



# Private Sector House Condition Survey 2007

February 2008

**Hastings Borough Council**  
*Working in partnership with*



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# 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.
- 1.1.2 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. In 2007 Hastings 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 house condition survey was conducted in the middle part of 2007.
- 1.1.3 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.
- 1.1.4 The government 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.
- 1.1.5 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 existing 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.

1.1.6 Operating Guidance was published on the Housing Health and Safety Rating System in November 2005. 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 government on the licensing provisions for HMOs, which describes the high risk HMOs that require mandatory licensing and those that fall under additional, voluntary licensing.

1.1.7 Reference will be made throughout this report to data based on both the previous Housing Fitness Standard and the HHSRS. The HHSRS has replaced the fitness standard, so greater emphasis will be placed on findings relating to the HHSRS.

#### **Mandatory Duties**

- Unfit houses (Housing Act 1985) - to take the most satisfactory course of action being: renovation, closure/demolition or clearance.

*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 being: improvement notices, prohibition orders, hazard awareness notices, emergency remedial action, emergency prohibition orders, demolition orders or slum clearance declarations.

- 
- 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.

1.1.8 In addition to the mandatory duties outlined above 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.

1.1.9 This report will provide much of the evidence base, recommended under guidance 05/2003 issues by the government, 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 900 dwellings and covered the owner occupied and privately rented sectors but excluded Housing Association (RSL) properties. The survey was based on a stratified random sample of addresses in Hastings in order to gain a representative picture across the Borough. A sample of 1,800 was drawn with, in practice, 900 surveys being undertaken.

1.2.2 Each of the 900 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 the fitness standard; 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).

1.2.3 Prior to the survey information was provided from the Building Research Establishment's (BRE) Housing Stock Modelling Service (HSMS). This service provides detailed projections of housing stock conditions down to the Census Output Area (COA) level. COAs are the

smallest sub-area used by the Census and usually constitute between 100 and 150 addresses that are geographically adjacent.

1.2.4 The HSMS uses a combination of Census data and data from the English House Condition Survey (EHCS) to predict the likely level of non decency under the Decent Homes Standard. The Decent Homes Standard and its sub-criteria are explained in detail in chapter four and in the appendices. A more detail description of the HSMS is also given in the appendices.

1.2.5 On the basis of the detailed projections produced by this model survey sampling was conducted on four sub areas: Central St. Leonards, Castle and Old Town, Central and East Hastings and Outer Hastings. The rationale behind selecting these areas is described in section 1.5 on sub-area analysis.

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

1.3.1 The 1993 the 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 2007 Hastings 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**

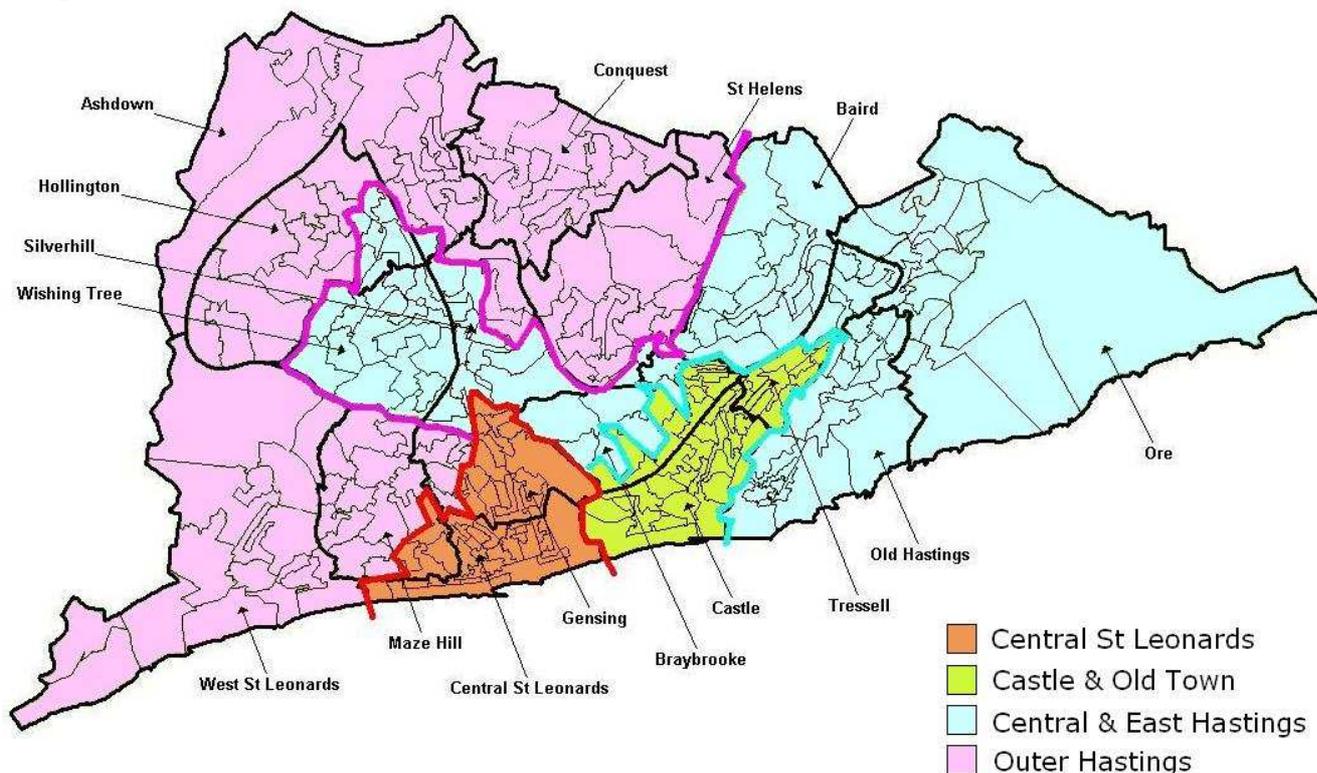
1.4.1 Comparisons to the position for all England are drawn from the 2005 English House Condition Survey (EHCS), published by the Department of Communities and Local Government (CLG) and available as a download document from their website. This document is considerably shorter than the 2003 EHCS and in some cases comparisons are still made to the 2003 and 2004 EHCS or to figures modelled up to the 2005 position based on 2003 EHCS ratios applied pro rata.

### **1.5 Sub-area analysis**

1.5.1 The sampling was based on a very detailed regime to give a representative picture of the stock as a whole. Although the sample was drawn at the neighbourhood level, these areas are far too small to allow for meaningful reporting due to the level of statistical variance

that occurs when looking at extremely small samples. As a consequence the survey findings were grouped into four geographic areas (roughly the maximum number of sub-areas possible with a survey of this size).

**Figure 1.1 Sub areas**



**Table 1.1 Private Sector stock totals by sub-area**

Areas	Dwellings	Percent
Central St Leonards	7,000	20.3%
Castle & Old Town	6,900	20.1%
Central & East Hastings	10,700	31.1%
Outer Hastings	9,800	28.5%
<b>Total</b>	<b>34,400</b>	<b>100%</b>

## 1.6 Statistical Variance and Standard Deviation

1.6.1 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 is all private sector dwellings in Hastings. Because any figure from a survey is 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'.

1.6.2 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.

1.6.3 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.

## **1.7 Presentation of figures**

1.7.1 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

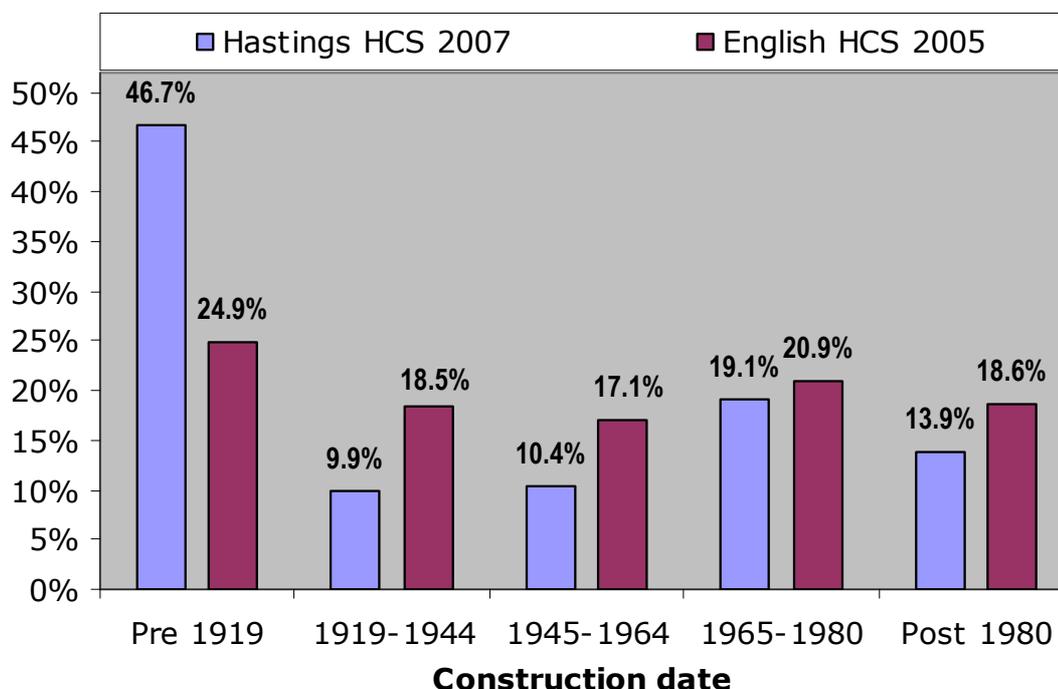
### 2.1 Size of the dwelling stock

2.1.1 At the time of the survey there were an estimated 34,400 private sector dwellings in Hastings. The 34,400 total for the stock is the current estimated private sector stock total, as provided by Hastings 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 Hastings. 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 total private stock of 34,400 dwellings in Hastings differs from the average for England in that the stock profile contains a substantially higher proportion of pre 1919 stock at 46.7% compared to the national average of 24.9%. There are fewer built in all other age groups, which shows a stock profile that is older than the national picture with 56.6% built before 1945 compared to 43.4% in England as a whole.

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

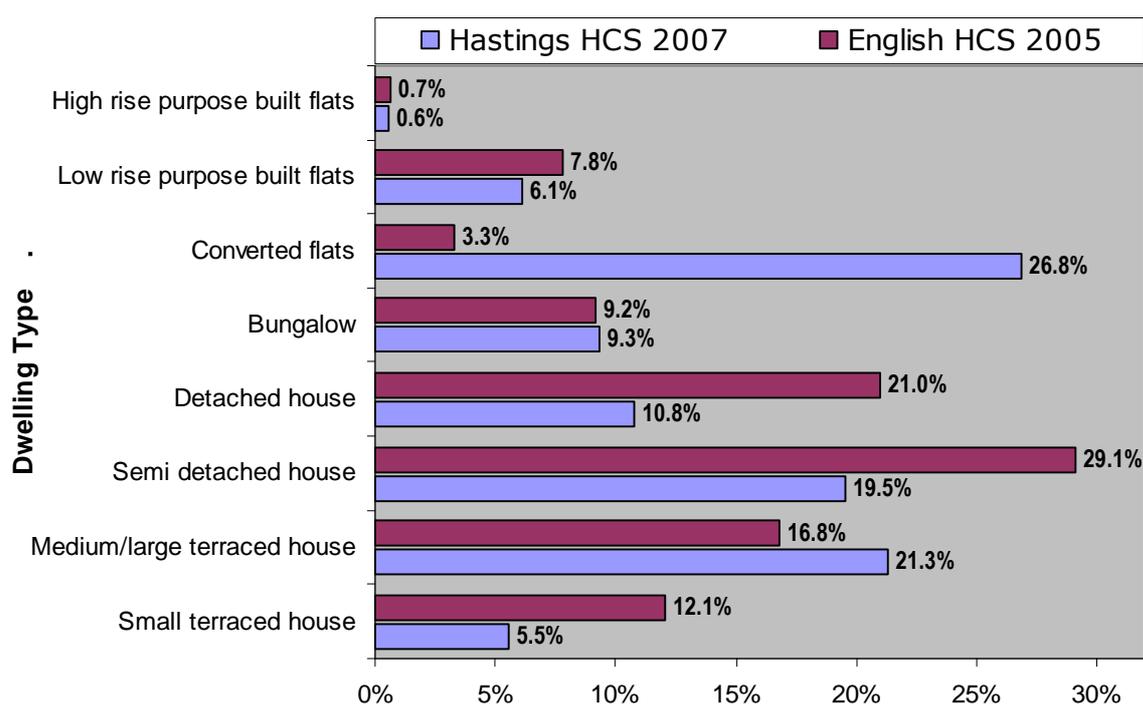


Source: 2007 House Condition Survey & 2005 EHCS

## 2.3 Dwelling type profile

2.3.1 The building type profile in Hastings again differs from the national pattern with a much higher levels of converted flats and medium/large terraced houses. There are much lower levels of detached, semi-detached and small terraced houses. Bungalows and high rise flats (defined as having six or more storeys) have similar proportions and low rise purpose built flats (five or less storeys) are slightly less.

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



Source: 2007 House Condition Survey & 2005 EHCS

## 2.4 Tenure

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

**Table 2.1 Tenure proportions**

Tenure	Dwellings	Percent	EHCS 2005
Owner occupied	24,400	60%	71%
Privately Rented	10,000	24%	11%
<b>Private Sector Stock</b>	<b>34,400</b>	<b>84%</b>	<b>82%</b>
Housing Association (RSL)	6,400	16%	8%
Local Authority	0	0%	10%
<b>Social Housing</b>	<b>6,400</b>	<b>16%</b>	<b>18%</b>
<b>All Tenures</b>	<b>40,800</b>	<b>100%</b>	<b>100%</b>

Source: 2007 House Condition Survey & 2005 EHCS

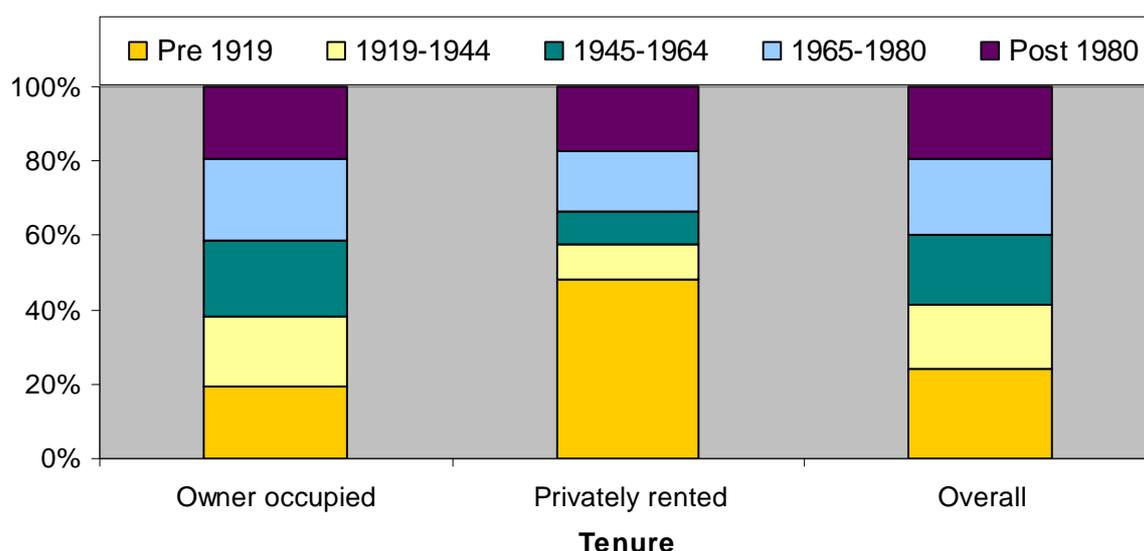
2.4.2 The figures given in Table 2.1 include RSL rented dwellings for the sake of completeness and for comparative purposes with the EHCS; however these dwellings were not inspected as part of this survey.

2.4.3 The tenure profile in Hastings differs from the national average in that there are lower proportions of owner occupied dwellings (60% compared to 71% for England) but with a significantly higher privately rented sector at 24% compared to 11% in England. RSL properties are represented at twice that for England at 16% compared to 8%, which will reflect the large scale voluntary transfer of the local authority stock.

## 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: 2007 House Condition Survey*

2.5.2 As would be expected, the owner occupied stock (at 60% of all dwellings) has a similar age profile to the overall stock position, with 38.1% of stock built post 1964 compared with 33.1% in the overall stock. The privately rented sector has a higher proportion of pre 1919 dwellings with 72.6% built before this date, compared with 46.6% overall.

## 2.6 Tenure and area comparisons

2.6.1 The following table looks at the tenure distribution by area and shows distinct differences. Both the Central & East Hastings and Outer Hastings areas having larger proportions of owner occupied dwellings compared to the Central St Leonards and Castle & Old Town areas, which have closer proportions between tenures.

**Table 2.2 Area by tenure proportions**

Area Name	Owner occupied	Privately rented
Central St Leonards	51.9%	48.1%
Castle & Old Town	57.1%	42.9%
Central & East Hastings	83.3%	16.7%
Outer Hastings	80.9%	19.1%

Source: 2007 House Condition Survey

## 2.7 Dwelling Use and Houses in Multiple Occupation

2.7.1 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 2.3 Dwelling use**

Dwelling use	HMO Type	Dwellings	Percent
House		22,200	64.5%
Purpose built flat		2,320	6.7%
Converted flat (not section 257)		7,160	20.8%
Other HMO	<i>Section 257 flats</i>	2,170	6.3%
	<i>Bedsit/Hostel/B&amp;B</i>	100	0.3%
	<i>Shared house</i>	160	0.5%
Licensable HMO	<i>Bedsit/Hostel/B&amp;B</i>	190	0.6%
	<i>Shared house</i>	150	0.4%

Source: 2007 House Condition Survey

2.7.2 The majority of dwellings (64.5%) are houses generally occupied as built. Of the remainder, purpose built flats represent 6.7% of the stock. Converted flats that do not fall under section 257 of the Housing Act 2004 represent 20.8%, these being flats that are predominantly owner occupied and/or have no common parts or shared amenities.

2.7.3 The remaining 8.1% of dwellings are HMOs, representing 2,770 buildings being used to house multiple households. The national average for HMOs is approximately 2%.

2.7.4 The definition of HMO is that used in the Housing Act 2004, of which only some will potentially be subject to mandatory licensing (described below). Some converted flats are now within the new HMO definition (section 257) as it 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.

2.7.5 HMOs form a significant proportion of Hastings Borough Council's stock and it is important that the Council considers carefully, action appropriate to these dwellings. There are an estimated 340 HMOs (approximately 1% of the stock), which are three or more storey HMOs

with shared amenities and five or more residents. These HMOs represent those that are the subject of mandatory licensing.

2.7.6 As mentioned in the introduction, figures from the survey are estimates derived from the sample of properties inspected and are therefore subject to variation. The authority should still take steps to confirm the numbers and location of any HMOs that may be subject to mandatory licensing.

## 2.8 Vacant dwellings

2.8.1 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 has been possible to estimate that there are 2,480 dwellings, 7.2% of the private housing stock, within Hastings, that are considered vacant. The national average is also approximately 3.5%. Figures for vacant dwellings are based on those dwellings available for use and thus exclude 2<sup>nd</sup> or holiday homes.

2.8.2 From the stock condition survey it is estimated that 880 (2.6%) of the private sector dwellings within Hastings are long-term vacant, defined as any dwelling vacant for six months or more, or subject to unauthorised occupation.

**Table 2.4 All dwellings by Occupancy Status**

<b>Vacancy Status</b>	<b>Dwellings</b>	<b>Percent</b>
Occupied	31,920	92.8%
Vacant for sale	630	1.8%
Vacant being modernised*	550	1.6%
Vacant to let	420	1.2%
Long term vacant*	880	2.6%
<b>Total vacant dwellings</b>	<b>2,480</b>	<b>7.2%</b>
<b>Total stock</b>	<b>34,400</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*

2.8.3 The overall estimated proportion of long term vacant properties at 2.6% is above the average for England (approximately 1.5%), and the estimated 880 long-term vacant properties clearly represent a wasted resource, an issue which 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

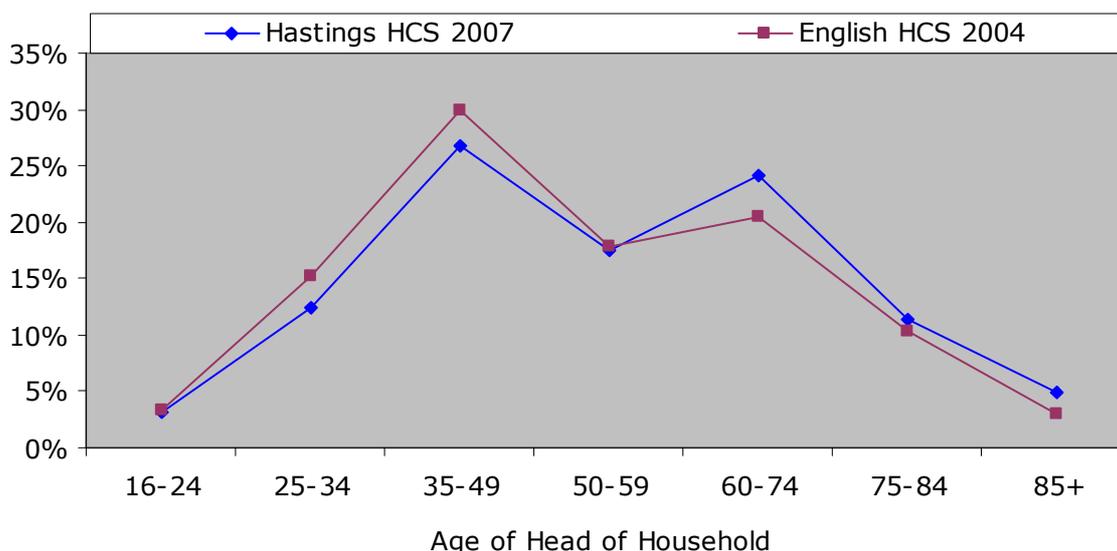
### 3.1 Introduction

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.

### 3.2 Age Profile

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

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



*Source: 2007 Hastings House Condition Survey & 2004 EHCS*

3.2.2 The survey found the age profile of heads of household in Hastings differs slightly from the national position. There are lower proportions of heads of household in those age bands 16 to 59 but with higher proportions 60 and above. The proportion in the 60 and over age groups at 40.4% is notably higher than the national average of 33.8%, with potential implications for private sector housing policy because of the greater need for support associated with older households.

### 3.3 Household types

3.3.1 The following table gives the distribution of different household types, within the stock, and compares this to England as a whole. Household types are derived from interviewing occupiers and determining the number of adults and children within the household. These figures are then used to determine household type. For example, two or more

adults with one or more children are considered a 'traditional family' for the purposes of this analysis.

**Table 3.1 Household type distribution**

Household type	Hastings 2007		England 2004
Adult group (3+ adults)	1,700	4.9%	7%
Lone Adult	4,200	12.2%	12%
Lone Older (60+ years)	6,000	17.4%	15%
Single Parent	2,300	6.7%	8%
Traditional Family	6,900	20.1%	24%
Two Adults	11,900	34.6%	34%
Vacant	1,370	4.0%	4%
<b>Total Household Type</b>	<b>34,400</b>	<b>100%</b>	<b>100%</b>

*Source: 2007 Hastings House Condition Survey & 2004 EHCS*

3.3.2 The most notable difference between Hastings and England is the lower proportion of Traditional Family households at 20.1% compared with the national average of 24%, with Single Parent and Adult Group households also being lower. Lone Older households are slightly inflated with all of the other household groups being very similar to that found nationally.

### **3.4 Length of residence**

3.4.1 Residents were asked how long someone in the household had lived at the current address with the results being shown in table 3.2. The largest proportion (46.6%) has lived in the same property for between 1 and 5 years. If we break the 1 to 5 years down further, the length of residence between 1 and 2 years is 57% and for 3 to 5 years it was 43%.

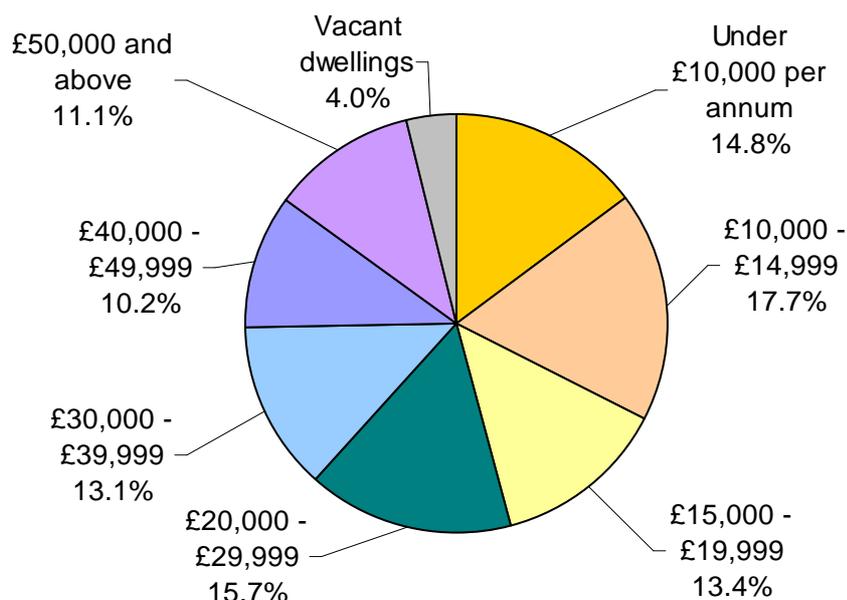
**Table 3.2 Length of residence by area**

Area Name	1 to 5 years	6 to 10 years	11 to 15 years	16 to 20 years	21 to 25 years	26 to 30 years	Over 30 years
Central St Leonards	53.5%	18.8%	6.5%	6.5%	8.8%	1.8%	4.1%
Castle & Old Town	58.7%	17.3%	10.1%	2.4%	5.3%	1.9%	4.3%
Central & East Hastings	40.9%	19.7%	7.3%	7.3%	7.3%	7.3%	10.4%
Outer Hastings	39.4%	22.7%	10.6%	6.1%	6.6%	5.1%	9.6%
Hastings Borough	46.6%	19.9%	8.6%	5.8%	7.0%	4.4%	7.6%

### 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: 2007 House Condition Survey

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

Income band	No. of households Hastings 2007		Family Resources Survey*
Under £10,000 per annum	14.8%	5,100	22%
£10,000 - £14,999	17.7%	6,100	15%
£15,000 - £19,999	13.4%	4,600	11%
£20,000 - £29,999	15.7%	5,400	18%
£30,000 - £39,999	13.1%	4,500	13%
£40,000 - £49,999	10.2%	3,500	8%
£50,000 and above	11.0%	3,800	13%
Vacant dwellings	4.0%	1,400	n/a
<b>Total</b>	<b>100%</b>	<b>34,400</b>	<b>100%</b>

\* Source: Family Resources Survey 2004/2005 Department of Works and Pensions

3.5.2 The figures in the chart and the table indicate that one of the most substantial issues that will affect repair and improvement in the private sector dwelling stock of Hastings is affordability, as 32.5% of households have an annual income of £15,000 or less. There are 45.9% of households with an income of up to £20,000 compared to 48% found within the Family Resources Survey. This is reflected later

on with the higher than average weekly incomes in the owner occupied sector which forms, by far, the largest tenure group.

- 3.5.3 The table below takes the average weekly income figure for the two main tenures, as such figures are available nationally, and a comparison is therefore possible.

**Table 3.4 Average weekly income Hastings and England**

Tenure	Hastings HCS 2007	England 2005
Owner occupied	£560	£506
Privately Rented	£344	£377

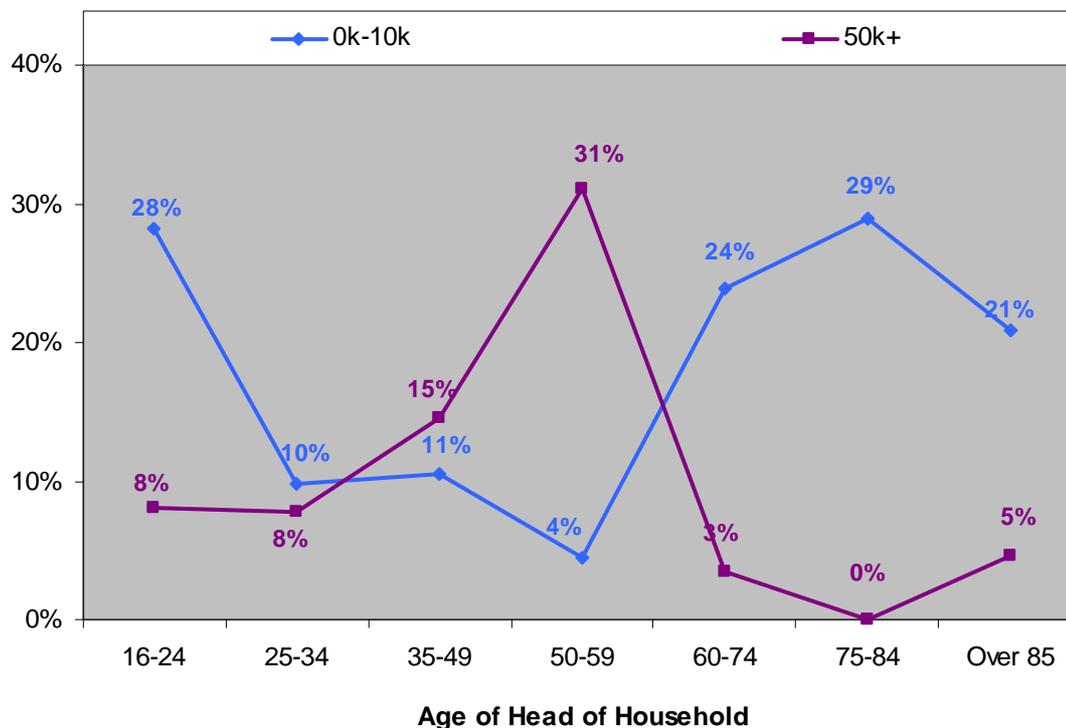
*Source: 2007 House Condition Survey & EHCS 2005*

- 3.5.4 These figures demonstrate that recent average incomes for Hastings, are, for the owner occupied tenured group, around 11% higher than the 2005 figures for England (the most recent equivalents available), with the private rented sector being approximately 9% lower. Average annual incomes are £29,100 for owner occupiers and £17,900 for tenants in the privately rented sector, which are both below the average for East Sussex which was reported to be £32,900 in 2007. In addition, Hastings has the lowest average household income of all of the East Sussex authorities. (East Sussex in Figures, *East Sussex County Council*)

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

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

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



*Source: 2007 House Condition Survey*

3.6.2 The chart illustrates that low income (annual household income below £10,000 per annum) is mostly associated with the younger and older age groups. The greatest proportions of low income households are where the head of household are aged over 60. There are higher levels of income above £50,000 for those age groups that are between 35 and 59. This reflects the earlier findings of higher than average incomes.

3.6.3 The pattern illustrates that the greatest need for assistance to vulnerable occupiers is at the youngest and eldest ends of the age range.

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

3.7.1 The following table compares low and high annual household income figures by household type.

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

Household Type	Low income (household income less than £10,000 per annum)	High income (household income above £30,000 per annum)
Adult group (3+ adults)	8%	37%
Lone Adult	18%	18%
Lone Older	44%	7%
Single Parent	25%	7%
Traditional Family	4%	58%
Two Adults	7%	35%

*Source: 2007 House Condition Survey*

3.7.2 The table does show that clear associations exist. Lone older households are strongly associated with low incomes, while traditional families, adult groups (3+1 adults) and two adult households have an elevated proportion of high incomes.

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

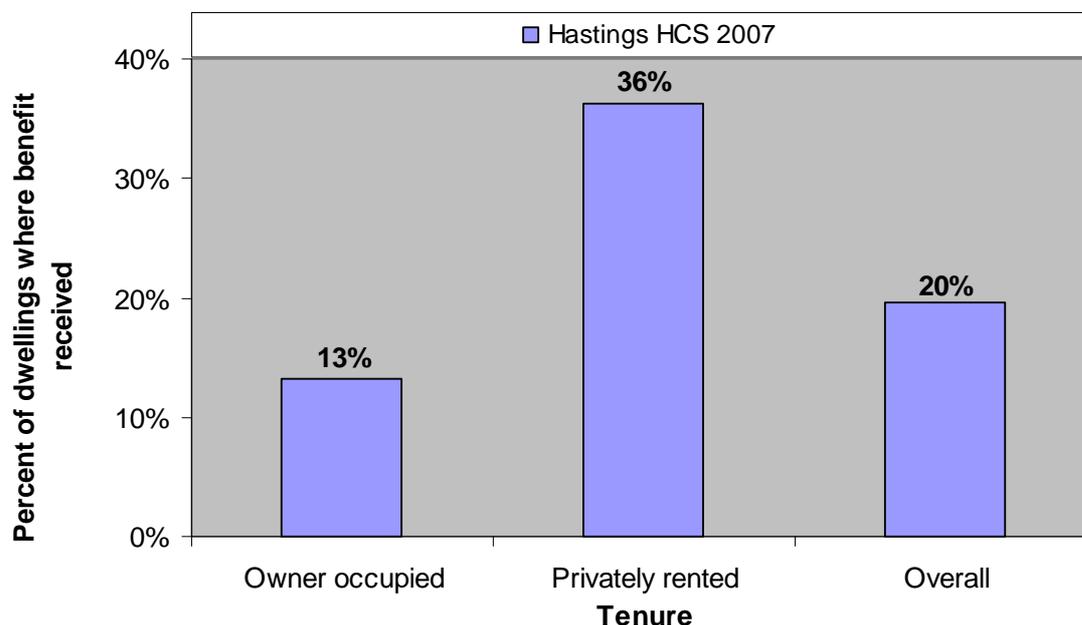
3.8.1 It is important to note that this survey used a broad definition of disabled person. This included residents that are frail elderly, as well as registered disabled persons and other persons with a disability.

3.8.2 There is a strong association between disability and income, as 24% of households with a disabled resident have a household income below £10,000 per annum, compared with 14% where there is no person with a disability. This represents approximately 950 such dwellings in Hastings. The residents of these dwellings may not only have 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 6,780 (20%) households are 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 have at least one resident in receipt of a benefit which is lower than that found within this survey. The distribution of benefit receipt by tenure is given in the figure below; as would be anticipated, the proportion of households in receipt of benefit is substantially higher in the privately rented sector (36% compared with 13% in the owner occupied sector).

**Figure 3.4 Benefit receipt by tenure**



*Source: 2007 House Condition Survey*

### **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.

3.10.2 Government guidance places emphasis on a more flexible approach including the use of loans and equity release loans in addition to simply grants as a means of providing housing assistance to deal with unsatisfactory housing. Emphasis is likely to shift further to equity release, shared ownership and other schemes and away from grants.

3.10.3 Statistics provided through the Housing Strategy Statistical Appendix (HSSA) for 2005-2006 show that of the nine regions within England, only three have any substantial loan expenditure against total programme expenditure, West Midlands (58%), East of England (31%) and the South West (36%). The remaining six areas have loan expenditure against total programme expenditure of 13% or less.

3.10.4 Looking at the South East region specifically from data included within the HSSA 2005-2006, of the sixty seven local authorities, thirty nine (58%) had not included any loan expenditure at all and only seven had any significant loan expenditure against total programme expenditure, South Oxfordshire (92%), Shepway (91%), Woking (52%) and Gravesend (43%). For the East Sussex authorities Only Brighton and Hove (25%) and Hastings (12%) had any loan expenditure against

total programme expenditure. This would suggest that, for the majority of authorities, the emphasis is more likely to be towards grants, equity release, shared ownership and other schemes to address house condition issues.

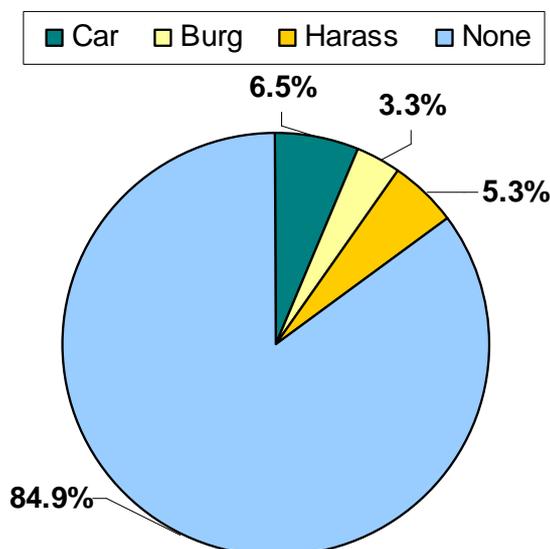
3.10.5 The average value of an owner-occupied dwelling in Hastings is £171,000. This figure is based on the average sale prices in Hastings compiled by the Land Registry from July to September 2007. The figure is well below the average value across England of £216,000. Of the neighbouring authorities (Wealden, Brighton and Hove, Lewes, Rother and Eastbourne), Hastings has the lower average cost.

3.10.6 The average mortgage level on owner-occupied dwellings in Hastings, based upon occupier responses, is £69,000, resulting in an average equity of £101,400 per dwelling using the Land Registry average value.

### 3.11 Crime and Security

3.11.1 All residents were asked about their experiences of crime whilst living in Hastings and the level of security measures, to their dwelling, for crime prevention. Figure 3.5 below shows the proportions of residents experiencing crime in Hastings over the past year.

**Figure 3.5 Per cent of households experiencing crime in Hastings**



Source: 2007 House Condition Survey

3.11.2 The vast majority of residents (84.9%) have not experienced crime whilst living in Hastings. The category with the highest return at 6.5% was car crime followed by harassment at 5.3%. Burglary affected 3.3% of residents. When asked about security measures fitted to their dwellings, the following table provides the results:

**Table 3.6 Provision of security measures**

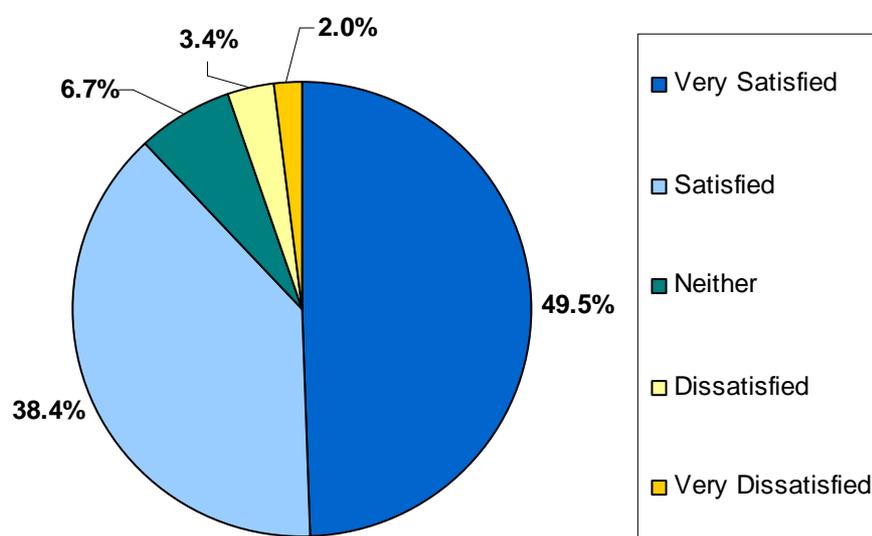
Security Measure	Dwellings	Per cent
Burglar alarm	5,200	15.1%
Secure doors	30,300	88.1%
Window locks	27,600	80.2%
Other security	8,600	25.0%

Source: 2007 House Condition Survey

### 3.12 Satisfaction with Home

3.12.1 Residents were asked as to the general level of satisfaction with their home. The chart below summarises the responses:

**Figure 3.6 Satisfaction with home**



Source: 2007 House Condition Survey

3.12.2 The chart shows quite clearly that the great majority of people are either satisfied or very satisfied with their home (combined total of 87.9%). Only 5.4% of residents are dissatisfied or very dissatisfied.

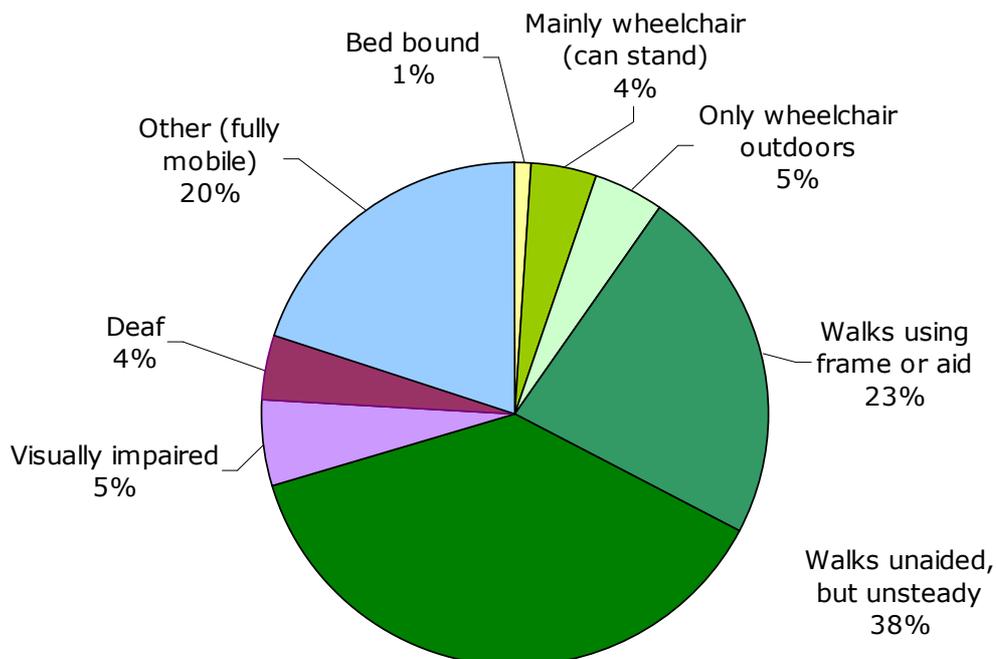
### 3.13 Residents with disabilities

3.13.1 Residents were asked if any member of the household suffers from a long term illness or disability. It is estimated from the results of this question that 4,400 (12.8%) dwellings have 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 following chart illustrates the results of this.

3.13.2 Initially it may seem that 12.8% is a relatively high proportion of households where at least one household member has a disability, which is lower than the Census 2001 data which shows 22% with a limiting long-term illness. The definition used, however, is very broad

and it can be seen from the graph that 69.1% of people who responded stated that their disability was either walking using a frame or walking unaided, but unsteadily. The vast majority of these residents are frail elderly, but do represent people who are likely to have specific housing needs.

**Figure 3.7 Residents with disabilities by type**



*Source: 2007 House Condition Survey*

3.13.3 In order to address the specific housing needs of residents with a disability, Disabled Facilities Grants (DFG) are a mandatory requirement for local authorities to provide. The potential requirement for adaptations for disabled occupiers and the potential DFG demand are discussed in more detail in chapter nine.

### **3.14 Ethnic origin**

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

**Table 3.7 Ethnic origin**

Ethnic Origin	Dwellings	Per cent	Census 2001
White British	31,650	92.0%	94.1%
White Irish	290	0.8%	0.9%
White Other	1,460	4.2%	1.9%
White/Black Caribbean	170	0.5%	0.4%
White/Black African	0	0.0%	0.2%
White/Asian	90	0.3%	0.4%
Other mixed	0	0.0%	0.3%
Indian	160	0.5%	0.4%
Pakistani	0	0.0%	0.1%
Bangladeshi	50	0.1%	0.1%
Asian Other	70	0.2%	0.2%
Black Caribbean	0	0.0%	0.2%
Black African	130	0.4%	0.2%
Black Other	0	0.0%	0.1%
Chinese	150	0.4%	0.2%
Other	110	0.3%	0.3%
<b>Total</b>	<b>34,400</b>	<b>100.0%</b>	100.0%

*Source: 2007 House Condition Survey*

3.14.2 The majority of households described their ethnic origin as being predominantly White British (92%). The largest single ethnic minority group are households that describe themselves as White Other at 4.2% followed by White Irish (0.8%). The above figures are broadly similar to that of the Census 2001 returns, although it should be noted that the census data is for all tenures and not just the private sector. Whilst there are some with a nil response in the ethnic origins table it is likely that at least some residents will fall within these groups, but the numbers are too low to have been identified by the survey.

### **3.15 Overcrowding**

3.15.1 In the ODPM report *Overcrowding in England: the national and regional picture* it states 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".

3.15.2 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 Hastings.

- 3.15.3 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.
- 3.15.4 In the Court of Appeal case *Elrify and 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.
- 3.15.5 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.
- 3.15.6 If the Housing Act overcrowding measurement is taken, the estimated level of overcrowding by area is contained within the following table:

**Table 3.8 Statutory measurement of overcrowding**

Area Name	Overcrowded	Not Overcrowded
Central St Leonards	9.4%	90.6%
Castle & Old Town	4.8%	95.2%
Central & East Hastings	1.0%	99.0%
Outer Hastings	4.0%	96.0%
Hastings	4.4%	95.6%

*Source: 2007 House Condition Survey*

- 3.15.7 Looking at the Survey of English Housing bedroom standard of occupation density, the following table again provides a breakdown by area:

**Table 3.9 Bedroom standard measurement of overcrowding**

Area Name	Overcrowded	Maximum capacity	Not overcrowded
Central St Leonards	12.9%	24.1%	62.9%
Castle & Old Town	7.7%	23.6%	68.8%
Central & East Hastings	2.1%	11.4%	86.5%
Outer Hastings	5.1%	12.6%	82.3%
Hastings	6.3%	16.8%	76.8%

*Source: 2007 House Condition Survey*

- 3.15.8 With both standards Central St Leonards has the highest levels being 12.9% using the Bedroom Standard. This is to be expected as it 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 result in an estimated total of between 1,550 and 2,300 overcrowded dwellings within the District. This is too few to allow meaningful analysis and the above tables should be treated with caution.

- 3.15.9 Sections 139 to 144 of the Housing Act 2004 relate to the service of an overcrowding notice. It applies to a 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. Only seven of the dwellings estimated to be overcrowded were identified as HMOs.
- 3.15.10 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, which indicates the low average potential for harm. No dwellings 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 does not substantially change the criteria for the decent homes standard laid out in 2002 with the exception of thermal comfort. This has 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 Until recently, obligations under the Decent Homes Standard were directed solely at the social housing sector. Under "The Decent Homes Target Implementation Plan" June 2003 – as modified April 2004, the government outlined its commitments under Public Service Agreement (PSA) 7. These state 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 The English House Condition Survey now focuses on the Decent Homes Standard and it seems likely that the standard will become the primary

measure of housing conditions for all tenures in future. For this reason the 2007 Hastings Borough Council 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 has been 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 new Housing Health and Safety Rating System (HHSRS) under Part 1 of the Housing Act 2004 replaced the existing statutory fitness standard.

4.2.2 The new system assesses “hazards” within dwellings and categorises them into Category 1 and Category 2 hazards. Local housing authorities will have a duty to take action to deal with Category 1 hazards. The HHSRS 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 As the new HHSRS regime came into effect in April 2006, this Hastings Borough Council Private Sector HCS report will present findings relating to decent homes primarily using Category 1 Hazards. Where appropriate, findings using the Housing Fitness Standard will be given for comparison. Unless the criterion is specifically referred to, it can be assumed that figures given in this section are based on the HHSRS. Detailed definitions of both the Rating System and Housing Fitness Standard 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. It is also the case that the owner of such a property would generally be unlikely to consider that there is anything wrong with their home.

4.3.2 It is perhaps better to think of the Decent Homes Standard as an ideal standard or a level to aspire to. In many cases 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.

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

4.4.1 Based on the House Condition Survey data 13,400 dwellings (38.8%) can be classified non decent, which is considerably higher than the proportion in England (27.1%) as a whole. The all England figure is

taken as the proportion of non decent private sector dwellings from the 2005 EHCS. The EHCS uses the Housing Fitness Standard which tends to produce a lower result.

4.4.2 The Decent Homes Standard contains 4 criteria. The table below gives a breakdown of the reasons for failure. The table lists both unfit dwellings (the former criterion A) and dwellings with a Category 1 Hazard (the new criterion A):

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

Reason	Dwellings	Percent (of non decent)	Percent (of stock)	Percent (EHCS 2005)
Unfit dwellings	2,000	15.0%	5.8%	4%
Category 1 hazard dwellings	7,100	53.1%	20.7%	-
In need of repair	4,200	31.4%	12.1%	8.1%
Lacking modern facilities	1,400	10.5%	4.2%	1.3%
Poor degree of thermal comfort	6,500	48.6%	18.9%	19.8%

1. Figures are not available for Category 1 hazard failures in the 2005 EHCS.

2. Figures are only included for comparative purposes and are not used as part of the calculation of the number of non decent homes (all figures Source: 2007 House Condition Survey)

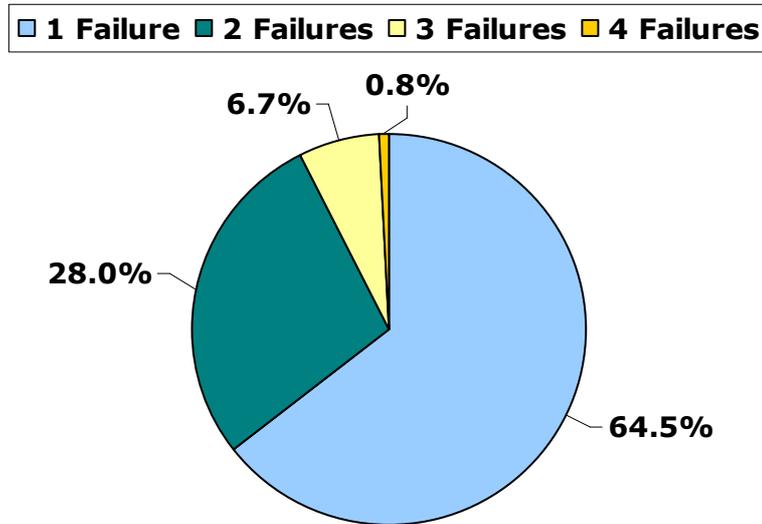
4.4.3 The percentages by non decent do not total 100%. This reflects the fact that the categories are not mutually exclusive; although any dwelling can fail on just one criterion, it may fail on two or more.

4.4.4 In Hastings, the hierarchy of reasons for failure differs from the national profile. Poor degree of thermal comfort is usually the primary reason for failure of the Decent Homes Standard, but in Hastings it is Category 1 hazards, although thermal comfort follows very close behind. Category 1 hazards have a high proportion of excess cold failures (see chapter 5), which overlap heavily with poor thermal comfort.

#### **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. The following chart looks at the number of failures per dwelling in non decent dwellings.

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



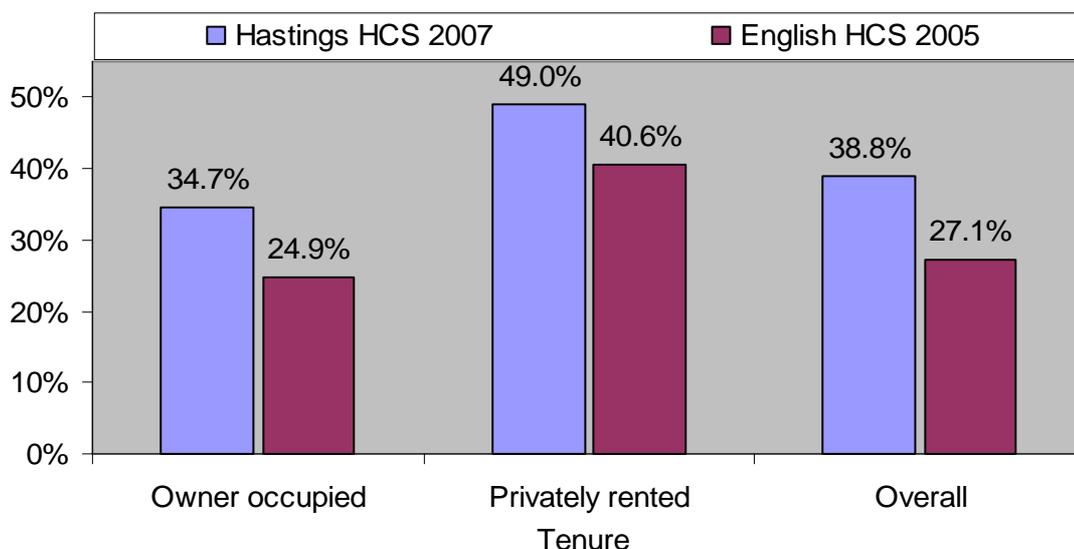
Source: 2007 House Condition Survey

4.5.2 It is clear that the great bulk of failures are in respect of one criterion only. This reinforces the point that a high proportion of decent homes failures are solely due to thermal comfort with 35.5% having more than one issue under the Decent Homes Standard.

#### **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 have the highest rate of non decency at 49%. (This is true regardless of whether the figures are based on housing fitness or health and safety hazards).

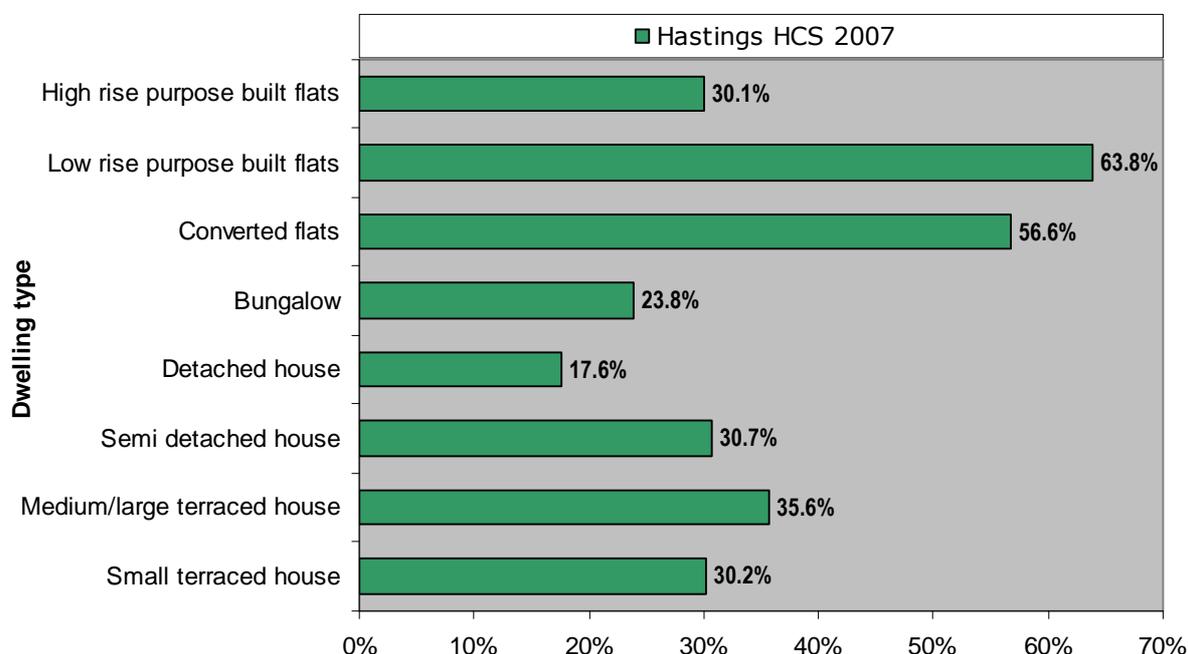
**Figure 4.2 Tenure by non decent dwellings**



Source: 2007 House Condition Survey & 2005 EHCS

4.6.2 The next chart examines decent homes failures by dwelling type.

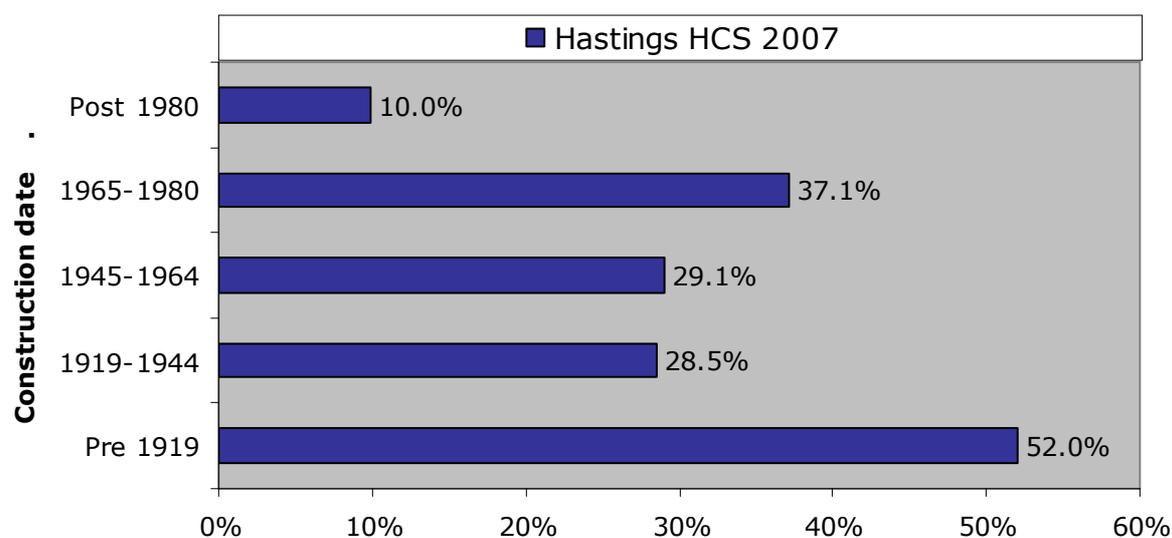
**Figure 4.3 Non decent dwellings by dwelling type**



Source: 2007 House Condition Survey

4.6.3 The highest rate of non decency is found in low rise purpose built flats at 63.8%. Converted flats are the next highest at 56.6% which are often association with the private rented sector and often poor repair. Medium/large terraced houses have the next highest rate at 35.6% and the lowest proportion of failures is found amongst detached houses at 17.6%.

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

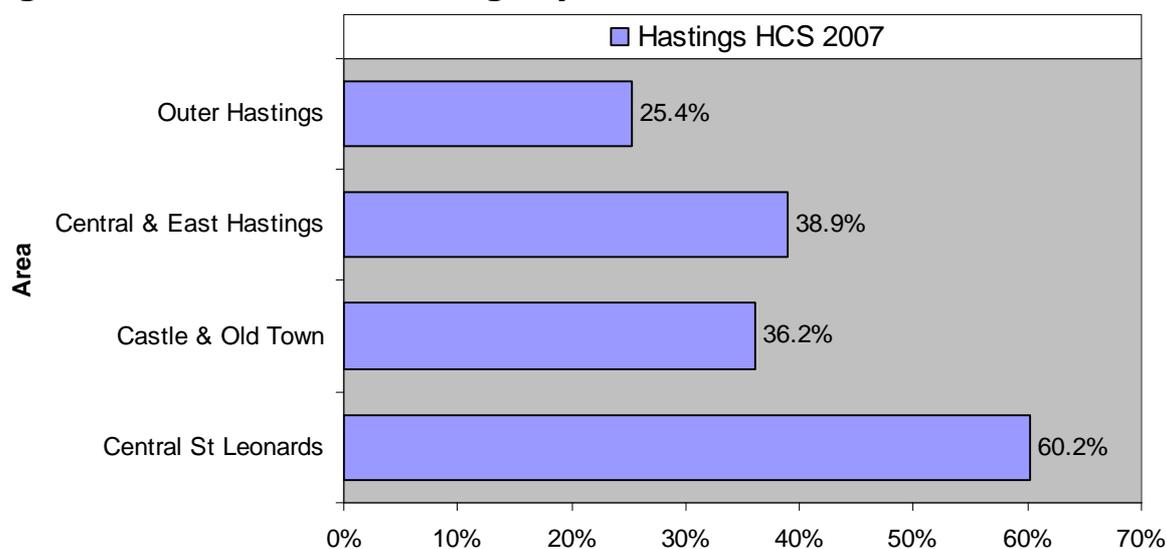


Source: 2007 House Condition Survey

4.6.4 The rate of failure of the Decent Homes Standard generally follows the usual pattern of increasing failure rate with age of dwelling, although non decent dwellings in those built between 1965 and 1980 (37.1%), bucks that trend. The 1919 to 1944, 1945 to 1964 and Post 1980 age groups all have non decency rates below the Borough average.

4.6.5 The distribution by area is shown in the next figure. The highest score is recorded in the Central St Leonards area at 60.2%. The next highest rate is for the Central and East Hastings area (38.9%). The lowest rate of non decency is for the Outer Hastings area at 25.4%.

**Figure 4.5 Non decent dwellings by area**



Source: 2007 House Condition Survey

## 4.7 Non Decency and HMOs

4.7.1 The proportion of HMOs found to be non decent is 64%, representing 1,780 HMOs that do not meet the Decent Homes Standard. This is above the rate for privately rented dwellings and significantly above the rate for dwellings overall. This is not unusual as HMOs tend to be associated with poorer dwelling conditions and higher risk to residents.

4.7.2 For licensable HMOs the proportion that are non decent is 79%, this means that an estimated 260 of the 340 licensable HMOs in Hastings do not meet the Decent Homes Standard. This is perhaps not surprising when one considers that one of the purposes of licensing certain HMOs, is to identify higher risk rented accommodation, and give local authorities more control over the condition and management of such dwellings.

4.7.3 It is worth making a note of caution at this stage to say that the figures for non decency in relation to HMOs should be treated with caution. This is due to the fact that figures from a sample survey, based on a small group such as HMOs, are potentially subject to considerable

statistical error. As a consequence, these figures should only be taken as a guide and not an absolute indicator.

#### 4.8 **Cost to Remedy**

4.8.1 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.

4.8.2 The cost to remedy non decency has been determined by examining the specific failures of each non decent dwelling and determining the work necessary to make the dwelling decent. This is done for each criterion of the standard and the table below shows the cost distribution for all non decent dwellings in the stock.

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

Reason	Total Cost (£ million)	Cost per dwelling (£)
Category 1 Hazard	£4.6	£1,280
Repair	£7.1	£1,703
Amenities	£11.0	£7,786
Thermal comfort	£11.3	£1,808
<b>Total</b>	<b>£34.1</b>	<b>£3,036</b>

*Source: 2007 House Condition Survey*

**Table 4.3 Repair cost by non-decency reason (HHSRS) by area**

Area	Cat 1 Cost (£m)	Repair Cost (£m)	Amenities Cost (£m)	Thermal Comfort Cost (£m)	Total (£m)	Cost per dwelling (£)
Central St Leonards	£2.1	£2.1	£4.3	£3.4	£11.9	£3,292
Castle & Old Town	£1.3	£1.1	£2.3	£2.3	£7.0	£3,301
Central & East Hastings	£1.0	£2.4	£3.5	£3.9	£10.7	£3,139
Outer Hastings	£0.3	£1.5	£0.9	£1.7	£4.4	£2,149
<b>Hastings</b>	<b>£4.6</b>	<b>£7.1</b>	<b>£11.0</b>	<b>£11.3</b>	<b>£34.1</b>	<b>£3,036</b>

*Source: 2007 House Condition Survey*

4.8.3 The costs are based on the assumption that only the items that cause dwellings to be non decent are tackled. Comprehensive repairs (referred to later) most closely resemble traditional renovation grant costs, but the costs given here are lower as they relate to the works necessary to deal only with items that fail the standard and not all repair issues.

4.8.4 The cost to remedy Category 1 Hazards is generally lower than the cost to rectify unfitness. This is due to the fact that many of these hazards do not involve expensive work to the fabric of the dwelling as is often the case with fitness failures (which tend to be associated more with disrepair).

4.8.5 Remedies for dwellings failing due to thermal comfort are more complex. Limited individual improvements to dwellings would lift them above the necessary standard, whereas others would require multiple improvements. This is discussed in more details in Section 8.

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

4.9.1 At present the government target set for achieving decency standards in the private sector is that set by PSA 7, where 65% of all dwellings occupied by vulnerable residents should be made decent by 2006/07. In practice, the most challenging target will be the 70% to be met by 2010/11. 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 < £15,050]
- Child tax credit [total income < £15,050]

4.9.2 In Hastings, at present, there are 6,780 private sector dwellings (owner occupied and privately rented) occupied by residents in receipt of one of the benefits listed above. Of these an estimated 3,120 are classified non decent, which represents 46% of dwellings occupied by a vulnerable resident. Conversely this means that 54% are decent. The EHCS 2005 found that 33.9% of vulnerable households were living in non decent homes.

4.9.3 On this basis Hastings does not meet the target for 2006/07 for 65% of vulnerable households to be living in decent homes.

- 4.9.4 In order to raise the proportion of private sector dwellings, occupied by vulnerable people, above the 70% threshold for decency, 1,080 dwellings will need to be made decent by 2010. As these figures are based on a sample survey they will be subject to statistical variance, but nonetheless this indicates appreciable work will need to be done to ensure the Council meets the targets set by Central Government.
- 4.9.5 When the proportions of vulnerable households in non decent properties by tenure is considered, the results show that 340 of the shortfall is to be found in the owner occupied sector with a 740 shortfall to be found within the much smaller privately rented sector.
- 4.9.6 The proportion of non decent dwellings by area has already been considered earlier. The table below gives the numbers of non-decent dwellings within each area with the rate of non decency, and also lists the level of shortfall for each area in terms of meeting the 70% target for vulnerable occupiers in the private sector.

**Table 4.4 Non decent dwellings with vulnerable households by sub-area**

Area	Vulnerable households in non decent dwellings	Percent vulnerable households in non decent dwellings	Shortfall vulnerable occupiers
Central St Leonards	1,429	70.8%	824
Castle & Old Town	696	41.2%	189
Central & East Hastings	536	37.0%	102
Outer Hastings	457	28.1%	-30
<b>Total</b>	<b>3,120</b>	<b>46.0%</b>	<b>1,080</b>

- 4.9.7 The Central St Leonards area has the biggest shortfall against the PSA 7 target being both proportionally and numerically higher than the other areas. The Castle and Old Town area has the next largest shortfall (41.2%). Unlike the figures for non decency only, the above figures are affected also by the proportion of vulnerable occupiers in these areas and not just the rate of non decency.

#### **4.10 Issues in tackling PSA7**

- 4.10.1 The unusual distribution of decent homes failures in Hastings will have an impact on the ability of the Council to meet the 2010 PSA7 target. The large proportion of failures under the thermal comfort criterion relate to the age of the dwelling stock and the lack of mains gas supply to 20% of those dwellings that fail the decent homes standard. This has an impact as the current (simplified) version of the Decent Homes

Standard bases thermal comfort on heating system type and insulation provision.

- 4.10.2 The thermal comfort criterion heavily favours dwellings that use gas or oil central heating and penalises dwellings using storage heating or room heaters (such as open fires, electric fires, stoves etc). Because of the lack of a mains gas supply to 13% of dwellings that fail the thermal comfort criterion, conversion to central heating in order to meet the thermal comfort standard will not be a practical option in many cases. There are, however, 3,520 dwellings (10.2%) that have access to mains gas, but do not use it for heating and hot water. This issue is discussed in more detail in chapter 8.

## **5 Unfitness/Housing Health & Safety 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. The new Act repeals the existing housing fitness standard and through statutory instruments and statutory guidance replaces it with the Housing Health and Safety Rating System.
- 5.1.4 As described in chapter one, 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 and in effect this duty replaces the existing fitness standard. 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 fitness standard and on the HHSRS is given in chapter one, the appendices and below.

### **5.2 Reporting on the two standards**

- 5.2.1 The previous chapter lists the overall proportion of dwellings that are unfit and the proportion that contain Category 1 Hazards. This chapter will take these two measures of condition further by examining the relationship between the two and other dwelling and social characteristics. However, given the April 2006 introduction of the HHSRS, the chapter will focus to a greater degree on the new system.
- 5.2.2 In addition the chapter will examine the cost implications for remedying these condition issues, as well as considering affordability for the residents, in terms of carrying out repair and/or improvement work.

### **5.3 Definition of unfit dwellings**

- 5.3.1 A dwelling was deemed to be unfit for human habitation if it did not comply with the Housing Fitness Standard, as defined in the Housing Act 1985. The standard was a 'whole house' standard. A surveyor

noted defects in the dwelling inspected, and then made a judgment regarding the fitness of the dwelling, based upon this accumulated information.

5.3.2 A dwelling was unfit if it failed to meet one or more of one of 11 different requirements and due to the failure, was not reasonably suitable for occupation. The 11 criteria were as follows:

- Structural Stability
- Disrepair
- Dampness
- Ventilation
- Heating
- Lighting
- Water Supply
- Food preparation
- WC
- Bath/Shower/WHB
- Drainage

#### **5.4 Definition of Hazards under the HHSRS and Category level**

5.4.1 The Housing Health and Safety Rating System (HHSRS) is intended to be a replacement for the 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.

5.4.2 After the trial, the system for collecting hazard information was subsequently reviewed, along with the underlying statistics and a new, second version produced. Guidance on Version 2 of the HHSRS was subsequently published in November 2004 and it is Version 2 that has been brought into force from April 2006, by statutory instruments made under the Housing Act 2004. The results from this survey will give an indication of likely future problems and will provide a useful comparative tool.

5.4.3 The new 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 and steps and between levels, electrical hazards, fire, collision, etc).

5.4.4 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 secondly, 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.

5.4.5 The approach adopted for this survey mirrors the EHCS 2005 methodology whereby the most common 7 hazards are examined with an additional 3 hazards pertinent to local conditions, making 10 in total; these being:

- Falls associated with stairs and steps
- Falls on the level
- Falls between levels
- Fire
- Hot surfaces & materials
- Damp & mould growth
- Excessive cold
- Entry by intruders
- Electrical hazards
- Domestic hygiene, pests and refuse

5.4.6 The surveyor records eight of these hazards during the inspection. The remaining two hazards (excessive cold and damp & mould growth) are modelled, based on the energy data and damp / condensation information collected. In practice, the great majority of hazards found are one of the first seven types. Additional space is allocated on the form to collect hazards of any additional category in case the surveyor comes across an unusual hazard that they wish to score.

5.4.7 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.

5.4.8 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.

## **5.5 Overall dwelling conditions**

5.5.1 The overall unfitness rate for Hastings is 5.8%, which is above the rate for private sector dwellings in England of 4.0%. There are currently an estimated 2,000 unfit dwellings of which 800 are houses and 1,200 flats.

5.5.2 The overall proportion of dwellings with a Category 1 Hazard is 20.7%, representing 7,100 dwellings across Hastings with 3,300 being houses and 3,800 being flats. There are currently no comparable figures available for category 1 hazards from the EHCS and such figures will not be available until the 2006 survey is published early next year. Figures from the housing stock models, however, show that nationally the rate of category 1 hazards was 19.4% in 2001 and it is thought that this will have decreased to around 14% by 2007.

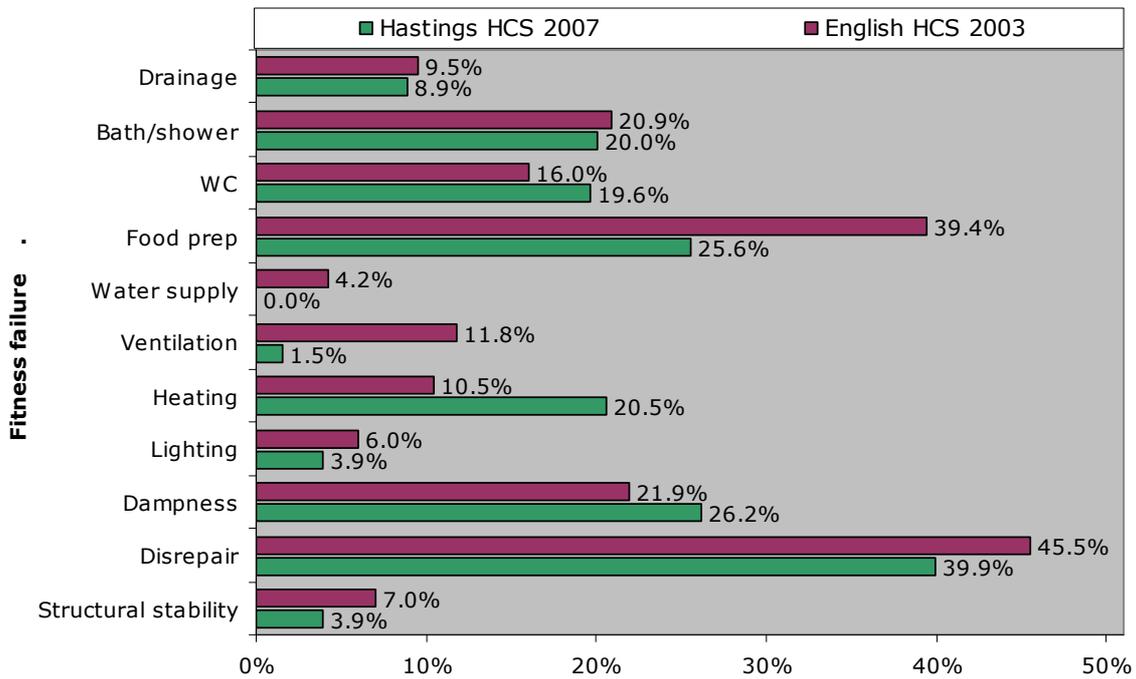
5.5.3 The fitness standard and the HHSRS, whilst having similar issues, are significantly different in their approach, the HHSRS being an evidence based assessment of health impacts of property deficiencies whilst the fitness standard is purely an assessment of building condition. The HHSRS covers a broader range of matters including many aspects that are not covered under the fitness standard. This can lead to a higher percentage failure rate under the HHSRS than the fitness standard.

5.5.4 It should be noted, that as with the Decent Homes Standard, failures under the HHSRS have a high proportion of energy efficiency issue. In other words, the problems of thermal comfort failure are echoed in excess cold hazards. Dwellings with room heaters and low energy efficiencies tend toward excess cold hazards on the assumption that heating such dwellings is prohibitively expensive and that vulnerable people will, instead, be living in cold conditions. These issues are again discussed in chapter 8.

## **5.6 Reasons for unfitness and Category 1 Hazards**

5.6.1 The fitness standard describes eleven different criteria on which a dwelling can fail to be fit. The most common reasons for unfitness in Hastings, assessed against the total number of unfit dwellings, are failures associated with the following fitness categories: disrepair (39.9%), dampness (26.2%), food preparation (25.6%), heating (20.5%) and bath/shower (20%). Nationally, disrepair is the most common reason for failure followed by food preparation. Hastings differs from the national pattern with food preparation the third highest after dampness.

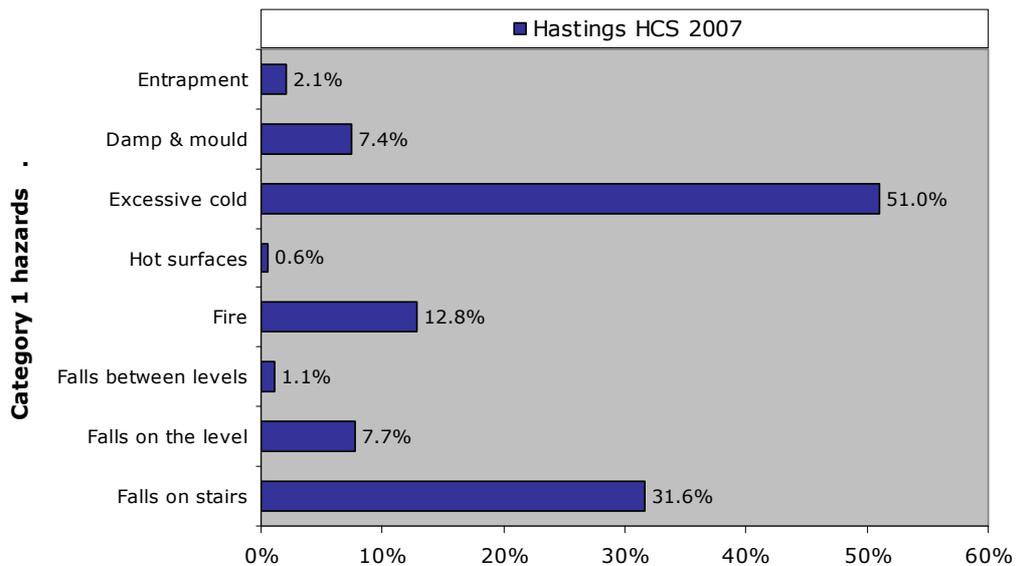
**Figure 5.1 Unfit dwellings by reason for unfitness, as % unfit dwellings**



2003 EHCS figures are used as there are no comparative figures available from the 2005 EHCS

5.6.2 The percentages given in the above figure are as a percentage of all unfit dwellings, for example heating failures account for 20.5% of the 2,000 unfit dwellings. The total percentage for all categories combined is greater than 100% as some dwellings will fail the fitness standard on more than one criterion.

**Figure 5.2 Category 1 Hazards by reason, as % of Category 1 Hazards**



Source: 2007 House Condition Survey

5.6.3 The figures for Category 1 Hazards are dominated by excess cold hazards by a substantial margin. As commonly found, this is followed by falling on stairs etc. Fire and falls on the level and damp and mould are also significant. Initial trials of the system suggested that excess cold and falls on stairs and the level hazards would be the most commonly found. There are no direct English House Condition Survey figures or other national sources, but excess cold has been found to be the most common hazard in other recent house condition surveys.

## **5.7 Severity of unfitness and Category 1 Hazards**

5.7.1 One indication of the severity of unfitness is the number of items on which a dwelling fails the fitness standard. In Hastings a slightly lower proportion of dwellings (38.4%) fail for multiple reasons of unfitness to that for England (45.5%). The same process for Category 1 Hazards shows that only 8.7% of dwellings have multiple Category 1 Hazards, far lower than the proportion that is multiply unfit. There are no comparative figures from the 2004 or 2005 EHCS for Category 1 Hazards.

## **5.8 Overlap between Category 1 Hazards and Unfitness**

5.8.1 Whilst the new HHSRS deals with a number of similar issues as the fitness standard, it is important to appreciate that the new system is significantly different in approach.

- (i) It is a prescribed method of assessment which refers to a national evidence base on the health impacts of deficiencies in dwellings as opposed to a standard which focuses on building condition i.e. it is more concerned with the effect on health of a fault in a building rather than the fact that a fault exists.
- (ii) The new system is concerned with deficiencies in dwellings which can include inherent poor design as well as simply disrepair.
- (iii) "Health" in the new Act is defined to include "physical, mental and social wellbeing" i.e. it includes stress and issues such as social exclusion.
- (iv) The range of hazards covered is broad and includes many matters not covered by the fitness standard, for example the presence of lead and radon, excess heat, noise, falls, fire, and hot surfaces.

5.8.2 Comparing "adequate provision of heating" under the fitness standard and "excess cold" under the HHSRS illustrates the differences. An estimated 20.5% of properties fail due to inadequate heating whereas Category 1 Hazards on excessive cold represent 51% of failures under the HHSRS. The fitness standard on heating has been criticised – it is met even if a dwelling does not have a fixed heating appliance,

provided there is provision for one in the main living room (e.g. dedicated gas point or dedicated 13 amp socket outlet) and socket outlets/gas fires in other habitable rooms.

- 5.8.3 In contrast, the hazard of excess cold refers to the national evidence base which shows that a minimum of 20,000 excess winter deaths occur because of cold conditions (Housing Health and Safety Rating System: Operating Guidance, 2005, ODPM). Scoring the hazard takes into account both the effectiveness of the heating system (if any) and the thermal insulation of the dwelling. It is possible that a Category 1 Hazard could exist in a dwelling with full gas central heating but an old and inefficient boiler and where no insulation were present in both the loft and walls.
- 5.8.4 The example of heating and excessive cold illustrates the shift of emphasis from unfitness to the HHSRS. Heating failures did not consider the overall efficiency of the dwelling at all. Failures due to excessive cold are designed to look at the potential health impact of having a dwelling that cannot be heated properly. The latter has a direct bearing on excess winter deaths and secondary problems with potential mould growth and respiratory problems.
- 5.8.5 Because of the significant differences in approach with the new system, it is common that there is no direct overlap between dwellings which fail the fitness standard and those where there is a Category 1 Hazard.
- 5.8.6 In Hastings, for dwellings with a Category 1 Hazard there is a 19.8% overlap with unfit dwellings, i.e. of all the dwellings found to have a Category 1 Hazard, 19.8% (1,400 properties) also fail the former Housing Fitness Standard and the remaining 80.2% (5,700) have a Category 1 Hazard, but no corresponding fitness failure. This degree of overlap is typical of that found in most studies conducted by CPC in recent years. An analysis of the overlap for several authorities with different stock types showed an average overlap of 13% with the lowest at 8% and the highest 30%.
- 5.8.7 The lack of overlap does present an important issue for the Local Authority, as given that 80.2% of dwellings with a Category 1 Hazard are not unfit (5,700 properties), they present a whole new set of dwellings that now require action. This reinforces the message that the HHSRS is an evidence based system drawing upon national figures, which show the health impact of deficiencies in dwellings, whereas the fitness standard was based on the failure of the dwelling to meet standards, on the condition of building elements, or provision of elements. Only if unfitness items cause a potential hazard will they score under the HHSRS.
- 5.8.8 The 19.8% overlap between serious hazards and unfitness represents 1,400 dwellings that are both unfit and have a Category 1 Hazard, which is 4% of the private sector stock. Those dwellings that are

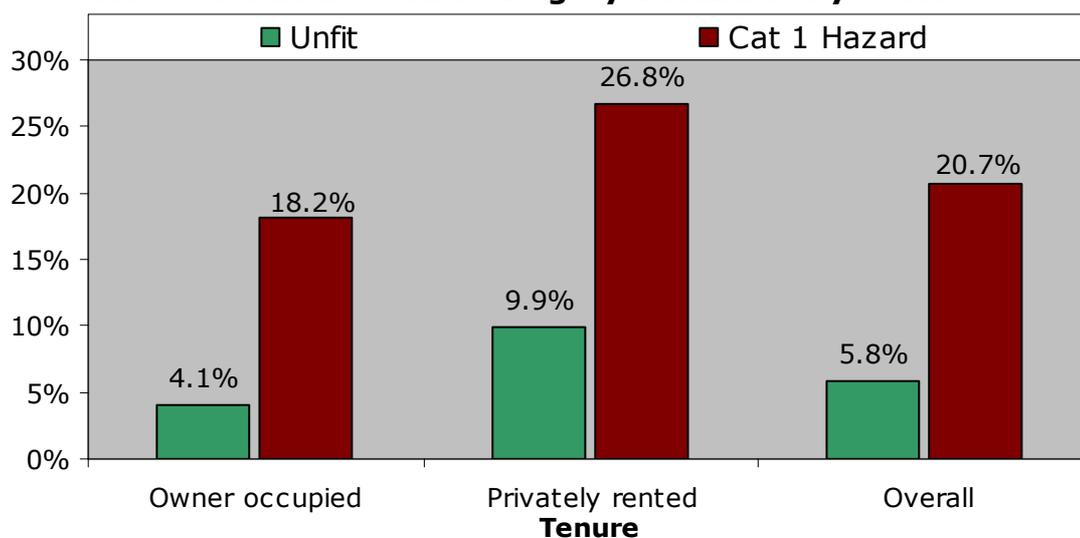
currently unfit, however, still represent clear targets for action as such dwellings are still far more prone to having serious hazards than dwellings that are not unfit.

## 5.9 **Unfitness & Category 1 Hazards by general characteristics**

5.9.1 This section examines the relationship between those general stock characteristics set out in chapter one, with the level of unfitness and Category 1 Hazards. The following charts and commentary examine the rates of unfitness and Category 1 Hazards by tenure, dwelling type and construction date.

5.9.2 Both unfitness and Category 1 Hazards are more strongly associated with privately rented dwellings. The rate of unfitness in privately rented sector dwellings at 9.9% is over twice that found in owner occupied dwellings. The differential is less with Category 1 Hazards, but privately rented sector dwellings still rank significantly higher than that for owner occupied properties at 26.8%. This is another indicator that suggests the privately rented sector could be a priority in Hastings.

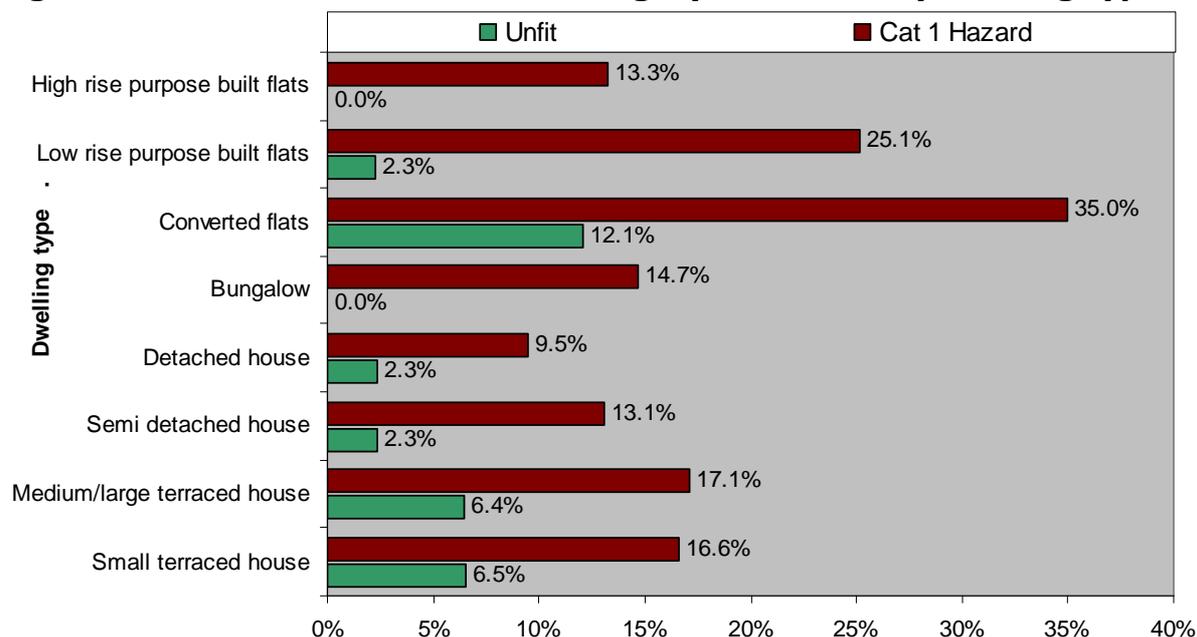
**Figure 5.3 Rates of unfitness and Category 1 Hazards by tenure**



*Source: 2007 House Condition Survey*

5.9.3 The chart below shows the rates of unfitness/Category 1 Hazards by build type. The highest rate of unfitness is found, by a substantial margin, in converted flats (12.1%), and with the next highest being small terraced houses (6.5%) and medium/large terraced houses (6.4%) The build types with the lowest rates are high rise purpose built flats and bungalows, both types not recording any unfit dwellings.

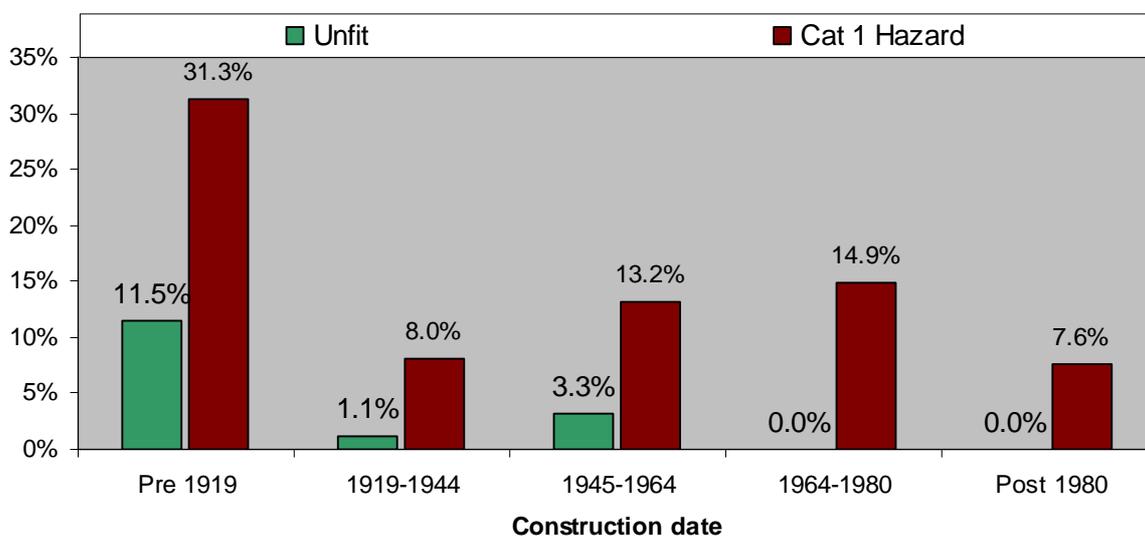
**Figure 5.4 Rates of unfitness and Category 1 Hazards by building type**



*Source: 2007 House Condition Survey*

- 5.9.4 For dwellings with a Category 1 Hazard the highest rate is again found in converted flats followed by low rise purpose built flats, medium/large and small terraced houses. The type with the lowest rate is detached houses.
- 5.9.5 Generally, the rate of unfitness increases as dwellings become older. In Hastings, the pre 1919 age band has the highest failure rate but the 1945 to 1964 age band is elevated against the 1919 to 1944 age band. Both the 1964 to 1980 and the Post 1980 age bands did not record any unfit dwellings.
- 5.9.6 Category 1 Hazards are generally much less closely linked with the deterioration of building elements as the new HHSRS system is concerned primarily with the effect of deficiencies which may be due to design faults as well as disrepair. However, there is a significant Category 1 hazard failure rate in the pre 1919 age band which is four times that found in post 1980 dwellings. The 1945 to 1964 and the 1964 to 1980 age bands are both elevated in relation to the 1919 to 1944 age band.

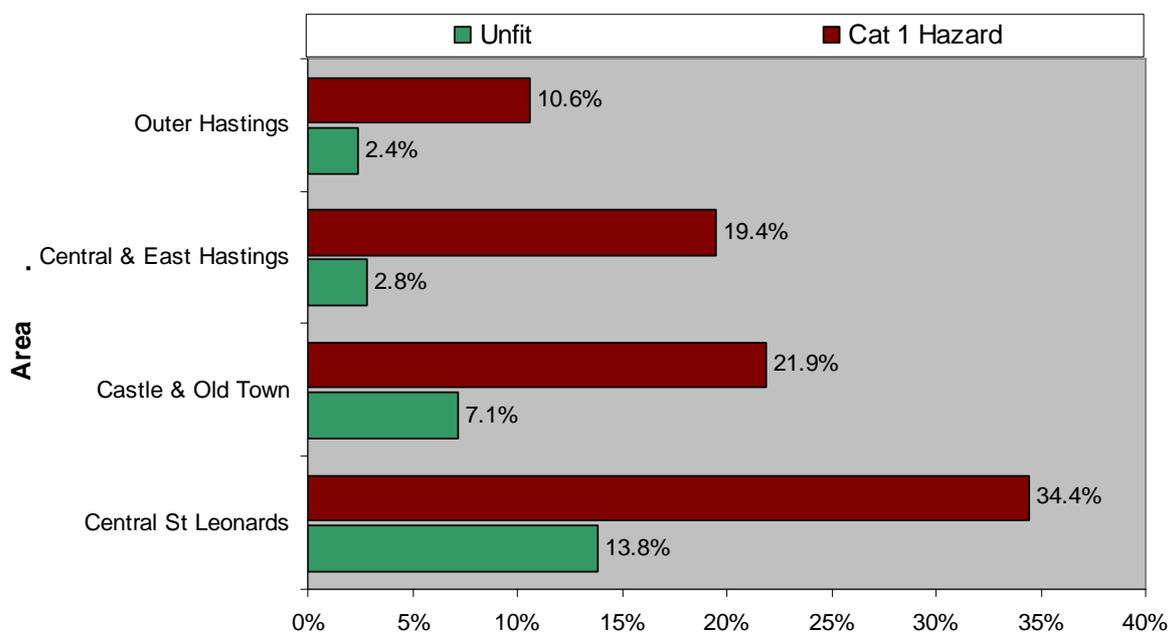
**Figure 5.5 Rates of unfitness & Category 1 Hazards by construction date**



Source: 2007 House Condition Survey

5.9.7 The final division to be considered is unfit and Category 1 Hazards by sub-area. The final chart shows the distribution of rates for both these measures by the four sub areas. The highest rate of unfitness is found in Central St Leonards area followed by the Castle and Old Town area. The highest rate of Category 1 Hazards is again found in the Central St Leonards area followed by the Castle and Old Town area.

**Figure 5.6 Rates of unfitness and Category 1 Hazards by sub-area**



Source: 2007 House Condition Survey

## 5.10 Cost of works to unfit dwellings & Category 1 Hazards

- 5.10.1 In the previous chapter of this report the 'just fit' cost was given for remedying only those items causing unfit dwellings to be unfit. This cost represents the minimum amount of work required on these dwellings simply to bring them up to a habitable standard.
- 5.10.2 This section seeks to present the cost not only of bringing dwellings up to a habitable standard, but also the comprehensive cost of repairs in unfit and 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. The table below shows the costs to just make fit, for urgent works and works required within 5 years and within 10 years.
- 5.10.3 The total cost of urgent works is not an increase above the just-fit costs, since urgent works in unfit dwellings are, by definition, just fit works. The total level of comprehensive repair in unfit dwellings, in Hastings, is an average of £9,190 per dwelling. Owner occupied dwellings have the highest average cost.

**Table 5.1 Repair costs in unfit dwellings by tenure**

Tenure	Just fit	Urgent <sup>2</sup>	5 year <sup>2</sup>	Comprehensive <sup>2</sup>
<b>Owner occupied (£millions)<sup>1</sup></b>	<b>3.6</b>	<b>3.6</b>	<b>8.9</b>	<b>10.9</b>
<i>Average (£s)</i>	<i>3,588</i>	<i>3,588</i>	<i>8,907</i>	<i>10,894</i>
<b>Privately Rented (£millions)<sup>1</sup></b>	<b>1.7</b>	<b>1.7</b>	<b>6.4</b>	<b>7.4</b>
<i>Average (£s)</i>	<i>1,749</i>	<i>1,749</i>	<i>6,489</i>	<i>7,459</i>
<b>All tenures (£millions)<sup>1</sup></b>	<b>5.3</b>	<b>5.3</b>	<b>15.4</b>	<b>18.3</b>
<i>Average (£s)</i>	<i>2,674</i>	<i>2,674</i>	<i>7,706</i>	<i>9,190</i>

1. Figures given in millions of pounds sterling

2. Figures are cumulative and therefore include the previous column

Source: 2007 House Condition Survey

- 5.10.4 The following table gives the same distribution, but for dwellings with a Category 1 Hazard instead.

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

Tenure	Remedial	Urgent <sup>2</sup>	5 year <sup>2</sup>	Comprehensive <sup>2</sup>
<b>Owner occupied (£millions)<sup>1</sup></b>	<b>2.2</b>	<b>2.6</b>	<b>7.0</b>	<b>11.0</b>
<i>Average (£s)</i>	<i>1,106</i>	<i>1,329</i>	<i>3,553</i>	<i>5,576</i>
<b>Privately Rented (£millions)<sup>1</sup></b>	<b>2.4</b>	<b>3.0</b>	<b>10.0</b>	<b>12.6</b>
<i>Average (£s)</i>	<i>1,491</i>	<i>1,836</i>	<i>6,153</i>	<i>7,700</i>
<b>All tenures (£millions)<sup>1</sup></b>	<b>4.6</b>	<b>5.6</b>	<b>17.1</b>	<b>23.6</b>
<i>Average (£s)</i>	<i>1,280</i>	<i>1,560</i>	<i>4,730</i>	<i>6,540</i>

1. Figures given in millions of pounds sterling

2. Figures are cumulative and therefore include the previous column

Source: 2007 House Condition Survey

**Table 5.3 Repair costs in Category 1 Hazard dwellings by area**

Area	Remedial	Urgent <sup>2</sup>	5 year <sup>2</sup>	Comprehensive <sup>2</sup>
<b>Central St Leonards (£m)</b>	<b>2.1</b>	<b>2.5</b>	<b>9.0</b>	<b>9.9</b>
<i>Average (£s)</i>	<i>1,527</i>	<i>1,868</i>	<i>6,592</i>	<i>7,300</i>
<b>Castle &amp; Old Town (£m)</b>	<b>1.3</b>	<b>1.3</b>	<b>3.5</b>	<b>5.2</b>
<i>Average (£s)</i>	<i>1,552</i>	<i>1,596</i>	<i>4,192</i>	<i>6,267</i>
<b>Central &amp; East Hastings (£m)</b>	<b>1.0</b>	<b>1.3</b>	<b>3.6</b>	<b>5.2</b>
<i>Average (£s)</i>	<i>960</i>	<i>1,287</i>	<i>3,490</i>	<i>5,010</i>
<b>Outer Hastings (£m)</b>	<b>0.3</b>	<b>0.4</b>	<b>1.0</b>	<b>3.2</b>
<i>Average (£s)</i>	<i>675</i>	<i>1,102</i>	<i>2,605</i>	<i>8,595</i>
<b>Hastings (£m)</b>	<b>4.6</b>	<b>5.6</b>	<b>17.1</b>	<b>23.6</b>
<i>Average (£s)</i>	<i>1,280</i>	<i>1,560</i>	<i>4,730</i>	<i>6,540</i>

1. Figures given in millions of pounds sterling

2. Figures are cumulative and therefore include the previous column

Source: 2007 House Condition Survey

5.10.5 The average costs for just remedying hazards (those costs that just remedy the Category 1 hazard) are lower than for unfitness as are the comprehensive works costs (the 10 year cumulative costs).

## **5.11 Category 2 hazards**

5.11.1 There are an estimated 27,200 (79%) dwellings in Hastings that have one or more hazards that are above average. Those dwellings where the hazard score is sufficiently above average to score over 1000 under the HHSRS system are classified category 1 hazards and have already

been discussed within this chapter. There are 24,100 (70%) dwellings that have one or more hazards with a score below 1000, but above average; these dwellings are classified as having a category 2 hazard.

5.11.2 With a large number of potential hazards, and a relatively high proportion of category two hazards, it is perhaps not surprising that some dwellings have both category 1 and category 2 hazards. The following table looks at the distribution of both category 1 and 2 hazards:

**Table 5.4 Dwellings by hazard category**

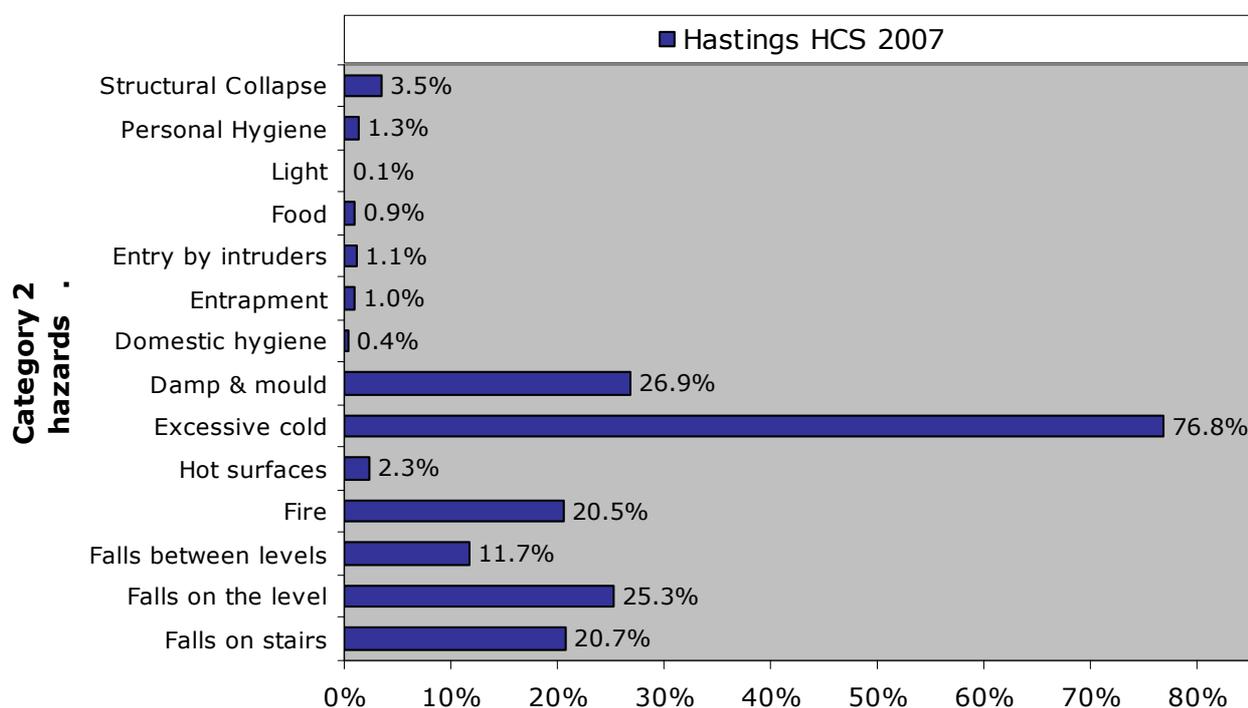
	<b>Dwellings</b>	<b>Per cent</b>
No hazards above average	8,330	24.2%
Category 2 hazard(s) only	18,970	55.1%
Category 1 hazard(s) only	1,920	5.6%
Both category 1 and 2 hazards	5,180	15.1%
<b>Dwellings</b>	<b>34,400</b>	<b>100.0%</b>

*Source: 2007 House Condition Survey*

5.11.3 Those dwellings having a category 2 only hazard represent over half of all private sector dwellings in Hastings (55%), illustrating that the HHSRS system is able to pick up on the wide variety of hazards that can cause home accidents and injury or ill-health. With Category 2 hazards, such injuries or ill-health are relatively minor or very unlikely when compared to category 1 hazards.

5.11.4 The following graph illustrates the distribution of category 2 hazards by hazard type.

**Figure 5.7 Category 2 hazards by hazard type**

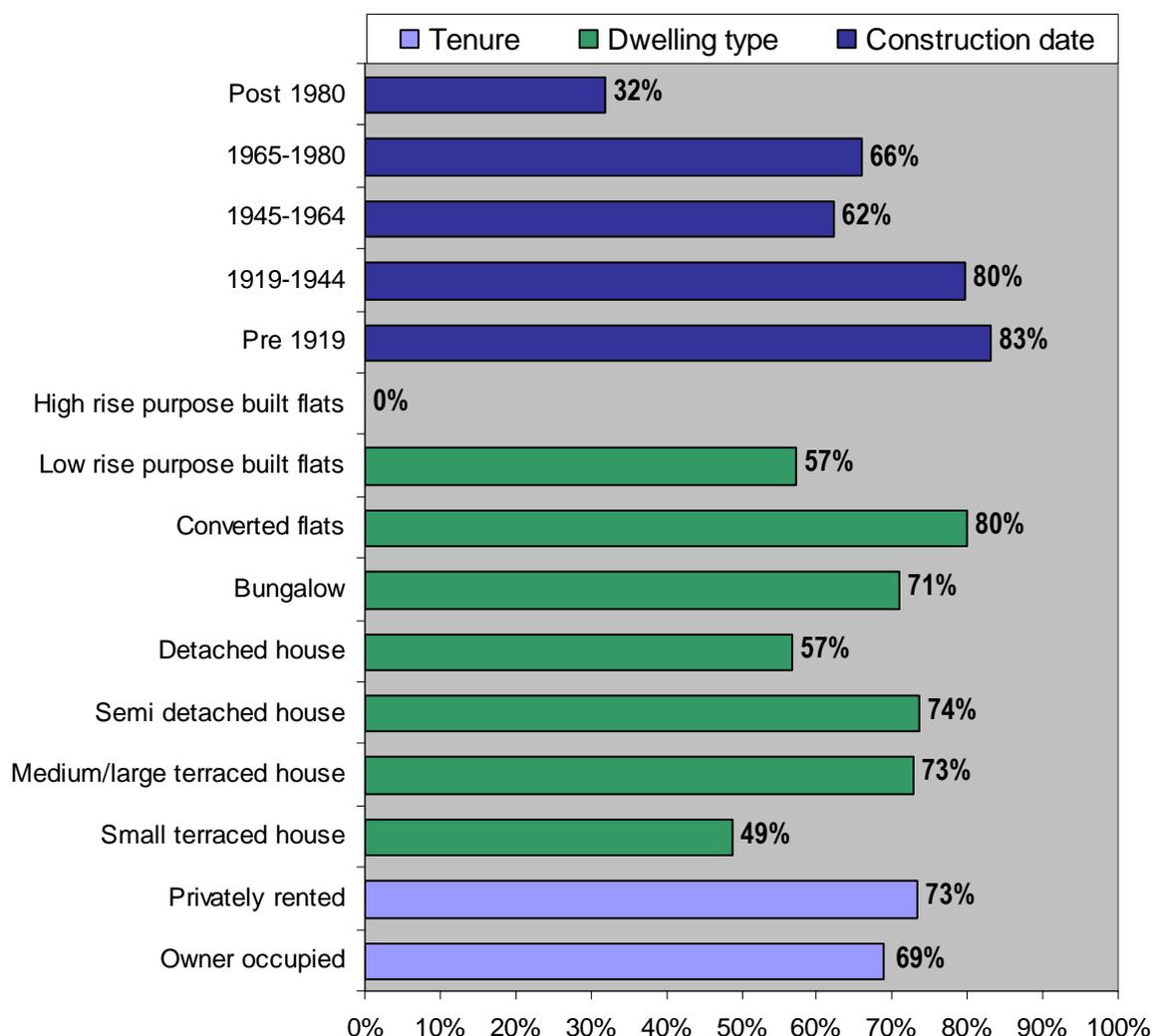


*Source: 2007 House Condition Survey*

- 5.11.5 As with category 1 hazards, category 2 hazards are dominated by Excess cold issues. For category 2 hazards, however, excess cold will, in most instances, be a relatively minor hazard unlikely to cause harm in the vast majority of cases.
- 5.11.6 Damp and Mould growth moves up to being the second most common hazard. This is due to a wide distribution of minor damp issues, such as persistent condensation, that occurs in a large proportion of older dwellings, or inadequately heated dwellings. Falls on the level occur at a higher rate than falls on stairs, but all three falls types feature strongly.
- 5.11.7 Fire risk occurs as a category 2 hazard in just over one in five of all dwellings with a category 2 hazard. This reflects the elevated risk where dwellings have no smoke detectors or other fire protection, but also the high proportion of houses and flats in three or more storey buildings in Hastings.

5.11.8 The following graph illustrates the distribution of category 2 hazards by age, building type and tenure.

**Figure 5.8 Category 2 hazards by general characteristics**



*Source: 2007 House Condition Survey*

5.11.9 As might be expected, the proportion of category 2 hazards by construction date increases with dwelling age. Pre 1919 dwellings are over two-and-a-half times as likely to have a category 2 hazard as those built after 1980.

5.11.10 Converted flats are the most likely dwelling type to have a category 2 hazard, with four in five flats having at least one hazard above average. Excluding high rise flats (of which there are too few to give a meaningful result) small terraced houses have the lowest proportion of category 2 hazards.

## 6 State of Repair

### 6.1 Improving the stock

6.1.1 This chapter seeks to examine the extent of work required to rectify further defects in private sector housing. In order to do this, three key questions must be considered:

- What is the cost of carrying out repairs and renewal?
- Where are the problems concentrated: what types of dwelling; which tenures; what ages of dwellings and what geographical areas?
- What are the financial circumstances of residents occupying these dwellings and how likely is it that they will be able to afford necessary repairs?

6.1.2 This chapter considers:

- (i) What works are required to remedy those dwellings failing the Decent Homes Standard on the repair category
- (ii) What works are required to all other dwellings that are decent but where more minor repair issues exist

### 6.2 Cost calculation

6.2.1 Costs derived from the house condition survey are calculated for each individual dwelling surveyed. Costs are calculated in four separate areas: external repairs, internal repairs, amenities costs and costs relating to common parts of flats (where common parts exist). A schedule of rates is used that lists the unit cost of all elements of the dwelling, recorded during the survey (for example: the cost of roofing slates per square metre or the cost of guttering per metre length). The schedule of rates is derived from national information on building costs.

6.2.2 For external repair, a spatial model of the building is created using the dimension information. The proportion of repair is multiplied by the overall quantity for a given element and then by the unit cost for that element. For internal repair to elements, such as plasterwork, flooring etc, the actual quantity of repair required is recorded. Amenities are recorded on the basis of whether they require no work, repair, replacement or installation. Common parts repairs are recorded on the basis of the specific quantity noted by the surveyor.

6.2.3 Once all costs have been calculated, they are assigned to a time frame. Where a dwelling is unfit, certain works relating to this unfitness are indicated as being urgent and these costs are isolated to form the 'just fit' costs, described in the previous chapter. The remaining urgent costs represent those works that should be carried out within the next

year. All other costs are generated based on the age of element and renewal period of that element. These costs are banded into 5 year, 10 year and 30 year costs.

- 6.2.4 The term 'works' is used in relation to not only repair costs but to other activities in relation to housing condition. The term is used, as frequently the cost described does not solely relate to repair, but can relate to replacement of building elements or installation of elements and/or amenities (i.e. improvements).

### **6.3 Remedial repair works in non decent dwellings**

- 6.3.1 The previous chapter examined the extent of unfitnes and the extent of Category 1 Hazards, as well as the cost of remedying these. The cost to carry out repairs to building elements, which fail the Decent Homes Standard under the repair criterion, can be calculated. A detailed definition of what constitutes a failure under the repair criterion is given in the appendices of this report, but a brief summary is given below:

- Wall structure: external wall construction old and in need of major repair.
- Lintels: as for external wall structure.
- Brickwork (spalling): exterior wall finish requiring resurfacing or replace.
- Wall finish: other wall surface finishes in poor condition and old.
- Roof structure: major repair problems to roof structure.
- Roof covering: replacement of significant areas of roof covering required.
- Chimney: Major repair or rebuild of chimneys required.
- Windows: replacement of windows required.
- External doors: replacement of external doors required.
- Heating central heating gas boiler: boiler requires replacement.
- Heating other: other heating system is non functional.
- Electrical systems: electrical systems are old and non-compliant
- Minor works: two or more of – kitchens, bathrooms, central heating distribution

- 6.3.2 It should be noted that for all categories of repair, an element only fails if it is both old (beyond its design life) and in poor condition (as defined in the appendices).

- 6.3.3 The total cost to remedy all repair issues, covered under the Decent Homes Standard, is £7.1 million. Based upon the total number of dwellings requiring repairs under the standard (4,200) this equates to an average repair cost of £1,700 per dwelling that fails the Decent Homes Standard on disrepair. The remedial cost is an average and in this case is based on a wide range of costs, from the limited (e.g. a replacement boiler) and the most extensive (e.g. a replacement roof).

6.3.4 The table below gives a breakdown of the total cost, within each repair category, and the average cost per dwelling.

**Table 6.1 Cost to remedy repairs under the Decent Homes Standard**

<b>Category</b>	<b>Total cost to remedy £million</b>	<b>Average Cost £</b>
Windows cost	1.6	3,670
Electrics cost	0.9	1,430
Boiler cost	0.9	900
Roof cost	1.0	3,080
Minor repairs	0.1	1,000
Doors cost	0.3	330
Other heating cost	0.1	500
Wall surface <sup>2</sup>	1.5	3,190
Wall structure <sup>1</sup>	0.4	1,830
Chimney cost	0.1	910
<b>Total</b>	<b>7.1</b>	<b>1,700</b>

1. Includes the cost of repair for lintels

2. Includes the cost of repair for spalling brickwork

Source: 2007 House Condition Survey

6.3.5 The table above gives a good indication of the distribution of repairs. It is typically the case that works to windows, electrics and boilers form the predominant part of failures under the repair criterion of the Decent Homes Standard, although. In the case of Hastings, wall structure and roof costs do figure very highly. It should be noted, however, that these results are based on a sub-set of data from a sample survey and therefore should only be regarded as indicative.

#### **6.4 Comprehensive repair works in non decent dwellings**

6.4.1 In addition to the cost of works to bring dwellings up to the Decent Homes Standard where they fail due to poor state of repair, as with unfitness and Category 1 Hazards it is also possible to consider the comprehensive cost of repairs in these dwellings.

**Table 6.2 Repair costs in repair failure dwellings by tenure**

Tenure	Remedial	Urgent <sup>2</sup>	5 year <sup>2</sup>	Comprehensive <sup>2</sup>
<b>Owner occupied (£millions)<sup>1</sup></b>	<b>5.0</b>	<b>7.9</b>	<b>22.3</b>	<b>29.8</b>
<i>Average (£s)</i>	<i>1,726</i>	<i>2,739</i>	<i>7,735</i>	<i>10,347</i>
<b>Privately Rented (£millions)<sup>1</sup></b>	<b>2.1</b>	<b>3.2</b>	<b>11.0</b>	<b>14.0</b>
<i>Average (£s)</i>	<i>1,652</i>	<i>2,494</i>	<i>8,524</i>	<i>10,825</i>
<b>All tenures (£millions)<sup>1</sup></b>	<b>7.1</b>	<b>11.1</b>	<b>33.3</b>	<b>43.7</b>
<i>Average (£s)</i>	<i>1,703</i>	<i>2,663</i>	<i>7,979</i>	<i>10,490</i>

1. Figures given in millions of pounds sterling

2. Figures are cumulative and therefore include the previous column

Source: 2007 House Condition Survey

6.4.2 The average comprehensive cost of repair in dwellings that fail the Decent Homes Standard due to their state of repair is slightly higher than that for unfit dwellings (£10,490 compared with £9,190) and is significantly higher than those for comprehensive works to a dwelling with a Category 1 Hazard (£6,540).

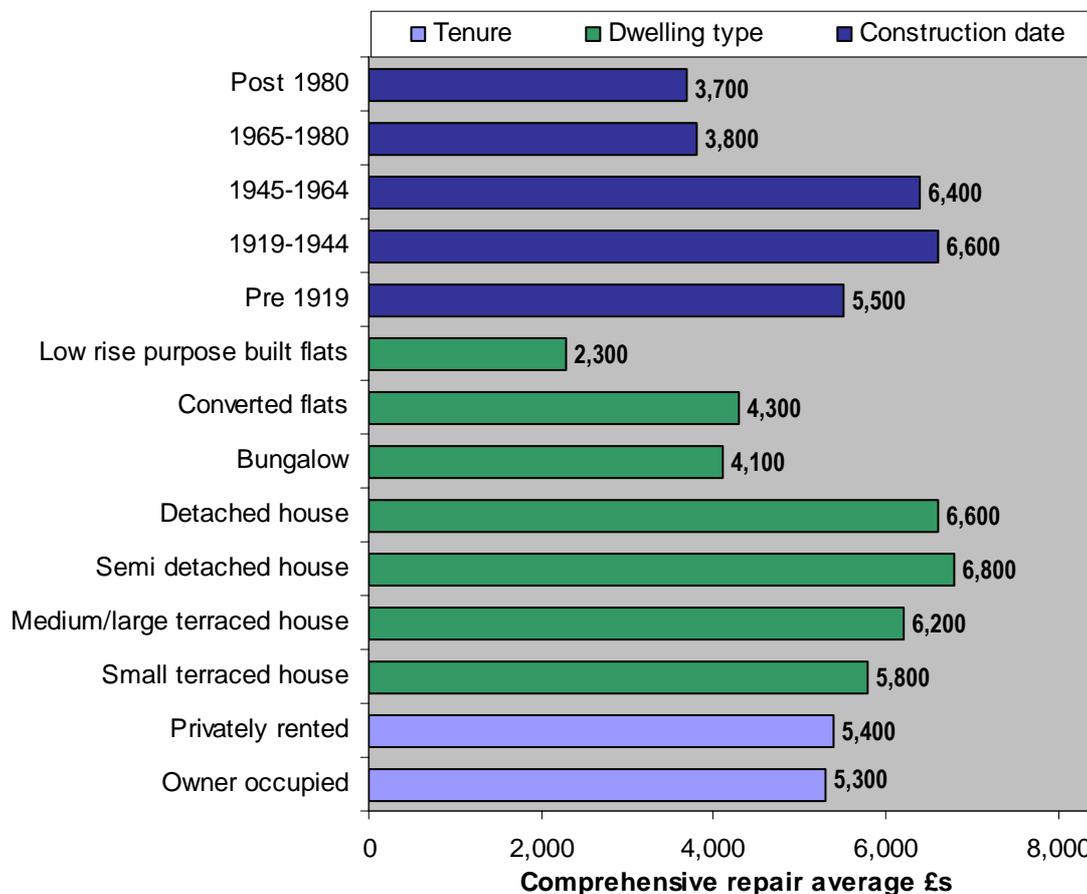
## **6.5 Overall repair costs**

6.5.1 The total comprehensive cost, for all private sector dwellings in Hastings, whether they meet the Decent Homes Standard or not, is £140.8 million, an average of £4,100 per dwelling. This average reflects the fact there is a very wide range of repair costs with many modern dwellings having only minor repair requirements compared with many unfit dwellings with major repair costs. Repair costs for the dwellings in poorest condition are considered further later in this chapter.

## **6.6 Repair costs and general characteristics**

6.6.1 As with unfitness, repair costs vary depending on the age, type and tenure of dwellings. The following section gives a breakdown of comprehensive costs by a number of key variables.

**Figure 6.1 Comprehensive repair cost by general characteristics**



Source: 2007 House Condition Survey

6.6.2 The repair by construction date generally conforms to the usual pattern of repair costs being higher in earlier construction periods, although the pre 1919 costs are lower than those for 1919 to 1944 and 1945 to 1964.

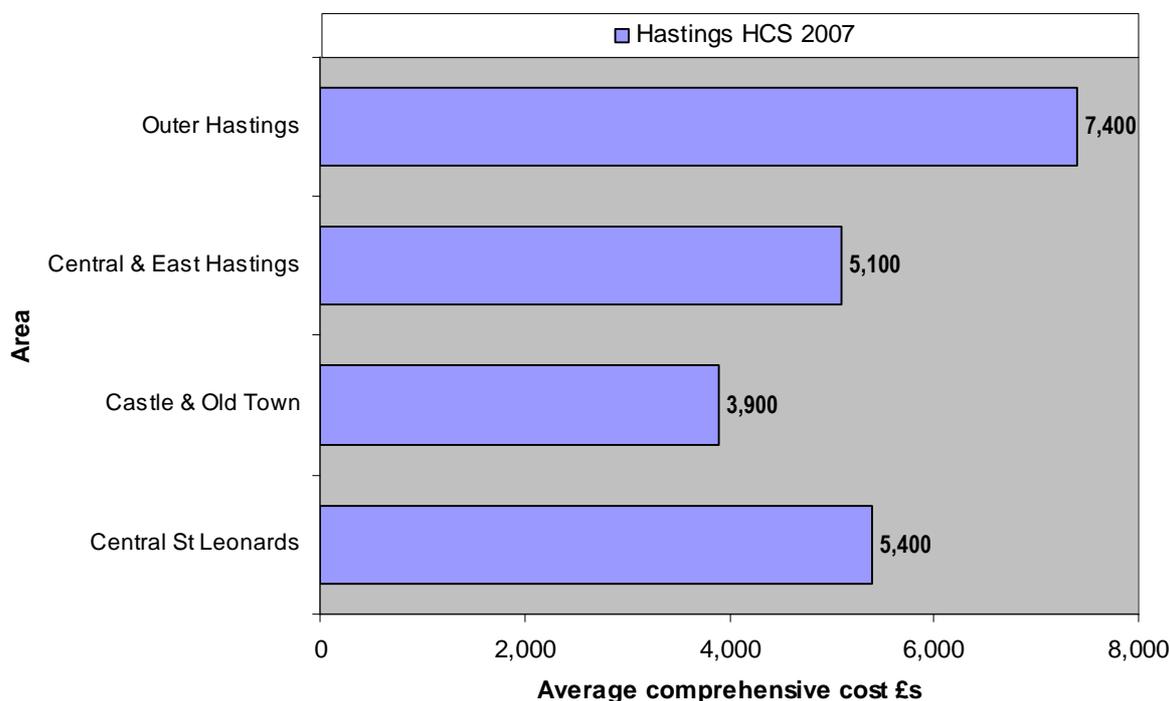
6.6.3 Semi-detached houses have the highest average repair costs (£6,800) followed by detached houses at £6,600 and then medium/large terraced houses at £6,200. The lowest average cost is for low rise purpose built flats (£2,300).

6.6.4 Privately rented dwellings properties in Hastings at £5,400 have a slightly higher average repair cost than that for owner occupied dwellings (£5,300).

**6.7 Cost of repairs by sub-area**

6.7.1 Having already examined the level of non decent dwellings, the level of unfitness and the level of Category 1 Hazards by sub-area, it may prove useful to examine the impact of condition issues on repair costs by sub-area. The following chart illustrates the different repair cost bands by sub-area.

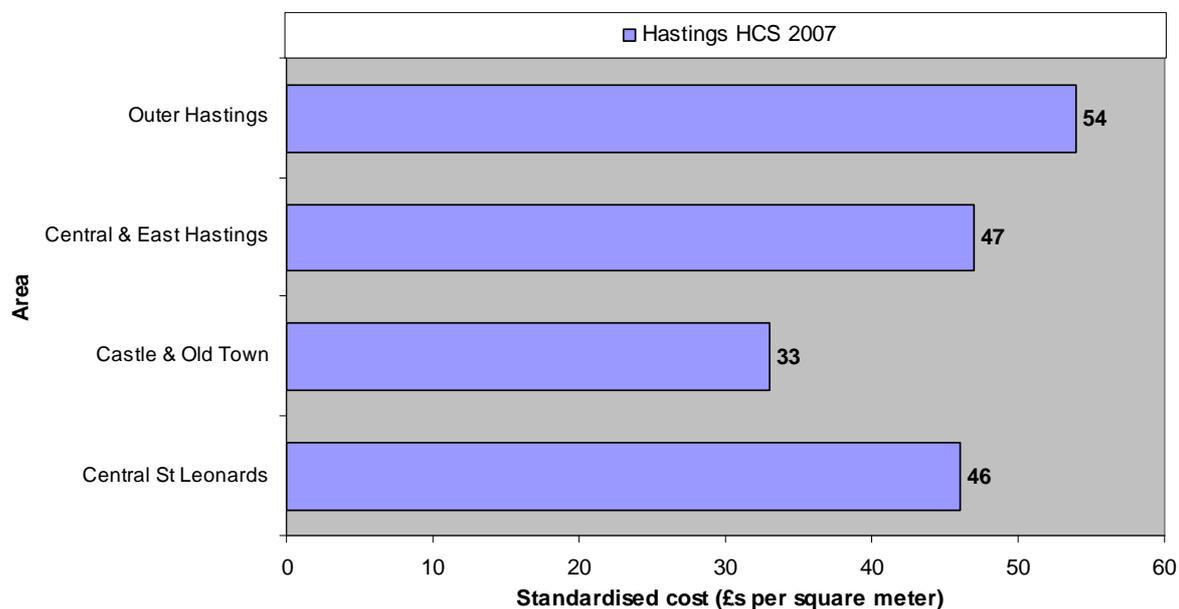
**Figure 6.2 Repair cost bands by sub-area**



*Source: 2007 House Condition Survey*

- 6.7.2 The highest repair costs are for the Outer Hastings area, followed by the Central and St Leonards area. The Castle and Old Town area has the lowest repair cost.
- 6.7.3 The English House Condition Survey (EHCS) uses a form of costs known as 'standardised costs', which are derived from comprehensive costs, divided by the floor area of the dwelling (as a useful indicator of size). This method is used to 'factor-out' the overall size of dwellings, as larger dwellings tend, inherently, to produce higher costs. If such a calculation is carried out on the dwelling stock of Hastings Borough Council, the average standardised cost per dwelling is £45 per square metre of floor area.
- 6.7.4 The standardised costs by sub-area are shown in the chart below:

**Figure 6.3 Standardised costs by sub-area**



*Source: 2007 House Condition Survey*

6.7.5 The pattern follows that for general repair costs with the Outer Hastings area having the highest standardised cost.

## **6.8 Conservation area costs implications**

6.8.1 Certain areas across Hastings have been designated as conservation areas, due to the historic significance of building types within those areas. It is considered that dwellings within the conservation area will have higher repair costs to exterior elements, in order to cover the specific building material requirements and methods

6.8.2 The obligations on the conservation area relate to converted flats and as a consequence, the effect on the potential improvement works has been considered. The following analysis looks at the differential between the costs of works assuming no 'uplift' for the conservation area compared to the uplifted costs.

6.8.3 There are three key areas that uplifting exterior repair costs affects: unfit dwellings, dwellings failing the disrepair criterion of the Decent Homes Standard and the overall cost of repairs to dwellings. The following table looks at the effect on all three of these cost areas.

**Table 6.3 Cost uplift for conservation area dwellings**

<b>Cost type</b>	<b>Pre uplift</b>	<b>Post uplift</b>	<b>Differential</b>
Cost to make fit	£6.3 million	£6.8 million	£0.3 million
Cost to remedy disrepair	£4.6 million	£4.7 million	£0.1 million
Overall cost	£19.0 million	£20.8 million	£1.8 million

*1. Figures given in millions of pounds sterling*

*Source: 2007 House Condition Survey*

6.8.4 Taking the overall comprehensive cost of repair and considering this on the basis of each block of converted flats within the conservation area, the average cost per block, without uplift, is £14,300; compared with £15,600 after the uplift has been applied.

## 7 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 former standard - unfitness) 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 fail on this criterion at national level (1.3%). In Hastings, the rate is higher than the national average with 1,400 (4.2%) dwellings failing for this reason. The low level of failure nationally, and in Hastings, 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. With the geographical make up of Hastings, and with a reasonable turnover in the housing stock, failure on this criterion is unusual.

7.1.4 As a result of the relatively small number of dwellings failing the Decent Homes Standard on this criterion, it is 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 basic amenities

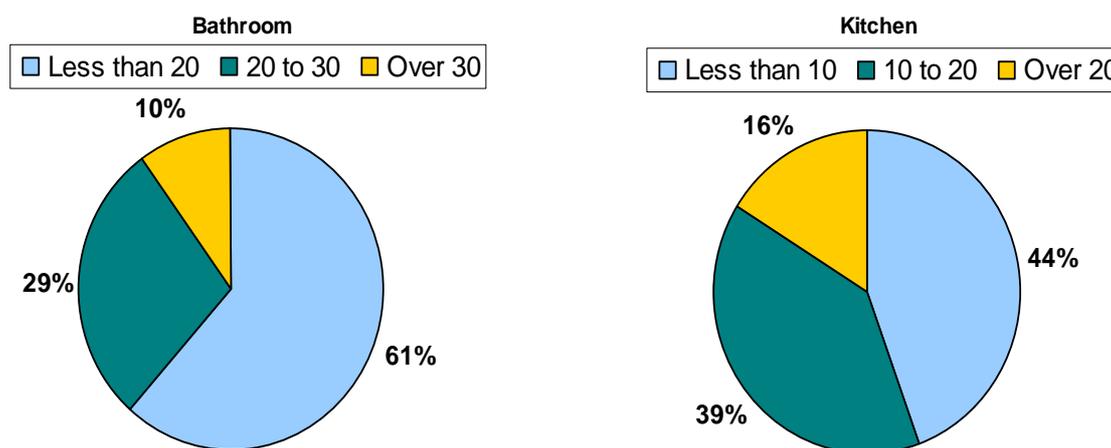
7.2.1 The provision of key basic amenities has long been one of the key drivers of housing policy, with the aim that all dwellings should have an internal WC, an adequate kitchen, an adequate bathroom, an electrical supply and the provision of hot and cold water.

7.2.2 In Hastings over 99% of dwellings have the provision of these basic five key amenities. There are estimated to be 160 dwellings that lack one or more of these facilities.

### 7.3 Key amenities bathrooms and kitchens

7.3.1 Under the Decent Homes Standard the age of bathrooms and kitchens is of importance to the modern facilities criterion. The following charts examine the age of these two facilities in dwellings within Hastings Borough Council.

**Figure 7.1 Bathroom and Kitchen age**



*Source: 2007 House Condition Survey*

7.3.2 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 are less than 20 years old but greater with kitchens as 55% are either older than the age specified in the criterion or will 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 will cause any significant increase in non decency.

## 8 Thermal Comfort and Energy Efficiency

### 8.1 Thermal comfort failures

8.1.1 There are sufficient dwellings that fail on the grounds of inadequate thermal comfort, to allow for an analysis of the reasons for these failures. 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. 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). This also includes all dwellings that have no permanent heating system.

8.1.2 The following table illustrates the total estimated number of dwellings that fall within each of the bullet points described above, and the estimated cost to make each decent.

**Table 8.1 Breakdown of thermal comfort failures**

Area of failure	Dwellings	Total cost	Average cost
		£million	£
Room heaters or no heating*	2,300	7.6	3,300
Gas or Oil central heating	1,000	0.5	530
Electric storage heaters or LPG/Solid fuel central heating	3,000	3.2	1,070
<b>Total</b>	<b>6,300</b>	<b>11.3</b>	<b>1,800</b>

\* An estimated 170 dwellings have no permanent heating system in Hastings

Source: 2007 Hastings House Condition Survey

8.1.3 All 2,300 dwellings that fail because room heaters or no heating is the primary heating provision will require an alternative heating system.

Gas central heating has been assumed, though a substantial number may have to have oil or off-peak storage heating where no mains gas supply exists (It is estimated that there is mains gas to just over 87% of properties, a further 10.2% have access to mains gas, but do not make use of it for heating). A large number of dwellings that fail this category will also require either cavity wall insulation (where appropriate) and/or increased loft insulation.

- 8.1.4 For the 3,000 dwellings from the electric storage category, the majority require both loft and wall insulation, whilst the remainder require wall insulation, but no upgrade to existing loft insulation, or they have no loft.
- 8.1.5 The 1,000 dwellings that fail the remaining category can be remedied by the provision of loft or wall insulation, since this category only requires that one or other meet the specified level in order for the dwelling to be decent.

## **8.2 The problem of remedying thermal comfort failure**

- 8.2.1 The age, thermal efficiency and location of dwellings have a major impact on levels of thermal comfort failure. The following analysis looks at the distribution of failure and considers this against the feasibility of remedying thermal comfort failure.
- 8.2.2 All of the 2,300 dwellings that have room heaters as their primary heating source would need to have these replaced with central heating, or a similar system, in order to be made decent.
- 8.2.3 Of the 6,500 dwellings that fail the thermal comfort criterion of the Decent Homes Standard 26% (1,700) are not on the mains gas supply. Almost all of these dwellings have either electric storage heating or room heater systems.
- 8.2.4 When both of the above factors are combined, 2,870 (44%) dwellings that fail thermal comfort would need to have a change of heating system in order to meet the Decent Homes Standard. With the majority of these lacking mains gas, where properties are located away from easy access to a gas supply, only LPG or Oil central heating systems are likely to be practical, the only other choice being alternative energy systems. Any of these choices will be highly expensive as an option for making the dwelling decent.
- 8.2.5 Just over 62% of all thermal comfort failures are in owner-occupied dwellings, 59% are in pre 1919 dwellings and 27% are dwellings in the Central and St Leonards area. There are just over 61% of dwellings that fail the thermal comfort standard that are of non cavity wall construction and a further 6% also have no loft space. Dwellings that exhibit these characteristics can be considered 'hard-to-treat' homes, which is to say they are potentially expensive to heat in their current

form and are difficult or impossible to make more efficient cost effectively. This clearly highlights the problem of trying to resolve thermal comfort failures in Hastings's private sector housing stock.

- 8.2.6 The relationship between residents and hard-to-heat homes is explored in more detail in chapter 9.

### **8.3 Energy efficiency and SAP ratings**

- 8.3.1 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.

- 8.3.2 The SAP rating in this report is the energy rating for a dwelling and is 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 does 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.

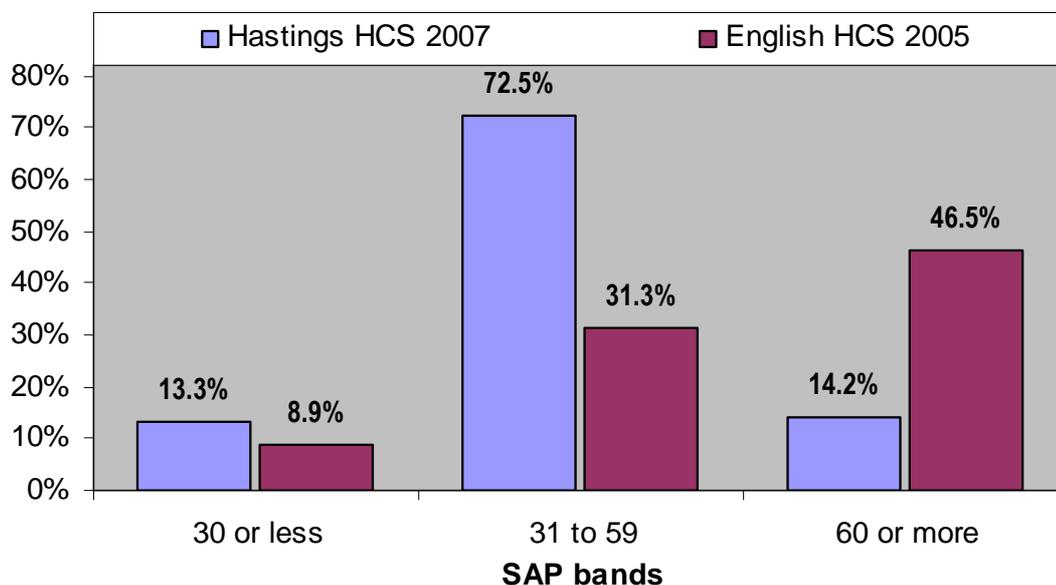
- 8.3.3 Originally SAP was produced with figures on a scale from 1 to 100, but in 2001 a new calculation was introduced with SAP ratings on a scale of 1 to 120. This revised SAP rating made minor alterations to take into account new dwellings with very high energy efficiency. Further changes to the calculation of SAP ratings occurred with the introduction of SAP2005. This recalculation of SAP has now been introduced returning to the SAP scale of 1 to 100. The software used to calculate SAP ratings for this report uses SAP2005.

### **8.4 Distribution of SAP ratings**

- 8.4.1 The average SAP rating for private sector dwelling in Hastings is 46. This compares to an average SAP rating of 46 nationally and 50 for the South East broad regional group (London and the South East), based on the findings of the 2005 EHCS.

- 8.4.2 Figure 8.1 shows the distribution of SAP ratings for private sector dwellings within Hastings compared to that found in the EHCS 2005.

**Figure 8.1 Frequency distribution of SAP in Hastings and England**



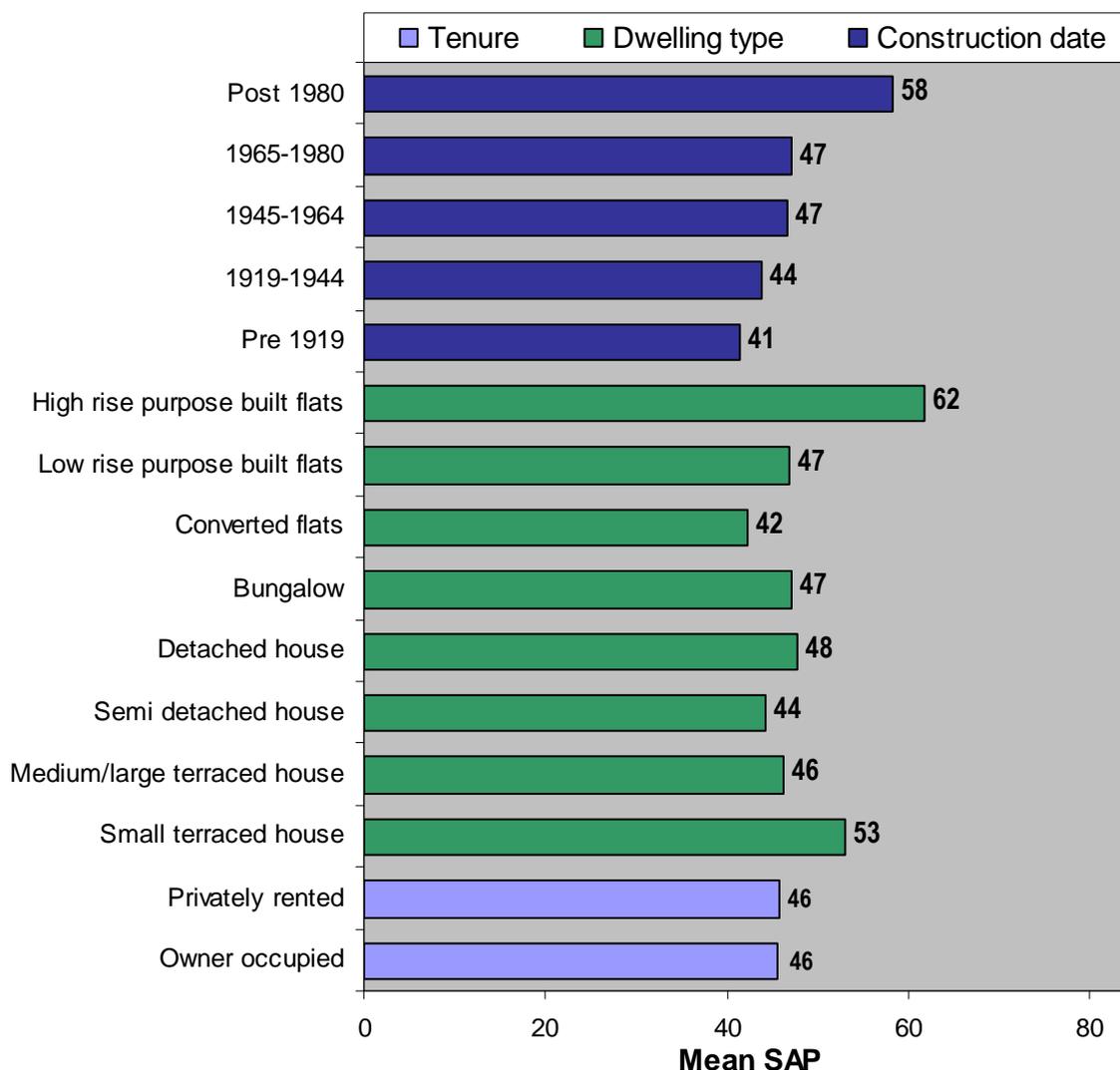
*Source: 2007 Hastings House Condition Survey & 2005 EHCS*

8.4.3 The majority of dwellings (72.8%) have a SAP rating of between 31 and 59, compared with all England at 31.3%. The target SAP for all dwellings is a minimum of 65 described under the Home Energy Conservation Act (HECA) 1995. A SAP of less than 30 is considered unacceptably low and represents a difficult and expensive dwelling to heat. In Hastings 4,580 dwellings (13.3%) have a SAP rating of less than 30, compared with the 2005 EHCS national average of 8.9%. There are, however, fewer dwellings with a SAP rating above 60 than is the case for all England (14.2% compared with 46.5%).

## **8.5 SAP by general characteristics**

8.5.1 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.

**Figure 8.2 SAP by general characteristics**

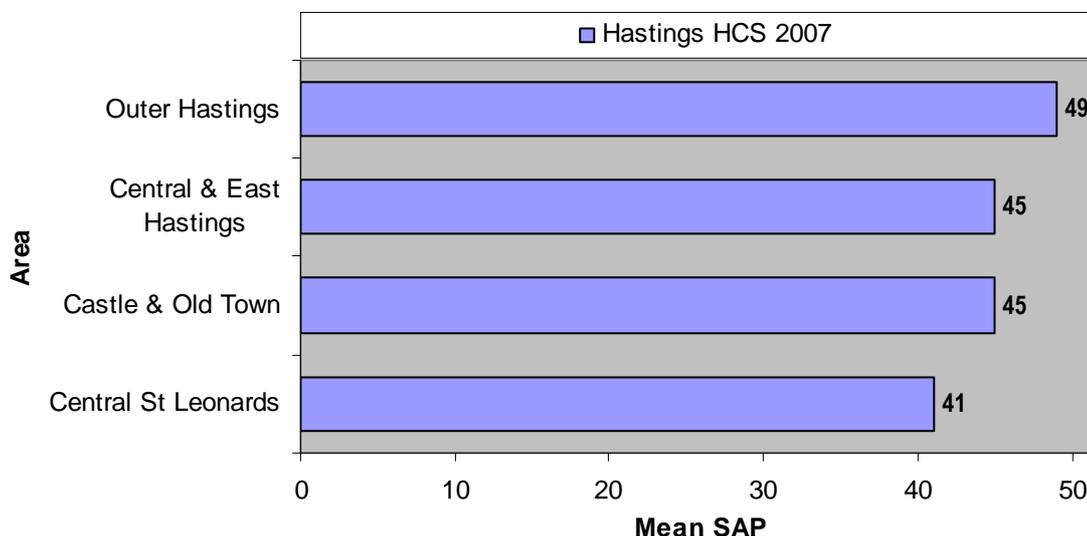


*Source: 2007 Hastings House Condition Survey*

- 8.5.2 Increases in SAP are usually associated with a reduction in dwelling age; the most modern stock has the highest SAP. This is true of Hastings with a mean SAP of 58 for the most modern post 1980 age group, with the lowest mean SAP being for the pre 1919 age group at 41.
- 8.5.3 When examining SAP ratings by built form, converted flats have the lowest mean SAP rating (42), followed by semi-detached houses (44). The highest average SAP ratings are for high rise purpose built flats (62), detached houses (48), low rise purpose built flats and bungalows (47).
- 8.5.4 Looking at SAP ratings by tenure, both the owner occupied and privately rented stock have the same mean SAP rating (46), which is same as that found nationally in the EHCS 2005.

8.5.5 The following chart shows the distribution of mean SAP ratings by sub-area.

**Figure 8.3 Mean SAP by sub-area**



*Source: 2007 Hastings House Condition Survey*

8.5.6 The SAP ratings by area show a distinct differential with Outer Hastings having the highest SAP rating at 49, followed by Central and East and Castle and Old Town both with an average mean SAP of 45. Central St Leonards has the lowest average mean SAP of 41.

8.5.7 Tenure, dwelling type, age and area are helpful in establishing the efficiency of the stock, but insulation and heating provision need to be examined to give a full picture.

## **8.6 Carbon Dioxide emissions**

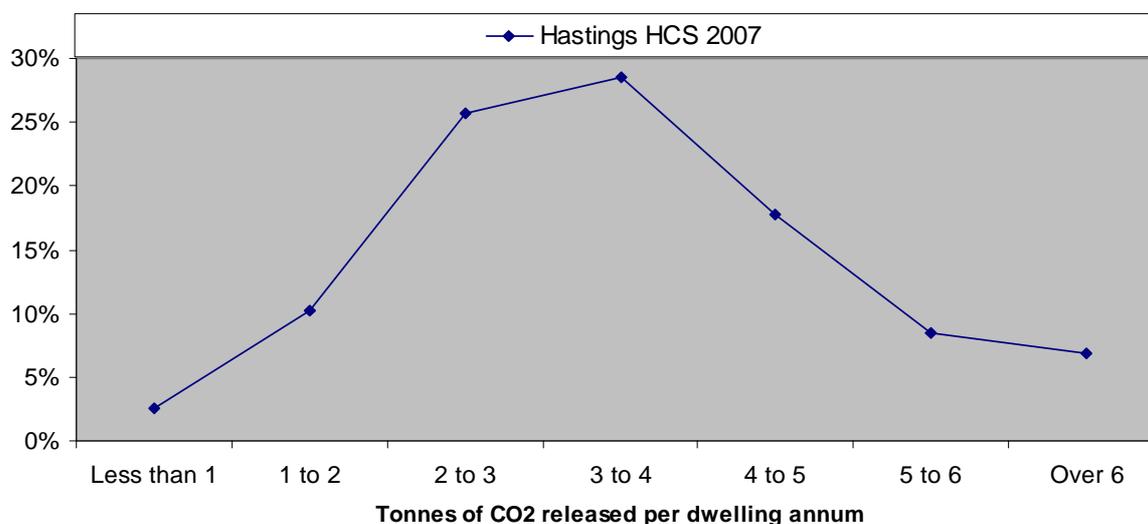
8.6.1 As part of the 2007 Comprehensive Spending Review the Government announced a single set of indicators which would underpin the performance framework as set out in the Local Government White Paper "Strong and Prosperous Communities". To provide a more powerful and consistent incentive to LAs, to 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.

8.6.2 PSA Delivery Agreement 27 (Lead the global effort to avoid dangerous climate change) states that "The overall framework for the Government's domestic action is set out in the draft Climate Change Bill for which Parliamentary approval will be sought" It is proposed that CO<sub>2</sub> reduction targets are set for a 26% to 32% reduction by 2020 and a 60% reduction by 2050 with these targets being introduced through primary legislation.

8.6.3 The CO<sub>2</sub> data provided as part of this survey indicates that emissions within the private sector stock of North East Lincolnshire are 124,710 tonnes per annum an average of 3.6 tonnes per annum per property or 2.4 tonnes per capita.

8.6.4 The following figure shows the range of dwelling CO<sub>2</sub> emissions released per annum. The majority of dwellings (79.1%) have emissions of between 2 and 5 tonnes per annum, with 15.4% having annual emissions above this, 6.9% of which have emissions above 6 tonnes per annum.

**Figure 8.4 Annual dwelling CO<sub>2</sub> emissions**



*Source: 2007 House Condition Survey*

8.6.5 Emissions per main fuel type are given below, with heating oil the highest at an average of 6.2 tonnes.

**Table 8.2 Main fuel CO<sub>2</sub> emissions**

Fuel main	CO <sub>2</sub> (tonnes)	Avg CO <sub>2</sub> Per property
Mains Gas	98,676	3.4
Bulk LPG	163	3.3
Bottled Gas	197	3.6
Heating Oil	999	6.2
Smokeless Fuel	394	5.1
On Peak Electricity	6,165	4.7
Off Peak Electricity	19,313	4.7

*Source: 2007 House Condition Survey*

8.6.6 The table overleaf examines the total CO<sub>2</sub> emissions by each of the survey sub-areas as well as the average CO<sub>2</sub> emissions per dwelling within each area.

**Table 8.3 Areas CO<sub>2</sub> emissions**

Area	CO <sub>2</sub> (tonnes)	Avg CO <sub>2</sub> Per property
Central St Leonards	24,056	3.4
Castle & Old Town	25,435	3.7
Central & East Hastings	40,801	3.8
Outer Hastings	34,420	3.5

*Source: 2007 House Condition Survey*

8.6.7 Central & East Hastings has the highest average level of carbon dioxide output per dwelling because the highest level of dwellings using room heaters as their primary heating source was recorded in this area and the second highest proportion of dwellings using electric storage heating. Both these heating types are fuel inefficient ways of heating, electric storage heating is cheaper due to the lower cost tariff, but still runs on electricity, one of the most energy inefficient fuels.

8.6.8 All those areas with an average carbon dioxide output per dwelling of 4 tonnes or more are areas with above average numbers of dwellings using room heaters or electric storage heating.

## **8.7 Energy efficiency improvement**

8.7.1 The 1995 Home Energy Conservation Act (HECA) aims to improve the energy efficiency of dwellings across the country. The Act is 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.

8.7.2 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.

8.7.3 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.

8.7.4 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.

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

8.8.1 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

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

## **8.9 Future improvement**

8.9.1 If all combinations of improvements listed above were carried out to all dwellings, the total cost would be £73.5 million, an average of £2,130 per dwelling, where improvements are required.

8.9.2 The total cost of improvements given above is distributed among 31,400 dwellings, 91.2% 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.

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

**Table 8.4 All energy efficiency measures that could be carried out**

Measure	Dwellings	Percent of stock
Loft insulation	25,300	73.5%
Wall insulation	12,700	36.9%
Double glazing	8,400	24.4%
Cylinder insulation	2,500	7.3%
New boiler	6,400	18.6%
New central heating	1,700	4.9%
<b>Any measures</b>	<b>31,400</b>	<b>91.2%</b>

*Source: 2007 Hastings House Condition Survey*

8.9.4 The wide range of measures indicates that, in most cases, two or more improvements could be carried out. Generally loft insulation will 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 relies solely on room heaters as the primary heating source.

8.9.5 Among those dwellings requiring the addition of a permanent heating system are the estimated 170 dwellings with no heating system at all. Identification of these dwellings and the addition of a heating system should be a priority.

## **8.10 Tackling fuel poverty**

8.10.1 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.

8.10.2 There are an estimated 2,100 (6.1%) dwellings where the household is in fuel poverty in Hastings compared with approximately 10% in England based on 2004 EHCS data, although the figure for England is likely to have reduced since 2004. The rate of Fuel Poverty in Hastings, in 2001, based on information from the Centre for Sustainable Energy, was 7.6%.

8.10.3 There are three key factors affecting fuel poverty: changes in fuel prices, improvement in energy efficiency and provision of affordable housing versus the proportion of low income households. Fuel prices

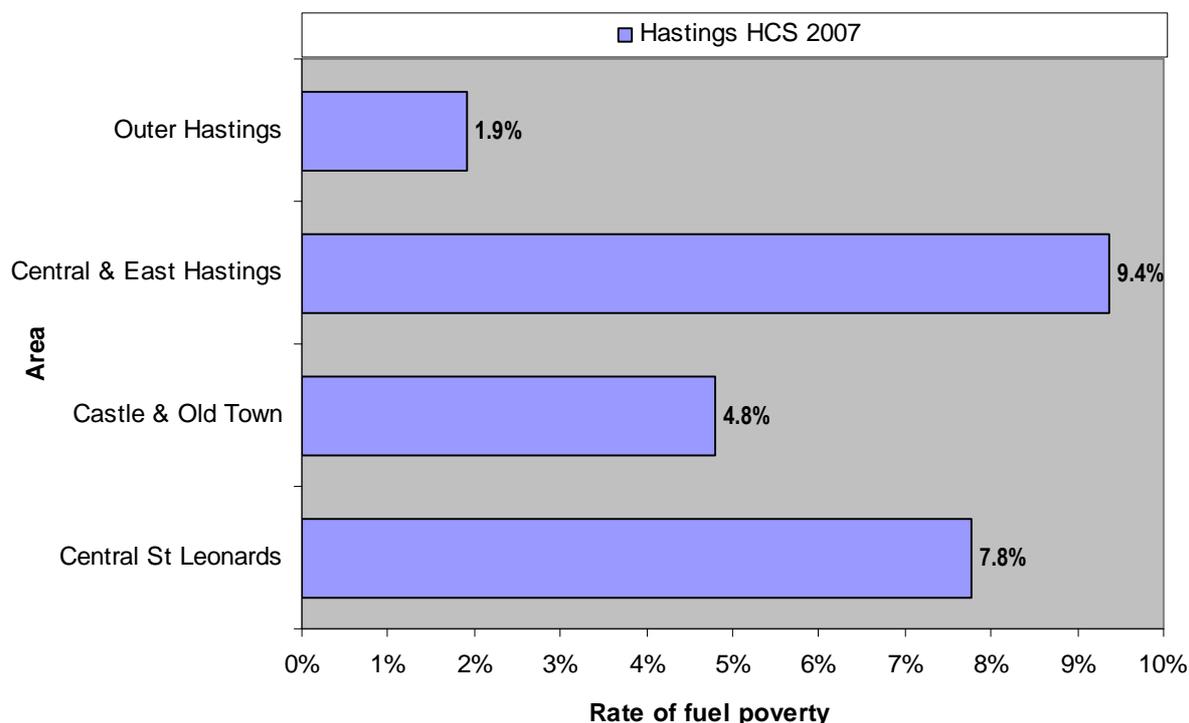
have increased substantially in the past four years, which will off-set much of the energy efficiency improvement work of the Council. The fact that fuel poverty is at 6.1%, however, does indicate that a substantial improvement in energy efficiency has occurred. Improvement in private sector housing energy efficiency has been a key policy of the Council's private sector housing team in the past few years and the figures presented here indicate that this approach has paid dividends.

- 8.10.4 Although a lower proportion than the national average, the 2,100 dwellings still represent a significant number of households that are in fuel poverty and will present issues in terms of both energy efficiency and occupier health. 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.
- 8.10.5 By the very nature of fuel poverty, it is almost always associated with those residents on the lowest incomes. Only 300 households were found to be in fuel poverty where household incomes were above £10,000 per annum, with the remaining 1,800 (86%) were found where household incomes are below £10,000 per annum. This means the rate of fuel poverty is 35% amongst those households on the lowest incomes.
- 8.10.6 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. This is true in Hastings where fuel poverty is found in 600 households (10%) where a benefit is received, compared with 1,500 (5%) of dwellings where occupiers do not receive benefit.
- 8.10.7 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, is just under £5.2 million. This expenditure requirement is distributed between the 1,700 owner-occupied dwellings in fuel poverty where works are possible at an average cost per dwelling of £2,960.

## **8.11 Area focus on fuel poverty**

- 8.11.1 The chart below shows the proportions of fuel poverty by sub-area. The highest proportion of fuel poverty is found in the Central and East Hastings area at 9.4%, with the Central St Leonards area having the next highest at 7.8%. Since fuel poverty is strongly associated with income, these areas are liable to have a high proportion of low income households.

**Figure 8.5 Fuel poverty by sub-area**



Source: 2007 Hastings House Condition Survey

## **8.12 Beyond fuel poverty**

- 8.12.1 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.
- 8.12.2 Beyond fuel poverty, however, the Authority has a duty under the Home Energy Conservation Act (1995) to help reduce energy consumption in dwellings within Hastings.

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

- 8.13.1 The cost of carrying out all works to all dwellings where the residents are not in fuel poverty but where potentially improvements could be made is just over £24.9 million. This represents an average expenditure of approximately £2.050 per dwelling in 20,470 properties.
- 8.13.2 Targeting all these dwellings would not involve selecting any specific areas or types, as it involves the majority of the stock. Perhaps the best targets are likely to be those most in need of improvement, in particular those dwellings that are the least energy efficient at present.
- 8.13.3 There are 1,480 dwellings where the household is 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 under £6.2 million, with almost all of this cost being required for the owner-occupied stock.

The mean cost per dwelling in the owner-occupied stock would be £4,160. 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.

#### **8.14 Achieving the 30% target**

- 8.14.1 Given the work that has already been carried out on reducing energy consumption since 1996, the target of 30% is achievable. However households that have already improved energy efficiency are likely to be those more able, it is likely that those remaining will be more difficult to identify and therefore the targets will still be difficult to achieve.
- 8.14.2 To achieve an improvement of 30% by 2011 in the energy efficiency of residential accommodation will require a comprehensive range of measures to most dwellings where this is possible, although, as previously mentioned, households that have already improved energy efficiency are likely to be those more able and that those remaining will be more difficult to identify and therefore the targets will still be difficult to achieve. It is therefore, likely to prove difficult to locate sufficient dwellings to carry out these works and any strategy will need considerable engagement with residents.

## **9 Residents and dwelling conditions**

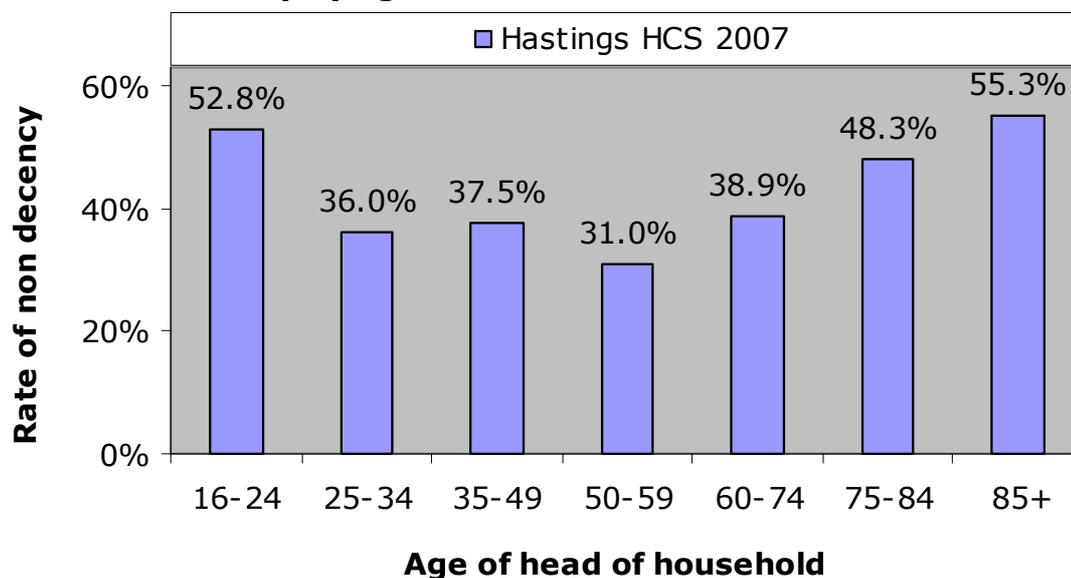
### **9.1 Relationships between factors**

- 9.1.1 The second and third chapters of this report examined the general characteristics of dwellings and the general characteristics of occupiers. Subsequent chapters then examined the condition of dwellings and their energy efficiency. Having established this picture for Hastings Borough Council it is worth considering what relationships exist between these factors.
- 9.1.2 There are many causal links that can be considered, for example a low household income may lead to difficulty in affording repairs leading to a dwelling in poor condition. It may also mean a household has little choice in available dwellings. There may be a causal link between the condition of a dwelling and the health of the occupiers.
- 9.1.3 In statistical terms, defining causality can be difficult; in the example above, does low income lead to poor conditions or are people on low incomes forced to choose dwellings in poor condition? Realistically both are true to a degree. This chapter aims to look at combinations of physical, social and environmental factors and seeks to establish what relationships can be demonstrated.

### **9.2 Age of Head of Household and condition**

- 9.2.1 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).
- 9.2.2 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.
- 9.2.3 The following chart illustrates the relationship between age of head of household and levels of non decency. Within age groups, the highest rate of non decency is for households where the age of head of household is aged 85+ (55.3%), followed very closely by the next highest for households where the head of household is aged 16 to 24 (52.8%). The earlier low and high income findings showed that the highest percentages of those on incomes below £10,000 were to be found in both of these age groups. Generally it is common to find the highest levels of non decency at each end of the age spectrum.

**Figure 9.1 Non decency by age of head of household**



*Source: 2007 Hastings House Condition Survey*

9.2.4 The following table compares a selection of dwelling condition characteristics between the overall Hastings position and that for the oldest and youngest heads of household.

**Table 9.1 Age of head of household by dwelling condition**

Group	Category 1 hazard	Unfit	In disrepair	Fuel poor
Over 65	23.6%	5.9%	10.3%	5.6%
Under 25	28.8%	5.0%	12.6%	0.0%
<b>Hastings average</b>	<b>20.7%</b>	<b>5.8%</b>	<b>12.1%</b>	<b>6.1%</b>

*Source: 2007 Hastings House Condition Survey*

9.2.5 This table shows that for those over 65 two of the condition indicators (Category 1 hazards and unfitness) are above the Borough averages with both disrepair and fuel poverty at a lower level. The proportion of older households on low incomes in Hastings suggests that this group may require particular attention.

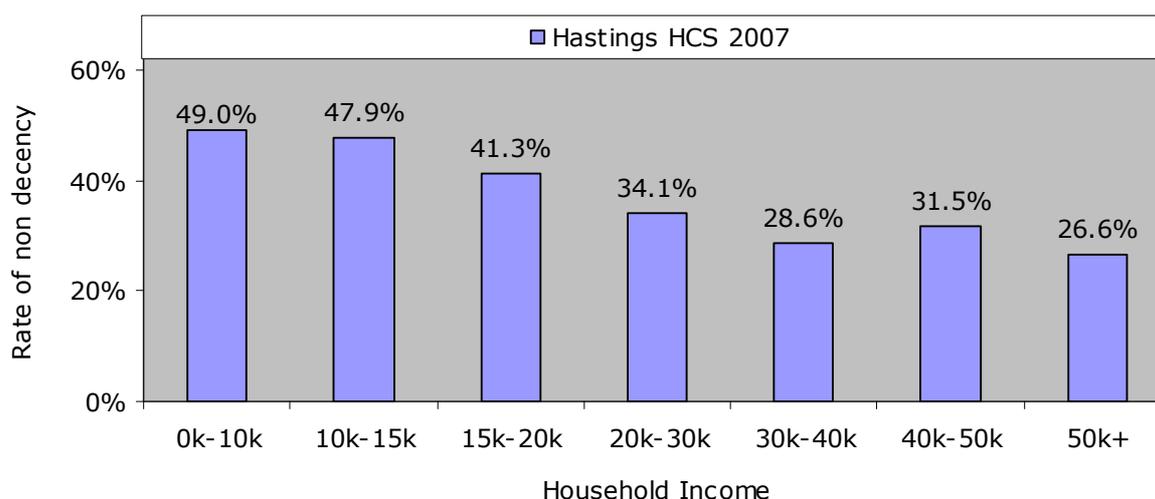
9.2.6 With younger heads of household, both Category 1 hazards and disrepair are above the Borough average, with Category 1 hazards significantly so. Unfitness is below the average and fuel poverty has a zero return.

### 9.3 Household income, benefit receipt and dwelling condition

9.3.1 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 are occupied by residents with an income of less than £10K (49%). Coupled with the large proportion of non decency where income levels are between £10k and £15k (47.9%) this gives us a level of non decency amounting to 48.4% where residents are on the lowest incomes (up to £15K).

9.3.2 The number of non decent dwellings occupied by households with incomes between £40k and £50k (31.5%) is likely to reflect the fact that Category 1 failures are less often linked to deficiencies in the fabric of the building than failures for fitness. For example, 51% of Category 1 hazard dwellings fail due to excessive cold which reflects poor thermal efficiency and heating within the dwelling.

**Figure 9.2 Non decency by annual household income band**



Source: 2007 Hastings House Condition Survey

9.3.3 As with age of head of household it is possible to look at the condition of dwellings in relation to household income and receipt of benefit. The following table looks at the same dwelling condition issues as Table 9.1 above, but breaks these down in relation to the lowest household income band and to those households where a benefit is received.

**Table 9.2 Income and benefit receipt by dwelling condition**

Group	Category 1 Hazard	Unfit	In disrepair	Fuel poor
On Benefit	24.3%	12.6%	15.4%	5.2%
Income under 10k	29.1%	10.3%	17.7%	34.7%
<b>Hastings average</b>	<b>20.7%</b>	<b>5.8%</b>	<b>12.1%</b>	<b>6.1%</b>

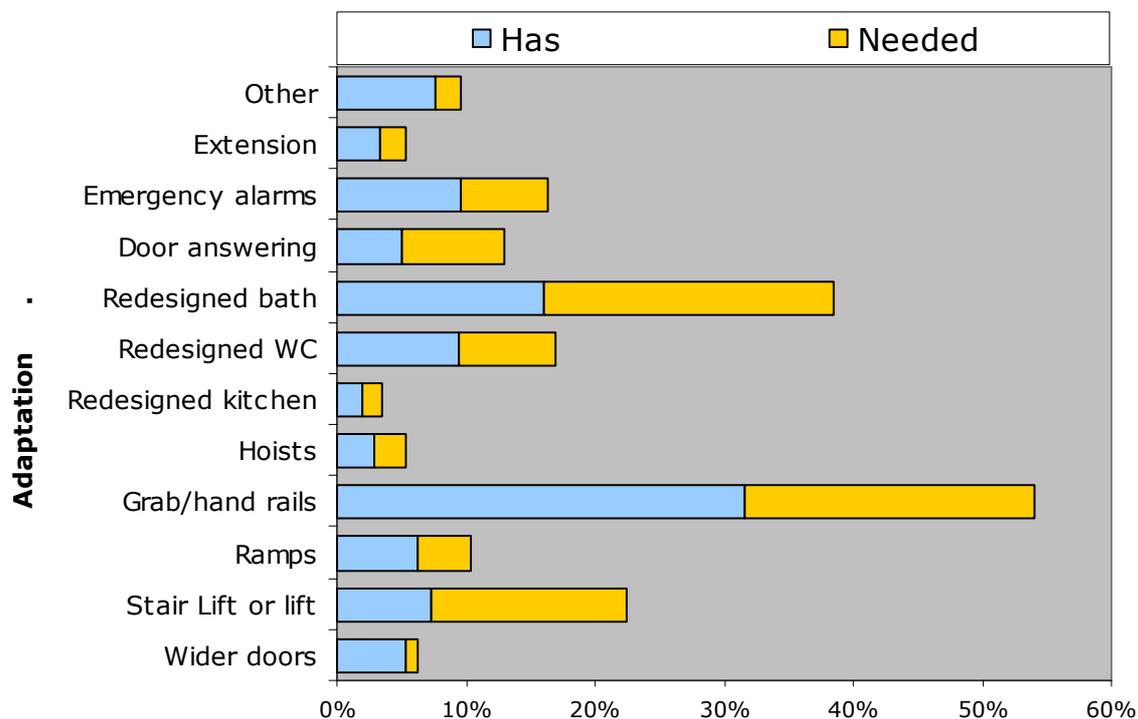
Source: 2007 Hastings House Condition Survey

- 9.3.4 There is a higher level than average of both unfitness and Category 1 Hazards where household incomes are below £10,000 per annum and where households are in receipt of benefit.
- 9.3.5 Levels of disrepair for households on benefit are significantly higher than the average for Hastings as a whole.
- 9.3.6 There is a strong relationship between fuel poverty, low income and benefit receipt, which is to be expected given that fuel poverty as a measure utilises income. What is interesting to note, however, is the major difference in the rates between low income and benefit receipt (34.7% and 5.2% respectively). This tends to suggest that systems to provide for the most vulnerable (benefit recipients) have had an effect in ensuring that they are less likely to be living in fuel poverty than low income occupiers in general.

#### **9.4 Residents with disabilities and residents in ill health**

- 9.4.1 In chapter 3 it was indicated that there are approximately 4,400 households in Hastings with one or more residents with a disability, representing 12.8% of the stock. Where residents indicated such disabilities, the surveyor also filled in a section of the form relating to the existence of adaptations to meet disabled occupier needs, but also any future requirement and potential for such adaptations.
- 9.4.2 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 two factors that mitigate this demand: firstly, DFGs are subject to means testing and secondly, the Council must consult with Social Services for an assessment by an Occupational Therapist who will decide whether an adaptation is necessary and appropriate.
- 9.4.3 The following chart illustrates the proportion of dwellings, with residents who have disabilities that have and need adaptation. The chart is broken down by adaptation type.

**Figure 9.3 Disabled adaptations present and required**



**Proportion of all dwellings with a resident who is disabled**

*Source: 2007 Hastings House Condition Survey*

- 9.4.4 The chart shows that by far the most abundant and needed adaptation is the provision of grab/hand rails. The most needed adaptations are for grab/hand rails and the redesign of the bathroom both at 22.5%. This reflects the earlier findings that 69.1% of disabled residents have walking difficulties and may require easily accessed bathing facilities etc. The next highest adaptation need is for stair lift or lift (15.1%) where dwellings are occupied by a resident with a disability. When looking at the ratio of need to have, stair lift or lift, redesigned bathroom and door answering system show the highest proportion of need compared with current provision.
- 9.4.5 The following table takes the figures for adaptations a step further and looks at the numbers of adaptations needed and the cost of carrying out those adaptations.

**Table 9.3 Cost of adaptations for the disabled**

<b>Adaptations</b>	<b>Adaptations*</b>	<b>Adaptations Cost</b>	<b>Cost after means testing</b>
Wider doors	40	£50,000	£0
Stair Lift or lift	670	£2,002,000	£554,000
Ramps	180	£449,000	£0
Grab/hand rails	1,000	£499,000	£143,000
Hoists	110	£217,000	£0
Redesigned kitchen	70	£398,000	£0
Redesigned WC	330	£832,000	£175,000
Redesigned bath	1,000	£4,996,000	£1,912,000
Door answering	350	£1,051,000	£206,000
Emergency alarms	300	£297,000	£27,000
Extension	90	£928,000	£0
Other	80	£42,000	£0
<b>Total</b>	<b>4,220</b>	<b>£11,761,000</b>	<b>£3,017,000</b>

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

*Source: 2007 Hastings House Condition Survey*

- 9.4.6 The total cost of all adaptations that could potentially be fitted to benefit residents with a disability is just under £11.8 million. This reflects a very high ratio of multiple need compared to existing provision. When means testing has been applied this total reduces to just over £3 million, which reflects the fact that many residents with disabilities may be on average or above average incomes. It should be noted however, that this survey included only owner occupied and privately rented properties. Disabled Facilities Grant is also available to RSL tenants and this could affect the above figures.
- 9.4.7 It should be considered that two factors will affect the £3 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 be aware of the need for an adaptation, may not want an adaptation or may not be aware that DFGs are available. The £3 million figure is an estimate of the amount that would need to be spent on adaptations, although this would be spread over a period of five years. The figure does, however, give some idea of the scope that future DFG budgets should be aware of.
- 9.4.8 The next table follows those for age of head of household and income by examining the relationship between a series of housing condition indicators and residents with a disability.

**Table 9.4 Occupiers with a disability by dwelling condition**

Group	Category 1 Hazard	Unfit	In disrepair	Fuel poor
Resident with disability	20.2%	5.1%	11.5%	10.7%
<b>Hastings average</b>	<b>20.7%</b>	<b>5.8%</b>	<b>12.1%</b>	<b>6.1%</b>

*Source: 2007 Hastings House Condition Survey*

9.4.9 With two of the condition indicators (Category 1 hazards and fuel poverty) rates are elevated for dwellings where a resident has a disability, with those for unfitness and disrepair being slightly lower.

## **9.5 Repair Issues to Dwelling**

9.5.1 Residents were asked if they were aware of any repair issues to the dwelling within which they lived. A total of 10,450 (30.4%) indicated that they were aware of repair issues, with an average cost to remedy, as estimated by the occupier, of £1,540. The distribution of estimated repair costs is given below:

**Table 9.5 Occupiers estimated cost of repair issues**

Repair Cost Band	Percentage
£1 to £4,999	73.0%
£5,000 to £9,999	11.5%
£10,000 to £14,999	6.1%
£15,000 to £19,999	2.0%
£20,000 to £24,999	3.0%
£25,000 +	4.4%

*Source: 2007 Hastings House Condition Survey*

9.5.2 Where it was indicated that repair work was required occupiers were asked if they could afford to carry out the work or not with 68.8% saying that they were not affordable.

## **9.6 Improvements undertaken in last 5 years**

9.6.1 Residents were asked if they had undertaken any of a number of improvements over the last five years. The following table provides a breakdown of those that answered 'yes' and the average costs derived from the information provided.

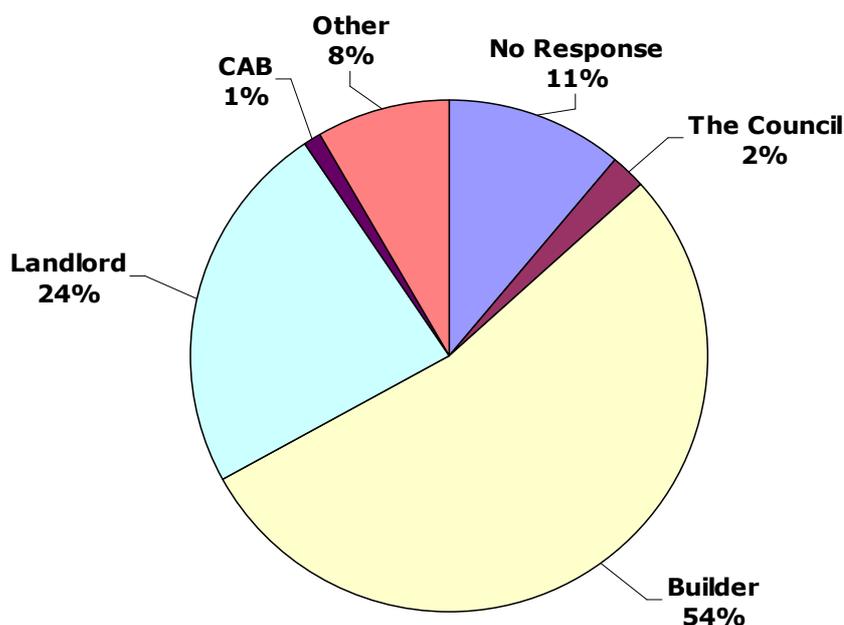
**Table 9.6 Improvements by average cost**

Improvements in last 5 years	Responses	Average Cost
Extension	284	£18,238
Conservatory	481	£5,255
Replacement Roof Cover	582	£4,696
Replacement Windows	2,501	£3,751
New Heating System	2,577	£1,883
Replacement Heating System	2,769	£4,318
Solar HW System	0	£0
Approved Burglar Alarm	392	£523
Replacement Bathroom	5,174	£1,902
Replacement Kitchen	4,577	£3,071
Damp Proofing	375	£1,262
Photovoltaic Cells	0	£0
Wind Turbine	0	£0
Ground Source Heat Pump	0	£0
Low Energy Light Bulbs	4,428	£251
Loft Insulation	2,021	£197
Cavity Wall Insulation	570	£698
Hot Water Cylinder Insulation	572	£210
Grey Water Recycling	0	£0

Source: 2007 Hastings House Condition Survey

9.6.2 In addition to the improvements questions, residents were asked who they would call if they had a problem with their housing condition. The following figure gives the results with the largest proportion (54%) indicating that they would contact a builder.

**Figure 9.4 Call if had a housing condition problem**



Source: 2007 Hastings House Condition Survey

9.6.3 When residents were asked to provide a figure for their monthly utility bills the results are provided as follows:

**Table 9.7 Average monthly utility cost**

<b>Utility Type</b>	<b>Monthly average cost</b>
Oil	£41
Gas	£38
Electric	£36
Water	£24

*Source: 2007 Hastings House Condition Survey*

9.6.4 Details were requested over any difficulties residents may have had with either securing work to their property or having work poorly undertaken. There was a 14.7% no response rate with only 11.3% indicated that they had problems securing work or that it had been poorly undertaken.

9.6.5 Additionally, residents were asked if they were aware that the Council's Housing Renewal Service could provide a range of services. There was a 14.1% no response rate with 16.5% of those that did respond indicating that they did know and 83.5% indicating that they didn't.

## 10 Central St Leonards Housing Renewal Area

### 10.1 Introduction

10.1.1 In 2003, a detailed Neighbourhood Renewal Assessment (NRA) study was undertaken, which that considered the housing, social and environmental conditions that existed at that time within the Central St Leonards area of Hastings.

10.1.2 This section assesses the impact of the work undertaken since the declaration of the St Leonards Housing Renewal Area (HRA) and the commencement of the HRA programme.

### 10.2 Comparative statistics

10.2.1 The area statistics produced for this report include an area defined as Central St Leonards. However, it should be noted that this area does not coincide with the area of the same name within the NRA report, as it is much larger in its geographical spread, comprising 7,000 dwellings compared to 3,810 for the HRA. From data collected as part of the HCS, it has been possible to produce an area profile that is similar for comparative purposes, by drawing out only those addresses within the HRA area, that were surveyed as part of the HCS.

10.2.2 The HRA report provided condition assessments covering unfitness and non decency as well as that for substantial disrepair, which, given the movement away from the fitness standard, was not included within this report, since it has been replaced by the repair criteria of the Decent Homes Standard. For this reason, a comparison is not given.

### 10.3 Dwelling Use and Houses in Multiple Occupation

10.3.1 Dwellings use within the HRA is given in the following table.

**Table 10.1 Dwelling use**

Dwelling use	HMO Type	Dwellings	Percent
House		750	19.4%
Purpose built flat		40	1.0%
Converted flat (not section 257)		2,140	55.3%
Other HMO	<i>Section 257 flats</i>	740	19.1%
	<i>Bedsit/Hostel/B&amp;B</i>	40	1.0%
	<i>Shared house</i>	40	1.0%
Licensable HMO	<i>Bedsit/Hostel/B&amp;B</i>	40	1.0%
	<i>Shared house</i>	80	2.1%

Source: 2007 House Condition Survey

10.3.2 Houses, occupied as built represent 19.4% of the stock. Converted flats that do not fall under section 257 of the Housing Act 2004 represent the largest proportion of the stock at 55.3%, being flats that are predominantly owner occupied and/or have no common parts or shared amenities. Purpose built flats represent 1%, with the remaining 24.3% of dwellings being HMOs, representing 940 buildings which are being used to house multiple households. This compares to 8.1% within the full HCS.

10.3.3 There are an estimated 120 HMOs (approximately 3.1% of the stock), which are three or more storey HMOs with shared amenities and five or more tenants in two or more households. These HMOs represent those that are the subject of mandatory licensing with the NRA area.

#### **10.4 Condition Comparisons within the HRA**

10.4.1 The HRA report indicated that the level of unfitness was 25.9% in 2003. From the data collected as part of this survey, analyses down to the profiled area, it is estimated that this figure is now 17.1%, a substantial reduction.

10.4.2 The level of non decency within the HRA report was 42%. Again, using the data for the profiled area it is estimated that this is now 40%, which is smaller reduction but the Decent Homes Standard does contain four criteria and not just the statutory minimum standard for housing.

10.4.3 If we analyse this further and consider the impact made on the initial seven streets where work has been instigated, we find that the unfitness level is now 23% compared to 27% in 2003. Non decency is now 40% compared to 44% in 2003, a clear improvement in conditions, which are also affected by other criteria conditions, such as thermal comfort etc.

10.4.4 The following table looks at how long someone within the household had lived at their current address, with 56% indicating one to five years and 23% six to ten years. This would tend to indicate a fairly high degree of churn within the area.

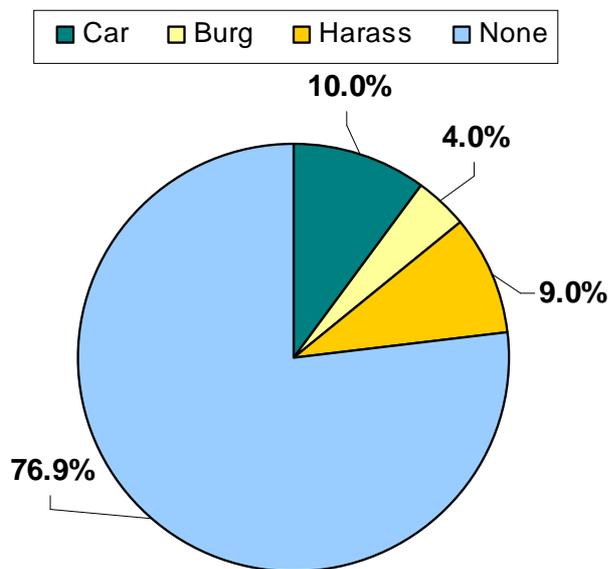
**Table 10.2 Length of residence (HRA)**

1 to 5 years	6 to 10 years	11 to 15 years	16 to 20 years	21 to 25 years	26 to 30 years	Over 30 years
56%	23%	4%	2%	9%	3%	2%

#### **10.5 Crime and Security**

10.5.1 Figure 10.1 below shows the proportions of residents experiencing crime in the HRA, taken from the collected survey data, covering the past year.

**Figure 10.1 Per cent of households experiencing crime in Hastings**



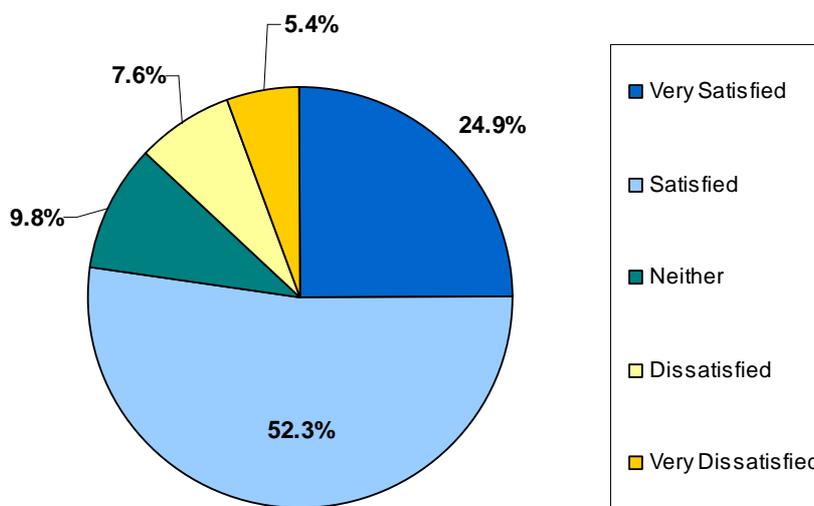
Source: 2007 House Condition Survey

10.5.2 The vast majority of residents (76.9%) have not experienced crime whilst living in the HRA area. The category with the highest return at 10% was car crime followed by harassment at 9%. Burglary affected 4% of residents.

### 10.6 Satisfaction with Home

10.6.1 Residents were asked as to the general level of satisfaction with their home. The chart below summarises the responses:

**Figure 10.2 Satisfaction with home**



Source: 2007 House Condition Survey

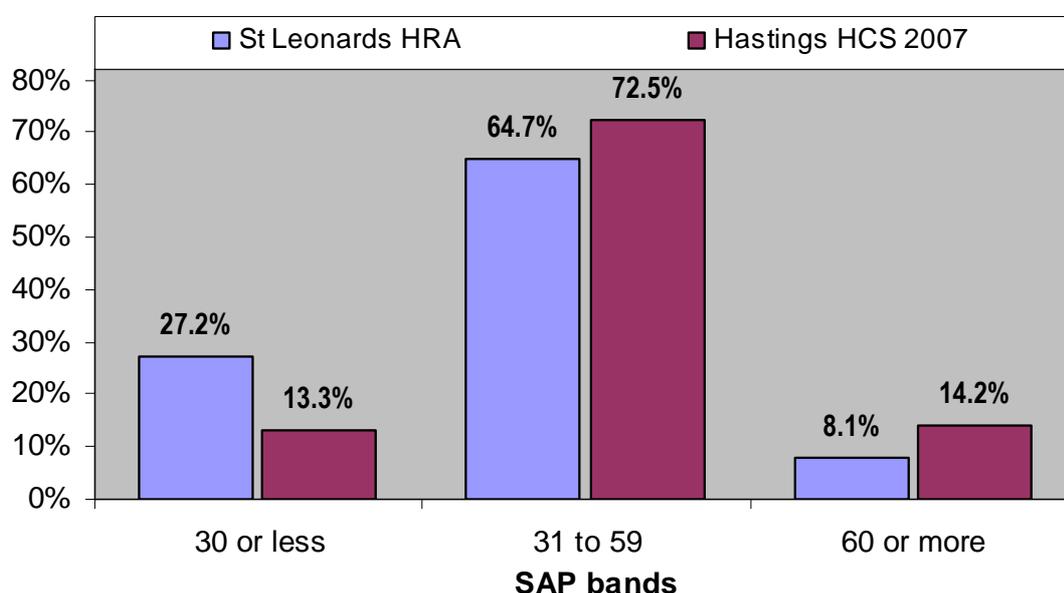
10.6.2 The chart shows quite clearly that the great majority of people are either satisfied or very satisfied with their home (combined total of 77.2%). Only 13% of residents are dissatisfied or very dissatisfied.

### 10.7 Distribution of SAP ratings

10.7.1 The average SAP rating for dwelling within then HRA is 40 compared with 46 in the wider authority.

10.7.2 Figure 10.3 shows the distribution of SAP ratings for dwellings within the HRA compared to the authorities private sector stock overall.

**Figure 10.3 Frequency distribution of SAP in St Leonards HRA & England**



*Source: 2007 Hastings House Condition Survey & 2005 EHCS*

10.7.3 The majority of dwellings (64.7%) have a SAP rating of between 31 and 59, compared with that for the full HCS (72.5%). Properties with a SAP of less than 30, which is considered unacceptably low and represents a difficult and expensive dwelling to heat are twice that for the full HCS at 27.2%, but with fewer dwellings with a SAP rating above 60 (8.1% compared with 14.2% for the full HCS).

## 11 Conclusions and Policy Implications

### 11.1 Introduction

11.1.1 This chapter summarises the key findings from each chapter of this report in turn. It seeks to give a summary of findings rather than specific recommendations as these should be dealt with separately in the context of current private sector housing strategy.

### 11.2 Comparison to 2001 HCS

11.2.1 The following table presents the stock profile of housing within Hastings comparing some key characteristics between the 2001 private sector HCS and the 2007 survey.

**Table 11.1 Comparison 2007 to 2001 house condition surveys**

Characteristic	2007 HCS		2001 HCS	
	Dwellings	Percent	Dwellings	Percent
Total dwelling stock	40,800	100%	40,800	100%
Owner occupied dwellings	24,400	60%	27,400	67%
Privately rented dwellings	10,000	24%	7,000	17%
Total private sector	34,400	84%	34,400	84%
Unfit dwellings <sup>1</sup>	2,000	6%	4,230	10%
Vacant dwellings <sup>1</sup>	2,480	7%	3,090	9%
Long-term vacant <sup>1</sup>	880	3%	1,490	4%
Mean SAP <sup>1</sup>	46	-	40	-

*1. Figures based on private sector dwellings only*

11.2.2 There have been substantial reductions in the number of unfit dwellings between 2001 and 2007 as well as a reduction in both vacant dwellings and long term vacant dwellings. In addition, there has been a significant increase in the level of energy efficiency of dwellings (as represented by their SAP ratings) between 2001 and 2007.

### 11.3 Stock Profile

11.3.1 The age profile of the total private stock of 34,400 dwellings in Hastings differs from the average for England in that the stock profile contains a substantially higher proportion of pre 1919 stock at 46.7% compared to the national average of 24.9%. There are fewer built in all other age groups, which shows a stock profile that is older than the national picture with 56.6% built before 1945 compared to 43.4% in England as a whole.

11.3.2 The building type profile in Hastings again differs from the national pattern with a much higher levels of converted flats and medium/large terraced houses. There are much lower levels of detached, semi-

detached and small terraced houses. Bungalows and high rise flats (defined as having six or more storeys) have similar proportions and low rise purpose built flats (five or less storeys) are slightly less.

- 11.3.3 The tenure profile in Hastings differs from the national average in that there are lower proportions of owner occupied dwellings (60% compared to 71% for England) but with a significantly higher privately rented sector at 24% compared to 11% in England. RSL properties are represented at twice that for England at 16% compared to 8%.
- 11.3.4 The estimated proportion of houses in multiple occupation (HMOs) is 2,770, which is 7.1% of the stock compared with 2% across England. There are an estimated 340 mandatory licensable HMOs (approximately 1% of the stock), which are three or more storey HMOs with shared amenities and five or more residents.
- 11.3.5 It has been possible to estimate that there are 2,480 vacant dwellings, 7.2% of the private housing stock, which is well above the national average. Long-term vacant properties (vacant for more than 6 months) at 880 (2.6% of private sector dwellings), show that in relative terms long-term vacant properties represent a wasted housing resource. Under the Housing Act 2004, local authorities have increased powers and responsibilities in relation to empty properties and action to identify and deal with the 160 long-term vacant dwellings may be an issue that the Council should consider implementing.

#### **11.4 Profile of Residents**

- 11.4.1 The average household income within Hastings is above the national average, but is just over 9% lower than that for East Sussex and has the lowest average income of all of the East Sussex authorities as well as within the South East region. House prices are below the national average. However, the level of average house prices is likely to have an adverse effect on the affordability of housing for younger residents and first time buyers, and it is highly likely to be an issue because of some low income levels. There may also be maintenance/adaptation issues with 'equity rich cash poor' older owner occupiers.
- 11.4.2 The majority of households (92%) described themselves as White British. The largest single ethnic minority group are households that describe themselves as White Other (4.2%).
- 11.4.3 There are an estimated 4,400 households (12.8%) where there is a resident with a disability. The cost of necessary adaptations, after allowing for means testing, is estimated to be £3 million.
- 11.4.4 The overall levels of household income and benefit receipt do have a bearing on the affordability of repairs, meeting decent homes targets, vulnerability and fuel poverty.

## **11.5 The Decent Homes Standard**

- 11.5.1 An estimated 13,400 dwellings in Hastings (38.8% of the stock) are non decent. The majority of dwellings are non decent due to Category 1 Hazards (7,100 dwellings, 20.7% of the stock). Thermal comfort failure is the next highest (6,500 dwellings, 18.9% of the stock compared with 19.8% at national level). The lowest level of failure is for dwellings lacking adequate modern facilities at 4.2%, which is above the national average of 1.3%.
- 11.5.2 In Hastings non decent dwellings are most associated with pre 1919 properties, the private rented sector, low rise purpose built flats and converted flats and also with occupiers on the lowest incomes and those in receipt of benefit. Non decency is also associated with heads of households aged 16 to 24 and those 85+.
- 11.5.3 The highest non decency score by area is recorded in the Central St Leonards area, with lowest in the Outer Hastings area. The cost to remedy all the items that make dwellings non decent is £34 million, an average of £3,036 per non decent property.
- 11.5.4 Local authorities are required to meet targets under Public Service Agreement 7 (PSA7) to reduce the number of vulnerable occupiers in non decent, private sector dwellings. The targets are 65% for the year end 2005/06 and 70% for the year end 2010/11. At present it is estimated that Hastings falls short of the 65% target by 740 dwellings (estimated cost to rectify £2.2 million, and falls short of the 70% target by 1,080 dwellings (estimated cost to rectify £3.3 million). The shortfalls are greatest on a proportional basis in the Central St Leonards area.
- 11.5.5 In order to meet the 2020 target of making 75% of private dwellings occupied by vulnerable households decent, 1,420 dwellings would have to be made decent. This is a further 340 dwellings beyond the 1,080 2010/11 target and would cost an additional £1 million.

## **11.6 Unfitness and the Housing Health and Safety Rating System**

- 11.6.1 The overall rate of unfitness of 5.8% (2,000 dwellings) in the private sector housing across Hastings is above the proportion of unfit dwellings in England (4%). Since the new Housing Health and Safety Rating System has replaced the Fitness Standard from April 2006 the proportion of dwellings with a Category 1 Hazard has become the more significant figure. At present 7,100 (20.7%) dwellings are estimated to have at least one Category 1 Hazard.
- 11.6.2 Category 1 Hazards are associated with older dwellings, the privately rented sector and converted flats. There is a clear association between Category 1 Hazards and low-income households, households in receipt

of benefit, residents with a disability and heads of household under 25 and over 65.

- 11.6.3 The highest proportion of Category 1 Hazards by area was found in the Central St Leonards area.
- 11.6.4 The cost to remedy all Category 1 Hazards is £4.6 million, at an average of £1,280 per dwelling. This compares to a cost of £5.3 million to make unfit dwellings fit, an average of £2,674 per dwelling. If a more comprehensive standard were adopted (no further work required for at least 10 years) to dwellings with a Category 1 Hazard, rather than just remedying the hazard(s), the costs would be £23.6 million; an average of £6,540 per dwelling.
- 11.6.5 As the Housing Fitness Standard and the Housing Health and Safety Rating System operate on two different principles, it is not surprising that there is only a 19.8% overlap between the two. The consequence for the Authority is that there will be 5,700 dwellings to deal with under the Housing Health and Safety Rating System which were not previously classified as unfit.

## **11.7 Repair Costs**

- 11.7.1 Improving the repair condition of dwellings is also a key requirement of the new Decent Homes Standard. Originally Government targets applied only to the publicly rented sector but now apply to all dwellings in the private sector where a vulnerable occupier lives.
- 11.7.2 The total requirement for repair in all dwellings that fail under the repair criterion of the Decent Homes Standard is £7.1 million, an average of £1,700 per dwelling. The comprehensive cost of repair in the same dwellings totals £43.7 million, an average of £11,490 per dwelling. Due to the distribution of household income levels in Hastings, a significant part of the demand for repairs is likely to come from households where income is below £15,000 per annum and where vulnerable occupiers live.
- 11.7.3 In addition to making repairs to dwellings that fail the Decent Homes Standard, there are repair, and more particularly renewal, requirements on all dwellings. The total cost of comprehensive repairs, to include all private sector dwellings in Hastings, is £140.8 million or an average of £4,100 per dwelling.
- 11.7.4 The pattern of repair costs by geographical area, either as an average per dwelling or when standardised to take account of dwelling size, differs slightly to the other indicators of poor condition with the highest average cost figure per dwelling being recorded in the Outer Hastings area followed by the Central St Leonards area.

## **11.8 Modern Facilities**

- 11.8.1 1,400 dwellings, 4.2% of the private sector housing stock, fail the Decent Homes Standard because they provide inadequate modern facilities. This is above the national average of 1.3%. The nature of this criterion of the Decent Homes Standard means that this number is unlikely to increase significantly in the coming years.
- 11.8.2 The vast majority of dwellings in Hastings have a provision of basic amenities: an internal W.C, an adequate kitchen, an adequate bathroom, an electrical supply and the provision of hot and cold water. There is no evidence to suggest a potential problem with the supply of basic amenities in future.

## **11.9 Thermal Comfort and Energy Efficiency**

- 11.9.1 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 that are unfit or where a Category 1 Hazard exists. There are estimated to be 2,100 (6.1%) dwellings which contain households in fuel poverty within Hastings Borough Council. The national average is approximately 10%.
- 11.9.2 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 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.
- 11.9.3 In terms of tackling fuel poverty on a geographical basis, the survey indicates that the highest rate of fuel poverty is to be found in the Central and East Hastings area followed by the Central St Leonards area.
- 11.9.4 The average energy efficiency level in Hastings, using the Government's Standard Assessment Procedure, is 46 (on a scale of 1 to 100), which is the same as the all England average from the 2005 EHCS.
- 11.9.5 Achieving targets for energy efficiency is possible, although it is likely to be to become increasingly difficult to maintain the previous rates of improvement. Achieving targets will need to involve all dwellings that can have improvements made and therefore private, as well as public, investment will need to be encouraged.
- 11.9.6 In general, the nature of much of the stock means that mains gas is widespread and gas central heating is common. This will be one of the factors in the SAP rating exceeding the national average.

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## Appendix B- Methodology

- B.1 The survey used a stratified random sample of 1,800 dwellings from an address file supplied by Hastings Borough Council. The sample was a stratified random sample to give representative findings across the authority and by four sub-areas. The address file supplied was divided between the four 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, but 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, fitness, housing health and safety and social questions were used in the production of data for this report. A total of 900 such surveys were produced.
- B.13 The use of a sample survey to draw conclusions about the stock of the four areas 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 Hastings Borough Council address file derived from Council Tax records. The total number of dwellings on the list, after social rented housing was removed, was just over 34,400 dwellings. These totals constituted all addresses within the Local Authority boundaries. The Council Tax register contains a reference for each individual address, whether or not it is occupied. In addition, there will be a number of dwellings with multiple addresses, such as certain houses in multiple occupation (HMOs), and non-residential address within the register.

### Stock total

C.2 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.3 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 900 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 34,400 private sector housing figure reported. Sampling error is discussed later in this section. Table C.1 shows the response rates to the survey.

### Response rates

**Table C.1 Response rates**

	<b>Dwellings</b>	<b>% of addresses issued</b>	<b>% of traceable eligible dwellings</b>
<b>Addresses issued</b>	1,800	100.0%	-
<b>Non-residential</b>	21	1.2%	-
<b>Untraceable</b>	19	1.1%	-
<b>Believed demolished</b>	2	0.1%	-
<b>Demolished</b>	0	0.0%	-
<b>Other</b>	36	2.0%	-
<b>Traceable eligible</b>	1,722	95.7%	100.0%
<b>Vacant dwellings</b>	33	1.8%	1.9%
<b>Internal data collected</b>	900	50.0%	52.3%

### Weighting the data

C.4 The original sample was drawn from Hastings 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.5 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.6 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.7 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.8 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. The first impression groups and descriptions are listed in table C.2.

**Table C.2 First impression groups and description**

<b>First Impression Group</b>	<b>Short Description</b>	<b>Full description</b>
<b>1</b>	<b>Seriously defective</b>	Exterior condition suggests that dwelling/module is probably unfit.
<b>2</b>	<b>Defective</b>	Dwelling/module has serious problems and is likely to be 'borderline fit'.
<b>3</b>	<b>Defective</b>	Dwelling/module has major problems but is unlikely to be unfit. Dwelling/module in need of fairly major/extensive repairs.
<b>4</b>	<b>Just Acceptable</b>	Dwelling/module is in generally poor condition with some faults but with no major problems. Dwelling/module in need of several minor repairs.
<b>5</b>	<b>Just acceptable</b>	Dwelling/module is in reasonable condition with a few minor repairs needed.
<b>6</b>	<b>Satisfactory</b>	Dwelling/module is in good condition with enhanced maintenance only required.
<b>7</b>	<b>Satisfactory</b>	Dwelling/module is in excellent condition and well maintained.

C.9 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.10 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.11 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.12 For this survey the estimate of dwellings with a category 1 hazard is 20.7% and the 95% confidence limits are + or - 2.7%. In other words one can say that 95% of all samples chosen in this way would give a result in the range between 18% and 23.4%.

**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

## Appendix D - Definition of a Non Decent Home

### Measure of a decent home

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

**Table D.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*

D.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 DLTR circular.

### Applying the standard

D.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.

D.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:

D.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:

D.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 D.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 D.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:**

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

**Table D.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

D.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:**

D.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.

D.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.

D.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:

D.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).

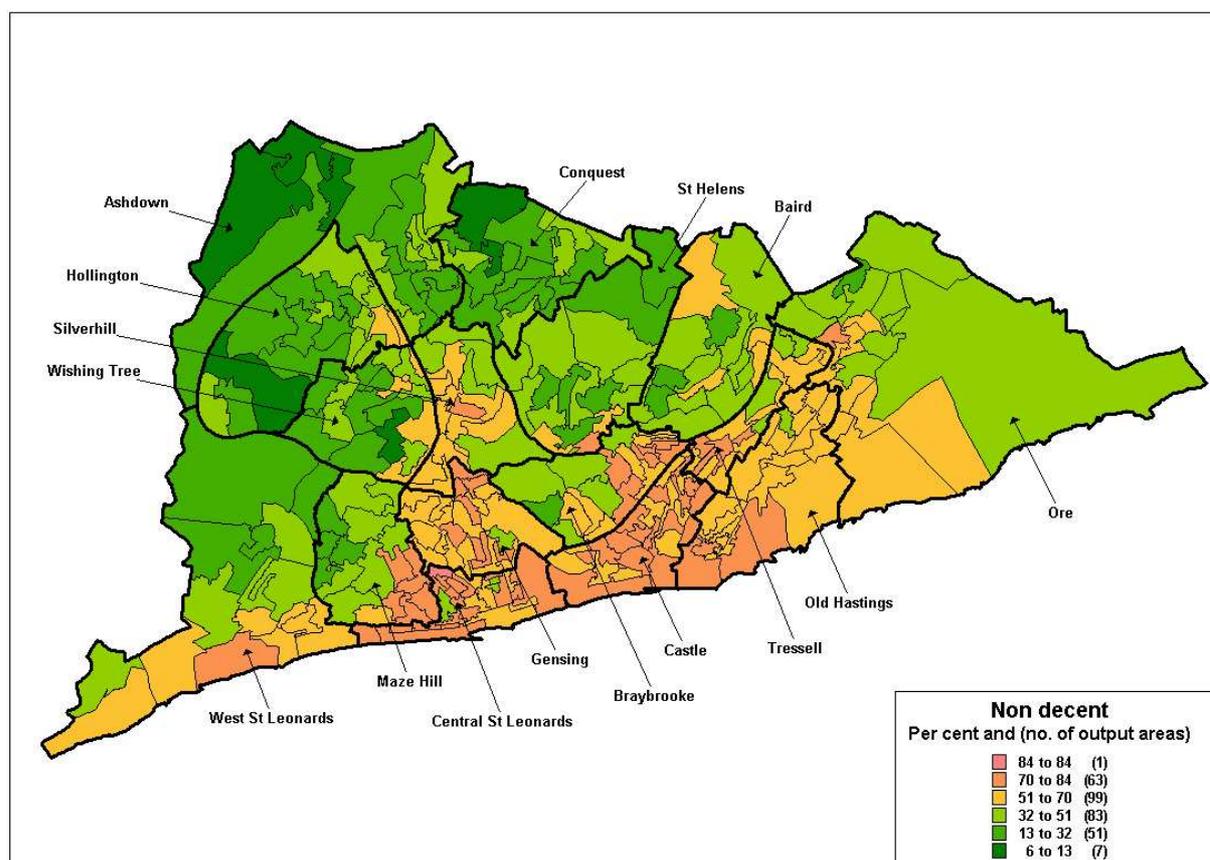
D.13 For the purposes of this study the above definition will be used in calculating the proportion of dwellings that are considered non decent.

## Appendix E - Housing Stock Models

### Introduction

E.1 As was described in chapter one, the Housing Stock Modelling Service (HSMS) provided by the Building Research Establishment (BRE) was used prior to the selection of a sample for the House Condition Survey. The modelling produces a variety of maps based on predictions of the level of certain key characteristics at the census output area level.

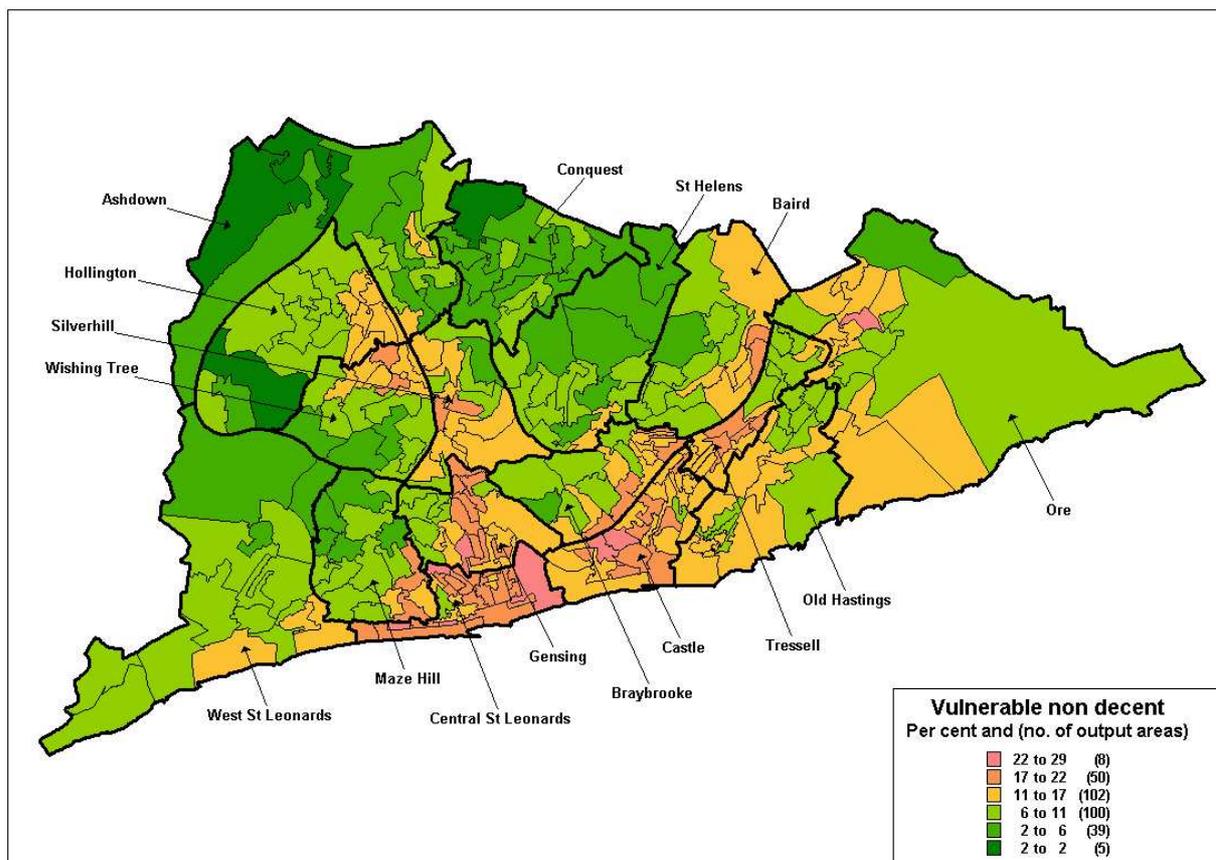
**Figure E.1 Non decent dwellings**



E.2 As can be seen from the map, the distribution of non decent dwellings is not quite as focused as that for HHSRS Category 1 hazards (see figure E.3). However there is still a general distribution across the areas with regard to non decent dwellings. The main reason that the relationship is not stronger is due to the influence of thermal comfort, which tends to affect certain dwelling types rather than geographical areas.

E.3 The next map again looks at non decent dwellings, but combines these with vulnerable occupiers to provide a map of the proportion of private sector dwellings, occupied by vulnerable people and non decent.

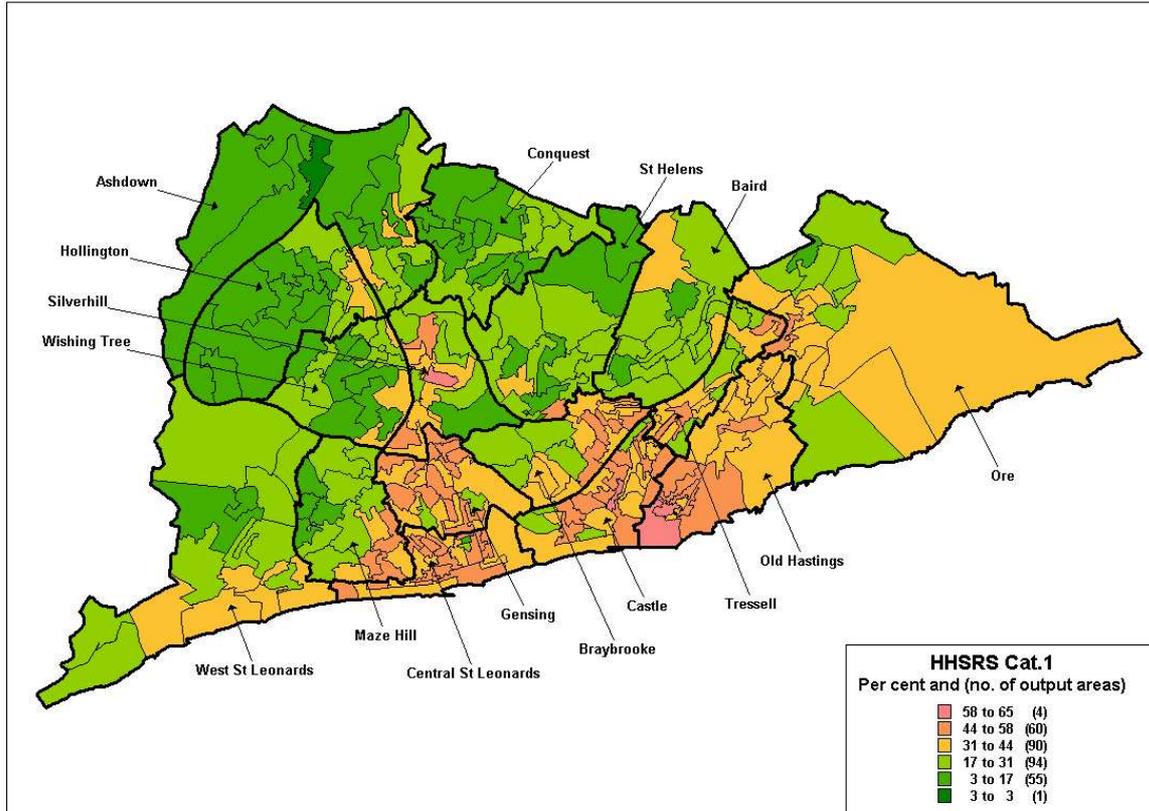
**Figure E.2 Vulnerably occupied non decent dwellings (% of stock)**



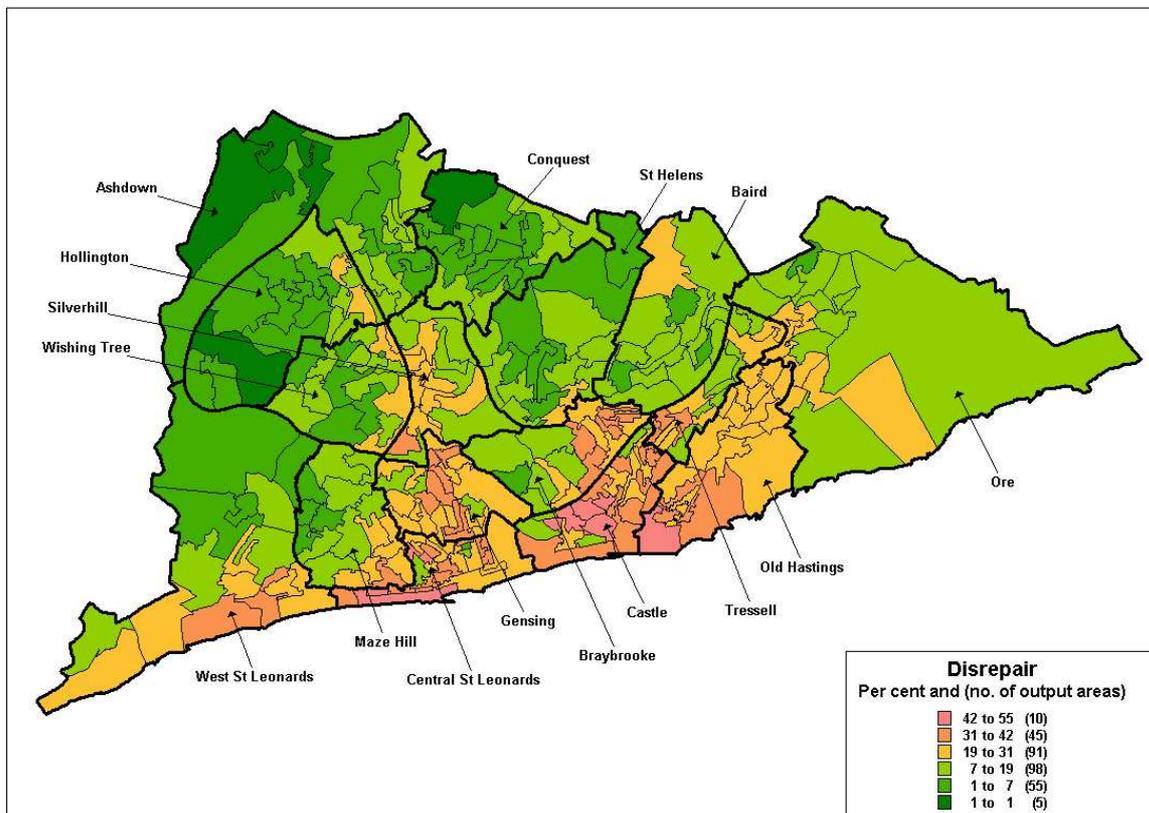
E.4 It is immediately clear from this map why the sub-areas were chosen for the survey. The map clearly indicates that vulnerable residents are more concentrated in the Central St Leonards and the Castle and Old Town areas and that the highest proportions of vulnerable people living in non decent dwellings are in these areas.

E.5 The next map illustrates predicted levels of HHSRS Category 1 hazards.

**Figure E3 HHSRS Cat 1 dwellings (HSMS)**



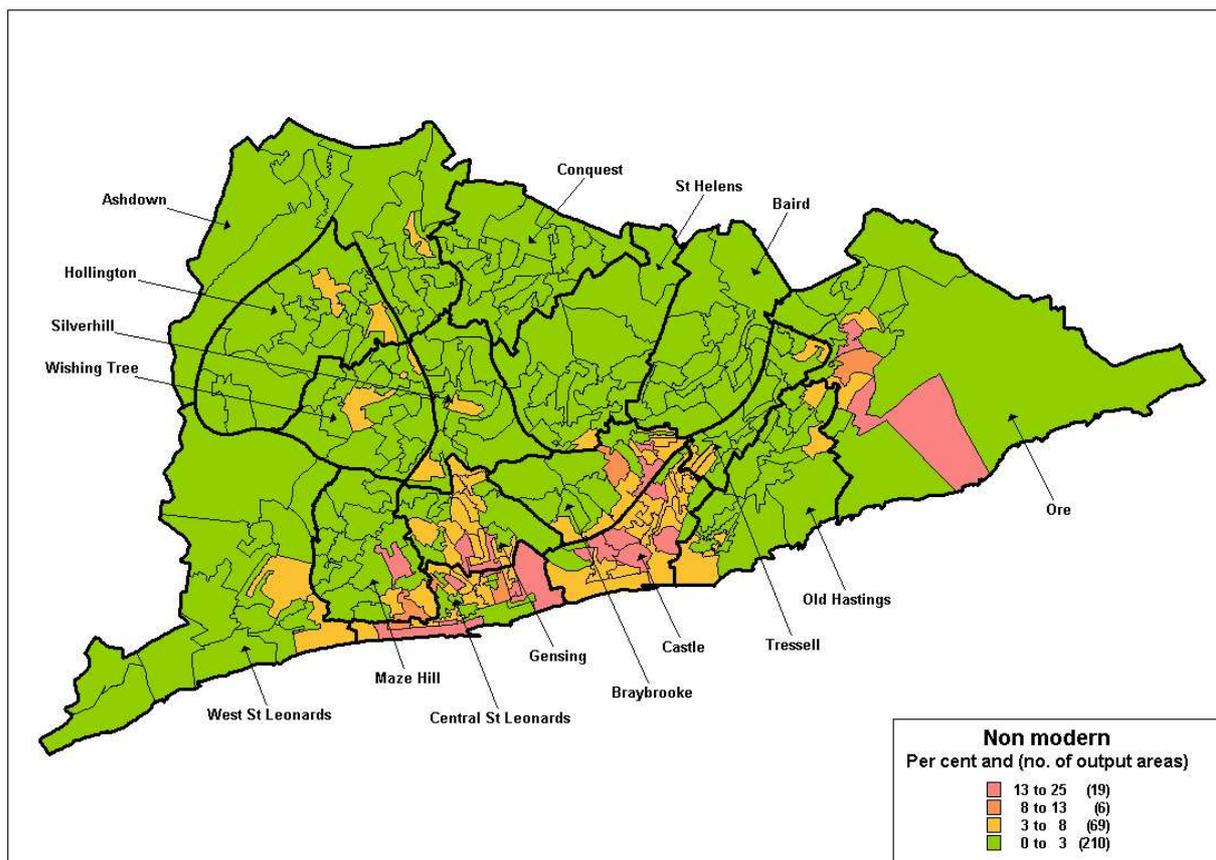
**Figure E.4 Disrepair dwellings**



E.6 The predicted levels of disrepair more strongly match those for category 1 hazards, with very heavy concentrations of the highest levels of disrepair in the Central St Leonards and the Castle and Old Town areas.

E.7 The next graph plots the predicted levels of failure to have adequate modern facilities under the Decent Homes Standard, as presented by the (HSMS)

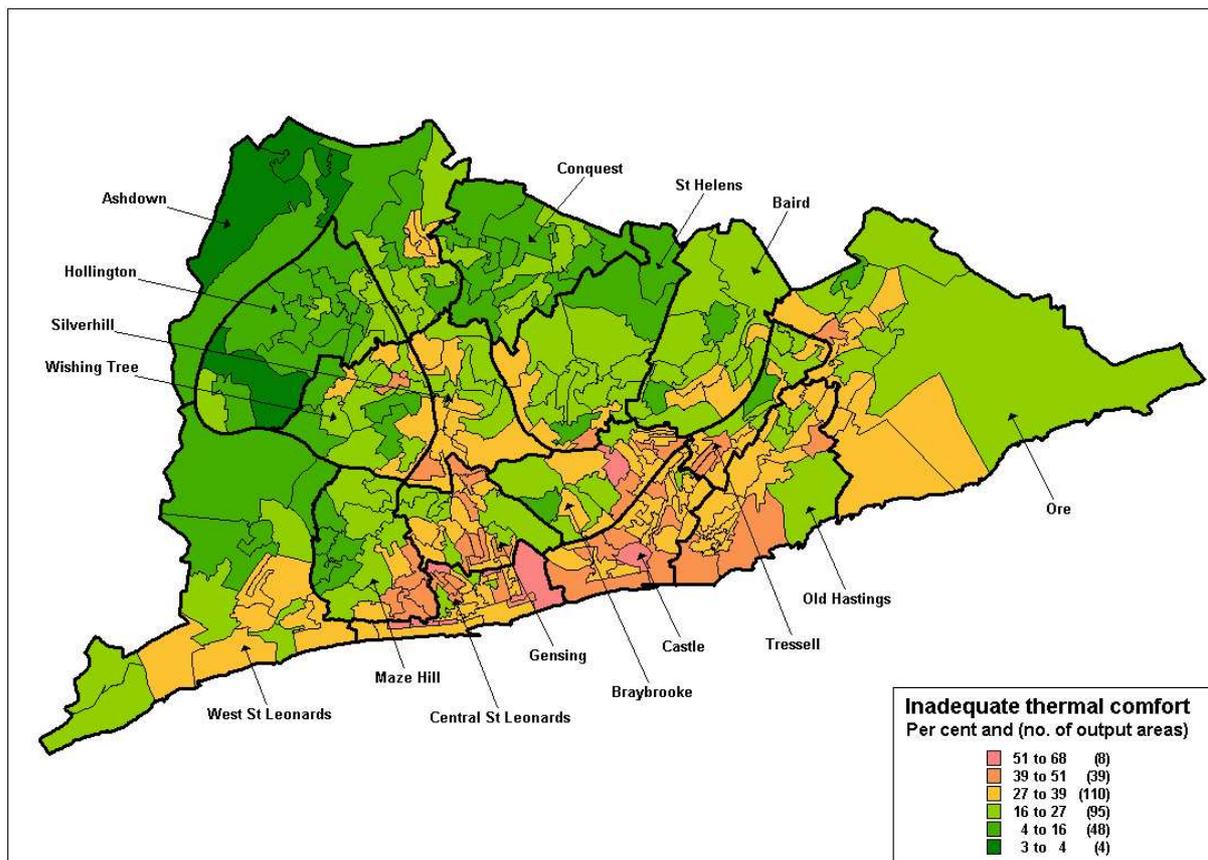
**Figure E.5 Dwellings lacking modern facilities**



E.8 The distribution of failures due to lack of adequate modern facilities generally indicates at what a low level dwellings tend to fail this criterion.

E.9 The next map looks at the anticipated distribution of dwellings that do not provide adequate thermal comfort for their occupiers.

**Figure E.6 Inadequate Thermal Comfort**



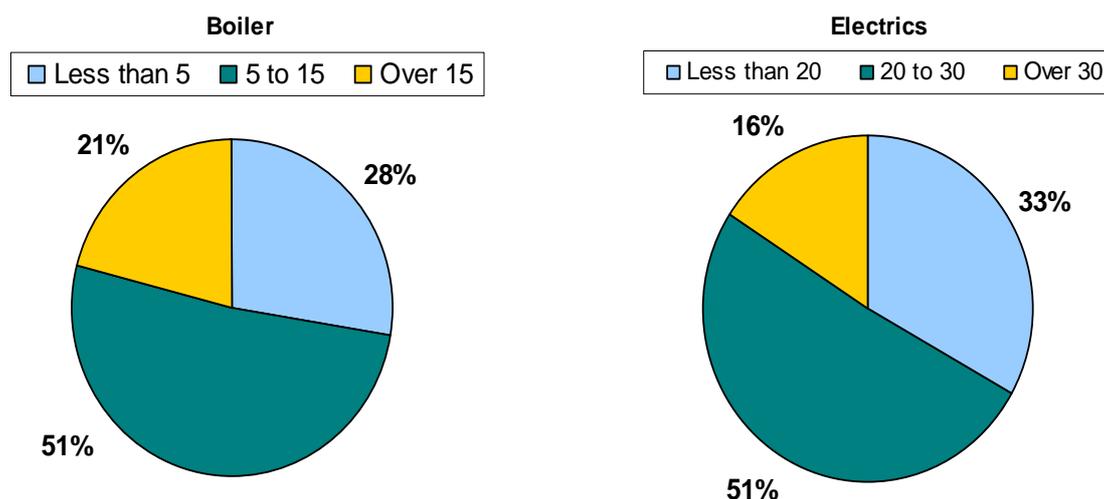
E.10 As was suggested when examining the pattern for non decency, the pattern for failure due to inadequate thermal comfort is considerably less clear than for any other variable. This is predominantly due to age of stock and construction method, as well as the choice of heating system installation.

## 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 72% of boilers and 67% 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: 2007 Hastings 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.