Private Sector House Condition Survey 2011

FINAL REPORT
April 2012

Christchurch Borough Council

Working in partnership with

Contents

Executive Summary

Introduction

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

- Section 3 Housing Act 2004
- Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 (RRO)

The survey was a sample survey with a target of 800 dwellings, covering all private sector tenures including registered social landlord (RSL) or housing association dwellings. A sample of 1,600 was drawn with final total of 800 full surveys being undertaken.

In order to place the findings in context, comparisons to the position for all England were drawn from the English Housing Survey 2009 (EHS), published by Communities and Local Government (CLG) and available as a download document from their website.

Mindful of the links between housing and health, and the imminent return of leadership for public health to local government, the survey also included a qualitative element to seek understanding of how housing conditions affect residents experience of health and illness.

General survey characteristics

The following list gives some of the key features of Christchurch's private sector housing stock and population compared with national averages for the same tenure groups:

- A substantially lower proportion of the stock was built before 1945 than that found nationally (19.4% compared with 38.7%), with a much higher proportion of the stock built between 1945 to 1990 to that found nationally (69.8% compared with 47.0%) and slightly lower proportion for dwellings built post 1990 (10.9% compared with 13.3%.
- The tenure profile showed some differences to the national pattern. The owner occupied stock had higher proportions than that found nationally (78% compared with 67%), with privately rented dwellings being represented at a lower rate (11% compared with 16%) and the social rented sector being 11% compared with 17%.
- The stock had higher proportions of bungalows and low rise purpose built flats (less than 6 storeys), with lower proportions of all other dwelling types.

- There were fewer heads of household aged between 16 and 54 years than nationally (36.8% compared with 57.8%). There were, however, more heads of household aged over 54 than nationally (63.2% compared with 42.2%), particularly in the 65 and over age band (42.8% compared with 25.6%) which does have implications for private sector housing policy due to the potentially greater need for support typically associated with older households.
- The figures for length of residence, for those that had been resident for up to 4 years, showed a lower rate to that found nationally (24.4% compared with 33.8%).
- Overall average incomes for private sector occupiers were below those reported for England as a whole at £480 per week compared with £640.
- The proportion of households with an income of less than £20,000 was 44.1% compared to 40.0% nationally with potential affordability issues for repair and improvements in the private sector dwelling stock.
- Receipt of a range of benefits is used to define vulnerability, which are mainly income related with the exception of some disability benefits, and are closely associated with the qualifying criteria used under the Warm Front scheme (see 4.10.2). In Christchurch the proportion of households receiving a benefit, at 30%, was above the national average of 17%, which links in to the proportion of those on a low income (less than £20,000) previously mentioned.

Decent Homes Standard

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

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

B - be in a reasonable state of repair, and

C - have reasonably modern facilities (such as kitchens and bathrooms) and services, and

D - provide a reasonable degree of thermal comfort (effective insulation and efficient heating).

If a dwelling fails any one of these criteria it is considered to be "non-decent", with the criteria being described in more detail in their own individual chapters in the main report.

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.

Overall, 4,490 dwellings within the tenure groups surveyed, failed the Decent Homes Standard in Christchurch. A total of 8.5% (1,970 dwellings) failed due to the presence of a Category 1 Hazard and 9.6% (2,220 dwellings) due to thermal comfort failure.

The majority of failures were in respect of one criterion only, with the number of dwellings with two or more failures being 8.9%. In the majority of cases (70.3%), this related to heating/insulation issues as the excess cold hazard and thermal comfort criterion are interlinked.

Cost implications for repair and improvement

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

Reason	Total Cost (£ million)	Average Cost per non-decent dwelling (£)*
Category 1 Hazard	£5.3	£2,690
Repair	£3.6	£3,180
Amenities	£5.4	£16,390
Thermal comfort	£3.0	£1,340
Total	**£17.3**	**£3,850**

** Rounded to nearest £10*

Category 1 Hazards

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

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

- Primary hazard failures in Christchurch were excess cold, falling on stairs and falling on level surfaces.
- Category 1 Hazards are strongly associated with older dwellings and with dwellings occupied by households with an income under £10,000, those in receipt of a benefit, heads of household aged under 25 and aged 65 and over and dwellings with a disabled resident.
- Category 1 Hazards are strongly associated with low rise purpose built flats (less than 6 storeys) and the private rented sector.

Energy Efficiency

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

- Fuel poverty at 3.7% was substantially lower than the rate found in England at 17.9% for the same tenure groups. The cost of remedial works to the 400 owner occupied dwellings in fuel poverty (i.e. needing to spend more than 10% of income

on Space heating; Water heating; Lights and appliances and Cooking), where works were possible was just under £1.1 million.

- The mean SAP (SAP 2005 energy rating on a scale of 0 (poor) to 100 (good)) was 60 in Christchurch, which was higher than that found nationally for the same tenure groups (52).
- The least energy efficient dwellings were older dwellings (pre-1919); converted flats and detached houses. The mean SAP rating for privately rented dwellings was 57, lower than that for owner occupied dwellings (60) and RSL dwellings (63).
- Improving energy efficiency will contribute towards a range of Christchurch's corporate priorities and indeed contribute to a wide range of issues e.g. reduced carbon emissions, tackling fuel poverty, elimination of Category 1 Hazards, improved health and well being, warmer and better homes.
- The level of excess cold hazards is an issue given the numbers of older residents aged 65 and over in Christchurch and the potential link with cold related illnesses as evidenced within the Housing Health and Safety Rating System Operating Guidance published in 2006 by the Office of the Deputy Prime Minister.

Health and Wellbeing

No firm conclusion could be made from the survey findings on current experience of health and access to services, and some of the findings were at odds with other local information. For example relatively low levels of medical conditions among households across the Borough were recorded in the survey whilst it is known that Christchurch has higher recorded prevalence of certain ddiseases than the rest of Dorset and the England average.

Strategically, this housing and health link remains one of the biggest challenges for the local population given the demographic and attendant epidemiological shifts to be faced with an ageing population and the inevitable increase of chronic conditions.

Key findings from the house condition survey

Characteristic	Owner occupied	Privately rented	RSL	All surveyed stock	England
Dwellings	18,130	2,560	2,460	23,150	
Per cent of stock[1]	*67%*	*16%*	*9%*	*100%*	*92.0%*
Non-decent	2,900	1,000	590	4,490	
As a % of each tenure	*16.0%*	*39.0%*	*24.1%*	*24.2%*	*30.4%*
Vulnerable in decent homes[2]	3,470	660		4,130	
% vulnerable households in decent homes	*78.0%*	*68.0%*		*76.2%*	*77.3%*
Category 1 hazard	1,450	400	120	1,970	
As a % of each tenure	*8.0%*	*15.4%*	*5.1%*	*8.5%*	*20.8%*
In Fuel Poverty	690	90	60	840	
As a % of each tenure	*3.9%*	*3.5%*	*2.7%*	*3.7%*	*17.9%*
Mean SAP[3]	60	57	63	60	52
Residents aged 65+	8,070	480	1,060	9,610	
As a % of each tenure [4]	*45.8%*	*19.8%*	*44.1%*	*28.0%*	*25.6%*
Households in receipt of benefit	5,320	1,130	1,400	7,850	
As a % of each tenure [4]	*30.0%*	*46.0%*	*59.0%*	*35.0%*	*17.0%*

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

Summary of Condition Data

The data contained in the following tables provide a useful summary of the condition data contained within the body of the report.

Tenure	Category 1 Hazard	In need of repair	Lacking modern facilities	Poor degree of thermal comfort	Non-decent
Owner occupied	8.0%	4.2%	1.2%	6.4%	16.0%
Privately rented	15.4%	11.6%	4.1%	21.4%	39.0%
RSL	5.1%	3.1%	0.0%	20.4%	24.1%
Dwelling type	**Category 1 Hazard**	**In need of repair**	**Lacking modern facilities**	**Poor degree of thermal comfort**	**Non-decent**
Small terraced house	10.0%	1.7%	5.5%	9.9%	19.1%
Medium/large terraced house	7.1%	5.2%	0.0%	4.6%	13.5%
Semi detached house	6.9%	2.6%	0.0%	4.4%	10.9%
Detached house	7.0%	8.6%	1.2%	1.3%	15.1%
Bungalow	8.3%	4.8%	1.5%	1.8%	14.2%
Converted flats	3.3%	0.0%	0.0%	25.6%	25.6%
Low rise purpose built flats	12.3%	6.3%	2.0%	33.9%	42.1%
Construction date	**Category 1 Hazard**	**In need of repair**	**Lacking modern facilities**	**Poor degree of thermal comfort**	**Non-decent**
Pre 1919	26.4%	6.8%	0.0%	21.0%	34.5%
1919-1944	10.4%	11.2%	2.5%	8.2%	25.6%
1945-1964	10.3%	7.7%	1.6%	10.7%	21.2%
1965-1980	7.5%	3.0%	0.0%	9.0%	16.6%
1981-1990	4.4%	1.0%	4.9%	11.5%	21.1%
Post 1990	3.3%	0.0%	0.0%	3.9%	7.2%
Area	**Category 1 Hazard**	**In need of repair**	**Lacking modern facilities**	**Poor degree of thermal comfort**	**Non-decent**
Central	7.5%	2.1%	0.5%	14.7%	19.3%
East	7.0%	6.4%	2.7%	7.7%	19.6%
West	11.2%	8.0%	1.0%	6.0%	20.4%
Rural	11.9%	2.6%	0.0%	9.0%	17.9%

The privately rented stock had the highest proportionate rate for all of the non-decency criteria. By dwelling type, low rise purpose built flats (less than 6 storeys) had the highest non-decency rates as well as the highest Category 1 Hazard and thermal comfort failure rates. Detached houses had the highest disrepair rate.

By construction date the pre-1919 stock had the highest failure rates for Category 1 Hazards, thermal comfort failure and for overall non-decency. 1919 to 1944 dwellings had the highest disrepair rate.

By sub-area, the West sub-area had the highest overall non-decency rate as well as the highest disrepair rate. The Rural sub-area had the highest Category 1 Hazard failure rate and the Central sub-area the highest thermal comfort failure rate.

Conclusions

Section 3 of the Housing Act 2004 still requires a local housing authority to keep the housing conditions in their area under review with a view to identifying any action that may need to be taken by them under, amongst other things, article 3 of the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002, which contains general powers to provide assistance for housing renewal.

The Regulatory Reform Order also placed the primary responsibility on owners to maintain their own property, whilst recognising that vulnerable households still required assistance. In Christchurch there were 4,190 vulnerable households living in non-decent dwellings. The current economic climate dictates that resources to improve the condition of housing is likely to be limited at best. Targeting assistance at this group is likely to be the most effective use of those resources.

Tackling Category 1 Hazards must be a priority given the statutory duty under section 5 of the Housing Act 2004, to act where a Category 1 Hazard has been identified. The highest failure rates were found in pre-1919 dwellings, low rise purpose built flats (less than 6 storeys), the private rented sector and, proportionately, within the Rural sub-area.

Christchurch has an aging population with a higher rate of heads of household aged 65 and over than that found nationally (42.8% compared with 25.6%). This will potentially place increasing demands on the authority for adaptations and works to allow frail and vulnerable occupiers to live in their own homes, with the current potential cost for Disabled Facilities Grant being estimated at £1.1 million.

Given the findings in relation to energy efficiency, vulnerable occupiers and fuel poverty, a logical approach to private sector housing assistance and enforcement would include a focus on energy efficiency.

There is a need to undertake further qualitative investigation into these apparent contradictions to what is understood to be the impact of local housing conditions on health to produce tangible evidence on what can be done to make housing fully supportive to people's health.

The survey found that In Christchurch there were an estimated 350 long-term vacant dwellings, representing a wasted resource, with initiatives to bring long-term empty homes back into use being a consideration.

1 Introduction

1.1 Purpose of the survey

1.1.1 Private Sector House Condition Surveys (HCS) are conducted on a regular basis by local authorities as a means of maintaining a detailed picture of housing conditions in the private sector. Such a picture forms a useful evidence base that can feed into statistical returns and other internal reports. The information is also useful in presenting the potential obligations on the authority in relation to current housing legislation, outlined in more detail in Appendix D.

1.1.2 In 2011 Christchurch Borough Council commissioned a comprehensive House Condition Survey to address this legal requirement, and also to inform the Private Sector Housing Strategy and other housing policies. The survey work in Christchurch was conducted in the mid-part of 2011.

1.1.3 In addition to the mandatory duties outlined in Appendix D there are a number of discretionary powers available to the Authority under the Housing Act 2004. These include: taking the most satisfactory course of action in relation to Category 2 Hazards under the HHSRS (hazard categories are defined in chapter 5 of this report); additional licensing of HMOs that do not fall under the definition for mandatory licensing and serving of overcrowding notices. Part 3 of the Housing Act 2004, provides for selective licensing of other private rented sector accommodation subject to certain conditions being met.

1.1.4 This report will provide much of the evidence base, recommended under the ODPM guidance 05/2003, for the Authority's private sector housing strategy. In addition, information in the report is likely to prove useful as a source for a wide variety of private sector housing and health related issues.

1.2 Nature of the survey

1.2.1 The survey was a sample survey of a nominal 800 dwellings and covered the owner occupied, privately rented and Registered Social Landlord (RSL) dwellings. The survey was based on a stratified random sample of addresses in Christchurch, in order to gain a representative picture across the Council. A sample of 1,600 was drawn with, and in practice, 800 surveys were undertaken in total.

1.2.2 The survey used a stratified random sample of 1,600 dwellings from an address file supplied by Christchurch Borough Council. The sample was a random sample drawn equally across the four sub-areas based on Wards to replicate the sampling undertaken as part of the last stock condition survey in 2005. This procedure does not introduce any bias to the survey as results are weighted proportionally to take account of the overall area sizes.

1.2.3 Each of the 800 surveys conducted contained information on the following areas: General characteristics of the dwelling; condition of the internal and external fabric; provision of amenities; compliance with housing health and safety; age and type of elements; energy efficiency measures; compliance with the Decent Homes

Standard and socio-economic information about the household (where occupied). The survey also included additional health related questions as a means of trying to establish the effects of housing conditions on the health of the occupants.

1.3 Central Government Guidance on house condition surveys

1.3.1 The 1993 Department of the Environment Local House Condition Survey Guidance Manual sets out a methodology that includes a detailed survey form in a modular format, and a step-by-step guide to survey implementation.

1.3.2 The 1993 guidance was updated in 2000 and under the new guidance local authorities are encouraged to make full use of the data gathered from house condition surveys in conjunction with data from other sources. Also included is guidance on the Housing Health and Safety Rating System. The 2011 Christchurch Borough Council HCS followed the ODPM 2000 guidance.

1.3.3 CPC's own bespoke software was used to analyse the results of the survey and to produce the outputs required from the data to write this report.

1.4 Comparative statistics

1.4.1 Comparisons to the position for all England were drawn from the English Housing Survey 2009 (EHS) published by Communities and Local Government (CLG) and available as download documents from their website:

(Housing Stock Report)
http://www.communities.gov.uk/documents/statistics/pdf/1937212.pdf

(Household Report)
http://www.communities.gov.uk/documents/statistics/pdf/1937206.pdf

1.5 Statistical Variance and Standard Deviation

1.5.1 By definition, sample surveys are seeking to give an accurate representation of a larger number of dwellings than those surveyed. The total to be represented is referred to in statistical terms as the 'population', and in the case of this survey the population was all private sector dwellings in Christchurch. 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'.

1.5.2 Standard deviation is the amount by which a given figure may be inaccurate either above or below its stated level. Confidence limits state that if the entire survey process were repeated, out of how many of these repetitions would there be confidence in staying within the variation. Traditionally, and in the case of this report, 95% confidence limits have been used, which state that if the survey were carried out 100 times, in 95 cases the standard deviation would be a given amount.

1.5.3 It should be borne in mind, therefore, that the figures given in this report, whether applied to the whole stock or segments of the stock, are estimates, and it is for this reason that figures are rounded, as described below. More detail on the calculation of standard deviation is given in the appendices.

1.6 Sub-area analysis

1.6.1 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; Central, East, West and Rural, a number of sub-areas which still allows effective analysis of the results given the overall sample size. The samples were of equal size and were, as far as possible, broadly homogenous in terms of geography, property age and type.

Figure 1.1 Sub areas

1.6.2 Table 1.1 shows the private sector stock totals by sub-area including the number of surveys achieved in each sub-area:

Table 1.1 Private Sector stock totals by sub-area

Areas	Dwellings	Percent	Surveys
Central	6,380	27.6%	208
East	9,520	41.1%	188
West	3,590	15.5%	212
Rural	3,660	15.8%	192
Total	**23,150**	**100%**	**800**

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 Housing Survey (EHS), 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

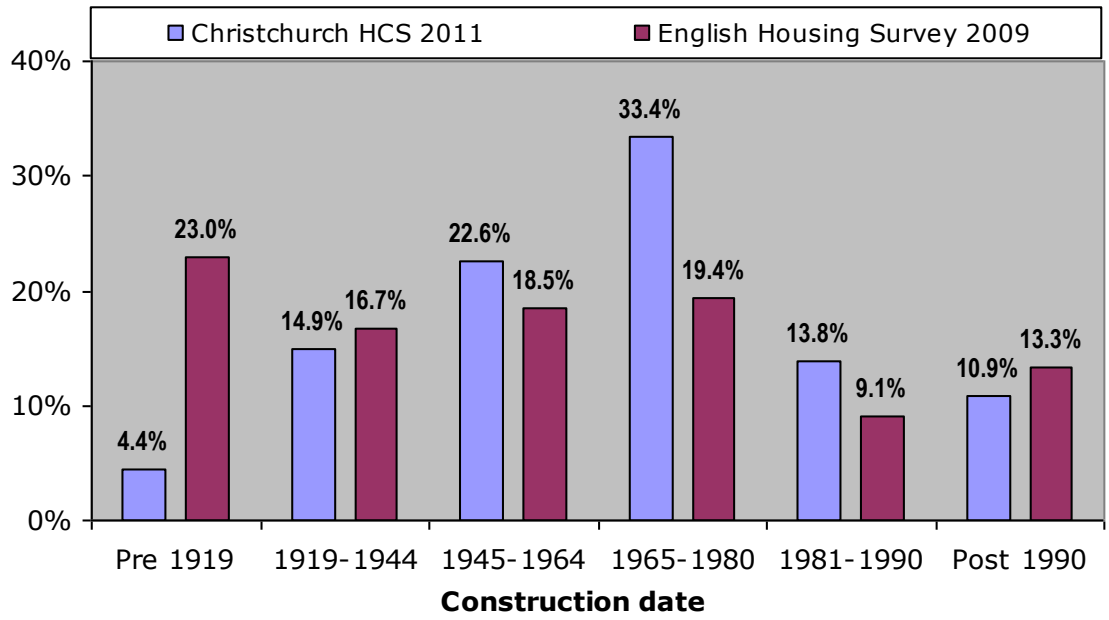
2.1 Size of the dwelling stock

2.1.1 At the time of the survey there were an estimated 23,150 private sector dwellings in Christchurch, which was the estimated private sector stock total, based on Council Tax Records provided by Christchurch Borough Council. 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 Christchurch. 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 23,150 owner occupied and privately rented stock in Christchurch was significantly different to the national average. The proportion of dwellings built pre-1945 was substantially lower at 19.4% compared with 39.7% nationally. Conversely the proportion built between 1945 and 1990 was substantially higher at 69.8% compared with 47.0%, with the difference being particularly marked in the 1965 to 1980 age band at 33.4% compared with 19.4%. Post 1990 dwellings had slightly lower proportions at 10.9% compared with 13.3%.

Figure 2.1 Dwelling age profile England and Christchurch



Source: 2011 House Condition Survey & EHS 2009

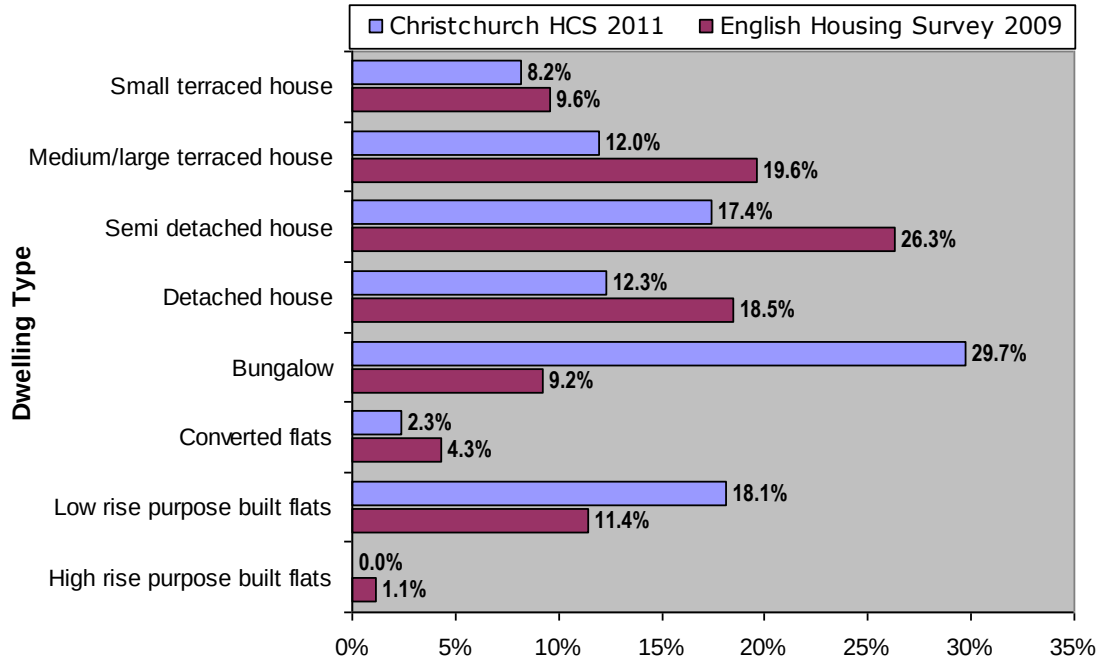
Table 2.1 Proportion of dwellings by construction date

Construction date	Dwellings	Proportion
Pre 1919	1,030	4.4%
1919-1944	3,450	14.9%
1945-1964	5,230	22.6%
1965-1980	7,710	33.4%
1981-1990	3,200	13.8%
Post 1990	2,530	10.9%
Total	**23,150**	**100%**

Source: 2011 House Condition Survey

2.3 Dwelling type profile

Figure 2.2 Dwelling type profile Christchurch and England



Source: 2011 House Condition Survey & EHS 2009

Table 2.2 Proportion of dwellings by dwelling type

Dwelling type	Dwellings	Proportion
Small terraced house	1,900	8.2%
Medium/large terraced house	2,770	12.0%
Semi detached house	4,030	17.4%
Detached house	2,860	12.3%
Bungalow	6,860	29.7%
Converted flats	540	2.3%
Low rise purpose built flats	4,190	18.1%
Total	**23,150**	**100%**

Source: 2011 House Condition Survey

2.3.1 There were differences in the private sector building type profile in Christchurch to that found nationally, with significantly more bungalows (29.7% compared with 9.2%) and low rise purpose built flats (less than 6 storeys) at 18.1% compared with 11.4%. All other dwellings types had lower proportions, with there being no high rise purpose built flats (6 or more storeys) included within the surveys undertaken.

2.4 Tenure

2.4.1 Table 2.3 draws tenure comparisons between the stock profile for Christchurch and that for England as a whole.

Table 2.3 Tenure proportions

Tenure	Dwellings	Percent	EHS 2009
Owner occupied	18,130	78%	67%
Privately Rented	2,560	11%	16%
Private Sector Stock	***20,690***	***89%***	***83%***
Housing Association (RSL)	2,460	11%	9%
Local Authority	0	0%	8%
Social Housing	***2,460***	***11%***	***17%***
All Tenures	**23,150**	**100%**	**100%**

Source: 2011 House Condition Survey & EHS 2009

2.4.2 The survey included owner occupied, privately rented and RSL stock only, but the breakdown given in Table 2.3 includes local authority housing tenure for the sake of comparative purposes with the EHS.

2.4.3 The tenure profile differed from the national profile with the owner occupied stock at a much higher level (78% compared with 67%) and the privately rented sector represented at a lower rate (11% compared with 16%). The overall proportion of social housing was again below that found nationally at 11% compared with 17%.

2.4.4 Table 2.4 provides a breakdown of the private sector stock only by sub-area, with the highest rate of privately rented dwelling being found in the East sub-area (12.6%) followed by the West sub-area (10.4%)

Table 2.4 Tenure proportions by sub-area

Area	Owner occupied	Privately rented	RSL
Central	70.8%	9.8%	19.4%
East	80.3%	12.6%	7.1%
Rural	88.9%	9.9%	1.1%
West	75.6%	10.4%	14.0%
Christchurch	**78.3%**	**11.1%**	**10.6%**

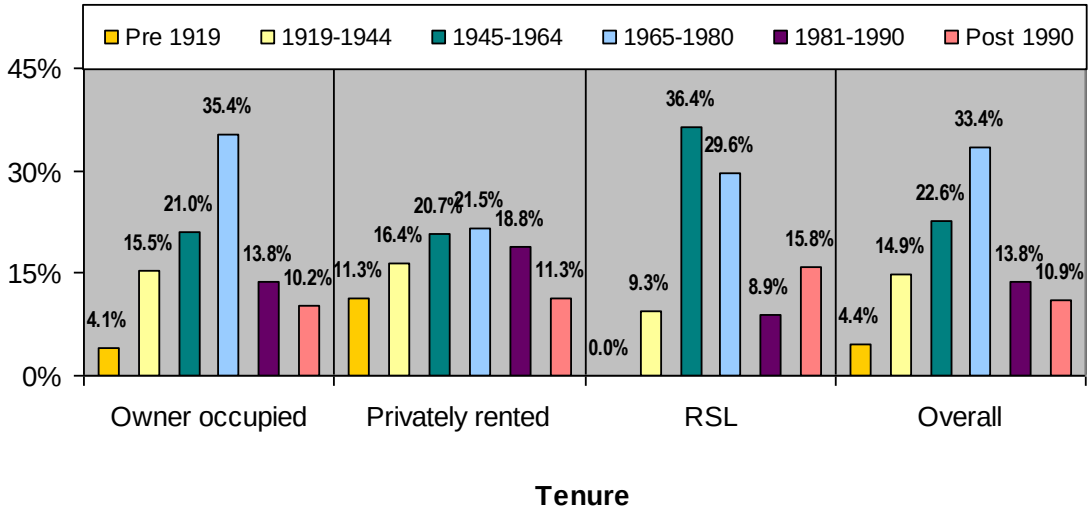
Source: 2011 House Condition Survey

2.4.5 Where appropriate, respondents were asked if their tenure was shared ownership, with only 0.5% (110) indicating that it was.

2.5 Tenure and age comparisons

2.5.1 Figure 2.3 Tenure by date of construction illustrates the differing dwelling age profile between the main private tenures.

Figure 2.3 Tenure by date of construction



Source: 2011 House Condition Survey

2.5.2 As might have been expected, the owner occupied stock (at approximately 78% of all dwellings) had a similar age profile to the overall stock position, with figures of approximately 59.4% for homes built post-1964 compared with 58.2% for the overall stock. The privately rented sector had the highest proportion of pre-1919 dwellings by a significant margin at 11.3% compared with 4.4% overall.

2.6 Dwelling Use and Houses in Multiple Occupation

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

Table 2.5 Dwelling use

Dwelling use	Dwellings	Percent
House	18,310	79.1%
Purpose Built Flat	4,160	18.0%
Converted Flat	500	2.2%
HMO	180	0.8%
Licensable HMO	0	0.0%
Total	**23,150**	**100%**

Source: 2011 House Condition Survey

2.6.2 The vast majority of dwellings (79.1%) were houses generally occupied as built. Of the remainder, most were purpose built or converted flats. An estimated 0.8% of dwellings were HMOs, representing 180 dwellings being used to house multiple households. The national average for HMOs was approximately 2%.

2.6.3 The definition of HMO was that used in the Housing Act 2004, of which only some may potentially be subject to mandatory licensing (3 or more storeys occupied by five or more people comprising of two or more households). Some converted flats now come within the HMO definition (Section 257 Housing Act 2004) which explicitly includes converted flats where the work does not meet specified standards (generally the Building Regulations 1991) and where less than two thirds are owner occupied.

2.6.4 HMOs formed only a very small proportion of the private sector stock in Christchurch with none being identified as potentially licensable HMOs It should be borne in mind however, that figures from the survey are estimates derived from the randomly selected sample of dwellings surveyed and, with such a small level of HMOs, there may well be some that were not selected for survey.

2.7 Vacant dwellings

2.7.1 Vacant dwellings can be difficult to identify and there are frequently problems in gaining access. The vacant dwelling results from the survey are therefore, estimates derived from the sample of dwellings inspected, with 20 vacant dwellings being surveyed. As such there are statistical significance issues with such a low number. The estimated number of vacant dwellings was 710, being 3.1% of the private sector housing stock within Christchurch. The national average was approximately 4.2% for the same tenure groups.

2.7.2 Based on the results taken from the stock condition survey it was estimated that 350 (1.5%) of private sector dwellings within Christchurch were long-term vacant, defined as any dwelling vacant for six months or more, or subject to unauthorised occupation. However, as figures from the survey are estimates derived from the sample of dwellings inspected they may be subject to variation.

Table 2.6 All dwellings by Occupancy Status

Vacancy Status	Dwellings	Percent
Occupied	22,440	96.9%
Vacant awaiting new owner	230	1.0%
Vacant awaiting new tenant	60	0.3%
Vacant awaiting demolition	0	0.0%
Vacant being modernised	20	0.1%
Other	50	0.2%
Long term vacant*	350	1.5%
Total vacants	**710**	**3.1%**
Total stock	**23,150**	**100.0%**

** Includes vacant dwellings to let where they are being modernised prior to letting or have not been let for over 6 months*
Source: 2011 House Condition Survey

2.7.3 The overall estimated proportion of long term vacant dwellings (taken from the survey results) at 1.5% was the same as the average for England (approximately 1.5%). Whilst the level of long term vacant dwellings was a small proportion of the private sector stock they still represent a wasted resource.

3 Profile of Residents

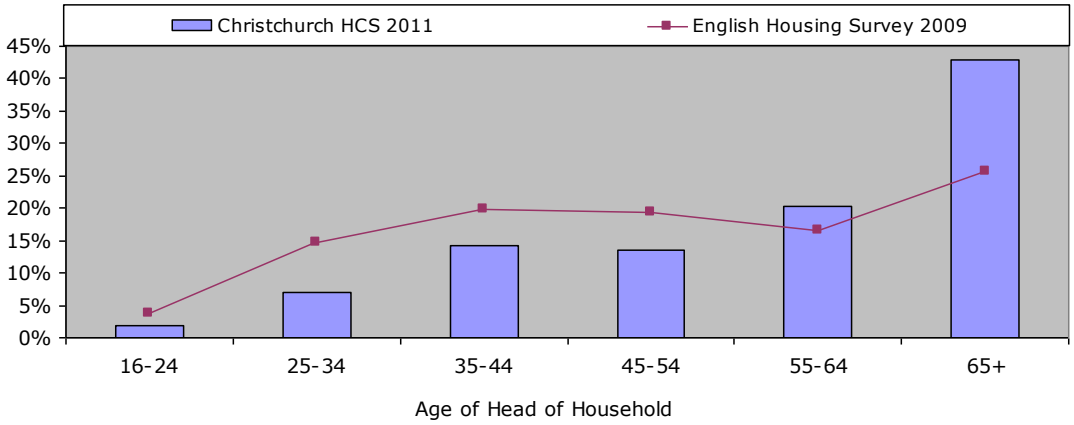
3.1 Introduction

3.1.1 This chapter will look at some of the key characteristics of households within the surveyed dwellings to determine whether links exist with dwelling condition. As the data can only be collected from occupied dwellings the results are set against a total occupied stock of 22,440.

3.2 Age Profile

3.2.1 Figure 3.1 examines the age distribution, of heads of household within the stock, both for Christchurch and for England as a whole.

Figure 3.1 Age of head of household Christchurch and England



Source: 2011 House Condition Survey & EHS 2009

3.2.2 Data collected as part of the survey indicated that the age profile of heads of household in Christchurch differed from the national position. The proportions of heads of household were lower than the national averages up to the age of 54 (36.8% compared with 57.8%), with a slightly higher proportion of those between 55 and 64 (20.4% compared with 16.6%) and a much higher proportion of heads of household aged 65 and over (42.8% compared with 25.6%). This does have implications for private sector housing policy due to the potentially greater need for support typically associated with older households, when dealing with dwelling condition issues or adaption needs, with many (24%) being on a low income (see figure 3.3). Owner occupiers may have substantial equity in their property that, if released, could help to assist with any dwelling condition issues, although for the private rented sector, negotiations with landlords and possible enforcement action may have to be considered.

3.3 Household types

3.3.1 Table 3.1 gives the distribution of different household types, within the stock, and compares this to England as a whole. Household types were derived from interviewing occupiers and determining the number of adults and children within the household. These figures were then used to determine household type. For example, 'Other multi-person household' for the purposes of this analysis, includes flat sharers, lone parents with non-dependent children only and households containing more than one couple or lone parent family, which follows the convention used in the English Housing Survey.

Table 3.1 Household type distribution

Household type	Christchurch 2011		England 2009
Couple no Dependent Child	8,120	36.2%	37.9%
Couple with Dependent Child	3,420	15.3%	21.5%
Lone parent with Dependent Child	1,220	5.4%	6.2%
One person household	9,020	40.2%	26.8%
Other multi-person household	650	2.9%	7.6%
Total Household Type	**22,430**	**100%**	**100%**

Source: 2011 House Condition Survey & EHS 2009

3.3.2 The distribution of household types shows similar proportions to that found nationally for couple no dependent child and lone parent with dependent child, but with lower proportions of couple with dependent child and other multi-person households. There were however, significantly higher proportions of one person households (40.2% compared with 26.8%).

3.4 Length of residence

3.4.1 The proportion of households who had been resident for up to 4 years was 24.4%, although 22.7% had lived at their present address for 20 years or more. Data taken from the English Housing Survey 2009 showed that 33.8% of residents had lived in their dwellings for up to 4 years, much higher than the Christchurch rate. By sub-area, Central had the highest proportionate rate of households who had only lived in their current dwelling for up to 4 years (26.4%), just higher than the Borough rate.

Table 3.2 Length of residence

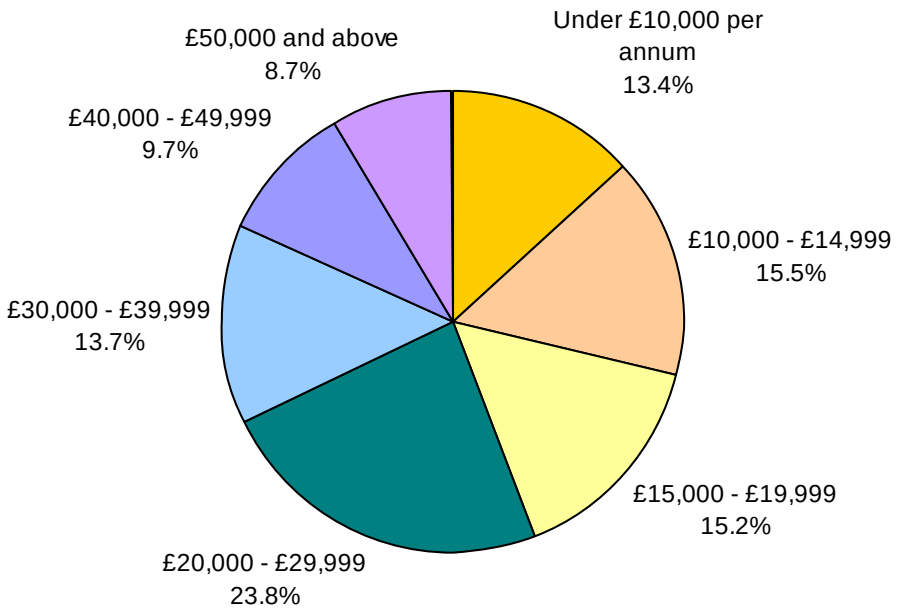
Area	Up to 4 years	5 to 9 years	10 to 19 years	20 to 29 years	30 years and over
Central	26.4%	22.1%	33.6%	10.6%	7.3%
East	22.6%	24.4%	31.8%	14.6%	6.6%
West	25.3%	22.6%	23.3%	9.3%	19.5%
Rural	24.4%	23.9%	22.5%	18.7%	10.5%
Christchurch	**24.4%**	**23.4%**	**29.5%**	**13.3%**	**9.4%**
English Housing Survey 2009*	**33.8%**	**18.2%**	**20.4%**	**13.3%**	**14.3%**

Source: 2011 House Condition Survey and English Housing Survey 2009
**Includes all social housing not just RSL dwellings*

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 gross incomes in bands



Source: 2011 House Condition Survey

Table 3.3 Number of households within each income band

Gross Income band	No. of households Christchurch 2010		EHS 2009*
Under £10,000 per annum	3,000	13.4%	14.7%
£10,000 - £14,999	3,480	15.5%	14.8%
£15,000 - £19,999	3,410	15.2%	10.5%
£20,000 - £29,999	5,350	23.8%	17.6%
£30,000 - £39,999	3,070	13.7%	13.8%
£40,000 - £49,999	2,170	9.7%	9.6%
£50,000 and above	1,960	8.7%	19.0%
Total	**22,440**	**100%**	**100%**

Source: 2011 House Condition Survey & EHS 2009
**Includes all social housing not just RSL dwellings*

3.5.2 The data in Figure 3.2 and the Table 3.3 show that there were generally higher proportions than the national average of households with an income of less than £20,000 (44.1% compared with 40.0%) although the proportion for those with an income of less than £10,000 was just lower. Those with an income of between

£20,000 and £30,000 had a much higher rate (23.8% compared with 17.6%), whilst above that the proportions were very similar except for the £50,000 and above band which was substantially lower. The Indices of deprivation 2010 Rank of Income Scale for Local Authorities, which measures the proportion of the population that live in income deprived families, ranked Christchurch as 308 out of 326 authorities putting Christchurch within the top 10% of the least deprived. The proportion of households within Christchurch with an income of less than £15,000 (28.9%) does suggest affordability will be an issue affecting repair and improvement in the private sector dwelling stock.

Table 3.4 Gross mean and median weekly income by tenure

Tenure	Christchurch HCS 2010 (Mean)	England 2009 (Mean)
Owner occupied	£500	£750
Privately rented	£490	£550
Social Housing	£260	£290
Average	£480	£640

Source: 2011 House Condition Survey & EHS 2009

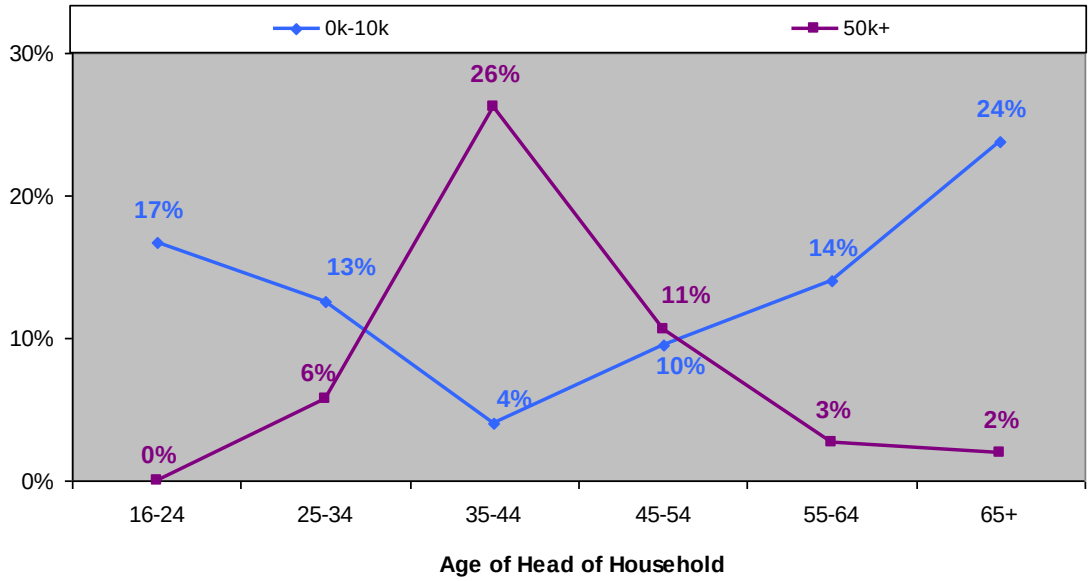
3.5.3 These figures demonstrate that recent average incomes for heads of household and where appropriate their partner in Christchurch were lower than the averages for England. The owner occupied tenure group had average incomes that were 33% lower than the national average with the privately rented tenure group also being 11% lower and the RSL tenure group 10% lower.

3.6 Income and age of head of household

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

3.6.2 Figure 3.3 illustrates that low income (annual household income below £10,000 per annum) was strongly associated with the older age group (65 years and older), followed by the 16 to 24 age group (17%). High incomes were predominantly associated with households aged between 35 to 54 years. This pattern suggests that the greatest need for assistance to vulnerable occupiers is at the oldest end of the age range.

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



Source: 2011 House Condition Survey

3.7 Gross income and household type

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

Table 3.5 Low and high household incomes by household type

Household Type	Low income (household income less than £10,000 per annum)	Medium income (household income £10,000 - £30,000 per annum)	High income (household income above £30,000 per annum)
Couple no Dependent Child	2%	63%	35%
Couple with Dependent Child	3%	29%	68%
Lone parent with dependent child	17%	72%	11%
One person household	32%	63%	5%
Other multi-person household	14%	81%	5%

Source: 2011 House Condition Survey

3.7.2 Table 3.5 shows that clear associations exist. One person households were most strongly associated with low incomes, followed by lone parents with dependent child and other multi-person households. Couple with dependent child households had greater proportions of higher incomes followed by couples with no dependent child.

3.8 Gross income and residents with disabilities

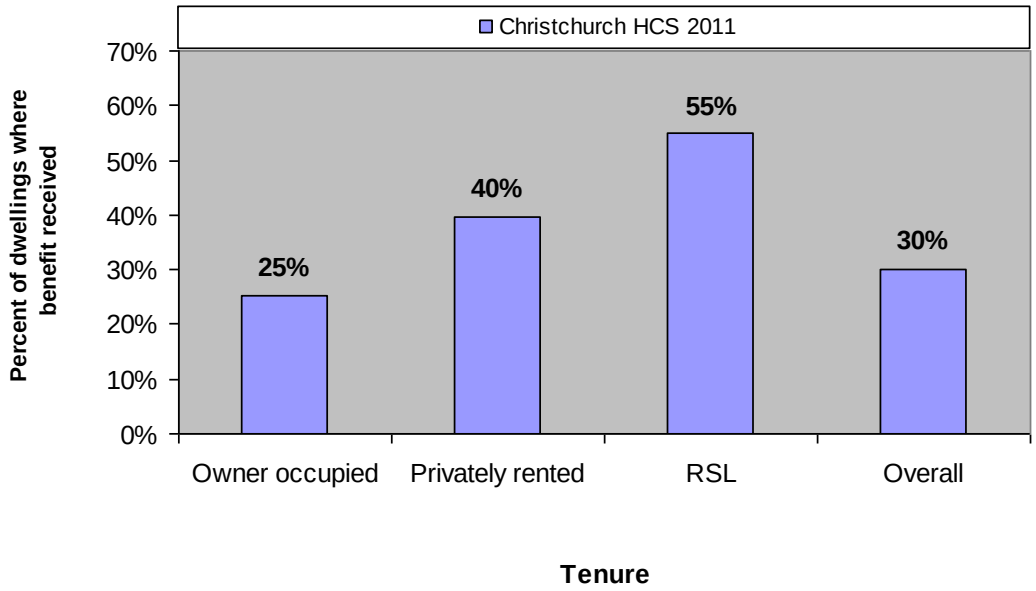
3.8.1 It is important to note that this survey used a broad definition of disabled person. This included residents that were frail elderly, as well as registered disabled persons and other persons with a disability.

3.8.2 When looking at the association between disability and income, 18.0% or 810 dwellings with a disabled resident had a household income below £10,000 per annum, the proportion being substantially higher than for dwellings where there was no person with a disability (11.8%). The residents of these dwellings may not only have had physical difficulty dealing with repairs, but may not be able to afford alternative, more suitable accommodation provision. This will create a requirement, where there is an assessed need, for a package of assistance to meet those needs.

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 benefits (see 4.10.2). Overall 6,740 (30%) households were estimated to be in receipt of a benefit. At the national level 17% of private sector households had at least one resident in receipt of a benefit, which is much lower than that found within this survey. The distribution of benefit receipt by tenure showed the highest proportion, by a significant margin, for the RSL tenure group (55%) followed by the privately rented sector at 40% compared with 25% in the owner occupied sector.

Figure 3.4 Benefit receipt by tenure



Source: 2011 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; Government guidance focuses on local authorities moving towards facilitating loans/equity release rather than giving grants when offering financial assistance to householders.

3.10.2 The average value of a dwelling in Christchurch was £265,000. This figure was based on the average sale prices in Christchurch compiled by the Land Registry from January to March 2011.

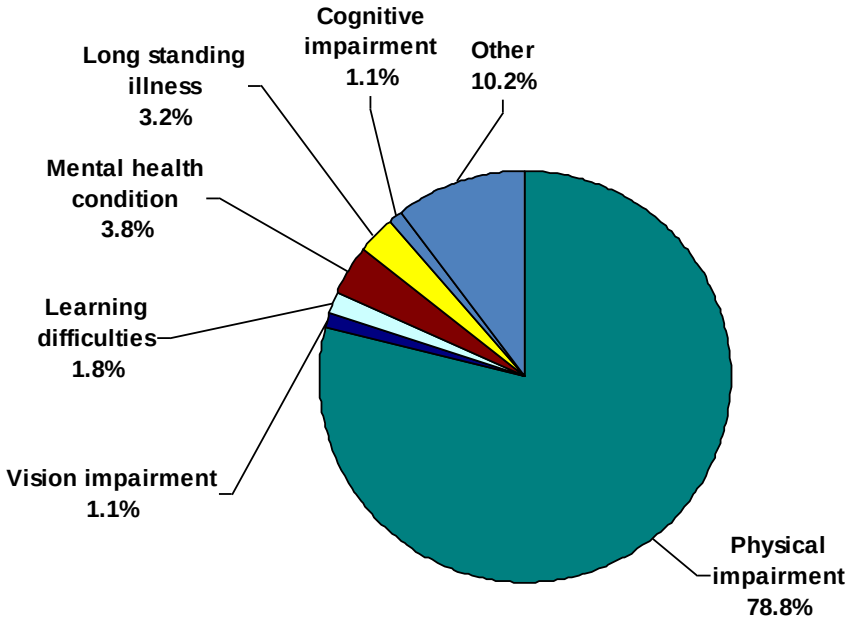
3.10.3 The average mortgage level for owner-occupied dwellings in Christchurch, based upon occupier responses, was £89,000 resulting in an average equity of £176,000 per dwelling using the Land Registry average value.

3.10.4 The average value as assessed by the respondents, in vulnerable owner occupied households living in non-decent homes was £300,000, with an average mortgage level of £92,000, giving an average equity level of £208,000. This would appear to provide more than sufficient means to pay for non-decency work which is an average of £4,070 (see Table 4.11).

3.11 Residents with disabilities

3.11.1 Residents were asked if any member of the household suffers from a long term illness or disability. It was estimated from the results of this question that 4,500 (20.1%) occupied dwellings had at least one resident with a long term illness or disability. Residents were further asked to choose the condition that best described their disability and the Figure 3.5 illustrates the results of this. Table 3.6 breaks the disability type down by age of head of household and clearly shows that rate are highest for those aged 65 and over.

Figure 3.5 Residents with disabilities by type



Source: 2011 House Condition Survey

Table 3.6 Disability type by age of head of household

Disability description	16-24	25-34	35-44	45-54	55-64	65+
Able bodied	100.0%	93.1%	95.2%	80.4%	87.7%	67.0%
Physical impairment	0.0%	2.4%	1.7%	13.7%	9.5%	27.7%
Vision impairment	0.0%	0.0%	0.0%	0.0%	0.0%	0.5%
Learning difficulties	0.0%	0.0%	0.0%	1.1%	0.0%	0.5%
Mental health condition	0.0%	4.5%	0.0%	1.9%	0.3%	0.3%
Long standing illness	0.0%	0.0%	1.3%	0.0%	0.0%	1.1%
Cognitive impairment	0.0%	0.0%	0.0%	1.1%	0.4%	0.0%
Other	0.0%	0.0%	1.8%	1.9%	2.1%	2.7%
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Source: 2011 House Condition Survey

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

3.12 Adaptations/Equipment

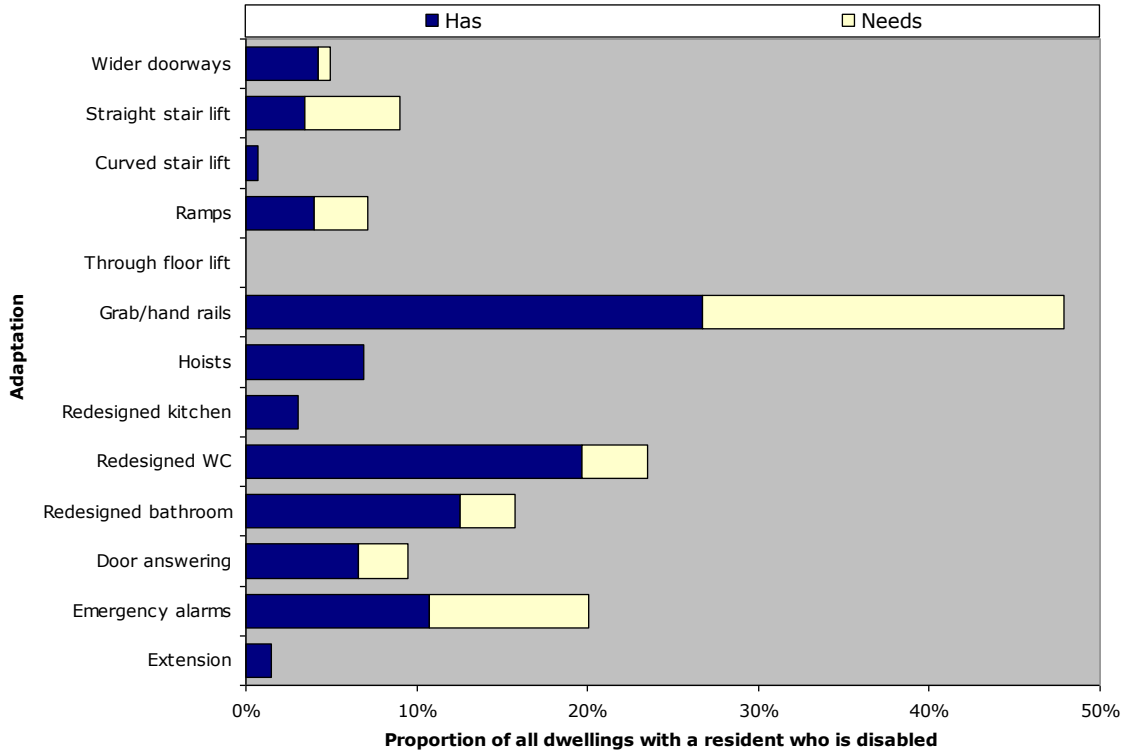
3.12.1 Where it was indicated that a member of the household suffered from a long term illness or disability, the survey form included a section regarding the existing

provision of adaptations or equipment and also whether the occupier felt there was the need for further adaptations or equipment.

3.12.2 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 certain factors that mitigate this demand: firstly, DFGs are subject to means testing, except for adaptations for children and the provision of equipment, and secondly, there needs to be an assessment by an Occupational Therapist who will consider whether an adaptation is necessary and a further assessment will be undertaken by the authority to establish if any recommended adaptations can be reasonably and practically undertaken taking into account the age and condition of the dwelling.

3.12.3 Figure 3.6 illustrates the proportion of dwellings, with residents who had existing adaptations/equipment and their perceived need for further adaptations or equipment; although it should be made clear that the following needs data has not been included as a direct result of a formal assessment of need. The chart is broken down by adaptation type.

Figure 3.6 Disabled adaptations/equipment present and required



Source: 2011 House Condition Survey

3.12.4 Figure 3.6 shows that grab/hand rails had the highest level of current provision, present in 26.7% of dwellings occupied by a resident with a disability, followed by a redesigned WC at 19.7%. The most needed was again grab/hand rails (21.2%) followed by the provision of an emergency alarm system (9.3%).

3.12.5 Table 3.7 takes the figures for adaptations/equipment a step further and looks at the numbers of adaptations/equipment needed and the associated costs. Costs are estimated averages for each of the elements listed below. As a full test of

resources is the only accurate way of providing a figure for costs after means testing, where applicable, some assumptions have been made in order to provide an estimated figure, with those on an income of less than £10,000 assumed to have a nil contribution, those on an income of between £10,000 and £25,000 having a 50% contribution and those on an income above that paying the full amount.

Table 3.7 Cost of adaptations for residents with disabilities

Adaptations and equipment	Adaptations and equipment *	Adaptation and equipment Cost	Cost after means testing
Wider doors	30	£37,000	£18,000
Straight s lift	260	£766,000	£245,000
Ramps	150	£369,000	£120,000
Grab/hand rails	980	£490,000	£169,000
Redesigned WC	180	£444,000	£0
Redesigned bath	150	£754,000	£201,000
Door answer	140	£411,000	£127,000
Emergency alarms	430	£431,000	£180,000
Total	**2,320**	**£3,702,000**	**£1,060,000**

**Figures are for numbers of adaptations/equipment, some dwellings may need multiple provision*
Source: 2011 House Condition Survey

3.12.6 The total cost of all adaptations and equipment that could potentially be fitted to benefit residents with a disability was just over £3.7 million. When the estimated means testing had been applied this total reduced to just under £1.1 million, which reflects the fact that there are some residents with disabilities with average or above average incomes.

3.12.7 It should be considered that two factors will affect the £1.1 million in terms of DFGs. Firstly, the figure does not contain any reduction for occupiers that would not be considered after a visit by an occupational therapist, as this cannot easily be factored in. Secondly, many of the residents may not have been aware of the need for an adaptation, may not have wanted an adaptation or may not have been aware that DFGs are available. The £1.1 million figure is an estimate of the amount that would need to be spent by the authority on adaptations, although this would be spread over a period of five years.

3.12.8 The figure is, however, indicative only and could vary substantially if there are significant adaptations for children (applications for which are no longer subject to the test of resources), which would significantly increase the authorities overall contribution. The figure does, however, give some indication of the potential demand for DFG that should be taken into account when considering future DFG budgets.

3.13 Owner occupiers plans to repair their property

3.13.1 Owner occupiers were asked whether they were aware of any defects requiring remedial work to their property, how much they estimated this work would cost and whether or not they would be interested in considering a number of funding options to undertake the works.

3.13.2 The great majority of owner occupiers (89.6%) indicated that they were not aware of any defects requiring repair to their property. It is interesting to note that 3.8% of those actually failed the repair criterion of the Decent Homes standard. Some 1,840 (10.4%) said that they were aware of the defects. Table 3.8 shows the costs estimated by occupiers for the work put into cost bands:

Table 3.8 Owner occupiers estimated cost of improvement works

Improvement Cost Band	Percentage
£1 to £4,999	74.0%
£5,000 to £9,999	19.1%
£10,000 to £14,999	3.1%
£15,000 to £19,999	2.8%
£20,000 to £24,999	1.0%
£25,000 +	0.0%

Source: 2011 House Condition Survey

3.13.3 The vast majority (74.0%) said that the work would cost under £5,000, with the bulk of the remainder saying the work would cost between £5,000 and £9,999 (19.1%).

3.13.4 Table 3.9 illustrates the responses by owner occupied residents that were aware of defects requiring repair, when asked if they would be interested in a range of funding options from the Council to assist their ability to undertake those works.

Table 3.9 Owner occupied residents prepared to consider funding from the Council

Option	Yes %
Zero interest loan	27.1%
Flexible loan	8.4%

Source: 2011 House Condition Survey

3.13.5 A zero interest loan had the greatest interest at 27.1% followed by a flexible loan at 8.4%.

3.13.6 1.1% of residents said that they had received a previous Council loan/grant.

3.14 Security

3.14.1 All residents were asked if a range of security measures had been fitted to their property. Table 3.10 gives a breakdown of residents' responses to these questions.

3.14.2 The two highest levels of provision were door deadlocks (69.0%) and window locks (68.9%). Alarms were present in 20.4% of dwellings.

Table 3.10 Security measures present in property

Secure Doors (Deadlock)	Door Viewers	Door Chains	Secure Windows (locks)	Alarms
15,980	8,460	7,260	15,960	4,720
69.0%	36.5%	31.4%	68.9%	20.4%

Source: 2011 House Condition Survey

3.15 Smoke and Carbon Monoxide detectors

3.15.1 Most properties had a smoke detector present (97.5%), with the vast majority of those being properly sited (97.8%). Of the 22,580 dwellings with a smoke detector, 3,770 or 16.7% were mains wired.

3.15.2 Carbon monoxide detectors were present in 2,920 or 12.6% of dwellings.

3.16 Ethnic origin, nationality and other social characteristics

3.16.1 Residents were asked to specify the majority ethnic origin type within their household and the results are given in Table 3.11.

Table 3.11 Ethnic origin

Ethnic Origin	Households	Per cent*
White British	21,720	96.9%
White Irish	140	0.6%
White Other	0	0.0%
White/Black Caribbean	240	1.1%
White/Black African	20	0.1%
White/Asian	50	0.2%
Other mixed	80	0.4%
Indian	0	0.0%
Pakistani	40	0.2%
Bangladeshi	0	0.0%
Asian Other	20	0.1%
Black Caribbean	0	0.0%
Black African	0	0.0%
Black Other	0	0.0%
Chinese	0	0.0%
Gypsy/Romany/Irish Traveller	20	0.1%
Other	70	0.3%
Total	**22,400**	**100%**

Source: 2011 House Condition Survey
**Taken from survey results and not based on ONS data which is not comparable*

3.16.2 The majority of households described their ethnic origin as being predominantly White British (96.9%). Proportionately, therefore, the other ethnic groups represent only 3.1% of private sector households. As the other ethnic groups, individually, were represented at such low levels they are not sufficiently statistically robust enough to allow meaningful comparisons to be made.

3.17 Overcrowding

3.17.1 In the ODPM report Overcrowding in England: the national and regional picture it stated that "Households that are statutorily overcrowded are so rare that a reliable estimate of numbers cannot be produced at a national (England) level even using data from the Survey of English Housing and the 2001 English House Condition Survey, which are relatively large surveys. It follows that estimates for individual regions cannot be produced using these sources".

3.17.2 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 Christchurch.

3.17.3 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.

3.17.4 In the Court of Appeal case Elrify v. City of Westminster Council (2007) it was established that both of the Housing Act measurements must be calculated to establish if a statutory overcrowding situation existed.

3.17.5 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.

3.17.6 If the Housing Act overcrowding measurement is taken, the estimated level of overcrowding is shown in Table 3.12:

Table 3.12 Statutory measurement of overcrowding

Area	Overcrowded	Not Overcrowded
Central	2.8%	97.2%
East	1.1%	98.9%
West	0.5%	99.5%
Rural	2.1%	97.9%
Christchurch	**1.6%**	**98.4%**

Source: 2011 House Condition Survey

3.17.7 Looking at the Survey of English Housing bedroom standard of occupation density, Table 3.13 shows the figures:

Table 3.13 Bedroom standard measurement of overcrowding

Area	Overcrowded	Not overcrowded
Central	3.3%	96.7%
East	2.2%	97.8%
West	1.5%	98.5%
Rural	2.1%	97.9%
Christchurch	**2.4%**	**97.6%**

Source: 2011 House Condition Survey

3.17.8 The bedroom standard (2.4%) had a higher overall rate than the statutory standard (1.6%) which is to be expected as the bedroom standard uses a more limited room indicator of occupation density. It must, however, be taken in the context described by the ODPM report mentioned above that a reliable estimate of numbers cannot be produced. Both these systems resulted in an estimated total of between 380 and 550 overcrowded dwellings within the Council area. However, all the data relating to overcrowding should be treated with caution.

3.17.9 For both the bedroom standard (3.3%) and the statutory standard (2.8%), the Central sub-area had the highest rates.

3.17.10 Sections 139 to 144 of the Housing Act 2004 relate to the service of an overcrowding notice. It applies to an HMO if it has no interim or final management order in force and it is not required to be licensed under Part 2 of the Act. 20 HMOs were estimated to be overcrowded.

3.17.11 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 across all dwelling types and ages is 1 in 8,000, showing the low average potential for harm. No dwellings during the survey were scored under this heading.

3.18 Housing Need

3.18.1 Respondents were asked if they considered themselves to be in housing need and if so did they think that the only way that their housing need could be met would be by either improving/adapting their home or by moving.

3.18.2 Of the 22,440 occupied swellings, 3,170 (14.1%) of the main households thought that they had a housing need. Of these 4.5% thought it could only be met by improvements or adaptations, 21.4% that it could only be met by moving and 74.1% thought that neither of the two options would resolve the need. Of those that thought that moving would resolve the need, 66.6% indicated that the cost of housing was preventing them from moving. Table 3.14 provides a breakdown of the results.

Table 3.14 Main households housing need

Main household in need	Only met by Improvements/ adaptations	Only met by moving	No to both	If only met by moving is housing cost stopping them from moving?
3,170	143	678	2,348	452
14.1%	4.5%	21.4%	74.1%	66.6%

Source: 2011 House Condition Survey

3.18.3 Respondents were asked if there were other people living at the dwelling who were likely to move into their own separate accommodation in the next 5 years, with 970 heads of household indicating that there were. 810, dwellings had one separate household, 120 had two separate households and 40 had three. The

following information providing a breakdown of the separate households and their preferences.

Table 3.15 When are they planning to move?

Planning to move	Now	In 1 Year	1-2 Years	2-5 Years	Total	No of Households
Household 1	10.8%	6.7%	26.1%	56.4%	100%	810
Household 2	0.0%	0.0%	42.1%	57.9%	100%	120
Household 3	0.0%	51.8%	0.0%	48.2%	100%	40
All households	**9.1%**	**7.6%**	**27.1%**	**56.2%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.4 The majority of households had an intention to move within the next 2 to 5 years (56.2%). This was highest in dwellings with two separate households (57.9%).

Table 3.16 Are the costs of housing preventing them from staying in the area?

Housing affordability	No	Yes	Total	No of Households
Household 1	41.4%	58.6%	100%	810
Household 2	14.8%	85.2%	100%	120
Household 3	100.0%	0.0%	100%	40
All households	**40.3%**	**59.7%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.5 Respondents were asked if they wanted to stay in the area but could not due to the cost of housing either to buy or to rent with 59.7% indicating that this was an major consideration, again being highest in dwellings with two separate households (85.2%).

Table 3.17 Where do they want to live?

Where households want to live	Christchurch	East Dorset	Dorset	Elsewhere in UK	Abroad	Total	No of Households
Household 1	57.2%	13.1%	12.6%	7.8%	9.2%	100%	810
Household 2	72.7%	27.3%	0.0%	0.0%	0.0%	100%	120
Household 3	0.0%	51.8%	0.0%	48.2%	0.0%	100%	40
All households	**57.0%**	**16.4%**	**10.6%**	**8.4%**	**7.7%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.6 The majority of separate household wanted to stay within the Christchurch area (57%) with 16.4% intending to stay within the East Dorset area.

Table 3.18 Number of bedrooms preferred

No of bedrooms preferred	1	2	3	4	5	Total	No of Households
Household 1	59.8%	40.2%	0.0%	0.0%	0.0%	100%	810
Household 2	57.9%	42.1%	0.0%	0.0%	0.0%	100%	120
Household 3	51.8%	48.2%	0.0%	0.0%	0.0%	100%	40
All households	**59.3%**	**40.7%**	**0.0%**	**0.0%**	**0.0%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.7 The vast majority were looking for one bedroom accommodation (59.3%) and 40.7% two bedrooms.

Table 3.19 Type of accommodation preferred

Dwelling type preferred	Flat	House	Bungalow	Caravan	Mobile Home	Total	No of Households
Household 1	89.6%	10.4%	0.0%	0.0%	0.0%	100%	810
Household 2	100.0%	0.0%	0.0%	0.0%	0.0%	100%	120
Household 3	100.0%	0.0%	0.0%	0.0%	0.0%	100%	40
All households	**91.3%**	**8.7%**	**0.0%**	**0.0%**	**0.0%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.8 By far, the most popular type of accommodation was a flat (91.3%).

Table 3.20 Does household have any children?

Does household have children?	No	Yes	Total	No of Households
Household 1	78.2%	21.8%	100%	810
Household 2	100.0%	0.0%	100%	120
Household 3	100.0%	0.0%	100%	40
All households	**81.8%**	**18.2%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.9 The majority of separate households (81.8%) had no children.

Table 3.21 Type of tenure preferred

Tenure type preferred	Owner Occupier	Privately Rented	Affordable Rent	Shared Ownership	Total	No of Households
Household 1	15.3%	78.0%	6.7%	0.0%	100%	810
Household 2	15.9%	42.1%	42.1%	0.0%	100%	120
Household 3	48.2%	51.8%	0.0%	0.0%	100%	40
All households	**16.6%**	**72.5%**	**10.9%**	**0.0%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.10 Possibly due to the cost of housing being an issue with 59.7% of separate households, 72.5% were looking to the private rented sector for accommodation when they moved.

Table 3.22 Type of housing preferred

Type of housing preferred	Ordinary	Sheltered	Supported	Extra Care	Residential	Total	No of Households
Household 1	97.8%	2.2%	0.0%	0.0%	0.0%	100%	810
Household 2	100.0%	0.0%	0.0%	0.0%	0.0%	100%	120
Household 3	100.0%	0.0%	0.0%	0.0%	0.0%	100%	40
All households	**98.2%**	**1.8%**	**0.0%**	**0.0%**	**0.0%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.11 General purpose housing was the most popular choice at 98.2%.

Table 3.23 Are they on the Council's housing register?

On Council's housing register	No	Yes	Total	No of Households
Household 1	93.6%	6.4%	100%	810
Household 2	85.2%	14.8%	100%	120
Household 3	100.0%	0.0%	100%	40
All households	**92.8%**	**7.2%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.12 92.8% of the separate households were not registered on the Council's housing register.

Table 3.24 Annual income

Annual income	£0-5K	£5K-10K	£10K-15K	£15-20K	£20-25K	Refused	Total	No of Households
Household 1	19.3%	12.6%	10.6%	17.0%	15.1%	25.4%	100%	810
Household 2	27.3%	0.0%	27.3%	0.0%	14.8%	30.6%	100%	120
Household 3	0.0%	0.0%	100.0%	0.0%	0.0%	0.0%	100%	40
All households	**19.6%**	**10.5%**	**16.1%**	**14.2%**	**14.5%**	**25.1%**	**100%**	**970**

Source: 2011 House Condition Survey

3.18.13 46.2% of separate households had an income of less than £15,000 and 60.4% less than £20,000, with none having an income or more than £25,000, making affordability a real issue.

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 Obligations under the Decent Homes Standard were originally directed solely at the social housing sector. Under "The Decent Homes Target Implementation Plan" June 2003 – as modified April 2004, the ODPM outlined its commitments under Public Service Agreement (PSA) 7. These stated that PSA 7 will have been met if:

- There is a year on year increase in the proportion of vulnerable private sector households in decent homes;
- If the proportion of vulnerable private sector households in decent homes is above 65% by 2006/07.
- If the proportion of vulnerable private sector households in decent homes is above 70% by 2010/11.
- If the proportion of vulnerable private sector households in decent homes is above 75% by 2020/21.

4.1.4 Following the Comprehensive Spending Review in 2007, the Government scrapped the PSA7 target (effective from 1 April 2008). However, information on this is still provided to allow the authority to monitor progress against this former target.

4.1.5 As a result of this, the survey collected adequate and appropriate data to allow the judgement of dwellings across all tenures against the Decent Homes Standard.

4.2 Change of emphasis and the Housing Act 2004

4.2.1 Whilst the changes under the revised definition and guidance for the decent homes standard apply, there was a change in Criterion A of the standard from April 2006. Prior to this change, Criterion A used the Housing Fitness Standard as the measure of whether a dwelling meets the minimum legal standard. From April 2006 the Housing Health and Safety Rating System (HHSRS) under Part 1 of the Housing Act 2004 replaced the former statutory fitness standard.

4.2.2 The HHSRS system assesses "hazards" within dwellings and categorises them into Category 1 and Category 2 Hazards. Local housing authorities have a duty to take action to deal with Category 1 Hazards. The Housing Health and Safety Rating System also applies to the Decent Homes Standard – if there is a Category 1 hazard at the property it will fail Criterion A of the standard.

4.2.3 A detailed definition of the Housing Health and Safety Rating System are given in the following chapter.

4.3 The meaning of non-decency

4.3.1 Some local authorities raised concerns over the term 'non-decent', which tends to conjure up images of dilapidated houses and serious disrepair issues. It is the case, however, that a dwelling can fail the Decent Homes Standard on a single item, such as the heating system, whilst being in a very good state of repair. The owner of such a property may well not think that there is anything wrong with their home.

4.3.2 It is possible to regard the Decent Homes Standard as an ideal standard or a level to aspire to. In practice, it is a relatively low standard and failure to meet the standard should be regarded as a trigger for action. In some cases, however, it may not be practical to make a dwelling decent and it may also not be in the best interests of the occupiers to do so. Guidance for the social sector on recording of outcomes recognises that there may be instances where it is appropriate to record cases as decent where work to achieve only partial compliance with the standard has been achieved, or where non compliance results from the occupier refusing to have work carried out.

4.4 Overall level of non-decency

4.4.1 Based on the House Condition Survey data 4,490 dwellings (19.4%) were classified as non-decent. In England as a whole the rate was 30.4% (owner occupied, privately rented and RSL stock) making the Christchurch rate substantially lower than the national average. The all England figure was taken as the proportion of non-decent private sector dwellings from the EHS 2009. When the HHSRS for Criterion A was used for the first time in the EHCS 2006, a significant increase in Criterion A failure (homes not meeting the statutory component of the Decent Homes standard) was recorded. This rose from just over 4% under the former fitness standard to 22.4% under the HHSRS Category 1 hazard rate, increasing the overall non-decency rate from 26.8% for privately occupied dwellings in 2005 to 35.3% in 2006.

4.4.2 The Decent Homes Standard contains 4 criteria. Table 4.1 gives an overall breakdown of the reasons for failure and includes comparative proportions from the East Dorset 2008 stock condition survey, with Table 4.2 the reasons by tenure for Christchurch only:

Table 4.1 Reasons for failure of dwellings as a decent home

Reason	Dwellings	Percent (of non-decent)	Percent (of stock)	East Dorset 2008	Percent (EHS 2009)
Category 1 hazard dwellings	1,970	43.9%	8.5%	9.8%	20.8%
In need of repair	1,130	25.2%	4.9%	4.8%	6.0%
Lacking modern facilities	330	7.4%	1.4%	1.1%	2.8%
Poor degree of thermal comfort	2,220	49.5%	9.6%	14.7%	10.6%
Non-decency total	**4,490**		**19.4%**	**22.4%**	**30.4%**

Source: 2011 House Condition Survey, the EHS 2009 & 2008 East Dorset House Condition Survey

Table 4.2 Reasons for failure of dwellings as a decent home by tenure

Reason	Owner Occupied		Privately Rented		RSL	
	Dwellings	Percent (of stock)	Dwellings	Percent (of stock)	Dwellings	Percent (of stock)
Category 1 hazard dwellings	1,450	8.0%	390	15.4%	120	5.1%
In need of repair	750	4.2%	300	11.6%	80	3.1%
Lacking modern facilities	220	1.2%	100	4.1%	0	0.0%
Poor degree of thermal comfort	1,170	6.4%	550	21.4%	500	20.4%
Non-decency total	**2,900**	**16.0%**	**1,000**	**39.0%**	**590**	**24.1%**

Source: 2011 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.

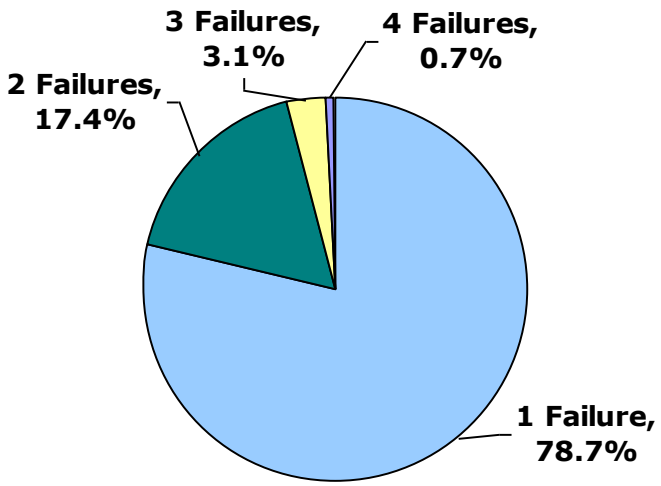
4.4.4 In Christchurch, the hierarchy of reasons for failure shows the highest rates were for thermal comfort failure (9.6%) and Category 1 Hazards (8.5%). At the national level Category 1 Hazards had the highest rate then followed by thermal comfort failure. Of the four Criterion, all of them had rates that were lower than their national comparators, reflecting the more modern stock found within Christchurch.

4.4.5 Prior to the reported data from the EHCS 2006 being published, which used the HHSRS for the first time, poor degree of thermal comfort was the primary reason for failure of the Decent Homes Standard. It should however, be borne in mind that excess cold was the main Category 1 Hazard reason for failure (see chapter 5) and this overlaps heavily with poor thermal comfort.

4.5 Numbers of failures per dwelling

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

Figure 4.1 Degree of failure of the Decent Homes Standard



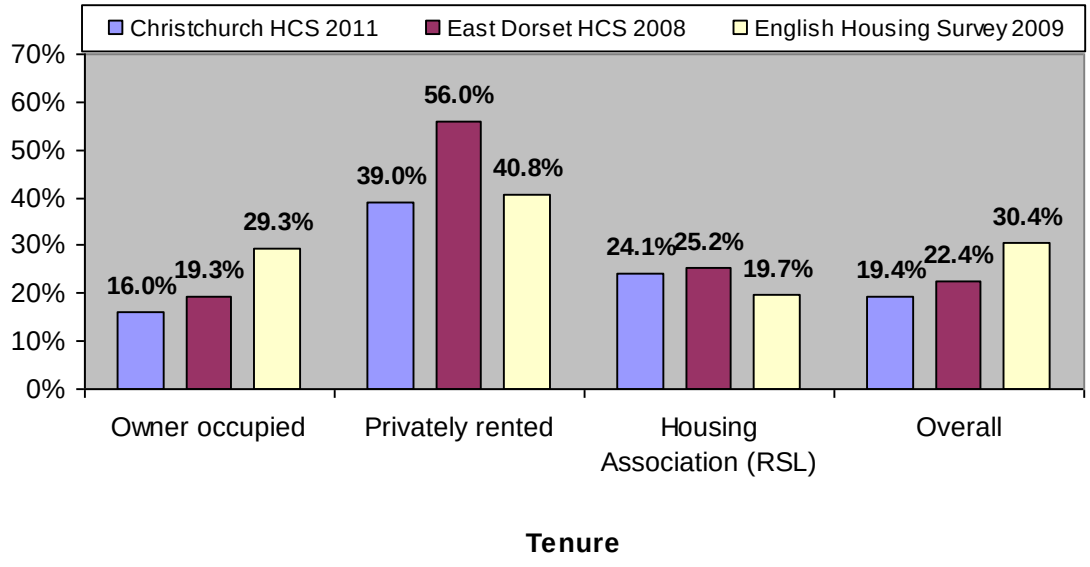
Source: 2011 House Condition Survey

4.5.2 The majority of failures were in respect of one criterion only, with the number of dwellings with two or more failures being 21.3%. A large proportion of the failures (87.2%) relate to heating/insulation issues, with the excess cold hazard and thermal comfort criterion being interlinked.

4.6 Non-decency by general characteristics

4.6.1 Figure 4.2 shows the proportions of non-decent private sector dwellings by tenure with the results following that found nationally; the rate in the private rented sector (39.0% or 1,000 dwellings) being higher than that found in the owner occupied sector (16.0% or 2,900 dwellings).

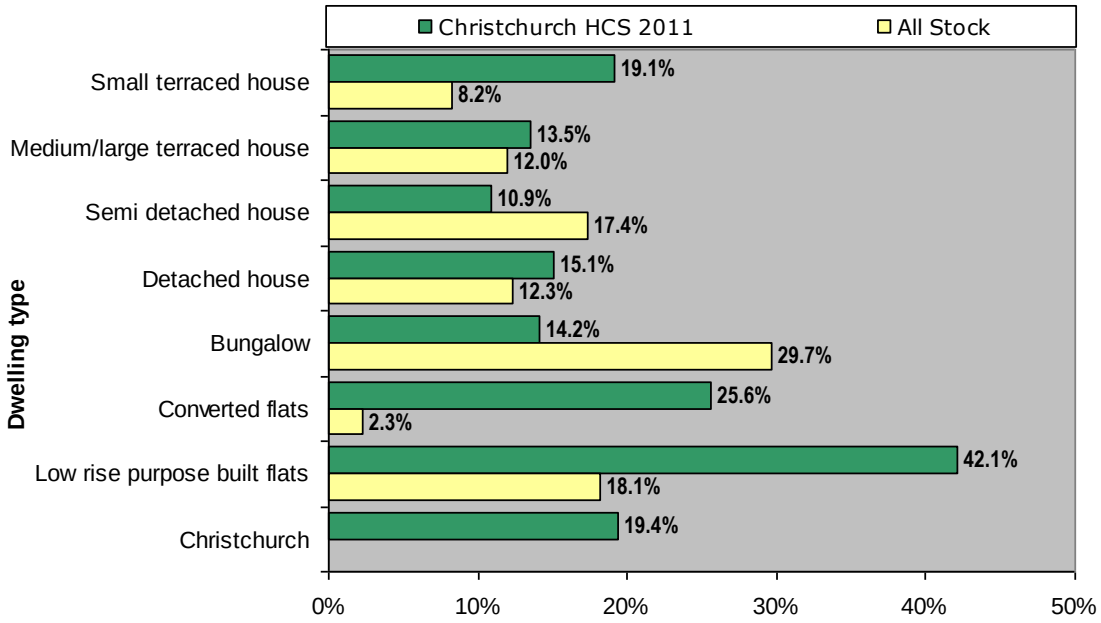
Figure 4.2 Tenure by non-decent dwellings



Source: 2011 House Condition Survey, the EHS 2009 & 2008 East Dorset House Condition Survey

4.6.2 Figure 4.3 examines decent homes failures by dwelling type.

Figure 4.3 Non-decent dwellings by dwelling type



Source: 2011 House Condition Survey

4.6.3 The highest rates of non-decency were found in low rise purpose built flats (less than 6 storeys) at 42.1%, followed by converted flats at 25.6%. However, converted flats only represent 2.3% of the stock or 540 dwellings. The next highest rate was found in small terraced houses (less than 70m^2) at 19.1% The lowest rate was found in semi-detached houses (10.9%).

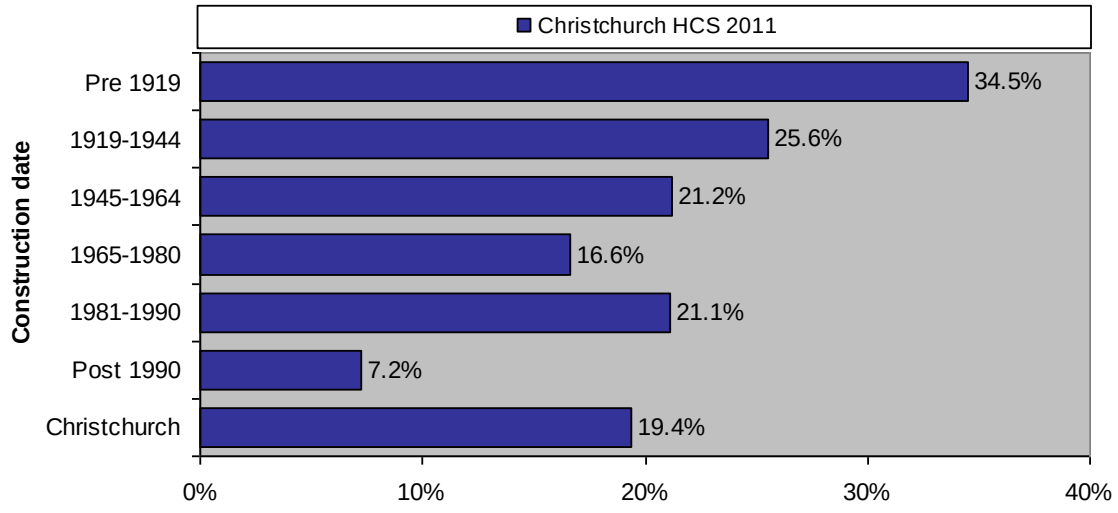
4.6.4 Table 4.3 provides a breakdown of non-decency failure by dwelling type and tenure.

Table 4.3 Proportion of non-decent dwellings by dwelling type

Dwelling type	Owner occupied		Privately rented		RSL		Non-decent	
	Dwellings	Rate	Dwellings	Rate	Dwellings	Rate	Dwellings	Proportion of non-decent
Small terraced house	230	62.6%	140	37.4%	0	0.0%	360	8.1%
Medium/large terraced house	290	76.3%	90	23.7%	0	0.0%	380	8.4%
Semi detached house	340	78.7%	70	15.9%	20	5.4%	440	9.8%
Detached house	380	87.9%	50	12.1%	0	0.0%	430	9.6%
Bungalow	800	82.0%	140	14.1%	40	3.9%	970	21.7%
Converted flats	30	24.0%	100	76.0%	0	0.0%	140	3.1%
Low rise purpose built flats	830	46.8%	410	23.3%	530	30.0%	1,770	39.4%
Christchurch	**2,900**	**64.5%**	**1,000**	**22.3%**	**590**	**13.2%**	**4,490**	**100%**

Source: 2011 House Condition Survey

Figure 4.4 Non-decent dwellings by date of construction

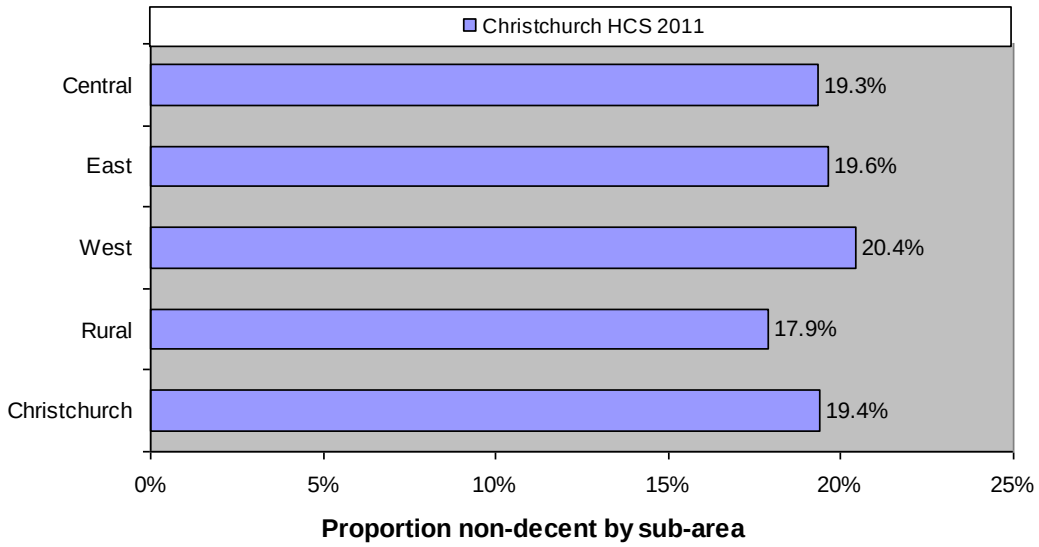


Source: 2011 House Condition Survey

4.6.5 As is commonly the case, the rate of failure of the Decent Homes Standard was highest in pre-1919 dwellings at 34.5%. A general trend of reducing rates with dwelling age is then followed although the 1981 to 1990 age group was above the trend line due to having the second highest rate of thermal comfort failure. The lowest rate was found in post-1990 dwellings (7.2%).

4.6.6 The distribution by sub-area is shown in Figure 4.5 with the distribution by sub-area and construction date shown in Table 4.4. The highest rate was recorded in the West sub-area at 20.4%, followed by the East sub-area at 19.6%, both being above the authority rate of 19.4%. The lowest rate was found in the Rural sub-area (17.9%), although it did have the highest rate of Category 1 Hazard failure (see Figure 5.5).

Figure 4.5 Non-decent dwellings by sub-area



Source: 2011 House Condition Survey

Table 4.4 Non-decency by construction date and sub-area

Construction date	Central	East	West	Rural
Pre 1919	3.6%	0.5%	1.0%	1.0%
1919-1944	1.0%	4.5%	9.3%	1.6%
1945-1964	2.8%	6.4%	2.5%	6.3%
1965-1980	4.7%	4.4%	6.6%	9.0%
1981-1990	4.9%	3.8%	0.0%	0.0%
Post 1990	1.3%	0.0%	2.2%	0.0%
Sub-area rate	**19.3%**	**19.6%**	**20.4%**	**17.9%**

Source: 2011 House Condition Survey

4.7 Cost to Remedy

4.7.1 Having determined the reasons for dwellings being classified as non-decent, it is possible to indicate what level of repairs / improvements would be needed to make all dwellings decent.

4.7.2 The cost to remedy non-decency was determined by examining the specific failures of each non-decent dwelling and determining the work necessary to make the dwelling decent. This was done for each criterion of the standard and Table 4.5 shows the cost distribution for all non-decent dwellings in the stock, with the costs being based on the assumption that only those items that cause dwellings to be non-decent are dealt with. Table 4.6 provides a breakdown by sub-area with East having the highest average cost at £4,490.

Table 4.5 Repair cost for non-decent dwellings by non-decency reason

Reason	Christchurch Total Cost (£ million)	Christchurch Average cost per non-decent dwelling (£)*	East Dorset 2008 Total Cost (£ million)	East Dorset 2008 Average cost per non-decent dwelling (£)*
Category 1 Hazard	£5.3	£2,690	£10.3	£2,720
Repair	£3.6	£3,180	£7.8	£4,200
Amenities	£5.4	£16,390	£3.7	£8,800
Thermal comfort	£3.0	£1,340	£7.7	£1,400
Total	**£17.3**	**£3,850**	**£29.4**	**£3,800**

** Rounded to nearest £10*
Source: 2011 House Condition Survey & 2008 East Dorset House Condition Survey

Table 4.6 Non-decency repair cost and average repair cost by sub-area

Reason	Central		East		West		Rural	
	Cost	Average	Cost	Average	Cost	Average	Cost	Average
Category 1 Hazard	£2.1	£4,360	£1.5	£2,270	£0.7	£1,710	£1.0	£2,400
Repair	£0.7	£5,630	£1.5	£2,500	£1.1	£3,740	£0.2	£2,490
Amenities	£0.2	£7,230	£4.4	£17,030	£0.7	£20,230	£0.0	£0
Thermal comfort	£1.2	£1,280	£0.9	£1,250	£0.3	£1,390	£0.6	£1,680
Total	**£4.3**	**£3,450**	**£8.4**	**£4,490**	**£2.8**	**£3,800**	**£1.8**	**£2,800**

** Rounded to nearest £10*
Source: 2011 House Condition Survey

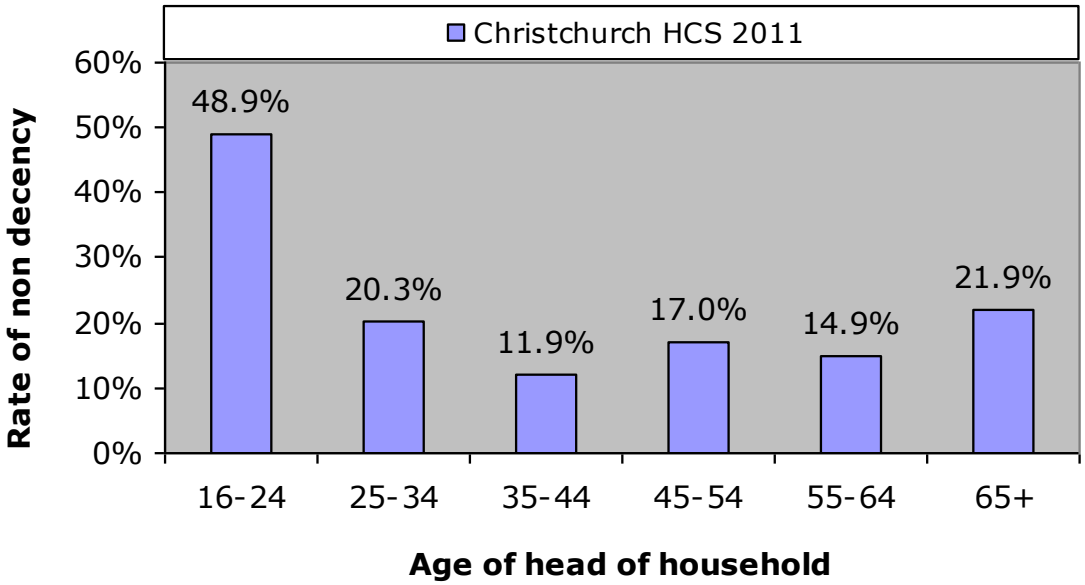
4.8 Age of Head of Household and non-decency

4.8.1 As part of the social survey a grid was filled in containing basic details for each of the residents in a dwelling, such as their age, working status, sex etc. It was left to residents to determine who was considered the head of the household, and therefore what the relationship between all other residents and the head was (e.g. spouse, child, parent, lodger etc).

4.8.2 Age of head of household is a useful indicator as it generally gives an impression of the age of the household and its profile; in addition dwelling conditions often vary according to age of head of household.

4.8.3 Figure 4.6 illustrates the relationship between the age of head of household and levels of non-decency. Within age groups, the highest proportionate rate of non-decency occurred where the age of head of household was aged 16 to 24 (48.9%) although as this was from the results of only 14 surveys it cannot be considered to be statistically significant. This was followed by the 65 and over age band (21.9%) and the 25 to 34 age band (20.3%). The lowest rate was found in the 35 to 44 age band at 11.9%.

Figure 4.6 Non-decency by age of head of household



Source: 2011 House Condition Survey

4.8.4 Table 4.7 includes a breakdown of the proportions of failure by age of head of household, within each of the non-decent criterion and the overall level of non-decency for each age band. Category 1 Hazards were highest in the youngest age band (16 to 24) at 26.9%, which also had the highest rate of disrepair (22.0%). Thermal comfort failure was more evident in dwellings where the age of the head of household was 65 and over (11.4% or 1,100 dwellings) with nearly a third of those (300) also having an excess cold Category 1 Hazard failure.

Table 4.7 Non-decency reasons by age of head of household

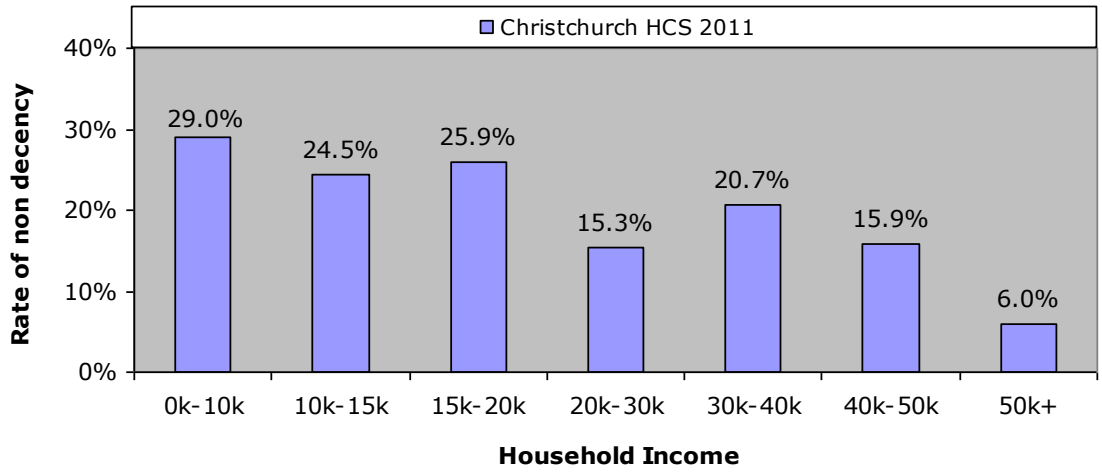
Age Band	Category 1 Hazard	Disrepair	Lacking modern facilities	Thermal comfort failure	Non-decent
16-24	26.9%	22.0%	0.0%	5.9%	48.9%
25-34	5.7%	3.2%	3.3%	9.3%	20.3%
35-44	8.1%	0.6%	0.0%	6.4%	11.9%
45-54	9.9%	5.2%	0.0%	8.8%	17.0%
55-64	5.7%	5.4%	0.0%	6.8%	14.9%
65+	9.2%	5.9%	1.8%	11.4%	21.9%

Source: 2011 House Condition Survey

4.9 Household income and non-decency

4.9.1 The relationship between income and non-decency can be analysed by combining household income figures with failures under the Decent Homes Standard. The largest proportion of dwellings found to be non-decent were occupied by households with an annual income of less than £10k (29.0%) followed by those with an income of between £15k and £20k (25.9%) and those with an income of between £10k and £15k (24.5%). The overall rate for those with an income of less than £15k was 26.6%. The lowest rates were found where household income was £50K or more (6.0%).

Figure 4.7 Non-decency by annual household income band



Source: 2011 House Condition Survey

4.9.2 Table 4.8 provides a breakdown of the proportions of failure by income, within each of the non-decent criterion and the overall level of non-decency for each income group. Category 1 Hazards were highest where income were below £10k which also had the highest rate for disrepair.

Table 4.8 Non-decency reasons by income

Income band	Category 1 Hazard	Disrepair	Lacking modern facilities	Thermal comfort failure	Non-decent
0k-10k	14.2%	11.8%	0.0%	13.4%	29.0%
10k-15k	8.1%	9.1%	3.3%	5.5%	24.5%
15k-20k	7.7%	6.9%	3.4%	14.8%	25.9%
20k-30k	8.9%	3.7%	1.6%	5.8%	15.3%
30k-40k	13.2%	7.5%	0.0%	1.8%	20.7%
40k-50k	6.8%	8.1%	0.0%	5.0%	15.9%
50k+	6.0%	0.0%	0.0%	4.4%	6.0%

Source: 2011 House Condition Survey

4.10 Private sector vulnerable occupier base-line

4.10.1 Up until the 1 April 2008, the government target for achieving decency standards in the private sector was that set by PSA7, which set a target of 65% of all dwellings occupied by vulnerable residents being made decent by 2006/07, with the baseline figure being measured against the results of the EHCS 2006-07. In practice, the most challenging target was the 70% to be met by 2010/11.

4.10.2 Vulnerable households are defined as those in receipt of the benefits listed below, certain of which are means tested:

- Income support
- Housing benefit
- Council tax benefit
- Income based job seekers allowance

- Attendance allowance
- Disabled living allowance
- Industrial injuries disablement benefit
- War disablement pension
- Pension credit
- Working tax credit (with a disability element) [total income < £16,190]
- Child tax credit [total income < £16,190]

4.10.3 In Christchurch, there were 5,420 private sector dwellings (owner occupied and privately rented) that were occupied by residents in receipt of one of the benefits listed above. Of these an estimated 1,290 were classified non-decent, which represents 23.8% of dwellings occupied by a vulnerable resident. Conversely this means that 76.2% were decent. The EHS 2009 found that 22.7% of private sector vulnerable households were living in non-decent homes.

4.10.4 On that basis Christchurch met the former national target for 2010/11 of 70% of vulnerable households to be living in decent homes.

4.10.5 The proportion of non-decent dwellings by sub-area has already been considered earlier.

4.10.6 Table 4.9 gives the numbers of non-decent dwellings within each sub-area and Table 4.10 includes a breakdown by each tenure group within each sub-area. Both Tables list the level of shortfall in terms of meeting the 70% target for vulnerable occupiers in the private sector.

4.10.7 The shortfall column considers the number of dwellings that need to be made decent within each sub-area and by each of the tenure groups in order to meet the 2010/11 former PSA7 target of 70% of vulnerable households living in decent homes, with a minus figure indicating that the target had been met. This shows that the West sub-area had a shortfall of 20 dwellings needing to be made decent in order to meet the target.

Table 4.9 Non-decent dwellings with vulnerable households by sub-area

Area	Vulnerable households in non decent dwellings	Percent vulnerable households in decent dwellings	Percent vulnerable households in non decent dwellings	Shortfall for vulnerable occupiers
Central	100	83.3%	16.7%	-80
East	680	75.0%	25.0%	-140
West	340	67.8%	32.2%	20
Rural	170	83.9%	16.1%	-150
Total	**1,290**	**76.2%**	**23.8%**	**-350**

Source: 2011 House Condition Survey

Table 4.10 Non-decent dwellings with vulnerable households by sub-area and tenure

Area	Tenure	Vulnerable households in non decent dwellings	Percent vulnerable households in decent dwellings	Percent vulnerable households in non decent dwellings	Shortfall for vulnerable occupiers
Central	Owner Occupied	30	91.7%	8.3%	-90
	Privately Rented	70	66.7%	33.3%	10
East	Owner Occupied	470	79.5%	20.5%	-220
	Privately Rented	210	50.0%	50.0%	80
West	Owner Occupied	300	67.3%	32.7%	20
	Privately Rented	40	71.4%	28.6%	0
Rural	Owner Occupied	170	79.5%	20.5%	-80
	Privately Rented	0	100.0%	0.0%	-70
Christchurch	Owner Occupied	970	78.0%	22.0%	-370
	Privately Rented	320	68.0%	32.0%	20
Total		**1,290**	**76.2%**	**23.8%**	**-350**

Source: 2011 House Condition Survey

4.10.8 The rates by tenure show that whilst the owner occupied sector had met the 70% target, there was a shortfall of 20 dwellings within privately rented dwellings, which had decency rate of 68.0% compared with 78.0% in owner occupied dwellings.

4.10.9 The overall cost to make the 1,290 non-decent homes occupied by vulnerable households decent was £5.4 million an average of £4,070 per dwelling.

Table 4.11 Repair cost by non-decency reason (vulnerable households)

Reason	Total Cost (£ million)	Cost per non-decent dwelling (£)
Category 1 Hazard	£1.5	£2,180
Repair	£1.0	£2,800
Amenities	£2.2	£15,840
Thermal comfort	£0.7	£1,420
Total	**£5.4**	**£4,070**

Source: 2011 House Condition Survey

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

5.1 Requirement to remedy poor housing

5.1.1 Formerly, under Part XI of the Housing Act 1985, local authorities had a statutory duty to take: 'The most satisfactory course of action', with regard to unfit dwellings and the Act was supported by relevant statutory guidance. A range of enforcement measures were available including service of statutory notices to make dwellings fit. Closure or demolition was only appropriate in the most extreme cases.

5.1.2 With owner occupied dwellings in particular, many local authorities looked to offer financial assistance, especially where owners were on low incomes. In the private rented sector enforcement action was much more likely in respect of unfit homes.

5.1.3 From April 2006 Part XI of the Housing Act 1985 was replaced by Part 1 of the Housing Act 2004, which repealed the former housing fitness standard and through statutory instruments and statutory guidance replaced it with the Housing Health and Safety Rating System.

5.1.4 As described in Appendix D, the Act differentiates between Category 1 and Category 2 Hazards. Local authorities have a duty to take 'the most appropriate course of action' in respect of any hazard scored under the HHSRS as Category 1 with discretionary powers to take action with Category 2 Hazards (which do not score past the threshold for Category 1). Further information on the HHSRS is given in Appendix D and below.

5.2 Definition of Hazards under the HHSRS and Category level

5.2.1 The Housing Health and Safety Rating System (HHSRS) replaced the former fitness standard and is a prescribed method of assessing individual hazards, rather than a conventional standard to give a judgment of fit or unfit. The HHSRS is evidence based – national statistics on the health impacts of hazards encountered in the home are used as a basis for assessing individual hazards.

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

- *Physiological Requirements* (e.g. damp & mould growth, excess cold, asbestos, carbon monoxide, radon, etc)
- *Psychological Requirements* (crowding and space, entry by intruders, lighting, noise)
- *Protection Against Infection* (domestic hygiene, food safety, personal hygiene, water supply)
- *Protection Against Accidents* (e.g. falls on the level, on stairs & steps & between levels, electrics, fire, collision…).

5.2.3 The HHSRS scoring system combines two elements: firstly, the probability that a deficiency (i.e. a fault in a dwelling whether due to disrepair or a design fault) will lead to a harmful occurrence (e.g. an accident or illness) and the spread of likely outcomes (i.e. the nature of the injury or illness). If an accident is very likely to occur and the outcome is likely to be extreme or severe (e.g. death or a major or fatal injury) then the score will be very high.

5.2.4 All dwellings contain certain aspects that can be perceived as potentially hazardous, such as staircases and steps, heating appliances, electrical installation, glass, combustible materials, etc. It is when disrepair or inherent defective design makes an element of a dwelling significantly more likely to cause a harmful occurrence that it is scored under the HHSRS.

5.2.5 Surveyors were required to score all hazards under the HHSRS and the survey form allowed for this. Excess Cold was modelled from survey data, at the individual dwelling level, in order to provide a more accurate picture for this hazard type. The modelling of excess cold hazards by use of SAP (energy efficiency) information was outlined in CLG guidance in June 2006 and has been used by the BRE as part of the housing stock projections for excess cold hazards.

5.2.6 The modelling of excess cold hazards is based on the use of the individual SAP rating for each dwelling, which is scaled to give a hazard score. Where a dwelling has a SAP rating of less than 35, this produces a category 1 hazard score.

5.2.7 The exact scores generated under the HHSRS can be banded into one of ten bands from A to J, with bands A to C being further defined as Category 1 Hazards and those in bands D to J as Category 2. The threshold score for a Category 1 Hazard is 1,000. As stated earlier, a Local Authority has a duty to deal with any Category 1 Hazards found and a discretionary power to deal with Category 2 Hazards. This survey focuses particularly on Category 1 Hazards, but describes all hazards, including Category 2, for comparative purposes.

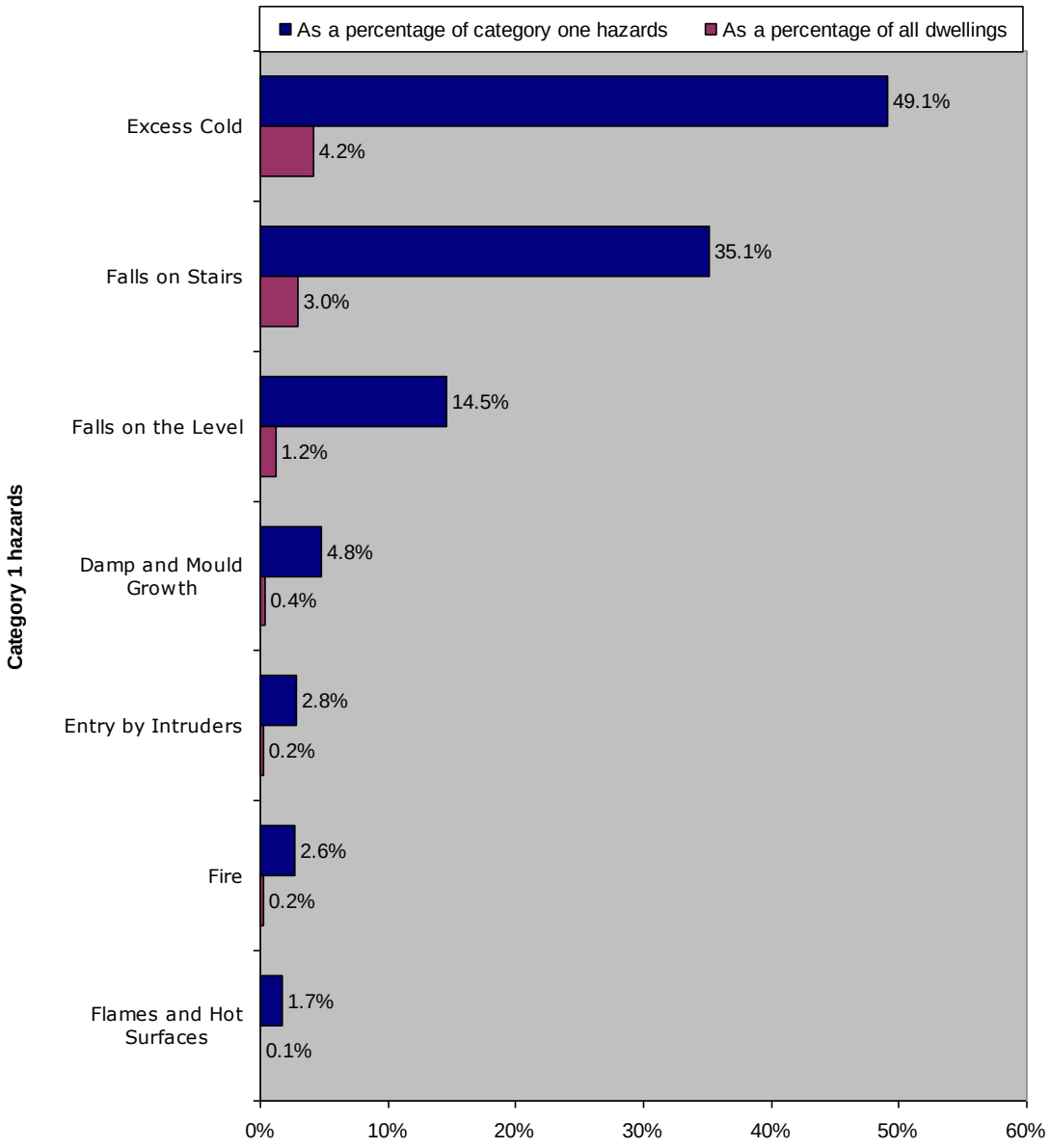
5.3 Overall dwelling conditions

5.3.1 The overall proportion of dwellings with a Category 1 Hazard in Christchurch was 8.5% compared with 20.8% (owner occupied, privately rented and RSL dwellings) found in the EHS 2009. This represented 1,970 dwellings across Christchurch with 1,440 being houses and 530 being flats.

5.4 Reasons for Category 1 Hazards

5.4.1 Figure 5.1 provides a breakdown of the proportions with a Category 1 Hazard by type and ranked highest to lowest. Note: the chart excludes those hazards where there was a nil return

Figure 5.1 Category 1 Hazards by reason



Source: 2011 House Condition Survey

5.4.2 The pattern by hazard shows excess cold as the most common hazard, present in 49.1% of Category 1 Hazard failure dwellings which represents 4.2% of the total stock. The next highest rate was for falling on stairs and then falling on level surfaces. This deviates from the national rates where falls on stairs had the highest rate then followed by excess cold and falls on level surfaces.

5.5 Severity of Category 1 Hazards

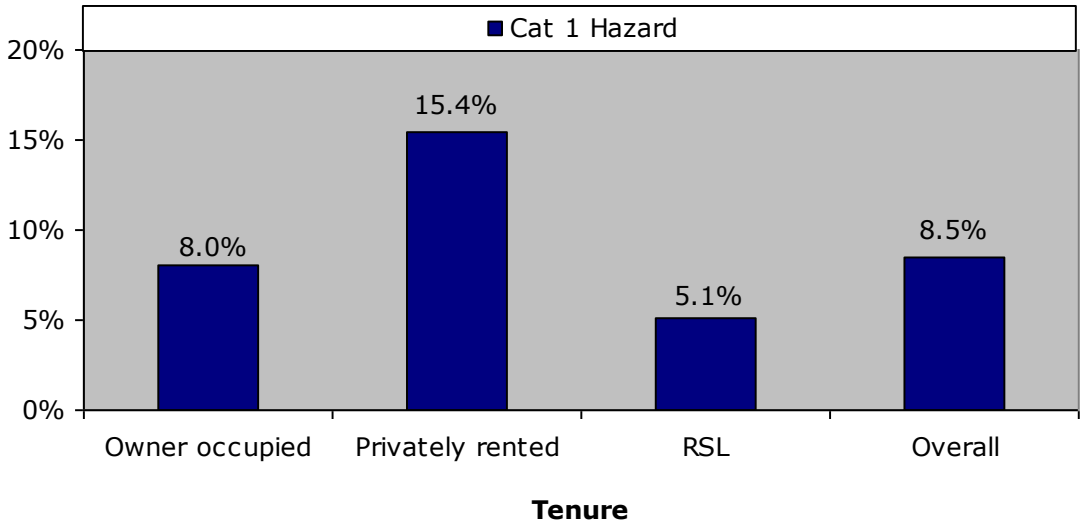
5.5.1 One indication of the severity of Category 1 Hazard failure is the number of items that a dwelling fails the standard on. Overall, only 8.9% (180 dwellings) had two or more Category 1 Hazards.

5.6 Category 1 Hazards by general characteristics

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

5.6.2 As is usually the case the highest rate of Category 1 Hazard failure was found in the privately rented stock at 15.4% compared with 8.0% in the owner occupied stock and 5.1% in the RSL stock.

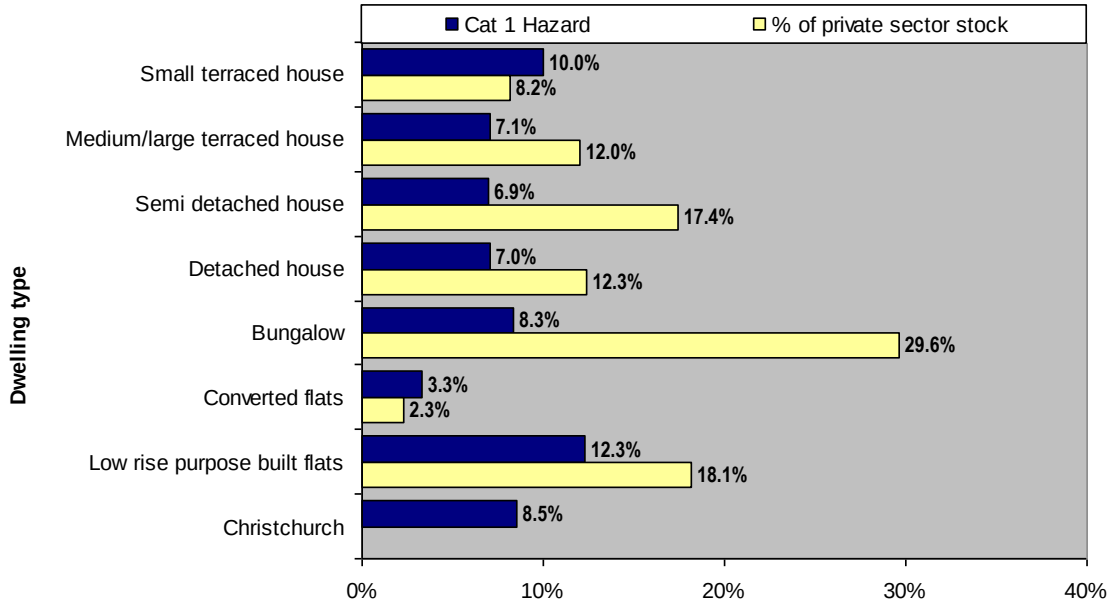
Figure 5.2 Rates of Category 1 Hazards by tenure



Source: 2011 House Condition Survey

5.6.3 Figure 5.3 shows the rates of Category 1 Hazards by build type. The highest rate was found in low rise purpose built flats (less than 6 storeys) at 12.3% followed by small terraced houses (less than 70m^2) at 10.0%. All of the other types had rates that were lower than the overall rate (8.5%), with the lowest rate being found in converted flats (3.3%).

Figure 5.3 Rates of Category 1 Hazards by building type



Source: 2011 House Condition Survey

5.6.4 Table 5.1 again shows the rates of Category 1 Hazard failure but this time ordered from highest to lowest.

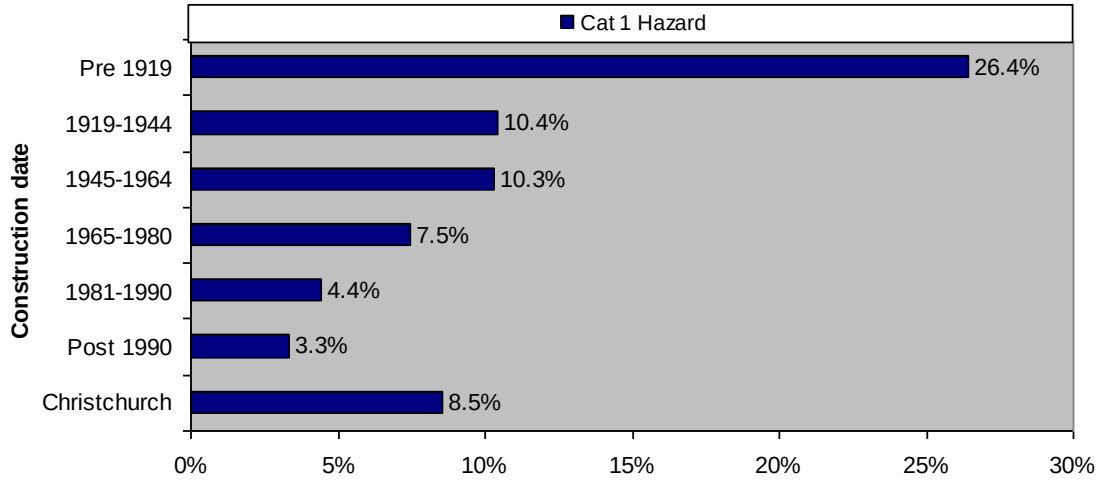
Table 5.1 Rates of Category 1 Hazards by building type ordered highest to lowest

Dwelling Type	Rate
Bungalow	29.6%
Low rise purpose built flats	18.1%
Semi detached house	17.4%
Detached house	12.3%
Medium/large terraced house	12.0%
Small terraced house	8.2%
Converted flats	2.3%

Source: 2011 House Condition Survey

5.6.5 Category 1 Hazards are generally much less closely linked with the deterioration of building elements than the former fitness standard, as the HHSRS system is concerned primarily with the effect of deficiencies, which may be due to design faults, as well as disrepair. In Christchurch the rates followed the usual pattern of increasing rates as dwellings became older, with the highest rate being found in pre-1919 dwellings (26.4%) and the lowest in post-1990 dwellings (3.3%).

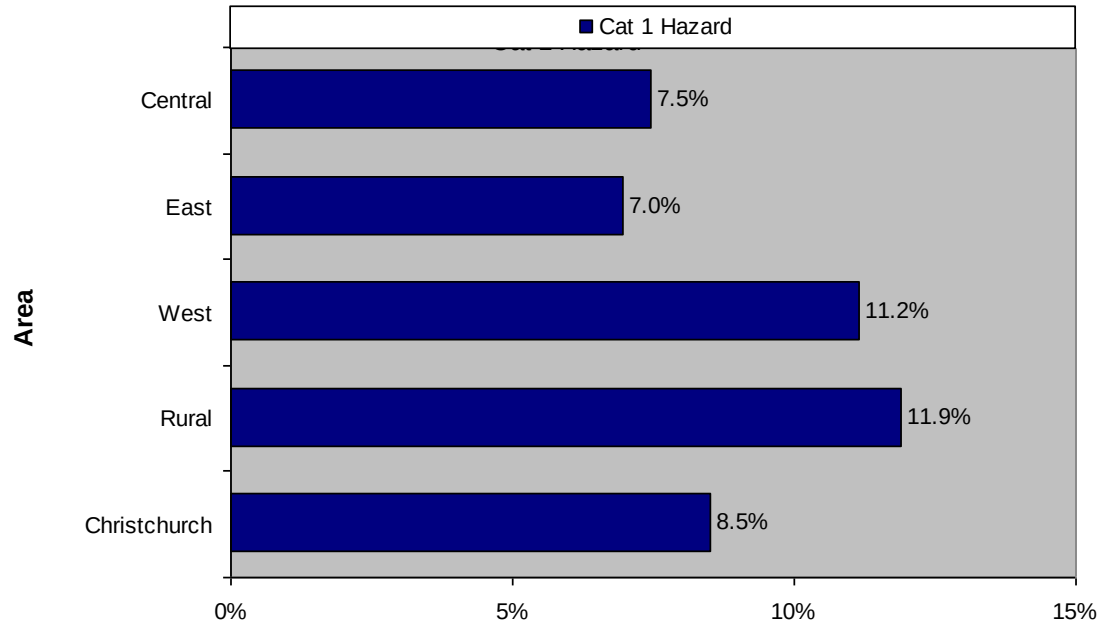
Figure 5.4 Rates of Category 1 Hazards by construction date



Source: 2011 House Condition Survey

5.6.6 Category 1 Hazard failures by sub-area showed the highest rate being found in the Rural sub-area at 11.9%, followed by the West sub-area (11.2%). The lowest rate was found in the East sub-area (7.0%).

Figure 5.5 Rates of Category 1 Hazards by sub-area



Source: 2011 House Condition Survey

5.7 Category 1 Hazards by social characteristics

5.7.1 This section looks at the impact that Category 1 Hazards have on a number of social variables, including age, benefit receipt and disability.

5.7.2 Table 5.2 shows that all of the variables had rates that were higher than the overall average of 8.5%.

Table 5.2 Category 1 Hazards by social characteristics

Group	Category 1 hazard
Income under 10k	14.2%
On Benefit	11.9%
Under 25	26.9%
65 and Over	9.2%
65 and over on benefit	13.3%
Resident with disability	13.2%
Christchurch	**8.5%**

Source: 2011 House Condition Survey

5.8 Cost of works to dwellings with a Category 1 Hazards

5.8.1 This section seeks to present the cost not only of basic failure items, but also the comprehensive cost of repairs in Category 1 Hazard dwellings. Where a dwelling had a Category 1 Hazard, certain works relating to this were indicated as being urgent and these costs were isolated to form the basic remedial costs. The remaining urgent costs represent those works that should be carried out within the next year. Comprehensive repair is the level of repair and improvement needed such that no new work is required to the dwelling in the next 10 years. This level of work most closely resembles the former mandatory renovation grant regime.

Table 5.3 shows the basic remedial costs, the cost for urgent works and works required within 5 years and 10 years.

5.8.2 The cost to just remedy the top three Category 1 Hazards, excess cold, falls on stairs and falls on the level, was estimated to be just under £3.7 million, an average of £2,000 in 1,840 dwellings. Within each of the Category 1 Hazards the cost to remedy excess cold hazards was estimated to be £3.1 million, an average of £3,200 per dwelling, for falls on stairs it was £0.5 million, an average of £670 per dwelling and for falls on the level it was £0.1 million, an average of £430 per dwelling.

5.8.3 The total cost to rectify Category 1 Hazards was an estimated £5.3 million at an average cost per dwelling overall of £2,700. The average cost per dwelling was highest in RSL dwellings at £3,900 compared with £2,700 in owner occupied dwellings and £2,300 in privately rented dwellings. The total level of comprehensive repair (i.e. carrying out all works reasonably foreseen as necessary over the next 10 years) in dwellings with a Category 1 Hazard in Christchurch was an estimated £23.5 million, an average of £11,900 per dwelling, with the owner occupied stock having the highest average cost at £13,300.

Table 5.3 Repair costs in Category 1 Hazard dwellings by tenure

Tenure	Remedial	Urgent[2]	5 year[2]	10 year Comprehensive[2]
Owner occupied (£m)[1]	**3.9**	**5.2**	**9.2**	**19.4**
Average (£s)	*2,700*	*3,600*	*6,300*	*13,300*
Privately Rented (£m)[1]	**0.9**	**0.5**	**0.6**	**1.4**
Average (£s)	*2,300*	*3,900*	*4,900*	*11,400*
RSL (£m)[1]	**0.5**	**0.5**	**0.6**	**1.4**
Average (£s)	*3,900*	*3,900*	*4,900*	*11,400*
All tenures (£m)[1]	**5.3**	**6.7**	**11.0**	**23.5**
Average (£s)	*2,700*	*3,400*	*5,600*	*11,900*

1. Figures given in millions of pounds sterling

2. Figures are cumulative and therefore include the previous column

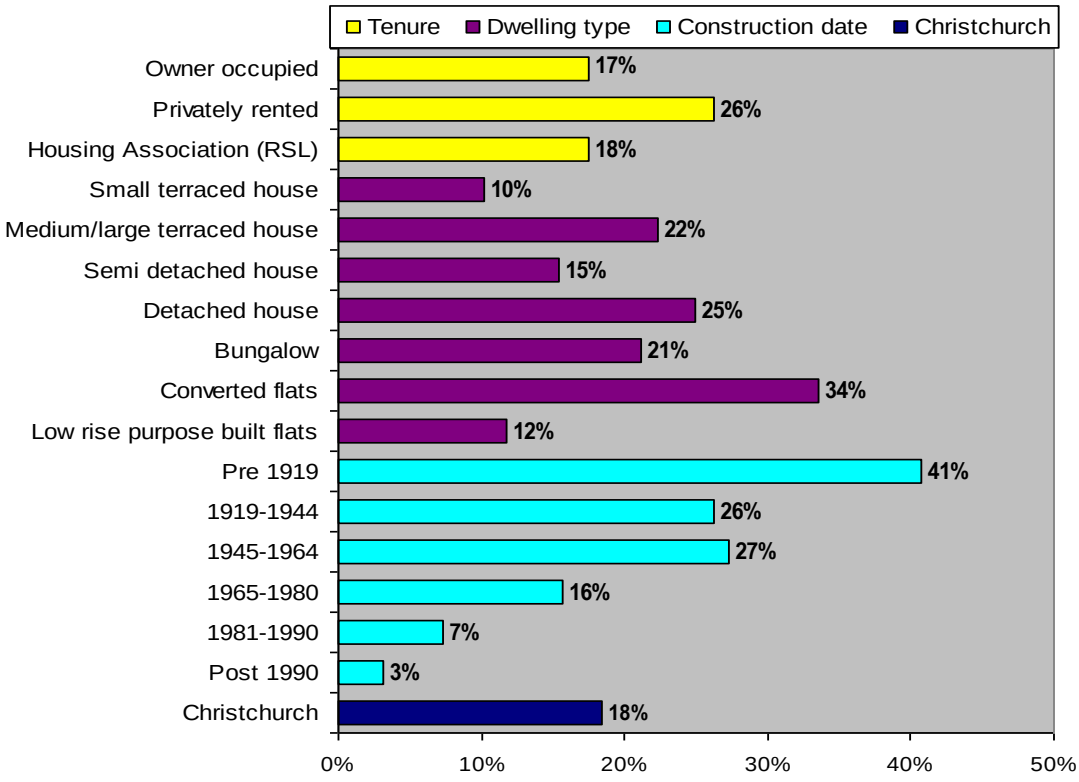
Source: 2011 House Condition Survey

5.9 Category 2 Hazards in bands D and E

5.9.1 There were an estimated 4,300 (18.4%) of dwellings in Christchurch that had at least one Category 2 Hazard (Bands D and E). Of those 3,800 (90.0%) had no corresponding Category 1 hazard.

5.9.2 Figure 5.6 illustrates the distribution of Category 2 Hazards (Bands D and E) by tenure, building type and age.

Figure 5.6 Category 2 Hazards by general characteristics



Source: 2011 House Condition Survey

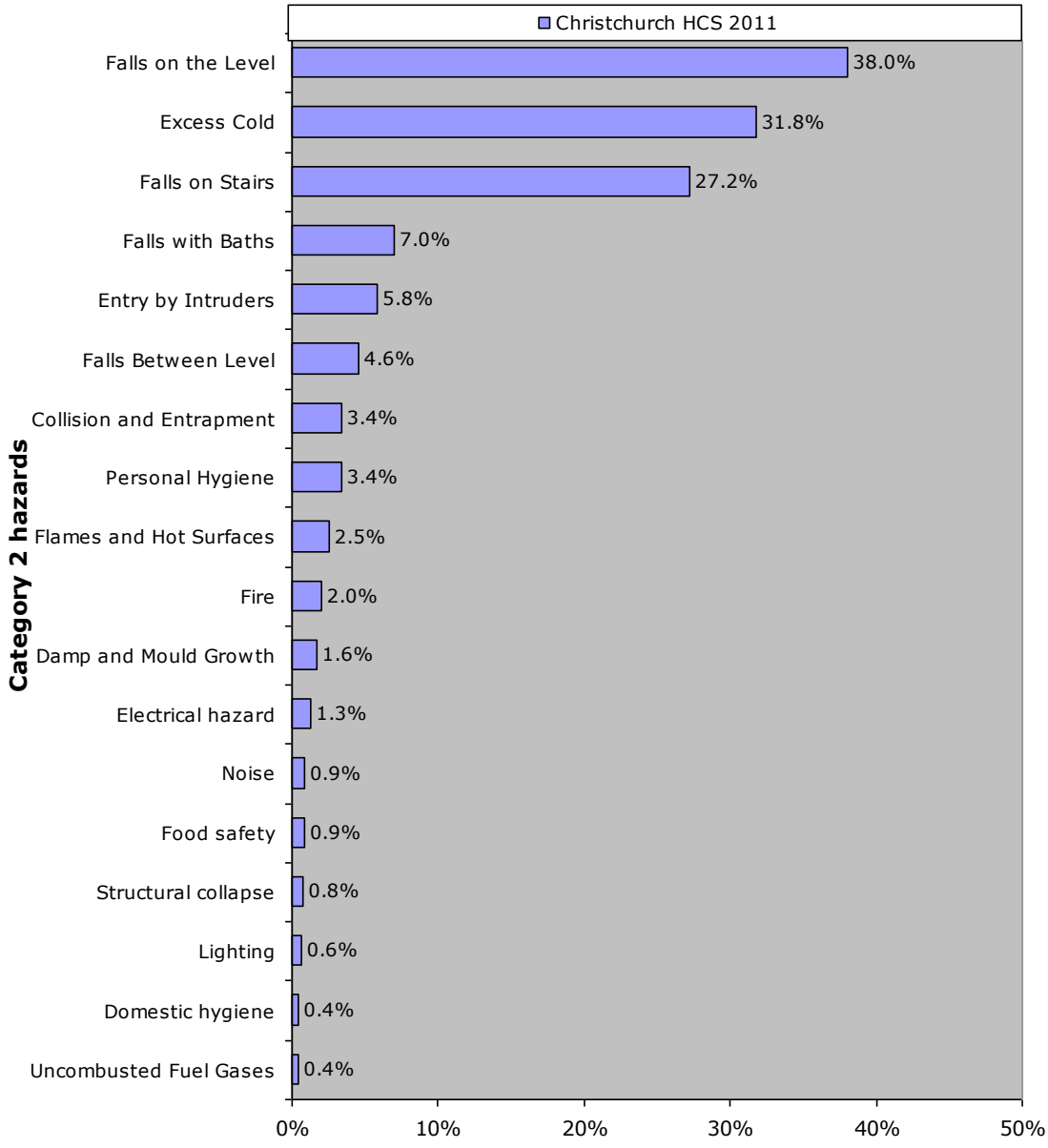
5.9.3 The highest rate of Category 2 Hazards (Bands D and E) was found in the privately rented sector (26%) with RSL dwellings at 18% and owner occupied dwellings at 17%.

5.9.4 By build type, converted flats had the highest rate at 34% followed by detached houses at 25% and medium/large terraced houses (70m^2 or more) at 22%. The lowest rate was found in small terraced houses (less than 70m^2) at 10%.

5.9.5 A pattern of decreasing incidence with age was generally followed, with the highest rate being in pre-1919 dwellings (41%) and the lowest in post-1990 dwellings (3%).

5.9.6 Figure 5.7 illustrates the distribution of Category 2 Hazards (Bands D and E) by hazard type and ranked highest to lowest.

Figure 5.7 Category 2 Hazards by hazard type

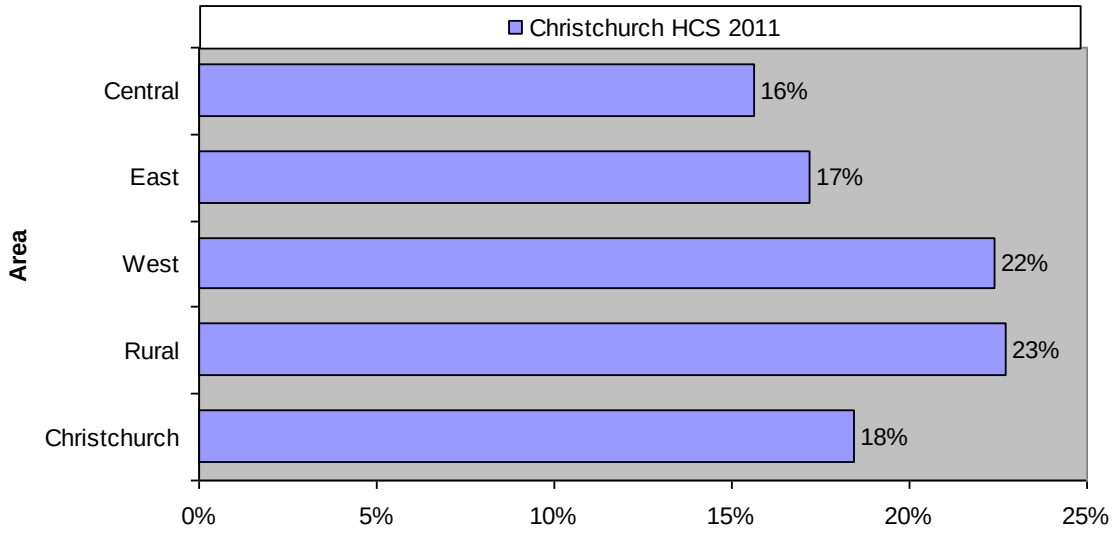


Source: 2011 House Condition Survey

5.9.7 Unlike with Category 1 Hazards, the most common hazard was falls on the level followed by excess cold (defined using the Standard Assessment Procedure or SAP, which is a government rating for energy efficiency, where the SAP rating was between 35 and 45) and then falls on stairs. Again hazards with a nil return were not shown.

5.9.8 Figure 5.8 looks at the extent of Category 2 Hazards (Bands D and E) by sub-area. The highest rate was found in the Rural sub-area (23%) followed very closely by the West sub-area (22%), both of which had rates above the authority rate (18%).

Figure 5.8 Category 2 Hazards by sub-area



Source: 2011 House Condition Survey

6 Meeting the Decent Homes Standard – Reasonable State of Repair

6.1 Introduction

6.1.1 Criterion B of the Decent Homes Standard looks at the issue of the state of general repair of a dwelling which will fail if it meets one or more of the following:

- One or more key building components are old (which are specifically defined in the criteria) and, because of their condition need replacing or major repair or:
- Two or more other building components are old and, because of their condition need replacing or major repair.

6.1.2 A building that has component failure before the components expected lifespan does not fail the decent homes standard. Under the guidance "A Decent Home – The definition and guidance for implementation" issued in 2006, a dwelling will be considered to be in disrepair if it fails on one or more major element or two or more minor elements. Major and minor element failures are listed below:

Table 6.1 Major building elements (disrepair failure)

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

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

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

6.2 Disrepair and general characteristics

6.2.1 In Christchurch 1,130 dwellings failed this criterion. At 4.9%, the rate of failure was below the national rate of 6.0%.

6.2.2 The overall repair cost within Christchurch was £3.6 million, an average of £3,180 per dwelling. (This is the cost of simply rectifying failures of the repair criterion of the Decent Homes Standard – it is not the cost of comprehensive repairs required over a 10 year period), with the breakdown of disrepair elements and cost to remedy shown in Table 6.3.

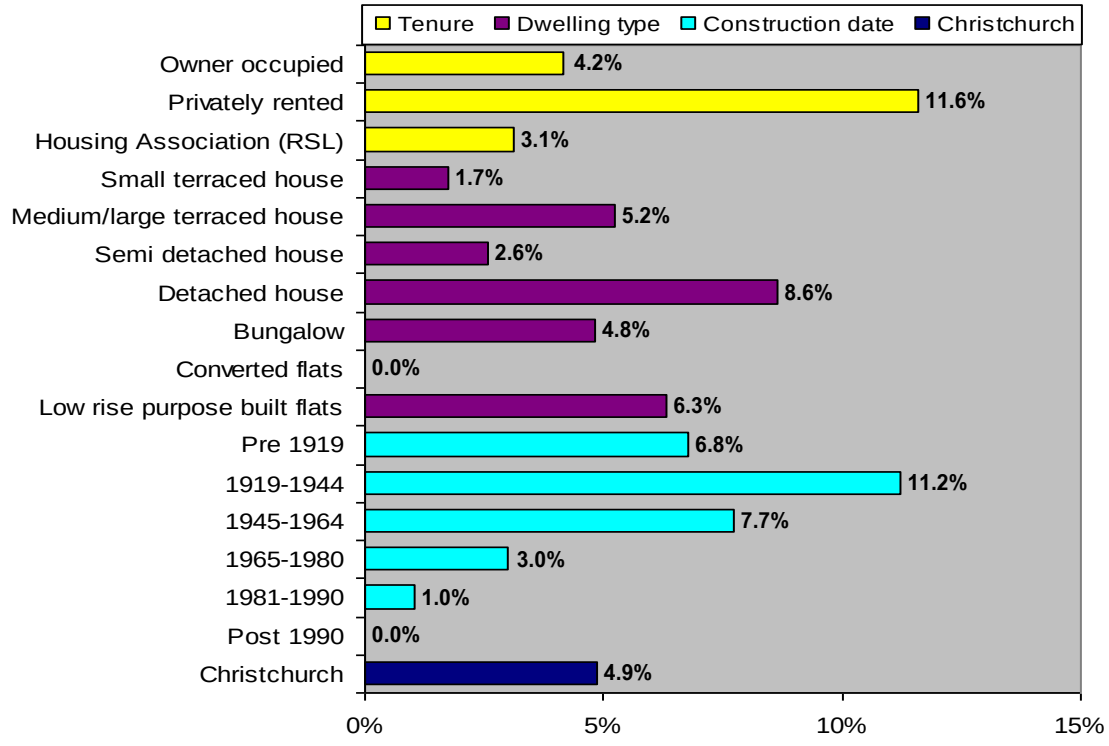
Table 6.3 Disrepair elements

Disrepair Work	Cost	Dwellings	Average cost per dwelling
Wall structure	£0.13	110	£1,230
Wall surface	£0.05	100	£478
Roof structure	£0.17	50	£3,319
Roof finish	£0.22	50	£4,267
Chimneys	£0.13	70	£1,925
Windows	£0.60	230	£2,641
Doors	£0.06	110	£516
Central heating	£0.53	220	£2,378
Other heating	£0.05	10	£3,900
Electrics	£1.40	250	£5,700
Minor works	£0.23	280	£840
Total	**£3.6**	**1,130**	**£3,180**

Source: 2011 House Condition Survey

6.2.3 The following section gives a breakdown of repair failure by a number of key variables.

Figure 6.1 Disrepair by general characteristics



Source: 2011 House Condition Survey

6.2.4 The rate in the private rented sector at 11.6% was above that for the owner occupied sector at 4.2% and RSL dwellings (3.1%). Disrepair failure rates for the same tenure groups found in the EHS 2009, were 9.4% for privately rented dwellings, 5.5% for owner occupied dwellings and 3.8% for RSL dwellings.

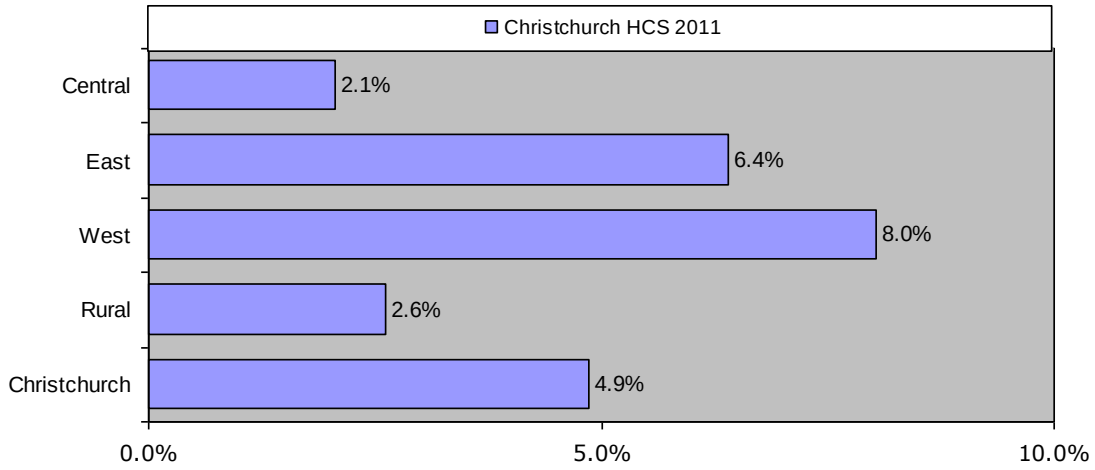
6.2.5 By dwelling type, the highest rate was found in detached houses (8.6%) followed by low rise purpose built flats (less than 6 storeys) at 6.3%. No disrepair was found in converted flats.

6.2.6 The proportionate rate of repair failure by construction date shows the highest rate in 1919 to 1944 dwellings (11.2%), followed by the 1945 to 1964 age band (7.7%) and then pre-1919 dwellings (6.8%). No disrepair was found in dwellings constructed after 1990.

6.3 Disrepair by sub-area

6.3.1 Figure 6.2 provides a breakdown of disrepair by sub-area.

Figure 6.2 Disrepair by sub-area



Source: 2011 House Condition Survey

6.3.2 The highest repair failure rate was recorded in the West sub-area (8.0%), followed by the East sub-area (6.4%), both of which were above the overall rate (4.9%). The lowest rate was found in the Central sub-area (2.1%), which had a high level of more modern stock (61.9% built post-1964).

6.4 Disrepair by social characteristics

6.4.1 The impact that disrepair has on a range of social variables, including age, benefit receipt and disability, is shown in Table 6.4

6.4.2 All of the variables have rates that were above the average overall rate (4.9%).

Table 6.4 Disrepair by social characteristics

Group	In disrepair
Income under 10k	11.8%
On Benefit	5.8%
Under 25	22.0%
65 and Over	5.9%
65 and over on benefit	8.4%
Resident with disability	8.1%
Christchurch	**4.9%**

Source: 2011 House Condition Survey

7 Meeting the Decent Homes Standard – Modern Facilities

7.1 Introduction

7.1.1 So far this report has considered Criterion A of the Decent Homes Standard: Category 1 Hazards and Criterion B: dwellings failing due to disrepair issues. The third criterion of the Decent Homes Standard is that a dwelling should have adequate modern facilities, and this chapter deals with that issue.

7.1.2 At national level, only a small proportion of the private sector stock failed on this criterion (2.8%). In Christchurch, the rate was significantly lower than the national average with 330 dwellings (1.4%) failing for this reason. The low level of failure nationally, and in Christchurch, reflects the fact that a dwelling only fails if it lacks *three* or more of the following:

- A kitchen which is 20 years old or less
- A kitchen with adequate space and layout
- A bathroom that is 30 years old or less
- An appropriately located bathroom and WC
- Adequate noise insulation
- Adequate size and layout of common parts of flats

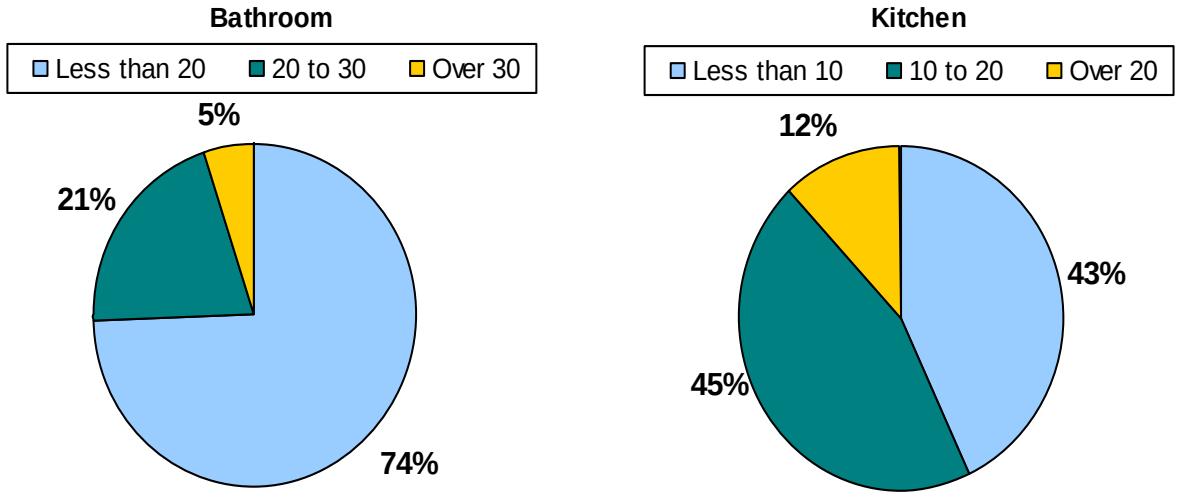
7.1.3 For example, if a dwelling had a kitchen and bathroom older than the specified date, it would not fail unless the kitchen had a poor layout or the bathroom was not properly located.

7.1.4 As a result of the relatively small number of dwellings failing the Decent Homes Standard on this criterion, it was not possible to further subdivide those failures to examine their tenure distribution or other characteristics. However, this chapter will examine the general provision of facilities and in particular consider the potential for a greater level of failure in the future.

7.2 Key amenities bathrooms and kitchens

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

Figure 7.1 Bathroom and Kitchen age



Source: 2011 House Condition Survey

7.2.2 It is possible to see from the two charts that potential for failure under the facilities criterion of the Decent Homes Standard was fairly low with bathrooms as the great majority (74%) were less than 20 years old but slightly greater with kitchens as 57% were either older than the age specified in the criterion or would become so in the next 10 years. For these dwellings to fail, however, it would be necessary that one of the other elements of this criterion be breached (such as inadequate noise insulation). It is unlikely therefore that failure to replace older kitchens and bathrooms would cause any significant increase in non-decency.

8 Meeting the Decent Homes Standard – Thermal Comfort

8.1 Thermal comfort failures

8.1.1 Failure of the thermal comfort criterion, and consequently the work required to remedy that failure, is based on the combination of heating system type and insulation present within a dwelling. In Christchurch 2,220 dwellings (9.6%) failed the thermal comfort criterion, which was just below the national average of 10.6%.

8.1.2 The following requirements under the thermal comfort criterion of the Decent Homes Standard are:

- 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). If a dwelling has no loft and no cavity it will pass this test.

All other heating systems fail (i.e. all room heater systems are considered to fail the thermal comfort standard).

8.2 Thermal comfort failures by general characteristics

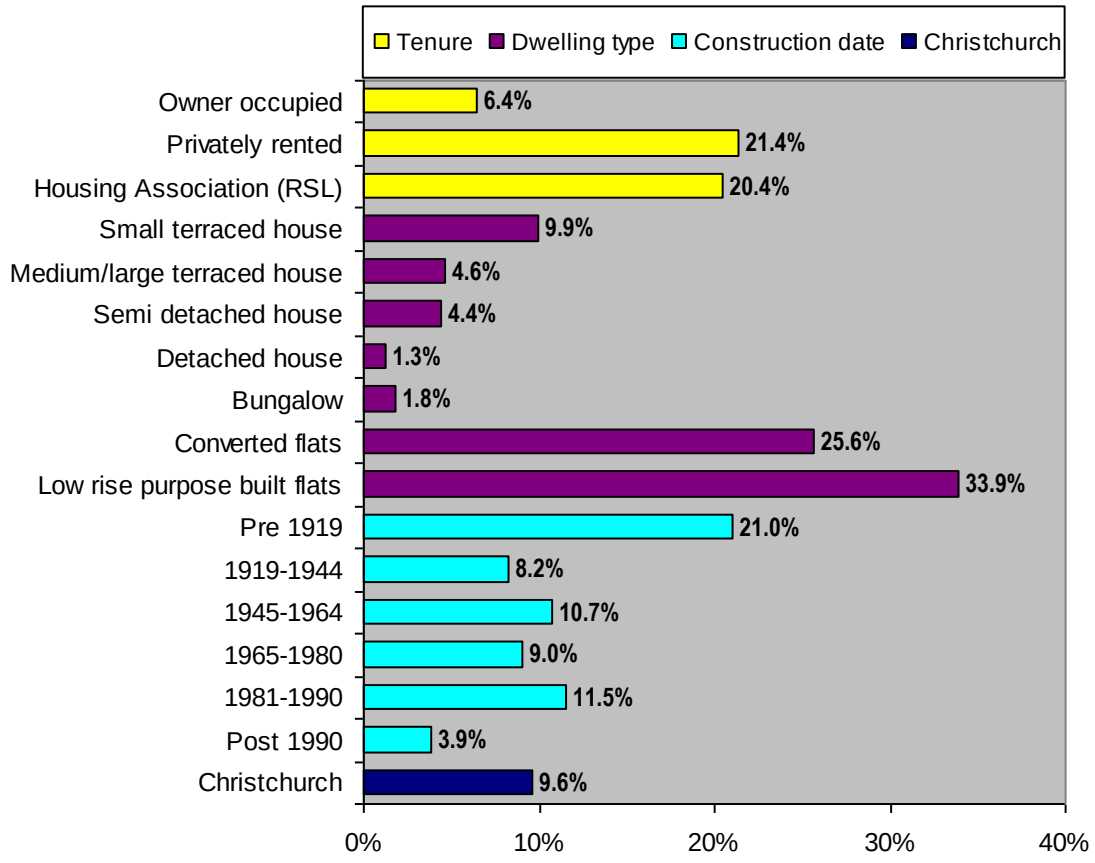
8.2.1 Figure 8.1 below shows the distribution of thermal comfort failure by tenure, building type and age.

8.2.2 The private rented sector at 21.4% had the highest failure rate, followed by RSL dwellings (20.4%) with both of these being substantially above that found in owner occupied dwellings (6.4%). Thermal comfort failure rates for the same tenure groups found in the EHS 2009, were 16.8% for privately rented dwellings, 7.5% for RSL dwellings and 9.5% for owner occupied dwellings.

8.2.3 Low rise purpose built flats (33.9%) and converted flats (25.6%) had the highest thermal comfort failure rates. The lowest rate was found in detached houses (1.3%).

8.2.4 Thermal comfort failure rates usually increase with dwelling age. However, whilst the highest rate was found in pre-1919 dwellings (21.0%), the next highest rate was found in 1981 to 1990 dwellings (11.5%) followed by dwellings constructed between 1945 and 1964 (10.7%), The lowest rate was found in the post 1990 age band at 3.9%.

Figure 8.1 Thermal comfort failure by general characteristics

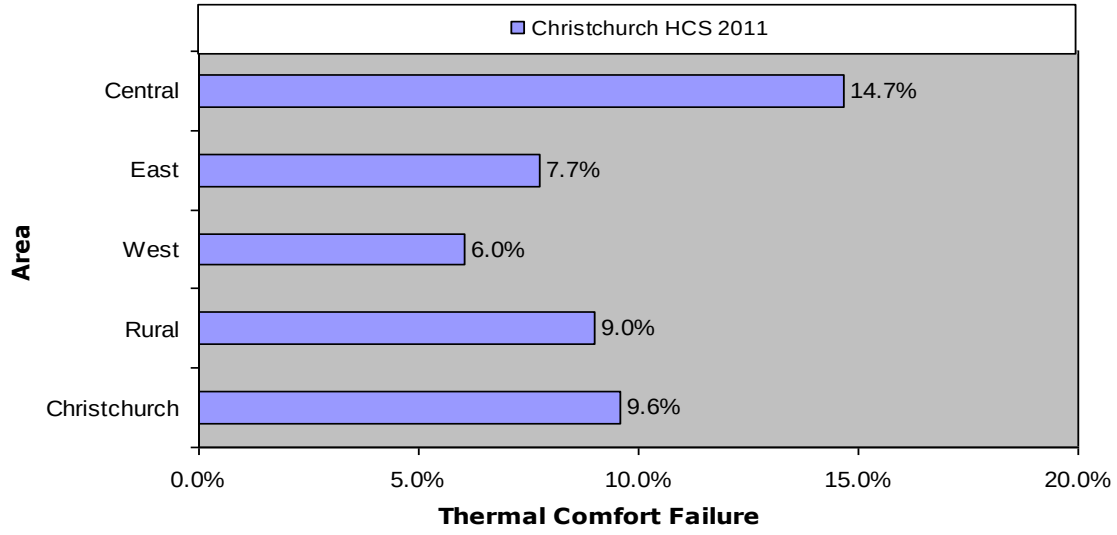


Source: 2011 House Condition Survey

8.3 Thermal comfort failure by sub-area

8.3.1 Figure 8.2 provides a breakdown by sub-area.

Figure 8.2 Average thermal comfort failure by sub-area



Source: 2011 House Condition Survey

8.3.2 The highest rate was found in the Central sub-area at 14.7%, followed by the Rural sub-area (9.0%). The lowest rate was found in the West sub-area (6.0%).

8.4 Thermal comfort failure by social characteristics

8.4.1 The impact that thermal comfort failure has on a range of social variables, including age, benefit receipt and disability, is shown in Table 8.1.

8.4.2 Most of the variables had rates that were above the average overall rate (9.6%), the exception being for those aged under 25 where the rate was lower.

Table 8.1 Thermal comfort failure by social characteristics

Group	Thermal Comfort Failure
Income under 10k	13.4%
On Benefit	11.0%
Under 25	5.9%
65 and Over	11.4%
65 and over on benefit	11.1%
Resident with disability	9.9%
Christchurch	**9.6%**

Source: 2011 House Condition Survey

9 Energy Performance

9.1 Energy performance and SAP ratings

9.1.1 The Standard Assessment Procedure or SAP is a government rating for energy efficiency. It is used in this report in conjunction with annual CO_2 emissions figures, calculated on fuel consumption, and the measure of that fuel consumption in kilowatt hours (kWh), to examine energy efficiency.

9.1.2 The SAP rating in this report was the energy rating for a dwelling and was based on the calculated annual energy cost for space and water heating. The calculation assumes a standard occupancy pattern, derived from the measured floor area so that the size of the dwelling did not strongly affect the result. It is expressed on a 0-100 scale. The higher the number the better the energy rating for that dwelling.

9.1.3 The software used to calculate SAP ratings for this report used SAP2005.

9.2 Distribution of SAP ratings

9.2.1 The average SAP rating in Christchurch for private sector dwellings was 60, compared to an average SAP rating of 52 nationally (for private sector and RSL dwellings only), based on the findings of the EHS 2009, which also used SAP2005.

9.2.2 Table 9.1 shows the energy performance distribution by tenure incorporating the same banding system used by the EHS 2009. The majority for each tenure group were contained within the 39 to 68 bandings, being 69.6% for owner occupied dwellings, 66.8% for the privately rented stock and 55.6% for the RSL stock, which had higher rates within bands A to C than the other tenure groups. The overall stock rate was 67.9% within those bands, which was below the national rate (71.7%).

Table 9.1 Energy performance SAP banded

EPC SAP Range Banded	Owner occupied	Privately rented	RSL	Whole Stock	EHS 2009
Band A/B (81-100)	0.4%	4.7%	3.5%	1.2%	0.6%
Band C (69-80)	26.3%	17.0%	35.3%	26.2%	12.2%
Band D (55-68)	48.0%	46.9%	35.0%	46.5%	36.7%
Band E (39-54)	21.6%	19.9%	20.6%	21.3%	35.0%
Band F (21-38)	3.1%	8.8%	5.6%	4.0%	11.9%
Band G (1-20)	0.6%	2.7%	0.0%	0.8%	3.6%
Total	**100%**	**100%**	**100%**	**100%**	**100%**

Source: 2011 House Condition Survey & EHS 2009

9.3 SAP ratings by general characteristics

9.3.1 The physical characteristics of dwellings have a major effect on the efficiency of a dwelling. The number of exposed external walls and the construction materials and methods all affect the overall heat loss and therefore the energy efficiency. Different types and ages of dwellings will have different energy characteristics.

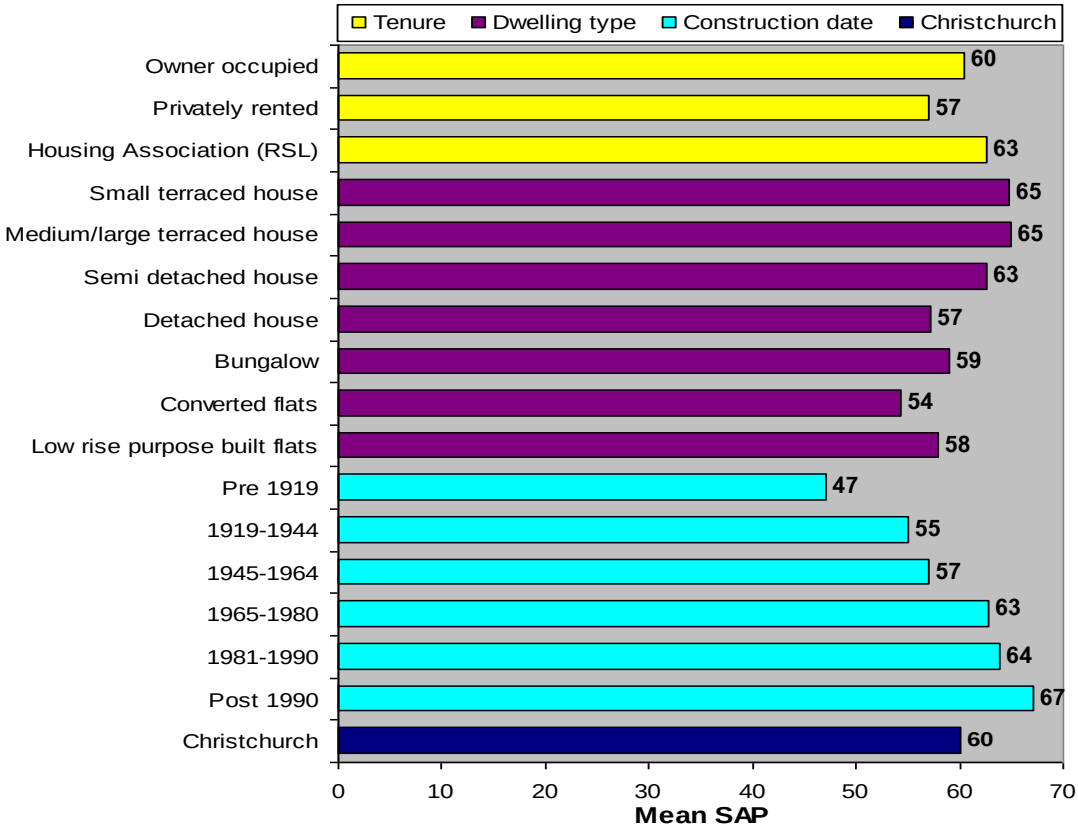
9.3.2 Figure 9.1 gives a breakdown of average SAP ratings by tenure, building type and construction date.

9.3.3 The average SAP rating for the owner occupied stock was 60, for the privately rented stock it was 57 and for the RSL stock it was 63, compared with the 51, 52 and 62 respectively for each tenure type found in the EHS 2009.

9.3.4 When examining SAP ratings by built form, converted flats had the lowest SAP rating at 54, followed by detached houses (57) and low rise purpose built flats (less than 6 storeys) at 58. The highest mean SAP ratings were found jointly in the two terraced housing types which both had a mean SAP rating of 65.

9.3.5 Increases in SAP ratings tend to be associated with a reduction in dwelling age; the most modern stock having the highest SAP rating. This pattern was followed in Christchurch; the lowest mean SAP rating was recorded in pre-1919 dwellings at 47 and the highest in post-1990 dwellings at 67.

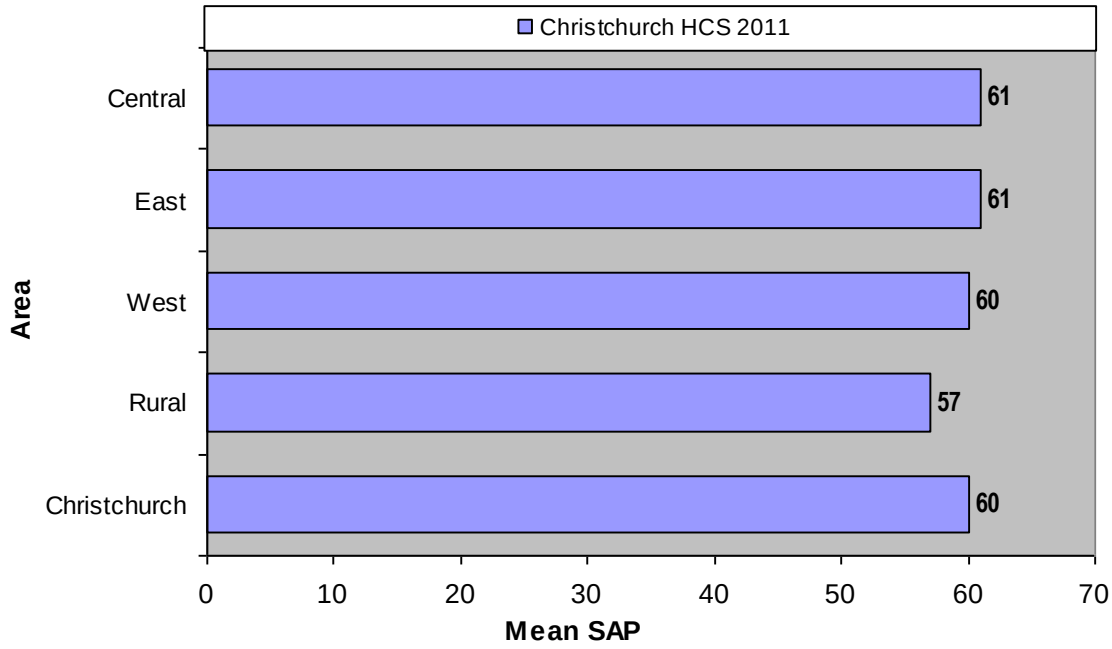
Figure 9.1 SAP ratings by general characteristics



Source: 2011 House Condition Survey

9.3.6 Figure 9.2 shows the distribution of mean SAP ratings by sub-area.

Figure 9.2 Mean SAP ratings by sub-area



Source: 2011 House Condition Survey

9.3.7 The Rural sub-area had the lowest mean SAP rating at 57, with the remaining sub-areas having very similar averages between 60 and 61.

9.3.8 Table 9.2 shows the distribution of mean SAP ratings both by sub-area and tenure group for vulnerable households.

Table 9.2 Mean SAP ratings by sub-area and tenure (vulnerable households)

Tenure	Area	Mean SAP
Owner occupied	Central	58
	East	61
	Rural	58
	West	58
Privately rented	Central	56
	East	62
	Rural	65
	West	63
RSL	Central	66
	East	50
	Rural	44
	West	61

Source: 2011 House Condition Survey

9.4 Carbon Dioxide emissions

9.4.1 As part of the 2007 Comprehensive Spending Review the Government announced a single set of indicators which would underpin the performance

framework as set out in the Local Government White Paper "Strong and Prosperous Communities". To provide a more powerful and consistent incentive to local authorities, to develop and effectively implement carbon reduction and fuel poverty strategies, included within the set of indicators were a per capita reduction in Carbon Dioxide (CO_2) emissions in the Local Authority area (NI186) and the tackling of fuel poverty (NI187).

9.4.2 Public Service Agreement (PSA) Delivery Agreement 27 (Lead the global effort to avoid dangerous climate change) stated that "The overall framework for the Government's domestic action was set out in the Climate Change Bill for which Parliamentary approval will be sought". This was subsequently passed into legislation on 26 November 2008, through the Climate Change Act 2008, which included legally binding targets to achieve greenhouse gas emission reductions through action in the UK and abroad of at least 80% by 2050, and reductions in CO_2 emissions of at least 34% by 2020, against a 1990 baseline.

9.4.3 The former Labour government launched a consultation document entitled "Heat and energy saving strategy consultation" in February 2010. However, since the general election in May 2010, the new coalition government has set out its broad energy strategy through an Annual Energy Statement in June 2010. The following information may therefore be subject to change.

9.4.4 The overall aim of the consultation was to reduce annual emissions by up to 44 million tonnes of CO_2 in 2020, the equivalent of a 30% reduction in emissions from households compared to 2006, making a significant contribution to meeting the government's carbon budgets.

9.4.5 One key aspect of the approach was to consider the energy needs of the 'whole house', putting together a more comprehensive programme of work for the whole house rather than the installation of individual measures one at a time. It was considered that modern heating offered the potential to cut energy bills and reduce CO_2 emissions, and the government wanted to help the development of heating networks within communities where it made sense to do so.

9.4.6 The strategy for saving energy and decarbonising heating both now and into the future had four main objectives:

- to help more people, especially in the current difficult economic climate, as well as over the longer term, to achieve a reduction in their energy bills by using less energy;
- to reduce the UK's emissions and increase the use of renewable energy in line with the demands of the government's carbon budgets, their renewables target and the ultimate objective of reducing greenhouse gas emissions by 80% by 2050;
- to help maintain secure and diverse energy supplies; and
- to take advantage of the economic opportunities presented by the shift to a low carbon economy in the UK and in the rest of the world, helping us during the current economic downturn and over the longer term.

9.4.7 By 2015, it is the intention to have insulated all the lofts and cavity walls where it is practicable to do so. Although it is considered that this will not be enough to achieve the ambitions for the 2050 target of cutting emissions by 80%. Once these options have been exhausted, more substantial changes are being considered, such as small-scale energy generation and solid wall insulation, with the aim of helping up to seven million homes by 2020.

9.4.8 It was proposed to retain the current Carbon Emissions Reduction Target (CERT) until 2012, when it was thought that a more coordinated, community-based approach, working door-to-door and street-to-street to cover the needs of the whole house. This more coordinated approach was piloted under a new Community Energy Savings Programme (CESP), launched in September 2009.

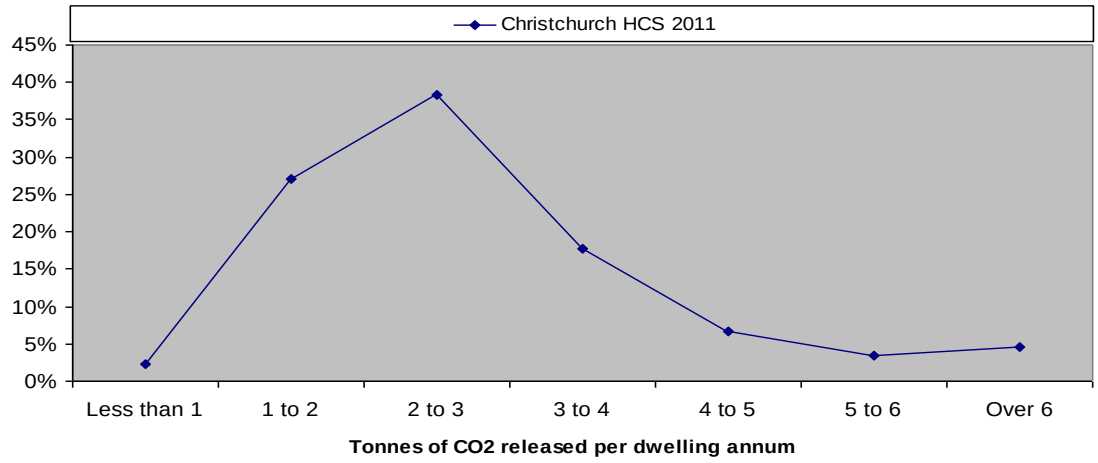
9.4.9 Since the coalition government took office they have published a proposal for "The Green Deal" which would provide for energy improvement costs to be met by energy suppliers and paid back by owner occupiers or tenants through savings on energy bills. Included in the Energy Bill is a proposed new Energy Company Obligation (ECO), underpinning the Green Deal and taking over from CERT and CESP when they finish in 2012, which will be targeted at vulnerable and low income households and supporting solid wall insulation.

9.4.10 Christchurch had no Lower Super Output areas (LSOA) contained within the list of areas of low income that the Government proposed qualify for the Community Energy Saving Programme.

9.4.11 The CO_2 data provided as part of this survey indicated that emissions within the private sector stock of Christchurch were 66,900 tonnes per annum an average of 2.9 tonnes per annum per dwelling or 1.5 tonnes per capita. The EHS 2009 reported total CO_2 emissions of 126.65 million tonnes per annum or 6.2 tonnes per dwelling (owner occupied, privately rented and RSL)

9.4.12 Figure 9.3 shows the range of dwelling CO_2 emissions released per annum. The majority of dwellings (62.8%) had emissions of between 2 and 5 tonnes per annum, with 8.0% having annual emissions above this. 4.5% of dwellings had emissions above 6 tonnes per annum.

Figure 9.3 Annual dwelling CO_2 emissions



Source: 2011 House Condition Survey

9.4.13 Emissions per main fuel type are given in Table 9.3; smokeless fuel (5.9 tonnes) had the highest average at 5.9 tonnes followed by oil (5.5 tonnes).

Table 9.3 Main fuel CO_2 emissions

Fuel main	CO_2 (tonnes)	Average CO_2 per property
Mains Gas	55,449	2.8
LPG/Bottled Gas	0	0.0
Oil	530	5.5
Coal/Wood	95	4.9
Anthracite	0	0.0
Smokeless Fuel	114	5.9
On Peak Electricity	677	4.8
Off Peak Electricity	10,046	3.5

Source: 2011 House Condition Survey

9.4.14 Table 9.4 examines the total CO_2 emissions by each of the survey sub-areas as well as the average CO_2 emissions per dwelling within each area.

Table 9.4 Areas CO_2 emissions

Area	CO_2 (tonnes)	Average CO_2 per property
Central	16,900	2.6
East	26,300	2.8
West	11,400	3.2
Rural	12,300	3.4
Christchurch	**66,900**	**2.9**

Source: 2011 House Condition Survey

9.4.15 The Rural sub-area had the highest average emissions (3.4 tonnes) followed by the West sub-area at 3.2.

9.5 SAP and former National Indicator 187

9.5.1 Following the 2007 comprehensive spending review guidance was issued on a change in measuring local authority performance through a revised set of indicators. There were 188 indicators covering every aspect of a Council's responsibilities. The coalition government abolished Local Area Agreements and the associated National Indictor sets, with data for the remaining Indicator sets continuing until they were specifically removed.

9.5.2 NI187 required local authorities to measure the proportion of households on an income related benefit living in dwellings with SAP ratings below 35 and 65 and above; the intention being to decrease the former and increase the latter. The indicator referred to 'fuel poverty' but the measure was actually a surrogate for fuel poverty (see 9.9). In January 2011, the National Audit Office announced that along with NI186, NI187 was being deleted, with no further need to report on it to central government. However, as it can still be used as a measurement by an authority, if it chooses, information is provided here from the data collected as part of the survey.

9.5.3 Table 9.5 gives a breakdown of dwellings with SAP ratings below 35 and 65 and over, as well as combining this with information on income related benefit receipt. ***Note that since this is income related benefits the total is slightly lower than that for all benefit receipt as described in chapter three***. This information can be used as a baseline against which future progress can be measured.

Table 9.5 SAP bands and NI187

Christchurch HCS 2011			
	Dwellings total	**Households with an income benefit recipient**	**Rate**
SAP less than 35	890	300	33.7%
	3.8%	**4.8%**	
SAP 35 to 64	13,180	3,500	26.6%
	56.9%	55.6%	
SAP 65 and over	9,090	2,500	27.5%
	39.2%	**39.7%**	
	23,160	**6,300**	**27.2%**

Source: 2010 House Condition Survey

9.5.4 The figures given in red are those that were required under NI187. They illustrate that 4.8% of households in receipt of an income related benefit lived in a dwelling with a SAP rating below 35 and that 39.7% lived in a dwelling with a SAP of 65 and over.

9.6 Energy efficiency improvement

9.6.1 The great majority of dwellings (92.1%) had mains gas with 7.9% off mains gas. The survey found that 87.5% of dwellings had a central heating system, marginally below the 89.5% found in the EHS 2009 for the same tenure groups.

9.6.2 Table 9.6 shows the type of heating provision within each tenure group. Owner occupied dwellings had a higher proportion of dwellings with a central heating system (91.1%).

Table 9.6 Heating type by tenure

Heating Type	Owner Occupied	Privately Rented	RSL	Christchurch
Central Heating	91.1%	82.6%	66.3%	87.5%
Storage Heaters	8.5%	11.3%	33.7%	11.5%
Room Heaters	0.4%	6.1%	0.0%	1.0%
Total	**100%**	**100%**	**100%**	**100%**

Source: 2011 House Condition Survey

9.6.3 Table 9.7 shows the heating type found by dwelling type. Low rise purpose built flats (less than 6 storeys) had the lowest rate of central heating provision (44.7%) followed by converted flats (87.2%). The next lowest rate was found in small terraced houses (less than 70m^2) at 92.8%. The highest rates of central heating provision were found in detached houses (98.7%) and semi-detached houses at 96.9%.

Table 9.7 Heating type by dwelling type

Heating Type	Small terraced house	Medium /large terraced house	Detached house	Semi detached house	Bungalow	Converted flats	Low rise purpose built flats
Central Heating	92.8%	96.6%	98.7%	96.9%	98.4%	87.2%	44.7%
Storage Heaters	4.5%	2.7%	1.3%	2.2%	0.8%	9.5%	54.1%
Room Heaters	2.7%	0.7%	0.0%	0.9%	0.8%	3.3%	1.2%

Source: 2011 House Condition Survey

9.6.4 Table 9.8 shows the breakdown of loft insulation provision by tenure group. RSL dwellings had the highest rate of lofts that had less than 200mm of insulation (29.0%) followed by the privately rented sector (28.6%) with the owner occupied stock at 25.5%.

Table 9.8 Level of insulation by tenure

Tenure	No Loft Insulation	Less than 50mm	50mm to 100mm	100mm to 150mm	150mm to 200mm	200mm or more	No Loft
Owner occupied	0.8%	0.3%	2.9%	9.2%	12.4%	66.0%	8.5%
Privately rented	0.7%	1.3%	6.0%	14.4%	6.2%	45.7%	25.7%
RSL	1.0%	0.0%	1.0%	6.8%	20.2%	44.9%	26.2%
Christchurch	**0.8%**	**0.4%**	**3.0%**	**9.5%**	**12.5%**	**61.5%**	**12.3%**
EHC 2009	**3.1%**	**2.4%**	**18.9%**	**29.9%**	**12.0%**	**23.8%**	**9.9%**

Source: 2011 House Condition Survey

9.6.5 Table 9.9 shows the breakdown of loft insulation provision within each dwelling type, including where there was no loft to insulate. Within Christchurch, 73.8% of dwellings had either no loft to insulate or had loft insulation of 200mm or more, compared with 33.7% of dwellings found in the EHS 2009. The dwelling type with the highest rate of lofts with less than 200mm of insulation was found in converted flats at 40.9%, detached houses (34.9%) and medium/large terraced houses (70m^2 or more) at 33.8%.

Table 9.9 Level of insulation by dwelling type

Dwelling Type	No Loft Insulation	Less than 50mm	50mm to 100mm	100mm to 150mm	150mm to 200mm	200mm or more	No Loft
Small terraced house	2.7%	0.0%	2.7%	15.2%	8.8%	69.6%	1.0%
Medium/large terraced house	1.2%	0.7%	7.2%	9.7%	15.1%	65.5%	0.6%
Semi detached house	1.3%	0.8%	1.4%	8.1%	10.6%	77.4%	0.4%
Detached house	0.6%	0.0%	3.8%	16.8%	13.7%	64.4%	0.7%
Bungalow	0.3%	0.0%	2.3%	7.8%	12.8%	75.6%	1.2%
Converted flats	0.0%	0.0%	9.5%	9.5%	21.9%	7.8%	51.4%
Low rise purpose built flats	0.6%	0.8%	1.8%	6.0%	11.9%	21.7%	57.3%
Christchurch	**0.8%**	**0.4%**	**3.0%**	**9.5%**	**12.5%**	**61.5%**	**12.3%**
EHS 2009	**3.1%**	**2.4%**	**18.9%**	**29.9%**	**12.0%**	**23.8%**	**9.9%**

Source: 2011 House Condition Survey

9.6.6 The provision of different heating systems and insulation within the dwelling stock does allow scope for some dwellings to have additional insulation, improved heating, draught proofing etc. Such improvements can lead to a reduction in energy consumption with consequent reduction in the emission of gases such as carbon dioxide implicated in climate change.

9.6.7 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 and are now able to turn on or increase heating temperatures to adequately heat their homes. Use of cheaper fuels can create affordable warmth, but also lead to increased energy consumption.

9.7 The cost and extent of improvement

9.7.1 The following figures are based on modelling changes in energy efficiency, brought about by installing combinations of items listed below. These are based on measures that have been provided by many local authorities and are loosely based on the Warm Front scheme.

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

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

9.8 Future improvement

9.8.1 If all combinations of improvements listed above were carried out to all dwellings, the total cost would be just over £20.7 million, an average of £1,040 per dwelling, where improvements were required.

9.8.2 The total cost of improvements given above was distributed among 19,900 dwellings, 86.0% of the stock where improvements were required. The majority of these dwellings will have complied with Building Regulations current at the time they were built and realistically most of them will currently provide an adequate level of thermal efficiency. In most cases, however, there is still scope for improvement even if only minor.

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

Table 9.10 All energy efficiency measures that could be carried out

Measure	Dwellings	Percent of stock	Cost (millions)
Loft insulation	8,900	38.4%	£4.3
Wall insulation	6,400	27.6%	£4.2
Double glazing	1,200	5.2%	£7.7
Cylinder insulation	13,100	56.6%	£0.6
New boiler	3,600	15.5%	£3.2
New central heating	200	0.9%	£0.7
Any measures	**19,900**	**86.0%**	**£20.7**

Source: 2011 House Condition Survey

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

9.9 Tackling fuel poverty

9.9.1 A key issue in reducing energy consumption is tackling fuel poverty. The occupiers of a dwelling are considered to be in fuel poverty if more than 10% of their net household income would need to be spent on heating and hot water to give an adequate provision of warmth and hot water. Not only do dwellings where fuel poverty exists represent dwellings with poor energy efficiency, they are, by definition, occupied by residents with low incomes least likely to be able to afford improvements. In “Fuel Poverty in England: The Government’s Plan for Action” published in 2004, the government set a target for the total eradication of fuel poverty by November 2016.

9.9.2 There were an estimated 840 (3.7%) dwellings in fuel poverty in Christchurch compared to approximately 17.9% for the same tenure groups, based on the findings of the EHS 2009, as reported in the Annual Report on Fuel Poverty Statistics 2010, published by the Department of Energy & Climate Change (DECC).

9.9.3 A lower proportion to the national average, the 840 dwellings still represent an issue for those households that are in fuel poverty, presenting problems in terms of both energy efficiency and occupier health. The highest proportionate rate of fuel poverty was found in the owner occupied sector at 3.9% (690 households) compared with 3.5% (90 households) in the private rented sector and 2.7% (60 households) within RSL dwellings.

9.9.4 Intervention programmes such as Warm Front have been set up to tackle fuel poverty among vulnerable households in the private rented and owner occupied sectors, and provide grant packages to undertake energy efficiency measures for those eligible.

9.9.5 By the very nature of fuel poverty, it is almost always associated with those residents on the lowest incomes. 720 households (86% of the households in fuel poverty) were households with incomes below £10,000 per annum, with the remaining 120 (14%) having incomes above £10,000 per annum. This means that the rate of fuel poverty in the 720 households with an income below £10,000 was 24.0%.

9.9.6 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. In Christchurch fuel poverty was found in 510 households where a benefit was received, compared with 330 households where occupiers did not receive benefit. This means that 7.6% of households in receipt of benefit were in fuel poverty.

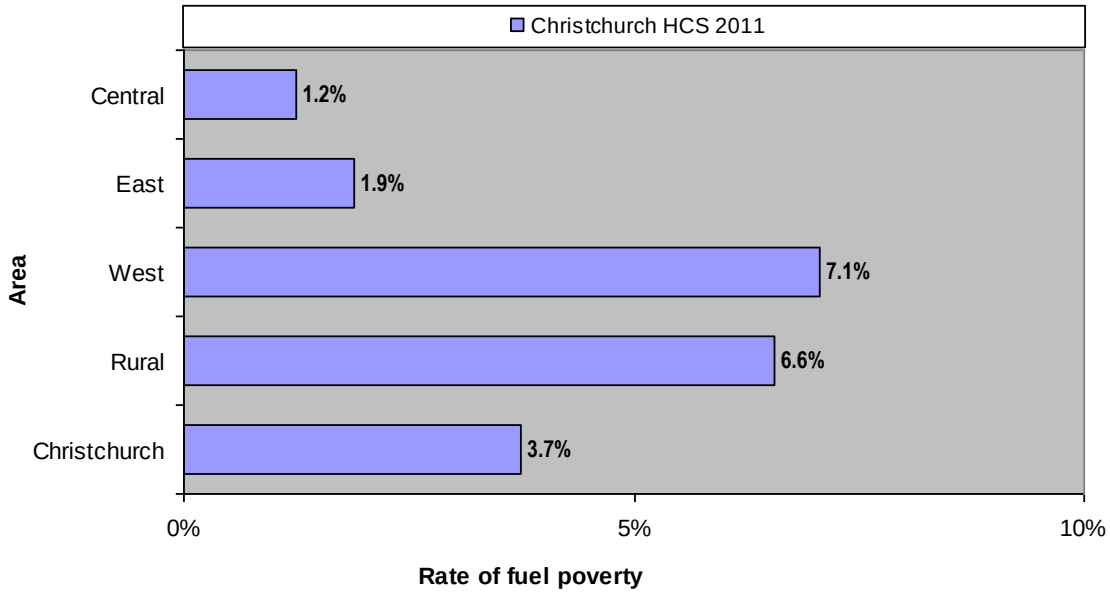
9.9.7 For owner-occupiers, assistance in the form of advice can be given, as well as grants and other partnership schemes with energy efficiency companies and other organisations. The total cost of energy efficiency improvements to dwellings in fuel poverty in the owner-occupied sector, was just under £1.1 million. This expenditure requirement is distributed between the 400 owner-occupied dwellings in fuel poverty where works were possible at an average cost per dwelling of £2,700. Within the private rented sector, the cost of energy efficiency improvements to dwellings in fuel poverty was just under £60,000 an average of £600 in 100 privately rented dwellings in fuel poverty where works were possible and for RSL dwellings it was just under £19,000 in 40 fuel poor dwellings where works were required.

9.9.8 For those fuel poor households in receipt of a benefit, the total cost of energy efficiency improvements was just under £871,000, an average of £4,400 in 200 dwellings where works were possible.

9.10 Area focus on fuel poverty

9.10.1 Figure 9.4 shows the rate of fuel poverty by sub-area. The highest rate was found in the West sub-area (7.1%), closely followed by the Rural sub-area (6.6%). The Central sub-area had the lowest rate at 1.2%.

Figure 9.4 Fuel poverty by sub-area



Source: 2011 House Condition Survey

9.11 Energy efficiency works to all other dwellings

9.11.1 The cost of carrying out all works to all dwellings where the residents were not in fuel poverty but where potentially improvements could be made was just under £19.2 million. This represents an average expenditure of approximately £1,000 per dwelling in 19,400 dwellings.

9.11.2 Due to the high proportion of dwellings where potential improvements could be undertaken, the numbers are widespread and targeting, is therefore, not specifically concentrated in any particular area or property type.

9.11.3 There were 700 dwellings where the household was not in fuel poverty but where the mean SAP rating was less than 35. To carry out all improvement works required for these dwellings would cost just under £1.7 million, with the majority of this cost being required for the owner-occupied stock. The mean cost per dwelling (500) in the owner-occupied stock was £2,300.

9.11.4 Part of the survey considered whether a range of energy measures had been installed within dwellings, including low energy light bulbs, photovoltaic cells, solar water heating and other renewable energy sources. Table 9.11 provides a breakdown of the proportion of rooms that had low energy light bulbs fitted, with the results showing a broad spread of current provision. The proportions due however, show that just over 61% of dwellings had 50% or more rooms fitted with low energy light bulbs, with 22.6% of dwellings having 75% or more of their rooms fitted with low energy light bulbs.

Table 9.11 Low energy light bulb provision

Range of rooms with low energy light bulbs	Proportion within range
1% to 24%	6.7%
25% to 49%	4.3%
50% to 74%	38.6%
75% to 100%	22.6%
None	27.8%

Source: 2011 House Condition Survey

9.11.5 As far as other provision is concerned, Table 9.12 shows the level of photovoltaic cells, solar water heating and other renewable energy sources. It is clear that very little provision was found.

Table 9.12 Other energy measures

Photo Voltaic Cells	Solar Water Heating	Other Renewables
0.6%	1.9%	0.0%

Source: 2011 House Condition Survey

10 Health and Wellbeing

10.1 Health and Housing

"The relationship between housing and health is well established with a growing evidence base for the role of housing in improving health outcomes. There are also many excellent examples where public health and housing colleagues have come together to tackle persistent health inequalities and deep-rooted issues around health and wellbeing. Despite this progress, the pressures that our health and care system faces remind us that these relationships can no longer be considered an attractive option, but a necessity"

(.**Professor Richard Parrish**, Royal Society for Public Health
(A Foot in The Door – a guide to engaging housing and health, Northern Housing Consortium, 2011))

10.1.1 Whilst the evidence base is indeed now growing, unfortunately the link between housing and health still remains complex and difficult to entangle. Both areas of professional endeavour have their own unique ways of understanding evidence and recognise different types of research and preferred methodologies. This, together with the fact that the links also often coexist with other powerful determinants of multiple deprivation (crime, employment, social exclusion, education and income levels), provides a great challenge in deciding how to effectively respond to housing and health issues.

10.1.2 As NHS commissioning became increasingly more sophisticated in recent years, and evidence based public health become more prominent, so the requirement for real evidence of the housing and health impacts, rather than simple associations and links between the issues, has become paramount.

10.1.3 On the other hand the new Coalition Government reforms and in particular the return of public health to local government leadership now offer a great opportunity to take a more informed and strategic approach to housing and health and to reframe the agenda.

10.1.4 Previously, despite the general recognition of the need for closer partnerships between health and housing, there have in reality been a range of ideological and organisational obstacles to developing the shared approach needed. The real contribution that could have been made by housing has not in the past been well understood by health decision makers (and in turn NHS commissioning frameworks have not well reflected these wider determinants of health).

10.1.5 Consequently in most areas of the Country health plans have incorporated only a limited understanding of housing, defined mainly in terms of as bricks and mortar and overlooking the broader role of the housing sector as service provider, intermediary, place shaper and community leader.

10.1.6 Conversely the health contribution to housing has largely been in the medical model and the evidence has until very recently not been persuasive enough (and in formats relevant to a range of decision makers) to draw robust enough

conclusion about causality of housing conditions on mental social and physical health and wellbeing that could confidently drive policy and strategy.

10.1.7 This evidence though is now becoming stronger and the public health changes underway provide the opportunity for new leadership in the area of housing and health.

10.2 The HCS Contribution to the Health and Wellbeing Evidence Base

10.2.1 There are available a number of examples of Housing Stock Conditions Surveys that have undertaken health impact assessments within them and causality models, together with some toolkits, are now available. However, whilst these are on the whole good for starting discussions between strategic partners, most have failed to provide the impact data in a robust enough manner to inform policy and management decisions.

10.2.2 Often these are based upon extrapolations of national health data applied against real assessments of housing stock conditions. These are modelled events and whilst they can be used to illustrate the cost-benefits of health investment in private sector housing stock their use locally by partners has to be treated with caution due to the extrapolations of national data and costs.

10.2.3 This was clearly recognised within Christchurch and from the beginning of this survey a clear goal was to include within it an attempt to understand the actual health experience of residents whilst the conditions of their homes were being mapped. In particular not just to find more concrete evidence of the housing conditions that are leading to illness, but perhaps even more importantly, how housing conditions may exacerbate existing conditions.

10.2.4 Given Christchurch's ageing population, and what is already known about the rates of morbidity in the area, it was anticipated that including a qualitative element to the survey which asked residents about their existing health and illness could provide tangible evidence of where interventions in housing could bring immediate benefit.

10.2.5 As a result a set of questions was developed after consulting with local health partners and studying existing environmental and health needs assessments (for example the Dorset Joint Strategic Needs Assessment).

10.3 Approach Taken

10.3.1 The questions were designed to sit alongside the house condition survey outlined in Appendix B and surveyors were responsible for collecting responses at the same time as the rest of the survey was undertaken.

10.3.2 The question set covered five areas:

- How easy is it for the respondent to access a range of named amenities (grocery shops. Post office, health services etc.)
- Respondent and household current experience of illness and pressures on wellbeing (e.g.fear of harassment)

- Health and social care support needs including the experience of "Long Term Conditions"
- Respondent views as to any accommodation changes they perceived would be a benefit to their health
- The actual use of health services in the preceding 12 months by the residents

How easy is it for the respondent to access a range of named amenities (grocery shops. Post office, health services etc.).

Respondent and household current experience of illness and pressures on wellbeing (eg fear of harassment).

Health and social care support needs including the experience of "Long Term Conditions"

Respondent views as to any accommodation changes they perceived would be a benefit to their health

The actual use of health services in the preceding 12 months by the residents

10.4 High Level Findings

10.4.1 The findings were on the whole inconclusive, possibly due to methodological issues as a largely quantitative survey included this small element of qualitative questions which on reflection should probably have been conducted as a separate more focussed (but still linked) activity.

10.4.2 However there are a number of areas in need of further investigation and of wider interest to strategic partners as well as lessons to be taken into account in any future housing and health impact assessments.

10.4.3 Most importantly relatively low levels of medical conditions among households across the Borough were recorded in the survey, with slightly but not significantly higher levels in West and Rural areas.

Table 10.1 Household health and use of health services in last 12 months

Please tell us about your households health and use of health services in the last 12 months	Good	Fairly Good	Not too good
In this period would you say your health (for the household in general) has on the whole been	72.1%	18.7%	9.2%
How is your health generally, as a household?	73.9%	19.9%	6.1%

Source: 2011 House Condition Survey

10.4.4 This does not match the picture of population health across Christchurch found in other surveys (for example, Christchurch has higher recorded prevalence of Coronary Heart Disease than the rest of Dorset and the England average) suggesting that the burden of ill-health across Christchurch is therefore more concentrated in areas of social housing. (*Source: Dorset JSNA*)

10.4.5 Those reporting current medical conditions in Central and East are younger than those in Rural and West.

10.4.6 A higher percentage of household residents reported seeing their family Doctor for a review of a condition than actually reported having a condition – this may though be a methodological issue due to certain health issues not being thought of as such by respondents (mental health issues for example).

10.4.7 As might be expected residents reporting a physical disability are the same as those who report access difficulties to amenities, but there is no geographical pattern to this.

10.4.8 The same pattern arises with respect those who report having Chronic Obstructive Pulmonary Disease and those with Coronary Heart Disease.

10.4.9 Ten areas within the borough are amongst the 20% most deprived in England for access to services, a third of all areas in the borough and overall this is reflected with the answers given in the survey. According to work carried out by Dorset County Council Research and Information in 2009 only 1% of the Christchurch population did not have access to an hourly bus service, this is not reflected in the perceived access to amenities question in this housing survey.

10.4.10 This is one area that needs to be followed up as perception of ease of access don't appear to match the figures. Further investigation could take place into whether this is due to changes in services, or an hourly bus service not being perceived as acceptable.

Table 10.2 Ease of reaching specified facilities

How easy is it for you to get to each of the following?	Easy	Quite Difficult	Very Difficult
Grocery shops	87.3%	7.3%	5.4%
Post Office	87.0%	7.4%	5.6%
Bank / Building society	81.9%	12.7%	5.4%
Leisure facilities	81.2%	13.4%	5.4%
Doctor	79.8%	14.8%	5.4%
Hospital	84.4%	10.0%	5.5%
Schools / Educational or training facilities	86.4%	8.2%	5.5%

Source: 2011 House Condition Survey

10.4.11 Potential questions for further investigation include the finding that 10.7% have trouble managing their home, but only 7% want or currently have help and support.

10.4.12 There is a similar pattern with other issues and the underlying concern is to find out if this is about raising expectations of services or ensuring people know what they are entitled to.

10.4.13 The experience of attending accident and emergency service (including urgent care or walk in centre) appear relatively low and further investigation should seek to clarify if this is a definition (or recollection) issue, or whether this really is a population with low usage of these services.

10.4.14 Surprisingly this survey has not revealed any pattern to the experience of a disability and access, and, no link between fuel poverty and disability, or houses needing work and disability.

10.4.15 In fact in general the figures for access to amenities are all higher than might be expected, except maybe for the access to a doctors surgery, which needs to have more reflection given the changing geography of surgery provision.

10.4.16 The survey asked about a range of housing determinants of health and if the respondents experienced problems with them. The great majority of respondents indicated very few problems. It would be worth further research into this through maybe a small facilitated focus group and in particular with the small group who are having difficulty maintain their homes to establish the specific underlying factors and tenure.

Table 10.3 Degree of problem, if any, with specified subjects

Please tell us whether the following are a problem:	Not a Problem	A Problem	Serious Problem
The health of someone in your household is suffering because of condition of your home	97.9%	1.6%	0.5%
Your home is subject to major disrepair	97.6%	1.9%	0.4%
You have difficulty maintaining your home	89.3%	8.0%	2.7%
You have to share a bathroom/toilet/kitchen with another household	99.5%	0.3%	0.1%
You are lacking basic facilities (such as bathroom/toilet/kitchen)	99.3%	0.6%	0.1%
Your accommodation is too expensive	96.5%	3.0%	0.6%
You are under notice of eviction, real threat of notice, or your lease is coming to an end	99.5%	0.4%	0.2%
Someone in your household is suffering harassment or threats of harassment from neighbours or others living in vicinity	98.9%	0.7%	0.3%
Someone in your household has difficulty using stairs and/or lifts to or within your home	95.3%	3.4%	1.2%
You need to be close to a relative/friend to GIVE care	95.6%	3.4%	1.1%
You need to be close to a relative/friend to RECEIVE care	90.7%	7.8%	1.6%
A household member is unable to access appropriate employment centre	99.4%	0.6%	0.0%
A household member is unable to access other essential facilities	98.8%	1.2%	0.0%
Public transport provision near home is inadequate for the household's needs	94.2%	4.4%	1.4%
You have difficulty managing your fuel bills	92.3%	7.4%	0.3%
You experience health problems related to the heating in your home	98.6%	0.9%	0.5%

Source: 2011 House Condition Survey

10.4.17 In relation to the question on household difficulty in managing fuel bills it reveals lower figures for it being a problem than might be expected given current fuel prices., Further research here should investigate if these 7.7% were the same

households failing to meet Thermal comfort or whether this is due to the perceptions of the residents.

10.5 Implications for Future Local Working

10.5.1 Unfortunately the take home messages for the new public health system locally are not yet clear from this study. The questions and inconsistencies outlined above though do deserve to be further addressed in a more directed health impact assessment on housing and health in Christchurch,

10.5.2 Given the indications that the ill health burden is not evenly spread across housing tenure types a comparative health impact assessment across private and social sector housing is recommended.

10.5.3 Further reflection on the use of the research tool and how the methodology might be improved in future should also be considered more fully. The administration of the health and wellbeing questions as a subset of the main approach appears to have been problematic and has affected confidence in the results. A separate but complimentary process of focussed group discussions covering the same question set may have produced more robust results – and this approach should still be considered as a follow on piece of work.

Appendix A- Index of tables and figures

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

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

Appendix B- Methodology

B.1 The survey used a stratified random sample of 1,600 dwellings from an address file supplied by Christchurch Borough Council. The sample was a random sample drawn equally across the four sub-areas based on Wards to replicate the sampling undertaken as part of the last stock condition survey in 2005. This gives representative findings across the authority, with the objective of gaining as many surveys 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, including 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 x 10/5 = 20. As there are only 5 dwellings with information the weight, when applied to five dwellings, still yields the same stock total of 100. The five dwellings with no data are ignored.

B.11 With an access rate above 50% there may be concern that the results will not be truly representative and that weighting the data in this manner might produce unreliable results. There is no evidence to suggest that the access rate has introduced any bias. When externally gathered information (which is present for all dwellings) is examined the stock that was inspected internally is present in similar proportions to those where access was not achieved suggesting no serious bias will have been introduced.

B.12 Only those dwellings where a full survey of internal and external elements, energy efficiency, housing health and safety and social questions were used in the production of data for this report. A total of 800 such surveys were produced.

B.13 The use of a sample survey to draw conclusions about the stock within the area as a whole introduces some uncertainty. Each figure produced is subject to sampling error, which means the true result will lie between two values, e.g. 5% and 6%. For ease of use, the data are presented as single figures rather than as ranges. A full explanation of these confidence limits is included in the following appendix.

Appendix C - Survey Sampling

Sample Design

C.1 The sample was drawn from the Christchurch Borough Council address file derived from Council Tax records and equally divided between the four sub-areas, which were based on Wards to replicate the sampling undertaken as part of the last stock condition survey in 2005. This procedure does not introduce any bias to the survey as results are weighted proportionally to take account of the overall area sizes.

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 694 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 23,150 private sector dwellings reported. Sampling error is discussed later in this section.

Weighting the data

C.4 The original sample was drawn from the Christchurch 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.

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. This is due to the fact that a sample will be subject to error since one dwelling is representing more than one dwelling in the results. The large the sample, the smaller the error range of the survey and if the sample were the same size as the population the error range would be zero. Note: population is a statistical term referring to the whole; in this case the population is the total number of private sector dwellings.

C.12 The error range of the survey can be expressed in terms of the amount above or below a given figure that the true result is expected to lie. For example, in what range does the true figure for the proportion of dwellings with a category one hazard lie. This error range is also affected by how confident we want to be about the results. 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. In other words, if we re-ran the whole survey 100 times, we would expect that 95 times out of 100 the result would fall within a given range either side of the reported figure. This range is referred to as the standard deviation.

C.13 The calculation for standard deviation, within 95% confidence limits, is the standard error multiplied by 1.96. The following is the formula for calculating standard error :

$$s.e.(p_{srs}) = \sqrt{(1 - \frac{n}{N})\frac{p(1-p)}{n}}$$

Where $s.e.(p_{srs})$ is the notation to describe the general formula for the standard error for a simple random sample.

N = the number of dwellings in the population.

n = the number of dwellings in the sample.

p = the proportion of dwellings in the sample with a particular attribute such as category one hazards.

C.14 This formula can be used to calculate the confidence limits for the results of any attribute such as category one hazards. Table C.1 gives a number of sample sizes and the confidence limits for a range of different possible results.

C.15 For this survey the estimate of dwellings with a category 1 hazard was 8.5%. Calculating the standard deviation for this figure, and using the 95% confidence limits, we find that the true figure lies in a range of + or – 1.9%. In other words one can say that 95% of all samples chosen in this way would give a result in the range between 6.6% and 10.4%.

C.16 The standard deviation figure of + or – 1.9%, however, would only stand true if this were a simple random sample. In other words, it would only be true if the 800 surveys had been selected totally at random from the whole private sector housing stock. This was not the case for this survey as stratified random sampling was used in order to concentrate on non-decent dwellings occupied by vulnerable residents.

C.17 Because the survey was a stratified random sample, an altered version of the standard deviation calculation needs to be used. This more complex formula takes into account the results for each individual stratum within the survey. When this formula is applied the standard deviation for the survey increases to + or – 2.0%. In other words, we can be 95% confident that the level of category one hazards present in the private sector housing stock will fall somewhere between 6.5% and 10.5%.

C.18 The following formula is that used to calculate the standard error of a stratified random sample. Multiplying the result by 1.96 then gives the standard deviation within 95% confidence limits:

$$s.e.(p_{st}) = \sqrt{\frac{1}{N^2}\sum \frac{N_i^2 p_i (1 - p_i)}{n_i - 1}}$$

Where $s.e.(p_{st})$ is the notation to describe the general formula for the standard error for a stratified random sample.

N = the number of dwellings in the population.

N_i = the population of dwellings in an individual stratum of the sample.

n_i = the number of dwellings in an individual stratum of the sample.

p_i = the proportion of dwellings in the sample with a particular attribute such as category one hazards.

Table C.1 95% per cent confidence limits for a range of possible results and sample sizes

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

Very small samples and zero results

C.19 When sub-dividing the results of a sample survey by multiple variables, it is possible to produce a result where no survey carried out matches these criteria. In such a case the result given will be zero, however, this can give a false impression that no such dwellings exist. In reality, it may well be possible that a very small number of dwellings, with the given characteristics, are present, but that in numbers that are too low to have been randomly picked by the sample.

C.20 In the case of the 2011 Christchurch Borough HCS, the average weight is approximately 29 (23,150 private sector dwellings divided by 800 surveys). As a consequence, if there are fewer than 100 dwellings of a certain type within the Council, the result from the survey will tend to be a very crude measure. This is because, based on the average weight, only a result of 29, 58 or 87 could be given, which if, in reality, there are 50 dwellings with a certain characteristic, is fairly inaccurate.

C.21 Because of the points outlined above, the reader is encouraged to view extremely small or zero results with caution. It should be considered that these represent a small but indeterminate total, rather than none at all.

Appendix D - Legislative Requirements

D.1 Section 605 of the Housing Act 1985 (as amended) placed a duty on Local Authorities to consider the condition of the stock within their area, in terms of their statutory responsibilities to deal with unfit housing, and to provide assistance with housing renewal. Section 3 of the Housing Act 2004 replaced this with a similar duty to keep housing conditions under review.

D.2 The Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 came into effect on the 19 July 2003 and led to major change in the way Local Authorities can give financial help for people to repair or improve private sector homes. Before the Order, the Government set clear rules which controlled the way financial help could be given and specified the types of grant which could be offered. The Order set aside most of these rules (apart from the requirement to give mandatory Disabled Facility Grants). It now allows Local Authorities to adopt a flexible approach, using discretion to set up their own framework for giving financial assistance to reflect local circumstances, needs and resources.

D.3 The Office of the Deputy Prime Minister (ODPM), published guidance under Circular 05/2003. In order to use the new freedom, a Local Authority must prepare and publish a Private Sector Renewal Policy. The policy must show that the new framework for financial assistance is consistent with national, regional and local policies. In particular, it has to show that the local priorities the strategy is seeking to address have been identified from evidence of local housing conditions including stock condition.

D.4 The Housing Act 2004 received Royal Assent in November 2004. The Act makes a number of important changes to the statutory framework for private sector housing, which came into effect in April 2006:

- The previous fitness standard and the enforcement system have been replaced by the new Housing Health and Safety Rating System (HHSRS).
- The compulsory licensing of higher risk houses in multiple occupation (HMO) (three or more storeys, five or more tenants and two or more households).
- New discretionary powers including the option for selective licensing of private landlords, empty dwelling management orders and tenancy deposit protection.

D.5 Operating Guidance was published on the Housing Health and Safety Rating System in February 2006. This guidance describes the new system and the methods for measurement of hazards, as well as the division of category 1 and 2 hazards. Guidance has been issued by the ODPM on the licensing provisions for HMOs, which describes the high risk HMOs that require mandatory licensing and those that fall under additional, voluntary licensing.

D.6 As the Rating System has now replaced the fitness standard, this report will deal with findings based on statutory hazards, not unfitness.

Mandatory Duties

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

With effect from April 2006 replaced by:

- Category 1 Hazards, Housing Health and Safety Rating System (HHSRS) (Housing Act 2004) – to take the most satisfactory course of action – improvement notices, prohibition orders, hazard awareness notices, emergency remedial action, emergency prohibition orders, demolition orders or slum clearance declaration.

- Houses in Multiple Occupation (Housing Act 1985) - to inspect certain HMOs, to keep a register of notices served, to require registration where a registration scheme is in force.

With effect from April 2006 replaced by:

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

- Overcrowding - (Housing Act 1985) - to inspect and report on overcrowding

Now In Addition

- Overcrowding – (Housing Act 2004) – to inspect and report on overcrowding as defined under sections 139 to 144 of the Housing Act 2004 along with statutory duty to deal with any category 1 overcrowding hazards found under the HHSRS.

- The provision of adaptations and facilities to meet the needs of people with disabilities (Housing Grants, Construction and Regeneration Act 1996) - to approve applications for Disabled Facilities Grants for facilities and/or access

Appendix E - Definition of a Non-decent Home

Measure of a decent home

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

Table E.1 Categories for dwelling decency

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

** Described in more detail below*

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

Applying the standard

E.3 The standard is specifically designed in order to be compatible with the kind of information collected as standard during a House Condition Survey (HCS). All of the variables required to calculate the standard are contained within a complete data set.

E.4 The four criteria used to determine the decent homes standard have specific parameters. The variables from the survey used for the criteria are described below:

Criterion A:

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

Criterion B:

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

Table E.2 Major Elements (1 or more)

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

Table E.3 Minor Elements (2 or more)

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

Criterion C:

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

Table E.4 Age categories for amenities

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

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

Criterion D:

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

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

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

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

Efficient heating; and

Effective insulation

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

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

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

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

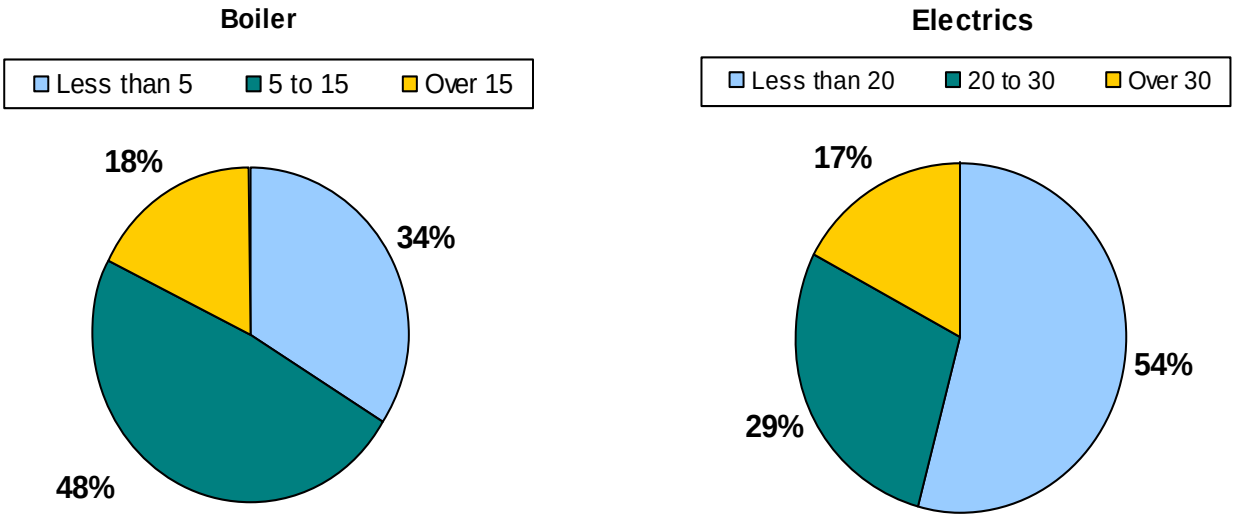
E.13 For the purposes of this study the above definition will be used in calculating the proportion of dwellings that are considered non-decent.

Appendix F- Additional amenities

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

F.2 66% of boilers and 46% 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: 2011 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.