Opinion Research Services

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Housing Stock Condition Survey

Weymouth & Portland
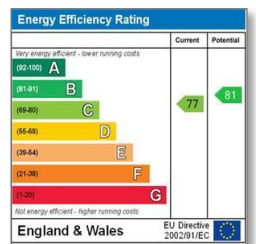Borough Council

Report of Findings

December 2013

Contents

1. Introducing the Study
Overview of the background and survey methodology

1.1   Local authorities have an obligation under the Housing Act 2004 to keep housing conditions in their area under review for all tenures, including private sector housing.

1.2   To meet this obligation, Weymouth and Portland Borough Council in conjunction with West Dorset District Council commissioned Opinion Research Services (ORS) to carry out a survey on a random sample of housing within the borough. The data collected provides a significant evidence base to inform the Councils forward strategic approach.

The Councils Obligations and Powers

1.3   Councils have an obligation to enforce certain statutory minimum standards in housing and have powers that they can use to do this: mandatory duties are outlined in Appendix A, while further non-mandatory powers are available to the Authority under the Housing Act 2004.

1.4   Local authorities are also required by Government to complete certain returns indicating the distribution of their housing stock by tenure and the condition of certain aspects of the stock.

1.5   Both Weymouth and Portland Borough Council and West Dorset District Council have also developed a number of policies and strategies to further develop their overall approach to the private housing stock.

Guidance regarding House Condition Surveys

1.6   Guidance on how to conduct Surveys has evolved over time:

» Local House Conditions Survey Guidance (1993; updated 2000): the Department of the Environment issued a Guidance Manual setting out how Local House Condition Surveys should be conducted, including a detailed survey form in a modular format, and a step-by-step guide to implementing a survey.

» Housing Health and Safety Rating System Guidance (HHSRS) (guidance was issued in 2004; updated 2006).

1.7   Local authorities are encouraged, by both sets of guidance, to make full use of information gathered from house condition surveys in conjunction with data from other sources.

How was this Survey Conducted?

1.8   ORS used a random sample approach to the survey, selecting addresses at random from a list of all dwellings and then surveying these. This robust sample approach derived evidence that was then extrapolated to gain an understanding of all housing in the borough.

1.9   ORS carried out surveys on 489 dwellings across the borough during June 2013. A total of 912 addresses were selected at random from a list of all dwellings in the borough in order to derive the 489 surveys, as not all home-owners and tenants were able to take part.

1.10 For all of the 489 surveys conducted, information on the following factors was collected:

» general characteristics of the dwelling;

» condition of the internal and external fabric;

» provision of amenities;

» compliance with housing health and safety standards;

» age and type of elements;

» energy efficiency measures;

» compliance with the Decent Homes Standard: Details about the Decent Homes Standard are outlined in Appendix B.

» socio-economic information about the household (where occupied).

Comparing Weymouth and Portland with England

1.11 To gain an understanding of how Weymouth and Portland compares to the rest of England, ORS used the English Housing Survey (EHS), a national survey updated annually. The most recent results published for the EHS are for 2012

1.12 The complexities of gathering, inputting and checking EHS data means, for this report, EHS results were only available up to 2009/10 for comparison purposes (unless otherwise stated). Additionally, some comparisons were made with the Family Resources Survey 2007-2008 published by the Department for Works and Pensions (DWP).

Accuracy of Findings

1.13 This study was completed using a sample survey. A sample survey works by applying a weight to each dwelling surveyed. Put simply, by surveying 489 dwellings from a total of 29,470 dwellings, we would assign a weight of 60 to each survey. In other words, each property surveyed would represent 60 properties in the borough. By using as many as 489 surveys and choosing addresses randomly we can be confident that results are representative of the housing stock as a whole.

1.14 Because not all dwellings were surveyed, however, there will always be some difference between the survey results and the real world. This difference is called statistical variance. We described statistical variance in terms of 'confidence limits' and 'standard deviation':

» Standard Deviation is the extent to which a result from the survey, say percentage of dwellings that are privately rented, 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. More detail on the calculation of standard deviation is given in the appendices.

1.15   Further information about the survey sampling, fieldwork and weighting is detailed in Appendix B.

Presentation of Figures

1.16   The figures presented in this report are estimates, since they are based on a sample, not an actual count. Quoting an exact figure for any number, for example: the number of privately rented dwellings is not necessary and would not be accurate. For this reason, as with the EHS, figures are quoted to the nearest 100 dwellings, or nearest 10 for smaller numbers. Percentages within the report are only quoted to 1 decimal place for the same reason. An additional reason for doing this is that most issues will be changing on a daily basis across a housing stock of this size, so the results can only ever be a snap-shot in time.

2. General Housing Characteristics
A profile of the housing stock in Weymouth and Portland

Dwelling Stock

2.1 The total number of domestic residential dwellings in Weymouth and Portland is approximately 29,500. This is derived via the list of dwellings drawn from Council Tax records, and taking other recent changes into account (e.g. newly built dwellings, changes of tenure and any demolitions). "Domestic" dwellings exclude any commercial properties and "residential" excludes any property not considered habitable living space.

Vacant Dwellings

2.2 Vacant dwellings can be difficult to identify and there are frequently problems in gaining access for surveys; however on the basis of the survey data it is possible to estimate that there are approximately 620 vacant dwellings in Weymouth and Portland, 2.1% of the stock. The national average is approximately 4.1%.

2.3 Of these properties, the survey estimates that around 110 (0.4%) of dwellings are long-term vacant (defined as any dwelling vacant for six months or more, or subject to unauthorised occupation). This figure will be subject to constant fluctuation and is affected by a small sample size making it less reliable. 1.7% of stock is short-term vacant.

Figure 1: All dwellings by Occupancy Status (Source: Weymouth and Portland HSCS 2013)

Reason for vacancy	Short-term vacant		Long-term vacant		Total	
Occupied					28,860	97.9%
Vacant awaiting new owner	380	1.3%	50	0.2%	430	1.5%
Vacant awaiting new tenant	0	0.0%	0	0.0%	0	0.0%
Vacant being modernised	30	0.1%	60	0.2%	90	0.3%
New never occupied	100	0.3%	0	0.0%	100	0.3%
All vacancy reasons	510	1.7%	110	0.4%	620	2.1%
All dwellings					29,470	100.0%

2.4 National policy is to bring vacant dwellings back into use to help both to ease the housing shortage and maximise the use of existing stock.

2.5 Locally, Weymouth and Portland is focussed on reducing their vacant dwelling numbers. One issue to consider is any spatial footprint of long term empty stock. Figure 2 shows the proportion of dwellings in each area that do not have a usually resident household – so properties are either vacant or occupied as second homes in these areas.

Figure 2: Proportion of dwellings without a usually resident household by LSOA (Source: Census 2011)

Highest 10%
Highest 25%
Highest 50%
Lowest 50%
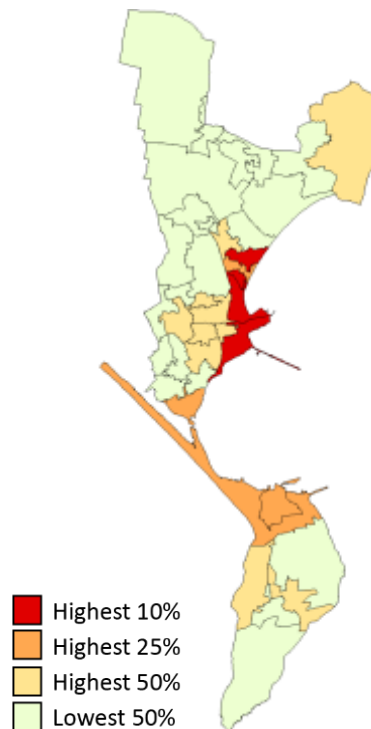
Tenure

2.6 Figure 3 draws tenure comparisons between the stock profile for Weymouth and Portland and that for England as a whole. The data from the HSCS is broadly consistent with the Census 2011, in particular in terms of the split between ownership and private rent. It is also noteworthy that the private rented stock is now marginally larger than the social housing stock in the area.

Figure 3: Tenure proportions (Source: Weymouth and Portland HSCS 2013, Census 2011, EHS 2012)

Tenure	Weymouth and Portland HSCS 2013		Census 2011		EHS (2012)
	Dwellings	Per cent	Weymouth and Portland	England	
Owner occupied	19,040	65%	67%	64%	65%
Privately rented	5,620	19%	19%	18%	17%
Social housing	4,810	16%	14%	18%	17%
All Tenures	**29,470**	**100%**	**100%**	**100%**	**100%**

Private Rented Sector

2.7 The past decade since the 2001 Census has seen a substantial and rapid change in the tenure distribution of housing in England. Privately rented dwellings have increased from approximately 10% of dwellings in 2001 up to nearly 18% of all dwellings by 2011. This increase has not been evenly distributed, but, rather, has been affected by market economics and suitability of housing stock.

2.8 One of the key regions driving up the national average is London, with an estimated 8% average growth per annum in the capital since 2001. Behind this are larger cities, which have seen slightly lower, but still substantial, growth levels.

2.9 Weymouth and Portland has seen the private rented sector grow from 11% in 2001 to 18% in 2011 (Source: Census 2001 and 2011) and 19% in 2013 (Source: HSCS); representing an average growth of around 4.5% per annum over the last 12 years. Such a substantial change in the size of the sector has significant implications for the Council in terms of housing conditions, housing need & demand and housing affordability.

2.10 Figure 4 shows the proportion of dwellings in each area that are rented privately. It is apparent that there are higher concentrations of private rented stock in the more urban areas of Weymouth.

Figure 4: Proportion of dwellings rented privately by LSOA (Source: Census 2011)

Highest 10%
Highest 25%
Highest 50%
Lowest 50%
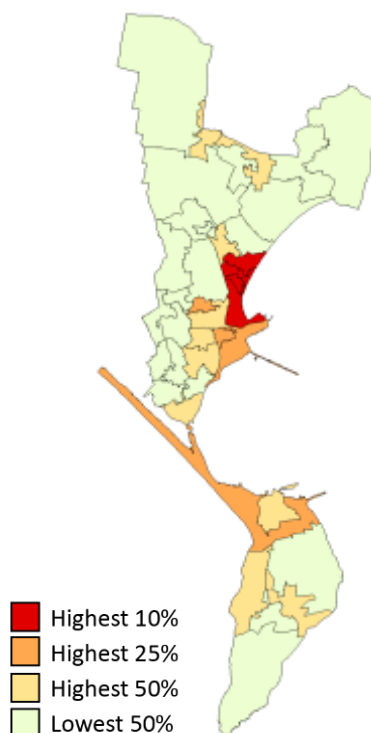
Houses in Multiple Occupation

2.11 "Dwelling" is a term used to describe both flats and houses. There are approximately 29,470 dwellings in Weymouth and Portland. Flats will often be part of a building that has more than one dwelling, so there will be fewer buildings in an area than dwellings. There are a total of approximately 25,100 buildings in Weymouth and Portland.

Figure 5: Building use profile Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)

Typology	Dwellings	Per cent of dwellings	Buildings	Per cent of buildings
House (Single household)	22,720	77.1%	22,720	90.5%
Converted flat (Single household)	1,320	4.5%	540	2.1%
Purpose built flat (Single household)	4,410	15.0%	1,470	5.8%
House (HMO)	60	0.2%	60	0.2%
Converted Flat (S257 HMO)	970	3.3%	310	1.3%
Total	**29,480**	**100.0%**	**25,100**	**100.0%**

2.12 Where three or more people in two or more households live in the same dwelling (for example, a group of adults sharing a house), this is considered to be a "House in Multiple Occupation (HMO)". In addition, where a building has been converted into flats but fails to comply with Section 257 of the Housing Act, this is also considered to be a HMO. HMOs therefore fall into three broad types, which are defined for this study as follows:

» A S257 building – Converted flats in a building where one third or more of the flats are privately rented, let on short-term tenancies, and the building conversion does not comply with 1991 (or later) building regulations.

» Shared houses – A dwelling that might otherwise be a family home being shared by a number (3 or more) of un-related adults.

» A Bedsit – A dwelling that has been converted for multiple occupation with individual rooms having some facilities of their own, and often a specified address (room number), but where there are still common parts and some shared amenities in the building.

2.13 Since these buildings will contain more than one flat (dwelling), the number of HMO dwellings will be more than the number of HMO buildings. There are a wide range of complex variations in the way buildings are used and sub-divided in the real world. It can, on occasion, be hugely difficult to interpret the Act and arrive at a dwelling/building use definition. In the case of the survey this has been simplified as far as possible, so results will be subject to a small amount of error, but are as good an indicative picture as it is practically possible to achieve.

2.14 Note that the Housing Act 2004 defines certain types of HMO as licensable. For these HMOs there is an obligation on the landlord to apply to the local authority, where the HMO is located, for a licence. Local authorities, therefore, must be in a position to manage the application for licences. Specifically, licensable HMOs are those that are of three or more storeys with five or more residents living as two or more households that share some facilities.

Property Management

2.15 When a dwelling which was privately rented was surveyed, a series of separate questions were asked of the tenants within the dwelling which covered questions about renting in the private rented sector. The findings in Figure 6 generally indicate that most of the privately rented sector is well managed:

- » Tenancy Agreement: the vast majority of landlords provide a tenancy agreement (92%)
- » Response to Problems: the vast majority of landlords respond to repair requests (82.7%).
- » Giving notice before entry: a noticeable minority of landlords visit without giving notice (17.5%).
- » Smoke alarms: 96% of dwellings have a working smoke alarm

2.16 However, there are areas to address in certain important aspects of the private rented sector in Weymouth and Portland:

- » Routine maintenance: only 61.1% of landlords carry out routine maintenance.
- » Rent deposit backed by Government scheme: whilst use of the rent deposit scheme is now mandatory, only 68% have a deposit covered by the scheme. Of the remaining 30%, some will not have paid any deposit and others may be unaware that their deposit was covered by the scheme – but it would appear that there is likely to be an issue with non-compliance by some landlords.

Figure 6: Private tenancy, landlords and privately rented dwellings (Source: Weymouth and Portland HSCS 2013)

Issues arising with private sector landlords	Private rented dwellings where household answered 'Yes'	
	Number	**Proportion**
Is there a written tenancy agreement?	5,120	92.3%
Was deposit protected under a government back deposit scheme?	3,770	67.9%
Does the landlord respond to problems in a reasonable time?	4,590	82.7%
Does the landlord have an emergency number?	3,920	70.6%
Does the landlord carry out routine maintenance?	3,390	61.1%
Does the landlord always give notice before entering the property?	4,580	82.5%
Is there a smoke alarm working and present?	5,330	96.0%
All occupied private rented dwellings *	**5,540**	**100%**

* Note: this is lower than the figure for all private rented dwellings as it excludes privately rented dwellings currently being marketed

2.17 Tenants were asked how much rent per month they are paying and the results of this are given in Figure 7. The majority of tenants are paying between £400 and £600 per month in rent. A noticeable number pay between £700-800 per month; very few tenants paying over £800.

Figure 7: Private tenancy rent levels per month (Source: Weymouth and Portland HSCS 2013)
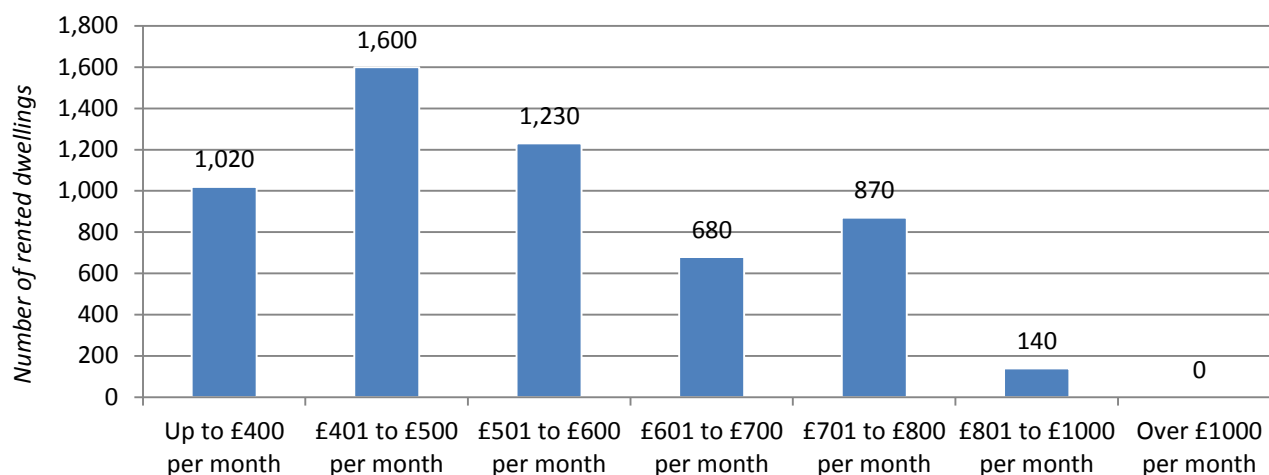
Fire Safety

2.18 Figure 8 provides a breakdown of the extent to which fire safety measures were present. Figures are broken down between self-contained flats and HMOs.

2.19 Fire safety provision in private rented flats and HMOs in Weymouth and Portland could be considered as below standard, with only 18% of dwellings having fire safety notice; 22% having fire extinguishers present and 41% having fire proof doors.

Figure 8: Fire safety provision in Private Rented Flats and HMOs (Source: Weymouth and Portland HSCS 2013. Note: Dwellings may have more than one fire safety measure, so the number of measures will total more than the total number of dwellings)

Fire safety measure	Self-contained flats		HMOs		Overall	
	Number	Per cent	Number	Per cent	Number	Per cent
Fire safety notice	380	21.5%	120	11.3%	500	17.8%
Mains wired smoke detectors	520	29.6%	130	12.6%	650	23.4%
Fire extinguisher	400	22.5%	200	19.6%	600	21.5%
Fire blanket	100	5.6%	130	12.6%	230	8.2%
Fire proof doors	650	36.8%	490	47.7%	1,140	40.8%
Protected escape route	610	34.6%	300	29.7%	920	32.8%
Escape route free from obstructions	600	34.1%	430	42.3%	1,040	37.1%
Total number of dwellings	**1,770**	**100%**	**1,020**	**100%**	**2,800**	**100%**

Dwelling Characteristics

Dwelling Construction Date

2.20 The following Figure shows the construction date profile for private dwellings in Weymouth and Portland. A significant proportion of housing was constructed pre 1919 (28%) with 20% of stock constructed post 1981. Building rates post 1919 are broadly consistent with those for England, with the exception of 1965-80 when Weymouth & Portland build rates were noticeably lower than England.

Figure 9: Dwelling age profile England & Weymouth and Portland (Source: Weymouth and Portland HSCS 2013, EHS 2012)
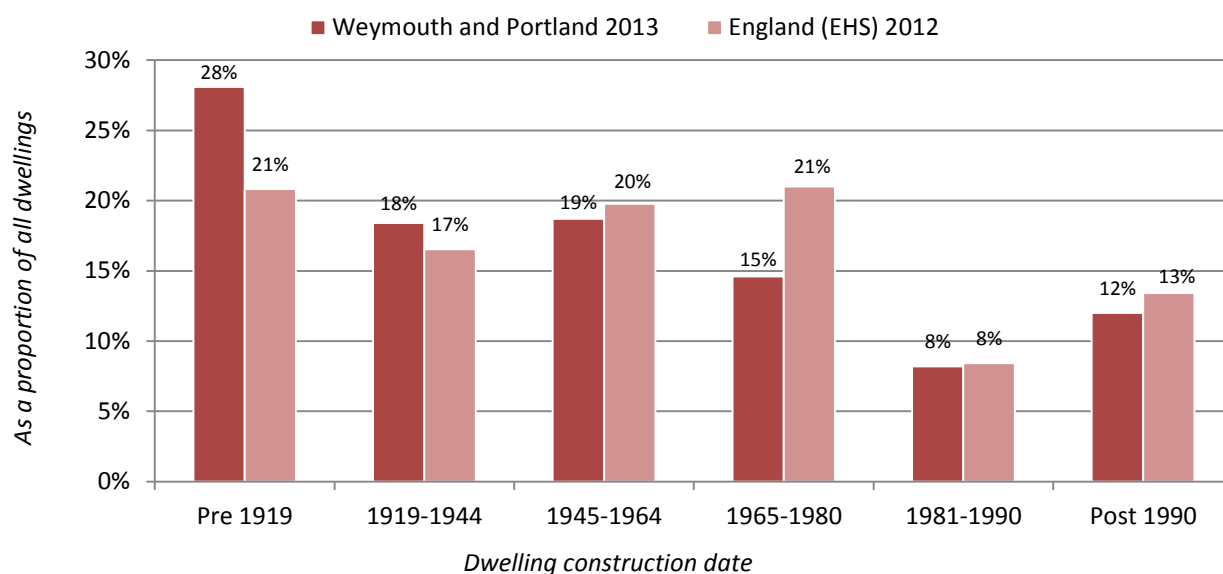
2.21 Figure 10 provides a breakdown of dwelling construction date by tenure in order to compare the age of owner occupied and privately rented dwellings:

» Private rented stock is concentrated in older dwellings: 67% was built before 1944, with 54% build pre 1919

» Owner occupied stock is also concentrated in older dwellings but to a lesser degree: 46% was built before 1944, with 22% built post 1981

» Social stock is mainly concentrated in properties built post-World War II: 79% of stock has been built since then, with 21% built post 1990, double of that for owner occupied and private rented stock.

Figure 10: Dwelling age profile by tenure in Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
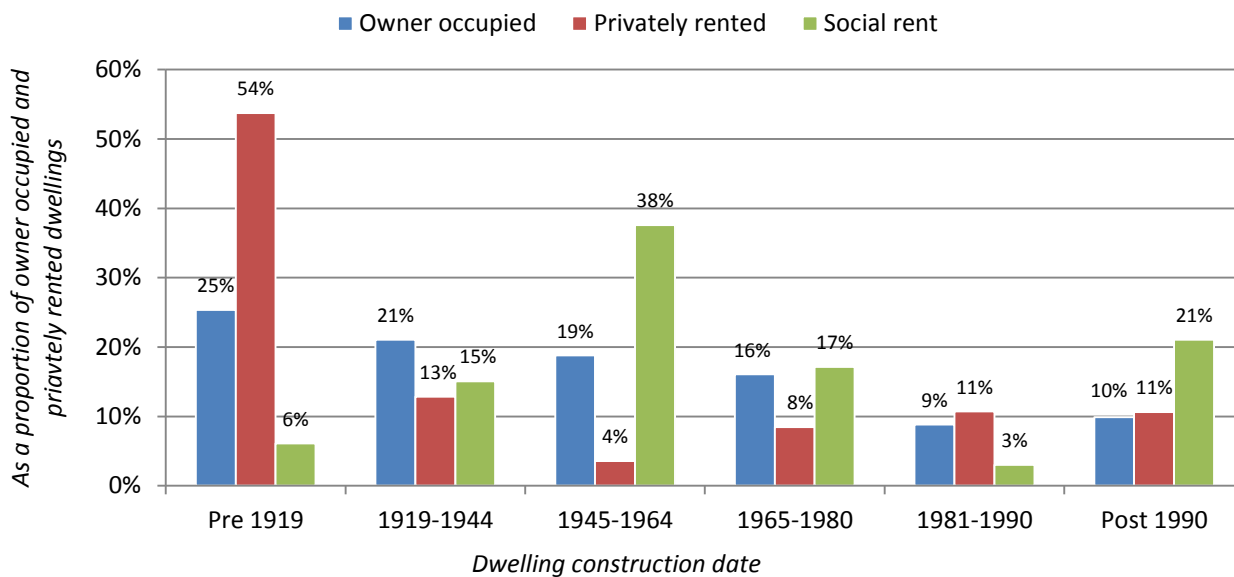
Figure 11: Proportion of pre-1918 dwellings by LSOA (Source: Valuation Office Agency 2012)
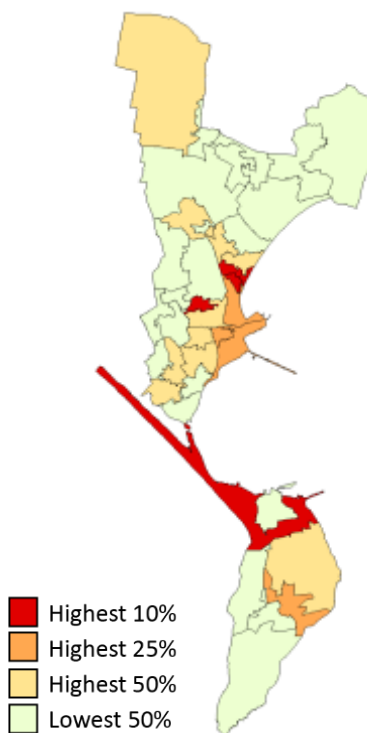
Dwelling Type Profile

The building type profile in Weymouth and Portland is also a reflection of the Borough and of the age of the dwelling stock.

Figure 12: Dwelling type profile Weymouth and Portland & England (Source: Weymouth and Portland HSCS 2013, EHS 2012)
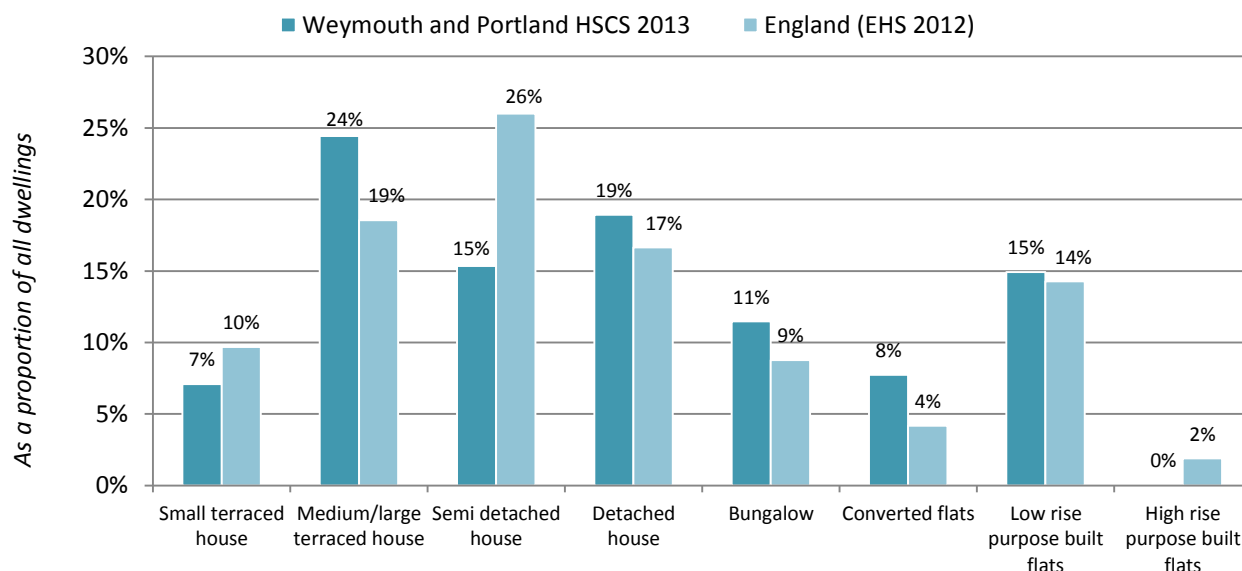
2.22 Terraced housing is more common than the average for England and these dwellings are largely older housing. Weymouth & Portland has slightly higher numbers of bungalows than England, but noticeably higher levels of flats (both low rise and purpose built). The remaining types of dwellings have lower rates than is found nationally, and in particular, the proportion of semi-detached housing in Weymouth and Portland is around half the level of that for England.

2.23 Figure 13 shows that:

» Medium/large terraced housing is the predominant property type in Weymouth and Portland; this property type has similar levels in both private rent (28%) and owner occupied (24%): this relatively marginal tenure split is unsurprising given that

– terraced housing constitutes the highest proportion of dwelling type in Weymouth and Portland, and

– there has been a recent rapid growth in the private rented sector in recent years.

» Private rent is made up of 10% small terraced houses, 28% medium/large terraced houses and 44% flats.

» Detached houses are predominantly owner occupied although bungalows are evenly split between rented and owned.

Figure 13: Proportion of dwelling type profile by tenure (Source: Weymouth and Portland HSCS 2013)
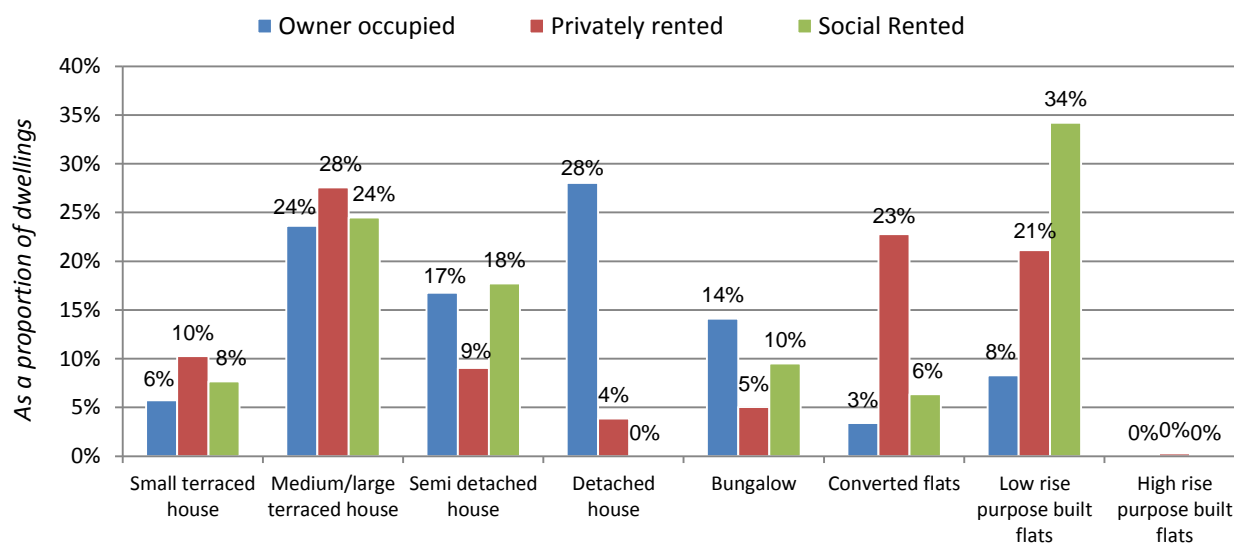
*Note: Low rise purpose build flats have fewer than 5 storeys; high rise purpose build flats have 5 storeys or more

Figure 14: Dwelling type profile by tenure (Source: Weymouth and Portland HSCS 2013)

Dwelling Type	Owner Occupied		Privately Rented		Social Rented	
Small terraced house	1,090	5.7%	580	10.3%	370	7.7%
Medium/large terraced house	4,500	23.6%	1,550	27.6%	1,180	24.5%
Semi-detached house	3,190	16.8%	510	9.0%	850	17.7%
Detached house	5,340	28.0%	220	3.9%	0	0.0%
Bungalow	2,690	14.1%	280	5.0%	460	9.5%
Converted flats	650	3.4%	1,280	22.8%	310	6.4%
Low rise purpose built flats	1,580	8.3%	1,190	21.1%	1,650	34.2%
High rise purpose built flats	0	0.0%	20	0.3%	0	0.0%
Total	**19,040**	**100.0%**	**5,630**	**100.0%**	**4,820**	**100.0%**

Figure 15: Proportion of dwellings in converted flats by LSOA (Source: Census 2011)

Highest 10%
Highest 25%
Highest 50%
Lowest 50%
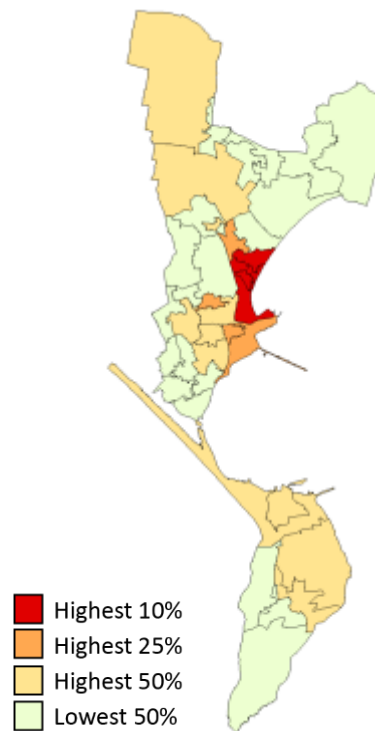
Dwelling Size

2.24 Figure 16 shows the dwelling size profile for Weymouth and Portland:

» There is relatively even distribution across dwelling size except for properties under 50 square metres (9% of stock).

» Larger properties (over 90 to 110 square metres) have higher proportions of owner occupation.

» Owner occupied dwellings are likely to have more living space than privately rented dwellings and this is consistent with the tenure breakdown of dwelling type.

Figure 16: Dwelling size profile Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)

Habitable Floor area in square metres
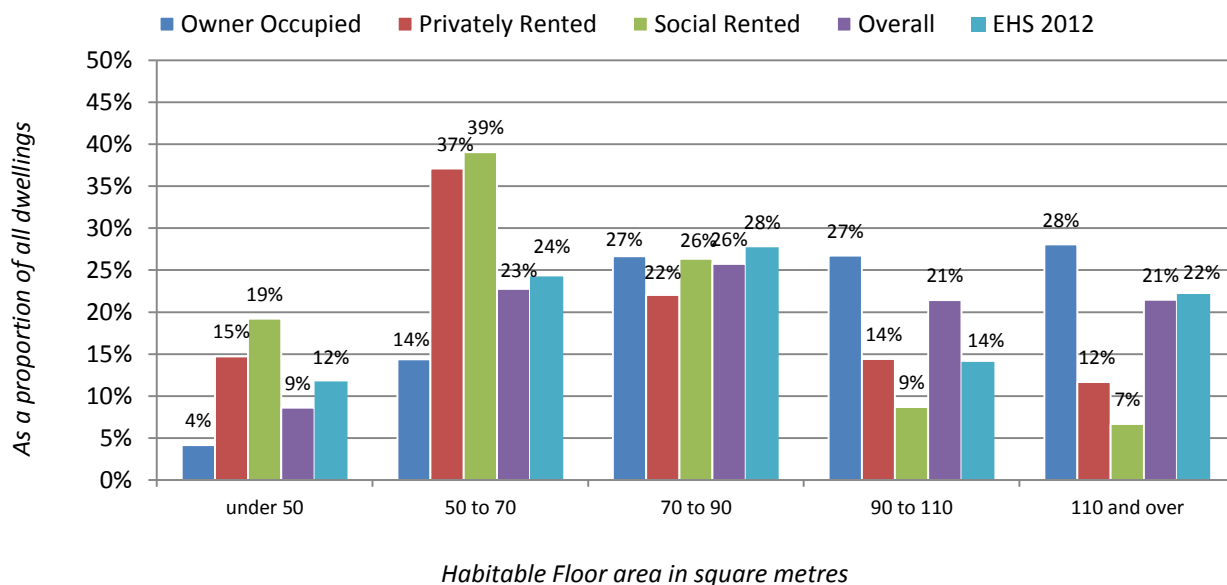
Dwelling Construction Type

2.25 Figure 17 shows the following regarding construction type:

» 22% of dwellings in Weymouth and Portland have cavity walls, with a consistent distribution of tile types (concrete, slate).

» 58% have solid walls, most with slate tile roofing.

» solid walled dwellings are more likely to be owner occupied (68%);

Figure 17: Dwelling construction type Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)

Dwelling Construction Type
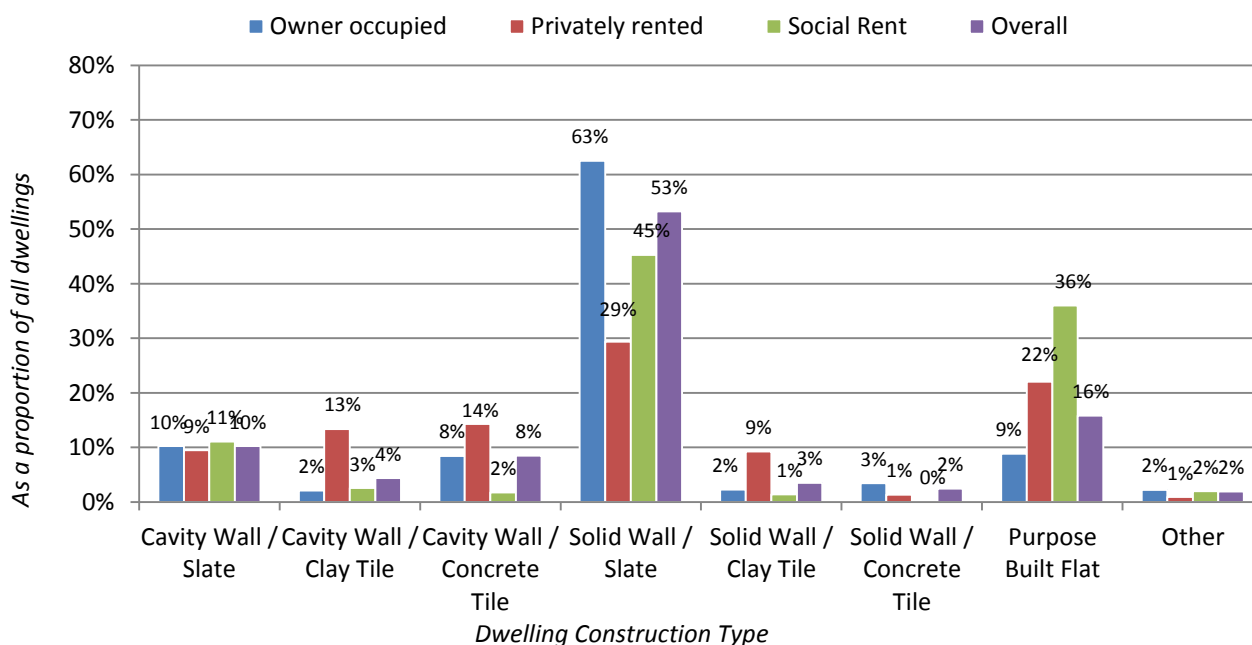
Household Characteristics

Length of Residence

2.26 Figure 18 considers length of residence and shows:

» The proportion of households who have been resident for less than two years is approximately 14%.

» However, 38% of tenants in the private rented sector have moved to their current address in this time.

» While 66% of owner occupiers and 40% social tenants have lived in their home for 10 years or more, only 11% of private rented tenants have done so.

2.27 The particularly high proportion of private sector tenants with tenancies of less than two years reflects a relatively more mobile population than that for social renters and owner occupiers.

Figure 18: Length of time at current address (Source: Weymouth and Portland HSCS 2013)
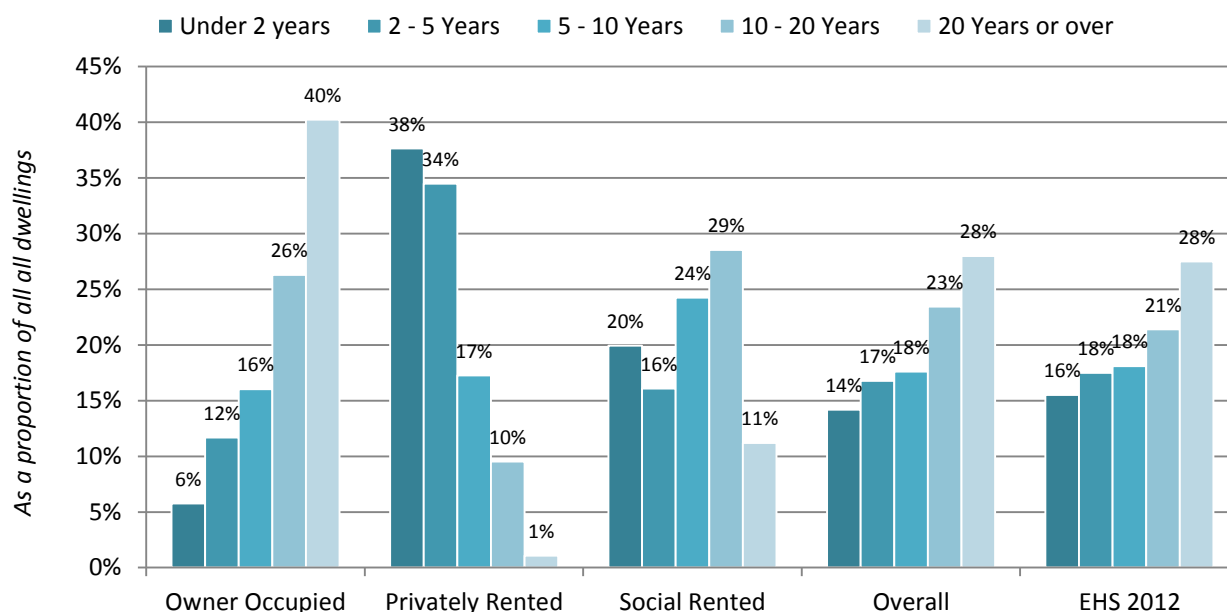
Figure 19: Dwelling type profile by tenure (Source: Weymouth and Portland HSCS 2013)

Length of Residence	Owner Occupied		Privately Rented		Social Rented		Overall	
Under 2 years	1,070	5.8%	2,090	37.6%	930	19.9%	4,090	14.2%
2 - 5 Years	2,180	11.7%	1,910	34.5%	750	16.1%	4,840	16.8%
5 - 10 Years	2,990	16.0%	960	17.3%	1,140	24.3%	5,080	17.6%
10 - 20 Years	4,900	26.3%	530	9.5%	1,340	28.5%	6,760	23.4%
20 Years or over	7,490	40.2%	60	1.1%	520	11.2%	8,080	28.0%
Total*	**18,630**	**100.0%**	**5,550**	**100.0%**	**4,680**	**100.0%**	**28,860**	**100.0%**

* Note: this is the total for all occupied dwellings and excludes vacant dwellings

Residents with a disability

2.28 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.

2.29 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.

2.30 The provision of adaptations for disabled residents is mandatory under the DFGs 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 appropriate and also by the authority's disability service to establish if any recommended adaptations can be reasonably and practically undertaken taking into account the construction and configuration of the dwelling.

Adaptations/Equipment

2.31 There are approximately 8,300 households in Weymouth and Portland with at least household member with a long-term limiting illness or disability (30.9%).

2.32 Of the households with a member who has a long-term limiting illness or disability, around 1,900 (22.4%) have at least one adaption present.

2.33 Figure 20 below shows adaptations present for households with someone present with a disability or long-term limited illness.

Figure 20: Disabled adaptations/equipment present (Source: Weymouth and Portland HSCS 2013)

Number of adaptations present or needed
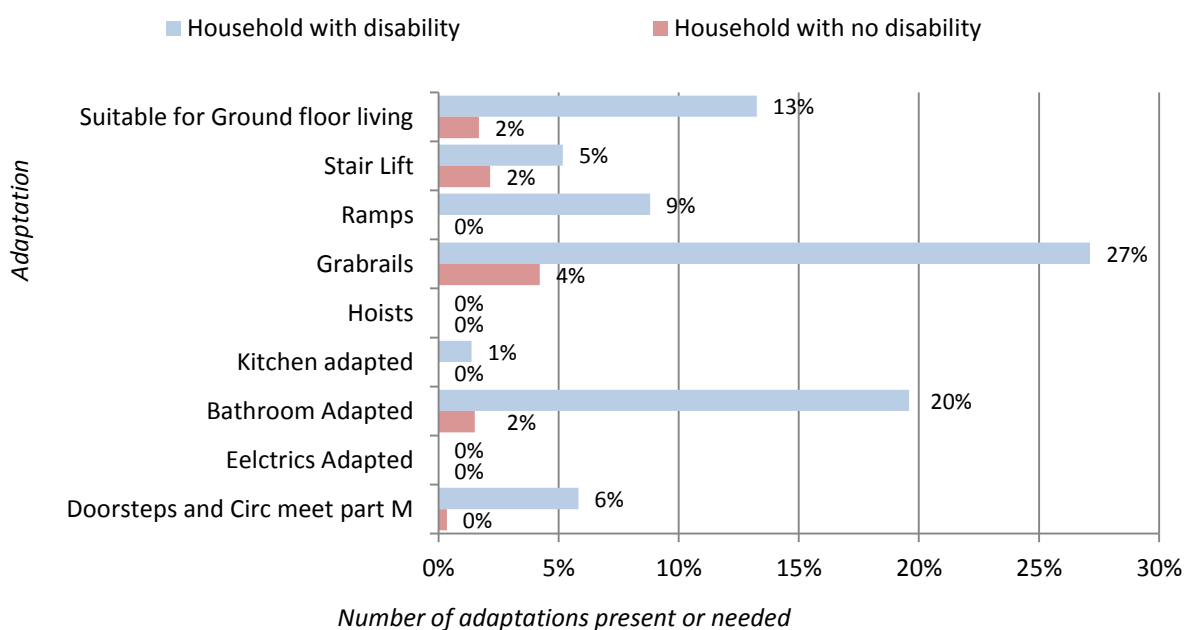
Chapter 2 Summary

» There are approximately 620 vacant dwellings in Weymouth and Portland which is around 2.1% of the total dwelling stock. 110 of these (0.4%) are long-term vacant.

Tenure

» The HSCS data shows 65% of dwellings are owner occupied, 19% privately rented and 16% socially rented –this tenure profile is broadly consistent with the Census 2011.

Private Rented Sector

» Weymouth and Portland has seen a large growth in the private rented sector consistent with that found nationally. There has been a 4.5% average growth per annum from 2001 to 2013.

» There are approximately 60 houses in Weymouth and Portland that are HMOs which is around 0.2% of the dwelling stock. There are also around 970 converted flats that are S257 HMOs (1.3% of dwelling stock).

» The private rented sector is generally well managed; 96% of dwellings have a working smoke alarm; 92% of landlords provide a tenancy agreement and 83% of landlords respond to repairs and give notice to tenants before entry to the property. However, only 68% of landlords are protecting their tenants' deposits in a government back tenancy deposit scheme –which is now a statutory requirement.

» The majority of private tenants in Weymouth and Portland are paying between £400 and £600 per month in rent. Very few tenants pay over £800.

» Fire safety provision in private rented flats and HMOs in Weymouth and Portland could be considered as below standard, only: 18% of dwellings have fire safety notices; 22% have fire extinguishers present and 41% have fire proof doors.

Property Age

» Both private rented and owner occupied stock in Weymouth and Portland is concentrated in older dwellings with 67% of private rented dwellings and 45% of owner occupied dwellings built before 1944.

Property Type

» Medium/large terraced housing is the predominant property type in Weymouth and Portland and this property type has similar levels in both private rent (28%) and owner occupied (24%). Private rent is made up of 10% small terraced houses, 28% medium/large terraced houses and 44% flats, while detached houses are predominantly owner occupied.

Property Size

» Owner occupied dwellings are likely to have more living space than privately rented dwellings and this is consistent with the tenure breakdown of dwelling type.

» There is relatively even distribution across dwelling size except for properties under 50 square metres (9% of stock) and larger properties (over 90 to 110 square metres) have higher proportions of owner occupation.

Property Construction

» 22% of dwellings in Weymouth and Portland have cavity walls, with a consistent distribution of tile types (concrete, slate) and 58% have solid walls, most with slate tile roofing.

Tenure Length

» While 66% of owner occupiers and 40% social tenants have lived in their home for 10 years or more, only 11% of private rented tenants have done so, and corresponding to this the particularly high proportion of private sector tenants with tenancies of less than two years reflects a relatively more mobile population than that for social renters and owner occupiers.

Limiting Long Term Illness

» There are approximately 8,300 households in Weymouth and Portland with at least household member with a long-term limiting illness or disability (30.9%).

3. Statutory Minimum Standards
The Housing Health and Safety Rating System (HHSRS)

Obligation to Tackle Housing Health and Safety Hazards

3.1   Tackling Health and Safety hazards in homes is an important issue both in terms of the quality of the housing stock but also in terms of the contribution this makes to Health and Well Being. The obligation to do so is set out in law.

3.2   Formerly, under Part VI 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. In the private rented sector enforcement action was much more likely in respect of unfit homes.

> »   With owner occupied dwellings in particular, many local authorities looked to offer financial assistance, especially where owners were on low incomes.

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

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

Definition of Hazards under the HHSRS and Category Level

3.5   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.

3.6   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…)

3.7   The HHSRS scoring system combines elements:

    »   the probability that deficiency (i.e. a fault in a dwelling whether due to disrepair or a design fault) will lead to a harmful occurrence (e.g. an accident or illness)

    »   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.

3.8   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.

3.9   The HHSRS generates a numerical Hazard Score, and Hazard Bands have been devised as a simple means for handling the wide range of possible Scores. There are ten Hazard Bands, with Band J being the safest, and Band A being the most dangerous:

    »   Hazard Bands A to C (i.e. Hazard Scores of 1,000 and above) are the most serious hazards, and these are known as **Category 1** (serious) hazards.

    »   Hazard Bands D to J (i.e. Hazard Scores below 1,000) are known as **Category 2** (other) hazards.

A local authority has a duty to deal with any Category 1 hazards found and has discretionary power to deal with Category 2 hazards. The HSCS focuses particularly on Category 1 hazards, but describes all hazards (including Category 2 hazards in Bands D and E) for comparative purposes.

Hazards Identified by the Survey

3.10 Surveyors scored a range of HHSRS hazards and the survey form allowed for this. Excess Cold is 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. It is also the methodology adopted by the English Housing Survey. 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. Further details about SAP are provided in chapter 5 of the report.

3.11 The overall proportion of dwellings with a Category 1 hazard in Weymouth and Portland is 18.5%, which represents a total of around 5,450 dwellings. This compares with 14.7% of dwellings across England (based on EHS data for 2012). The most prominent Category 1 hazards identified are Excess Cold and Falls on Stairs (8.0% and 3.7% respectively) as illustrated in Figure 21.

Figure 21: Reasons for failure by Category 1 and Category 2 hazards (Source: Weymouth and Portland HSCS 2013)
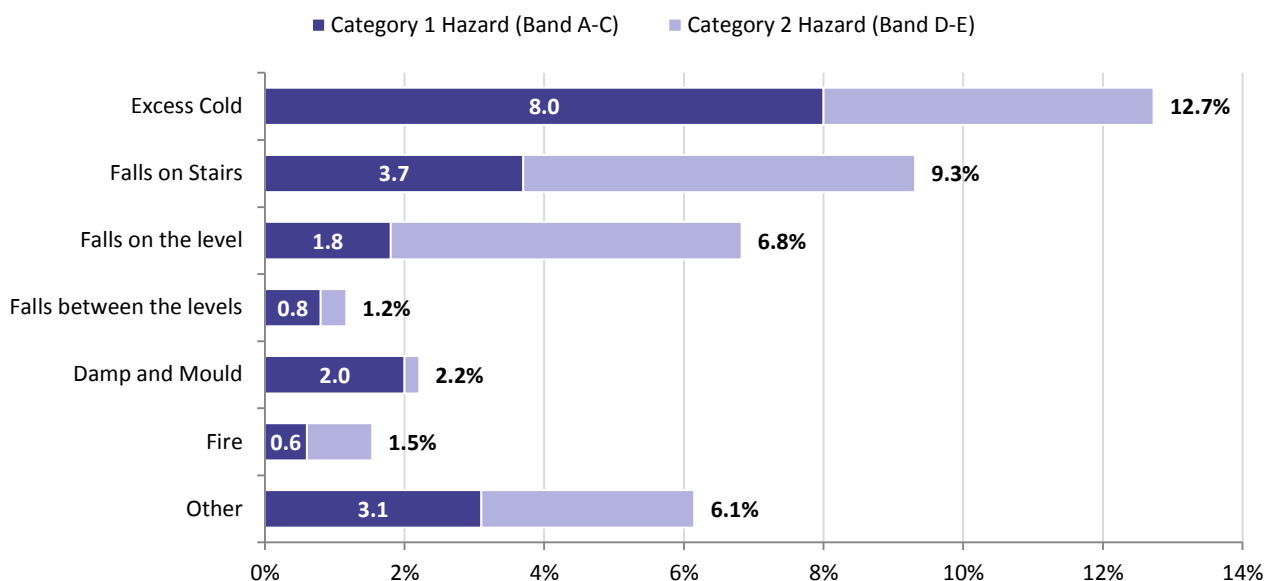
3.12 A breakdown of Category 1 hazards by hazard type for each tenure is given in Figure 22:

» excess cold hazards are the most prominent reason for failure in both owner occupied and privately rented dwellings

» the three main hazards generally follow the same distribution in both the owner occupied and privately rented sector

» Private rented (5.3%) and Social Housing (3.3%) have more failures for damp and mould than Owner occupied (0.7%)

Figure 22: Category 1 hazard reasons for failure by tenure (Source: Weymouth and Portland HSCS 2013)

Category 1 Hazard	Owner occupied		Privately rented		Social Housing		Overall	
Excess cold	1,630	8.6%	640	11.4%	90	1.9%	2,360	8.0%
Falls on stairs	760	4.0%	230	4.1%	90	1.9%	1,080	3.7%
Falls on the level	190	1.0%	60	1.1%	280	5.8%	530	1.8%
Falls between the level	30	0.2%	60	1.1%	150	3.1%	240	0.8%
Damp and mould	140	0.7%	300	5.3%	160	3.3%	600	2.0%
Fire	70	0.4%	90	1.6%	30	0.6%	190	0.6%
Other	290	1.5%	210	3.7%	410	8.5%	910	3.1%
Total hazards	*3,110*	*-*	*1,590*	*-*	*1,210*	*-*	*5,910*	*-*
Total dwellings with a Category 1 hazards	**3,060**	**16.1%**	**1,370**	**24.4%**	**1,020**	**21.2%-**	**5,450**	**18.5%**
Total Dwellings	**19,040**	**100%**	**5,620**	**100%**	**4,810**	**100%**	**29,470**	**100%**

3.13 Most of these dwellings have only one Category 1 hazard, but 500 dwellings (1.7%) have two Category 1 hazards and around 30 dwellings (0.1%) have three or more Category 1 hazards identified.

Category 1 Hazards and Dwelling Stock Characteristics

3.14 This section examines the relationship between those general stock characteristics set out in Chapter 2, with the level of Category 1 hazards by tenure, dwelling type and construction date.

» Tenure: private rented stock (24%) has relatively more Category 1 hazards than social rent (21%) and owner occupation (16%)

» Construction date: pre 1919 properties (32%) are significantly more likely to have a Category 1 hazard than more recent properties e.g. post 1990 properties at 6%

» Dwelling type: detached houses are least likely to have a Category 1 hazard while converted flats and smaller terraced houses are more likely. Converted flats and smaller terraced houses also tend to be older and are more likely to be privately rented.

Figure 23: Category 1 Hazards by dwelling characteristics (Source: Weymouth and Portland HSCS 2013)

Per cent of dwellings with a Category 1 hazard
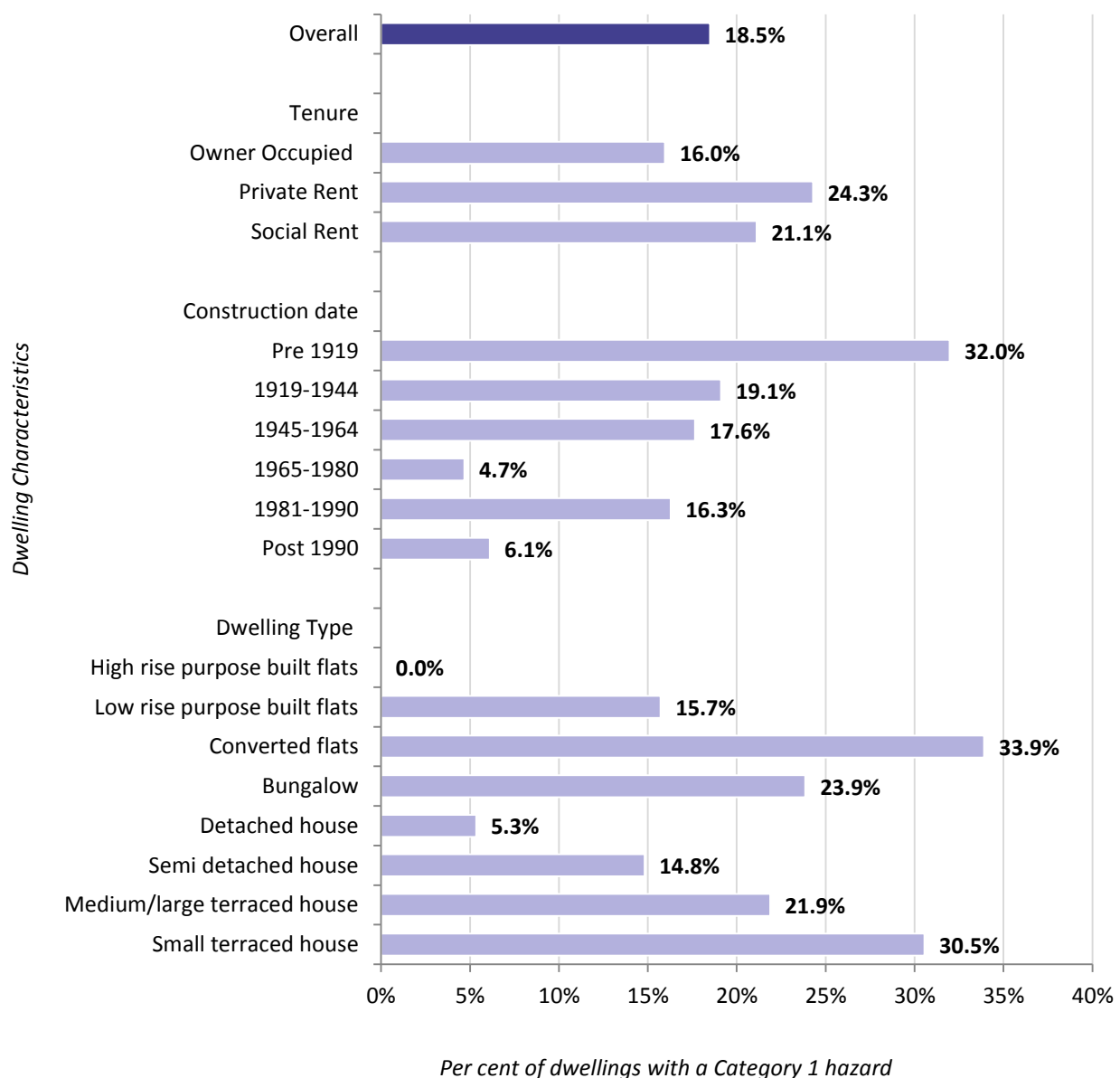
Chapter 3 Summary

Category 1 Hazards by Number and Type

»   The overall proportion of dwellings with a Category 1 hazard in Weymouth and Portland is 18.5%, which represents a total of around 5,450 dwellings.

»   500 dwellings (1.7%) have two Category 1 hazards and around 30 dwellings (0.1%) have three or more Category 1 hazards identified.

»   The most prominent Category 1 hazards are excess cold and falls on stairs (8.0% and 3.7% respectively) and excess cold hazards are the most prominent reason for failure in both owner occupied and privately rented dwellings.

Category 1 Hazard by Tenure

»   Private rented (5.3%) and Social Housing (3.3%) have more failures for damp and mould than Owner occupied (0.7%).

»   Private rented stock has relatively more Category 1 hazards than social rent and owner occupation.

Category 1 Hazard and Property Age

»   Pre 1919 properties are significantly more likely to have a Category 1 hazard than more recent properties e.g. post 1990 properties.

Category 1 Hazard and Property Type

»   Detached houses are least likely to have a Category 1 hazard while converted flats and smaller terraced houses are more likely. Converted flats and smaller terraced houses also tend to be older and are more likely to be privately rented.

4. The Decent Homes Standard

Measuring housing condition against the standard

4.1 The Decent Homes Standard is a broad measure of housing condition which was introduced to ensure all public sector housing met a minimum standard by 2010. The percentage of vulnerable households in decent homes in the private sector has also been a focus for Government; whilst local authority targets were withdrawn following the Comprehensive Spending Review in 2007, the percentage has remained part of CLG's own Departmental Strategic Objectives (DSO2, 2.8).

4.2 Aside from governmental obligations and measures, the Decent Homes Standard has become the norm for measuring housing conditions and was analysed for this survey.

Introducing the Decent Homes Standard

4.3 To meet the Standard a dwelling must achieve <u>all</u> four of the following criteria:

Figure 24: Categories for dwelling decency

A	It meets the current statutory minimum standard for housing: At present, this means 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 – has effective insulation and efficient heating

4.4 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.

4.5 If a dwelling was to fail any one of these criteria it would be considered "non-decent". The term 'non-decent' can be seen as pejorative. However, a non-decent dwelling need not be in a terrible state of repair or in an appalling condition; something as simple as inefficient heating and a lack of insulation can cause a dwelling in otherwise pristine condition to be classified as non-decent.

4.6 The Decent Homes Standard is a relatively low one, so failure to meet it should be regarded as a trigger for action. In some cases, however, it may not be practical to make a dwelling decent and it may also not be in the best interests of the occupiers to do so. The guidance on recording outcomes recognises that there may be instances where it is appropriate to record cases. For example, 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.

4.7 It is possible for a dwelling to fail the Decent Homes Standard for more than one reason: for example, there is often a strong overlap between Category 1 hazards and thermal comfort failures. As a consequence, the number of dwellings 'failing' can total more than the number of non-decent dwellings overall.

Applying the Standard

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

4.9 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: Current Minimum Standards for Housing – Category 1 Hazards identified under the Housing Health and Safety Rating System (HHSRS)

4.10 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.

4.11 Chapter 3 of the report considered the HHSRS and identified 5,450 dwellings where one or more Category 1 hazards were identified. These dwellings all fail under criterion A of the Decent Homes Standard. Figure 25 shows the distribution of Category 1 hazards by tenure:

» Privately rented dwellings have the highest rate of Category 1 hazards (24.4%) compared to 21.2% for social rented and 16.1% for owner occupied.

Figure 25: Category 1 hazards by Tenure (Source: Weymouth and Portland HSCS 2013)

	Owner occupied	Private rent	Social rent	Overall	EHS (2012)
Total dwellings with Category 1 hazards	3,060	1,370	1,020	**5,450**	14.7%
% of total stock	16.1%	24.4%	21.2%	**18.5%**	

Criterion B: Dwelling State of Repair – Disrepair to major building elements and amenities

4.12 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.

4.13 A building that has component failure before the components expected lifespan does not fail the decent homes standard. A dwelling will be considered to be in disrepair if it fails on one or more major element or two or more minor elements.

4.14 Major and minor element failures are listed below:

Figure 26: Criterion B – Major Elements (1 or more)

Element	Age to be considered old (years)
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

Figure 27: Criterion B – Minor Elements (2 or more)

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

4.15 Dwelling disrepair affects 820 properties in Weymouth and Portland, which equates to 2.8% of all dwellings within the borough. This compares to a national average of 5.2% for England. Figure 28 shows the distribution of disrepair failures by tenure:

>   » Privately rented dwellings have the highest failure rate for disrepair (6.2%) compared to 2.5% for social rented and 1.8% for owner occupied.

Figure 28: Disrepair by Tenure (Source: Weymouth and Portland HSCS 2013)

	Owner occupied	Private rent	Social rent	Overall	EHS (2012)
Total dwellings in disrepair	350	350	120	**820**	5.2%
% of total stock	1.8%	6.2%	2.5%	**2.8%**	

Criterion C: Lacking Modern Facilities – Provision of kitchens, bathrooms and other amenities

4.16 The third criterion of the Decent Homes Standard is that a dwelling should have adequate modern facilities. A dwelling fails the modern facilities test only if it lacks <u>three</u> 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

4.17 For example, if a dwelling had a kitchen and bathroom older than the specified date, it would only fail the modern facilities test if it also failed another of the identified criteria (e.g. the kitchen had a poor layout or the bathroom was not properly located).

4.18 It may be noted 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.

4.19 Overall, only 150 dwellings failed the Decent Homes Standard on this criterion. As a result of the relatively small number of dwellings, it is not possible to meaningfully subdivide those failures to examine their tenure distribution or other characteristics.

Criterion D: Thermal Comfort Failures – Provision of efficient heating and effective insulation

4.20   The dwelling should provide an adequate degree of thermal comfort. Originally this definition was based on the SAP rating of a dwelling, but 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 an appropriate course of action.

4.21   The alternative, laid out in the current guidance, is to examine a dwelling's heating systems and insulation types. The revised definition requires a dwelling to have both:

   » Efficient heating; and

   » Effective insulation

4.22   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. 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: at least 50mm loft insulation (if there is loft space) is an effective package of insulation or cavity wall insulation (if there are cavity walls that can be insulated effectively);

   » 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).

4.23   Any heating sources which provide less efficient options fail in terms of thermal comfort (e.g. all room heater systems are considered to fail the thermal comfort standard).

4.24   Figure 29 shows the distribution of thermal comfort failures by tenure:

   » Overall, the HSCS showed 24.3% of properties have thermal comfort failure compared to 8.7% in the EHS in 2012, mainly due to the high proportion of cavity walls without insulation

   » Owner occupied dwellings have the highest failure rate for thermal comfort inadequacies (27.0%), compared to 20.5% for private rented and 14.6% for social housing.

Figure 29: Thermal Comfort by Tenure (Source: Weymouth and Portland HSCS 2013)

	Owner occupied	Private rent	Social rent	Overall	EHS (2012)
Total dwellings with thermal comfort failures	5,310	1,150	700	**7,160**	8.7%
% of total stock	27.0%	20.5%	14.6%	**24.3%**	

Prevalence of Non-decency

4.25 The Decent Homes Standard contains 4 criteria against which compliance with the Standard is based. Figure 30 gives a breakdown of any non-compliance by criteria for Weymouth & Portland.

Figure 30: Reasons for failure of dwellings as a decent home (Source: Weymouth and Portland HSCS 2013, EHS 2012)

Reason	Dwellings	Per cent (of non-decent)	Per cent (of stock)	England per cent (EHS 2012)
Category 1 hazard dwellings	5,450	40.1%	18.5%	14.7%
In need of repair	840	6.2%	2.8%	5.2%
Lacking modern facilities	150	1.1%	0.5%	1.6%
Poor degree of thermal comfort	7,160	52.6%	24.3%	8.7%
Total failures	**13,600**	-	-	-
Total dwellings failing the Decent Homes Standard	**10,760**	**100.0%**	**36.5%**	**23.6%**

4.26 The Survey estimates that 10,760 dwellings in Weymouth and Portland fail the Decent Homes Standard (36.5%). Most of these dwellings fail on only one criteria of the standard, but 2,700 dwellings (9.2%) fail on two criteria and around 60 dwellings (0.2%) fail on three or more criteria. It is worth noting that most dwellings with more than one failure may only have one problem, as many dwellings with a Category 1 hazard for Excess Cold will also fail the Thermal Comfort criteria.

4.27 The proportion of dwellings that fail the Decent Homes Standard is higher than the national rate (23.6%), and the main reasons for failure differ from the national profile:

» The most significant failure concerns poor degree of thermal comfort (24.3%), which is significantly higher than that for England (8.7%) and may be related to the stock age and profile for the area.

» Failure against Category 1 hazards is 18.5% of stock for Weymouth and Portland compared to 14.7% for England, so is broadly similar.

» In need of repair and Lacking modern facilities failures are lower than those for England.

Non-decency and Dwelling Stock Characteristics

4.28 Figure 27 shows the rates of non-decent dwellings by tenure, construction date and dwelling type.

4.29 Nationally, tenure analysis shows there is a clear difference between the rates of non-decency found in private rented dwellings (which is higher) and owner occupied dwellings. This is not the case in Weymouth and Portland - there is relatively little difference in the proportion of non-decency found in owner occupied and private rented dwellings. This is probably due to the number of low income households that own their homes in the borough.

4.30 In terms of rates of non-decency among dwellings in each construction date band:

» Dwellings constructed between 1981-1990 (66.8%) show a significantly higher rate of non-decency than other eras.

» Other construction periods showing relatively higher levels of non-decency are Pre 1919 (41.6%) and 1945-1964 (41.5%).

» More modern stock (dwellings constructed after 1990) display the lowest rates (8.4%).

4.31 In terms of rates of non-decency among dwellings by type:

» The highest levels of non-decency are found in converted flats (51%), bungalows (46%) and small terraced houses (43%)

» The lowest levels of non-decency are found in semi-detached houses (25%)

Figure 27: Non-decency by dwelling characteristics of (Source: Weymouth and Portland HSCS 2013)

Per cent of dwellings with a Category 1 hazard
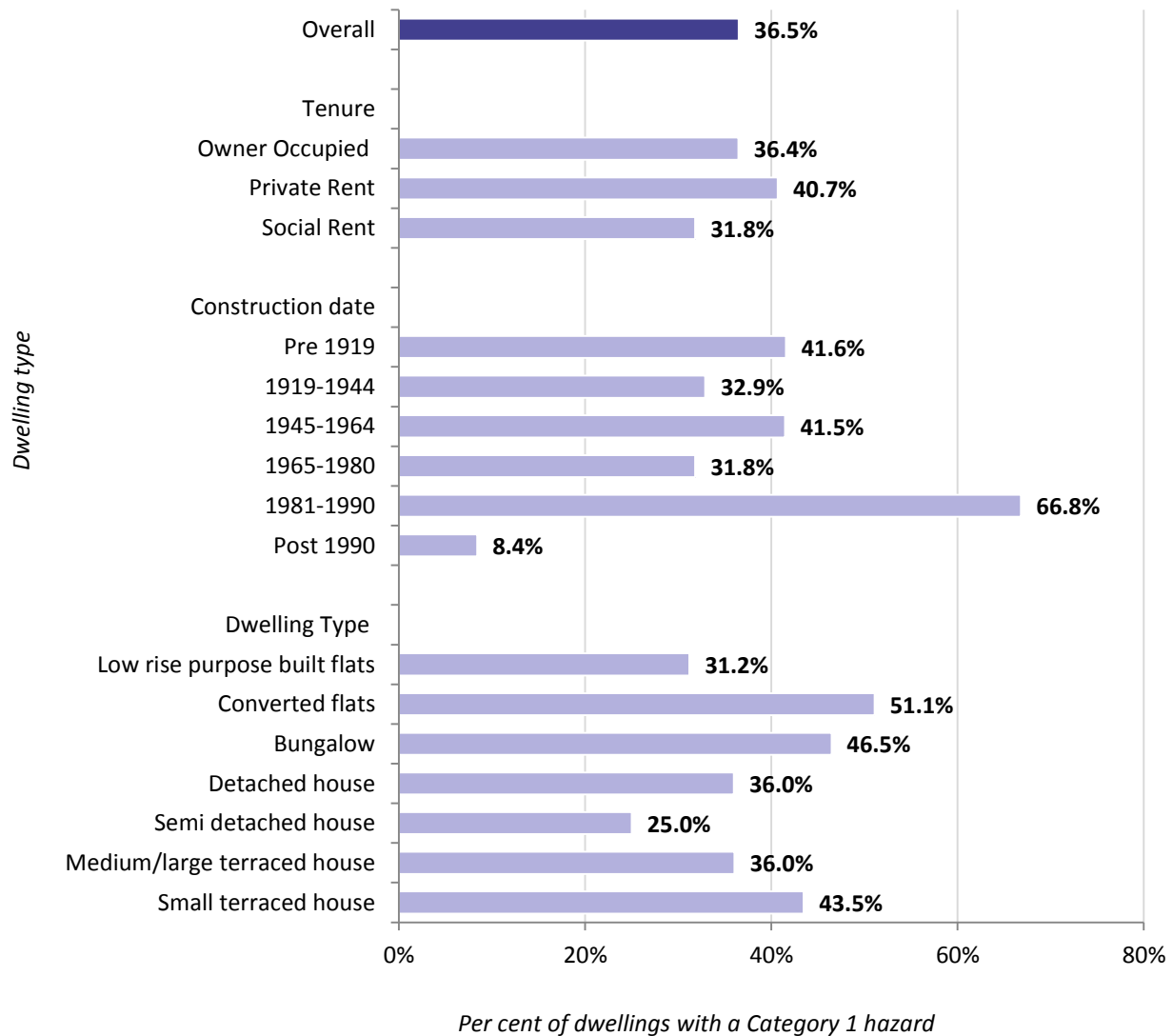
Cost to remedy Decent Homes Failures

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

4.33 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 Figure 31 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.

Figure 31a: Repair cost by non-decency reason (Source: Weymouth and Portland HSCS 2013)

Reason	Total Cost (£ million)	Cost per dwelling (£)
Category 1 hazard dwellings	11.1	2,040
In need of repair	1.9	2,270
Lacking modern facilities	1.9	12,350
Poor degree of thermal comfort	6.4	900
Total (and average per dwelling)	**19.4**	**1,800**

Figure 31b: Repair cost by tenure for non-decency reason (Source: Weymouth & Portland HSCS 2013)

Reason	Tenure – Owned		Tenure – Private Rent		Tenure – Social		Overall	
	Total Cost (£ million)	Cost per dwelling (£)	Total Cost (£ million)	Cost per dwelling (£)	Total Cost (£ million)	Cost per dwelling (£)	Total Cost (£ million)	Cost per dwelling (£)
Category 1 hazard dwellings	6.2	2,020	3.5	2,570	1.4	1,400	11.1	2,040
In need of repair	1.0	2,880	0.8	2,200	0.1	660	1.9	2,270
Lacking modern facilities	0.4	11,170	0.3	11,170	1.2	13,110	1.9	12,350
Poor degree of thermal comfort	4.7	900	1.4	1,190	0.3	480	6.4	900
Total (and average per dwelling)	**10.8**	**1,550**	**5.6**	**2,460**	**3.0**	**1,930**	**19.4**	**1,800**

Chapter 4 Summary – Decent Homes Standard

Decent Homes - Disrepair

»   Dwelling disrepair affects around 820 properties in Weymouth and Portland which is approximately 2.8% of all dwellings.

»   Privately rented dwellings have the highest failure rate for disrepair (6.2%) compared to 2.5% for social rented and 1.8% for owner occupied.

Decent Homes – Lacking Modern Facilities

»   Overall, only 150 dwellings failed the Decent Homes Standard on lacking modern facilities.

Decent Homes - Thermal Comfort

»   7,160 dwellings in Weymouth and Portland have a thermal comfort failure equating to around 24.3% of the dwelling stock and this is mainly due to the high proportion of cavity walls without insulation. Owner occupied dwellings have the highest failure rate for thermal comfort inadequacies (27.0%) compared to 20.5% for private rented and 14.6% for social housing.

Decent Homes - Overall

»   There is an estimated 10,760 dwellings that fail the Decent Homes Standard and this is approximately 36.5% of all dwellings in Weymouth and Portland. 2,700 dwellings (9.2%) fail on two criteria and around 60 dwellings (0.2%) fail on three or more criteria.

Decent Homes - tenure

»   There is relatively little difference in the proportion of non-decency found in owner occupied and private rented dwellings.

Decent Homes – property age

»   Dwellings constructed between 1981 and1990 (66.8%) show a significantly higher rate of non-decency than dwellings constructed during other years.

Decent Homes – property type

»   The highest levels of non-decency are found in converted flats (51%), bungalows (46%) and small terraced houses (43%) while the lowest levels of non-decency are found in semi-detached houses (25%).

5. Energy Performance

Energy ratings, CO2 and energy costs

Energy Performance and SAP Ratings

5.1   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 kilo Watt hours (kWh), to examine energy efficiency.

5.2   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.

Changes in the SAP Standard

5.3   The Government's SAP rating has been changed a number of times over the years and these changes can have an important effect on comparing SAP ratings. The most significant changes came in 2001 and 2005, which involved a shift to a 1 to 120 scale in 2001 and then a reversion to a 1 to 100 scale in 2005. By using a 1 to 120 scale SAP ratings were effectively 'stretched' meaning that average SAP ratings cannot be compared like-for-like between now and some earlier figures.

5.4   The software used to calculate SAP ratings for this report was RdSAP2009.

Distribution of SAP Ratings

5.5   Figure 32 shows the energy performance distribution by tenure incorporating the same banding system used since the EHCS 2007:

   »   The majority for each tenure group were in Band D (55-68): 50% of owner occupied dwellings and 49% of the privately rented stock. The overall stock rate is 49% within this band, which is consistent with the national rate (49%).

   »   A higher proportion of dwellings were in Bands A-C (69-100): 30% of all dwellings, compared to 15% nationally.

   »   8.7% of dwellings were in Bands F (21-38) and G (1-20), higher than the national average of 7.7% found in the EHS 2013. Private rented dwellings in particular have the worst energy efficiency performance, with 13.9% in Bands F and G, compared with 9.3% owner occupied and 1.8% social rented dwellings.

   »   The average SAP rating in Weymouth and Portland is 60, compared to an average SAP rating of 57 nationally based on the findings of the EHS 2012.

Figure 32: Energy Performance SAP banded (Source: Weymouth and Portland HSCS 2013, EHS 2012)

EPC SAP Range Banded	Owner occupied	Private rent	Social rent	Overall	EHS 2012
Band A (92-100)	0.0%	0.0%	0.0%	0.0%	0.2%
Band B (81-91)	1.0%	1.2%	2.8%	1.3%	
Band C (69-80)	25.3%	24.6%	44.8%	28.3%	14.6%
Band D (55-68)	49.9%	49.2%	41.1%	48.6%	49.2%
Band E (39-54)	14.5%	12.1%	9.5%	13.1%	28.4%
Band F (21-38)	4.7%	8.9%	0.0%	4.7%	6.0%
Band G (1-20)	4.6%	4.0%	1.8%	4.0%	1.7%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Energy Efficiency and Dwelling Characteristics

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

5.7 Figure 33 gives a breakdown of average SAP ratings by tenure, building type and construction date. Broadly, results are generally consistent:

» Age: SAP ratings are generally consistent varying SAP ratings from 54 to 64.

» Construction type: SAP ratings vary between 52 (Bungalows) and high rise flats (73), although most types are in the 60-64 range.

» Tenure: The average SAP rating for owner occupied dwellings is 59 while private rented sector the average SAP rating is 57. This ratings reflect the all England position from the EHS where mean SAP for owner occupied dwellings is 51 and for privately rented dwellings 52.

Figure 33: SAP by general characteristics (Source: Weymouth and Portland HSCS 2013)
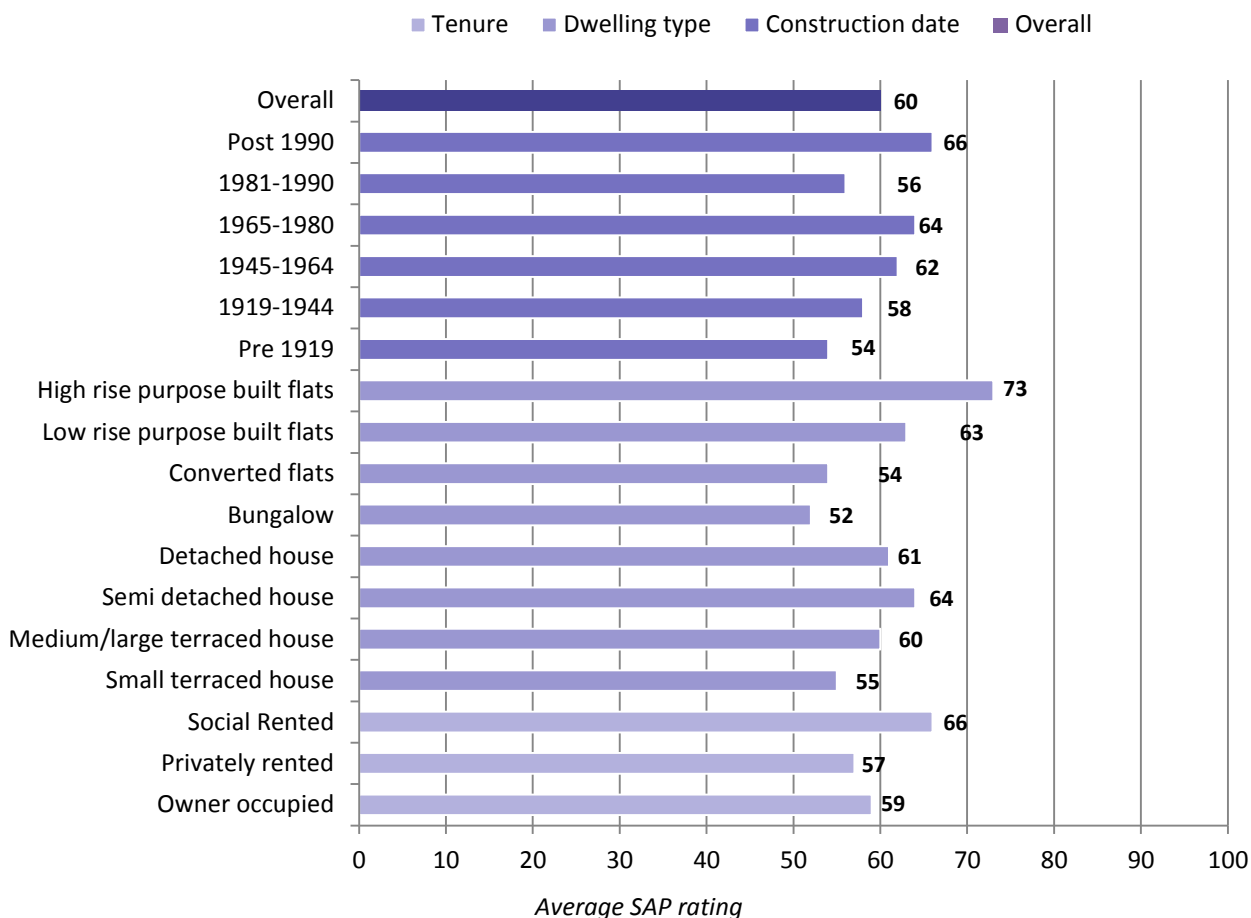

Carbon Dioxide Emissions

5.8 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".

5.9 To incentivise local authorities to develop and effectively implement carbon reduction and fuel poverty strategies, the indicators included a per capita reduction in Carbon Dioxide (CO_2) emissions in the Local Authority area and the tackling of fuel poverty.

5.10 PSA Delivery Agreement 27 (Lead the global effort to avoid dangerous climate change) stated that:

> "The overall framework for the Government's domestic action is set out in the Climate Change Bill for which Parliamentary approval will be sought"

5.11 The Bill became law (Climate Change Act 2008) and 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 26% by 2020 (against a 1990 baseline).

5.12 The previous government launched a consultation document entitled "Heat and energy saving strategy consultation" in February 2010. However, since the general election in May 2010, the 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.

5.13 The overall aim of the 2010 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.

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

5.15 The Government's strategy for saving energy and decarbonising heating both now and into the future, has four main objectives:

» to help more people, especially in the current difficult economic climate, as well as over the longer term, to achieve a reduction in their energy bills by using less energy;

» to reduce the UK's emissions and increase the use of renewable energy in line with the demands of the government's carbon budgets, their renewables target and the ultimate objective of reducing greenhouse gas emissions by 80% by 2050;

» to help maintain secure and diverse energy supplies; and

» to take advantage of the economic opportunities presented by the shift to a low carbon economy in the UK and in the rest of the world. This is to help during the current economic downturn and over the longer term.

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

5.17 The **Energy Companies Obligation** (ECO) (the Government's new domestic energy efficiency programme which has replaced the previous CERT and CESP programmes, both of which came to a close at the end of 2012). The ECO Order, now The Energy Companies Obligation Order, came into force on 5 December 2012 and Phase 1 of ECO formally started on 1 January 2013. ECO works alongside the Green Deal to provide additional support for packages of energy efficiency measures. ECO also provides insulation and heating packages to low income and vulnerable households and insulation measures to low income communities.

5.18 ECO creates a legal obligation on energy suppliers to improve the energy efficiency of households through the establishment of three distinct targets:

» **Carbon Emissions Reduction Obligation** (20.9 million lifetime tonnes of carbon dioxide). Focusing on hard to treat homes and, in particular, measures that cannot be fully funded through the Green Deal. Solid wall insulation and hard-to-treat cavity wall insulation are the primary measures that the Government intends to be promoted under this target. Other insulation measures and connections to district heating systems are also eligible if they are promoted as part of a package that includes solid wall insulation or hard-to-treat cavity wall insulation.

» **Carbon Saving Community Obligation** (6.8 million lifetime tonnes of carbon dioxide). Focusing on the provision of insulation measures and connections to district heating systems to domestic energy users that live within an area of low income. This target has a sub-target, which states that at least 15% of each supplier's Carbon Saving Community Obligation must be achieved by promoting measures to low income and vulnerable households living in rural areas.

» **Home Heating Cost Reduction Obligation** (£4.2bn of lifetime cost savings). Requiring energy suppliers to provide measures which improve the ability of low income and vulnerable households (the 'Affordable Warmth Group') to affordably heat their homes. A heating qualifying action is the installation of a measure that will result in a heating saving; including the replacement or repair of a qualifying boiler.

Figure 34: Annual dwelling CO_2 emissions (Source: Weymouth and Portland HSCS 2013)
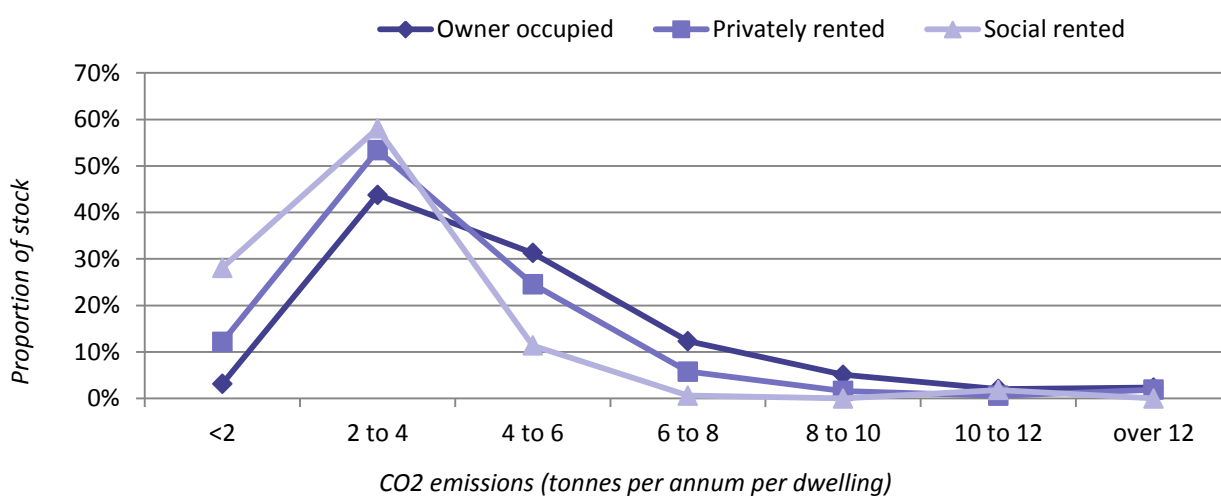
Fuel Source in Weymouth and Portland

5.19 The majority of households use mains gas as the primary heating fuel, as such nearly all other fuels sources (with the exception of electricity) are subject to high error margins due to very small surveys of these fuel types.

Figure 35: Main fuel CO_2 emissions (Source: Weymouth and Portland HSCS 2013)

Main Fuel	CO_2 (tonnes)	Dwellings	Average CO_2 per dwelling (kg per annum)
Mains Gas	89,430	23,550	3,800
Oil	1,060	160	6,510
Solid Fuel (coal etc.)	110	30	4,280
On Peak Electricity	21,990	3,410	6,440
Off Peak Electricity	15,290	2,330	6,570
Total	**127,870**	**29,480**	**4,340**

Energy Efficiency Improvement

5.20 Figure 36 shows the heating type found in Weymouth and Portland by dwelling type:

» 83% of dwellings had a central heating system, slightly lower than the 90% reported by the EHS 2012.

» Purpose built and converted flats have higher levels of warm air and other forms of heating. This is common in purpose built flats which often rely on electric storage heating.

» Medium/large terraced houses, semi-detached houses and detached houses all show relatively high rates using central heating, which is as a result of a strong association with the owner-occupied sector and higher use of mains gas.

Figure 36: Heating type by dwelling type (Source: Weymouth and Portland HSCS 2013)

	Central heating	Warm air systems	Room heaters	Storage heating	Communal heating
Small terraced house	69.6%	28.0%	0.0%	0.0%	2.4%
Medium/Large terraced house	85.1%	8.8%	0.0%	0.0%	6.0%
Semi-detached house	96.5%	2.8%	0.7%	0.0%	0.0%
Detached house	97.0%	2.7%	0.3%	0.0%	0.0%
Bungalow	82.5%	16.1%	0.0%	0.0%	1.4%
Converted flat	70.2%	23.0%	0.0%	0.0%	6.8%
Low rise purpose built flat	60.7%	24.7%	0.0%	8.3%	6.4%
Owner occupied	86.0%	10.1%	0.3%	0.0%	3.6%
Private rented	72.9%	22.4%	0.0%	0.0%	4.8%
Social rented	81.5%	10.9%	0.0%	7.6%	0.0%
All dwellings	**82.9%**	**12.4%**	**0.2%**	**1.2%**	**3.3%**

5.21 The level of loft insulation provision is also an important factor in energy efficiency (Figure 37):

» More than half the stock (55%) has a loft with less than 250mm of insulation (compared to the recommended 270mm) with 7.3% having less than 100mm and 2.4% of dwellings having a loft without any insulation.

Therefore, there remains scope to further improve dwelling energy efficiency and reduce heat loss, energy consumption and CO_2 emissions through loft insulation.

Furthermore, the provision of different heating systems and insulation within the dwelling stock also provides scope for other additional insulation, improved heating, draught proofing etc.

Figure 37: Loft insulation by dwelling type (Source: Weymouth and Portland HSCS 2013. Note: as this is a dwelling based survey, any flat not directly under a pitched roof counts as having no loft)

Dwelling Type	None	Less than 100mm	100mm	150mm	200mm	250mm	300mm	*No loft
Small terraced house	9.5%	9.9%	18.1%	13.7%	13.3%	15.0%	20.5%	0.0%
Medium/Large terraced house	0.0%	10.8%	23.9%	5.1%	17.7%	22.6%	19.8%	0.0%
Semi-detached house	0.0%	8.2%	16.5%	8.3%	33.1%	17.0%	16.9%	0.0%
Detached house	6.7%	1.5%	18.0%	8.5%	41.7%	22.5%	1.0%	0.0%
Bungalow	0.0%	9.8%	10.9%	18.1%	24.2%	16.1%	20.8%	0.0%
Converted flat	0.0%	5.7%	11.4%	4.7%	10.1%	3.8%	0.0%	64.4%
Low rise purpose built flat	0.0%	1.3%	9.9%	11.5%	26.6%	13.4%	6.2%	31.1%
Owner occupied	3.3%	8.9%	19.3%	11.8%	20.6%	14.2%	19.4%	2.6%
Private rented	0.0%	6.7%	9.5%	7.4%	27.4%	16.4%	8.9%	23.7%
Social Rented	0.0%	4.7%	5.3%	15.7%	32.3%	24.9%	3.0%	14.2%
All dwellings	**2.4%**	**7.8%**	**15.3%**	**11.6%**	**23.3%**	**16.1%**	**15.4%**	**8.0%**

The Cost and Extent of Future Improvements

5.22   The survey identified that most properties in Weymouth and Portland met the minimum required standards for thermal comfort (76%) and excess cold (92%).

5.23   Nevertheless, this means that approaching 1-in-4 dwellings (24%) failed the thermal comfort standard and around 1-in-12 dwellings (8%) had a Category 1 hazard due to excess cold; therefore there is clearly scope for further improvement.   Furthermore, whilst many other properties meet the statutory minimum standards, there is still scope to improve their overall efficiency.

5.24   There are many benefits associated with improving energy efficiency, including:

  » Increasing average SAP scores

  » Reducing fuel consumption

  » Reducing fuel poverty

  » Reducing CO_2 and greenhouse gas emissions

  » Contributing to tackling climate change

5.25   The following analysis is based on modelling changes in energy efficiency associated with installing the various improvements listed below. The computer model considers the most appropriate combination of these measures for each individual dwelling, taking into account the dwelling characteristics and existing provision of heating and insulation identified by the survey:

  » Loft insulation to 300mm

  » Cavity wall insulation

  » Cylinder insulation to 70mm Jacket (unless foam already)

  » Full central heating where none is present

  » Installation of a modern high efficiency gas boiler where none is present

  » Double glazing to all windows

5.26 If all of the identified improvements were implemented:

  » Approximately 10,170 dwellings would be affected (37% of owner occupied dwellings, 40% of private rented and 19% of social rented dwellings) at a total cost of just over £19 million.

  » This means an average cost of £1,900 for each dwelling requiring improvement

5.27 Figure 38 identifies the overall breakdown of potential improvements identified. In many cases it is evident that two or more improvements could be carried out at the same dwelling, but note:

  » Typically, loft insulation cost is based on increasing the level of 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.

Figure 38: All energy efficiency measures that could be carried out by tenure (Source: Weymouth and Portland HSCS 2013)

Measure	Owner occupied		Privately rent		Social rent		Overall	
Loft insulation	1,540	8.1%	280	5.0%	130	2.7%	1,950	6.6%
Cavity wall insulation	2,850	15.0%	560	10.0%	570	11.9%	3,980	13.5%
Cylinder insulation	50	0.3%	0	0.0%	0	0.0%	50	0.2%
Double glazing	1,350	7.1%	1,120	19.9%	90	1.9%	2,560	8.7%
New boiler	2,130	11.2%	380	6.8%	280	5.8%	2,790	9.5%
New central heating	690	3.6%	270	4.8%	0	0.0%	960	3.3%
Total measures	*8,610*	*-*	*2,610*	*-*	*1,070*	*-*	*12,290*	*-*
Total dwellings with an identified measure	7,020	36.9%	2,260	40.2%	890	18.5%	10,170	34.5%
Total Dwellings	19,040	100%	5,620	100%	4,810	100%	29,470	100%

Figure 39: Cost of all energy efficiency measures that could be carried out (Source: Weymouth and Portland HSCS 2013)

Measure	Dwellings	Total cost £ millions	Average cost per dwelling £
Loft insulation	1,950	£0.9m	£500
Cavity wall insulation	3,980	£2.2m	£600
Cylinder insulation	50	< £0.1m	< £100
Double glazing	2,560	£8.6m	£3,400
New boiler	2,790	£4.5m	£1,600
New central heating	960	£2.9m	£3,100
Total dwellings with an identified measure	**10,170**	**£19.1m**	**£1,900**
Owner occupied	7,020	£12.2m	£1,700
Private rent	2,260	£5.6m	£2,500
Social rent	890	£1.1m	£1,200

5.28 To achieve a target SAP rating of 65 would require further more expensive measures to also be considered, which would increase the overall costs as follows:

Figure 40: Cost of improving energy efficiency up to an average SAP rating of 65 (Source: Weymouth and Portland HSCS 2013. Note: Figures rounded to the nearest £10)

Tenure	Total Cost (£ million)	*Cost per dwelling (£)
Owner Occupied	14.9	1,060
Private Rent	3.4	1,000
Social Rent	3.3	1,060
Overall	**21.6**	**1,050**

Renewable Energy

5.29 Renewable energy from natural resources offers considerable potential to improve energy efficiency by helping dwellings use less energy and produce less carbon dioxide. Recent technological innovation has enhanced energy deliverables to be derived from this source.

5.30 Surveys identified, or confirmed with householders, the proportion of lights in the dwelling that use low energy light-bulbs. They were also asked to establish whether the dwelling currently uses solar water heating or photo voltaic (or PV) panels (to generate electricity).

5.31 The results, divided by tenure, are illustrated in Figure 41:

> » PV Panels: 1,160 properties are estimated as having PV panels, the majority in owner occupied homes.

> » Solar water heating: 710 properties are estimated as having this form of water heating.

> » Low energy light-bulbs: these are an established energy efficiency measure and the figures indicate an estimated substantial take up already. With the removal from sale of all conventional light bulbs these figures will inevitably increase and within five years it is likely that virtually all light-bulbs will be low energy.

Figure 41: Low energy light-bulbs and solar water heating (Source: Weymouth and Portland HSCS 2013)

Energy efficiency measures	Owner occupied		Privately rented		Social Rented	
Low energy bulbs						
No low energy bulbs	1,430	7.5%	980	17.4%	260	5.4%
Up to 50% low energy bulbs	4,270	22.4%	1,040	18.5%	780	16.2%
More than 50% low energy bulbs	10,250	53.8%	3,000	53.3%	2,640	54.9%
100% low energy bulbs	3,100	16.3%	610	10.8%	1,130	23.5%
Solar water heating						
Solar water heating	640	3.4%	0	0.0%	70	1.4%
Photoelectrics						
Photoelectrics	860	4.5%	300	5.4%	0	0.0%

Fuel Costs

5.32 The survey showed that the majority of households spend between £600 and £1,200 per year on fuel costs. Figure 42 shows that costs are typically higher for households living in older properties.

5.33 Figure 43 shows that fuel costs typically vary in line with the size of the dwelling, with larger dwellings having higher costs. It is also apparent that costs tend to be higher for owner occupiers, although owner occupied dwellings tend to be larger than those rented privately.

Figure 42: Annual fuel costs by dwelling age (Source: Weymouth and Portland HSCS 2013)

Dwelling Age	Under £600 per annum	Between £600 and £900 per annum	Between £900 and £1,200 per annum	Between £1,200 and £1,500 per annum	Over £1,500 per annum
Pre 1919	10.0%	40.6%	26.5%	10.4%	12.5%
1920-1944	11.8%	41.6%	22.4%	8.3%	16.0%
1945-1964	33.4%	38.5%	11.6%	7.1%	9.3%
1965-1980	24.6%	47.5%	15.9%	11.3%	0.8%
1981-1990	27.1%	30.7%	24.2%	11.2%	6.8%
Post 1990	40.9%	34.0%	19.2%	3.7%	2.2%
All dwellings	**22.0%**	**39.8%**	**20.2%**	**8.7%**	**9.2%**

Figure 43: Annual fuel costs by dwelling type, loft insulation and tenure (Source: Weymouth and Portland HSCS 2013)

Dwelling Characteristic	Under £600 per annum	Between £600 and £900 per annum	Between £900 and £1,200 per annum	Between £1,200 and £1,500 per annum	Over £1,500 per annum
Small terraced house	33.1%	37.6%	9.2%	20.2%	0.0%
Medium/Large terraced house	6.9%	55.2%	20.5%	8.2%	9.1%
Semi-detached house	15.4%	55.6%	18.3%	7.4%	3.3%
Detached house	4.7%	21.1%	38.2%	15.5%	20.5%
Bungalow	25.2%	38.7%	16.6%	3.7%	15.7%
Converted flat	36.5%	34.4%	18.4%	4.0%	6.8%
Low rise purpose built flat	60.5%	26.2%	8.2%	3.1%	2.0%
Under 50 sq metres	68.8%	14.0%	11.2%	5.9%	0.0%
Between 50 and under 70 sq metres	47.0%	34.2%	8.4%	5.1%	5.3%
Between 70 and under 90 sq metres	15.3%	61.4%	12.4%	7.6%	3.4%
Between 90 and under 110 sq metres	4.4%	54.9%	27.2%	2.3%	11.2%
From 110 sq metres and over	2.3%	15.3%	39.0%	21.3%	22.1%
Owner occupied	13.7%	39.8%	23.8%	9.6%	13.0%
Privately rented	28.4%	34.9%	23.0%	11.0%	2.8%
Social rented	48.5%	42.3%	3.9%	3.5%	1.8%
All dwellings	**22.0%**	**39.8%**	**20.2%**	**8.7%**	**9.2%**

5.34 Figure 44 demonstrates that those properties identified with an excess cold hazard under the HHSRS typically have very high fuel costs:

» 41% of those with a Category 1 hazard pay more than £1,200 per annum for their fuel.

» more than a third (36%) of those with a Category 2 hazard pays more than £1,200 per annum for their fuel.

» over 40% of those with inadequate thermal comfort pay more than £1,200 annually.

Figure 44: Annual fuel costs by excess cold, thermal comfort and Decent Homes (Source: Weymouth and Portland HSCS 2013)

Dwelling Characteristic	Under £600 per annum	Between £600 and £900 per annum	Between £900 and £1,200 per annum	Between £1,200 and £1,500 per annum	Over £1,500 per annum
Excess cold (HHSRS hazard)					
Category 1 hazard	14.6%	29.2%	14.4%	13.3%	28.5%
Category 2 hazard	3.2%	37.5%	22.9%	18.9%	17.6%
None	27.3%	43.1%	21.3%	5.7%	2.6%
Thermal Comfort					
Adequate thermal comfort	24.6%	43.1%	21.3%	6.3%	4.6%
Inadequate thermal comfort	14.1%	28.2%	16.9%	16.5%	24.4%
Decent Homes Standard					
Decent Dwelling	24.6%	45.0%	21.9%	6.4%	2.1%
Non Decent Dwelling	17.5%	30.6%	17.2%	12.8%	21.9%
All dwellings	**22.0%**	**39.8%**	**20.2%**	**8.7%**	**9.2%**

Tackling Fuel Poverty

5.35 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. Figure 45 shows the relationship between household income and fuel costs, highlighting those households in fuel poverty.

Figure 45: Annual fuel costs by gross household income (Note: red cells indicate that households are definitely in fuel poverty; orange cells indicate that households are probably in fuel poverty; yellow cells indicate that households are possibly in fuel poverty) (Source: Weymouth and Portland HSCS 2013)

Gross Household Income	Under £600 per annum	Between £600 and £900 per annum	Between £900 and £1,200 per annum	Between £1,200 and £1,500 per annum	Over £1,500 per annum
Under £10,000	29.8%	31.7%	5.2%	9.1%	24.2%
£10,000 to £14,999	32.3%	38.0%	14.8%	15.0%	0.0%
£15,000 to £19,999	21.3%	36.2%	26.1%	4.2%	12.2%
£20,000 to £29,999	19.4%	37.1%	24.7%	11.8%	6.9%
£30,000 to £39,999	26.4%	20.1%	33.3%	14.2%	5.9%
£40,000 to £49,999	7.5%	20.9%	40.8%	11.1%	19.7%
£50,000 or more	1.4%	48.0%	29.4%	1.4%	19.8%
All dwellings	**22.0%**	**39.8%**	**20.2%**	**8.7%**	**9.2%**

5.36   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.

5.37   For each individual dwelling surveyed the energy efficiency software not only calculates the SAP rating and CO_2 emissions for a dwelling, but also the cost of heating that dwelling per annum. This cost is based on the standard model of heating the dwelling to 21 degrees Celsius in the main living rooms and 18 degrees Celsius in bedrooms and other rooms, over the course of a year. In addition, for each individual dwelling, household income is recorded. It is therefore possible, for each individual dwelling surveyed, to determine, on the basis of property and income, whether the household living there is in fuel poverty.

5.38   Based on the calculation described above:

   »   There are an estimated 3,900 (13%) occupied dwellings where the household is in fuel poverty in Weymouth and Portland.

   »   The 3,900 dwellings represent a substantial number of households that are in fuel poverty and will present issues in terms of both energy efficiency and occupier health.

5.39   Government intervention programmes to help with costs towards energy efficiency improvements are currently changing: e.g. the Warm Front programme ended in March 2013 and was replaced by the Energy Company Obligation (ECO) part of which is the Home Heating Cost Reduction Obligation (HHCRO) scheme, which provides grant-assisted cavity wall and loft insulation measures for people on certain benefits.

5.40   Figure 46 provides a breakdown of fuel poverty by socio-economic factors to examine which groups are hardest hit by fuel poverty.

Figure 46: Households in fuel poverty by socio-economic factors (Source: Weymouth and Portland HSCS 2013)
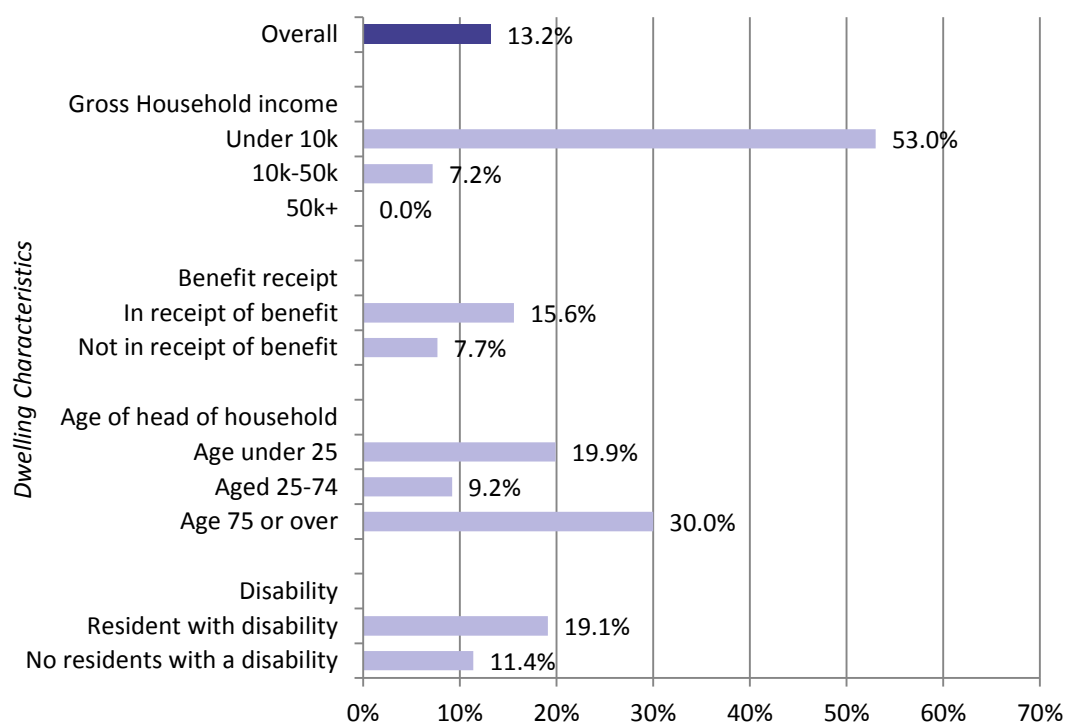
5.41 Figure 47 provides a breakdown of households in fuel poverty by area. Since fuel poverty is based on the relationship between household income and the cost of fuel (which is in turn influenced by energy efficiency and fuel prices), any dwellings that are vacant (including many with thermal comfort failure or excess cold) are excluded from this analysis.

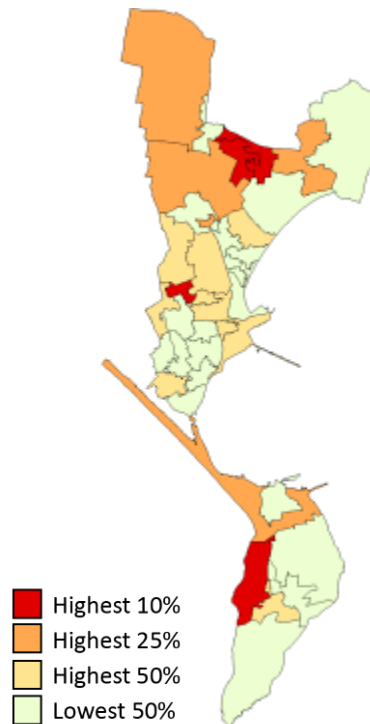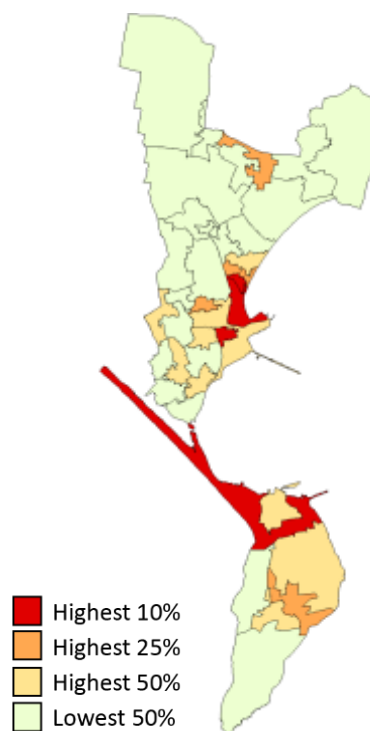**Figure 47: Rates of fuel poverty by sub-area (Source: DECC)**

Figure 48: Proportion of properties with no central heating by sub-area (Source: Census 2011)

Chapter 5 Summary - Energy Performance

SAP rating

» The majority for each tenure group were in SAP Band D (55-68) and the overall stock rate is 49% within this band, which is consistent with the national rate (49%).

» A higher proportion of dwellings were in Bands A-C (69-100): 30% of all dwellings, compared to 15% nationally.

» The average SAP rating in Weymouth and Portland is 60, compared to an average SAP rating of 57 nationally based on the findings of the EHS 2012. The SAP ratings vary between 52 for bungalows and 73 for high rise flats, although most types are in the 60-64 range.

Fuel type

» Around 23,550 dwellings use mains gas as their fuel type and this equates to approximately 80% of all dwellings.

Heating Type

» 83% of dwellings had a central heating system, slightly lower than the 90% reported by the EHS 2012 and purpose built and converted flats have higher levels of warm air and other forms of heating, which is common in purpose built flats which often rely on electric storage heating.

» Medium/large terraced houses, semi-detached houses and detached houses all show relatively high rates using central heating, which is a result of a strong association with the owner-occupied sector and higher use of mains gas.

Loft Insulation

» More than half the stock (55%) has a loft with less than 250mm of insulation with 7.3% having less than 100mm and 2.4% of dwellings having a loft without any insulation.

Thermal Comfort

» The survey identified that most properties in Weymouth and Portland met the minimum required standards for thermal comfort (76%) and excess cold (92%), but this implies that approaching 1-in-4 dwellings (24%) failed the thermal comfort standard and around 1-in-12 dwellings (8%) had a Category 1 hazard due to excess cold.

Remediation – Volumes

» If all of the identified improvements were implemented then approximately 10,170 dwellings would be affected - 37% of owner occupied dwellings, 40% of private rented dwellings and 19% of social rented dwellings) at a total cost of just over £19 million (an average cost of £1,900 for each dwelling requiring improvement).

Remediation – Costs

» The cost of improving energy efficiency up to an average SAP rating of 65 would cost approximately £14.9 million for owner occupied dwellings (£1,060 per dwelling); £3.4 million for private rented and £3.3 million for social rented dwellings (both being £1,000 per dwelling).

PV Panels

» 1,160 properties are estimated as having PV panels, the majority in owner occupied homes, while 710 properties are estimated as having solar water heating.

Heating Costs

» The majority of households spend between £600 and £1,200 per year on fuel costs, and costs are typically higher for households living in older properties. 41% of those with a Category 1 hazard for Excess Cold would have to pay more than £1,200 per annum to heat their home, and a similar proportion of those with inadequate thermal comfort pay more than £1,200 annually.

Fuel Poverty

» There are an estimated 3,900 (13%) occupied dwellings where the household is in fuel poverty in Weymouth and Portland.

6. Housing Health and Safety
The annual costs of Category 1 Hazards to the NHS

Introducing the Housing Health and Safety Rating System (HHSRS)

6.1 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.

6.2 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…)

6.3 The HHSRS scoring system combines two elements:

» The probability that deficiency (i.e. a fault in a dwelling whether due to disrepair or a design fault) will lead to a harmful occurrence (e.g. an accident or illness); and

» The spread of likely outcomes (i.e. the nature of the injury or illness).

6.4 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.

6.5 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.

6.6 The HHSRS generates a numerical Hazard Score, and Hazard Bands have been devised as a simple means for handling the wide range of possible Scores. There are ten Hazard Bands, with Band J being the safest, and Band A being the most dangerous. Hazard Bands A to C (i.e. Hazard Scores of 1,000 and above) are the most serious hazards, and these are known as Category 1 (serious) hazards. Hazard Bands D to J (i.e. Hazard Scores below 1,000) are known as Category 2 (other) hazards. A local authority has a duty to deal with any Category 1 hazards found and has discretionary power to deal with Category 2 hazards.

6.7 In this Chapter we consider HHSRS Category 1 hazards and how potential investment in reducing the risk could achieve savings for health services. The analysis is based on the HHSRS Costs Calculator Toolkit, which was developed by the BRE on behalf of the Chartered Institute of Environmental Health (CIEH).

Impact of Remedying Category 1 Hazards

6.8 As previously noted the HHSRS considers a wide range of different hazards that could affect occupiers' health. In doing so it considers and scores:

» The likelihood of an incident occurring

» Severity of the outcome

» Overall hazard score based on the risk

6.9 Every dwelling has a risk of an incident occurring due to a hazard, so any housing interventions will seek to reduce likelihood of the hazard or try to reduce its severity and minimise risk. In so doing, the CIEH HHSRS Cost Calculator provides useful basis for assessing the health impact of housing interventions in terms of cost.

6.10 Figure 49 shows an analysis of the payback period for remedial works associated with the "Falling on stairs" hazard using the CIEH HHSRS Costs Calculator. The worked example below is for an assumed stock of 100,000 dwellings.

Figure 49: Stair Falls using HHSRS Calculator Screenshot

HHSRS Costs calculator

Number of dwellings: 100,000

affected group over 60

Hazard: Stair falls

	likelihood 1 in …	%	expected number	Annual cost to NHS
Class I harms	14545	2.2%	7	£ 350,000
Class II harms	6957	4.6%	14	£ 280,000
Class III harms	1488	21.5%	67	£ 100,500
Class IV harms	446	71.7%	224	£ 22,400
Total all harms	320	100.0%	313	£ 752,900

Estimated total cost of works where an incident is expected £ 105,794

Ratio remedial works costs/NHS annual costs (if >1, need more than 1 year for payback) 0.14

6.11 The HHSRS identifies that, on average, there is a 1 in 320 likelihood of a fall on stairs occurring each year – therefore, given an assumed stock of 100,000 dwellings, the HHSRS Costs Calculator establishes that there would be an expected 313 falls each year (100,000 divided by 320 equals 313).

6.12 In assessing the severity of the outcome, the HHSRS separates possible harm into four classes, with Class I being the most serious harm and Class IV being the least serious harm. On average, the HHSRS identifies that the "Falling on stairs" hazard will have a Class I (Extreme) outcome on 2.2% of occasions – so on the basis of a total of 313 falls each year, 2.2% represents 7 falls that would have a Class I (Extreme) outcome in the above example.

6.13 Similarly, the HHSRS identifies that the "Falling on stairs" hazard will have a Class II (Severe) outcome on 4.6% of occasions, a Class III (Serious) outcome on 21.5% of occasions and a Class IV (Moderate) outcome on the remaining 71.7% of occasions (with the likelihood across all four Classes totalling 100%). Using these rates, the HHSRS Cost Calculator establishes the expected number of incidents within each class – with totals of 14 Class II (Severe), 67 Class III (Serious) and 224 Class IV (Moderate) falls in the above example.

6.14 The HHSRS Cost Calculator then uses this information to assign an average treatment cost on the following basis:

» Class I: Extreme = £50,000 per incident

» Class II: Severe = £20,000 per incident

» Class III: Serious = £1,500 per incident

» Class IV: Moderate = £100 per incident

6.15 By considering these costs in the context of the number of incidents in each Class, the Cost Calculator establishes the overall costs likely to be incurred each year by the NHS in treating injuries sustained following falls on stairs. In the previous example based on 100,000 dwellings, the total cost was calculated to be £752,900; of which almost half (£350,000; 46.5%) was associated with the seven Class I (Extreme) incidents and a further third (£280,000; 37.2%) was associated with the fourteen Class II (Severe) incidents. Therefore, the substantial majority of the projected costs (£630,000; 83.7%) are associated with only 21 of the 313 incidents (6.7%).

6.16 The final stage of the model considers the likely costs for the necessary housing interventions to mitigate the risks associated with the hazard. On the basis of data from the English House Condition Survey (EHCS), the median cost for interventions associated with the "Falling on stairs" hazard was £338 in 2005-06; therefore the Cost Calculator determines that the cost of intervention would have totalled £105,794 for the 313 dwellings where falls occurred. Taking this cost alongside the treatment cost previously calculated yields an overall payback period of 0.14 years (£105,794 divided by £752,900 per year equals 0.14 years).

6.17 Overall, this appears to indicate a relatively cost effective return for investment in falls prevention. However, this calculation needs to be treated with caution:

» The calculation cannot predict those dwellings where 313 falls are likely to occur within the 100,000 stock – **there is still a need to identify where intervention work is necessary**
   – In reality, it would be necessary to undertake interventions in far more than 313 dwellings meaning higher costs and longer payback period

» Intervention will only **reduce likelihood and/or severity of an incident** – it cannot eliminate it
   – There will always be a residual risk of harm
   – Additional cost will thus be incurred

» **Costs assumptions** used in the model may not replicate those to be found more locally through effective procurement

6.18 Given this context, for the Weymouth and Portland study we have developed the concepts introduced by the CIEH HHSRS Costs Calculator and integrated these with the stock condition survey data to understand the potential benefits of targeted housing interventions.

Category 1 Hazards

6.19 The Weymouth and Portland Stock Condition Survey identified that the overall proportion of dwellings with a Category 1 hazard was 18.5% compared with 14.7% found in the EHS 2012. This represents around 5,450 dwellings across Weymouth and Portland having a Category 1 hazard.

6.20 A breakdown of Category 1 hazards by hazard type is given in Figure 50. Excess cold hazards are the most prominent reason for failure in dwellings.

Figure 50: Category 1 hazard reasons for failure by tenure (Source: Weymouth and Portland SCS 2013)

Category 1 hazard	Dwellings with Category 1 Hazards	
Excess cold	2,360	38%
Falls on stairs	1,180	19%
Damp & mould	600	10%
Falls on the level	530	9%
Falls between levels	240	4%
Collision & entrapment	210	3%
Entry by intruders	200	3%
Flames & hot surfaces	200	3%
Fire	190	3%
Food safety	160	3%
Crowding and Space	90	1%
Personal hygiene	90	1%
Falls associated with bath	60	1%
Operability of amenities	30	<1%
Carbon monoxide	0	0%
Domestic hygiene	0	0%
Electrical hazard	0	0%
Excess heat	0	0%
Explosions	0	0%
Lighting	0	0%
Noise	0	0%
Structural collapse	0	0%
Un-combusted fuel gas	0	0%
Water supply	0	0%
Total hazards	*6,140*	*-*
Total dwellings with a Category 1 hazards	**5,450**	**100.0%**

Incidents caused by Category 1 Hazards

6.21 In undertaking an HHSRS assessment at each property, surveyors scored the likely risk and spread of outcomes for each hazard. For dwellings with Category 1 hazards, by definition either the likely risk was above average and/or the spread of outcomes was more severe; so these dwellings will account for many of the incidents that require treatment.

6.22 Figure 51 details the assessed risk of incidents arising in those properties where a Category 1 hazard was identified, together with the implied number of annual incidents that would be expected given the total number of dwellings with Category 1 hazards. For example, "Excess cold" was identified as a Category 1 hazard in 2,360 dwellings with a 1 in 49 chance of an incident occurring; equivalent to 48 incidents each year (2,360 divided by 49 equals 48).

6.23 The table also provides details for the average risk for each hazard across all dwellings, and shows the associated number of incidents that would be expected each year if those dwellings with Category 1 hazards were improved to average standards. Taking this information together with the number of incidents calculated given the presence of Category 1 hazards identified the potential reduction in incidents if housing interventions were put in place to mitigate the hazards. For example, the analysis shows that "Excess cold" incidents would reduce from 48 incidents to 6 incidents each year, a potential reduction of 42 incidents.

Figure 51: Incidents caused by Category 1 hazards by hazard (Source: Weymouth and Portland SCS 2013. Note: Figures may not sum due to rounding, all calculations based on unrounded figures)

Category 1 hazard	Dwellings with Cat 1 hazards	Assessed risk where Cat 1 hazard identified		Average risk for hazard across all dwellings		Potential Reduction
		Rate 1 in …	Annual Incidents	Rate 1 in …	Annual Incidents	
Excess cold	2,360	49	48	380	6	42
Falls on stairs	1,180	24	49	245	5	44
Damp & mould	600	2	299	460	1	298
Falls on the level	530	26	20	135	4	16
Falls between levels	240	8	29	1690	0	29
Collision & entrapment	210	1	206	39	5	201
Entry by intruders	200	2	121	40	5	116
Flames & hot surfaces	200	14	14	180	1	13
Fire hazard	190	114	2	4760	0	2
Food safety	160	4	38	4960	0	37
Overcrowding	90	70	1	8000	0	1
Personal hygiene	90	4	21	7750	0	21
Falls associated with bath	60	12	5	4026	0	5
Operability of amenities	30	3	9	12925	0	9
Total incidents	**-**	**-**	**862**	**-**	**28**	**834**

6.24 The analysis demonstrates that the number of incidents resulting from across all Category 1 hazards could reduce from 862 incidents to 28 incidents each year, an annual reduction of 834 incidents, if the hazards were addressed.

Severity and cost of incidents caused by Category 1 Hazards

6.25 In addition to reducing the number of hazards, suitable housing interventions could also reduce the severity of harm caused. As previously identified, whilst Class I (Extreme) and Class II (Severe) hazards may only constitute a small proportion of incidents, these can account for a large proportion of the consequential costs.

6.26 Figure 52 identifies that housing interventions in dwellings with Category 1 hazards has the potential to reduce the number of Class I (Extreme) outcomes from 18 incidents to 2 incidents each year, an annual reduction of 16 incidents (87.9%); and the number of Class II (Severe) outcomes from 17 incidents to 1 incidents each year, an annual reduction of 15 incidents (92.3%).

Figure 52: Outcome of Incidents caused by Category 1 hazards by severity (Source: Weymouth and Portland SCS 2012. Note: Figures may not sum due to rounding, all calculations based on unrounded figures)

Hazard Outcome	Incidents associated with Cat 1 hazards	Average incidents across all dwellings	Potential reduction	
			Number	%
Class I (Extreme)	18	2	16	88%
Class II (Severe)	17	1	15	92%
Class III (Serious)	102	4	97	96%
Class IV (Moderate)	725	20	705	97%
Overall	862	28	834	97%

6.27 Using the treatment costs set out by the HHSRS Costs Calculator, we can calculate the potential savings for the NHS in not having to treat injuries caused by Category 1 hazards.

6.28 On this basis, Figure 53 identifies an overall potential cost saving of £1.3M per year, which is mainly associated with fewer Class I (Extreme) and Class II (Severe) incidents requiring treatment.

Figure 53: Potential reduction in incidents and costs from addressing Category 1 hazards (Source: Weymouth and Portland SCS 2012)

Hazard Outcome	Potential reduction in Incidents	Average treatment costs	Potential reduction in cost	
			£	%
Class I (Extreme)	16	£50,000	801,600	60%
Class II (Severe)	15	£20,000	307,400	23%
Class III (Serious)	97	£1,500	146,100	11%
Class IV (Moderate)	705	£100	70,500	5%
Overall	834	-	1,325,600	100%

6.29 The information summarised in Figure 52 and Figure 53 is presented in more detail in Figure 54, which provides a breakdown of the overall potential reduction in terms of the likely severity of those incidents

which could be avoided given suitable intervention. It also provides a breakdown of the potential savings associated with each hazard.

6.30 Figure 55 then places this information alongside the breakdown of Category 1 hazard remedial costs that the Private Sector Stock Condition Survey established for each type of hazard. Using this information together, we can then establish the "payback period" for any housing intervention works in the context of savings in treatment costs.

Figure 54: Potential reduction in incidents and costs from addressing Category 1 hazards by hazard (Source: Weymouth and Portland SCS 2012. Note: Figures may not sum due to rounding, all calculations based on unrounded figures)

Category 1 hazard	Potential Reduction				Total Potential Reduction	Potential Savings £K
	Class I Extreme	Class II Severe	Class III Serious	Class IV Moderate		
Excess cold	14	3	8	18	42	775
Falls on stairs	1	5	11	27	44	175
Damp & mould	<1	3	30	264	298	146
Falls on the level	<1	2	8	6	16	49
Falls between levels	<1	1	3	25	29	27
Collision & entrapment	<1	<1	8	193	201	36
Entry by intruders	<1	<1	11	105	116	29
Flames & hot surfaces	<1	<1	3	10	13	9
Fire hazard	<1	<1	1	1	2	9
Food safety	<1	1	8	28	37	30
Overcrowding	<1	<1	<1	1	1	11
Personal hygiene	<1	<1	5	16	21	17
Falls associated with bath	<1	<1	<1	4	5	9
Operability of amenities	<1	<1	1	7	9	6
Total incidents	**16**	**15**	**97**	**705**	**834**	**1,326**

Figure 55: Category 1 hazard remedial costs by hazard (Source: Weymouth and Portland SCS 2012. Note: Figures may not sum due to rounding, all calculations based on unrounded figures)

Category 1 hazard	Dwellings with Cat 1 hazards	Total Cost of Interventions £K	Theoretical Savings on NHS Costs £K per year	Baseline payback period years
Excess cold	2,360	6,340	770	8
Falls on stairs	1,180	1,330	180	8
Damp & mould	600	1,990	150	14
Falls on the level	530	130	50	3
Falls between levels	240	90	30	3
Collision & entrapment	210	30	40	1
Entry by intruders	200	80	30	3
Flames & hot surfaces	200	150	10	18
Fire hazard	190	220	10	26
Food safety	160	190	30	6
Overcrowding	90	440	10	40
Personal hygiene	90	70	20	4
Falls associated with bath	60	40	10	5
Operability of amenities	30	10	10	1
Overall	**-**	**11,120**	**1,330**	**8**

6.31 On the basis of this analysis, it would appear that investment in housing interventions to prevent falls on the level and falls between levels could each theoretically yield savings in treatment costs with payback periods of up to 3 years. Similarly, housing interventions associated with reducing the risk of hazards associated with collisions and entrapment, entry by intruders, personal hygiene and operability of amenities could also have relatively short payback periods too.

6.32 The analysis shows that baseline payback periods of up to 10 years would be likely for interventions associated with excess cold (the most common Category 1 hazard, affecting 2,360 dwellings) and falls on stairs and (affecting 1,180 properties); as well as less common hazards associated with food safety, and falls associated with bath. A payback of up to 15 years would be expected in relation to interventions relating to damp & mould growth.

6.33 The other Category 1 hazards identified all had longer payback periods – 18 years for flames and hot surfaces and 26 years for fire hazards. Of course, hazards associated with fire are often the focus for improvement works given the possible severe outcomes – but even in properties where Category 1 hazards were identified, the risk of fire breaking out is still relatively low and therefore the annual treatment costs are significantly lower than for incidents caused by other more common hazards.

Current occupancy of dwellings with Category 1 Hazards

6.34 It is worth noting that the HHSRS is a measure that relates to dwellings regardless of their current occupancy – for example, an empty home can still suffer from a Category 1 hazard. Furthermore, many HHSRS hazards focus on particular groups that are considered to be at higher risk – for example, falls on stairs and falls on the level are based on the risks and likely severity of outcomes for those aged 60 or over. When considering likely NHS costs, it is therefore important to consider the current occupancy of dwellings.

6.35 Figure 56 identifies the most vulnerable group that the HHSRS associates with each hazard, and shows the proportion and number of dwellings with Category 1 hazards that are occupied by one or more people from the most vulnerable group. It also provides details on the average number of people from the vulnerable group that live in the dwellings identified together with the total number of vulnerable people that currently live in dwellings with a Category 1 hazard for each of the HHSRS hazards identified.

Figure 56: Current occupancy of dwellings with Category 1 hazards (Source: Weymouth and Portland SCS 2012. Note: Figures may not sum due to rounding, all calculations based on unrounded figures)

Category 1 hazard	Dwellings with Cat 1 hazards	Most vulnerable group (based on age)	Dwellings with Cat 1 hazard and vulnerable group present		Average number of vulnerable people in each dwelling	Total vulnerable people in dwellings with Cat 1 hazards
			% of Cat 1	Number		
Excess cold	2,360	Aged 65+	51%	1,210	1.28	1,550
Falls on stairs	1,180	Aged 60+	48%	560	1.76	990
Damp & mould	600	Aged under 15	43%	260	1.35	350
Falls on the level	530	Aged 60+	24%	130	1.76	230
Falls between levels	240	Aged under 5	44%	110	1.00	110
Collision & entrapment	210	Aged under 5	0%	-	-	-
Entry by intruders	200	All ages	100%	200	3.31	680
Flames & hot surfaces	200	Aged under 5	0%	-	-	-
Fire hazard	190	Aged 60+	40%	70	2.00	150
Food safety	160	All ages	100%	160	1.91	300
Overcrowding	90	All ages	100%	90	7.00	60
Personal hygiene	90	Aged under 5	0%	-	-	-
Falls associated with bath	60	Aged 60+	52%	30	1.00	30
Operability of amenities	30	Aged 60+	100%	30	1.00	30

6.36 Figure 57 brings together the information about those dwellings with Category 1 hazards that are occupied by the most vulnerable groups and the likely cost of improvement interventions targeted at these properties. This information is placed alongside the likely savings on NHS costs taking into consideration the average occupancy in relation to the most vulnerable groups.

6.37 This recognises that where more than one person from the most vulnerable group lives in a dwelling with a Category 1 hazard, the risk of harm to any person at the address will be higher than where there is only a single occupier – for example, where there is a Category 1 hazard associated with falls on stairs, each person in the household is placed at higher risk; if two or more people regularly use the staircase, then the

risk of someone falling is increased. Of course, for many hazards there may also be a risk (albeit reduced) to other occupiers that are not in the most vulnerable group. Given this context, the likely NHS savings could actually be higher if targeted interventions also reduce the risk and/or severity of outcome for other occupiers.

Figure 57: Payback period associated with improvements targeted at dwellings currently occupied by vulnerable groups (Source: Weymouth and Portland SCS 2012. Note: Figures may not sum due to rounding, all calculations based on unrounded figures)

Category 1 hazard	Dwellings with Cat 1 hazard and occupiers from vulnerable group	Cost of targeted interventions in dwellings occupied by vulnerable group £K	Savings on NHS Costs £K per year	Targeted payback period years
Excess cold	1,210	3,260	510	6
Falls on stairs	560	630	150	4
Damp & mould	260	860	80	10
Falls on the level	130	30	20	2
Falls between levels	110	40	10	3
Entry by intruders	200	80	90	1
Fire hazard	70	90	10	13
Food safety	160	190	60	3
Overcrowding	90	440	80	6
Falls associated with bath	30	20	<10	5
Operability of amenities	30	10	10	1
Overall	**-**	**5,650**	**1,020**	**6**

6.38 When comparing the cost of targeted interventions with the associated potential savings for the NHS, we can see the impact in terms of payment period.

6.39 It would appear that interventions to prevent falls on the level, falls between levels, entry by intruders and operability of amenities would still have payback periods of less than 5 years; but targeted intervention could also yield similarly short payback periods for food safety, falls on stairs and falls associated with baths.

6.40 The analysis shows that payback periods of 6 years would be likely for targeted interventions associated with excess cold (the most common Category 1 hazard), which affects 1,210 dwellings with occupiers aged 65 or over. Overcrowding also has a similar payback period, given that the hazard will typically affect dwellings with a large number of occupiers.

6.41 A payback of around 10 years would be expected in relation to targeted interventions relating to damp & mould growth, and targeted intervention for fire hazards is likely to have a payback of less than 15 years. None of the other Category 1 hazards identified had any dwellings currently occupied by the most vulnerable group, and therefore it isn't possible to establish a payback period for these hazards.

Chapter 6 Summary - Housing Health and Rating System (HHSRS)

» The Housing Health and Rating System (HHSRS) considers a range of different hazards, and scores the likelihood of an incident occurring and the severity of the outcome to derive an overall Hazard Score based on the risk.

» Hazard Scores of 1,000 and above are the most serious hazards, and these are known as Category 1 hazards.

» The proportion of dwellings with at least one Category 1 hazard in Weymouth and Portland is just under 19% compared with 15% for England overall.

» Category 1 hazards are more common in privately rented dwellings (just over 24%) compared with owner occupied homes (16%).

» Excess cold and falls on stairs are the most common forms of Category 1 hazard, as is the case nationally.

» Using costs from the HHSRS Costs Calculator, suitable housing interventions would reduce the potential treatment costs associated with incidents caused by Category 1 hazards by around £1.3 million per year in Weymouth and Portland.

» The total cost of remedial works to alleviate only Category 1 hazards is £11.1 million, so the baseline "payback period" for all intervention works would be around 8 years.

» When considering the occupancy of dwellings with Category 1 hazards, only some dwellings are occupied by the most vulnerable groups. The cost of intervention works targeted at those dwellings occupied by the most vulnerable groups is £5.7 million, so the "payback period" for targeted intervention works would be around 6 years.

» Targeted housing investment to prevent falls on the level, falls between levels, falls on stairs and falls associated with baths, as well as entry by intruders, operability of amenities and food safety could each yield savings in treatment costs with payback periods of less than 5 years.

» The costs associated with treating excess cold is around £6.3 million and the cost of treating those properties occupied by the most vulnerable group (residents aged 65 or over) is around £3.3 million. The payback period associated with targeted works would be 6 years; however investment could also yield other benefits, so this saving should not be considered in isolation.

7. Housing and General Health
Housing Conditions and Residents' Health and Wellbeing

Introduction

7.1 As part of the Stock Condition Survey in Weymouth and Portland, ORS also undertook a Health and Housing Survey in order to profile the overall health and wellbeing of residents and to identify how different housing conditions impact on individuals' health and mental well-being.

7.2 The links between housing conditions and wellbeing (including physical and mental health) are well recognised and there are a broad range of specific elements relating to housing that can affect health outcomes. However, such relationships are complex and demonstrating a causal link between, say, homes, neighbourhood and health is challenging – relationships can operate at a number of interconnected levels. To complicate things further, poor quality housing often co-exists with other social characteristics including deprivation, unemployment, poor access to good quality education, or being socially isolated.

7.3 For Housing policy makers, the connectivity to Health is self-evident. Health policy makers have increasingly focussed on preventative initiatives to deliver savings in acute services, although acute services still retain the bulk of health spending. Preventative approaches tend to focus on individual issues (e.g. smoking, drinking and obesity) rather than wider environmental ones (e.g. planning policy, poor quality homes).

7.4 The key focus for this summary is to inform forward strategy decisions regarding housing and health between Weymouth and Portland and its partners, to help the Council better understand the possible impact that the quality of the housing stock may be having on residents' health.

7.5 Given this context, this chapter will explore the following issues:

> » Age structure
>
> » General health and limiting long term illness
>
> » Lifestyle factors: including smoking, drinking and BMI
>
> » Primary care
>
> » Long-standing health conditions
>
> » Mental wellbeing

7.6 In particular, it will consider the relationships between housing and health in the context of the Decent Homes standard (and its separate components, including dwellings with Category 1 hazards), energy efficiency (SAP rating) and general characteristics of dwellings in terms of type, age and tenure. . It should be noted however that due to the small numbers of residents experiencing certain household conditions there can be large error margins associated with some of the indicators. The result of this is that a small change in the number of incidents, such as visiting a GP, can give a much higher percentage difference when comparing with other areas.

Overall population, health and wellbeing characteristics

7.7   Before identifying potential links between health, wellbeing and housing it is important to understand the overall characteristics of the population of Weymouth and Portland. All of these variables have been appropriately weighted to compensate for response bias. This analysis comprises:

» Population Age Structure

» General Health

» Health Compared to 12 Months Ago

» Limiting Long Term Illness (LLTI)

» Smoking

» Alcohol Consumption

» Body Mass Index (BMI)

» Access to primary care, including contact with GP and Practice Nurse visits in past 2 weeks

» Health Treatment Being Received

Population Age Structure

7.8   The chart below shows the weighted population age structure of the Health and Housing Survey respondents from Weymouth and Portland compared with the overall age structure from the Mid-Year Estimate (MYE) for the UK in 2012. This shows that the population structure for Weymouth and Portland is marginally older than the UK average.

Figure 58: Age Structure for Weymouth and Portland (Source: Weymouth and Portland SCS 2013)
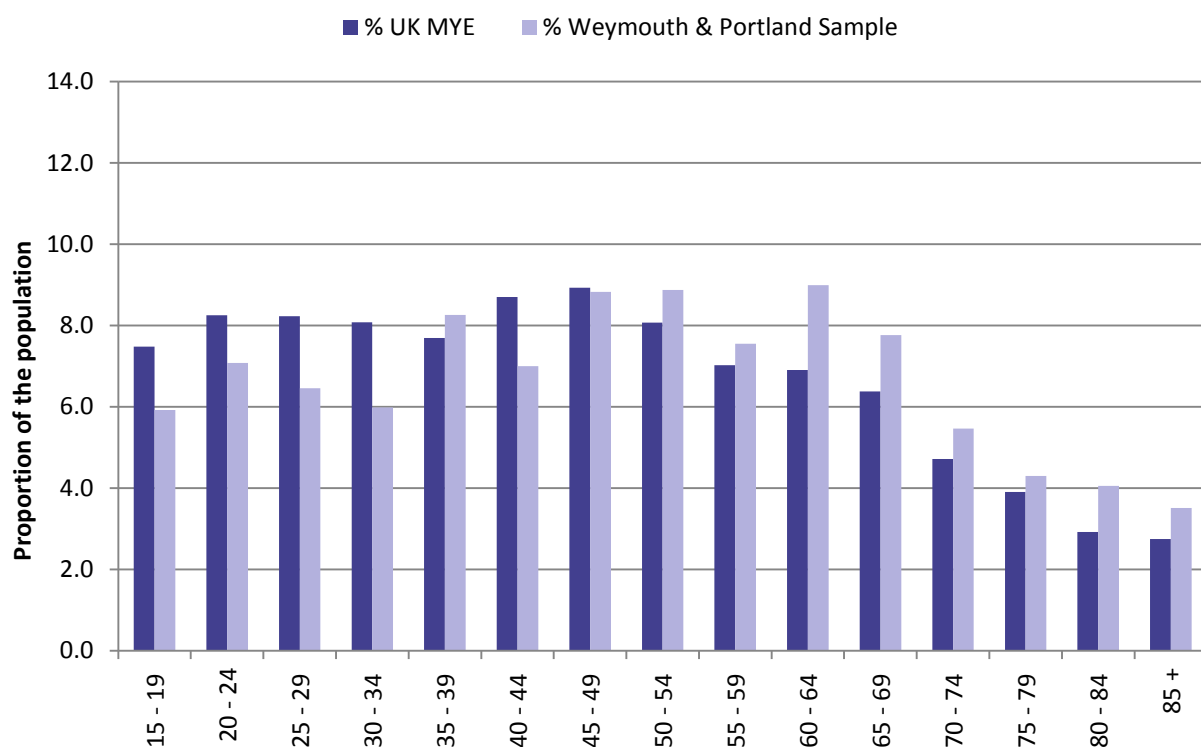
General Health

7.9 Over three quarters (77.6%) of respondents reported to be in very good or good general health. Fewer than one twentieth (4.7%) of respondents reported to be in bad or very bad general health. This compares to data for England from the 2011 Census that showed 47.2% of residents to be in very good health, 34.2% to be in good health, 13.1% to be in fair health, 4.2% to be in bad health and 1.2% to be in very bad health.

7.10 Almost three quarters (73.2%) of respondents reported their health to be the same as it was 12 months ago. A tenth (10.5%) of respondents reported their health to be worse, and almost a fifth (16.3%) reported it to be better.

Figure 59: General Health for Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
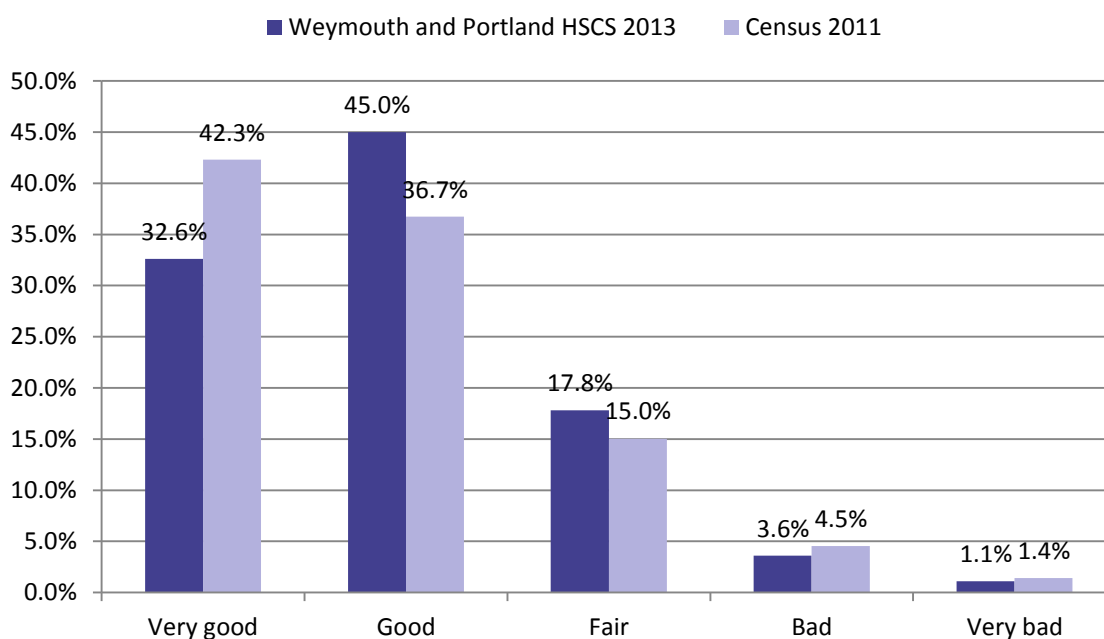
7.11 Overall a small proportion (4.7%) of respondents reported to be in poor or very poor health. This rises to over a tenth (11.3%) for those living in properties lacking modern facilities although this should be considered with the caveat of a low incidence rate for such properties, and that often such properties will be occupied by older residents more likely to experience poor health and therefore the relationship is unlikely to be causal. Nevertheless, higher than average rates are also found for those living in non-decent homes, homes with poorer energy efficiency, social rented and private rented properties and those living in flats.

Figure 60: Characteristics of Residents with Poor Health in Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
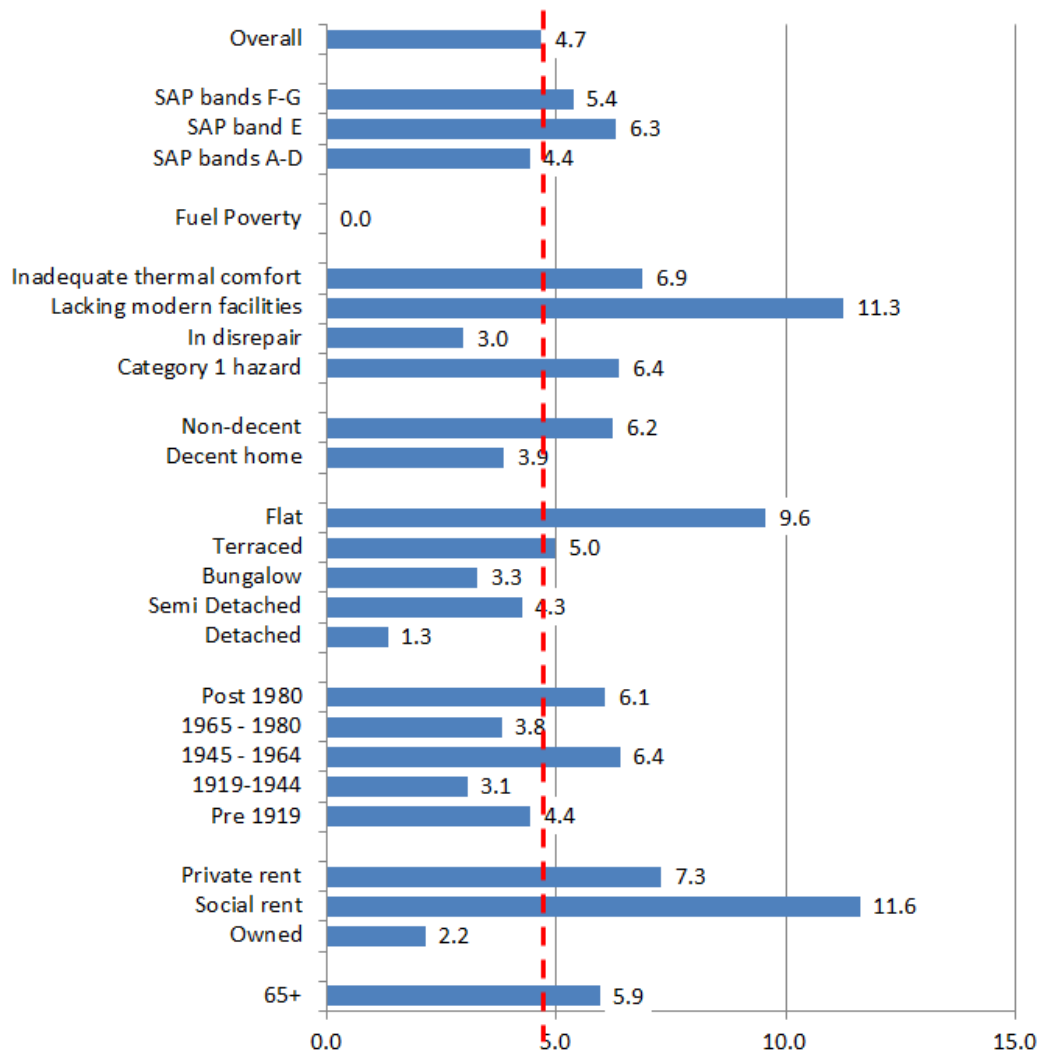
Limiting Long Term Illness (LLTI)

7.12 Over three quarters (76.7%) of respondents reported that their day-to-day activities are not limited. Over a tenth (13.0%) of respondents reported their activities to be limited a little with a further tenth (10.1%) reporting their activities to be limited a lot. This compares to data for England from the 2011 Census that showed 82.4% of residents not limited, 9.3% limited a little and 8.3% limited a lot; which is consistent with the older age profile of the area.

Figure 61: General Health for Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
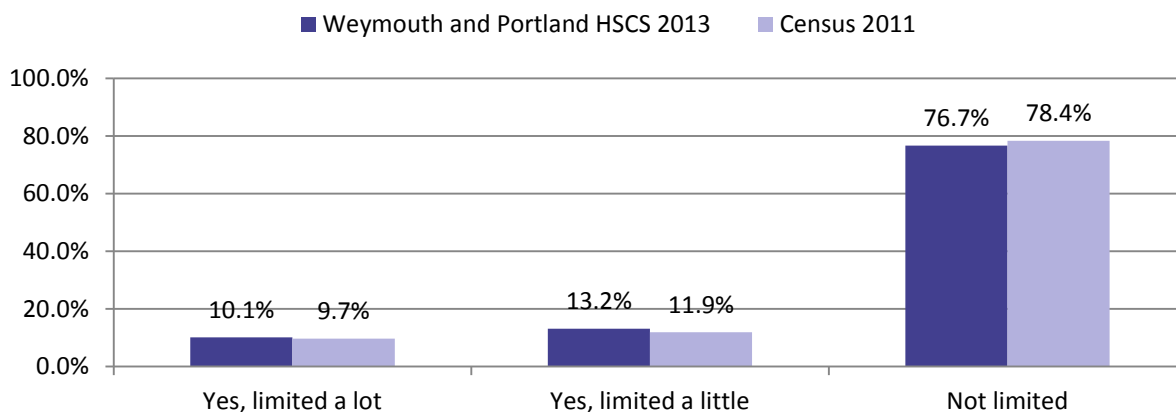
7.13 Overall just under a quarter (23.3%) of respondents have a limited long term illness. This rises to almost three fifths for those living in fuel poverty although this should be considered with the caveat of a low incidence rate for properties in fuel poverty. Higher than average rates for LLTI can also be found for those living in homes with a SAP rating of F and G (potentially cold properties), those living in a bungalow, those persons aged 65 and over, those living in properties built after 1980 and those living in social rented properties.

Figure 62: Characteristics of Residents with a Limiting Long Term Illness in Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
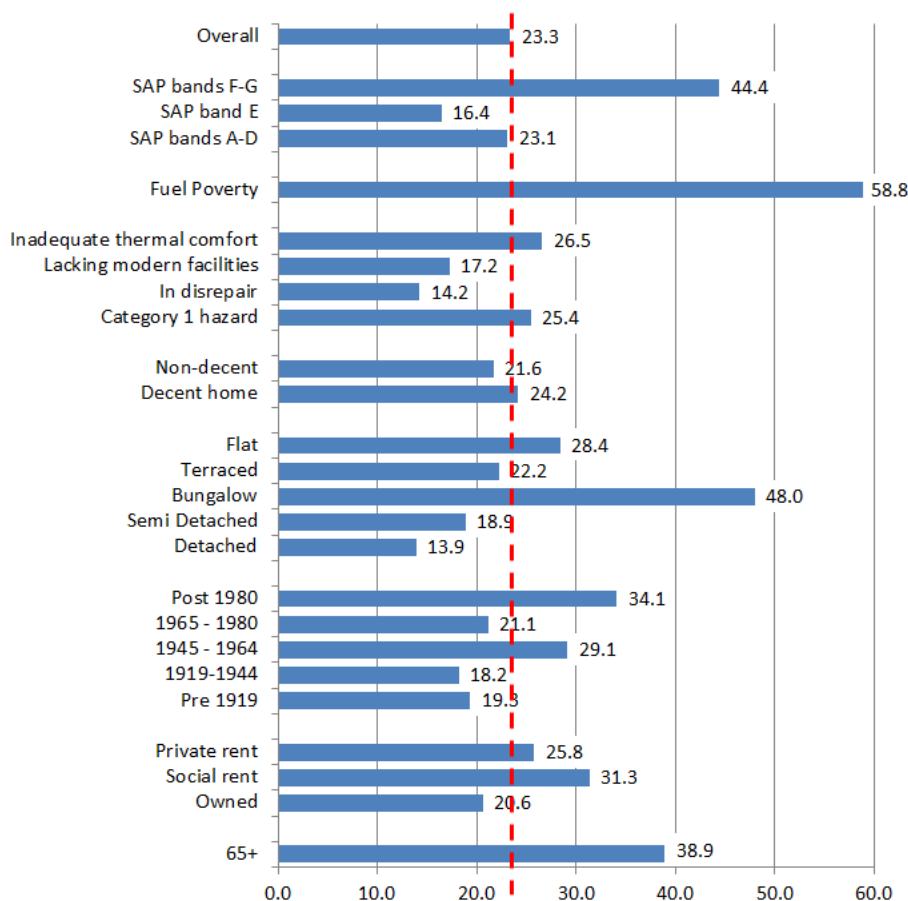
Lifestyle Factors

Smoking

7.14 Over a fifth (40.1%) of respondents reported that they have never smoked, compared to 59% for the UK as a whole. A further third (32.7%) reported that they used to smoke but have now given up. Over a fifth (21.2%) of respondents reported that they still smoke daily. This compares to UK figures that show that 21% of adult men and 19% of adult women are regular smokers; 27% of adult males and 22% of adult females who are now ex-smokers; and 59% of adult males and females who have never smoked.

Figure 63: Frequency of Smoking for Weymouth and Portland Residents (Source: Weymouth and Portland HSCS 2013)
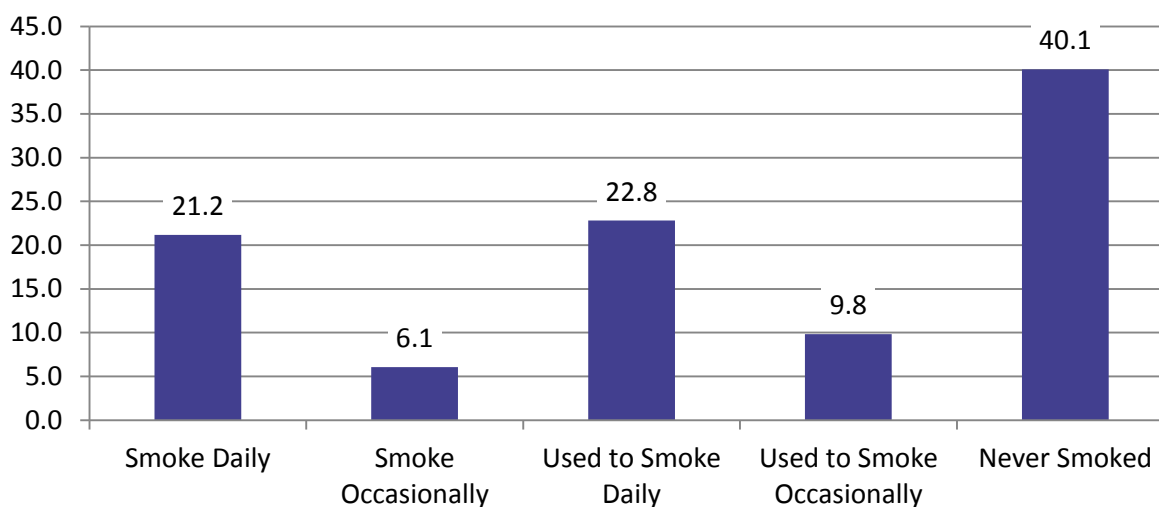
Alcohol Consumption

7.15 Over half (53.3%) of respondents reported that they drink at least once a week. Over a third (34.6%) reported that they had drunk over the recommended limit in the past week. Almost a fifth (17.9%) of respondents reported that they had drunk the daily number of units on an occasion in the past week that is classed as 'binge drinking'. Please note columns for over recommended limit and binge drinking are expressed as a % of all respondents to the survey in Weymouth and Portland. Comparative data for the UK as a whole shows that 56% of men and 52% of women drank over recommended level in past week; and 31% of men and 25% of women drank more than twice the recommended level. (Source: Health Survey for England 2011).

Figure 64: Alcohol Consumption for Weymouth and Portland Residents (Source: Weymouth and Portland HSCS 2013)
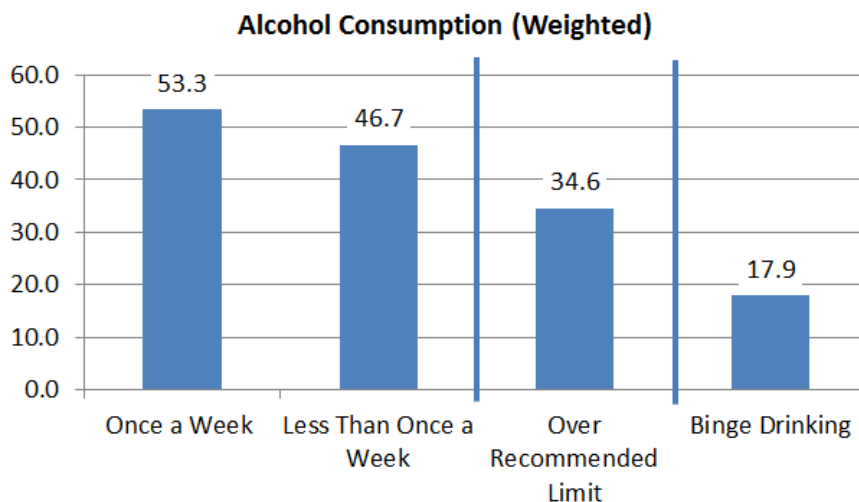
Body Mass Index (BMI)

7.16 Body Mass Index is a measure for human body shape based on an individual's mass and height. The weight (in kg) divided by the square of height (in m). The acceptable (desirable) range is 20-25. Above 25 is overweight, and above 30 is obese. BMI below the lower end of the acceptable range indicates under nutrition. The chart below shows over two fifths (42.9%) of respondents in Weymouth and Portland are classified as being normal based on their BMI score. Over a third (34.9%) are classified as overweight and a fifth (20.0%) are classified as obese. This compares to figures from the 2011 Health Survey for England that showed that 24% of men and 26% of women were categorised as obese; and 41% of men and 33% of women are classified as overweight.

Figure 65: Categories of Obesity

Obese Class I	Individuals with a BMI of 30-34.99 are in a physically unhealthy condition, which puts them at risk for serious illnesses such as heart disease, diabetes, high blood pressure, gall bladder disease, and some cancers.
Obese Class II	Individuals with a BMI of 35-39.99 are at risk of severe weight-related health problems and even death.
Obese Class III	Individuals with a BMI of 40+ have an extremely high risk of weight-related disease and premature death

Figure 66: Body Mass Index for Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
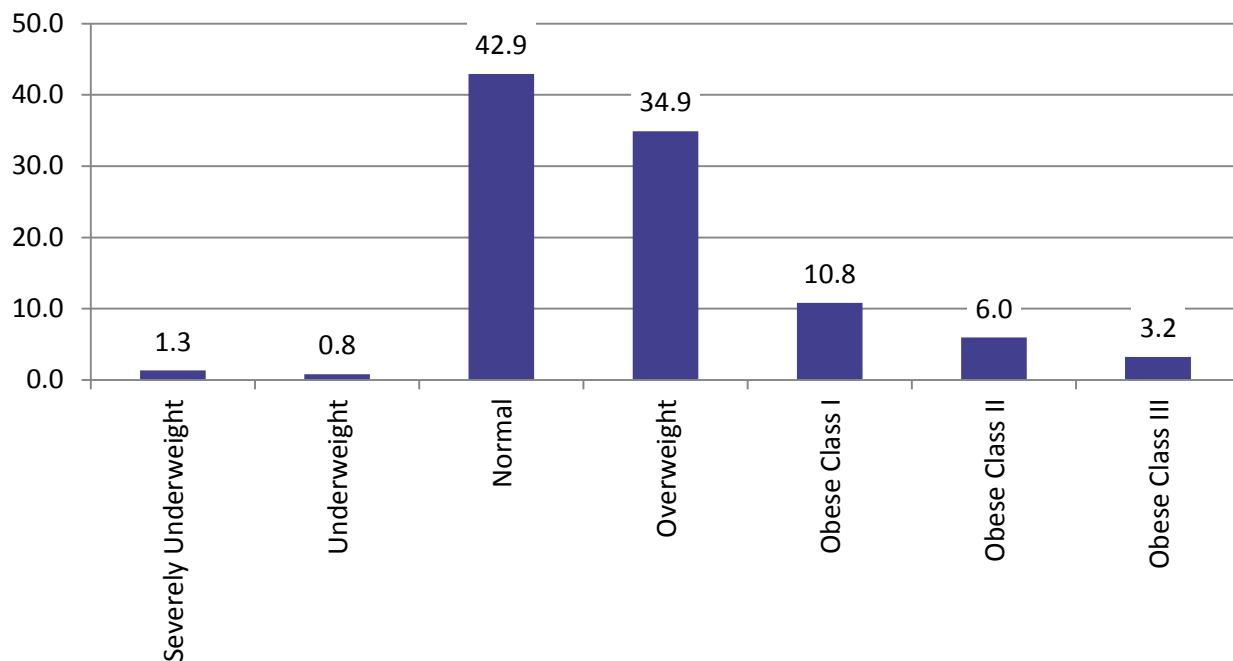
Access to Healthcare Services

GP and Practice Nurse Visits

7.17 Overall almost a fifth (18.4%) of respondents had visited or spoken with their GP in the past 2 weeks and around a tenth (8.3%) had seen a practice nurse or other nurse at their GP surgery in the past 2 weeks.

Figure 67: GP contact within the last 2 weeks for Weymouth and Portland Residents (Source: Weymouth and Portland HSCS 2013)
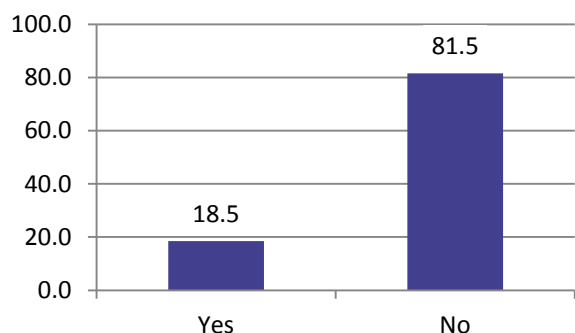
Figure 68: Practice Nurse Visits within the last 2 weeks for Weymouth and Portland Residents (Source: Weymouth and Portland HSCS 2013)
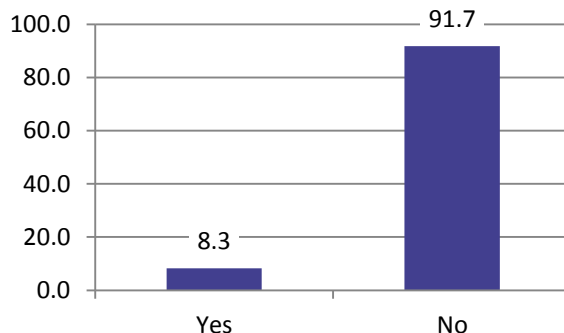
7.18 When we consider differentials across housing characteristics, almost three fifths (59.1%) of those in fuel poverty had been in contact with their GP (although this should be considered with the caveat of a low incidence rate for such households). Higher than average rates can also be found for those living in social and private rented properties, those living in flats, and those aged over 65.

Figure 69: Characteristics of Residents Who Have Visited a GP in the Past 2 Weeks in Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
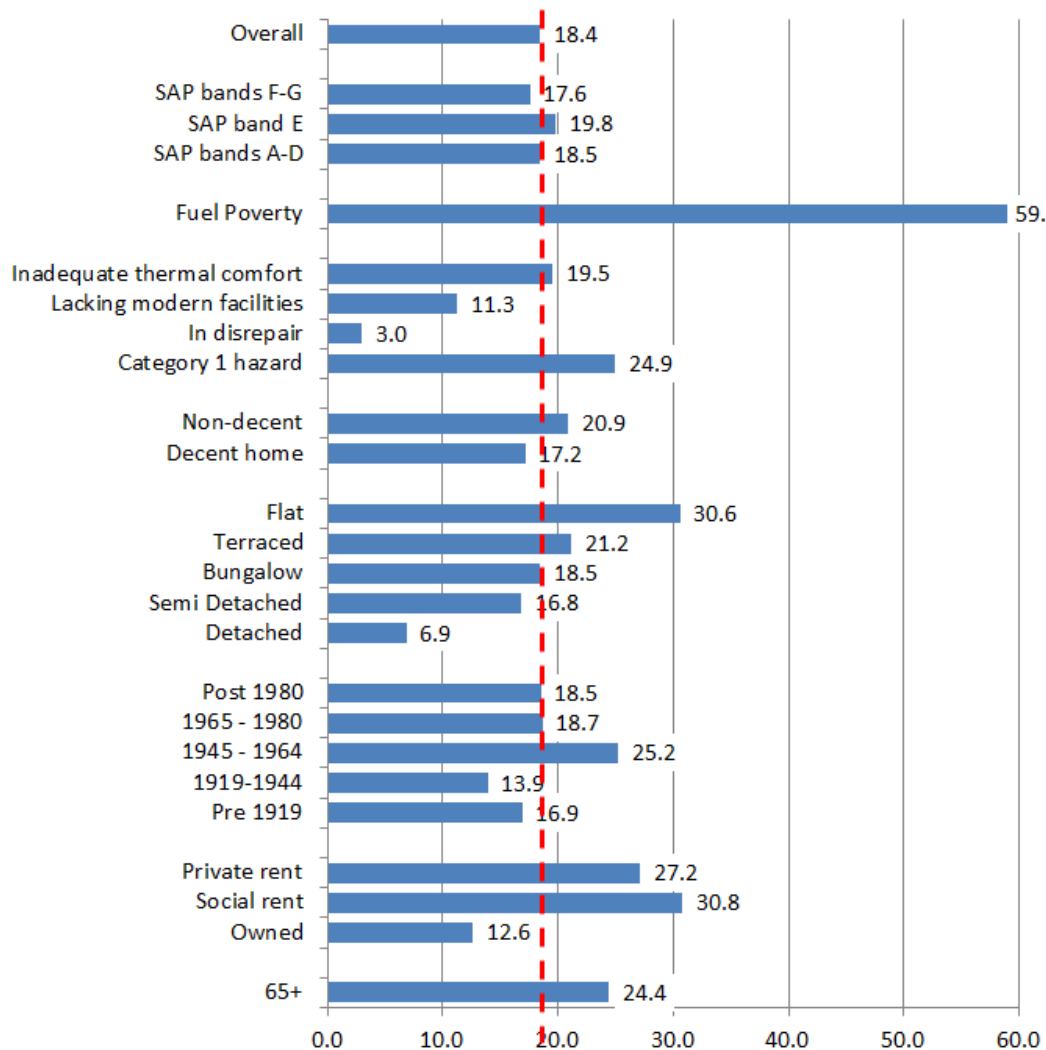
Conditions Treated

7.19 Respondents were whether they were currently being treated for a number of common complaints. Around one-in-seven (14.3%) were being treated for high blood pressure, and almost a tenth were being treated for depression (9.8%).

Figure 70: Conditions Residents are Currently Being Treated for in Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
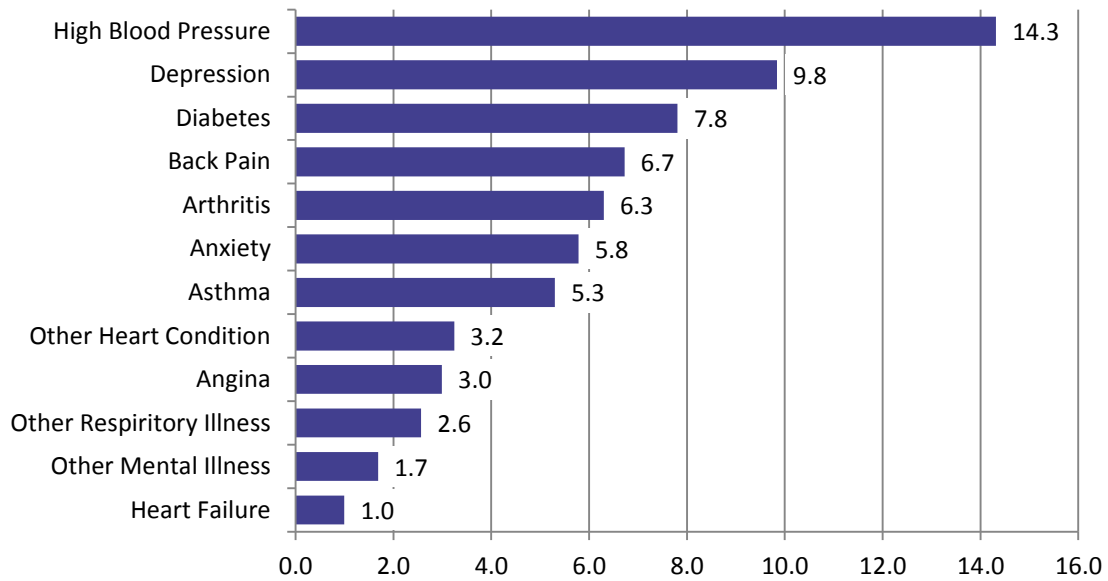
Cardio Vascular Conditions

7.20 This includes those residents who have been treated for a heart attack, angina, heart failure, high blood pressure or another hearth condition. Overall almost a fifth (19.6%) of respondents reported that they have been or are being treated for a cardio vascular condition. This rises to almost half (46.6%) for those aged 65 and over, and over a quarter for those living in properties with inadequate thermal comfort, in a bungalow, and those living in properties built between 1945 and 1980.

Figure 71: Characteristics of Residents with Cardio Vascular Conditions in Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
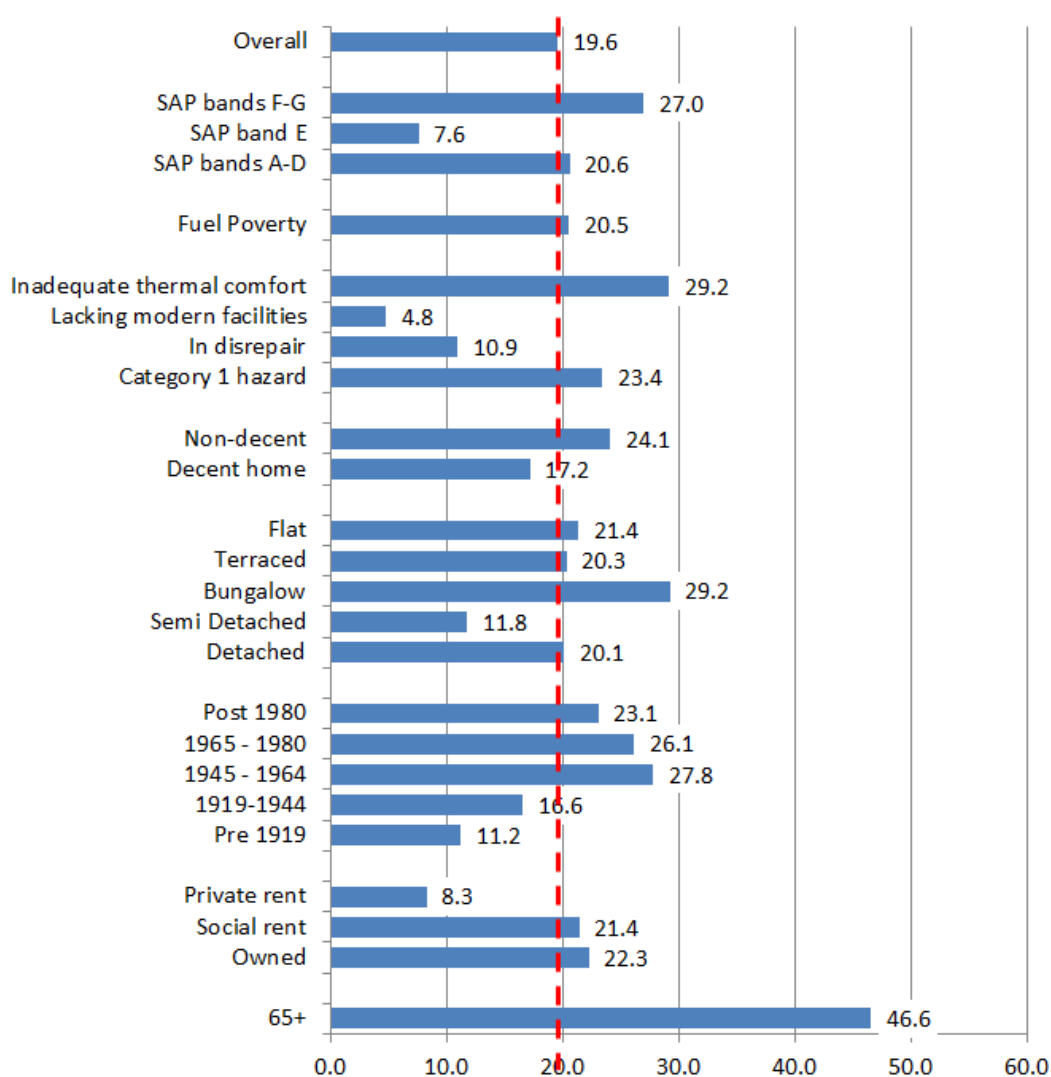
Asthma

7.21 Overall a small proportion (5.8%) of respondents reported that they are being treated for asthma. This rises to 13.2 for those living in fuel poverty although this should be considered with the caveat of a low incidence rate for such properties. Higher than average rates can also be found for those living in social rented properties, those living in properties built between 1945 and 1964, and those living in terraced properties.

Figure 72: Characteristics of Residents with Asthma in Weymouth and Portland (Source: Weymouth and Portland HSCS 2013)
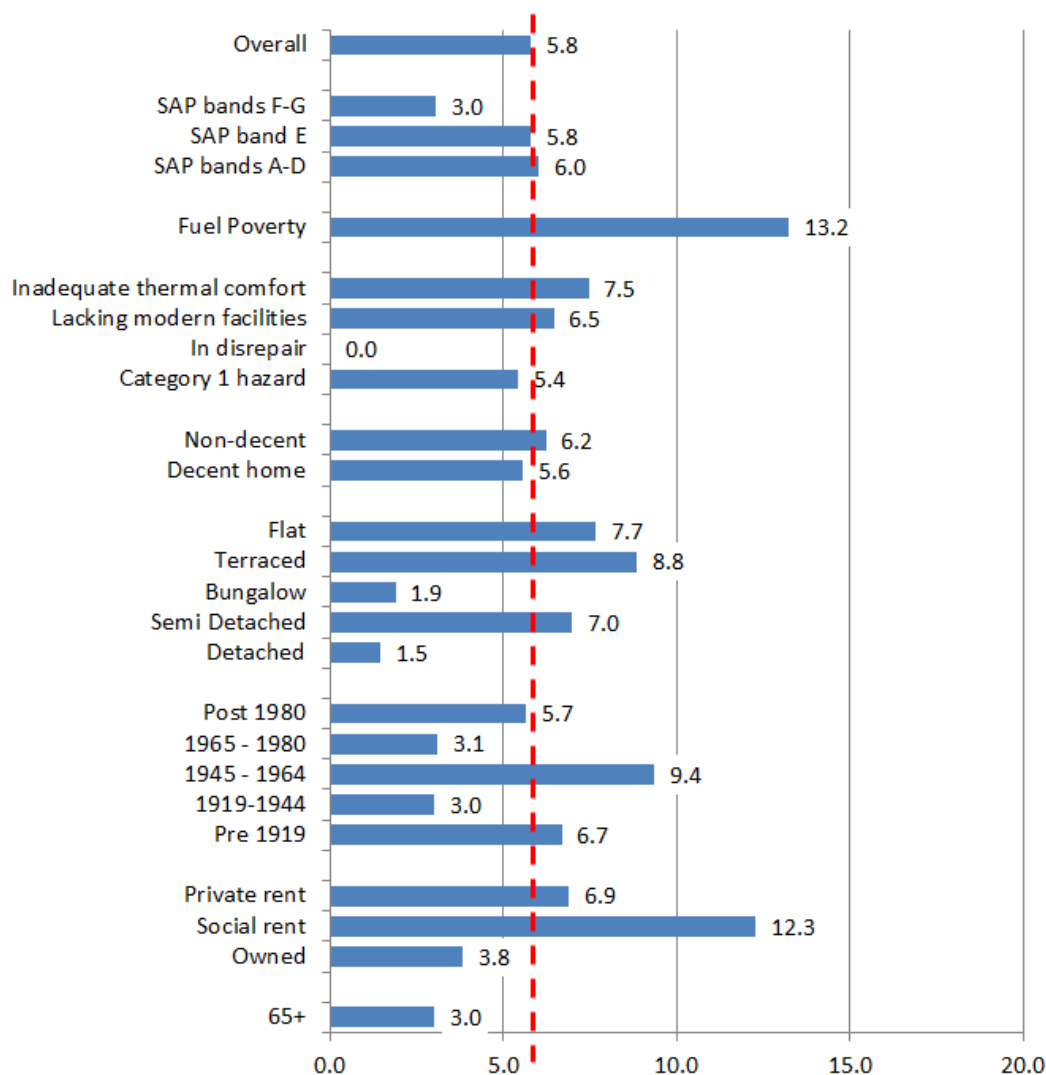
Well-Being

ONS Well-Being Indicators

7.22 It is increasingly understood that traditional economic measures are necessary, but not sufficient, to reflect a nation's overall progress or well-being. There has been increasing interest in the UK and around the world in using wider measures to monitor well-being and evaluate policy; this includes measures of society and the environment, alongside economic measures.

7.23 An important component of national well-being is the subjective well-being of individuals, which is measured by finding out how people think and feel about their own lives. While subjective wellbeing is important, it is just one component of national well-being.

7.24 One of the main benefits to collecting information on subjective wellbeing is that it is based on people's views of their own individual well-being. In the past assumptions were made about how objective conditions, such as people's health and income, might influence their individual well-being. Subjective well-being measures, on the other hand, are grounded in individuals' preferences and take account of what matters to people by allowing them to decide what is important.

7.25 Questions were included in the Health and Housing Survey that allow for comparisons to be made with the ONS Well-Being Annual Population Survey. The 4 questions were subjective in nature and all were answered on a scale of 0 to 10 where 0 is 'not at all' and 10 is 'completely':

» Overall, how satisfied are you with your life nowadays?

» Overall, to what extent do you feel the things you do in your life are worthwhile?

» Overall, how happy did you feel yesterday?

» Overall, how anxious did you feel yesterday?

7.26 Questions were included in the Health and Housing Survey that allow for comparisons to be made with the ONS Well-Being Annual Population Survey. Please note that the data for these charts has not been weighted. The average scores for England as a whole can be seen in the table below for comparative purposes.

	Very Low (0-4)	Low (5-6)	Medium (7-8)	High (9-10)	Mean
Life Satisfaction	6.6	17.5	49.8	26.1	7.4
Worthwhile	4.9	15.1	48.6	31.4	7.7
Happy	10.9	18.0	39.3	31.8	7.3
	Very High (6-10)	High (4-5)	Medium (2-3)	Low (0-1)	Mean
Anxious	21.8	18.1	23.5	3.1	3.1

Figure 73: Overall, how satisfied are you with life nowadays? (Source: Weymouth and Portland HSCS 2013)
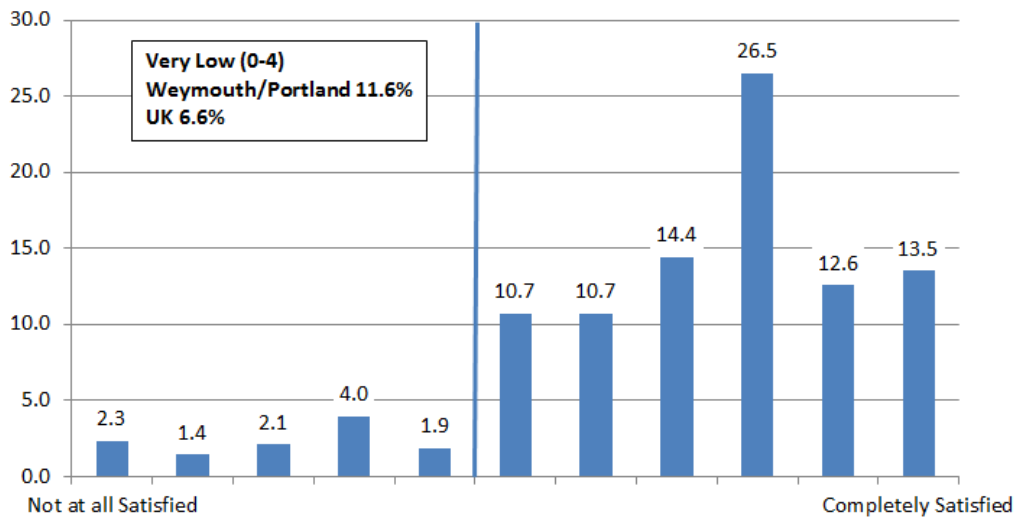
7.27 A higher proportion of respondents from Weymouth and Portland scored very low in relation to overall satisfaction with life nowadays. Over a tenth 11.6% of respondents scored very low compared with 6.6% for the UK as a whole.

Figure 74: Overall, to what extent do you think that the things you do in your life are worthwhile? (Source: Weymouth and Portland HSCS 2013)
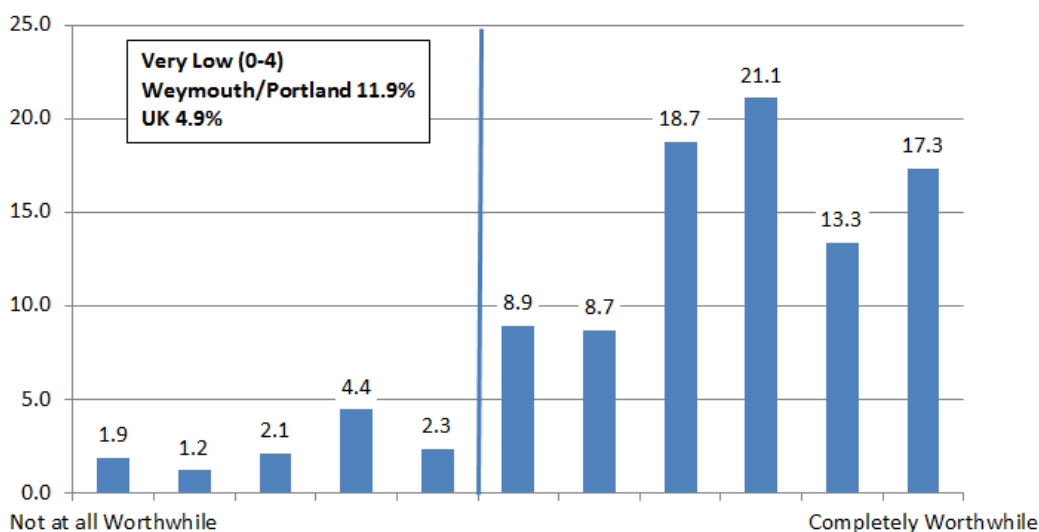
7.28 A higher proportion of respondents from Weymouth and Portland scored very low in relation to their view on the extent to which they feel the things they do in life are worthwhile compared to the UK as a whole. Over a tenth (11.9%) of respondents scored very low compared with 4.6% for the UK as a whole.

Figure 75: Overall, how happy did you feel yesterday? (Source: Weymouth and Portland HSCS 2013)
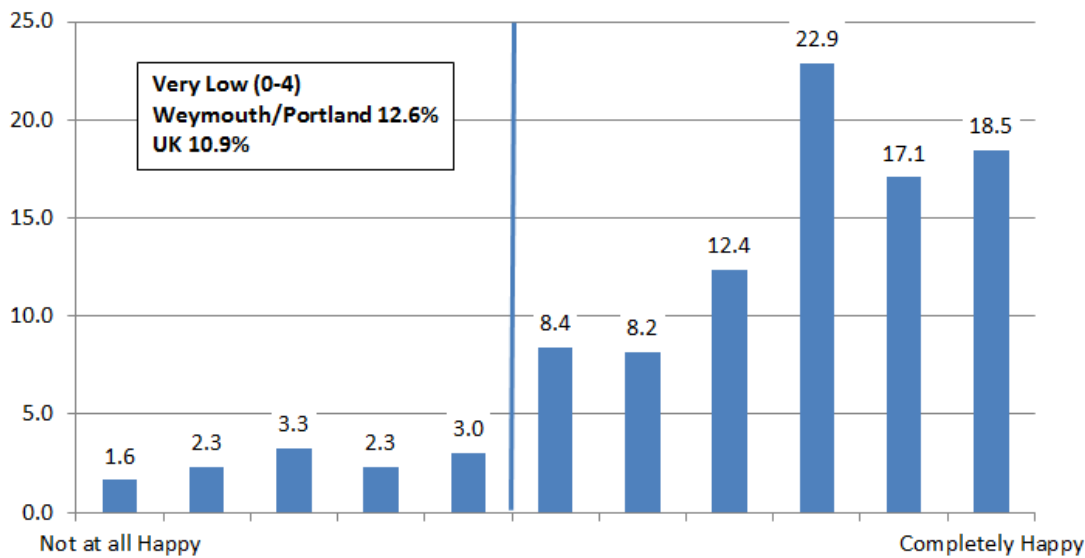
7.29 A higher proportion of respondents from Weymouth and Portland scored very low in relation to how happy they felt yesterday compared to the UK as a whole. Over a tenth (12.6%) of respondents scored very low compared with 10.9% for the UK as a whole.

Figure 76: Overall, how anxious did you feel yesterday? (Source: Weymouth and Portland HSCS 2013)
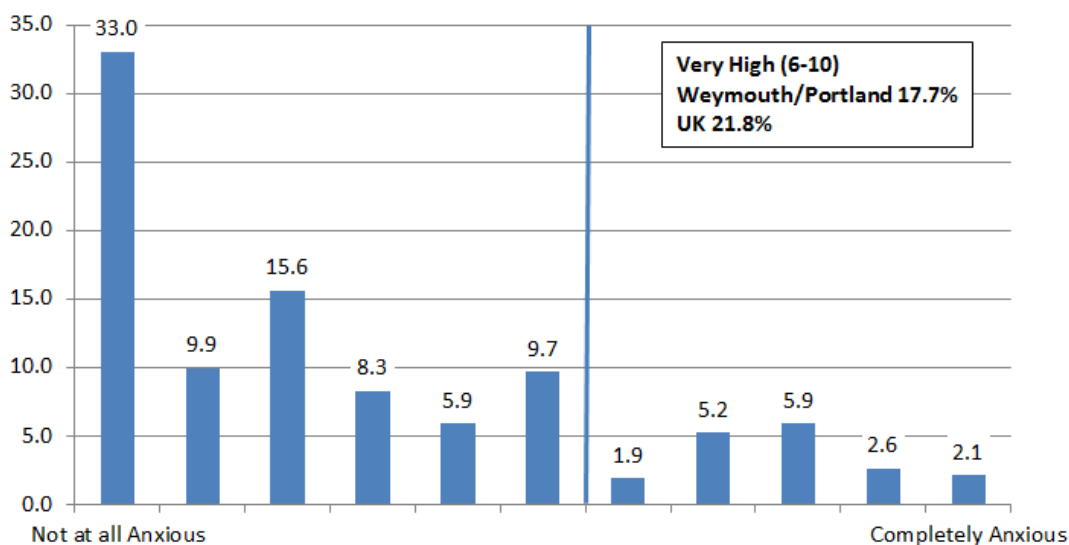
7.30 The proportion of respondents from Weymouth and Portland who scored very high was lower to the score for the UK as a whole. Less than a fifth (17.7%) compared with 21.8% for the UK as a whole.

Mental Well-Being

7.31 Wellbeing measurement is essentially qualitative in nature; surveys tend to use subjective indicators to check 'how people feel and function'. The Short Warwick-Edinburgh Mental Wellbeing Scale (SWEMWB) is a seven point scale designed to measure mental wellbeing based solely on positive aspects of mental health.

7.32 The SWEMWB scale is made up of the following items:

» I've been feeling optimistic about the future

» I've been feeling useful

» I've been feeling relaxed

» I've been dealing with problems well

» I've been thinking clearly

» I've been feeling close to other people

» I've been able to make up my own mind about things

7.33 Figure 77 shows responses to each of the individual statements that, when combined make up the scores for wellbeing in Weymouth and Portland.

Figure 77: Individual statement responses (Source: Weymouth and Portland HSCS 2013)
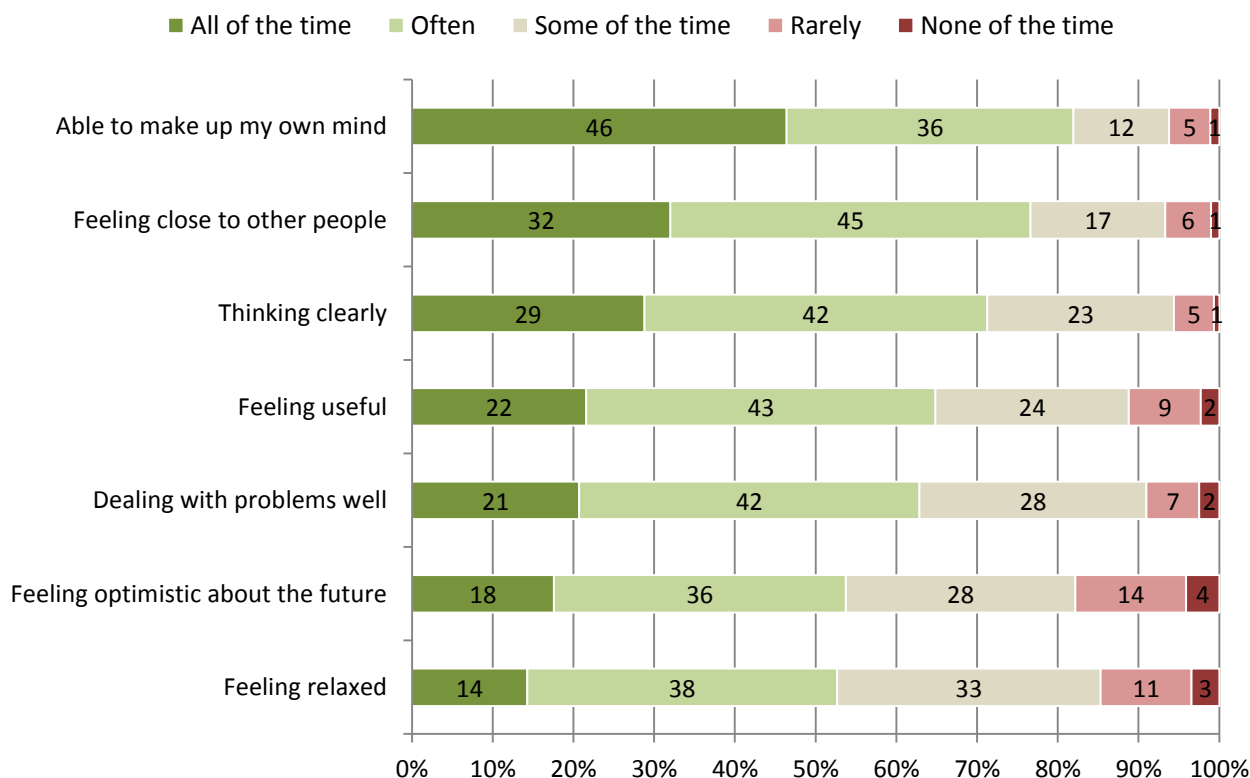
7.34 Wellbeing is more positive in the upper categories, especially where individuals are in control or acting for themselves. For example, 82% of respondents feel able to make up their own mind either often or all of the time, while 71% of respondents feel that they are thinking clearly either often or all the time.

7.35 Wellbeing is less positive around individuals feelings: 18% of respondents feel optimistic about the future either rarely or none of the time, while 14% feel relaxed rarely or none of the time

7.36 The SWEMWB scale is scored by summing the responses to each of the seven items using the individual scores noted below to produce a raw score:

1 = None of the time

2 = Rarely

3 = Some of the time

4 = Often

5 = All of the time

7.37   The minimum raw score is 7 and the maximum is 35. Figure 78 illustrates the categorisations of results distributed into higher, moderate and lower wellbeing ranges and these are colour coded and analysed in subsequent Figures.

Figure 78: Distribution of Wellbeing Scores by Category (Source: Weymouth and Portland HSCS 2013)
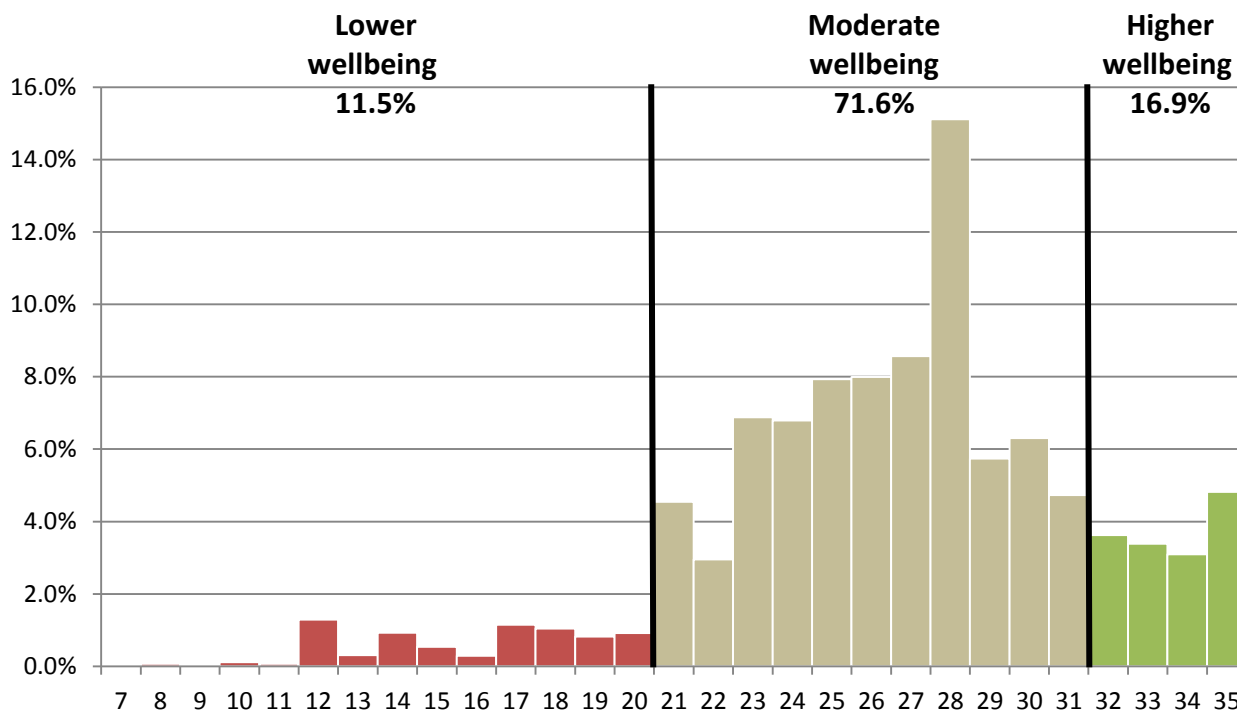
Socio Economic Factors

7.38   Figure 79 considers wellbeing in the context of some key socio economic factors.

Figure 79: Wellbeing by socio-economic factors (Source: Weymouth and Portland HSCS 2012)

Legend: ■ Lower wellbeing ■ Moderate wellbeing ■ Higher wellbeing

Category	Lower	Moderate	Higher
Overall	11.5	71.6	16.9
In benefit receipt	27.7	61.9	10.4
No benefit receipt	4.9	74.9	20.1
Household member with a disability	29.1	53.0	17.9
No disabilities	3.6	79.7	16.7
Under £10K	22.2	72.1	5.7
£10K-£15K	20.0	71.5	8.6
£15K-£20K	28.2	56.7	15.1
£20K-£30K	7.5	75.2	17.4
£30K-£40K	9.6	87.2	3.3
£40K-£50K		80.4	17.7
£50K+		72.8	26.3
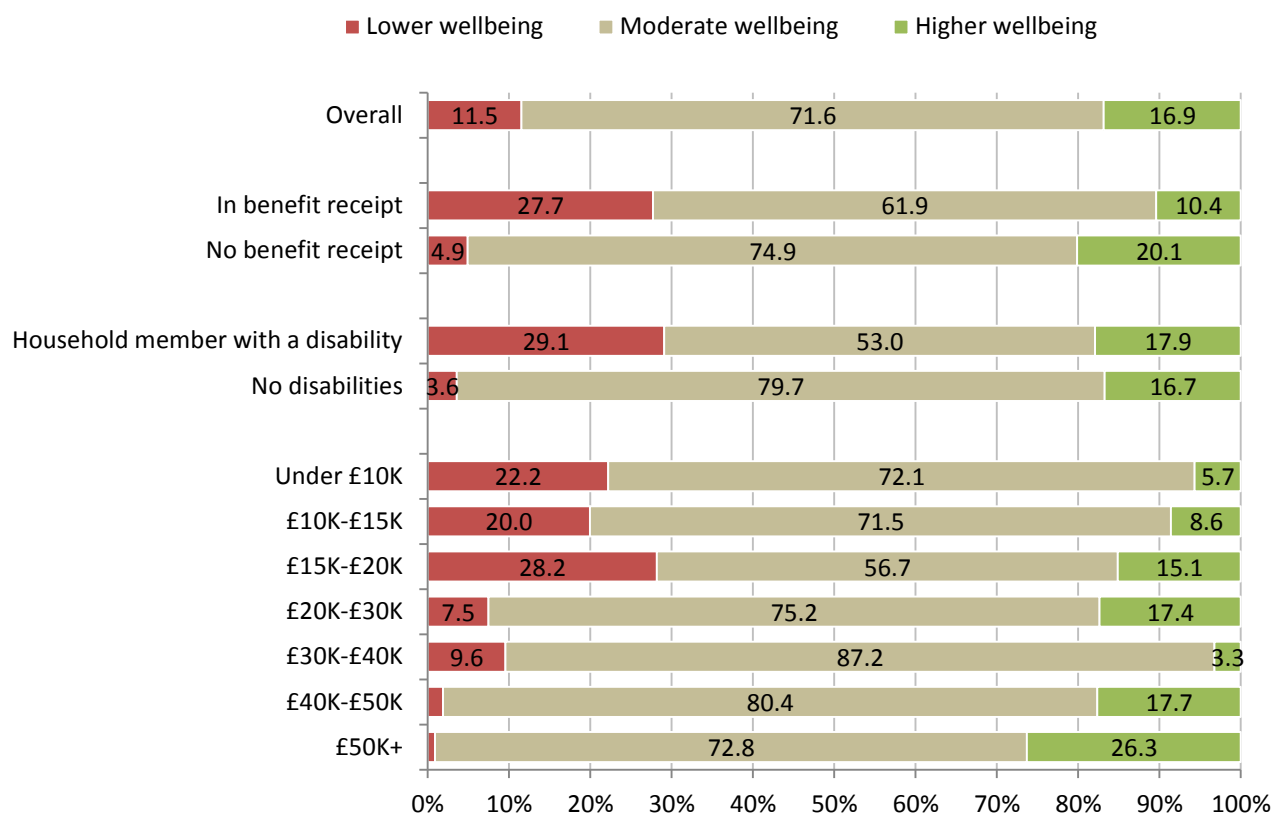
7.39 Key issues arising:

» Residents in receipt of benefits are more likely to have a significantly lower sense of wellbeing. Conversely, those not in receipt of benefits are more likely to have a higher sense of wellbeing.

» Residents where a household member has a disability are more likely to have a significantly lower sense of wellbeing.

» Residents with an annual income below £20k are more likely to have a lower sense of wellbeing than those on higher incomes (£50k+).

Key Dwelling Characteristics

7.40 Figure 80 below shows wellbeing responses analysed by key dwelling characteristics for residents and whether these may influence individuals' sense of wellbeing.

Figure 80: Wellbeing by key dwelling characteristics (Source: Weymouth and Portland HSCS 2013)

■ Lower wellbeing   ■ Moderate wellbeing   ■ Higher wellbeing

	Lower	Moderate	Higher
Overall	11.5	71.6	16.9
Owner occupied	6.9	75.5	17.7
Private rented	24.0	55.4	20.6
Social rent	16.2	74.9	8.9
Detached house		78.6	18.9
Semi-detached house	15.4	70.3	14.3
Bungalow	15.6	66.7	17.7
Medium/large terraced house	7.4	81.0	11.6
Small terraced house	14.1	71.7	14.3
Purpose built flat	22.1	53.0	24.8
Converted flat	18.6	59.4	22.0
Pre 1919	11.5	73.7	14.7
1919-1944	7.6	71.9	20.5
1945-1964	20.8	71.9	7.3
1965-1980	3.2	78.0	18.8
1981-1990	15.2	48.0	36.8
Post 1990	10.9	66.8	22.3

7.41 Summary of key issues arising:

» A notably higher proportion of private rented tenants experience lower wellbeing than owner occupiers, although a proportion experiencing higher wellbeing is also marginally higher;

» Residents of properties built between 1945 and 1964 are more likely to have a lower sense of wellbeing than residents living in dwellings build post 1965.

Chapter 7 Summary – Housing & General Health

General Health

» Over three quarters (77.6%) of respondents reported to be in very good or good general health. Less than one twentieth (4.7%) of respondents reported to be in bad or very bad general health.

» Over three quarters (76.7%) of respondents reported that their day-to-day activities are not limited. Over a tenth (13.0%) of respondents reported their activities to be limited a little with a further tenth (10.1%) reporting their activities to be limited a lot.

Limiting Long Term Illness

» Just under a quarter (23.3%) of respondents have a limited long term illness. Higher than average rates for LLTI can also be found for those living in homes with a SAP rating of F and G (potentially cold properties), those living in a bungalow, those persons aged 65 and over, those living in properties built after 1980 and those living in social rented properties.

Smoking

» Over two fifths (40.1%) of respondents reported that they have never smoked, compared to 59% for the UK as a whole. A further third (32.7%) reported that they used to smoke but have now given up. Over a fifth (21.2%) of respondents reported that they still smoke daily.

Alcohol

» Over a third (34.6%) of respondents drank over the recommended limit at least once in the past week.

Obesity

» Almost a fifth (18.3%) of respondents were classified as obese using the body mass index.

Cardio Vascular

» Overall almost a fifth (19.6%) of respondents reported that they have been or are being treated for a cardio vascular condition. This rises to almost half (46.6%) for those aged 65 and over, and over a quarter for those living in properties with inadequate thermal comfort, in a bungalow, and those living in properties built between 1945 and 1980.

Asthma

» Overall a small proportion (5.8%) of respondents reported that they are being treated for asthma. Higher than average rates can be found for those living in social rented properties, those living in properties built between 1945 and 1964, and those living in terraced properties.

8. Conclusions

Summary of findings and policy implications

Introduction

8.1 This chapter draws together the key findings of the stock condition survey. It sets out these findings in the context of the national position and highlights areas of substantial difference. It then seeks to identify the policy implications of these findings in the context of current legislation, obligations on the Local Authority and good practice. The key pieces of legislation driving private sector housing policy are:

» Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 (RRO)

» Part 2 of the Housing Act 2004

» Part 1 Section 3 of the Housing Act 2004

» Part 4 of the Housing Act 2004

8.2 In particular, the specific items arising from these are:

» The revised definition of Houses in Multiple Occupation (HMO) including section 257 that relates to certain buildings containing converted flats being classified as HMOs

» The requirement to license high risk HMOs

» The option to apply for additional licensing of other types of HMO

» The obligation to take action wherever a Category 1 health and safety hazard is identified

» The option to take action where an a typical Category 2 health and safety hazard is identified

» The power to use Empty Dwelling Management Orders

8.3 Additional requirements were placed on local authorities in relation to the Public Service Agreement (PSA) 7 (to monitor the proportion of vulnerable residents living in Non Decent Homes); and National Indicator 187 (to monitor the proportion of households receiving income benefit living in dwellings with a SAP [energy efficiency] rating below 35 or above 65 with a view to reducing the former and increasing the latter). Both of these obligations have now been abolished, but many Councils, and even Communities and Local Government (CLG) continue to monitor these.

8.4 Note that obligation for Housing Association (RP) dwellings does not fall upon the Local Authority, but certain legislation will. In addition, Weymouth and Portland Borough Council will wish to continue to maintain its strong relationship with these organisations.

Summary of Findings

8.5 The following draws together the summary of findings at the end of each chapter of the survey report and gives a comprehensive overview of housing in Weymouth and Portland.

Chapter 2 Summary – General Housing Characteristics

» There are approximately 620 vacant dwellings in Weymouth and Portland which is around 2.1% of the total dwelling stock. 110 of these (0.4%) are long-term vacant.

Tenure

» The HSCS data shows 65% of dwellings are owner occupied, 19% privately rented and 16% socially rented –this tenure profile is broadly consistent with the Census 2011.

Private Rented Sector

» Weymouth and Portland has seen a large growth in the private rented sector consistent with that found nationally. There has been a 4.5% average growth per annum from 2001 to 2013.

» There are approximately 60 houses in Weymouth and Portland that are HMOs which is around 0.2% of the dwelling stock. There are also around 970 converted flats that are S257 HMOs (1.3% of dwelling stock).

» The private rented sector is generally well managed; 96% of dwellings have a working smoke alarm; 92% of landlords provide a tenancy agreement and 83% of landlords respond to repairs and give notice to tenants before entry to the property. However, only 68% of landlords are protecting their tenants' deposits in a government back tenancy deposit scheme –which is now a statutory requirement.

» The majority of private tenants in Weymouth and Portland are paying between £400 and £600 per month in rent. Very few tenants pay over £800.

» Fire safety provision in private rented flats and HMOs in Weymouth and Portland could be considered as below standard, only: 18% of dwellings have fire safety notices; 22% have fire extinguishers present and 41% have fire proof doors.

Property Age

» Both private rented and owner occupied stock in Weymouth and Portland is concentrated in older dwellings with 67% of private rented dwellings and 45% of owner occupied dwellings built before 1944.

Property Type

» Medium/large terraced housing is the predominant property type in Weymouth and Portland and this property type has similar levels in both private rent (28%) and owner occupied (24%). Private rent is made up of 10% small terraced houses, 28% medium/large terraced houses and 44% flats, while detached houses are predominantly owner occupied.

Property Size

» Owner occupied dwellings are likely to have more living space than privately rented dwellings and this is consistent with the tenure breakdown of dwelling type.

» There is relatively even distribution across dwelling size except for properties under 50 square metres (9% of stock) and larger properties (over 90 to 110 square metres) have higher proportions of owner occupation.

Property Construction

» 22% of dwellings in Weymouth and Portland have cavity walls, with a consistent distribution of tile types (concrete, slate) and 58% have solid walls, most with slate tile roofing.

Tenure Length

» While 66% of owner occupiers and 40% social tenants have lived in their home for 10 years or more, only 11% of private rented tenants have done so, and corresponding to this the particularly high proportion of private sector tenants with tenancies of less than two years reflects a relatively more mobile population than that for social renters and owner occupiers.

Limiting Long Term Illness

» There are approximately 8,300 households in Weymouth and Portland with at least household member with a long-term limiting illness or disability (30.9%).

Chapter 3 Summary – Statutory Minimum Standards

Category 1 Hazards by Number and Type

» The overall proportion of dwellings with a Category 1 hazard in Weymouth and Portland is 18.5%, which represents a total of around 5,450 dwellings.

» 500 dwellings (1.7%) have two Category 1 hazards and around 30 dwellings (0.1%) have three or more Category 1 hazards identified.

» The most prominent Category 1 hazards are excess cold and falls on stairs (8.0% and 3.7% respectively) and excess cold hazards are the most prominent reason for failure in both owner occupied and privately rented dwellings.

Category 1 Hazard by Tenure

» Private rented (5.3%) and Social Housing (3.3%) have more failures for damp and mould than Owner occupied (0.7%).

» Private rented stock has relatively more Category 1 hazards than social rent and owner occupation.

Category 1 Hazard and Property Age

» Pre 1919 properties are significantly more likely to have a Category 1 hazard than more recent properties e.g. post 1990 properties.

Category 1 Hazard and Property Type

» Detached houses are least likely to have a Category 1 hazard while converted flats and smaller terraced houses are more likely. Converted flats and smaller terraced houses also tend to be older and are more likely to be privately rented.

Chapter 4 Summary – Decent Homes Standard

Decent Homes - Disrepair

» Dwelling disrepair affects around 820 properties in Weymouth and Portland which is approximately 2.8% of all dwellings.

» Privately rented dwellings have the highest failure rate for disrepair (6.2%) compared to 2.5% for social rented and 1.8% for owner occupied.

Decent Homes – Lacking Modern Facilities

» Overall, only 150 dwellings failed the Decent Homes Standard on lacking modern facilities.

Decent Homes - Thermal Comfort

» 7,160 dwellings in Weymouth and Portland have a thermal comfort failure equating to around 24.3% of the dwelling stock and this is mainly due to the high proportion of cavity walls without insulation. Owner occupied dwellings have the highest failure rate for thermal comfort inadequacies (27.0%) compared to 20.5% for private rented and 14.6% for social housing.

Decent Homes - Overall

» There is an estimated 10,760 dwellings that fail the Decent Homes Standard and this is approximately 36.5% of all dwellings in Weymouth and Portland. 2,700 dwellings (9.2%) fail on two criteria and around 60 dwellings (0.2%) fail on three or more criteria.

Decent Homes - tenure

» There is relatively little difference in the proportion of non-decency found in owner occupied and private rented dwellings.

Decent Homes – property age

» Dwellings constructed between 1981 and1990 (66.8%) show a significantly higher rate of non-decency than dwellings constructed during other years.

Decent Homes – property type

» The highest levels of non-decency are found in converted flats (51%), bungalows (46%) and small terraced houses (43%) while the lowest levels of non-decency are found in semi-detached houses (25%).

Chapter 5 Summary - Energy Performance

SAP rating

» The majority for each tenure group were in SAP Band D (55-68) and the overall stock rate is 49% within this band, which is consistent with the national rate (49%).

» A higher proportion of dwellings were in Bands A-C (69-100): 30% of all dwellings, compared to 15% nationally.

» The average SAP rating in Weymouth and Portland is 60, compared to an average SAP rating of 57 nationally based on the findings of the EHS 2012. The SAP ratings vary between 52 for bungalows and 73 for high rise flats, although most types are in the 60-64 range.

Fuel type

» Around 23,550 dwellings use mains gas as their fuel type and this equates to approximately 80% of all dwellings.

Heating Type

» 83% of dwellings had a central heating system, slightly lower than the 90% reported by the EHS 2012 and purpose built and converted flats have higher levels of warm air and other forms of heating, which is common in purpose built flats which often rely on electric storage heating.

» Medium/large terraced houses, semi-detached houses and detached houses all show relatively high rates using central heating, which is a result of a strong association with the owner-occupied sector and higher use of mains gas.

Loft Insulation

» More than half the stock (55%) has a loft with less than 250mm of insulation with 7.3% having less than 100mm and 2.4% of dwellings having a loft without any insulation.

Thermal Comfort

» The survey identified that most properties in Weymouth and Portland met the minimum required standards for thermal comfort (76%) and excess cold (92%), but this implies that approaching 1-in-4 dwellings (24%) failed the thermal comfort standard and around 1-in-12 dwellings (8%) had a Category 1 hazard due to excess cold.

Remediation – Volumes

» If all of the identified improvements were implemented then approximately 10,170 dwellings would be affected - 37% of owner occupied dwellings, 40% of private rented dwellings and 19% of social rented dwellings) at a total cost of just over £19 million (an average cost of £1,900 for each dwelling requiring improvement).

Remediation – Costs

» The cost of improving energy efficiency up to an average SAP rating of 65 would cost approximately £14.9 million for owner occupied dwellings (£1,060 per dwelling); £3.4 million for private rented and £3.3 million for social rented dwellings (both being £1,000 per dwelling).

PV Panels

» 1,160 properties are estimated as having PV panels, the majority in owner occupied homes, while 710 properties are estimated as having solar water heating.

Heating Costs

» The majority of households spend between £600 and £1,200 per year on fuel costs, and costs are typically higher for households living in older properties. 41% of those with a Category 1 hazard for Excess Cold would have to pay more than £1,200 per annum to heat their home, and a similar proportion of those with inadequate thermal comfort pay more than £1,200 annually.

Fuel Poverty

» There are an estimated 3,900 (13%) occupied dwellings where the household is in fuel poverty in Weymouth and Portland.

Chapter 6 Summary – Housing Health and Rating System (HHSRS)

» The Housing Health and Rating System (HHSRS) considers a range of different hazards, and scores the likelihood of an incident occurring and the severity of the outcome to derive an overall Hazard Score based on the risk.

» Hazard Scores of 1,000 and above are the most serious hazards, and these are known as Category 1 hazards.

» The proportion of dwellings with at least one Category 1 hazard in Weymouth and Portland is just under 19% compared with 15% for England overall.

» Category 1 hazards are more common in privately rented dwellings (just over 24%) compared with owner occupied homes (16%).

» Excess cold and falls on stairs are the most common forms of Category 1 hazard, as is the case nationally.

» Using costs from the HHSRS Costs Calculator, suitable housing interventions would reduce the potential treatment costs associated with incidents caused by Category 1 hazards by around £1.3 million per year in Weymouth and Portland.

» The total cost of remedial works to alleviate only Category 1 hazards is £11.1 million, so the baseline "payback period" for all intervention works would be around 8 years.

» When considering the occupancy of dwellings with Category 1 hazards, only some dwellings are occupied by the most vulnerable groups. The cost of intervention works targeted at those dwellings occupied by the most vulnerable groups is £5.7 million, so the "payback period" for targeted intervention works would be around 6 years.

» Targeted housing investment to prevent falls on the level, falls between levels, falls on stairs and falls associated with baths, as well as entry by intruders, operability of amenities and food safety could each yield savings in treatment costs with payback periods of less than 5 years.

» The costs associated with treating excess cold is around £6.3 million and the cost of treating those properties occupied by the most vulnerable group (residents aged 65 or over) is around £3.3 million. The payback period associated with targeted works would be 6 years; however investment could also yield other benefits, so this saving should not be considered in isolation.

Chapter 7 Summary – Housing & General Health

General Health

» Over three quarters (77.6%) of respondents reported to be in very good or good general health. Less than one twentieth (4.7%) of respondents reported to be in bad or very bad general health.

» Over three quarters (76.7%) of respondents reported that their day-to-day activities are not limited. Over a tenth (13.0%) of respondents reported their activities to be limited a little with a further tenth (10.1%) reporting their activities to be limited a lot.

Limiting Long Term Illness

» Just under a quarter (23.3%) of respondents have a limited long term illness. Higher than average rates for LLTI can also be found for those living in homes with a SAP rating of F and G (potentially cold properties), those living in a bungalow, those persons aged 65 and over, those living in properties built after 1980 and those living in social rented properties.

Smoking

» Over two fifths (40.1%) of respondents reported that they have never smoked, compared to 59% for the UK as a whole. A further third (32.7%) reported that they used to smoke but have now given up. Over a fifth (21.2%) of respondents reported that they still smoke daily.

Alcohol

» Over a third (34.6%) of respondents drank over the recommended limit at least once in the past week.

Obesity

» Almost a fifth (18.3%) of respondents were classified as obese using the body mass index.

Cardio Vascular

» Overall almost a fifth (19.6%) of respondents reported that they have been or are being treated for a cardio vascular condition. This rises to almost half (46.6%) for those aged 65 and over, and over a quarter for those living in properties with inadequate thermal comfort, in a bungalow, and those living in properties built between 1945 and 1980.

Asthma

» Overall a small proportion (5.8%) of respondents reported that they are being treated for asthma. Higher than average rates can be found for those living in social rented properties, those living in properties built between 1945 and 1964, and those living in terraced properties.

Policy Focus

8.6   Based on the detailed findings of the survey report the following section of this chapter outlines key policy recommendations specific to Weymouth and Portland Borough Council.

The expansion of the private rented sector

8.7   The private rented sector in Weymouth & Portland has expanded over the past ten years, a market feature similar to that for England. Demand has been strong and landlords have been keen to enter the market given its returns in comparison with other investment options.

8.8   Nationally, demand for affordable homes exceeds supply, while access to owner occupation is constrained from a combination of property values, incomes and mortgage availability. At the same time, although demand is high, access to affordable housing is relatively constrained, being primarily based on need. Housing supply is relatively low, while household formation rates continue to rise. The impact of migration complicates the picture further. For households who can neither access owner occupation nor affordable homes, the private rented sector offers an alternative; the rapid rise in the relative size of the tenure demonstrates this. While new market or affordable housing supply may improve in the short term, in the long term demand for private renting seems likely to remain or increase.

8.9   Importantly, the private rented sector is meeting housing need, largely from newly forming households who can neither access owner occupation nor affordable rent. Such households often rely on housing benefit support to maintain their tenancy; this is currently subject to considerable reform. Although the long term implications of reform are not yet known, emerging evidence indicates households are already exhibiting strain from the changes. Further, Private rented sector landlords are also responding; for example, by not letting to households who receive housing benefit, or by converting more family homes into HMOs.

8.10   Looking forward, the sector seems likely to continue to increase its market share, largely via conversion of existing stock. However, there is also considerable market interest in the development of new build private rent; the Homes and Communities Agency Build to Rent Fund (2013 - phases 1 and 2) have reported success; Phase 1 has between 8-10,000 homes planned for delivery with a quarter of these in London.

Future demands in relation to the private rented sector

8.11   For the Council, the growth in the private rented sector indicates a continuing (and potentially increasing) demand upon resources. Generally, the sector is well-managed, albeit there are still areas to address in terms fo routine maintenance and the rent deposit scheme backed by Government.

8.12   The Survey identified a proportion of non-decent homes in the private rented sector in Weymouth & Portland. Whilst there has been a steady improvement in areas such as energy efficiency, the overall condition of the fabric of dwellings and the issues around amenity provision, fire risk and the operation of private rented dwellings by landlords still have issues to address.

8.13   Landlord yields are, arguably, currently constrained by relatively static values, although rents continue to rise. Finance availability for improvements, which is slowly becoming more available, may be unserviceable, therefore, from existing yields in their perception. This may combine to reduce the extent to which landlords are able to maintain or improve their dwellings. This may, in turn, lead to an increase in

complaints from tenants and more enforcement action by the local authority. A growing sector may add to this demand.

8.14 Given this context, it is recommended that the Council continue to monitor the level of resource needed to engage effectively with the private rented sector in order to improve property condition and management. At the same time, the Council should consider the areas to address in the management of the Private Rented Sector around repairs and the application of the rent deposit scheme.

Houses in Multiple Occupation – fire risk

8.15 HMOs were generally found in the survey to have lower levels of fire detection and prevention measures than self-contained flats rented privately, and they also present the greatest risk.

8.16 Given that shared house HMOs have an enhanced fire risk compared to a typical dwelling, and given the low provision of fire safety in these dwellings, a policy to address fire safety in these dwellings would be advisable. Any policy in relation to fire safety should seek to work as closely as possible with the Fire and Rescue Service to provide advice and assistance in the implementation of fire safety measures.

8.17 The majority of key fire safety measures (mains smoke detectors, fire extinguishers, fire blankets, fire notices and to a lesser extent fire doors) are inexpensive items that landlords should be able to afford and thus it is not recommended that any form of financial assistance be offered in relation to the installation of these items. Provision of fire extinguishers, fire blankets and fire proof doors are obligatory in licensable HMOs and enforcement action should be implemented for non-compliant landlords unwilling to fit these measures to their properties.

House in Multiple Occupation – control and licencing

8.18 The Council has already recognised that the rapid and substantial increase in the number of HMOs in the Borough is having an impact on housing provision, housing conditions and the character of the area. In order to retain a reasonable private sector housing mix in the area the Council now has the power to implement a Direction under Article 4(1) of the Town and Country Planning (General Permitted Development) Order 1995, as amended. The Direction relates to development comprising a change of use from a use falling within Class C3 (dwelling houses) of the Town and Country Planning (Use Classes) Order 1987 (as amended) to a use falling within Class C4 (small houses in multiple occupation) of that Order. The effect of the Direction is to remove permitted development rights for this type of development.

8.19 Weymouth and Portland Borough Council is not currently using this power, although this may be a decision that the Council should keep under review. If the Council decided to implement the Direction in future, a planning application would need to be submitted to the Council for a change of use from Class C3 to C4; which could significantly curtail or potentially halt any further purchase and use of properties in the area as HMOs.

8.20 Whilst the above mentioned action could retain the current housing mix in the borough, it is unlikely to completely halt HMO expansion and it cannot address issues surrounding existing HMOs. These could be addressed through one of two options:

» Additional licencing of HMOs

» Selective licencing of HMOs (can also include licensing single household privately rented dwellings)

8.21   Additional licensing allows a local authority to designate an area (either the whole district or a part thereof) in which HMOs not currently falling under mandatory licencing would also be required to be licenced. The requirements for additional licensing are described under part 2 of the Housing Act 2004. In order for the designation to be confirmed it must either be designated by the appropriate national authority or fall within a description of designations for which the national authority already has a general approval.

8.22   In order for a designation to be successful the local authority must demonstrate that it has considered if there are any other courses of action that might effectively deal with the problems in the area and that they consider that making the designation will significantly assist them. In addition, the local authority must consult with the public on such a designation.

Private rented sector – control and licencing

8.23   Selective licensing allows a local authority to designate an area (either the whole district or a part thereof) in which single household privately rented dwellings would also be required to be licenced.   The requirements for selective licensing are described under part 2 of the Housing Act 2004. The difference with selective licensing, as compared to additional licencing, is that it does not require approval from the national authority. It does, however, require that one of two criteria (section 80 (3) or section 80 (6) of the Housing Act 2004) must have been met:

> *(a) that the area is, or is likely to become, an area of low housing demand; and (b) that making a designation will, when combined with other measures taken in the area by the local housing authority, or by other persons together with the local housing authority, contribute to the improvement of the social or economic conditions in the area.*

> *(a) that the area is experiencing a significant and persistent problem caused by anti-social behaviour (b) that some or all of the private sector landlords who have let premises in the area (whether under leases or licences) are failing to take action to combat the problem that it would be appropriate for them to take; and (c) that making a designation will, when combined with other measures taken in the area by the local housing authority, or by other persons together with the local housing authority, lead to a reduction in, or the elimination of, the problem.*

> *"Private sector landlord" does not include a registered social landlord within the meaning of Part 1 of the Housing Act 1996 (c. 52).*

8.24   In relation to Weymouth and Portland Borough the first point is not valid as there is clearly a strong housing demand.   The second option is typically used to mean a reduction in anti-social behaviour and improvement in the local environment. Where local authorities have used this as a basis of attempting selective licencing the issue of evidence has been paramount (i.e. proving that privately rented accommodation is the cause of problems in the area). Attempts to implement such schemes will have typically gone to judicial review under pressure from landlords and have resulted in failure due to inadequate evidence or inadequate consultation with the public.

Private rented sector – landlord accreditation

8.25   An alternative that can be considered by Weymouth and Portland Borough Council is a landlord accreditation scheme as a means of improving the private rented sector. Accreditation schemes provide a channel of communication between local landlords and the council, which in turn can lead to an

improvement in standards of management through the promotion of good practice. Landlords can receive support and advice from the local authority so that they can provide good quality and well managed properties. Landlords are more likely to be in favour of a local authority run accreditation scheme as opposed to licensing due to the generally lower cost to the landlord, which in turn can encourage their participation in the scheme.

Bringing empty properties back into use

8.26   There are an estimated 110 long term private sector vacant dwellings in the District – that is dwellings that have been vacant for over six months.

8.27   The survey has identified that long-term vacant dwellings were found across the district; there are no identifiable spatial issues particular to them, they are 'pepper-potted' throughout the area. Unfortunately, due to the relatively low numbers of long-term vacant dwellings, and the difficulties in accessing them, there is insufficient survey data to provide any more detail in the analysis. There are also many reasons why a property may be vacant long term (for example, probate cases can typically take more than six months to resolve).

8.28   In extreme cases, where owners will not bring a dwelling back into use or cannot be identified, the Council has the option to use an Empty Dwelling Management Order (EDMO). Typically those dwellings that have been taken over in this way are either sold on or are managed by an RP in order to bring them back into use.

8.29   Councils often rely on Council Tax records to identify long term vacant dwellings and these can be problematic. This is due to a wide range of reasons, but principally due to lack of accurate information and change of circumstances being put forward by property owners.

8.30   One scheme to note is the 'No Use Empty' scheme in Kent (an interest free loan scheme for owners), launched in 2005 (now also adopted in Bristol) which has now brought 1,500 properties back in to use. The first stage of this scheme was to visit all empties listed under Council Tax across the County to identify their true status, which discovered that more than 50% were not actually vacant. Initially, the scheme needed a £6m investment to set up the interest free loan scheme although the scheme is now self-sustaining at no additional cost to the tax-payer.

8.31   Weymouth & Portland District Council may wish to consider the schemes effectiveness and replicability in the District.

Vulnerable Occupiers in the Private sector

8.32   Disabled Facilities Grants remain the only mandatory grant relating to private sector housing. They require a test of financial resources in a prescribed format, and the maximum grant is £30,000. The eligible work is set out in sec 23 (1) of the Housing Grants Construction and Regeneration Act 1996, and eligible dwellings include mobile homes and houseboats. A proportion of the DFG may be recoverable on the sale of the property and any specialised equipment which is provided by way of grant aid (e.g. stair lifts) can be recovered and reused at local authority expense.

8.33   There is no longer a requirement for local authorities to monitor or work towards reducing the number of non-decent homes in the private sector. In considering how to do so, and given the changed status,

together with pressures on budgets and resources, the Council may wish to consider how to target any support it can give.

8.34 This may include a targeted approach based on tackling non-decency where such non-decency is caused by a Category 1 hazard. A further targeting could be applied via making support available to those on low incomes and/or those who are the most vulnerable (older occupiers and residents with a disability).

8.35 It is notable that the level of non-decency in the owner occupied sector is similar to that in the private rented sector, and loan schemes based on a charge against the property might also be a solution to funding dwelling repair and improvement work for owner occupiers.

Energy Efficiency Improvements

8.36 Energy efficiency levels in Weymouth and Portland Borough are slightly above average, although this position is made up of dwellings with a wide range of energy efficiencies.

8.37 Improving energy efficiency and reducing carbon emissions has been a key aim of governments for nearly two decades. One now historic scheme was Warm Front which offered a range of insulation measures to home-owners and some limited heating options. Warm Front was replaced by the Energy Company Obligation (ECO) in 2013 (part of the Government's 'Green Deal') and part of the ECO scheme is the Home Heating Cost Reduction Obligation (HHCRO) scheme, which provides grant-assisted cavity wall and loft insulation measures for people on certain benefits. ECO is a significant initiative with potential to deliver considerable investment in energy efficiency. Key to these initiatives is an aim of no up-front costs where the cost of works will be recouped in instalments on customers' energy bills. The intention is that these instalments will be off-set by the reduced energy costs stemming from the energy efficiency measures. Green Deal has specific options in place to help deal with hard-to-treat dwellings such as those with solid walls where insulation is considerably more expensive. Typically solid wall cladding will cost between five and ten times as much as cavity wall insulation to install.

8.38 In terms of ECO, the Council should focus on negotiating arrangements with energy companies and installers with access to ECO funding in order to maximise their ECO investment in the borough. For the Green Deal, the council should take a measured approach at this stage, with a view to developing partnership proposals as the initiative embeds. Once established, it may be possible to develop relationships and strategy further (e.g. by having targeted approaches in particular areas).

Tackling Fuel Poverty

8.39 Fuel Poverty is described in chapter 5 of the report. Where dwellings do not have mains gas a central heating system running on LPG or oil are the most cost effective options unless other fuels (such as wood) can be procured locally at well below market prices. Replacement of open fires with kitchen ranges that have back boilers or a solid fuel heating system that has a boiler and radiator component will reduce costs and/or more effectively heat the dwelling reducing the health risks associated with fuel poverty. There are additional options in more rural areas to install air source heat pumps, or where land space permits, ground source heat pumps. Solar water heating and photo-voltaic cells can also help to reduce general fuel costs.

8.40 Fuel poverty is particularly acute for households with a disabled resident and for households where the occupiers are aged 75 or over and there is a significant overlap between these two groups. These vulnerable occupiers are also the most likely to suffer as a result of fuel poverty with excess winter deaths (one of the key issues highlighted by fuel poverty). The Council should, therefore, consider:

» Assist these occupiers in making the most of government schemes such as the Green Deal; however, this could have a negative consequence if such schemes encourage fuel poor households to take on more financial obligations e.g. to meet debt in the form of Green Deal repayments at 8% interest.

» Seek to maximise ECO investment, targeting fuel poor households wherever possible.

» Work closely with other departments and voluntary organisations (such as charities): by ensuring all agencies who might come into contact with vulnerable occupiers are aware of the schemes available, they can pass on contacts to the Council to offer assistance with taking up these schemes.

8.41 One fundamental issue with fuel poverty at present is fuel prices. Energy efficiency improvements have reduced the extent to which households will be in fuel poverty, however, this is more than off-set by the continuing increase in fuel prices. A phenomenon of perpetual fuel poverty is now beginning to arise nationally and is likely to affect Weymouth and Portland Borough. This is where a household remains in fuel poverty even after all energy efficiency works have been carried out, simply because their income is not high enough to heat the dwelling under any circumstances. This issue can only be resolved through a decrease in fuel prices an increase in household income or through subsidy. It will be un-economic for the Council to subsidise household fuel payments, so options are limited.

Appendix A
Housing Legislation and Requirements

Housing Acts and other Legislation

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.

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.

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.

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.

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.

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

Mandatory Duties

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

With effect from April 2006 replaced by:

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

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

With effect from April 2006 replaced by:

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

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

Now in addition:

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

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

Energy Conservation (Home Energy Conservation Act 1995) - to have in place a strategy for the promotion and adoption of energy efficiency measures, and to work towards specified Government targets to reduce fossil fuel use. This should contain assessment of

> The cost of proposed energy conservation measures
> The extent of decreases in nitrogen and sulphur dioxide into the atmosphere
> The extent of decreases in carbon dioxide into the atmosphere
> The number of jobs created from the measures taken

Requirements of authorities under the Act

Under revised Guidance (March 2013) all English authorities need to prepare further reports (by 31 March 2013) setting out the energy conservation measures that the authority considers practicable, cost-effective and likely to result in significant improvement in the energy efficiency of residential accommodation in its area.

Authorities should have regard in their reports to:

(i)   measures that take advantage of financial assistance and other benefits offered from central Government initiatives, such as the Green Deal, ECO and Renewable Heat Incentive or other initiatives, to help result in significant energy efficiency improvements of residential accommodation; and

(ii)   measures which an authority has developed to implement energy efficiency improvements cost-effectively in residential accommodation by using area based/street by street roll out involving local communities and partnerships (e.g. social housing partners, voluntary organisations and town/parish councils).

Reports should set out any existing timeframe for delivery and national and local partners they propose to work with in effecting such measures to support local accountability.

Progress reports to be made at 2 yearly intervals, starting March 2013, and to publish these electronically on their website with a link to be forwarded to the Secretary of State.

HMO Requirements

The legal minimum standards for Houses in Multiple Occupation (HMOs) are contained in Statutory Instrument 2006 No 373, with amendments contained in Statutory Instrument 2007 No 1903. These standards apply to all HMOs, whether or not they need to be licensed.

The standards set out in Statutory Instrument 2006 No 373, schedule 3 stipulate the following:

» An adequate means of space heating must be provided in each letting and in bathrooms, whether shared or not

» Kitchens and bathrooms must be adequately ventilated, including extractor fans in kitchens

» Kitchens, bathrooms and toilets must be of adequate size and layout and be suitably located in the HMO in relation to the lettings

» All baths, showers, wash hand basins and sinks must be fitted with taps supplying cold water and a constant supply of hot water

» For up to 4 occupiers, there must be at least one bathroom and toilet (which can be in the bathroom). This has been amended by Statutory Instrument 2007 No 1903 to say that there must be an adequate number of bathrooms, toilets and wash hand basins for personal washing for the number of persons sharing those facilities, and where reasonably practicable there must be a wash hand basin with appropriate splash back in each unit.

» For five or more occupiers, there must be at least one bathroom for every 5 sharers, and a separate toilet for every 5 sharers. This has been amended by Statutory Instrument 2007 No 1903 to say that there must be an adequate number of bathrooms, toilets and wash hand basins for personal washing for the number of persons sharing those facilities, and where reasonably practicable there must be a wash hand basin with appropriate splash back in each unit.

> » Adequate size and layout kitchen for the number of sharers, containing sinks with draining boards, cooking equipment, worktops, storage cupboards, for food and crockery and utensils, fridge/freezers (combined or separate), and electrical sockets

> » Adequate refuse disposal facilities

> » Adequate fire precautions including fire doors and fire blankets as appropriate

HMOs should also be assessed against the Housing Health and Safety Rating System and the appropriate enforcement action should be taken, where necessary, to ensure any deficiencies are rectified.

The Management of Houses in Multiple Occupation England 2006 and Licensing and Management of Houses in Multiple Occupation and other houses (miscellaneous provisions) (England) Regulations 2006. Regulation 8 and Schedule 3 govern the following requirements for heating, space, light and ventilation in HMOs.

Heating

The normally accepted standard is a central heating system (preferably gas fired), or fixed heaters (electric heaters should be hard wired, not plugged into the room sockets). Portable electric fires, convector heaters or oil filled radiators, gas cylinder powered heaters or paraffin heaters are not acceptable.

Space

Letting rooms should be not less than 10m2 for a single letting, which can be reduced to 7m2, if there is a communal lounge. Double rooms should be 15m2 and 11m2 respectively.

Natural Light and Ventilation

Clear glazing equivalent in area to 10% of the floor area of the room should be provided in each letting. Openable windows equivalent in area to 5% of the floor area of the room should be provided in each letting. Doors to open air cannot be included in the reckoning.

Fire Safety

Fire safety provisions and equipment should be provided as appropriate to the accommodation in line with the domestic fire safety standard:

Fire Alarms

Fire can break out in even the most safety conscious household, and should this happen, toxic smoke can very quickly spread throughout the house. It is most important, therefore to alert the occupants as soon as possible that a fire has broken out in the house. The most effective way of providing this early warning is to fit electrically operated fire detection and alarm systems.

These can range from single, battery operated smoke alarms which are widely available from only a few pounds to quite sophisticated mains operated systems linked to a remote monitoring service who will alert Fire and Rescue should the alarm be actuated in the property. Both the Council and Fire and Rescue recommend a system of smoke and heat alarms which are mains operated and have a battery backup.

Smoke alarms must be interlinked, either by physical inter-wiring or by a wireless signal, so that when one alarm detects a fire, all the alarms in the building will sound.

In single family homes and low risk houses in multiple occupation the normal standard would be to provide smoke alarms in the circulation space (hall, stairs and landing) and heat alarms in the kitchen. In most other types of HMO additional alarms are located inside the lettings.

Means of Escape

In all cases there should be a clear escape route from all parts of the house to open air. This is usually the landing, staircase and hallway to the front door. These routes must be kept clear of obstruction and a lockable door should be able to be opened from the inside without using keys. In all but the low risk Houses in Multiple Occupation, doors onto the escape route should be to an approved fire resisting standard. Windows are not accepted as means of escape however ground and first floor windows must be openable to allow exit or access for rescue should the normal escape route not be available.

Firefighting Equipment

It is recommended that all kitchens are provided with a fire blanket, kept in an easily accessible position. It is also generally recommended that this is supplemented by a 2Kg Dry Powder extinguisher in or near to the kitchen (the extinguisher may be needed to cover other hazards on the ground floor). In HMOs it is normal to fit a 2Kg Dry Powder extinguisher on each landing.

Appendix B

Survey sampling, fieldwork and weighting the data

The survey used a stratified random sample of 912 dwellings from an address file supplied by Weymouth and Portland Borough Council. The sample was a stratified random sample to give representative findings across the authority, with the objective of gaining as many surveys as possible.

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 the area.

The survey incorporates the entire housing stock, including private sector housing and housing owned by Registered Providers (Housing Associations). The council no longer owns any stock in the area.

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 and all adult residents were invited to complete a survey about their individual health.

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.

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).

The data was weighted using ORS reporting software. Two approaches to weighting the data have been used.

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.

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.

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.

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.

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 489 such surveys were produced.

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.

Sample Design

The sample was drawn from the Weymouth and Portland address file derived from Council Tax records, using a range of secondary data sources. The process allocated dwellings into four bands (strata), concentrating the surveys in areas with the poorest housing conditions. This procedure does not introduce any bias to the survey as results are weighted proportionally to take account of the over-sampling.

The stratification was based on information drawn from the Office of National Statistics Census data, the Land Registry, the English Housing Survey and other sources. It is this data that is used to predict dwelling condition and identify the 'hot-spots' to be over-sampled.

Stock Total

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.

In producing the stock total the, amount by which the total is adjusted to compensate for addresses that are not residential dwellings is estimated. This is based on the proportion of non-residential addresses found by surveyors in the sample.

Weighting the Data

The original sample was drawn from Weymouth and Portland 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

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.

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.

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.

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.

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.

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

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 larger 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.

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 1 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.

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 1 hazards.

This formula can be used to calculate the confidence limits for the results of any attribute such as Category 1 hazards. Figure 81 gives a number of sample sizes and the confidence limits for a range of different possible results.

For this survey the estimate dwellings with a Category 1 hazard is 18.5%. Calculating the standard deviation for this figure, and using the 95% confidence limits, we find that the true figure lies in a range of ±3.4%. In other words one can say that 95% of all samples chosen in this way would give a result in the range between 15.1% and 21.9%.

Figure 81: 95% per cent confidence limits for a range of possible results and sample sizes

Expected result as per cent	Sample size									
	100	200	300	400	500	600	700	800	900	1,000
10	5.9	4.2	3.4	2.9	2.6	2.4	2.2	2.1	2.0	1.9
20	7.8	5.5	4.5	3.9	3.5	3.2	3.0	2.8	2.6	2.5
30	9.0	6.4	5.2	4.5	4.0	3.7	3.4	3.2	3.0	2.8
40	9.6	6.8	5.5	4.8	4.3	3.9	3.6	3.4	3.2	3.0
50	9.8	6.9	5.7	4.9	4.4	4.0	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	3.0
70	9.0	6.4	5.2	4.5	4.0	3.7	3.4	3.2	3.0	2.8
80	7.8	5.5	4.5	3.9	3.5	3.2	3.0	2.8	2.6	2.5
90	5.9	4.2	3.4	2.9	2.6	2.4	2.2	2.1	2.0	1.9

Very Small Samples and Zero Results

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.

In the case of the 2013 Weymouth and Portland SCS, the average survey weight is approximately 60 (29,470 dwellings divided by 489 surveys). As a consequence, if there are fewer than 60 dwellings of a certain type within the Council area, 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 0, 60 or 120 could be given, which if, in reality, there are 50 dwellings with a certain characteristic, is relatively imprecise.

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 C
List of Abbreviations

BRE	Building Research Establishment
CERT	Carbon Emissions Reduction Target
CESP	Community Energy Savings Programme
CLG	Department for Communities and Local Government
CO2	Carbon Dioxide
COA	Census Output Area
DECC	Department for Energy and Climate Change
DFG	Disabled Facilities Grant
DHS	Decent Homes Standard
DWP	Department for Work and Pensions
EDMO	Empty Dwelling Management Order
EHCS	English House Condition Survey
EHS	English Housing Survey
GIS	Geographical Information System
HHSRS	Housing Health and Safety Rating System
HIA	Home Improvement Agency
HMO	House in Multiple Occupation
LPG	Liquefied petroleum gas
NPPF	National Planning Policy Framework
ODPM	Office of the Deputy Prime Minister
PSA	Public Service Agreement
PSHSCS	Private Sector Stock Condition Survey
PV	Photo Voltaic
RPs	Registered Providers
RRO	Regulatory Reform Order
RSL	Registered Social Landlord
S257 HMO	Section 257 House in Multiple Occupation
SAP	Standard Assessment Procedure
SEH	Survey of English Housing
TCS	Thermal Comfort Standard

Appendix D
Table of figures