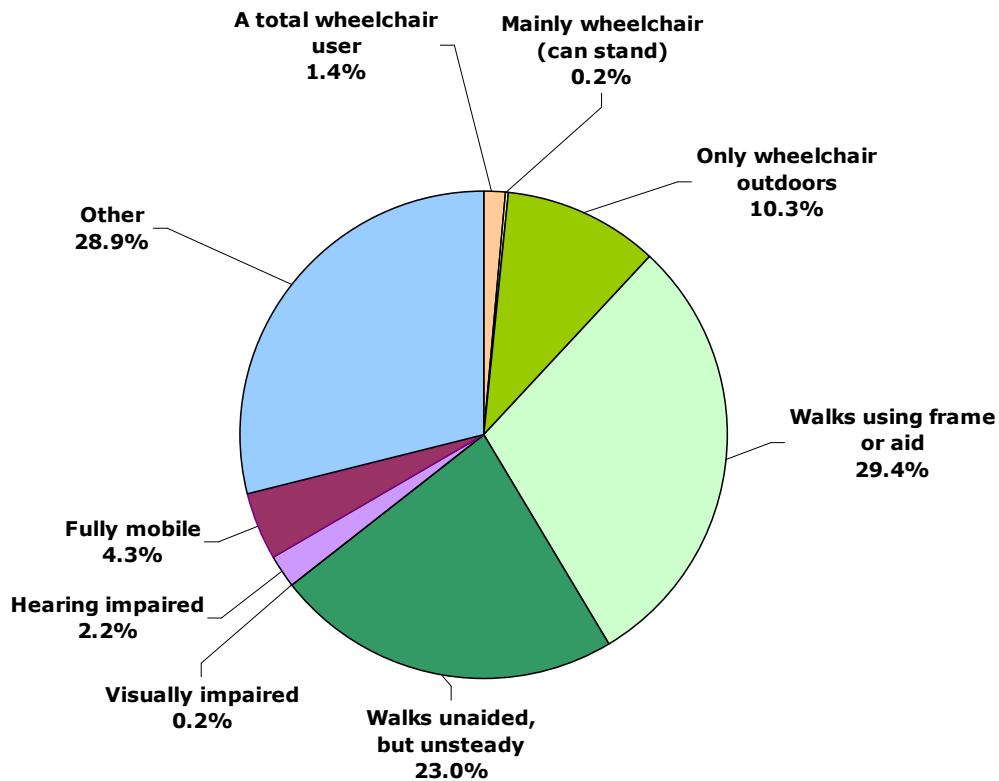
- 3.10.1 Owner occupiers were asked about the value of their dwelling, the level of any outstanding mortgage, any other debt and the consequent total equity. This was to allow the relationship between available equity and dwelling condition to be examined. Such relationships are relevant to the Regulatory Reform Order 2002; Government guidance focuses on local authorities moving towards facilitating loans/equity release rather than giving grants when offering financial assistance to householders.
- 3.10.2 The average value of a dwelling in Fareham was £208,000. This figure was based on the average sale prices in Fareham compiled by the Land Registry from April to June 2009. The figure was below the average value across the UK of £224,000. The average price in Fareham was 7<sup>th</sup> out of the 14 authorities in Hampshire.
- 3.10.3 The average mortgage level for owner-occupied dwellings in Fareham, based upon occupier responses, was £104,000 resulting in an average equity of £104,000 per dwelling using the Land Registry average value.

### **3.11 Residents with disabilities**

- 3.11.1 Residents were asked if any member of the household suffers from a long term illness or disability. It was estimated from the results of this question that 7,800 (18.3%) dwellings had at least one resident with a long term illness or disability. Residents were further asked to choose the condition that best described their disability and the figure 3.5 illustrates the results of this.

- 3.11.2 Initially it may seem that 18.3% is a relatively high proportion of households where at least one household member had a disability. The definition used, however, was very broad and it can be seen from the figure 3.5 that 56.7% of people who indicated that they had a long term illness or disability stated that their disability was either walking using a frame or walking unaided, but unsteadily or that their disability allowed full mobility. Residents with a disability who are classified as 'fully mobile' represent 4.3% of disabilities, which include such things as profound learning difficulties and mental health problems etc. The 'other' disability type represents any that do not fall into the categories shown in figure 3.5, but which are none specified. The vast majority of these residents are frail elderly, but do represent people who are likely to have specific housing needs.

**Figure 3.5 Residents with disabilities by type**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

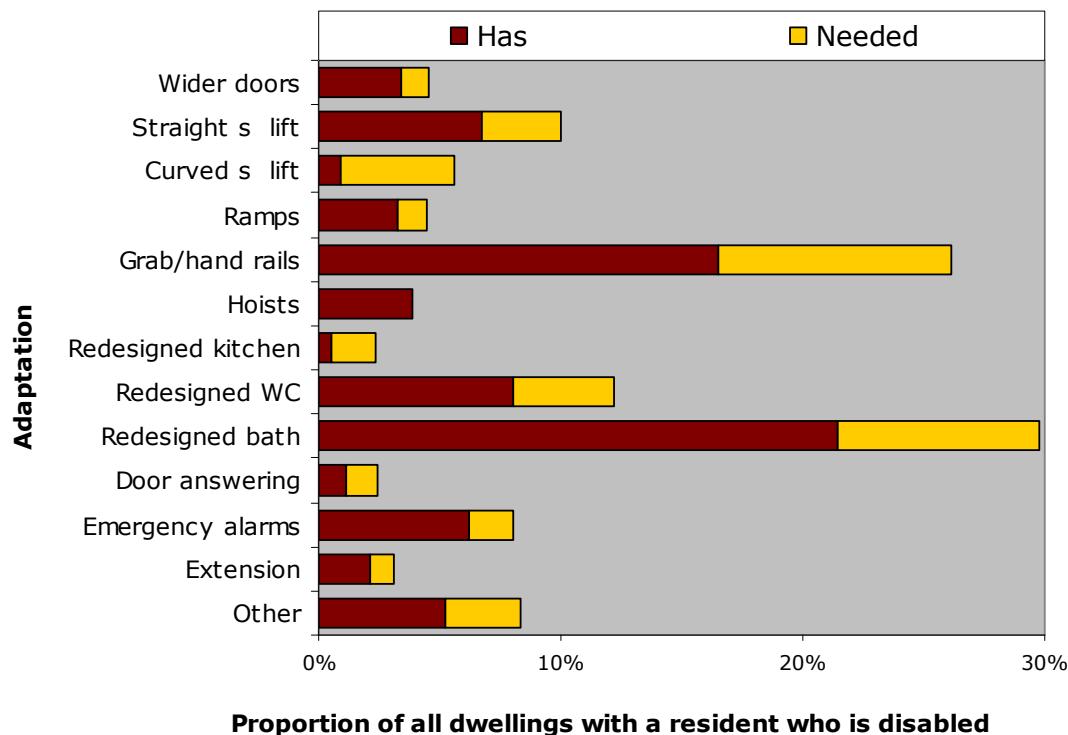
- 3.11.3 In order to address the specific housing needs of residents with a disability, the provision of Disabled Facilities Grants (DFG) by local authorities remains mandatory. The potential requirement for adaptations for disabled occupiers and the potential DFG demand are discussed in more detail below.

### **3.12 Adaptations**

Where it was indicated that a member of the household suffered from a long term illness or disability, the survey form included a section regarding the existing provision of adaptations and also whether the occupier felt there was the need for further adaptations.

- 3.12.1 The provision of adaptations for disabled residents is mandatory under the Disabled Facilities Grants (DFG) scheme, and local authorities must consider this when assigning budgets to housing provision. There are certain factors that mitigate this demand: firstly, DFGs are subject to means testing and secondly, there needs to be an assessment by an Occupational Therapist who will consider whether an adaptation is necessary and appropriate and also by the authorities disability service to establish if any recommended adaptations can be reasonably and practically undertaken taking into account the construction and configuration of the dwelling.
- 3.12.2 The following chart illustrates the proportion of dwellings, with residents who had existing adaptations and their perceived need for further adaptations; although it should be made clear that the following need data has not been included as a direct result of a formal assessment of need. The chart is broken down by adaptation type.

**Figure 3.6 Disabled adaptations present and required**



*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 3.12.3 Figure 3.6 shows that a redesigned bathroom had the highest level of current provision, present in 21% of dwellings occupied by a resident with a disability, followed by grab/hand rails at 17%. The most needed was the provision of grab/hand rails (10%) followed by a redesigned bathroom at 8%. When looking at the ratio of 'need' to 'have', the category 'curved stairlift' had the highest rate followed by a redesigned kitchen.
- 3.12.4 Table 3.6 takes the figures for adaptations a step further and looks at the numbers of adaptations needed and the cost of carrying out those adaptations. Costs are estimated averages for each of the elements listed below. As a full test of resources is the only accurate way of providing a figure for costs after means testing, some assumptions have been made in order to provide an estimated figure, with those on an income of less than £10,000 assumed to have a nil contribution, those on an income of between £10,000 and £25,000 having a 50% contribution and those on an income above that paying the full amount.

**Table 3.6 Cost of adaptations for the disabled**

Adaptations	Adaptations*	Adaptations Cost	Cost after means testing
Wider doors	100	£102,000	£102,000
Straight stair lift	300	£450,000	£337,500
Curved stair lift	400	£2,400,000	£442,000
Ramps	100	£237,000	£237,000
Grab/hand rails	800	£376,000	£366,000
Hoists	0	£0	£0
Redesigned kitchen	100	£860,000	£860,000
Redesigned WC	300	£817,000	£725,000
Redesigned bath	700	£3,260,000	£2,923,000
Door answering	100	£315,000	£315,000
Emergency alarms	100	£142,000	£142,000
Extension	20	£300,000	£300,000
Other	200	£121,000	£121,000
<b>Total</b>	<b>3,220</b>	<b>£9,380,000</b>	<b>£6,870,500</b>

\*Figures are for numbers of adaptations, some dwellings may need multiple adaptations

Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 3.12.5 The total cost of all adaptations that could potentially be fitted to benefit residents with a disability was just under £9.4 million. When means testing had been applied this total reduced to just under £6.9 million, which reflects the fact that there are residents with disabilities with average or above average incomes.
- 3.12.6 It should be considered that two factors will affect the £6.9 million figure in terms of DFGs. Firstly, the figure does not contain any reduction for occupiers that would not be considered after a visit by an occupational therapist, as this cannot easily be factored in. Secondly,

many of the residents may not have been aware of the need for an adaptation, may not have wanted an adaptation or may not have been aware that DFGs are available. The £6.9 million figure is an estimate of the amount that would need to be spent by the authority on adaptations, although this would be spread over a period of five years. The figure is, however, indicative only and could vary substantially if there are significant adaptations for children (applications for which are no longer subject to the test of resources), which would significantly increase the authorities overall contribution. The figure does, however, give some indication of the potential demand for DFG that should be taken into account when considering future DFG budgets.

### **3.13 Ethnic origin**

- 3.13.1 Residents were asked to specify the majority ethnic origin type within their household and the results are given in table 3.8:

**Table 3.7 Ethnic origin**

<b>Ethnic Origin</b>	<b>Dwellings</b>	<b>Per cent</b>	<b>England</b>
White British	41,810	96.3%	87.0%
White Irish	90	0.2%	2.7%
White Other	1,010	2.3%	2.1%
White/Black Caribbean	0	0.0%	1.3%
White/Black African	0	0.0%	0.4%
White/Asian	0	0.0%	0.5%
Other mixed	0	0.0%	0.2%
Indian	410	0.9%	0.4%
Pakistani	0	0.0%	0.3%
Bangladeshi	10	0.0%	1.4%
Asian Other	20	0.0%	0.5%
Black Caribbean	0	0.0%	0.5%
Black African	0	0.0%	1.1%
Black Other	0	0.0%	1.0%
Chinese	60	0.1%	0.2%
Other	0	0.0%	0.4%
<b>Total</b>	<b>43,410</b>	<b>100.0%</b>	<b>100.0%</b>

Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 3.13.2 The majority of households described their ethnic origin as being predominantly White British (96.7%), with the proportion including White Irish and White Other increasing this to 99.0% compared with 91.0% in England as a whole. Proportionately, therefore, the other ethnic groups represented 1.0% of private sector households. As the other ethnic groups, individually, were represented at such low levels they are not statistically robust enough to provide meaningful comparisons.

### **3.14 Overcrowding**

- 3.14.1 In the ODPM report Overcrowding in England: the national and regional picture it stated that "Households that are statutorily overcrowded are so rare that a reliable estimate of numbers cannot be produced at a national (England) level even using data from the Survey of English Housing and the 2001 English House Condition Survey, which are relatively large surveys. It follows that estimates for individual regions cannot be produced using these sources".
- 3.14.2 As with the above comments, this survey, which is considerably smaller than both of those mentioned, cannot produce any results that would be of any statistical relevance. Given that and issues revolving around the sample size, this section attempts to provide some basic information on the level of estimated overcrowding within Fareham.
- 3.14.3 The existing statutory overcrowding standards were set in 1935 and restated in Part 10 of the Housing Act 1985, and include both a room standard and a space standard.
- 3.14.4 In the Court of Appeal case Elrify v. City of Westminster Council (2007) it was established that both of the Housing Act measurements must be calculated to establish if a statutory overcrowding situation existed.
- 3.14.5 The Survey of English Housing uses a Bedroom standard as an indicator of occupation density, allocating a number of bedrooms to each household according to the age, sex and marital status composition coupled with the relationship of the members to one another.
- 3.14.6 If the Housing Act overcrowding measurement is taken, the estimated level of overcrowding is shown in table 3.12:

**Table 3.8 Statutory measurement of overcrowding**

	<b>Overcrowded</b>	<b>Not Overcrowded</b>
<b>Fareham</b>	<b>2.1%</b>	<b>97.9%</b>

*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 3.14.7 Looking at the Survey of English Housing bedroom standard of occupation density, table 3.13 shows the figures:

**Table 3.9 Bedroom standard measurement of overcrowding**

<b>Area Name</b>	<b>Overcrowded</b>	<b>Not overcrowded</b>
<b>Fareham</b>	<b>1.8%</b>	<b>98.2%</b>

*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 3.14.8 The bedroom standard (2.1%) had a higher overall rate than the statutory standard (1.8%) which is to be expected as the bedroom standard uses a more limited room indicator of occupation density. It must, however, be taken in the context described by the ODPM report

mentioned above that a reliable estimate of numbers cannot be produced. Both these systems resulted in an estimated total of between 750 and 910 overcrowded dwellings within the Borough. However, this data should be treated with caution.

- 3.14.9 Sections 139 to 144 of the Housing Act 2004 relate to the service of an overcrowding notice. It applies to an HMO if it has no interim or final management order in force and it is not required to be licensed under Part 2 of the Act. No HMOs were found to be overcrowded.
- 3.14.10 Under the Housing Health and Safety Rating Scheme, one of the elements to be considered is that of Crowding and Space, which takes into account a number of matters that are deemed likely to affect the likelihood and harm outcomes. This also indicates that the average likelihood of an illness or injury occurring is 1 in 8,000, showing the low average potential for harm. No properties during the survey were scored under this heading.

## 4 The Decent Homes Standard

### 4.1 Introduction

- 4.1.1 It is Government policy that everyone should have the opportunity of living in a "decent home". The Decent Homes Standard contains four broad criteria that a property should:
- A - be above the legal minimum standard for housing, and
  - B - be in a reasonable state of repair, and
  - C - have reasonably modern facilities (such as kitchens and bathrooms) and services, and
  - D - provide a reasonable degree of thermal comfort (effective insulation and efficient heating).
- 4.1.2 If a dwelling fails any one of these criteria it is considered to be "non decent". A detailed definition of the criteria and their sub-categories are described in the ODPM guidance: "A Decent Home – The definition and guidance for implementation" June 2006.
- 4.1.3 The revised guidance did not substantially change the criteria for the decent homes standard laid out in 2002 with the exception of thermal comfort. This changed from a calculated, energy efficiency based approach to a simpler, but more practical system which takes into account the heating systems, fuel and insulation in a dwelling to determine if it provides adequate thermal comfort.
- 4.1.4 Obligations under the Decent Homes Standard were originally directed solely at the social housing sector. Under "The Decent Homes Target Implementation Plan" June 2003 – as modified April 2004, the ODPM outlined its commitments under Public Service Agreement (PSA) 7. These stated that PSA 7 will have been met if:
- There is a year on year increase in the proportion of vulnerable private sector households in decent homes;
  - If the proportion of vulnerable private sector households in decent homes is above 65% by 2006/07.
  - If the proportion of vulnerable private sector households in decent homes is above 70% by 2010/11.
  - If the proportion of vulnerable private sector households in decent homes is above 75% by 2020/21.
- 4.1.5 Following the Comprehensive Spending Review in 2007, the Government scrapped the PSA7 target (effective from 1 April 2008).

However, the percentage of vulnerable households in decent homes in the private sector remained part of CLG's Departmental Strategic Objectives (DSO2, 2.8)

- 4.1.6 Due to this, the Fareham house condition survey collected adequate and appropriate data to allow judgement of dwellings across all tenures against the Decent Homes Standard.

#### **4.2 Change of emphasis and the Housing Act 2004**

- 4.2.1 Whilst the changes under the revised definition and guidance for the decent homes standard apply, there was a change in Criterion A of the standard from April 2006. Prior to this change, Criterion A used the Housing Fitness Standard as the measure of whether a dwelling meets the minimum legal standard. From April 2006 the Housing Health and Safety Rating System (HHSRS) under Part 1 of the Housing Act 2004 replaced the former statutory fitness standard.
- 4.2.2 The HHSRS system assesses "hazards" within dwellings and categorises them into Category 1 and Category 2 hazards. Local housing authorities have a duty to take action to deal with Category 1 hazards. The Housing Health and Safety Rating System also applies to the Decent Homes Standard - if there is a Category 1 hazard at the property it will fail Criterion A of the standard.
- 4.2.3 A detailed definition of the Housing Health and Safety Rating System are given in the following chapter.

#### **4.3 The meaning of non decency**

- 4.3.1 Concern has been raised by a number of local authorities over the term 'non decent', which tends to conjure up images of dilapidated houses and serious disrepair issues. It is the case, however, that a dwelling can fail the Decent Homes Standard on a single item, such as the heating system, whilst being in a very good state of repair. The owner of such a property may well not think that there is anything wrong with their home.
- 4.3.2 It is possible to regard the Decent Homes Standard as an ideal standard or a level to aspire to. In practice, it is a relatively low standard and failure to meet the standard should be regarded as a trigger for action. In some cases, however, it may not be practical to make a dwelling decent and it may also not be in the best interests of the occupiers to do so. The guidance on recording of outcomes recognises that there may be instances where it is appropriate to record cases where work to achieve only partial compliance with the standard has been achieved, or where non compliance results from the occupier refusing to have work carried out.

#### **4.4 Overall level of non decency**

- 4.4.1 Based on the House Condition Survey data 8,350 dwellings (19.2%) were classified non decent. In England as a whole the rate was 35.8% (owner occupied and privately rented stock) making the Fareham rate substantially lower than the national average. The all England figure was taken as the proportion of non decent private sector dwellings from the EHCS 2007. When the HHSRS for Criterion A was used for the first time in the EHCS 2006, a significant increase in Criterion A failure (homes not meeting the statutory component of the Decent Homes standard) was recorded. Rising from just over 4% under the former fitness standard to 22.4% under the HHSRS Category 1 hazard rate, increasing the overall non decency rate from 26.8% for privately occupied dwellings in 2005 to 35.3% in 2006.
- 4.4.2 The Decent Homes Standard contains 4 criteria. The table below gives a breakdown of the reasons for failure:

**Table 4.1 Reasons for failure of dwellings as a decent home.**

<b>Reason</b>	<b>Dwellings</b>	<b>Percent (of non decent)</b>	<b>Percent (of stock)</b>	<b>Percent (EHCS 2007)</b>
Category 1 hazard dwellings	4,800	57.5%	11.1%	23.2%
In need of repair	1,410	16.9%	3.3%	8.1%
Lacking modern facilities	220	2.6%	0.5%	2.1%
Poor degree of thermal comfort	4,390	52.6%	10.1%	16.7%

*Source: 2009 House Condition Survey & EHCS 2007*

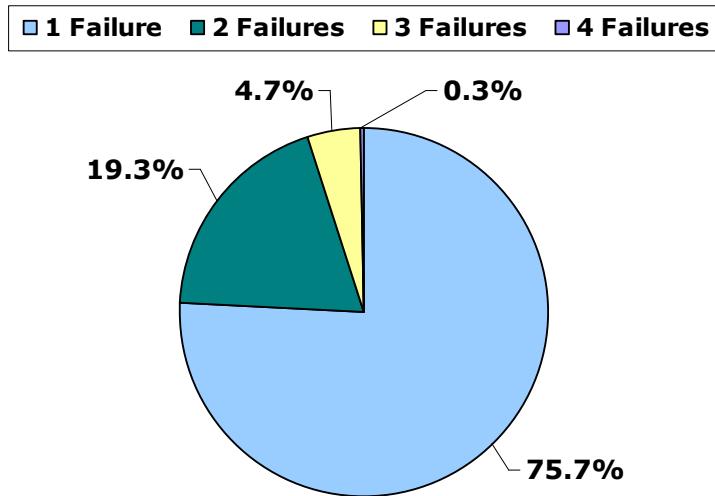
*\*For notes on statistical variance & small sample sizes see appendix C*

- 4.4.3 The percentages by non decent do not total 100%. This reflects the fact that the categories are not mutually exclusive; although any dwelling can fail on just one criterion, it may fail on two or more. The national figures given are for private sector tenures only.
- 4.4.4 In Fareham, the hierarchy of reasons for failure followed the national profile with a slightly higher rate of failure for Category 1 hazards than for thermal comfort. Prior to the reported data from the EHCS 2006 being published, which used the HHSRS for the first time, poor degree of thermal comfort was the primary reason for failure of the Decent Homes Standard. It should however, be borne in mind that excess cold was the main Category 1 hazard reason for failure (see chapter 5) and this overlaps heavily with poor thermal comfort. In all categories, the failure rate in Fareham was substantially below the national equivalent.
- 4.4.5 The predicted figures from the BRE stock modelling exercise described in Part 1 were for an overall rate of non decency of 22.2%, with category 1 hazards at 12.5%, failures of the repair criterion 3.7%, lacking modern amenities 1.4% and thermal comfort 11.5%. The actual results are close to those predicted.

#### 4.5 **Numbers of failures per dwelling**

- 4.5.1 As mentioned above, dwellings can fail to be decent for more than one reason. The total number of failures per dwelling can give an indication of the severity of problems in particular dwellings. Figure 4.1 looks at the number of failures per dwelling in non decent dwellings.

**Figure 4.1 Degree of failure of the Decent Homes Standard**



*Source: 2009 House Condition Survey*

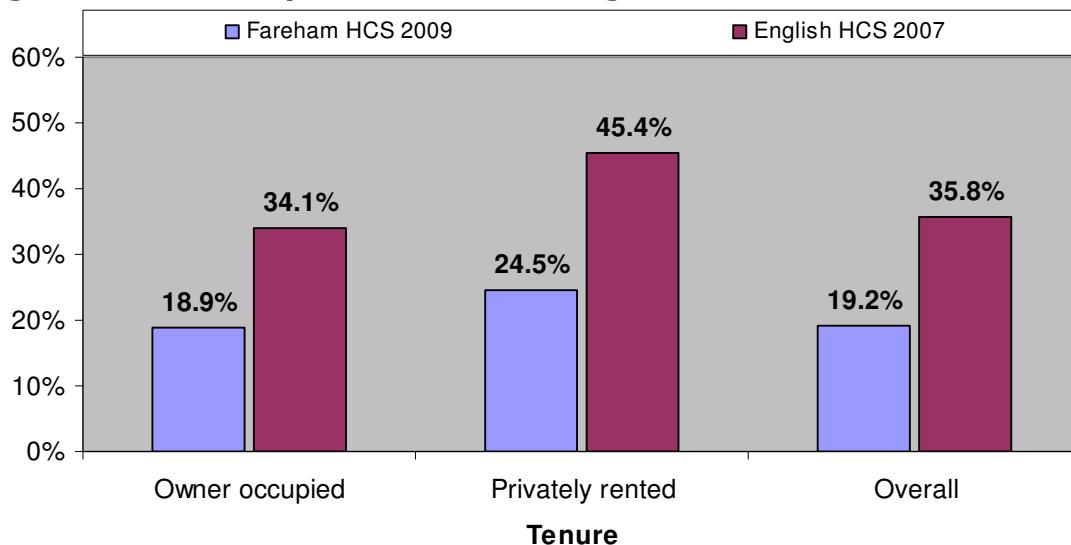
*\*For notes on statistical variance & small sample sizes see appendix C*

- 4.5.2 The majority of failures were in respect of one criterion only, with the number of properties with two or more failures being 24.3%. Realistically in the majority of cases this will have been related to heating/insulation issues whether as a failure for an excess hazard or failure of the thermal comfort criterion.

#### 4.6 **Non decency by general characteristics**

- 4.6.1 Figure 4.2 shows the proportions of non decent private sector dwellings by tenure. The distribution by tenure is typical of the national picture in that privately rented dwellings had the highest rate of non decency at 24.5%, followed by owner occupied dwellings at 18.9%.

**Figure 4.2 Tenure by non decent dwellings**

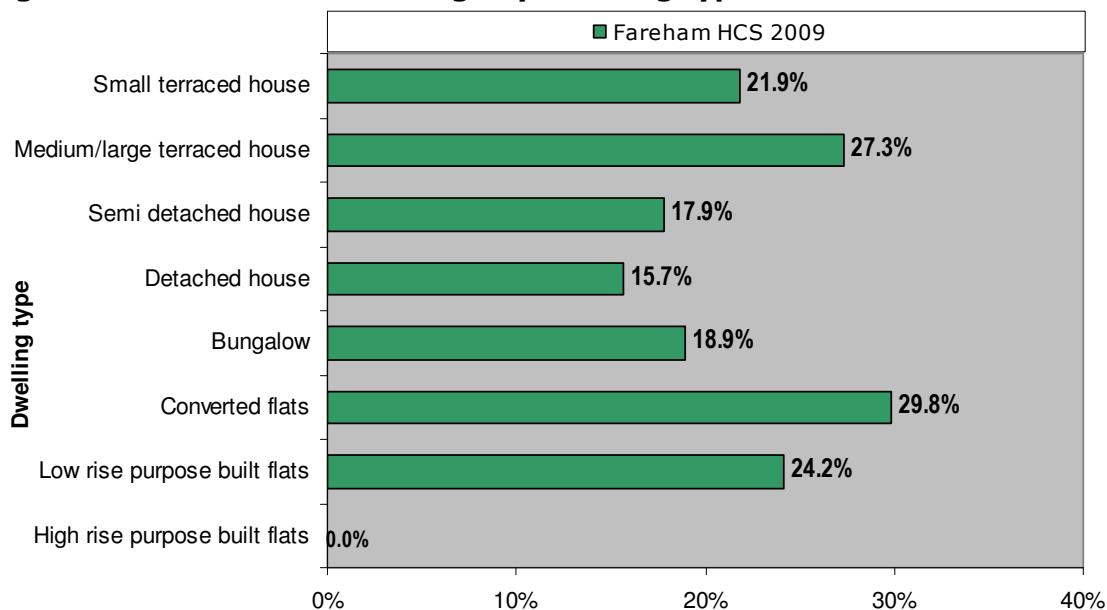


Source: 2009 House Condition Survey & EHCS 2007

\*For notes on statistical variance & small sample sizes see appendix C

4.6.2 Figure 4.3 examines decent homes failures by dwelling type.

**Figure 4.3 Non decent dwellings by dwelling type**



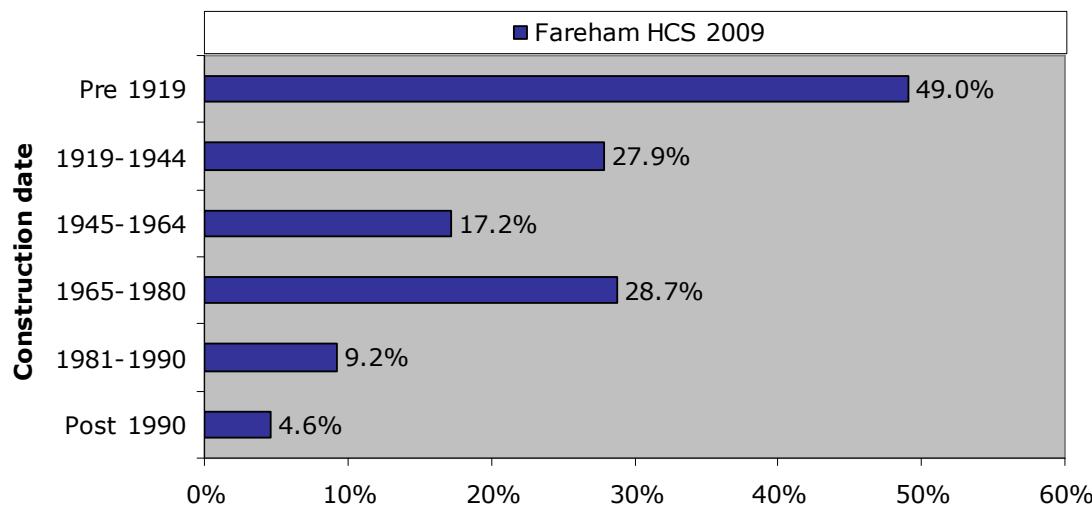
Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

4.6.3 The highest rate of non decency was found in converted flats at 29.8%, which are generally associated with the private rented sector and poor repair, although they only constitute a small proportion of the stock at 1.0% (430 dwellings). It should be borne in mind that with such a small sample size the figure is less statistically robust. Medium/large

terraced houses (27.3%) had the next highest rate followed by low rise purpose built flats (24.2%). The lowest rate was found in detached houses at 15.7%. High rise purpose built flats recorded no failures but they only account for 0.05% of the stock and, as this is a sample survey, it is not surprising.

**Figure 4.4 Non decent dwellings by date of construction**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 4.6.4 As is commonly the case, the rate of failure of the Decent Homes Standard was highest in pre-1919 properties at 49.0%, and then generally followed the usual pattern of an increasing rate with property age with the exception of properties built 1965 to 1980, where the rate was 28.7%. As would be expected the lowest rate was found in properties built post 1990 at 4.6%.

#### **4.7 Cost to Remedy**

- 4.7.1 Having determined the reasons for dwellings being classified as non decent, it is possible to indicate what level of repairs / improvements would be needed to make all dwellings decent.
- 4.7.2 The cost to remedy non decency was determined by examining the specific failures of each non decent dwelling and determining the work necessary to make the dwelling decent. This was done for each criterion of the standard and table 4.4 below shows the cost distribution for all non decent dwellings in the stock, with the costs being based on the assumption that only those items that cause dwellings to be non decent are dealt with.

**Table 4.2 Repair cost by non-decency reason (HHSRS)**

<b>Reason</b>	<b>Total Cost (£ million)</b>	<b>Cost per dwelling (£)</b>
Category 1 Hazard	£24.1	£5,000
Repair	£6.3	£4,500
Amenities	£2.1	£9,500
Thermal comfort	£6.0	£1,400
<b>Total</b>	<b>£38.4</b>	<b>£4,600</b>

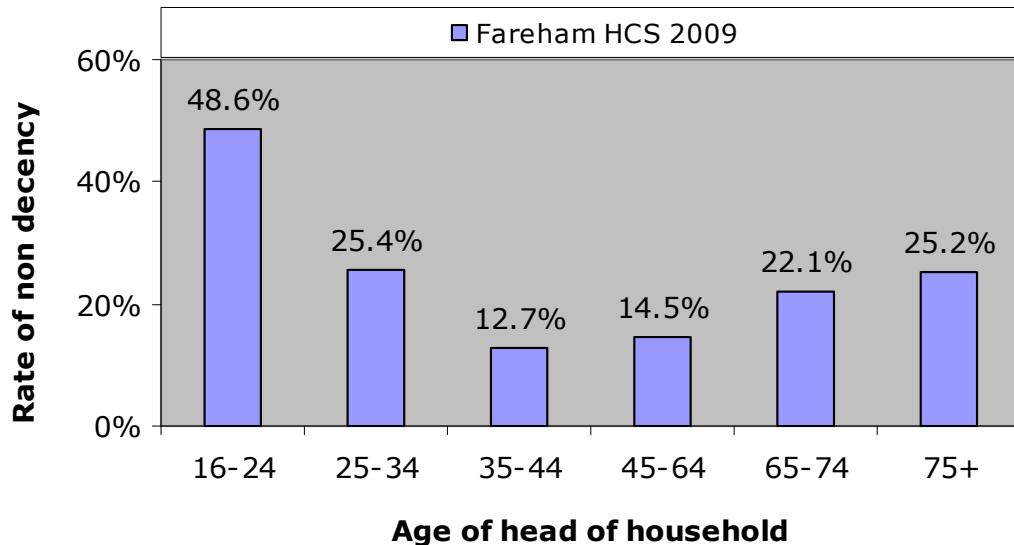
*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

#### **4.8      Age of Head of Household and non decency**

- 4.8.1 As part of the social survey a grid was filled in containing basic details for each of the residents in a dwelling, such as their age, working status, sex etc. It was left to residents to determine who was considered the head of the household, and therefore what the relationship between all other residents and the head was (e.g. spouse, child, parent, lodger etc).
- 4.8.2 Age of head of household is a useful indicator as it generally gives an impression of the age of the household and its profile. It has also been found that dwelling conditions often vary according to the age of the head of household.
- 4.8.3 Figure 4.6 illustrates the relationship between the age of head of household and levels of non decency. Within age groups, the highest rate of non decency occurred where the age of head of household was aged under 25 years (48.6%), followed by households where the head was aged between 25 to 34 years (25.4%) and very closely by heads of household aged 75+ (25.2%). The overall rate for those aged 60 and over was 23.9%.

**Figure 4.5 Non decency by age of head of household**



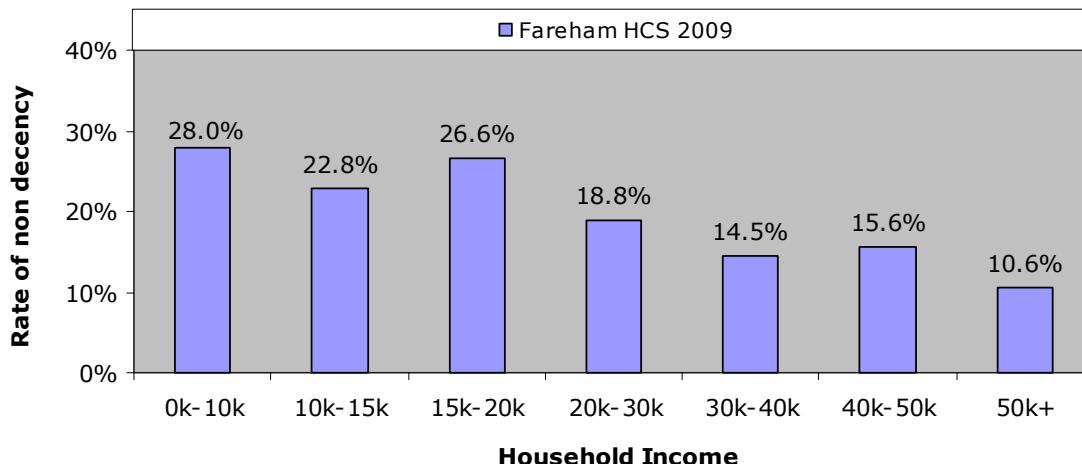
Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

#### 4.9 Household income and non decency

- 4.9.1 The relationship between income and non decency can be analysed by combining household income figures with failures under the Decent Homes Standard. The largest proportion of dwellings found to be non decent were occupied by residents with an income of below £10k (28.0%) The next highest rate was for residents with an income of between £15k to £20k at 26.6%. The rates for all income bands below £20k were above the Borough average. The lowest rate was found where incomes were above £50k at 10.6%.

**Figure 4.6 Non decency by annual household income band**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

#### **4.10 Private sector vulnerable occupier base-line**

- 4.10.1 Up until the 1 April 2008, the government target for achieving decency standards in the private sector was that set by PSA7, which set a target of 65% of all dwellings occupied by vulnerable residents being made decent by 2006/07, with the baseline figure being measured against the results of the EHCS 2006-07. In practice, the most challenging target was the 70% to be met by 2010/11. As indicated previously, although the PSA7 target no longer exists, it is still a CLG Departmental Strategic Objective under DSO2, 2.8).
- 4.10.2 Vulnerable households are defined as those in receipt of the benefits listed below, certain of which are means tested:
- Income support
  - Housing benefit
  - Council tax benefit
  - Income based job seekers allowance
  - Attendance allowance
  - Disabled living allowance
  - Industrial injuries disablement benefit
  - War disablement pension
  - Pension credit
  - Working tax credit (with a disability element) [total income < £16,040]
  - Child tax credit [total income < £16,040]
- 4.10.3 In Fareham, there were 11,300 private sector dwellings (owner occupied and privately rented) that were occupied by residents in receipt of one of the benefits listed above. Of these an estimated 2,560 were classified non decent, which represents 22.7% of dwellings occupied by a vulnerable resident. Conversely this means that 77.3% were decent. The EHCS 2007 found that 39.0% of vulnerable households were living in non decent homes.
- 4.10.4 On this basis Fareham met the national target for 2006/07 of 65% of vulnerable households to be living in decent homes and also the 70% target for 2010/11.
- 4.10.5 Unusually, the proportion of vulnerable households in decent homes was virtually the same in both owner occupied and privately rented sectors 77.4% and 77.6% respectively.

## 5 Meeting the Decent Homes Standard – The Statutory Minimum Standard for Housing (Category 1 Hazards)

### 5.1 Requirement to remedy poor housing

- 5.1.1 Formerly, under Part XI of the Housing Act 1985, local authorities had a statutory duty to take: 'The most satisfactory course of action', with regard to unfit dwellings and the Act was supported by relevant statutory guidance. A range of enforcement measures were available including service of statutory notices to make properties fit. Closure or demolition was only appropriate in the most extreme cases.
- 5.1.2 With owner occupied dwellings in particular, many local authorities looked to offer financial assistance, especially where owners were on low incomes. In the private rented sector enforcement action was much more likely in respect of unfit homes.
- 5.1.3 From April 2006 Part XI of the Housing Act 1985 was replaced by Part 1 of the Housing Act 2004, which repealed the former housing fitness standard and through statutory instruments and statutory guidance replaced it with the Housing Health and Safety Rating System.
- 5.1.4 As described in Appendix D, the Act differentiates between Category 1 and Category 2 hazards. Local authorities have a duty to take 'the most appropriate course of action' in respect of any hazard scored under the HHSRS as Category 1. Authorities have discretionary power to take action with Category 2 hazards (which do not score past the threshold for Category 1). Further information on the HHSRS is given in Appendix D and below.

### 5.2 Definition of Hazards under the HHSRS and Category level

- 5.2.1 The Housing Health and Safety Rating System (HHSRS) replaced the former fitness standard and is a prescribed method of assessing individual hazards, rather than a conventional standard to give a judgment of fit or unfit. The HHSRS is evidence based – national statistics on the health impacts of hazards encountered in the home are used as a basis for assessing individual hazards.
- 5.2.2 The HHSRS system deals with a much broader range of issues than the previous fitness standard. It covers a total of 29 hazards in four main groups:
- *Physiological Requirements* (e.g. damp & mould growth, excess cold, asbestos, carbon monoxide, radon, etc)

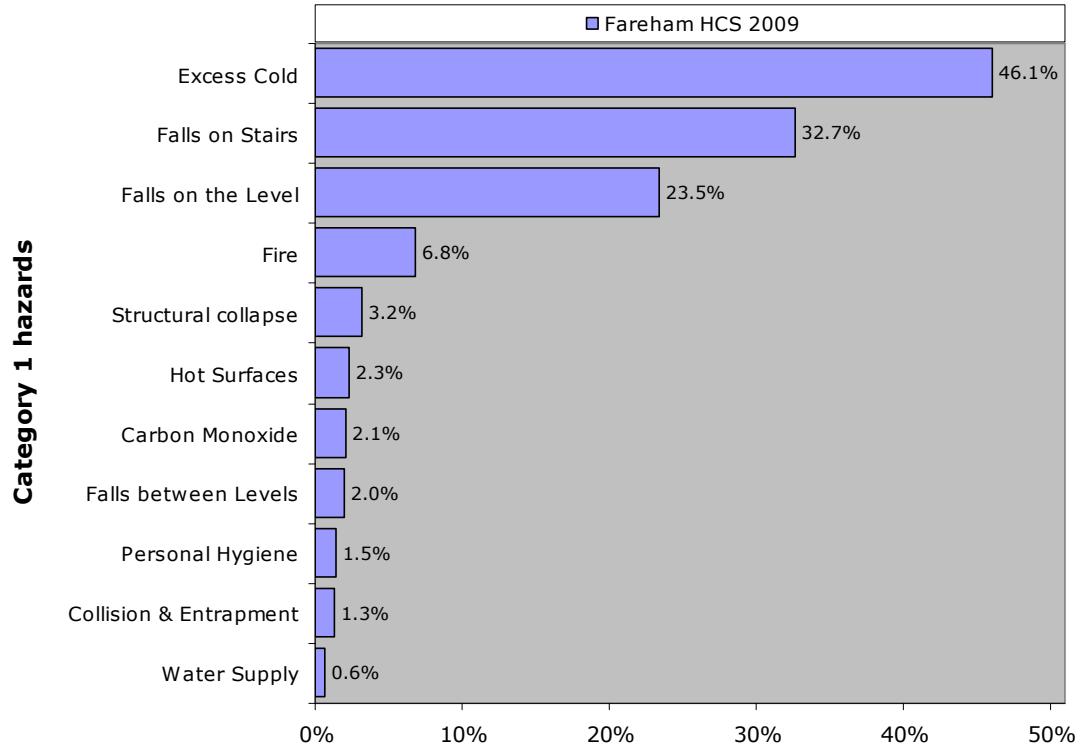
- *Psychological Requirements* (crowding and space, entry by intruders, lighting, noise)
  - *Protection Against Infection* (domestic hygiene, food safety, personal hygiene, water supply)
  - *Protection Against Accidents* (e.g. falls on the level, on stairs & steps & between levels, electrics, fire, collision...).
- 5.2.3 The HHSRS scoring system combines two elements: firstly, the probability that deficiency (i.e. a fault in a dwelling whether due to disrepair or a design fault) will lead to a harmful occurrence (e.g. an accident or illness) and the spread of likely outcomes (i.e. the nature of the injury or illness). If an accident is very likely to occur and the outcome is likely to be extreme or severe (e.g. death or a major or fatal injury) then the score will be very high.
- 5.2.4 All dwellings contain certain aspects that can be perceived as potentially hazardous, such as staircases and steps, heating appliances, electrical installation, glass, combustible materials, etc. It is when disrepair or inherent defective design makes an element of a dwelling significantly more likely to cause a harmful occurrence that it is scored under the HHSRS.
- 5.2.5 Surveyors were required to score all hazards under the HHSRS and the survey form allowed for this. Excess Cold was modelled from survey data, at the individual dwelling level, in order to provide a more accurate picture for this hazard type. The modelling of excess cold hazards by use of SAP (energy efficiency) information was outlined in CLG guidance in June 2006 and has been used by the BRE as part of the housing stock projections for excess cold hazards.
- 5.2.6 The modelling of excess cold hazards is based on the use of the individual SAP rating for each dwelling, which is scaled to give a hazard score. Where a dwelling has a SAP rating of less than 35, this produces a category 1 hazard score.
- 5.2.7 The exact scores generated under the HHSRS can be banded into one of ten bands from A to J, with bands A to C being further defined as Category 1 hazards and those in bands D to J as Category 2. The threshold score for a Category 1 Hazard is 1,000. As stated earlier, a Local Authority has a duty to deal with any Category 1 hazards found and a discretionary power to deal with Category 2 hazards. This survey focuses particularly on Category 1 Hazards, but describes all hazards, including Category 2, for comparative purposes.
- 5.3 Overall dwelling conditions**
- 5.3.1 The overall proportion of dwellings with a Category 1 Hazard was 11.9% compared with 23.5% (owner occupied and privately rented

dwellings) found in the EHCS 2007. This represented 5,200 dwellings across Fareham with 4,700 being houses and 500 being flats.

#### **5.4 Reasons for Category 1 Hazards**

- 5.4.1 The following graph provides a breakdown of the proportions with a Category 1 hazard by type and ranked highest to lowest.

**Figure 5.1 Category 1 Hazards by reason, as % of Category 1 Hazards**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 5.4.2 The proportion of category 1 hazards attributable to excess cold was the highest by a substantial margin, followed by falling on stairs etc and then falling on level surfaces. This follows the national pattern. (Note: the chart excludes those hazards where there was a nil return.)

#### **5.5 Severity of Category 1 Hazards**

- 5.5.1 One indication of the severity of Category 1 hazard failure is the number of items that a dwelling fails the standard on. Overall, only 16.5% of dwellings had two or more Category 1 Hazards.

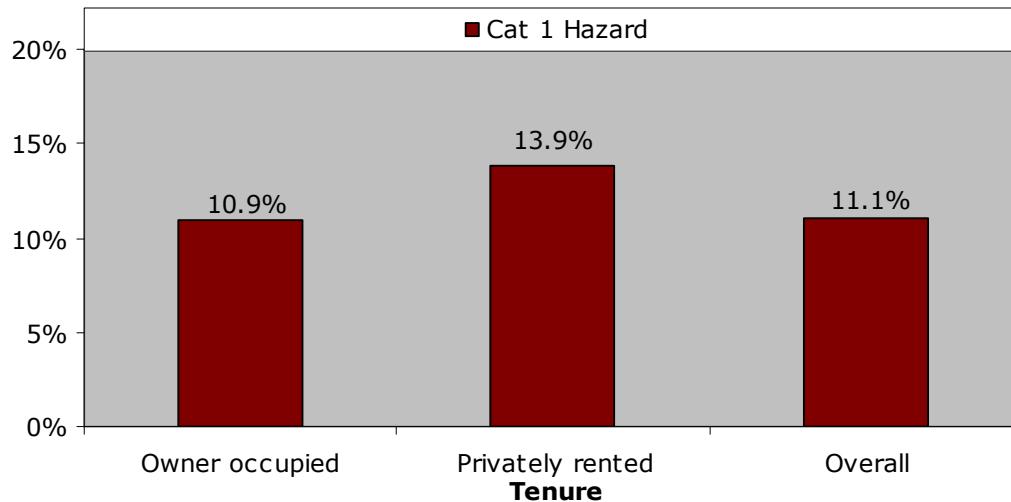
#### **5.6 Category 1 Hazards by general characteristics**

- 5.6.1 This section examines the relationship between those general stock characteristics set out in chapter two, with the level of Category 1

Hazards. The following charts and commentary examine the rates of Category 1 hazards by tenure, dwelling type and construction date.

- 5.6.2 As is usually the case, the highest rate of Category 1 Hazard failure was found in the privately rented stock (13.9%) with the owner occupied sector being 10.9%.

**Figure 5.2 Rates of Category 1 Hazards by tenure**

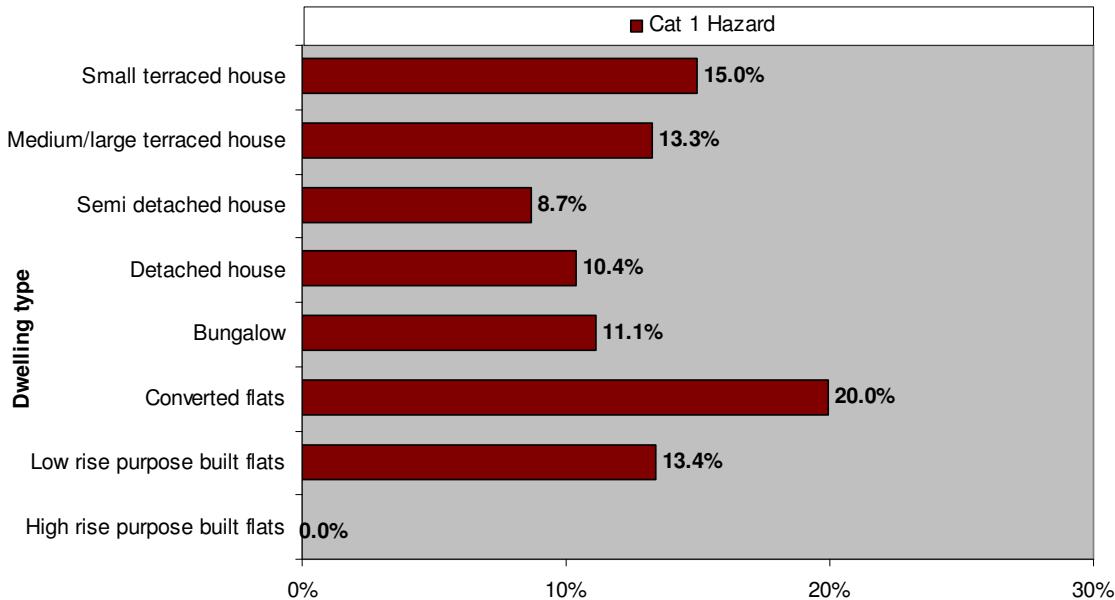


Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 5.6.3 The chart below shows the rates of Category 1 Hazards by build type. Again, the highest rate was found in converted flats at 20.0% (although please see comments at paragraph 4.6.3 in respect of sample size). This was followed by small terraced houses at 15.0% and low rise purpose built flats at 13.4%. The lowest rate was found in semi-detached houses at 8.7%. High rise purpose built flats recoded no failures but as they only account for 0.05% of the stock, this is not surprising.

**Figure 5.3 Rates of Category 1 Hazards by building type**

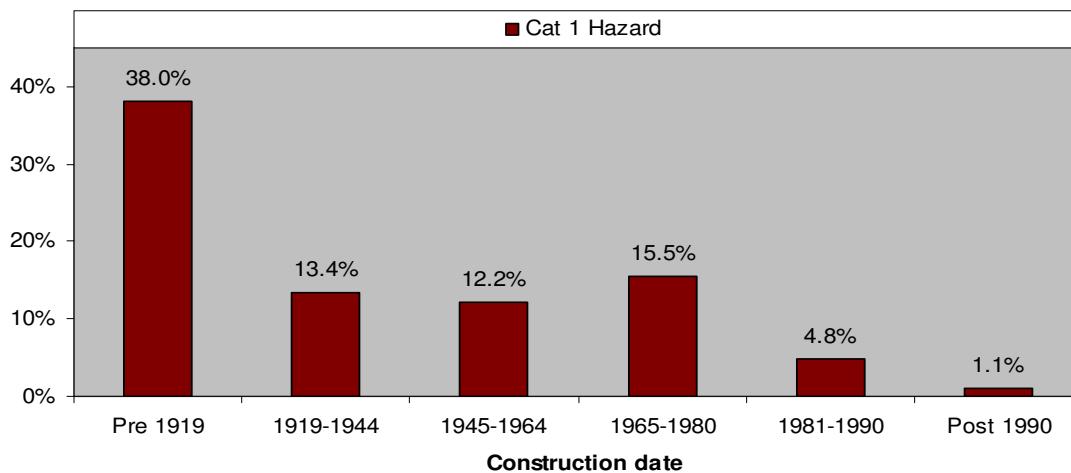


Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 5.6.4 Category 1 Hazards are generally much less closely linked with the deterioration of building elements, than the former fitness standard, as the HHSRS system is concerned primarily with the effect of deficiencies, which may be due to design faults, as well as disrepair. There was, nevertheless, a general trend of Category 1 hazard rates being more prevalent in older dwellings, although the 1965 to 1980 age band once again bucked that trend.

**Figure 5.4 Rates of Category 1 Hazards by construction date**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

### **5.7 Category 1 hazards by social characteristics**

- 5.7.1 This section looks at the impact that Category 1 hazards have on a number of social variables, including age, benefit receipt and disability.
- 5.7.2 Table 5.1 shows that four of the variables had rates that were higher than the Borough average (11.1%), the only variable lower was that for heads of household aged under 25 years, which was significantly lower at 3.2%.

**Table 5.1 Category 1 Hazards by social characteristics**

<b>Group</b>	<b>Category 1 hazard</b>
Income under 10k	19.5%
On Benefit	11.6%
Under 25	3.2%
Over 65	16.1%
Resident with disability	11.3%
<b>Fareham average</b>	<b>11.1%</b>

*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

### **5.8 Cost of works to dwellings with a Category 1 Hazards**

- 5.8.1 This section seeks to present the cost not only of basic failure items, but also the comprehensive cost of repairs in Category 1 Hazard dwellings. Comprehensive repair is the level of repair and improvement needed such that no new work is required to the dwelling in the next 10 years. This level of work most closely resembles the former mandatory renovation grant regime. Table 5.2 below shows basic remedial costs only.
- 5.8.2 The total cost just to rectify category 1 hazards was an estimated £24.0 million at an average cost per dwelling of £5,000. The average cost per dwelling was marginally higher in privately rented dwellings. The total level of comprehensive repair in dwellings with a Category 1 hazard in Fareham was an estimated £104.7 million, an average of £21,900 per dwelling, with owner occupied dwellings having a higher average cost than privately rented dwellings.

**Table 5.2 Repair costs in Category 1 Hazard dwellings by tenure**

Tenure	Remedial	5 year <sup>2</sup>	Comprehensive <sup>2</sup>
<b>Owner occupied (£m)<sup>1</sup></b>	<b>22.4</b>	<b>45.8</b>	<b>98.6</b>
Average (£s)	5,000	10,200	22,000
<b>Privately Rented (£m)<sup>1</sup></b>	<b>1.6</b>	<b>3.4</b>	<b>6.2</b>
Average (£s)	5,100	11,100	19,800
<b>All tenures (£m)<sup>1</sup></b>	<b>24.0</b>	<b>49.2</b>	<b>104.7</b>
Average (£s)	5,000	10,300	21,900

1. Figures given in millions of pounds sterling

2. Figures are cumulative and therefore include the previous column

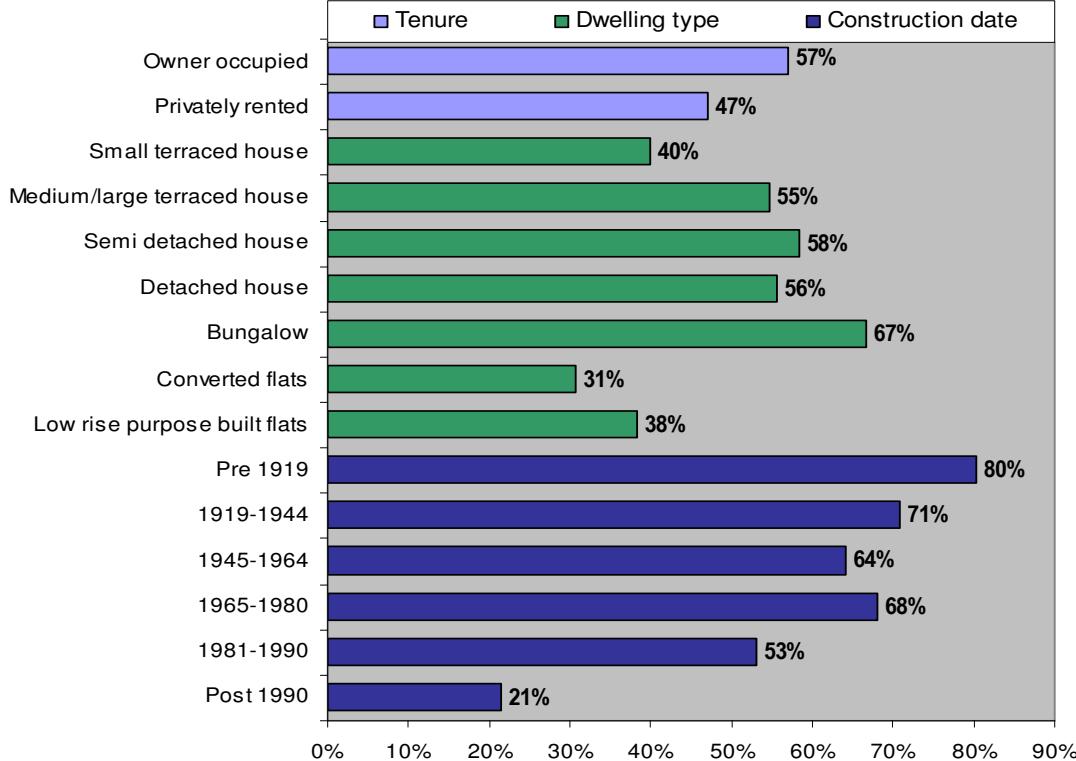
Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

### **5.9      Category 2 hazards in bands D and E**

- 5.9.1 There were an estimated 24,600 (56.6%) dwellings in Fareham that have at least one Category 2 hazard (Bands D and E). Of those 21,200 (86.2%) had no corresponding Category 1 hazard.
- 5.9.2 The following graph illustrates the distribution of Category 2 hazards (Bands D and E) by tenure, building type and age.

**Figure 5.5 Category 2 hazards by general characteristics**

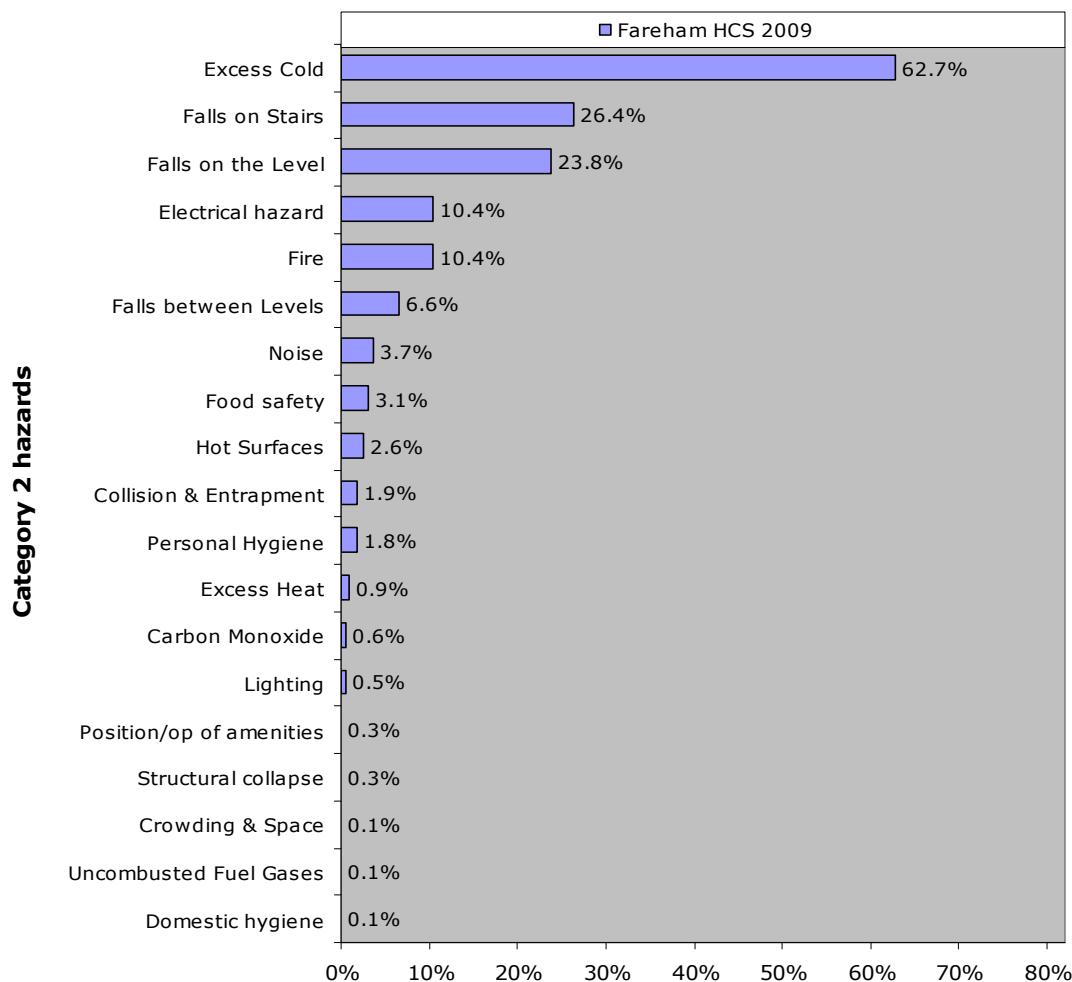


Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 5.9.3 The rate in the owner occupied sector at 57% was higher than that in the privately rented sector at 47%.
- 5.9.4 Bungalows were the most likely dwelling type to have a Category 2 hazard with at least one Category 2 hazard (scoring above average) at 67%, followed by semi-detached houses (58%), detached houses (56%) and medium/large terraced houses (55%). The lowest rate was found in converted flats (31%).
- 5.9.5 The pattern of decreasing incidence with age is generally followed, although the trend found in both non decent homes and Category 1 hazards for 1965 to 1980 properties to buck that trend, continues here.
- 5.9.6 Figure 5.7 illustrates the distribution of Category 2 hazards (scoring above average) by hazard type and ranked highest to lowest.

**Figure 5.6 Category 2 hazards by hazard type**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 5.9.7 The pattern for Category 2 hazards follows to a degree that for Category 1 hazards with the highest rate for excess cold followed by falling on stairs etc and falling on level surfaces. Electrical hazards and fire feature more strongly with Category 2 hazards.

## 6 Meeting the Decent Homes Standard – Reasonable State of Repair

### 6.1 Introduction

- 6.1.1 Criterion B of the Decent Homes Standard looks at the issue of the state of general repair of a dwelling, with a dwelling failing if it meets one or more of the following:
- One or more key building components are old (which are specifically defined in the criteria) and, because of their condition need replacing or major repair or;
  - Two or more other building components are old and, because of their condition need replacing or major repair.
- 6.1.2 A building that has component failure before the components expected lifespan does not fail the decent homes standard. A dwelling will be considered to be in disrepair if it fails on one or more major element or two or more minor elements. Major and minor element failures are listed below:

**Table 6.1 Major building elements (disrepair failure)**

Element	Age to be considered old
Major Walls (Repair/Replace >10%)	80
Roofs (Replace 50% or more)	50 for houses 30 for flats
Chimney (1 or more needing partial rebuild)	50
Windows (Replace 2 or more windows)	40 for houses 30 for flats
Doors (Replace 1 or more doors)	40 for houses 30 for flats
Gas Boiler (Major Repair)	15
Gas Fire (Major Repair)	10
Electrics (Major Repair)	30

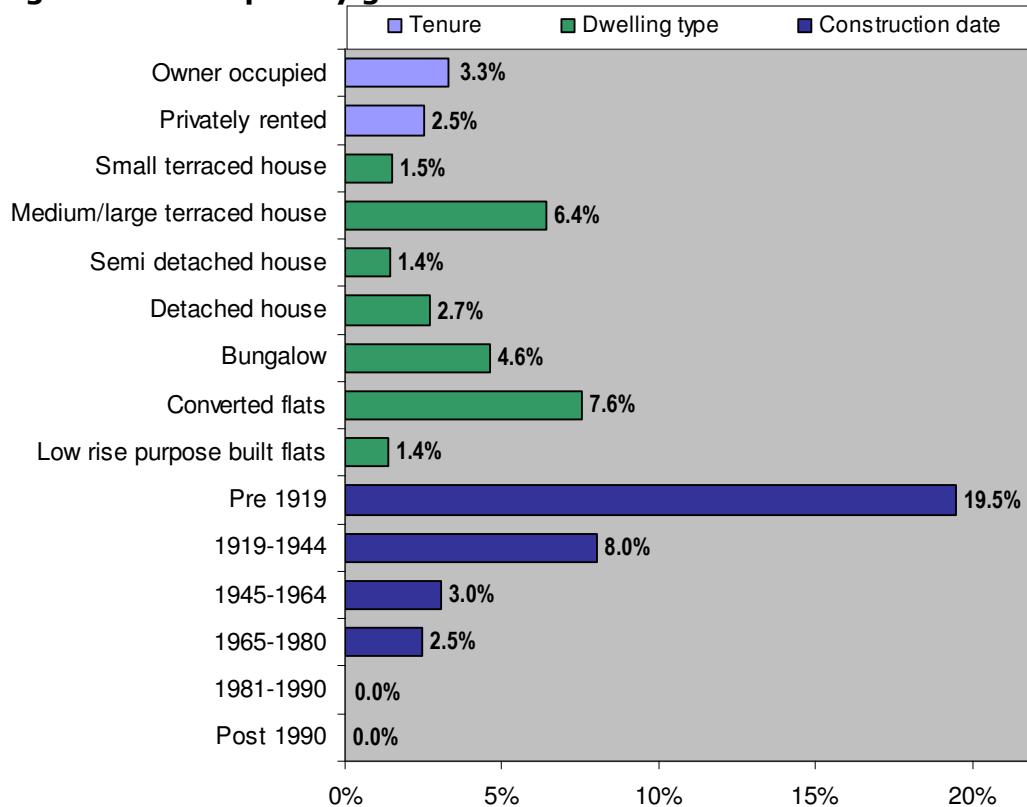
**Table 6.2 Minor building elements (disrepair failure if 2 or more fail)**

Element	Age to be considered old
Kitchen (Major repair or replace 3+ items)	30
Bathroom (Replace 2+ items)	40
Central heating distribution (Major Repair)	40
Other heating (Major Repair)	30

## 6.2 **Disrepair and general characteristics**

- 6.2.1 In Fareham 1,410 dwellings failed this criterion which is below the national level (3.3% compared to 8.1%).
- 6.2.2 The overall repair cost within Fareham is £6.3 million, an average of £4,500 per dwelling. (This is the cost of rectifying failures of the repair criterion of the Decent Homes Standard). The following section gives a breakdown of repair failure by a number of key variables.

**Figure 6.1 Disrepair by general characteristics**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 6.2.3 The differences between tenures were limited; 3.3% in the owner occupied sector and 2.5% in the private rented sector.
- 6.2.4 By dwelling type, the highest rate was again found in converted flats at 7.6% (again the sample size should be borne in mind) followed by medium/large terraced houses at 6.4%.
- 6.2.5 The proportionate rate of repair failure by construction date follows the usual pattern of increasing with property age; the rate in pre-1919

properties was particularly high at 19.5%, nearly six times the Borough average.

### **6.3 Disrepair by social characteristics**

- 6.3.1 The impact that disrepair has on a range of social variables, including age, benefit receipt and disability, is shown in the following table.
- 6.3.2 All but one of the variables had rates that were above the Borough rate; households with annual income below £10k, households in receipt of benefit, households where there was a resident with a disability and households where the head was aged over 65 years. No disrepair was found in dwellings where the head of household was aged under 25, but they account for only 1.1% of occupied dwellings.

**Table 6.3 Disrepair by social characteristics**

<b>Group</b>	<b>In disrepair</b>
Income under £10k	5.1%
On Benefit	5.0%
Under 25	0.0%
Over 65	4.0%
Resident with disability	7.9%
<b>Fareham average</b>	<b>3.3%</b>

*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

## 7 Meeting the Decent Homes Standard – Modern Facilities

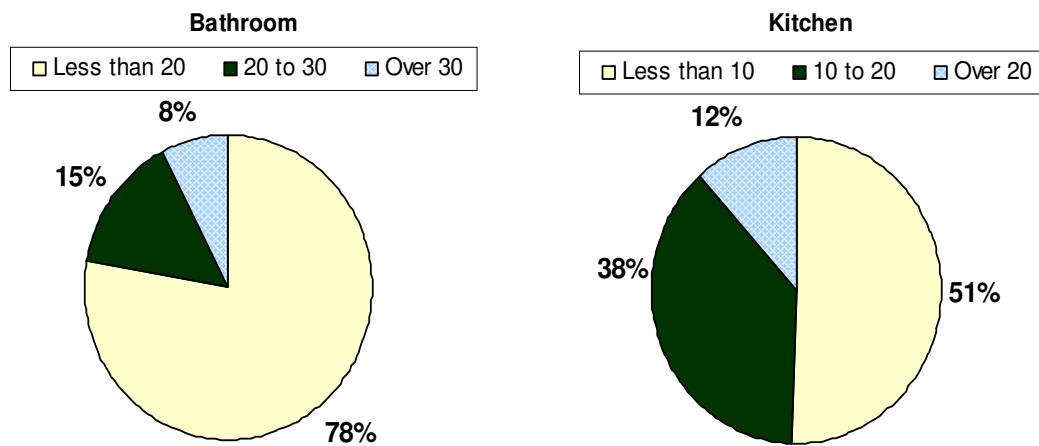
### 7.1 Introduction

- 7.1.1 So far this report has considered Criterion A of the Decent Homes Standard: Category 1 Hazards and Criterion B: dwellings failing due to disrepair issues. The third criterion of the Decent Homes Standard is that a dwelling should have adequate modern facilities, and this chapter deals with that issue.
- 7.1.2 Few dwellings within the private sector failed on this criterion at national level (2.1%). In Fareham, the rate was lower than the national average with 220 (0.5%) dwellings failing for this reason. The low level of failure nationally, and in Fareham, reflects the fact that a dwelling only fails if it lacks *three* or more of the following:
- A kitchen which is 20 years old or less
  - A kitchen with adequate space and layout
  - A bathroom that is 30 years old or less
  - An appropriately located bathroom and WC
  - Adequate noise insulation
  - Adequate size and layout of common parts of flats
- 7.1.3 For example, if a dwelling had a kitchen and bathroom older than the specified date, it would not fail unless the kitchen had a poor layout or the bathroom was not properly located.
- 7.1.4 As a result of the relatively small number of dwellings failing the Decent Homes Standard on this criterion, it was not possible to further subdivide those failures to examine their tenure distribution or other characteristics. However, this chapter will examine the general provision of facilities and in particular consider the potential for a greater level of failure in the future.

### 7.2 Key amenities bathrooms and kitchens

- 7.2.1 Under the Decent Homes Standard the age of bathrooms and kitchens is of importance to the modern facilities criterion. Figure 7.1 examines the age of these two facilities in dwellings within Fareham.

**Figure 7.1 Bathroom and Kitchen age**



*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

- 7.2.2 It is possible to see from the two charts that potential for failure under the facilities criterion of the Decent Homes Standard is fairly low with bathrooms as the great majority (78%) were less than 20 years old but greater with kitchens as 50% were either older than the age specified in the criterion or would become so in the next 10 years. For these dwellings to fail, however, it would be necessary that one of the other elements of this criterion be breached (such as inadequate noise insulation). It is unlikely therefore that failure to replace older kitchens and bathrooms would cause any significant increase in non decency.

## 8 Meeting the Decent Homes Standard – Thermal Comfort

### 8.1 Thermal comfort failures

- 8.1.1 Failure of the thermal comfort criterion, and consequently the work required to remedy that failure, is based on the combination of heating system type and insulation present within a dwelling. In Fareham 4,390 dwellings (10.1%) failed the thermal comfort criterion, which was below the national average of 16.7%.
- 8.1.2 The following are the three requirements under the thermal comfort criterion of the Decent Homes Standard:
- For dwellings with gas/oil programmable heating, cavity wall insulation (if there are walls that can be insulated effectively) or at least 50mm loft insulation (if there is a loft space) is an effective package of insulation.
  - For dwellings heated by electric storage heaters/ LPG/ programmable solid fuel central heating a higher specification of insulation is required: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are walls that can be insulated effectively).
  - All other heating systems fail (i.e. all room heater systems are considered to fail the thermal comfort standard).

### 8.2 Thermal comfort and excess cold

- 8.2.1 Category 1 hazards under the HHSRS (see chapter 5) cover a wide range of hazards relating to occupier's health. The most common hazard is Excess Cold, which relates to the energy efficiency of a dwelling, which in turn is dictated by the heating systems and insulation in a dwelling. As a result, there is a strong relationship between the two measures. Excess cold is based on a detailed energy efficiency calculation, whereas can be seen in section 8.1, thermal comfort is a far more simplistic measure.
- 8.2.2 It is possible to examine the surveys conducted and look for overlaps between the two measures. By carrying out such an analysis it was possible to determine that 68% of dwellings that had a category 1 Excess Cold hazard also failed Thermal Comfort. This is a strong relationship and shows that the very least efficient dwellings have poor insulation and heating.
- 8.2.3 Having poor insulation and heating, however, does not automatically result in a category 1 Excess Cold hazard. This is reflected in the fact

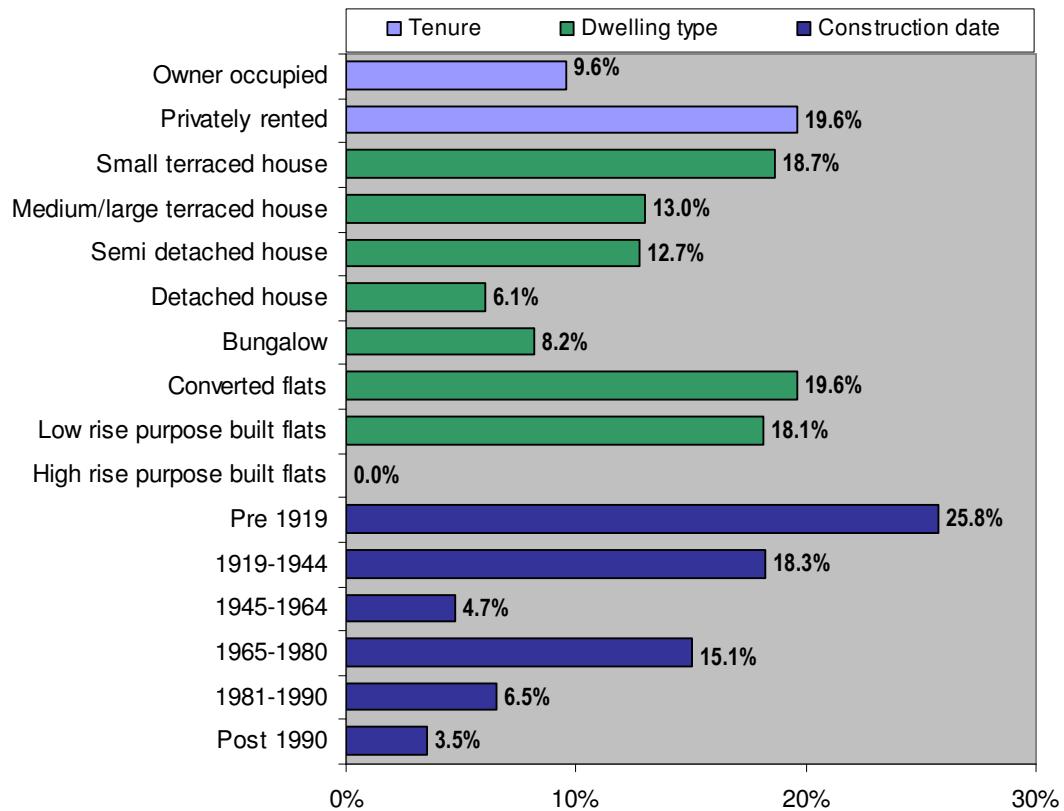
that only 34% of dwellings that fail the Thermal Comfort standard also have a category 1 Excess Cold hazard. This illustrates that Thermal Comfort is a much broader standard than Excess Cold.

- 8.2.4 With regard to category 2 Excess Cold hazards the position differs in that only 17% of dwellings that had a category 2 Excess Cold hazard also failed the Thermal Comfort standard. This is due to the fact that the Excess Cold hazard scores in band E (a high category 2 hazard) in an average dwelling that has not had energy efficiency improvements. As a consequence category 2 Excess Cold hazards encompass a wider range of stock than Thermal comfort, rather than the smaller range illustrated for category 1 Excess Cold hazards.
- 8.2.5 It is also not surprising, therefore, to find that 57% of dwellings failing the Thermal Comfort standard have a category 2 Excess Cold hazard, since category 2 Excess Cold hazards encompass such a larger proportion of the dwelling stock.

### **8.3 Thermal comfort failures by general characteristics**

- 8.3.1 Figure 8.1 below shows the distribution of thermal comfort failure by age, building type and tenure.
- 8.3.2 The privately rented stock had the highest proportionate rate (19.6%), with the owner occupied dwellings rate being 9.6%.
- 8.3.3 The highest rate of failure by dwelling type was found in converted flats (19.6%), although it must be borne in mind that they only represent 1.0% of the total stock or 430 dwellings, followed by small terraced houses (18.7%) and low rise purpose built flats (18.1%). The lowest rate was found in detached houses (6.1%).
- 8.3.4 Thermal comfort failure rates usually increase with dwelling age, although in Fareham, once again, the 1965 to 1980 age band had an inflated rate. The lowest rate was found in Post 1990 dwellings (3.5%).

**Figure 8.1 Thermal comfort failure by general characteristics**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

## 9 Energy Performance

### 9.1 Energy performance and SAP ratings

- 9.1.1 The Standard Assessment Procedure or SAP is a government rating for energy efficiency. It is used in this report in conjunction with annual CO<sub>2</sub> emissions figures, calculated on fuel consumption, and the measure of that fuel consumption in kilo Watt hours (kWh), to examine energy efficiency.
- 9.1.2 The SAP rating in this report was the energy rating for a dwelling and was based on the calculated annual energy cost for space and water heating. The calculation assumes a standard occupancy pattern, derived from the measured floor area so that the size of the dwelling did not strongly affect the result. It is expressed on a 0-100 scale. The higher the number the better the energy rating for that dwelling.
- 9.1.3 The software used to calculate SAP ratings for this report used SAP2005.

### 9.2 Distribution of SAP ratings

- 9.2.1 The average SAP rating in Fareham for private sector dwellings was 57, compared to an average SAP rating of 48 nationally (for private sector dwellings only), based on the findings of the EHCS 2007, which also used SAP2005.
- 9.2.2 Table 9.1 shows the energy performance distribution by tenure incorporation the same banding system used by the EHCS 2007. The majority for each tenure group were contained within the 39 to 68 bandings, being 79.4% for owner occupied dwellings and 75.9% for the privately rented stock. The overall stock rate was 79.2% within those bands, which was above the national rate (73.2%).

**Table 9.1 Energy performance SAP banded**

EPC SAP Range Banded	Owner occupied	Privately rented	Whole Stock	EHCS 2007
<b>Band A (92-100)</b>	0.0%	0.0%	0.0%	0.0%
<b>Band B (81-91)</b>	0.1%	6.9%	0.5%	0.1%
<b>Band C (69-80)</b>	14.1%	7.9%	13.8%	5.0%
<b>Band D (55-68)</b>	49.2%	43.1%	48.9%	30.4%
<b>Band E (39-54)</b>	30.2%	32.8%	30.4%	42.8%
<b>Band F (21-38)</b>	6.1%	7.4%	6.1%	17.3%
<b>Band G (1-20)</b>	0.3%	1.9%	0.4%	4.4%
<b>Total</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

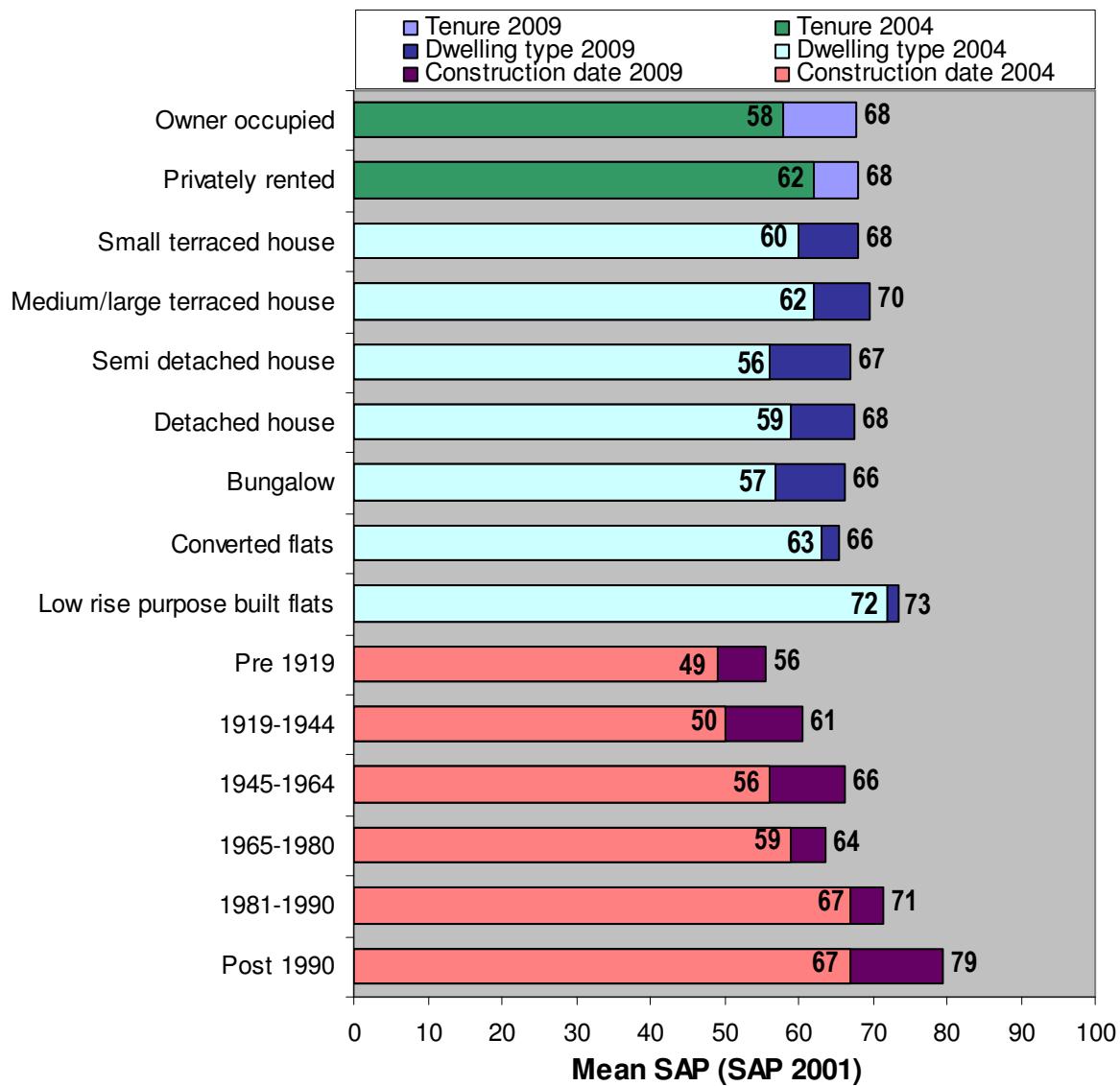
Source: 2009 House Condition Survey & EHCS 2007

\*For notes on statistical variance & small sample sizes see appendix C

### **9.3 SAP improvement since 2004**

- 9.3.1 The original SAP system developed by government gave SAP ratings on a scale of 1 to 100. In 2001 a revised system was developed which placed all dwellings on a scale from 1 to 120. The 2004 Fareham HCS used the SAP 2001 system. A new system was introduced in 2005 (SAP 2005) and this reverted to the 1 to 100 scale. Since the 2009 survey uses SAP 2005 a direct comparison with the previous survey is not possible as the two SAP ratings operate on different scales.
- 9.3.2 It is possible, however, to revert the 2009 survey data to the SAP 2001 standard to allow it to be compared to the 2004 survey results and the following analysis does this. **It is important to note that ONLY this section (9.3) of the report refers to figures based on the SAP 2001 standard, the remainder of this chapter and the report as a whole, refer to figures calculated under SAP 2005.**
- 9.3.3 The mean SAP rating for private sector housing, in Fareham Borough, in 2004, using the SAP2001 system, was 59. Converting the 2009 figure from SAP2005 to SAP2001 results in a mean SAP rating of 68, representing an increase of nine SAP points over a five year period.
- 9.3.4 The following graph gives a breakdown of the average SAP ratings, based on SAP 2005, comparing the Fareham HCS of 2009 with the HCS of 2004. The graph looks at the distribution of mean SAP by three different characteristics: tenure, construction date and building type. Where these were not banded in the same way in 2004, the original data has been analysed in order to match the current categorisation.

**Figure 9.1 Mean SAP comparison 2004 to 2009**



Source: 2009 House Condition Survey & 2004 House Condition Survey

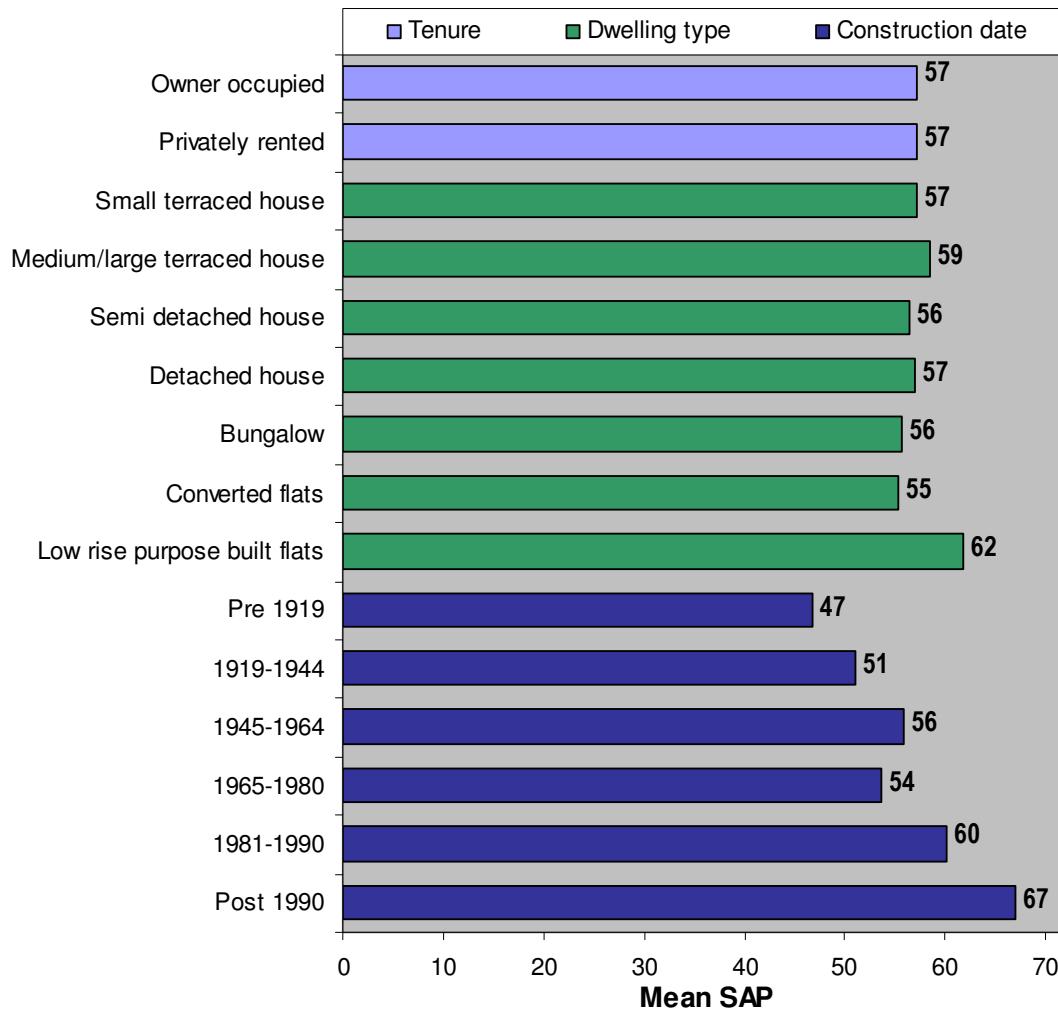
- 9.3.5 There has been a much greater improvement in owner occupied mean SAP than for privately rented dwellings. This reflects the fact that schemes such as Warm Front target owner-occupiers for assistance.
- 9.3.6 Since there is a much higher proportion of flats in the private rented sector it is not surprising that flats have seen the lowest improvement in SAP. Semi-detached houses show the largest increase, as would be expected, because the largest proportion of inter-war and immediate post-war housing is semi-detached and these dwellings had the greatest scope for improvement.

9.3.7 The least improvement by construction date has been in dwellings built between 1965 and 1990. This is due to the fact that such dwellings were more energy efficient when built, leaving a lesser scope for improvement. The post 1990 stock shows the biggest improvement, however, this is illusory. Building regulations since 2004 have repeatedly increased the threshold for energy efficiency, as a consequence, dwellings built in the last five years have been getting increasingly more efficient. The inclusion of all dwellings built in the past five years thus naturally creates a boost to the post 1990 SAP rating, rather than any substantial retro-fitting of improvements.

#### **9.4 SAP by general characteristics**

- 9.4.1 The physical characteristics of dwellings have a major effect on the efficiency of a dwelling. The number of exposed external walls and the construction materials and methods all affect the overall heat loss and therefore the energy efficiency. Different types and ages of dwellings will have different energy characteristics.
- 9.4.2 Figure 9.1 gives a breakdown of average SAP ratings by tenure, building type and construction date.
- 9.4.3 The average SAP rating was the same for both tenures at 57.
- 9.4.4 When examining SAP ratings by built form, converted flats had the lowest mean SAP rating at 55 but this was by a small margin only (and again see 4.6.3 in respect of sample size). The great majority of the other dwelling types had a SAP rating between 56 and 59. The highest rate was found in low rise purpose built flats at 62.
- 9.4.5 Increases in SAP are usually associated with a reduction in dwelling age; the most modern stock having the highest SAP. This pattern was mainly followed in Fareham; the lowest mean SAP was for pre-1919 properties at 47 and the highest in post 1990 properties at 67. However, again properties in the 1965 to 1980 age band bucked the overall trend to a degree.

**Figure 9.2 SAP by general characteristics**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

## 9.5 Carbon Dioxide emissions

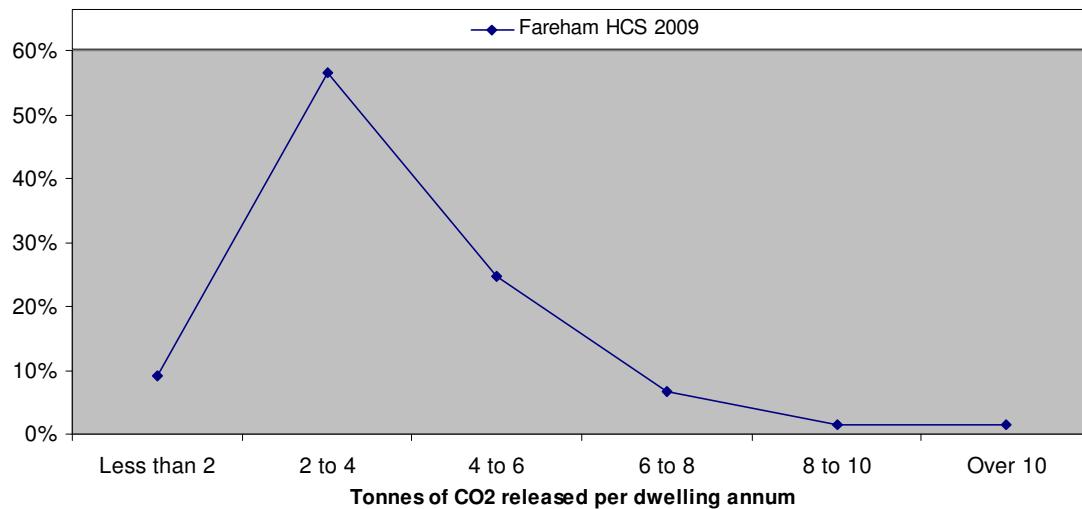
- 9.5.1 As part of the 2007 Comprehensive Spending Review the Government announced a single set of indicators which would underpin the performance framework as set out in the Local Government White Paper "Strong and Prosperous Communities". To provide a more powerful and consistent incentive to local authorities, to develop and effectively implement carbon reduction and fuel poverty strategies, included within the set of indicators were a per capita reduction in Carbon Dioxide (CO<sub>2</sub>) emissions in the Local Authority area and the tackling of fuel poverty.
- 9.5.2 PSA Delivery Agreement 27 (Lead the global effort to avoid dangerous climate change) stated that "The overall framework for the Government's domestic action is set out in the Climate Change Bill for

which Parliamentary approval will be sought". This was subsequently passed into legislation on 26 November 2008, through the Climate Change Act 2008, which included legally binding targets to achieve greenhouse gas emission reductions through action in the UK and abroad of at least 80% by 2050, and reductions in CO2 emissions of at least 26% by 2020, against a 1990 baseline.

- 9.5.3 The government launched a consultation document entitled "Heat and energy saving strategy consultation" in February 2009.
- 9.5.4 The overall aim of the consultation was to reduce annual emissions by up to 44 million tonnes of CO2 in 2020, the equivalent of a 30% reduction in emissions from households compared to 2006, making a significant contribution to meeting the government's carbon budgets.
- 9.5.5 One key aspect of the government's approach was to consider the energy needs of the 'whole house', putting together a more comprehensive programme of work for the whole house rather than the installation of individual measures one at a time. It was considered that modern heating offered the potential to cut energy bills and reduce CO2 emissions, and the government wanted to help the development of heating networks within communities where it made sense to do so.
- 9.5.6 The Government's strategy for saving energy and decarbonising heating both now and into the future, has four main objectives:
- to help more people, especially in the current difficult economic climate, as well as over the longer term, to achieve a reduction in their energy bills by using less energy;
  - to reduce the UK's emissions and increase the use of renewable energy in line with the demands of the government's carbon budgets, their renewables target and the ultimate objective of reducing greenhouse gas emissions by 80% by 2050;
  - to help maintain secure and diverse energy supplies; and
  - to take advantage of the economic opportunities presented by the shift to a low carbon economy in the UK and in the rest of the world. This to help during the current economic downturn and over the longer term.
- 9.5.7 By 2015, it is the government's aim to have insulated all the lofts and cavity walls where it is practicable to do so. Although it is considered that this will not be enough to achieve the ambitions for the 2050 target of cutting emissions by 80%. Once these options have been exhausted, more substantial changes are being considered, such as small-scale energy generation and solid wall insulation, with the aim of helping up to seven million homes by 2020.

- 9.5.8 It is proposed to retain the current Carbon Emissions Reduction Target (CERT) until 2012, when it is thought that a more coordinated, community-based approach, working door-to-door and street-to-street to cover the needs of the whole house. This more coordinated approach is piloted under a new Community Energy Savings Programme (CESP), launched in September 2009.
- 9.5.9 Fareham has no Lower Super Output Areas contained within the list of areas of low income that the Government proposes qualify for the Community Energy Saving Programme.
- 9.5.10 The CO<sub>2</sub> data provided as part of this survey indicated that emissions within the private sector stock of Fareham were 164,600 tonnes per annum an average of 3.8 tonnes per annum per property or 1.7 tonnes per capita. The EHCS 2007 reported total CO<sub>2</sub> emissions of 130 million tonnes per annum or 7.1 tonnes per dwelling (owner occupied and privately rented)
- 9.5.11 Figure 9.2 shows the range of dwelling CO<sub>2</sub> emissions released per annum. The majority of dwellings (81.2%) had emissions of between 2 and 6 tonnes per annum, with 9.6% having annual emissions above this. 1.6% have emissions above 10 tonnes per annum.

**Figure 9.3 Annual dwelling CO<sub>2</sub> emissions**



Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 9.5.12 Emissions per main fuel type are given below; with coal/wood having the highest average at 8.0 tonnes followed by oil (6.3 tonnes).

**Table 9.2 Main fuel CO<sub>2</sub> emissions**

<b>Fuel main</b>	<b>CO<sub>2</sub> (tonnes)</b>	<b>Average CO<sub>2</sub> per property</b>
Mains Gas	154,113	3.8
LPG/Bottled Gas	963	4.5
Oil	980	6.3
Coal/Wood	1,308	8.0
Anthracite	0	0.0
Smokeless Fuel	0	0.0
On Peak Electricity	718	4.1
Off Peak Electricity	6,528	4.0

Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 9.5.13 Emissions by tenure type are given below; with the owner occupied tenure group having the highest average at 3.8 tonnes with the privately rented group at 3.2 tonnes.

**Table 9.3 CO<sub>2</sub> emissions by tenure**

<b>CO<sub>2</sub> distribution by tenure</b>	<b>CO<sub>2</sub> (tonnes)</b>	<b>Average CO<sub>2</sub></b>
Owner Occupied	157,400	3.8
Privately Rented	7,200	3.2
<b>Total</b>	<b>164,600</b>	<b>3.8</b>

## **9.6 SAP and National Indicator 187**

- 9.6.1 Following the 2007 comprehensive spending review guidance was issued on a change in measuring local authority performance through a revised set of indicators. There are 188 indicators covering every aspect of a Councils' responsibilities, but of primary interest here is National Indicator 187. NI187 requires local authorities to measure the proportion of households on an income related benefit living in dwellings with SAP ratings below 35 and 65 and above; the intention being to decrease the former and increase the latter. The indicator refers to 'fuel poverty' but the measure is actually a surrogate for fuel poverty since it does not relate income to heating cost, but rather benefit receipt to SAP rating. It is anticipated that Councils will measure progress using an annual postal survey.
- 9.6.2 Guidance on NI187 strongly suggests the resident self-completion route as the best method for the annual monitoring of NI187. This can be achieved by post, by phone or other form of return. Fareham, as with other authorities in Hampshire and the majority of local authorities nationally, has adopted this approach. At the time of the conduct of this survey only figures for the first year of the NI187 study had been collected and thus no indication of change was available.

**Table 9.4 SAP bands and NI187**

<b>Fareham HCS 2009</b>			
	<b>Dwellings total</b>	<b>Households with an income benefit recipient</b>	<b>Rate</b>
SAP less than 35	1,770	600	33.9%
	4.1%	6.3%	
SAP 35 to 64	31,190	7,400	23.7%
	71.8%	77.1%	
SAP 65 and over	10,450	1600	15.3%
	24.1%	16.7%	
	<b>43,410</b>	<b>9,600</b>	<b>22.1%</b>

Source: 2009 House Condition Survey

\*For notes on statistical variance & small sample sizes see appendix C

- 9.6.3 Some criticism has been levelled at the general methodology and guidance for NI187, especially given the potential for error given both self-completion of the questionnaire and the level of statistical variance. It remains to be seen how valid a methodology it will be in the long term.

### **9.7 Energy efficiency improvement**

- 9.7.1 The vast majority of dwellings (96.9%), had mains gas, with 94.6% of dwellings had a central heating system compared with 90.0% found in the EHCS 2007.
- 9.7.2 The provision of different heating systems and insulation within the dwelling stock does allow scope for some dwellings to have additional insulation, improved heating, draught proofing etc. Such improvements can lead to a reduction in energy consumption with consequent reduction in the emission of gases such as carbon dioxide implicated in climate change.
- 9.7.3 However, it should be noted that improving energy efficiency does not necessarily equate to a reduction in energy consumption. In the majority of cases there will be a reduction, but, for example, where a household is in fuel poverty and improvements are made, energy consumption may well go up. In such dwellings the occupiers may well have been heating the dwelling to an inadequate level using expensive fuel. Use of cheaper fuels can create affordable warmth, but also lead to increased energy consumption.

### **9.8 The cost and extent of improvement**

- 9.8.1 The following figures are based on modelling changes in energy efficiency, brought about by installing combinations of items listed below. These are based on measures that have been provided by

many local authorities and are loosely based on the Warm Front scheme.

- Loft insulation to 270mm
- Cylinder insulation to 70mm Jacket (unless foam already)
- Double Glazing to all windows
- Cavity wall insulation
- Installation of a modern high efficiency gas boiler where none is present
- Full central heating where none is present

9.8.2 The computer model entered whatever combination of these measures is appropriate for a particular dwelling taking into account the provision of heating and insulation shown by the survey.

### **9.9 Future improvement**

9.9.1 If all combinations of improvements listed above were carried out to all dwellings, the total cost would be just under £37.1 million, an average of £1,220 per dwelling, where improvements were required.

9.9.2 The total cost of improvements given above is distributed among 30,500 dwellings, 70.3% of the stock. The majority of these dwellings will have complied with Building Regulations current at the time they were built and realistically most of them will currently provide an adequate level of thermal efficiency. In most cases, however, there is still scope for improvement even if only minor.

9.9.3 The following analysis looks at how many dwellings could have each type of measure applied.

**Table 9.5 All energy efficiency measures that could be carried out**

<b>Measure</b>	<b>Dwellings</b>	<b>Percent of stock</b>
Loft insulation	21,100	48.6%
Wall insulation	11,400	26.3%
Double glazing	2,900	6.7%
Cylinder insulation	17,100	39.4%
New boiler	9,600	22.1%
New central heating	700	1.6%
<b>Any measures</b>	<b>30,500</b>	<b>70.3%</b>

*Source: 2009 House Condition Survey*

*\*For notes on statistical variance & small sample sizes see appendix C*

9.9.4 The wide range of measures indicates that, in most cases, two or more improvements could be carried out. Generally loft insulation would be an improvement on existing insulation, rather than an installation where none exists. With cylinder insulation, most improvements would be the replacement of old cylinders with jackets, for new integral foam insulated cylinders. Installation of new central heating is only indicated

where the dwelling currently relied solely on room heaters as the primary heating source.

## **9.10 Tackling fuel poverty**

- 9.10.1 A key issue in reducing energy consumption is tackling fuel poverty. The occupiers of a dwelling are considered to be in fuel poverty if more than 10% of their net household income would need to be spent on heating and hot water to give an adequate provision of warmth and hot water. Not only do dwellings where fuel poverty exists represent dwellings with poor energy efficiency, they are, by definition, occupied by residents with low incomes least likely to be able to afford improvements. In "Fuel Poverty in England: The Government's Plan for Action" published in 2004, the government set a target for the total eradication of fuel poverty by November 2016.
- 9.10.2 There are an estimated 3,770 (8.9%) owner occupied dwellings in fuel poverty in Fareham compared to approximately 13.2% based on the findings of the EHCS 2007, as reported in the Annual Report on Fuel Poverty Statistics 2009, published by the Department of Energy & Climate Change (DECC).
- 9.10.3 Although a lower proportion than the national average, the 3,770 dwellings still represent a substantial number of households that are in fuel poverty and will present issues in terms of both energy efficiency and occupier health. The highest rate of fuel poverty was found in owner occupied dwellings where 9.1% were in fuel poverty, compared with 4.1% in the privately rented sector. Intervention programmes such as Warm Front have been set up to tackle fuel poverty among vulnerable households in the private rented and owner occupied sectors, and provide grant packages to undertake energy efficiency measures for those eligible.
- 9.10.4 By the very nature of fuel poverty, it is almost always associated with those residents on the lowest incomes. 2,550 households (66% of the households in fuel poverty) were households with incomes below £10,000 per annum, with the remaining 1,310 (34%) having incomes above £10,000 per annum. This means that the rate of fuel poverty in the households with an income below £10,000 was 51%.
- 9.10.5 Fuel poverty is usually associated with dwellings where one or more residents are in receipt of a means tested benefit as such benefits are indicative of low income. In Fareham fuel poverty was found in 1,540 households (40% of households in fuel poverty) where a benefit was received, compared with 2,320 households (60% of households in fuel poverty) where occupiers did not receive benefit. This means that 14% of households in receipt of benefit were in fuel poverty.
- 9.10.6 For owner-occupiers, assistance in the form of advice can be given, as well as grants and other partnership schemes with energy efficiency

companies and other organisations. The total cost of energy efficiency improvements to dwellings in fuel poverty in the owner-occupied sector, was just over £5.1 million. This expenditure requirement is distributed between the 3,770 owner-occupied dwellings in fuel poverty where works were possible at an average cost per dwelling of £1,400.

### **9.11 Beyond fuel poverty**

- 9.11.1 Tackling dwellings where fuel poverty exists helps those least able to afford either to heat their homes properly or to afford the improvement works necessary.
- 9.11.2 Beyond fuel poverty, however, the Authority has a duty under the Home Energy Conservation Act (1995) to help reduce energy consumption in dwellings within Fareham.

### **9.12 Energy efficiency works to all other dwellings**

- 9.12.1 The cost of carrying out all works to all dwellings where the residents were not in fuel poverty but where potentially improvements could be made is just over £31.8 million. This represents an average expenditure of approximately £800 per dwelling in 38,790 properties.
- 9.12.2 Due to the high proportion of dwellings where potential improvements could be undertaken, the numbers are widespread and targeting, is therefore, not specifically concentrated in any particular area or property type. Perhaps the best targets are those most in need of improvement, in particular those dwellings that are the least energy efficient at present.
- 9.12.3 There were 370 dwellings where the household was not in fuel poverty but where the mean SAP is less than 30. To carry out all improvement works required for these dwellings would cost just over £0.8 million, with almost all of this cost being required for the owner-occupied stock. The mean cost per dwelling in the owner-occupied stock is £2,200. The reason the average cost of improvements is higher is that many of these dwellings would require the installation of full central heating, insulation and other measures to bring their SAP above 30.
- 9.12.4 Part of the survey considered whether a range of energy measures had been installed within dwellings, including low energy light bulbs, photo voltaic cells, solar water heating and other renewable energy sources. Table 9.6 provides a breakdown of the proportion of rooms that had low energy light bulbs fitted, with the results showing a broad spread of current provision.

**Table 9.6 Low energy light bulb provision**

<b>Low Energy Light Bulbs</b>	<b>Proportion of rooms</b>
1% to 24%	18.3%
25% to 49%	17.7%
50% to 74%	21.1%
75% to 100%	29.8%
None	13.1%

*Source: 2009 House Condition Survey*

*For notes on statistical variance & small sample sizes see appendix C*

- 9.12.5 As far as other provision is concerned, Table 9.7 shows the level of photo voltaic cells, solar water heating and other renewable energy sources. It is clear that there was very little provision found.

**Table 9.7 Other energy measures**

<b>Photo Voltaic Cells</b>	<b>Solar Water Heating</b>	<b>Other Renewables</b>
0.9%	2.2%	0.4%

*Source: 2009 House Condition Survey*

*For notes on statistical variance & small sample sizes see appendix C*

## 10 Summary and Recommendations

### 10.1 Overall character of the housing stock and residents

- 10.1.1 Fareham's private sector housing stock is more modern than average with just under 18% of the stock built before 1945. The stock is dominated by houses and bungalows, rather than flats and is predominantly owner-occupied. The housing stock is almost entirely sub-urban, with small pockets of semi-rural housing on the peripheries.
- 10.1.2 The age profile of residents is slightly older than the national average and there are fewer single parent families and shared households (groups of unrelated adults living together). Average incomes are similar to the position for England as a whole, but benefit receipt is at a higher level, which indicates a potentially wider gap between the richest and poorest households. The above average benefit receipt also reflects the older age profile of residents.

### 10.2 Overall condition of the housing stock

- 10.2.1 Fareham's private sector housing stock is generally in better condition than the national average, due in part to the more modern age profile of housing, but also due to a smaller privately rented sector, which traditionally has poorer housing conditions. The key measure of dwelling condition is the Decent Homes Standard (described in chapter 4 and appendix E). Slightly fewer than one-in-five homes in Fareham is non decent (19.2%) compared to over one-in-three across England (35.8%).
- 10.2.2 The Decent Homes Standard comprises four criteria: hazards, disrepair, modern facilities and thermal comfort. Because of the modern age of most private sector dwellings in Fareham, disrepair to the fabric of the building and lack of modern facilities, such as kitchens and bathrooms, are at very low levels. The bulk of failures are focussed around energy efficiency, thermal comfort issues and health & safety hazards in the dwelling. One of the key health & safety hazards is, however, excess cold, which overlaps, to some extent, with thermal comfort, as it describes the very least energy efficient dwellings that are cold to live in unless heated at great expense.
- 10.2.3 The first criterion of the Decent Homes Standard relates, as described, to health & safety hazards. The system for measuring these, the Housing Health and Safety Rating System (HHSRS), is described in more detail in chapter five and in Appendix E. Just over one-in-ten (11.1%) dwellings has a significant hazard under the HHSRS, with nearly half these hazards relating to excess cold. The last criterion of the Decent Homes Standard is Thermal Comfort and again, around one-in-ten dwellings are affected by this failure (10.1%). Whilst there

is some overlap between these two criteria, the total proportion of dwellings affected by one, other or both is just over one-in-six dwellings (17.1%).

- 10.2.4 The analysis of the survey results thus reveals that the vast majority of problems in the private sector housing stock in Fareham relate to the energy efficiency of dwellings. Coupled with an older age profile of residents, especially given that people over 65 are the most vulnerable group for excess cold hazards, and above average levels of benefit receipt, this indicates a strong need for policies which address energy efficiency.

### **10.3 An aging population and the needs of the disabled**

- 10.3.1 The age profile of the population in Fareham is older than the national average, and as with the national average is increasing in the over 65 age range. This places increasing demands in terms of assistance for frail, vulnerable occupiers, coupled with a governmental objective of allowing more older people to live in their own homes.
- 10.3.2 At present, the Council is obliged to provide adaptations for the disabled, in any tenure of dwelling, under the Disabled Facilities Grants (DFG) scheme. The budget for all DFGs for the current year is £420,000, however, the total potential demand for DFGs, identified by the survey, is £6.9 million. This figure relates only to private sector homes and will be slightly higher if all tenures are included.
- 10.3.3 Under the current budget, therefore, a substantial proportion of residents who need adaptations to help them continue to live in their own homes may not be provided for. With an aging population the demand for DFGs is likely to increase adding further challenges. Demand for DFGs is likely to be one of the key issues facing Fareham's private sector housing in future.

### **10.4 Context for improving energy efficiency**

- 10.4.1 The 1995 Home Energy Conservation Act (HECA) aimed to improve the energy efficiency of dwellings across the country. The Act was part of a broader government strategy to reduce the consumption of fossil fuels and thereby reduce the impact of energy use on the environment. The provision of effective insulation and more efficient heating systems (e.g. condensing boilers) reduces the fuel burnt to provide space heating and domestic hot water. A detailed definition of the requirements of the Act is given in appendix J.
- 10.4.2 Authorities have been required to submit a HECA return annually since 1996, detailing the level of energy efficiency improvement achieved within their area. It is widely held that the last HECA return (12) was the final one to be submitted and that authorities will, instead, move on to using National Indicator 186 (NI186). The overall target under HECA

was for a 30% reduction in energy consumption between 1996 and 2011.

- 10.4.3 National Indicator 186 (NI186) is designed to indicate changes in the level of CO<sub>2</sub> emissions per capita, over time. The indicator looks at CO<sub>2</sub> emissions at both the local authority, regional and national levels and includes all CO<sub>2</sub> production, not just that from domestic dwellings. A more detailed definition of NI186 can be found in appendix G.
- 10.4.4 Following the 2007 comprehensive spending review guidance was issued on a change in measuring local authority performance through a revised set of indicators. There are 198 indicators covering every aspect of Councils' responsibilities, but of primary interest here is National Indicator 187. NI187 requires local authorities to measure the proportion of households on an income related benefit living in dwellings with SAP ratings below 35 and 65 and above; the intention being to decrease the former and increase the latter. SAP is the government's Standard Assessment Procedure for rating the energy efficiency of a dwelling (see chapter 9). The indicator refers to 'fuel poverty' but the measure is actually a surrogate for fuel poverty (see 9.6). It is anticipated that Councils will measure progress using an annual postal survey and guidance by the Department for Energy and Climate Change (DECC) prescribes the method for such surveys. More information on NI187 can be found in appendix G.
- 10.4.5 Tackling fuel poverty is an important issue for the Authority as it aids those residents most in need, as well as improving thermal comfort (required under the Decent Homes Standard). It also potentially reduces the number of dwellings where a Category 1 Hazard exists. Fuel poverty is defined as any household that would need to spend more than 10% of its net income on heating and hot water in order to maintain a healthy temperature in the home.
- 10.4.6 There are estimated to be 3,860 (8.9%) dwellings which contain households in fuel poverty, within Fareham, in the private sector. This is only slightly lower than the 11.5% found in the English House Condition Survey 2006. The cost to bring owner occupied dwellings up to a standard that would move households out of fuel poverty is £5.1 million, an average of just over £1,400 per dwelling.
- 10.4.7 The greatest impact, in terms of reducing fuel poverty, can be achieved by focusing on making energy efficiency improvements to dwellings with: older heads of household; dwellings with benefit recipients; households on low incomes, households with disabled occupants and the privately rented stock. The Authority may wish to consider how to encourage landlords to improve the energy efficiency of their dwellings in the private rented sector.
- 10.4.8 The Government's NI187 indicator requires authorities to annually monitor the proportion of income benefit recipients living in dwellings

within three SAP bands: less than 35, 35 to 65 and above 65. The vast majority of local authorities are monitoring progress against this target through postal surveys, the main method indicated by the guidance on NI187. At the time of this survey only the first year's baseline data had been collected and thus no indication of the level of improvement yet exists.

## **10.5 Reducing Carbon Emissions and energy consumption**

- 10.5.1 Carbon dioxide is produced as a bi-product of energy production for consumption. There is, therefore, a relationship between energy consumption, energy efficiency and the release of carbon dioxide. The level of carbon dioxide produced is dependent upon fuel use and energy transmission.
- 10.5.2 There is strong evidence to suggest that increasing carbon dioxide in the atmosphere is leading to climate change, which is likely to have adverse effects on the planet's habitability in future. As a consequence, increased action is being taken by governments to address this issue. The UK Carbon Emissions Reduction Target (CERT) requires energy providers, with more than 50,000 domestic customers, to offer energy efficiency improvement schemes supplying measures such as loft and cavity wall insulation. At least 40% of measures are required to be implemented in dwellings with residents on low income. More information on CERT is listed in Appendix J.
- 10.5.3 In September 2008, the Government launched a £1 billion Home Energy Saving Programme tied in with CERT. At the same time the 2008 to 2011 target for CERT was increased by 20% from a combined saving requirement (across all energy suppliers) of 154 million tonnes of carbon (MtC) to 185 MtC. This has put even more onus on energy suppliers to ensure their customers are making the most of energy efficiency improvement measures offered.
- 10.5.4 Fareham Borough Council continues to assist in carbon emission reduction by directing occupiers to energy efficiency improvement schemes when they identify occupiers on low incomes and in need of energy efficiency improvements.
- 10.5.5 As part of the announcement on the Home Energy Savings Programme a Community Energy Savings Programme (CESP) was announced. This programme is designed to focus £350 million of the proposed £1 billion on one hundred schemes across Great Britain focussing on 90,000 dwellings where the lowest average incomes are found. The areas concerned are based on the lowest 10% of income deprived areas under the Indices of Multiple Deprivation (IMD), using Lower Super Output Areas (LSOA) from the census.
- 10.5.6 At present no Lower Super Output Areas in Fareham fall within the lowest 10% of income deprivation.

## **10.6 Recommendations**

- 10.6.1 Given the findings in relation to energy efficiency and vulnerable occupiers a logical approach to private sector housing assistance and enforcement would be to focus heavily on energy efficiency.
- 10.6.2 The national Warm Front scheme provides energy efficiency improvement measures to vulnerable households (residents over the age of 65 or who are registered disabled or who are in receipt of specific benefits). The Warm Front scheme cannot always provide sufficient funding to carry out necessary measures and Warm Front top-up is a form of assistance offered by many councils, which may be appropriate in Fareham.
- 10.6.3 The survey results indicate that there are approximately 540 dwellings where residents are not Warm Front eligible but where the dwelling SAP rating is below 35 (for an explanation of SAP ratings see chapter 9). A energy efficiency rating of SAP 35 is considered to be a bare minimum requirement for affordable heating. For the residents of many of these dwellings assistance may be necessary as improvements may not be affordable. Energy efficiency improvement assistance in the form of loans/equity release or a similar product may need to be considered.
- 10.6.4 Energy providers are required to provide energy efficiency improvement measures and it may be worth the Council considering working with these providers to ensure the most effective targeting of resources.
- 10.6.5 Identification of residents living in poor energy efficiency dwellings is also a key issue. The Council's own information on housing and council tax benefit receipt can be a useful source of targeting information. Working closely with other agencies such as Age Concern and the local PCT can also help. The majority of staff at most PCTs have no specific training in identifying the link between poor housing and health, particularly in relation to energy efficiency. Referrals from PCT staff can be a useful source of information on dwellings where assistance may be of use.

## Appendix A - Index of tables and figures

A.1 The following is a list of tables throughout the main report which are referenced to the relevant chapter number by the first digit of the table number.

Table 2.1 Tenure proportions.....	13
Table 2.2 Dwelling use.....	15
Table 2.3 All dwellings by Occupancy Status.....	16
Table 3.1 Household type distribution.....	18
Table 3.2 Length of residence .....	18
Table 3.3 Number of households within each income band .....	20
Table 3.4 Average weekly income by tenure.....	20
Table 3.5 Low and High household incomes by household type .....	22
Table 3.6 Cost of adaptations for the disabled .....	26
Table 3.7 Ethnic origin .....	27
Table 3.8 Statutory measurement of overcrowding.....	28
Table 3.9 Bedroom standard measurement of overcrowding .....	28
Table 4.1 Reasons for failure of dwellings as a decent home.....	32
Table 4.2 Repair cost by non-decency reason (HHSRS).....	36
Table 5.1 Category 1 Hazards by social characteristics.....	44
Table 5.2 Repair costs in Category 1 Hazard dwellings by tenure .....	45
Table 6.1 Major building elements (disrepair failure) .....	48
Table 6.2 Minor building elements (disrepair failure if 2 or more fail).....	48
Table 6.3 Disrepair by social characteristics.....	50
Table 9.1 Energy performance SAP banded .....	57
Table 9.2 Main fuel CO <sub>2</sub> emissions.....	63
Table 9.3 CO <sub>2</sub> emissions by tenure .....	63
Table 9.4 SAP bands and NI187 .....	64
Table 9.5 All energy efficiency measures that could be carried out .....	65
Table 9.6 Low energy light bulb provision.....	68
Table 9.7 Other energy measures .....	68

The following is a list of figures throughout the report which are referenced to the relevant chapter number by the first digit of the table number.

Figure 2.1 Dwelling age profile England and Fareham .....	12
Figure 2.2 Dwelling type profile Fareham and England .....	13
Figure 2.3 Tenure by date of construction .....	14
Figure 3.1 Age of head of household Fareham and England .....	17
Figure 3.2 Household incomes in bands .....	19
Figure 3.3 High and low incomes by age of head of household .....	21
Figure 3.4 Benefit receipt by tenure .....	23
Figure 3.5 Residents with disabilities by type .....	24
Figure 3.6 Disabled adaptations present and required .....	25
Figure 4.1 Degree of failure of the Decent Homes Standard .....	33
Figure 4.2 Tenure by non decent dwellings .....	34

Figure 4.3 Non decent dwellings by dwelling type .....	34
Figure 4.4 Non decent dwellings by date of construction .....	35
Figure 4.5 Non decency by age of head of household.....	37
Figure 4.6 Non decency by annual household income band .....	37
Figure 5.1 Category 1 Hazards by reason, as % of Category 1 Hazards .....	41
Figure 5.2 Rates of Category 1 Hazards by tenure.....	42
Figure 5.3 Rates of Category 1 Hazards by building type .....	43
Figure 5.4 Rates of Category 1 Hazards by construction date.....	43
Figure 5.5 Category 2 hazards by general characteristics .....	45
Figure 5.6 Category 2 hazards by hazard type .....	46
Figure 6.1 Disrepair by general characteristics .....	49
Figure 7.1 Bathroom and Kitchen age.....	52
Figure 8.1 Thermal comfort failure by general characteristics .....	55
Figure 9.1 Mean SAP comparison 2004 to 2009 .....	58
Figure 9.2 SAP by general characteristics .....	60
Figure 9.3 Annual dwelling CO <sub>2</sub> emissions .....	62

## Appendix B- Methodology

- B.1 The survey used a stratified random sample of 1,400 dwellings from an address file supplied by Fareham Borough Council. The sample was a stratified random sample to give representative findings across the authority and by two sub-areas, with the objective of gaining as many surveys in each as possible.
- B.2 All addresses on the original address list were assigned an ID number and a random number generating computer algorithm was used to select the number of addresses specified within each sub area.
- B.3 The survey incorporates the entire private sector stock, excluding registered social landlords (Housing Associations).
- B.4 Each dwelling selected for survey was visited a minimum of three times where access failed and basic dwelling information was gathered including a simple assessment of condition if no survey was ultimately possible. To ensure the sample was not subject to a non-response bias, the condition of the dwellings where access was not achieved was systematically compared with those where the surveyors were successful. Where access was achieved, a full internal inspection was carried out including a detailed energy efficiency survey. In addition to this, where occupied, an interview survey was undertaken.
- B.5 The basic unit of survey was the 'single self-contained dwelling'. This could comprise a single self-contained house or a self contained flat. Where more than one flat was present the external part of the building, encompassing the flat and any access-ways serving the flat were also inspected.
- B.6 The house condition survey form is based on the survey schedule published by the ODPM in the 2000 guidelines (Local House Condition Surveys 2000 HMSO ISBN 0 11 752830 7).
- B.7 The data was weighted using the CLASSIC Reports software. Two approaches to weighting the data have been used.
- B.8 The first method is used for data such as building age, which has been gathered for all dwellings visited. In this case the weight applied to the individual dwellings is very simple to calculate, as it is the reciprocal of the sample fraction. Thus if 1 in 10 dwellings were selected the sample fraction is 1/10 and the weight applied to each is 10/1.

- B.9 Where information on individual data items is not always present, i.e. when access fails, then a second approach to weighting the data is taken. This approach is described in detail in the following appendix, but a short description is offered here.
- B.10 The simplest approach to weighting the data to take account of access failures is to increase the weight given to the dwellings where access is achieved by a proportion corresponding to the access failures. Thus if the sample fraction were 1/10 and 10 dwellings were in a sample the weight applied to any dwelling would be 10/1 which would give a stock total of 100. However, if access were only achieved in 5 dwellings the weight applied is the original 10/1 multiplied by the compensating factor, 10/5. Therefore  $10/1 \times 10/5 = 20$ . As there are only 5 dwellings with information the weight, when applied to five dwellings, still yields the same stock total of 100. The five dwellings with no data are ignored.
- B.11 With an access rate above 50% there may be concern that the results will not be truly representative and that weighting the data in this manner might produce unreliable results. There is no evidence to suggest that the access rate has introduced any bias. When externally gathered information (which is present for all dwellings) is examined the stock that was inspected internally is present in similar proportions to those where access was not achieved suggesting no serious bias will have been introduced.
- B.12 Only those dwellings where a full survey of internal and external elements, energy efficiency, housing health and safety and social questions were used in the production of data for this report. A total of 699 such surveys were produced.
- B.13 The use of a sample survey to draw conclusions about the stock within the area as a whole introduces some uncertainty. Each figure produced is subject to sampling error, which means the true result will lie between two values, e.g. 5% and 6%. For ease of use, the data are presented as single figures rather than as ranges. A full explanation of these confidence limits is included in the following appendix.

## Appendix C - Survey Sampling

### Sample Design

- C.1 The sample was drawn from the Fareham Borough Council address file derived from Council Tax records, using the Building Research Establishment (BRE) stock modelling data. This allocates properties into four bands (strata), based on the projection of vulnerably occupied non decent dwellings. This form of stratification concentrates the surveys in areas with the poorest housing conditions and allows more detailed analysis. This procedure does not introduce any bias to the survey as results are weighted proportionally to take account of the over-sampling.
- C.2 The models are based on information drawn from the Office of National Statistics Census data, the Land Registry, the English House Condition Survey and other sources. It is this data that is used to predict dwelling condition and identify the 'hot-spots' to be over-sampled.

### Stock total

- C.3 The stock total is based initially on the address list; this constitutes the sample frame from which a proportion (the sample) is selected for survey. Any non-dwellings found by the surveyors are marked as such in the sample; these will then be weighted to represent all the non-dwellings that are likely to be in the sample frame. The remaining dwellings surveyed are purely dwellings eligible for survey. These remaining dwellings are then re-weighted according to the original sample fractions and produce a stock total.
- C.4 In producing the stock total the amount by which the total is adjusted to compensate for non-dwellings is estimated, based on how many surveyors found. With a sample as large as the final achieved data-set of 699 dwellings however, the sampling error is likely to be very small and the true stock total is likely, therefore, to be very close to the 43,410 private sector dwellings reported. Sampling error is discussed later in this section.

### Weighting the data

- C.5 The original sample was drawn from Fareham Borough Council Address file. The sample fractions used to create the sample from this list can be converted into weights. If applied to the basic sample these weights would produce a total equal to the original address list. However, before the weights are applied the system takes into account all non-residential and demolished dwellings. This revised sample total is then weighted to produce a total for the whole stock, which will be slightly lower than the original total from which the sample was drawn.

### Dealing with non-response

- C.6 Where access fails at a dwelling selected for survey the easiest strategy for a surveyor to adopt is to seek access at a neighbouring property. Unfortunately this approach results in large numbers of dwellings originally selected subsequently being excluded from the survey. These are the dwellings whose occupiers tend to be out all day, i.e. mainly the employed population. The converse of this is that larger numbers of dwellings are selected where the occupiers are at home most of the day, i.e. older persons, the unemployed and families with young children. This tends to bias the results of such surveys as these groups are often on the lowest incomes and where they are owner-occupiers they are not so able to invest in maintaining the fabric of their property.
- C.7 The methods used in this survey were designed to minimise the effect of access failures. The essential features of this method are; the reduction of access failures to a minimum by repeated calls to dwellings and the use of first impression surveys to adjust the final weights to take account of variations in access rate.
- C.8 Surveyors were instructed to call on at least three occasions and in many cases they called more often than this. At least one of these calls was to be outside of normal working hours, thus increasing the chance of finding someone at home.
- C.9 Where access failed this normally resulted in a brief external assessment of the premises. Among the information gathered was the surveyor's first impression of condition. This is an appraisal of the likely condition of the dwelling based on the first impression the surveyor receives of the dwelling on arrival. It is not subsequently changed after this, whatever conditions are actually discovered.
- C.10 Where access fails no data is collected on the internal condition of the premises. During data analysis weights are assigned to each dwelling according to the size of sample fraction used to select the individual dwelling.
- C.11 The final weights given to each dwelling are adjusted slightly to take into account any bias in the type of dwellings accessed. Adjustments to the weights (and only the weights) are made on the basis of the tenure, age and first impression scores from the front-sheet only surveys.

### Sampling error

- C.12 Results of sample surveys are, for convenience, usually reported as numbers or percentages when in fact the figure reported is at the middle of a range in which the true figure for the population will lie. It is usual to report these as the 95% confidence limits, i.e. the range either side of the reported figure within which one can be 95% confident that the true figure for the population will lie.

C.13 For this survey the estimate of dwellings with a category 1 hazard is 11.1% and the 95% confidence limits are + or - 2.3%. In other words one can say that 95% of all samples chosen in this way would give a result in the range between 8.8% and 13.4%.

**Table C.3 95% per cent confidence limits for a range of possible results and sample sizes**

Expected result as per cent	Sample size									
	100	200	300	400	500	600	700	800	900	1,000
<b>10</b>	5.9	4.2	3.4	2.9	2.6	2.4	2.2	2.1	2	1.9
<b>20</b>	7.8	5.5	4.5	3.9	3.5	3.2	3	2.8	2.6	2.5
<b>30</b>	9	6.4	5.2	4.5	4	3.7	3.4	3.2	3	2.8
<b>40</b>	9.6	6.8	5.5	4.8	4.3	3.9	3.6	3.4	3.2	3
<b>50</b>	9.8	6.9	5.7	4.9	4.4	4	3.7	3.5	3.3	3.1
<b>60</b>	9.6	6.8	5.5	4.8	4.3	3.9	3.6	3.4	3.2	3
<b>70</b>	9	6.4	5.2	4.5	4	3.7	3.4	3.2	3	2.8
<b>80</b>	7.8	5.5	4.5	3.9	3.5	3.2	3	2.8	2.6	2.5
<b>90</b>	5.9	4.2	3.4	2.9	2.6	2.4	2.2	2.1	2	1.9

Very small samples and zero results

C.14 When sub-dividing the results of a sample survey by multiple variables, it is possible to produce a result where no survey carried out matches these criteria. In such a case the result given will be zero, however, this can give a false impression that no such dwellings exist. In reality, it may well be possible that a very small number of dwellings, with the given characteristics, are present, but that in numbers that are too low to have been randomly picked by the sample.

C.15 In the case of the 2009 Fareham HCS, the average weight is approximately 62 (43,410 private sector dwellings divided by 699 surveys). As a consequence, if there are fewer than 100 dwellings of a certain type within the Borough, the result from the survey will tend to be a very crude measure. This is because, based on the average weight, only a result of 62,124 or 186 could be given, which if, in reality, there are 50 dwellings with a certain characteristic, is fairly inaccurate.

C.16 Because of the points outlined above, the reader is encouraged to view extremely small or zero results with caution. It should be considered that these represent a small but indeterminate total, rather than none at all.

## Appendix D – Legislative Requirements

- D.1 Section 605 of the Housing Act 1985 (as amended) placed a duty on Local Authorities to consider the condition of the stock within their area, in terms of their statutory responsibilities to deal with unfit housing, and to provide assistance with housing renewal. Section 3 of the Housing Act 2004 replaced this with a similar duty to keep housing conditions under review.
- D.2 The Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 came into effect on the 19 July 2003 and led to major change in the way Local Authorities can give financial help for people to repair or improve private sector homes. Before the Order, the Government set clear rules which controlled the way financial help could be given and specified the types of grant which could be offered. The Order set aside most of these rules (apart from the requirement to give mandatory Disabled Facility Grants). It now allows Local Authorities to adopt a flexible approach, using discretion to set up their own framework for giving financial assistance to reflect local circumstances, needs and resources.
- D.3 The Office of the Deputy Prime Minister (ODPM), published guidance under Circular 05/2003. In order to use the new freedom, a Local Authority must prepare and publish a Private Sector Renewal Policy. The policy must show that the new framework for financial assistance is consistent with national, regional and local policies. In particular, it has to show that the local priorities the strategy is seeking to address have been identified from evidence of local housing conditions including stock condition.
- D.4 The Housing Act 2004 received Royal Assent in November 2004. The Act makes a number of important changes to the statutory framework for private sector housing, which came into effect in April 2006:
  - The previous fitness standard and the enforcement system have been replaced by the new Housing Health and Safety Rating System (HHSRS).
  - The compulsory licensing of higher risk houses in multiple occupation (HMO) (three or more storeys, five or more tenants and two or more households).
  - New discretionary powers including the option for selective licensing of private landlords, empty dwelling management orders and tenancy deposit protection.

- D.5 Operating Guidance was published on the Housing Health and Safety Rating System in February 2006. This guidance describes the new system and the methods for measurement of hazards, as well as the division of category 1 and 2 hazards. Guidance has been issued by the ODPM on the licensing provisions for HMOs, which describes the high risk HMOs that require mandatory licensing and those that fall under additional, voluntary licensing.
- D.6 As the Rating System has now replaced the fitness standard, this report will deal with findings based on statutory hazards, not unfitness.

**Mandatory Duties**

- Unfit houses (Housing Act 1985) - to take the most satisfactory course of action – works to make property fit, closure/demolition or clearance declaration.

*With effect from April 2006 replaced by:*

- Category 1 Hazards, Housing Health and Safety Rating System (HHSRS) (Housing Act 2004) – to take the most satisfactory course of action – improvement notices, prohibition orders, hazard awareness notices, emergency remedial action, emergency prohibition orders, demolition orders or slum clearance declaration.
- Houses in Multiple Occupation (Housing Act 1985) - to inspect certain HMOs, to keep a register of notices served, to require registration where a registration scheme is in force.

*With effect from April 2006 replaced by:*

- HMO Licensing by the Authority (Housing Act 2004) of all HMOs of three or more storeys, with five or more residents and two or more households. Certain exceptions apply and are defined under sections 254 to 259 of the Housing Act 2004.
- Overcrowding - (Housing Act 1985) - to inspect and report on overcrowding

*Now In Addition*

- Overcrowding – (Housing Act 2004) – to inspect and report on overcrowding as defined under sections 139 to 144 of the Housing Act 2004 along with statutory duty to deal with any category 1 overcrowding hazards found under the HHSRS.
- The provision of adaptations and facilities to meet the needs of people with disabilities (Housing Grants, Construction and Regeneration Act 1996) - to approve applications for Disabled Facilities Grants for facilities and/or access
- Energy Conservation (Home Energy Conservation Act 1995) - to have in place a strategy for the promotion and adoption of energy efficiency measures and to work towards specified Government targets to reduce fossil fuel use.

## Appendix E - Definition of a Non Decent Home

### Measure of a decent home

- E.1 A dwelling is defined as non decent if it fails any one of the following 4 criteria:

**Table E.1 Categories for dwelling decency**

A	It meets the current statutory minimum standard for housing – at present that it should not have a Category 1 hazard under the HHSRS
B	It is in a reasonable state of repair – has to have no old and defective major elements*
C	It has reasonably modern facilities and services – Adequate bathroom, kitchen, common areas of flats and is not subject to undue noise
D	Provides a reasonable degree of thermal comfort

\* Described in more detail below

- E.2 Each of these criteria has a sub-set of criteria, which are used to define such things as 'providing a reasonable degree of thermal comfort'. The exact details of these requirements are covered in the aforementioned ODPM guidance (see 4.1.2).

### Applying the standard

- E.3 The standard is specifically designed in order to be compatible with the kind of information collected as standard during a House Condition Survey (HCS). All of the variables required to calculate the standard are contained within a complete data set.
- E.4 The four criteria used to determine the decent homes standard have specific parameters. The variables from the survey used for the criteria are described below:

### **Criterion A:**

E.5 Criterion A is simply determined as whether or not a dwelling fails the current minimum standard for housing. This is now the Housing Health and Safety Rating System (HHSRS) – specifically Category 1 hazards. All dwellings surveyed were marked on the basis of the HHSRS and if any one or more Category 1 hazards was identified the dwelling was deemed to fail under criterion A of the Decent Homes Standard.

### **Criterion B:**

E.6 Criterion B falls into 2 parts: firstly, if any one of a number of key major building elements is both in need of replacement and old, then the dwelling is automatically non decent. Secondly, if any two of a number of key minor building elements are in need of replacement and old, then the dwelling is automatically non decent. The elements in question are as follows:

**Table E.2 Major Elements (1 or more)**

<b>Element</b>	<b>Age to be considered old</b>
Major Walls (Repair/Replace >10%)	80
Roofs (Replace 50% or more)	50 for houses 30 for flats
Chimney (1 or more needing partial rebuild)	50
Windows (Replace 2 or more windows)	40 for houses 30 for flats
Doors (Replace 1 or more doors)	40 for houses 30 for flats
Gas Boiler (Major Repair)	15
Gas Fire (Major Repair)	10
Electrics (Major Repair)	30

**Table E.3 Minor Elements (2 or more)**

<b>Element</b>	<b>Age to be considered old</b>
Kitchen (Major repair or replace 3+ items)	30
Bathroom (Replace 2+ items)	40
Central heating distribution (Major Repair)	40
Other heating (Major Repair)	30

### **Criterion C:**

E.7 Criterion C requires the dwelling to have reasonably modern facilities. These are classified as the following:

**Table E.4 Age categories for amenities**

<b>Amenity</b>	<b>Defined as</b>
Reasonably modern kitchen	Less than 20 yrs
Kitchen with adequate space and layout	If too small or missing facilities
Reasonably modern bathroom	Less than 30 yrs
An appropriately located bathroom and W.C.	If unsuitably located etc.
Adequate noise insulation	Where external noise a problem
Adequate size and layout of common parts	Flats

E.8 You may notice that the age definition for kitchens and bathrooms differs from criterion B. This is because it was determined that a decent kitchen, for example, should generally be less than 20 years old but may have the odd item older than this. The same idea applies for bathrooms.

### **Criterion D:**

E.9 The dwelling should provide an adequate degree of thermal comfort. It is currently taken that a dwelling, which is in fuel poverty, is considered to be non decent. A dwelling is in fuel poverty if the occupiers spend more than 10% of their net income (after Tax, N.I and housing cost e.g. mortgage or rent) on heating and hot water.

E.10 A number of Local Authorities criticized this approach, as it requires a fully calculated SAP for each dwelling that is being examined. Whilst this is fine for a general statistical approach, such as this study, it does cause problems at the individual dwelling level for determining course of action.

E.11 The alternative, laid out in the new guidance, is to examine a dwelling's heating systems and insulation types. The following is an extract from the new guidance:

E.12 The revised definition requires a dwelling to have both:

Efficient heating; and

Effective insulation

**Efficient heating is defined as any gas or oil programmable central heating or electric storage heaters or programmable LPG/solid fuel central heating or similarly efficient heating systems**, which are developed in the future. Heating sources, which provide less efficient options, fail the decent homes standard.

Because of the differences in efficiency between gas/oil heating systems and other heating systems listed, the level of insulation that is appropriate also differs:

**For dwellings with gas/oil programmable heating**, cavity wall insulation (if there are cavity walls that can be insulated effectively) or at least 50mm loft insulation (if there is loft space) is an effective package of insulation;

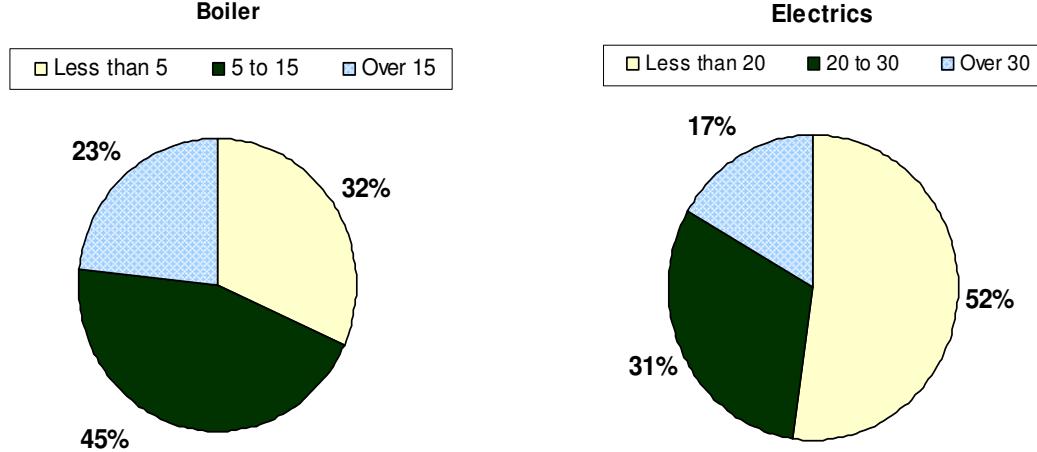
**For dwellings heated by electric storage radiators/LPG/programmable solid fuel central heating** a higher specification of insulation is required: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are cavities that can be insulated effectively).

E.13 For the purposes of this study the above definition will be used in calculating the proportion of dwellings that are considered non decent.

## Appendix F - Additional amenities

- F.1 The following charts examine the position for electrical systems and boilers. Electrical systems over 30 years of age are considered as reaching a point where regular inspection and testing is advisable to ensure that they are not likely to present a hazard. Many boilers over the age of 15 will still be working satisfactorily but they will be reaching the end of their economic life and their energy efficiency is likely to be declining. Boilers installed now have much higher levels of efficiency in order to meet current Building Regulations.
- F.2 68% of boilers and 48% of electrical systems are either older than the age specified in the criterion or will become so in the next 10 years.

**Figure F.1 Electrics and boiler age**



*Source: 2009 House Condition Survey*

- F.3 The age bands used in these charts and those used in chapter 7 differ, dependent upon the design life of the amenity in question. The second band in each chart represents where the amenity will become older than its design life during the next ten years.

## Appendix G – Energy Efficiency Legislation

### The Home Energy Conservation Act 1995

G.1 The Act placed a duty on local authorities as follows:

*"It shall be the duty of every energy conservation authority to prepare a report in accordance with this section.*

*(2) The report shall set out energy conservation measures that the authority considers practicable, cost-effective and likely to result in significant improvement in the energy efficiency of residential accommodation in its area.*

*(3) The report shall include—*

*(a) an assessment of the cost of the energy conservation measures set out in it;*

*(b) an assessment of the extent to which carbon dioxide emissions into the atmosphere would be decreased as a result of those measures; and*

*(c) a statement of any policy of the authority for taking into account, in deciding whether to exercise any power in connection with those measures, the personal circumstances of any person.*

*Nothing in this subsection shall be taken as requiring the authority to set out in the report energy conservation measures to be taken in relation to any particular dwelling or building.*

*(4) The report may, if the energy conservation authority considers it desirable, include—*

*(a) an assessment of the extent of decreases in emissions into the atmosphere of oxides of nitrogen and sulphur dioxide which would result from the implementation of the measures set out in the report;*

*(b) an assessment of the number of jobs which would result from the implementation of those measures;*

*(c) an assessment of the average savings in fuel bills and in kilowatt hours of fuel used that might be expected to result from the measures by different types of household in different types of accommodation;*

*(d) such other matters as it considers appropriate."*

G.2 The target local authorities were asked to achieve, was a 30% reduction in energy consumption over 15 years (1996 to 2011). As part of this strategy, local authorities were required to implement schemes that would encourage and assist with measures to reduce energy usage, to submit an annual return detailing the amount of energy being consumed by dwellings in their area and to indicate how much of a reduction in consumption has occurred. The energy audit component of the HCS will provide a useful evidence base to determine if measures have been successful and identify new areas that can be tackled in future.

- G.3 The provision of different heating systems and insulation within the dwelling stock does allow scope for some dwellings to have additional insulation, improved heating, draught proofing etc. Such improvements can lead to a reduction in energy consumption with consequent reduction in the emission of gases such as carbon dioxide implicated in climate change.
- G.4 However, it should be noted that improving energy efficiency does not necessarily equate to a reduction in energy consumption. In the majority of cases there will be a reduction, but, for example, where a household is in fuel poverty and improvements are made, energy consumption may well go up. In such dwellings the occupiers may well have been heating the dwelling to an inadequate level using expensive fuel. Use of cheaper fuels can create affordable warmth, but also lead to increased energy consumption.

National Indicator 186 (NI186)

- G.5 The following is a more detailed definition of NI186, what is reporting, how often and how the data is compiled.

**Definition:**

Percentage reduction of the per capita CO<sub>2</sub> emissions in the Local Authority Area: The indicator being assessed will comprise of an annual amount of end user CO<sub>2</sub> emissions across an agreed set of sectors (housing, road transport and business) measured as a percentage reduction (or increase) of the per capita CO<sub>2</sub> emission from the 2005 baseline year.

End user: calculations allocate emissions from fuel producers to fuel users. The end user calculation therefore allows estimates to be made of emissions for a consumer of fuel, which also include the emissions from producing the fuel the consumer has used.

Domestic Housing: All housing in the local authority area, including Arms Length Management Organisation (ALMOs), privately owned and leased housing

Business: Industry and commercial emissions, including public sector, but not those included in the EU Emissions trading scheme

Road Traffic: All road traffic, (but excluding motorways)

**Formula:**

The indicator measures the percentage reduction in per capita CO<sub>2</sub> emissions, as follows:

*where:*

$h$  = tonnes CO<sub>2</sub> from domestic housing, calculated from BERR electricity and gas consumption data;

$b$  = tonnes CO<sub>2</sub> from business and industry, calculated from BERR electricity and gas consumption data and those fuel usage statistics reported by larger organisations;

$r$  = tonnes CO<sub>2</sub> from road transport calculated using detailed specific transport census data (annual average daily flows) published by DfT;

$pop$  = LA population (thousands) calculated using the ONS mid year population projection (from the same year as the CO<sub>2</sub> data).

$t$  = baseline year (2005);

n = number of years since 2005  
t+n = latest year of data

**Worked example:**

2005 emissions for Low Carbon City  
Business = 90 k.t CO<sub>2</sub>  
Housing = 91k.t CO<sub>2</sub>  
Transport = 124 k.t CO<sub>2</sub>  
LA Population = 31 (thousands)  
Total emissions (tonnes) per capita = 9.8  
2006 emissions for Low Carbon City  
Business = 89 k.t CO<sub>2</sub>  
Housing = 85 k.t CO<sub>2</sub>  
Transport = 115 k.t CO<sub>2</sub>  
Population = 32 (thousands)  
Total emissions (tonnes) per capita = 9.0

= 8.2% per capita reduction in CO<sub>2</sub> emissions in the Local Authority Area in 2006

**Good performance:**

Good performance is typified by an increasing year on year percentage reduction in CO<sub>2</sub> per capita.  
(i.e. if it is compared to the same baseline, then as well as seeing a decrease, the size of the decrease should get bigger each year)

**Collection interval:**

Statistics are produced annually by Defra

National Indicator 187 (NI187)

- G.6 The following is an extract from the guidance for NI187 covering an introduction to the standard and background information. For the full detailed NI187 go to [www.defra.gov.uk](http://www.defra.gov.uk) .

**Introduction**

1. The purpose of National Indicator 187 is to monitor the proportion of households containing someone on income related benefits that occupies either a dwelling with a SAP less than 35 or a SAP of a 65 or greater, this being used as a proxy for rates of fuel poverty in a local area. The desired effect over time will be to observe a decrease in the proportion with a SAP less than 35 and an increase in the proportion with a SAP of 65 or greater.
2. All Local Authorities will be required to report on both of these measures as part of the national indicator set. Local Area Agreements (LAAs) that include NI 187 as one of the 35 local improvement targets will have a target set in negotiation with the Government Office (GO) that should be challenging yet achievable within the three year time period of the LAA.

## **Background**

**3.** Means tested benefits are:

- Council Tax Benefit
- Housing Benefit
- Income support
- Income Based Job Seekers Allowance
- Pension Credit
- Working Tax Credit (with income of less than £15,592 and which must include a disability element)
- Child Tax Credit (with an income of less than £15,592)

**4.** In England, about 14% of households on means tested benefits occupy dwellings with a SAP less than 35 compared to about 17% of all households. 18% of households on means tested benefits occupy dwellings with a SAP of 65 or greater compared to about 12% of all households (source: 2005 EHCS). This reflects the fact that low income households (particularly those on means tested benefits) are more likely to live in Local Authority or Housing Association properties which have a better profile of energy efficiency than the private stock.

**5.** Around 60% of all fuel poor households are on means tested benefits. This is despite only quarter of all households in England being on means tested benefits. This suggests that fuel poverty is predominantly a problem experienced by low income households and in particular those on means tested benefits.

**6.** It is for these reasons that it has been decided to use this methodology to monitor progress in tackling fuel poverty at the local level.

### Carbon Emissions Reduction Target (CERT)

G.7 CERT was established as part of the climate change agenda and now falls under the newly formed Department of Energy and Climate Change (DECC - <http://www.decc.gov.uk/> ). CERT :

<http://www.decc.gov.uk/en/content/cms/consultations/open/cert/cert.aspx>

## **Background**

The Carbon Emissions Reduction Target (CERT, April 2008 – March 2011) obligates gas and electricity suppliers who have more than 50,000 domestic customers to meet household carbon emissions reduction targets. Suppliers achieve these targets by promoting (e.g. through subsidised offers) low carbon and energy efficiency measures such as loft and cavity wall insulation to households. At least 40% of the carbon saving obligation has to be achieved in a priority group of low income, vulnerable and elderly (aged 70 or over) households.

Suppliers must promote measures through schemes which are pre-approved by Ofgem (the gas and electricity regulator) who administer the scheme. Suppliers are free to choose any mix of measures and to promote these to any home – they are not restricted to their own customers. In order for supply companies to meet their lifetime carbon saving target they have to

install a combination of eligible measures (e.g. insulation, low-energy lamps, efficient appliances etc) which have a lifetime carbon saving score equal to their target.

On 11 September 2008 the Prime Minister announced the launch of the £1 billion Home Energy Saving Programme aimed at helping families to permanently reduce their energy bills. A key part of the announcement was a proposed 20% increase in CERT. Details of the Home Energy Saving Programme are published on the No10 website

In the light of CERT's potential to help alleviate the impact of rising energy bills, the Prime Minister announced the Government's intention to boost the scheme to maximise the number of households able to benefit. This was one aspect of a wider package of measures announced, which also included a new Community Energy Saving Programme; additional resources for the Warm Front fuel poverty grant scheme; and higher levels of cold weather payments.

### Community Energy Savings Programme (CESP)

G.8 The following is an extract in relation to CESP, giving a background to the new initiative and the funding available. For more detail on the scope and progress of CSEP go to:

<http://www.decc.gov.uk/en/content/cms/consultations/open/cesp/cesp.aspx>

#### **Summary**

The Government is consulting on proposals for the Community Energy Saving Programme (CESP). The broad policy proposals for the design of the programme include:

- placing an obligation on energy suppliers and electricity generators to meet a CO<sub>2</sub> reduction target by providing energy efficiency measures to domestic consumers.
- requiring that this obligation is met by providing these measures to households in areas with high levels of low incomes.
- to offer these measures as a package to homes, to deliver a 'whole house approach' - so that homes can receive all the major energy efficiency measures they need, which could also include district heating schemes.
- specifying that only certain measures are eligible to count towards the CO<sub>2</sub> targets, focusing on those measures which can make a substantial difference to a household emissions and fuel bills.

On September 11 2008 the Prime Minister announced a package of initiatives designed to help people to reduce their fuel bills whilst also ensuring that the most vulnerable receive help this winter. One element of this package was the Community Energy Saving Programme. It aims to deliver around £350m of energy efficiency packages. Reducing energy use

also helps tackle climate change, and CESP will contribute to our ambition of an 80 per cent CO2 reduction by 2050.