

27 February 2018 at 7.00 pm

Conference Room, Argyle Road, Sevenoaks

Despatched: 19.02.18



Housing & Health Advisory Committee

Membership:

Chairman, Cllr. Horwood; Vice-Chairman, Cllr. Parkin

Cllrs. Mrs. Bosley, Dr. Canet, Dyball, Eyre, Gaywood, Lowe, Parson, Pearsall, Scott and Miss. Stack

Information Agenda

	Pages	Contact
12. BRE Stock Modelling	(Pages 1 - 150)	James Cox Tel: 01732227312

If you wish to obtain further factual information on any of the agenda items listed above, please contact the named officer prior to the day of the meeting.

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BRE STOCK MODELLING

Health and Housing Advisory Committee - 27 February 2018

Report of Chief Officer Environmental & Operational Services

Status For Information only

Key Decision No

Executive Summary: The Building Research Establishment (BRE) was employed and has now undertaken a stock model assessment to identify the condition of the private housing stock along with a quantitative health impact assessment for the District.

This report supports the Key Aim of reducing poverty and social exclusion; providing a healthy environment by reducing health inequalities and improve health and wellbeing for all.

Portfolio Holder Cllr. Michelle Lowe

Contact Officer James Cox, Ext. 7312

Recommendation to Health and Housing Advisory Committee

(a) Not applicable as information only

Introduction and Background

- 1 Local Authorities have an obligation under the Housing Act 2004 to keep housing conditions in their area under review. To provide this information the BRE were commissioned to carry out a modelling exercise. This exercise produced two reports:
 - a) An integrated dwelling level housing stock modelling and database and;
 - b) A quantitative Health Impact Assessment: The cost of private sector housing and prospective housing interventions in SDC
- 2 The report indicates that there are a total of 50,705 dwellings in Sevenoaks, 76% owner occupied, 11% private rented and 14% social rented. Of the private sector stock 14% have Category 1 hazards (Category One are those defects that impact most upon the health and safety of the occupiers or visitors), this equates to a total of 6,856 dwellings, the majority of problems related to excess cold, with other contributions coming from overcrowding and space and falls either on stairs, between levels or level surfaces.

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- 3 It should be noted that the model excluded mobile homes from the evaluation, however given the Council licence all such sites under the Caravan Sites and Control of Development Act 1960 locations and problems associated with such dwellings are known.
- 5 BRE integrated dwelling level housing stock modelling and database provides the Council with dwelling level information in five key indicators:
 - a) Presence of category 1 hazards;
 - b) Disrepair;
 - c) Fuel Poverty
 - (i) 10% definition
 - (ii) Low Income High cost definition)
 - d) Low income households.
- 6 For the private sector when the results for Cat 1 hazards are compared with the 2012 English House Survey (EHS) regional figures the results are mixed. The results for falls show the % of dwellings with such hazards is less than the regional figures. In two areas there is a divergence from the regional figures and this is for both hazards associated with excess cold and when all 29 hazards are considered where both show a 5% increase over the regional number. It would seem that for both of these hazards the rural areas including Cowden and Hever, Penshurst, Fordcombe and Chiddingstone are the areas with the highest levels.
- 7 The concept of disrepair is based on the Decent Homes Standard that was originally used as the basis for improving social housing. The concept was extended to include the private sector with the focus on reducing the proportion of vulnerable households living in non decent homes. The standard considers when either key components or two or more other components are old and because of their condition need replacing, a property fails to meet the decent homes standard. The distribution of non decent homes is once again concentrated in Cowden and Hever, Penshurst, Fordcombe and Chiddingstone, although Sevenoaks Town and St.Johns ward do have high levels.

The total cost to mitigate all category one hazards in the private sector is estimated at £29.6m, Owner Occupied £26,142,145 and Private Rented £3,459,315

- 8 Fuel poverty has usually been defined when a household spends more than 10% of their income to maintain an adequate level of warmth, an alternative measure is the Low Income High Costs (LIHC) defined as when fuel costs are above average (the national median level) and where they spend such an amount they would be left with a residual income below the official poverty line.

Although the report has produced figures for both indicators, the 10% fuel poverty figure is very price sensitive, such that price dominates the indicator, outweighing other factors such as income or improvements in energy efficiency, where as the LIHC indicator being a relative measure

provides a much steadier trend and would therefore seem a better indicator to base policy upon.

When the results from both definitions are compared there is a noticeable difference in both the numbers in fuel poverty and their distribution. Under the 10% fuel poverty definition, many rural areas have high levels of fuel poverty, however in comparison the same areas when using the LIHC definition levels are lower. Such a finding would suggest occupiers of properties in these rural areas may not be on low incomes instead reside in older, larger properties that cost more to heat i.e. because of being off the gas network or are of solid wall construction.

9 Low income households are mainly concentrated within the north of the district. When income data is overlaid with the excess cold data it shows that both low income and excess cold occurs in the rural areas. One reason for this finding, is that low income does not necessary equate to fuel poverty given the numbers of social housing within areas such as Swanley, Farningham and Horton Kirby which meet the decent homes standard and therefore are relatively energy efficient.

10 The Standard Assessment Procedure (SAP) is the methodology used by the Government to assess and compare the energy and environmental performance of dwellings. Its purpose is to provide accurate and reliable assessments of a dwellings energy performance required to underpin energy and environmental policy initiatives.

The average SAP rating for the owner occupied stock is 55 and the rented stock is 58. This shows that using this assessment method the energy and environmental performance of the housing stock is marginally lower than both the regional (58) and national (57) levels. It would again seem that the lower SAP ratings are to be found in the more rural locations.

11 Energy Performance Certificates (EPC) and based on a simple SAP rating. EPC use a A-G banding structure similar to those for cars and electrical appliances. By using this EPC data the District seems to be broadly similar to the England figures, however it would seem that the District has almost double the national average of Band F and G properties once again located in the rural communities with only limited numbers in urban areas.

12 Two simple methods of improving the EPC rating of a dwelling is the provision of cavity wall and loft insulation. In total there seems to be around 12,413 un-insulated cavities within the district and 3004 lofts without insulation. To quantify the improvements, when no insulation is provided, provision of cavity wall and 270mm loft insulation can, in certain circumstances improve the EPC rating by up to 30 points.

13 Houses in Multiple Occupation (HMO) come in several forms from the typical bedsit type accommodation with shared facilities through to converted blocks of flats. It is estimated that in total 352 HMOs are present within the District. Of this, only a small number 9 are required to licence under the current mandatory licensing scheme. However it was announced on 28th

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December 2017 that secondary legislation will be laid before parliament extending the coverage of the mandatory licensing scheme to cover a wider range of properties. By extending mandatory licensing it is estimated an additional 60 properties could need licencing.

14 Quantitative Health Impact Assessment (HIA)

A HIA is a formal method of assessing health impacts and provides quantitative information on the costs, savings and benefits of improving housing in the private sector and the effects (wellbeing & financial) of not doing so.

The headline results are:

- (i) Estimated poor housing conditions are responsible for 160 harmful events requiring medical intervention annually;
- (ii) Estimated cost to NHS of treating the effects of housing related hazards is £1.3m while wider costs to society are estimated as £17m.

15 Tables 1 and 2 below brings together all the information regarding the hazards, costs of remedying the hazards and the effects upon NHS savings.

Table 1 showing total cost of mitigating all category 1 hazards by tenure and the average cost per dwelling, private stock (Index of multiple deprivation IMD lowest 20% of all stock)

Housing hazard type	Cost of mitigating hazards				Avg. mitigation cost per dwelling
	Total Private Stock	Owner occupied	Private rented	IMD lowest 20%	
Damp and mould growth	£183,446	£151,023	£32,423	£4,266	£8,298
Excess cold	£25,355,671	£22,513,107	£2,842,564	£102,332	£5,685
Crowding and space	£705,566	£580,861	£124,705	£16,409	£19,689
Entry by intruders	£13,371	£11,007	£2,363	£311	£1,344
Domestic hygiene, Pests and Refuse	£2,832	£2,332	£501	£66	£1,059
Food safety	£19,949	£16,424	£3,526	£464	£3,487
Personal hygiene, Sanitation and Drainage	£25,660	£21,125	£4,535	£597	£1,402
Falls associated with baths etc	£0	£0	£0	£0	£828
Falling on level surfaces etc	£919,912	£798,359	£121,553	£8,266	£1,150
Falling on stairs etc	£2,076,516	£1,802,135	£274,381	£18,658	£1,218
Falling between levels	£72,297	£59,519	£12,778	£1,687	£1,093
Electrical hazards	£1,465	£1,206	£259	£34	£1,947
Fire	£163,017	£134,205	£28,812	£3,797	£5,616
Flames, hot surfaces etc	£50,977	£41,967	£9,010	£1,186	£2,424
Collision and entrapment	£10,780	£8,875	£1,905	£251	£706
TOTAL	£29,601,460	£26,142,145	£3,459,315	£158,311	

Table 2 showing costs and savings to NHS

Housing hazard type	Potential annual costs of not mitigating hazards		Potential annual savings from mitigating hazards	
	Costs to NHS	Costs to society	Savings to NHS	Savings to society
Damp and mould growth	£7,470	£35,012	£7,450	£35,010
Excess cold	£749,720	£13,438,834	£674,740	£13,430,720
Crowding and space	£41,840	£633,722	£44,860	£633,715
Entry by intruders	£2,240	£10,501	£2,140	£10,489
Domestic hygiene, Pests and Refuse	£280	£941	£280	£941
Food safety	£1,080	£2,804	£1,080	£2,804
Personal hygiene, Sanitation and Drainage	£3,470	£8,970	£3,460	£8,969
Falls associated with baths etc	£0	£0	£0	£0
Falling on level surfaces etc	£169,770	£476,020	£152,790	£475,039
Falling on stairs etc	£290,250	£2,342,721	£269,820	£2,340,922
Falling between levels	£7,440	£35,839	£7,400	£35,836
Electrical hazards	£180	£711	£180	£711
Fire	£5,330	£90,259	£5,280	£90,253
Flames, hot surfaces etc	£3,040	£14,370	£2,950	£14,361
Collision and entrapment	£1,570	£11,822	£1,460	£11,811
TOTAL	£1,286,480	£17,102,526	£1,173,590	£17,091,579

16 The introduction of the Better Care Fund specifically provided SDC with more flexibility along with substantial additional funding to assist in the integration of housing with health and social care. From the above table it is important that assistance is focused on two specific areas that of Excess Cold and Falls, obviously other hazards will be considered and mitigated when encountered. Based on the payback periods for the NHS mitigating hazards associated with falls is extremely cost effective.

17 In both reports, recommendations for possible interventions have been suggesting. In most cases current provisions, especially those funding by via the DFG allocation, are in place to improve and intervene at an earlier stage. Some of the suggested interventions have been previously undertaken and not been successful in particular one can point to landlord accreditation scheme. Programmes designed to tackle disrepair for example group repair schemes or other interventions would not necessary be succesful especially in the wards such as Fordcombe and Chiddingstone.

18 In regard to reducing disrepair, it is the belief of SDC that the principal responsibility for property repair rests with the owner, although in certain situations intervention by the Council will be necessary to meet our wider housing/health objectives. In such situations when an intervention is required financial assistance is available.

To improve dwellings with Category 1 hazards means tested financial assistance is available to owner occupiers up to a sum of £10,000. In rented accommodation Private Sector Housing continue to use persuasion as the primary method of obtaining improvements backed up with enforcement powers to remedy category 1 hazards in this sector. Additional coverage of HMO licensing powers due shortly will again provide additional powers to improve and control conditions within shared accommodation.

19 Poor housing conditions do have significant implications upon the health of individuals and subsequent cost implications for the NHS and social care. This link between Housing and Health has been recognised by Private Sector Housing and as a result we work in collaboration with our internal Health and Housing colleagues along with neighbouring local authorities, the NHS and the third sector to provide ground breaking initiatives that improve living conditions and reduce health costs.

Examples of how Private Sector Housing have taken this forward is shown by examples, some of which are now being taken as national good practice;

1. A revised Housing Assistance Policy that in most part is aimed at speeding up much needed adaptations along with providing financial assistance to accelerate hospital discharge and undertake preventative measures which in the long term will reduce accidents and hospital admissions.
2. A Hospital discharge coordinator has been placed into Tunbridge Wells, Darenth Valley and Maidstone hospitals. Their role is to speed up hospital discharge and then once the patient is home to undertake an assessment to determine if other services, such as DFGs are also required.
3. Two Your home - One You co-ordinators has now been located in doctors surgeries in the north and south of the district and their role is to reduce demand upon the GP services by proactively resolving housing related issues. This role also links closely with the wider One

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You team, Age UK and PSH who provide funding to alleviate issues.

4. Funding an in house Occupational Therapist has dramatically reduced waiting times and allowed for a speedier more customer focused service.
5. By undertaking all the above initiatives, integrating processes and changing our internal processes, a Better Care Fund hub is forming with the aims of improving the living conditions of our residents by early and targeted interventions coupled with the determination to reduce demand and costs for health and social care.
5. An acknowledgement that mobile homes can and often do have a lower than average thermal rating. Given that Fordcombe has been identified as an area of that needs some intervention, currently a project is being developed to upgrade a significant number of mobile homes including the provision of external wall insulation.

Key Implications

Financial

No financial implications are applicable.

Legal Implications and Risk Assessment Statement.

No legal implications and risk assessment are applicable.

Equality Assessment

The decisions recommended through this paper have a remote or low relevance to the substance of the Equality Act. There is no perceived impact on end users.

Conclusion

The information from the stock modelling and database will provide information on how to provide services along the financial information on costs and savings achievable when repairs/improvements are provided.

Appendices

1. BRE integrated dwelling level housing stock modelling and data base.
2. A Quantitative Health Impact Assessment: The cost of private sector housing and prospective housing interventions.
3. Decent Homes Standard information

Background Papers

None

Richard Wilson

Chief Officer Environmental & Operational Services

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Appendix 1

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BRE Client Report

BRE Integrated Dwelling Level Housing Stock Modelling and Database for Sevenoaks District Council

Prepared for: James Cox - Team Leader, Housing Standards

Date: 16 January 2018

Report Number: 300-994 Issue: 2

BRE
Watford, Herts
WD25 9XX

Customer Services 0333 321 8811

From outside the UK:
T + 44 (0) 1923 664000
F + 44 (0) 1923 664010
E enquiries@bre.co.uk
www.bre.co.uk

Prepared for:
James Cox - Team Leader, Housing Standards
Sevenoaks District Council
Council Offices
Argyle Road
Sevenoaks
Kent
TN13 1HG



Prepared by

Name Chris Johnes

Position Principal Consultant, Housing and Health

Date 16 January 2018

Signature

A handwritten signature in black ink, appearing to read 'C. Johnes'.

Authorised by

Name Rob Flynn

Position Director, Housing and Health

Date 16 January 2018

Signature

A handwritten signature in black ink, appearing to read 'R. Flynn'.

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Executive summary

- Sevenoaks District Council previously commissioned BRE to provide dwelling level housing stock information based on modelled data alone. This previous work was carried out in 2015 and was based on the 2014 BRE Housing Stock Model. A brief description of the updates produced for the 2016 stock model are summarised on the following page. Sevenoaks District Council have now commissioned BRE to undertake a series of modelling exercises on their housing stock which required BRE to produce an integrated stock model which includes Local Land and Property Gazetteer (LLPG) data, Energy Performance Certificate (EPC)¹ data and building control data provided by Sevenoaks. This integrated stock model is based on the 2016 BRE Housing Stock Model. As a result of the integration, 18,391 addresses have had their imputed energy characteristics replaced with observed characteristics from the EPC data for the purposes of the energy model. The use of this observed data will lead to more accurate energy models for these 18,391 cases, which account for 36% of the total stock in Sevenoaks.
- This report describes the work and the results obtained from the integrated model and database. The database is also provided to the council to enable them to obtain specific information whenever required.
- The council also commissioned BRE to carry out a Health Impact Assessment (HIA), the results of which are provided in a separate report.
- The detailed housing stock information provided in this report will facilitate the delivery of Sevenoaks's housing strategy and enable a targeted intervention approach to improving housing. In addition to this there are also several relevant government policies – the Housing Act 2004, Housing Strategy Policy, Local Authority Housing Statistics (LAHS) and the Energy Companies Obligation (ECO).
- The main aims of this work were to provide estimates of:
 - The percentage of dwellings meeting each of the key indicators² for Sevenoaks overall and broken down by tenure and then mapped by Census Output Area (COA) (private sector stock only)
 - Information relating to LAHS reporting for the private sector stock - category 1 hazards and Houses in Multiple Occupation (HMOs) as well as information on EPC ratings
 - Energy efficiency variables for the private sector stock (wall and loft insulation)
 - Energy planning variables (SimpleCO₂, energy and heat demand, energy and heat cost)

¹ EPCs are an indication of how energy efficient a building is - with a rating from A (very efficient) to G (inefficient). They are required whenever a property is built, sold or rented.

² Presence of a HHSRS category 1 hazard, presence of a category 1 hazard for excess cold, presence of a category 1 hazard for falls, dwellings in disrepair, fuel poverty (10% and Low Income High Cost definitions), dwelling occupied by a low income household and SimpleSAP rating.



- BRE Housing Stock Models were used to provide such estimates at dwelling level and focussing on private sector housing. The key indicators provide Sevenoaks with detailed information on the likely condition of the stock and the geographical distribution of properties of interest.
- A stock modelling approach has been developed and used by BRE for many years and the most recent 2016 models have been updated to make use of the results of the 2012 English Housing Survey (EHS)³. The new models also make more use of Ordnance Survey (OS) data. OS Address Premium is used as a basis for the list of all dwellings in the authority, and applying improved geo-modelling⁴ is used to determine the dwelling type and floor area from OS Mastermap. The energy model that lies at the heart of the modelling process has been replaced with an updated model based on the 2012 version of SAP, and the methods for imputing the inputs to this model have also been upgraded, including the incorporation of some new information sources. These include the age of postcodes (to improve dwelling age data) and data from Xoserve to determine whether the dwelling is on the gas network. These dwelling level models are used to estimate the likelihood of a particular dwelling meeting the criteria for each of the key indicators. These outputs can then be mapped to provide the authority with a geographical distribution of each of the key indicators which can then be used to target resources for improving the housing stock.
- Furthermore, Sevenoaks provided an additional source of “local data” - Local Land and Property Gazetteer (LLPG) data, Energy Performance Certificate (EPC)⁵ data and building control data. This data set was then incorporated into the BRE Housing Stock Model to produce an integrated housing stock database.
- The headline results are provided on the following page:

³ 2012 is the latest available data. Prior to the 2016 models EHS 2011 data was used.

⁴ The OS data has been used to update a number of the model inputs – the main value of the OS data is the ability to determine the dwelling type with much greater confidence – see **Appendix B** for more information.

⁵ EPCs are an indication of how energy efficient a building is - with a rating from A (very efficient) to G (inefficient). They are required whenever a property is built, sold or rented.



Headline results for Sevenoaks

There are 50,705 dwellings in Sevenoaks, 76% are owner occupied, 11% private rented and 14% social rented.

6,130 dwellings in the private sector have category 1 Housing Health and Safety Rating System (HHSRS) hazards. This equates to 14% of properties. *See full results*

726 dwellings in the private rented sector have category 1 HHSRS hazards. This equates to 14% of properties in the private rented sector. *See full results*

The highest concentrations of all HHSRS hazards in the private sector are found in the wards of Cowden and Hever, Penshurst, Fordcombe and Chiddingstone and Seal and Weald. *See full results*

The highest concentrations of fuel poverty (Low Income High Costs definition) in the private sector are found in the wards of Cowden and Hever, Swanley St. Mary's and Penshurst, Fordcombe and Chiddingstone and for excess cold the highest concentrations are in Cowden and Hever, Penshurst, Fordcombe and Chiddingstone and Seal and Weald. *See full results*

The average SimpleSAP rating for all private sector dwellings in Sevenoaks is 55, which is worse than both England (57) and South East (58). For owner occupied stock the figure is 55 and for private rented stock it is 58. *See full results*

Maps by Census Output Area (COA) have been provided for the above key indicators. *See maps*

The total cost of mitigating category 1 hazards in Sevenoaks's private sector stock is estimated to be £29.6 million. *See full results*

There is an estimated total of 352 HMOs in Sevenoaks, of which approximately 6 come under the mandatory licensing scheme. *See full results*

13.1% (5,728) of *private sector* dwellings and 12% (643) of *private rented* dwellings in Sevenoaks are estimated to have an EPC rating below band E. *See full results*

In the private sector stock, there are an estimated 12,413 dwellings with un-insulated cavity walls and 8,040 dwellings with less than 100mm of loft insulation. *See full results*

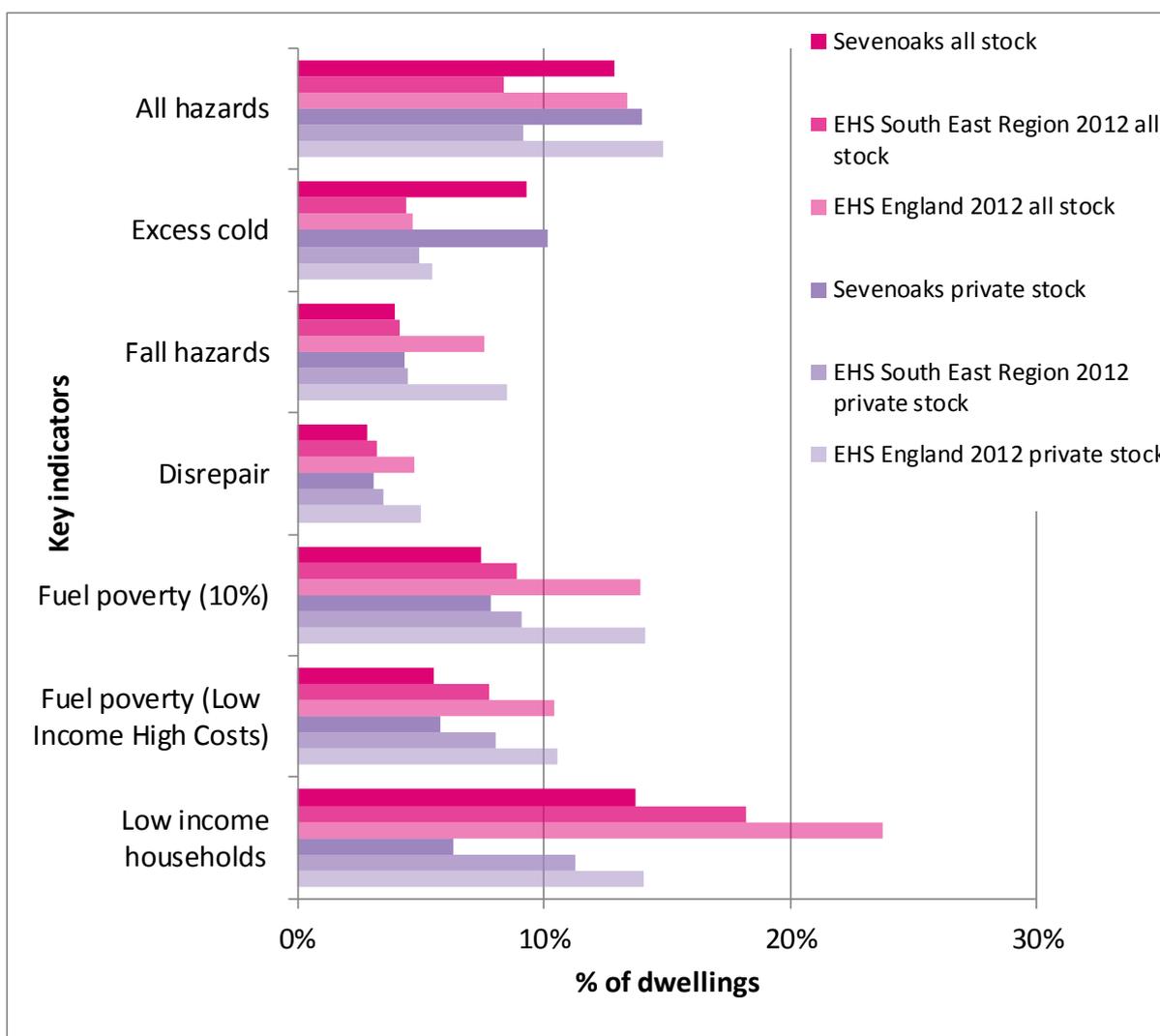
Analysis of the energy efficiency variables indicates that the owner occupied stock has the highest average figures for all variables (SimpleCO₂, energy and heat demand, energy and heat cost). *See full results*



Key illustrations of headline results

- The table below shows the results for 7 of the key indicators in Sevenoaks compared to regional data and England (EHS 2012) - split into all stock and private sector stock. The data shows that the performance of the housing stock in Sevenoaks compared to the EHS England average is generally better for most indicators with the exception of excess cold where Sevenoaks performs worse. Compared to the regional average the picture is similar with Sevenoaks performing worse for all hazards and excess cold.

Estimates of the percentage of dwellings meeting the key indicator criteria assessed by the housing stock models and database for all stock and private sector stock – Sevenoaks compared to the South East and England (EHS 2012)





- The table below shows the number and percentage of Sevenoaks’s private rented stock falling into each of the EPC ratings bands (based on SimpleSAP). The number of private rented dwellings in Sevenoaks with a rating below band E (i.e. bands F and G), is estimated to be 643 (12%). Compared to England, there are a greater proportion of dwellings in band C and slightly lower proportions in bands D to G.

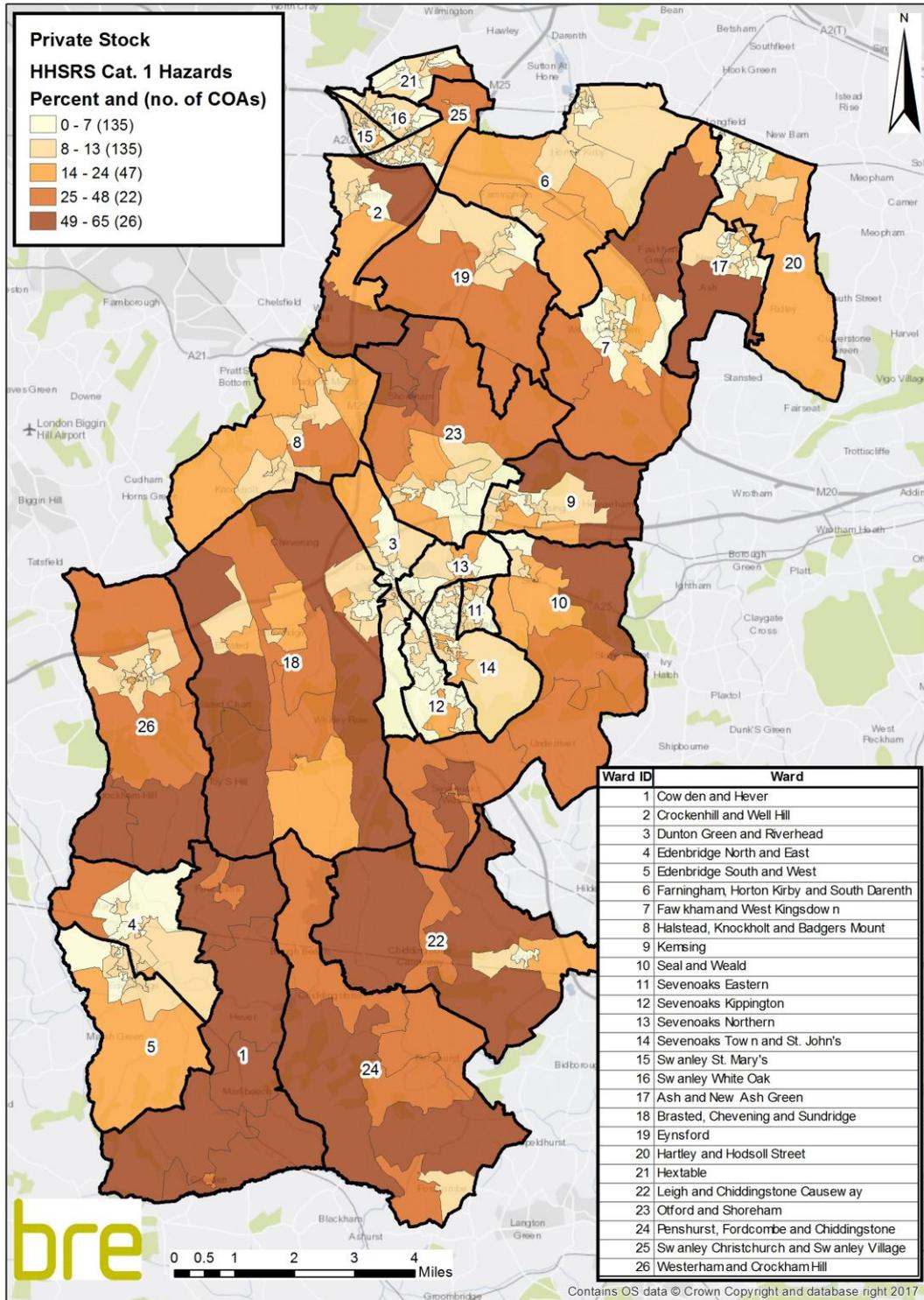
Number and percentage of Sevenoaks’s private rented stock falling into each of the EPC ratings bands (based on SimpleSAP)

		Sevenoaks		2012 EHS England
		Count	Percent	Percent
(92-100)	A	1	0.0%	1.0%
(81-91)	B	31	0.6%	
(69-80)	C	1,363	25.3%	18.9%
(55-68)	D	2,257	42.0%	46.2%
(39-54)	E	1,082	20.1%	24.5%
(21-38)	F	465	8.6%	7.0%
(1-20)	G	178	3.3%	2.5%

- The map overleaf shows the distribution of category 1 hazards, as defined by the Housing Health and Safety Rating System (HHSRS). The highest concentrations are mainly in the more rural areas, in particular the wards of Cowden and Hever, Penshurst, Fordcombe and Chiddingstone and Seal and Weald.



Percentage of private sector dwellings in Sevenoaks with the presence of a HHSRS category 1 hazard





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1 Introduction

Sevenoaks District Council commissioned BRE to undertake a series of modelling exercises on their housing stock. BRE have integrated data provided by the authority into the models to produce an integrated database and corresponding report. This report describes the modelling work and provides details of the results obtained from the integrated dwelling level model and database.

This current report covers the BRE Integrated Dwelling Level Stock Models and Database. Sevenoaks District Council provided Local Land and Property Gazetteer (LLPG) data, Energy Performance Certificate (EPC) data and building control data. As a result of this, 18,391 addresses have had their imputed energy characteristics replaced with observed characteristics from the EPC data for the purposes of the energy model. The use of this observed data will lead to more accurate energy models for these 18,391 cases, which account for 36% of the total housing stock in Sevenoaks.

This report describes that work and the results obtained from the integrated model and database. The integrated database is also provided to the council to enable them to obtain specific information whenever required.

The council also commissioned BRE to carry out a Health Impact Assessment (HIA), the results of which are provided in a separate report.

The stock models and database provide the council with dwelling level information on various key housing indicators, focussing on private sector housing. The key indicators provide Sevenoaks District Council with detailed information on the likely condition of the stock and the geographical distribution of properties of interest. These properties are likely to be suitable targets for energy efficiency improvements or other forms of intervention, such as mitigating Housing Health and Safety Rating System (HHSRS) hazards. The key indicators are split into indicators related to house condition, energy efficiency and household vulnerability as shown in **Table 1** (see **Appendix A** for full definitions).



Table 1: Key indicators split into categories

Indicator	House condition indicators	Energy efficiency indicators	Household vulnerability indicators
Presence of HHSRS cat 1 hazard	✓		
Presence of cat 1 hazard for excess cold	✓	✓	
Presence of cat 1 hazard for falls	✓		
Dwellings in disrepair	✓		
Fuel Poverty (10% and Low income, High cost definitions)			✓
Dwellings occupied by low income households			✓
SimpleSAP rating		✓	

N.B. Presence of category 1 hazard for falls does NOT include the hazard of falling between levels

The single indicators shown in **Table 1** can also be combined within the database to provide powerful information on the housing stock, for example dwellings suffering from excess cold and also occupied by households on a low income. The true potential of the database lies in its ability to produce combined indicators such as this, as it allows council officers to explore the stock and to assess the likely scope of any programmes they might wish to implement.

It is also possible to extract other information from the database which is of use to local authorities. This information includes estimates relating to the Department for Communities and Local Government’s (DCLG) Local Authority Housing Statistics (LAHS) reporting of costs of mitigating hazards, numbers of Houses in Multiple Occupation (HMOs) as well as providing information relating to Energy Performance Certificate (EPC) ratings.

The key indicators and other information are derived from the Housing Stock Database which is made up of a series of Dwelling Level Stock Models. The BRE Dwelling Level Stock Models have been used for many years to provide key housing indicators to local authorities. The most recent 2016 models have been updated to make use of the results of the 2012 English Housing Survey (EHS)⁶ as well as making more use of Ordnance Survey (OS) data. OS Address Premium is used as a basis for the list of all dwellings in the authority, and applying improved geo-modelling⁷ is used to determine the dwelling type and floor area from OS Mastermap. The energy model that lies at the heart of the modelling process has been replaced with an updated model based on the 2012 version of SAP, and the methods for imputing the inputs to this model have also been upgraded, including the incorporation of some new information sources. These include the age of postcodes (to improve dwelling age data) and data from Xoserve to

⁶ 2012 is the latest available data. Prior to the 2016 models EHS 2011 data was used.



determine whether the dwelling is on the gas network. These dwelling level models are used to estimate the likelihood of a particular dwelling meeting the criteria for each of the key indicators.

As described above, in this particular case, the database was further enhanced by the addition of local data sources which were identified by Sevenoaks District Council. These local data sources were incorporated into the stock models to produce the integrated database.

The information in the database can be used to ensure the council meets various policy and reporting requirements. For example, local housing authorities are required to review housing conditions in their districts in accordance with the Housing Act 2004⁸.

Furthermore, having this information available will also help to facilitate the delivery of Sevenoaks District Council's housing strategy. It will enable a targeted intervention approach to improving housing; therefore allowing the council to concentrate their resources on housing in the poorest condition or with the greatest health impact.

1.1 Project aims

The main aim of this project was to provide data on key private sector housing indicators for Sevenoaks. The main aims of this work were therefore to provide estimates of:

- The percentage of dwellings meeting each of the key indicators for Sevenoaks overall and broken down by tenure and then mapped by Census Output Area (COA) (private sector stock only)
- Information relating to LAHS reporting for the private sector stock - category 1 hazards and HMOs, plus information on EPC ratings
- Energy efficiency variables for the private sector stock (wall and loft insulation)
- Energy planning variables (SimpleCO₂, energy and heat demand, energy and heat cost)

This report looks firstly at the policy background and why such information is important for local authorities. Secondly, it provides a brief description of the overall stock modelling approach and the integration of the local data sources. Finally, this report provides the modelling results for Sevenoaks covering each of the main aims above.

⁷ The OS data has been used to update a number of the model inputs – the main value of the OS data is the ability to determine the dwelling type with much greater confidence – see Appendix B for more information.

⁸ <http://www.legislation.gov.uk/ukpga/2004/34/contents>



2 Policy background

The detailed housing stock information provided in this report will facilitate the delivery of Sevenoaks’s housing strategy and enable a targeted intervention approach to improving housing. This strategy needs to be set in the context of relevant government policy and legislative requirements. These policies either require reporting of housing-related data by local authorities, or the use of such data to assist in meeting policy requirements. The main policies and legislative requirements are summarised in the following sub-sections.

2.1 Housing Act 2004

The Housing Act 2004⁸ requires local housing authorities to review housing statistics in their district. The requirements of the Act are wide-ranging and also refer to other legislation which between them covers the following:

- Dwellings that fail to meet the minimum standard for housings (i.e. dwellings with HHSRS category 1 hazards)
- Houses in Multiple Occupation (HMOs)
- Selective licensing of other houses
- Demolition and slum clearance
- The need for provision of assistance with housing renewal
- The need to assist with adaptation of dwellings for disabled persons

2.2 Key housing strategy policy areas and legislation

2.2.1 Private rented sector

In the report “Laying the Foundations: A Housing Strategy for England”⁹ Chapters 4 and 5 focus on the private rented sector and empty homes.

New measures are being developed to deal with rogue landlords and to encourage local authorities to make full use of enforcement powers for tackling dangerous and poorly maintained dwellings. The report encourages working closely with landlords whilst still operating a robust enforcement regime (e.g. Landlord Forums and Panels across the country).

There has been significant growth in the private rented sector in Sevenoaks in recent years from 1,409 of the total stock in 2001 to 1,304 in 2011¹⁰ - so that 1,258 of the stock has changed over that time period to now be private rented. This is 1,154 the change of 9% seen in England as a whole.

2.2.2 Health inequalities

The government’s white paper “Choosing Health”¹¹ states that the key to success in health inequalities will be effective local partnerships led by local government and the NHS working to a common purpose

⁹ Laying the Foundations: A Housing Strategy for England, CLG, 2011

¹⁰ <https://www.ons.gov.uk/census#censusdataandbackground>

¹¹ Choosing Health: Making healthy choices easier, Department of Health, 2004



and reflecting local needs. Housing is a key determinant of health, and poor housing conditions continue to cause preventable deaths and contribute to health inequalities¹². An example in this area is the work carried out by Liverpool City Council in partnership with Liverpool Primary Care Trust – the “Healthy Homes Programme”. This has identified over 3,800 hazards and led to an estimated £4.8 million investment by landlords, delivering sustainable health improvements and enhancing community wellbeing.

2.2.3 Integrated care

It has been recognised by central government that to fully address the health needs of the population, services need to become more integrated and there needs to be better communication between different providers. Housing is a key aspect of this:

“Many people with mental and physical disabilities, complex needs, long-term conditions and terminal illness also need to access different health care, social care, housing and other services, such as education, and often simultaneously”¹³.

It is therefore essential that departments providing or regulating housing work with other council departments and health organisations to provide services that are integrated and take full account of the needs of the individual.

2.2.4 Public Health Outcomes Framework

The Public Health Outcomes Framework “Healthy lives, healthy people: Improving outcomes and supporting transparency”¹⁴ sets out desired outcomes for public health and how they will be measured. Many of the measurements have links to housing, some of the more relevant being:

- Falls and injuries in over 65’s
- Fuel poverty
- Excess winter deaths

2.2.5 Joint Strategic Needs Assessment (JSNA) and Joint Health and Wellbeing Strategies

The JSNA and joint health and wellbeing strategy allow health and wellbeing boards to analyse the health needs of their local population and to decide how to make best use of collective resources to achieve the priorities that are formed from these. The Department of Health document “Joint Strategic Needs Assessment and joint health and wellbeing strategies explained - Commissioning for populations” says “This will ensure better integration between public health and services such as housing and education that have considerable impact on the wider determinants of health”¹⁵.

¹² The health impacts of poor private sector housing, LACORS, 2010

¹³ Integrated Care: Our Shared Commitment, Department of Health, 2013

¹⁴ Healthy lives, healthy people: Improving outcomes and supporting transparency, Department of Health, 2013

¹⁵ Joint Strategic Needs Assessment and joint health and wellbeing strategies explained: Commissioning for populations, Department of Health, 2011



2.2.6 Energy Act 2011

The Energy Act 2011 requires that from 2016 reasonable requests by tenants for energy efficiency improvements will not be able to be refused. Furthermore, from 2018 it will be unlawful for landlords to rent out properties that do not reach a minimum standard of energy efficiency (set at Energy Performance Certificate rating E¹⁶). While there will be various caveats to these powers, they will provide a new minimum standard for rented accommodation. Part of this current project for Sevenoaks District Council includes provision of a private rented sector variable that should assist in identifying such dwellings.

2.2.7 Empty homes

The need to bring empty private sector dwellings back into use is a key government objective that is part of a wider strategy to tackle housing affordability. It is generally accepted that in a time of housing shortage, empty dwellings represent a wasted resource.

Empty homes brought back into use will qualify for the New Homes Bonus where, for the following 6 years, the government will match fund the Council Tax on long term empty properties brought back into use. In addition, from 2012-15, £100 million of capital funding was available from within the Affordable Homes Programme to tackle problematic¹⁷ empty homes. Whilst the data provided by this project cannot necessarily assist with the actual identification of empty homes, the database provided would be the logical place for such information to be stored should it be gathered from other sources.

The need to bring empty private sector dwellings back into use is a key government objective that is part of a wider strategy to tackle housing affordability. It is generally accepted that in a time of housing shortage, empty dwellings represent a wasted resource.

There are a number of issues in dealing with private sector vacant dwellings including the transient nature of vacant dwellings and their difficulty of identification. Properties are being continually bought and sold, let and modernised, which means that at any given time a proportion of the stock will be naturally vacant. The only dwellings that tend to be of most interest to local authorities are those that are not turning over in the normal way.

The latest available information for Sevenoaks for 2016, collected by DCLG¹⁸, identifies 1,232 vacant dwellings across all tenures. In 2014 the number of vacant dwellings was 1,154. These figures represent a vacancy rate of approximately 2% in Sevenoaks. Furthermore, around 379 (0.8%) dwellings are long-term vacant (6 months or more) in Sevenoaks.

2.3 Other policy areas

The following policy areas, whilst not directly relating to environmental health services, will have an effect on demand and local authorities will need to be aware of the possible impact in their area.

2.3.1 The Housing and Planning Act 2016

The Housing and Planning Act 2016¹⁹ introduces legislation for government to implement the sale of higher value local authority homes, starter homes, pay to stay and a number of other measures,

¹⁶ <http://www.legislation.gov.uk/ukxi/2015/962/contents/made>

¹⁷ Properties that are likely to remain empty without direct financial support from government.

¹⁸ <https://www.gov.uk/government/collections/dwelling-stock-including-vacants>

¹⁹ <http://www.legislation.gov.uk/ukpga/2016/22/contents/enacted/data.htm>



mainly intended to promote home ownership and boost levels of housebuilding in England. Although many of the measures have yet to be implemented or come into effect, the following policy changes will have a significant impact on the way councils deliver their Housing Services:

- The introduction of Pay to Stay where households earning over £31,000 have to pay higher levels of rent for their social housing
- Extension of the Right-to-Buy scheme to housing associations through a voluntary agreement, funded by the sale of higher value council properties when they become vacant
- The ending of lifetime tenancies – all new tenants will have to sign tenancies for a fixed term up to 10 years although there will be exemptions for people with disabilities and victims of domestic abuse, and families with children under nine years old can have a tenancy that lasts until the child's 19th birthday
- Changes to planning measures so that the government can intervene where councils have not adopted a Local Plan
- To replace the need for social rented and intermediate housing on new sites with the provision of Starter Homes that are sold at a reduced cost to first time buyers
- Changing the definition of 'affordable homes' to include starter homes
- Increasing the site size threshold before affordable housing can be requested

The Act also includes a package of measures to help tackle rogue landlords in the private rented sector. This includes:

- Allowing local authorities to apply for a banning order to prevent a particular landlord/letting agent from continuing to operate where they have committed certain housing offences
- Creating a national database of rogue landlords/letting agents, which will be maintained by local authorities
- Allowing tenants or local authorities to apply for a rent repayment order where a landlord has committed certain offences (for example continuing to operate while subject to a banning order or ignoring an improvement notice). If successful the tenant (or the authority if the tenant was receiving universal credit) may be repaid up to a maximum of 12 months' rent
- Introducing a new regime giving local authorities an alternative to prosecution for offences committed under the Housing Act 2004, including all HMO offences. Effectively, local authorities will have a choice whether to prosecute or impose a penalty with a maximum fine of £30,000. The local authority can also retain the money recovered, which is not currently the case with fines imposed in the magistrates' court

2.3.2 The Welfare Reform and Work Act 2016 and the Welfare Reform Act 2012

The Welfare Reform and Work Act 2016²⁰ gained royal assent in March 2016. The Act introduces a duty to report to Parliament on progress made towards achieving full employment and the three million apprenticeships target in England. The Act also ensures reporting on the effect of support for troubled families and provision for social mobility, the benefit cap, social security and tax credits, loans for mortgage interest, and social housing rents. These include the following:

- Overall reduction in benefits – a four year freeze on a number of social security benefits
- Benefit cap reduction – the total amount of benefit which a family on out of work benefits can be entitled to in a year will not exceed £20,000 for couples and lone parents, and £13,400 for single claimants, except in Greater London where the cap is set at £23,000 and £15,410 respectively

²⁰ <http://www.legislation.gov.uk/ukpga/2016/7/contents/enacted>



- Local Housing Allowance rent cap – this is the locally agreed maximum benefit threshold for a dwelling or household type within a defined geographical area. Therefore, if rises in rent outstrip growth in income, renters may find it increasingly difficult to pay
- A 1% reduction in social rents per year for 4 years to reduce the housing benefit bill

In addition, the Welfare Reform Act 2012²¹ (which is in parts amended by the 2016 Act discussed above) covers areas of environmental health services – in particular the sections relating to the under occupation of social housing, and the benefit cap. Whilst this will mainly affect tenants in the social rented sector it will undoubtedly have an impact on private sector services. Social tenants may find themselves being displaced into the private sector, increasing demand in this area, and the tenants of Registered Providers (RP's) and some private landlords may have greater trouble affording rent payments. If tenants are in arrears on their rental payments then authorities may be met with reluctance from landlords when requiring improvements to properties.

2.3.3 Localism Act 2011

The Localism Act allows social housing providers to offer fixed term, rather than secure lifetime, tenancies. As with the Welfare Reform Act, this has a greater direct impact on the social rented sector, however, there is some concern this may lead to greater turnover of tenancies meaning such that some traditional social tenants may find themselves in the private rented sector.

Both of these policy changes above may increase the number of vulnerable persons in private sector properties. If this occurs any properties in this sector in poor condition are likely to have a far greater negative impact on the health of those occupiers.

2.3.4 Potential increase in private rented sector properties

Policies such as the Build to Rent and the New Homes Bonus are aimed at increasing the supply of properties. As the private rented sector is already growing, it is reasonable to assume that many of the new properties being built will be rented to private tenants. Local authorities will need to be aware of the potential impact on the demand for their services and how their perception of their local area may have to change if large numbers of properties are built.

2.4 Local Authority Housing Statistics (LAHS)²² and EPC ratings

The purpose of these statistics is twofold – firstly to provide central government with data with which to inform and monitor government strategies, policies and objectives as well as contributing to national statistics on housing, secondly, to the local authorities themselves to help manage their housing stock. Local authorities are required to complete an annual return which covers a wide range of housing-related issues. Of particular relevance to this current project is “Section F: Condition of dwelling stock” which, amongst other things, requests the following information:

- Total number of dwellings and number of private sector dwellings with category 1 HHSRS hazards and the estimated costs of mitigating these
- Estimates of the number of HMOs and the number of mandatory licensable HMOs

²¹ <http://www.legislation.gov.uk/ukpga/2012/5/contents/enacted>

²² <https://www.gov.uk/government/publications/completing-local-authority-housing-statistics-2012-to-2013-guidance-notes>



Whilst the LAHS no longer requires reporting of average EPC ratings of the private sector stock and the proportion below a certain rating, this information remains pertinent due to the Energy Act 2011. Under this act new rules mean that from 2018 landlords must ensure that their properties meet a minimum energy efficiency standard - which has been set at band E - by 1 April 2018^{23, 24}. Furthermore, from 1 April 2016, tenants in F and G rated dwellings may legally request an upgrade to the dwelling to a minimum of a band E. Results relating to LAHS statistics and EPC ratings can be found in **Section 4.2**.

2.5 The Energy Company Obligation (ECO)

The Energy Companies Obligation (ECO) requires energy companies to assist in the installation of energy efficiency measures in Great Britain to low income and vulnerable households or those living in hard-to-treat (HTT) properties. Under the ECO, energy companies are obliged to meet targets expressed as carbon or costs saved. The 2 different ECO obligations are:

- Carbon Emissions Reduction Obligation (CERO)
- Home Heating Cost Reduction Obligation (HHCRO) or Affordable Warmth

The ECO obligation known as the Carbon Saving Community Obligation (CSCO) was terminated on 31st March 2017.

The first phase of the Energy Company Obligation (ECO), known as ECO1, ran from January 2013 to March 2015. The next obligation period, known as ECO2, launched on 1 April 2015 and ended on 31 March 2017.

In January 2017, following the ECO: Help to Heat consultation, it was announced that there would be an 18 month extension to the current ECO2 scheme until September 2018²⁵ as a transition (ECO2t²⁶) period between the end of ECO2 and a new scheme. Beyond ECO2t the government has confirmed that a supplier obligation will run until 2021-22 at least.

An understanding of the ECO criteria is pivotal to building a local authority's strategy for leveraging in finance to improve the energy efficiency of the stock. Of particular interest under ECO2t are properties with solid walls. There is an expectation that around 32,000 solid wall properties will be insulated over the 18 month period of ECO2t. A new 'Rural Safeguard' requirement is also introduced to ensure that 15% of each Energy Company's CERO obligation is delivered in rural areas. From 1 April 2017 a deemed scoring system has been introduced²⁷ to determine the level of carbon and cost savings from ECO installations. Deemed scoring uses a matrix to estimate the carbon savings that can be achieved from energy efficiency improvements, replacing the previous system whereby RdSAP was used to produce an

²³ <http://www.legislation.gov.uk/ukxi/2015/962/contents/made>

²⁴ Although landlords will still be able to rent out F and G rated properties after this date they will not be able to renew or sign a new contract.

²⁵ Energy Company Obligation (ECO): Help to Heat: <https://www.gov.uk/government/consultations/energy-company-obligation-eco-help-to-heat>

²⁶

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/586266/ECO_Transition_Final_Stage_IA_For_Publication_.pdf

²⁷ https://www.ofgem.gov.uk/system/files/docs/2016/05/deemed_scores_consultation_-_main_0.pdf



EPC. The deemed scores are “lifetime scores” which means that they include all applicable lifetimes, in-use factors, relevant HHCRO multipliers and a 30% uplift for all scores.

Other changes of note for ECO2t:

- The HHCRO funding stream will become the scheme’s primary obligation and will account for 70% of all activity. Energy companies must collectively achieve £2.76 billion in life time savings.
- The CERO funding stream will account for the remaining 30% of activity. Energy companies must collectively achieve savings of 7.3MtCO₂.
- Local authorities will be able to refer certain vulnerable residents for support under HHCRO regardless of their benefit entitlements through ‘Flexible Eligibility’.
- For solid wall insulation projects, local authorities can also refer non-vulnerable residents for support through HHCRO providing at least two thirds of the project consist of vulnerable residents.

The results for the basic energy efficiency variables are covered in this report and assist in the identification of dwellings which may benefit from energy efficiency improvements. Such information also provides a valuable contribution to the evidence base increasingly being required to support competitive funding bids to central government for housing improvements.



3 Overview of the BRE Dwelling Level Housing Stock Modelling approach

3.1 Overview

This section provides a simplified overview of the BRE dwelling level housing stock modelling approach. More detail on the methodology is provided in **Appendix B**.

A stock modelling approach has been developed and used by BRE for many years and dwelling level models are used to estimate the likelihood of a particular dwelling meeting the criteria for each of the key indicators (and other outputs of interest). These outputs can then be mapped to provide the council with a geographical distribution of each of the key indicators which can then be used to target resources for improving the housing stock. The process itself is actually made up of a variety of data sources, calculations and models.

The models are principally informed by the Department for Communities and Local Government's (DCLG) English Housing Survey (EHS)²⁸. The survey is not used to supply data for the database, but rather it allows the identification of patterns in the housing stock, so that this knowledge can be applied, in the form of mathematical algorithms, to impute key indicators and energy characteristics from other data available at the national level. The particular approach for Sevenoaks, however, makes significant use of the Experian UK Consumer Dynamics Database of dwelling and household indicators as inputs to the models. One example is the BRE SimpleCO₂ Model which is based on dwelling level inputs from Experian and expands on these using imputation techniques to provide sufficient information to calculate the likely energy efficiency of each dwelling in the stock. Some of the key housing indicators, such as HHSRS excess cold category 1 hazards and BRE's SimpleSAP²⁹, can be directly inferred from this data.

Furthermore, Sevenoaks provided an additional source of local data which was then incorporated into the BRE Housing Stock Model and Database to produce an integrated housing stock model and database. The additional data provided and how it was used is as follows:

- **EPC data** – EPCs contain data on key dwelling energy characteristics (e.g. wall type and insulation, loft insulation, heating types etc.) and where these were available they were used in preference to the modelled data. It should be noted that to comply with bulk EPC data licencing requirements the EPC data is only used to inform the energy efficiency aspects of the model.
- **LLPG** – the Unique Property Reference Number (UPRN) from the LLPG was used to uniquely identify all properties, while the address details from the LLPG were used to merge the BRE Models and EPC data using address matching.
- **Building Control data** – the council provided data for dwellings which had been in receipt of various energy efficiency improvements – cavity wall insulation, solid wall insulation, boiler replacements and

²⁸ The most recent survey used in the housing stock models is 2011.

²⁹ A Simplified version of the SAP model that produces an output broadly comparable to SAP. The SimpleSAP model is distinct from both full SAP and RD SAP in that uses a smaller, simplified set of inputs.



renewable technologies. This was used to update the relevant information for these properties where necessary.

Figure 1 shows a simplified flow diagram of the overall BRE housing stock modelling approach and how the additional data is incorporated to produce the integrated housing stock database.

The process is made up of a series of data sources and models which, combined with various imputation and regression techniques and the application of other formulae, make up the final database. The database is essentially the main output of the modelling and provides information on the key indicators and other data requirements (e.g. energy efficiency variables). More detailed information on the data sources and models is provided in **Appendix B**, but to summarise:

The data sources are:

EHS, EPC, Experian, Ordnance Survey (OS) MasterMap, other local data (if available)

The Models are:

SimpleSAP, Fuel Poverty, HHSRS (all hazards, falls hazards and excess cold), Disrepair and Low Income Households.

The data sources and models are linked as shown in the flow diagram and the modelling process itself can be divided into “energy inputs” and “other inputs”, which are summarised as follows:

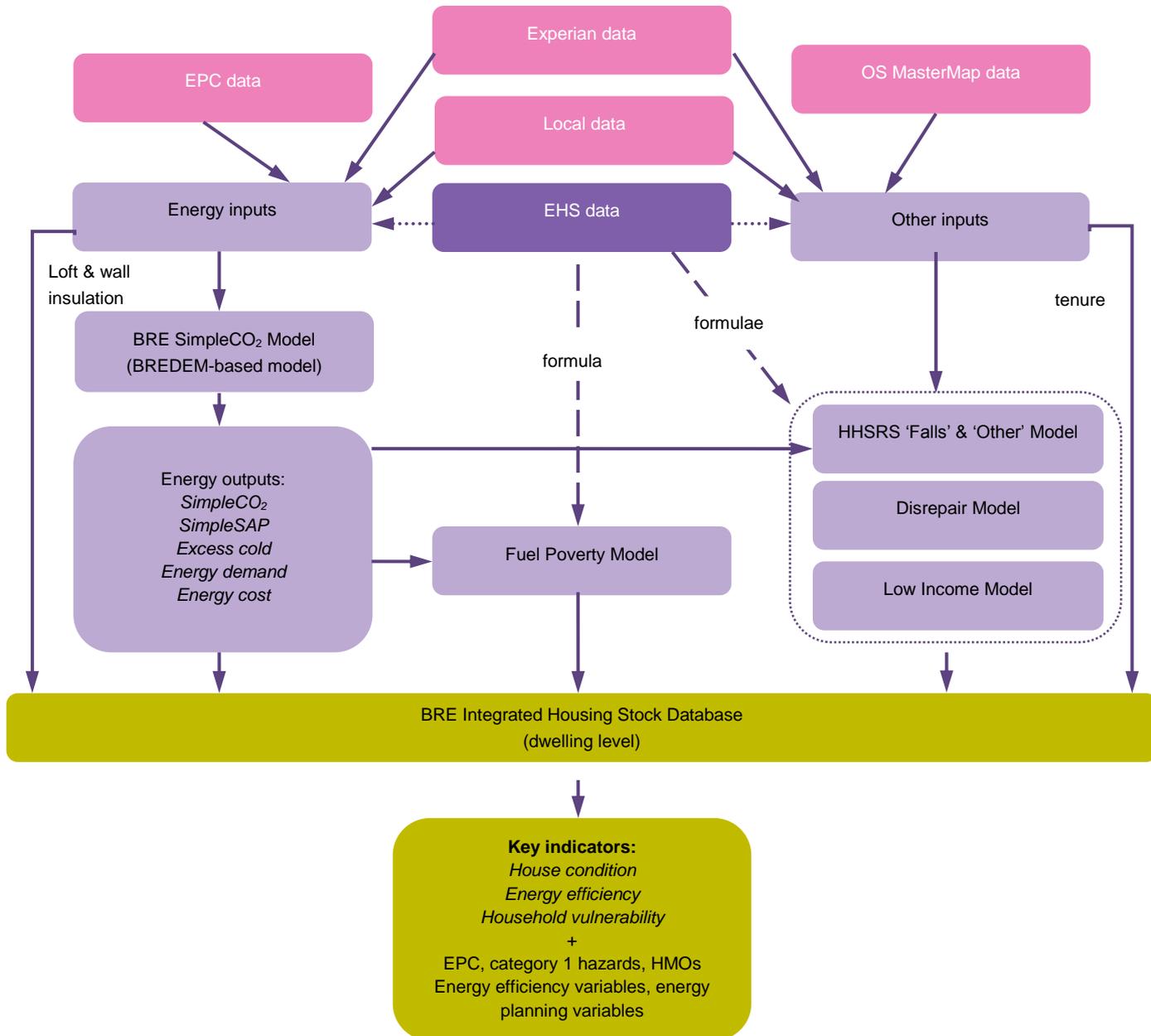
Energy inputs - are developed from Experian, EPC and other local data sources (if available). The EHS data is used to impute (using cold deck imputation³⁰) and interpolate where there are gaps in the data. The “energy inputs” are then fed into the SimpleCO₂ Model to produce the “energy outputs” for the database plus information on excess cold for the HHSRS Model and information on energy costs for the Fuel Poverty Model.

Other inputs – are developed from Experian, OS MasterMap and other local data sources. The EHS data is used to impute (using cold deck imputation³⁰) and interpolate where there are gaps in the data. The “other inputs” are then fed into the HHSRS, Disrepair, and Low Income Models (note that tenure data is fed directly into the database). Information from the EHS also feeds into the Fuel Poverty, HHSRS, Disrepair and Low Income Models.

³⁰ Cold deck imputation is a process of assigning values in accordance with their known proportions in the stock.



Figure 1: Simplified flow diagram of overall BRE housing stock modelling approach (N.B. the EHS data is only used to inform the mathematical algorithms of the model – it does not provide data)



- BRE housing stock modelling process
- Integration of additional data
- Data used for imputation & interpolation
- Outputs
- Data
- Imputed (cold deck)
- Information



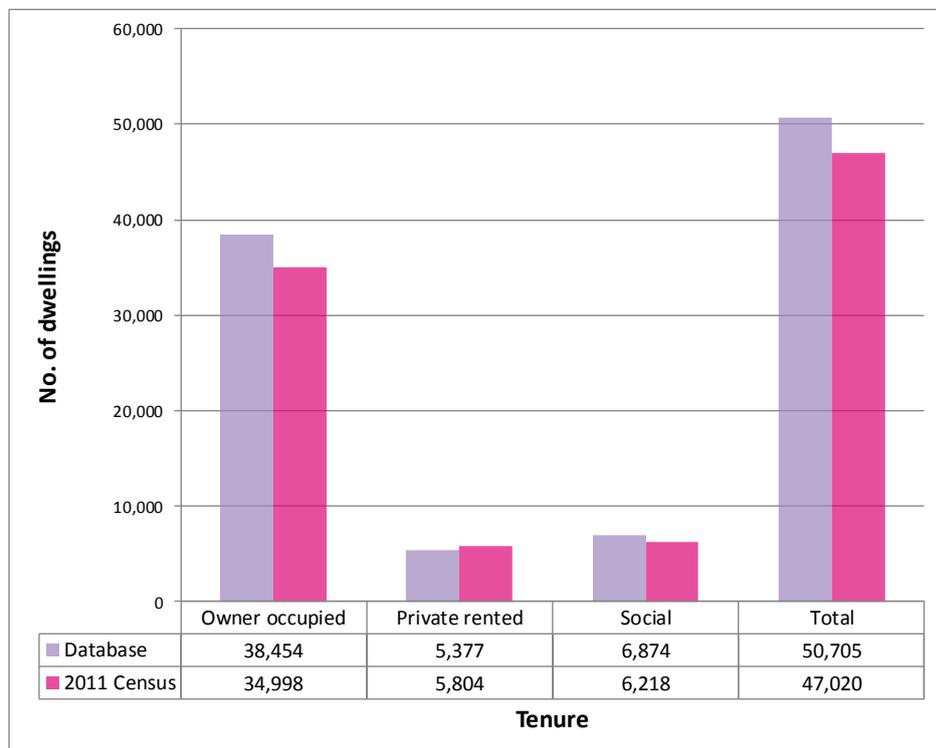
3.2 Breakdown of the housing stock by tenure - validation

Providing the results split by tenure is useful since it can have an effect on how resources and improvement policies are targeted. This report is particularly focussed on private sector stock which is made up of owner occupied and private rented dwellings. The remainder of the housing stock consists of social housing.

The total number of dwellings in Sevenoaks from the integrated database is based on LLPG data; therefore the model is based on this value. The tenure split within the integrated database is derived from the purchased Experian tenure variable.

Since it is possible for private rented dwellings to become owner occupied and vice versa relatively easily, it is difficult to accurately predict the actual tenure split at any given point in time. A validation process was undertaken to compare the tenure split from the database to the 2011 Census figures³¹. The results of the validation exercise show that the differences between the tenure split from the database compared to the Census figures are relatively small (see **Figure 2**), suggesting that the database should provide a good overview of the housing stock in Sevenoaks. Furthermore, **Maps 1** and **2** show that the geographical distributions look similar, again giving confidence that the integrated database provides a good overview of the housing stock in Sevenoaks.

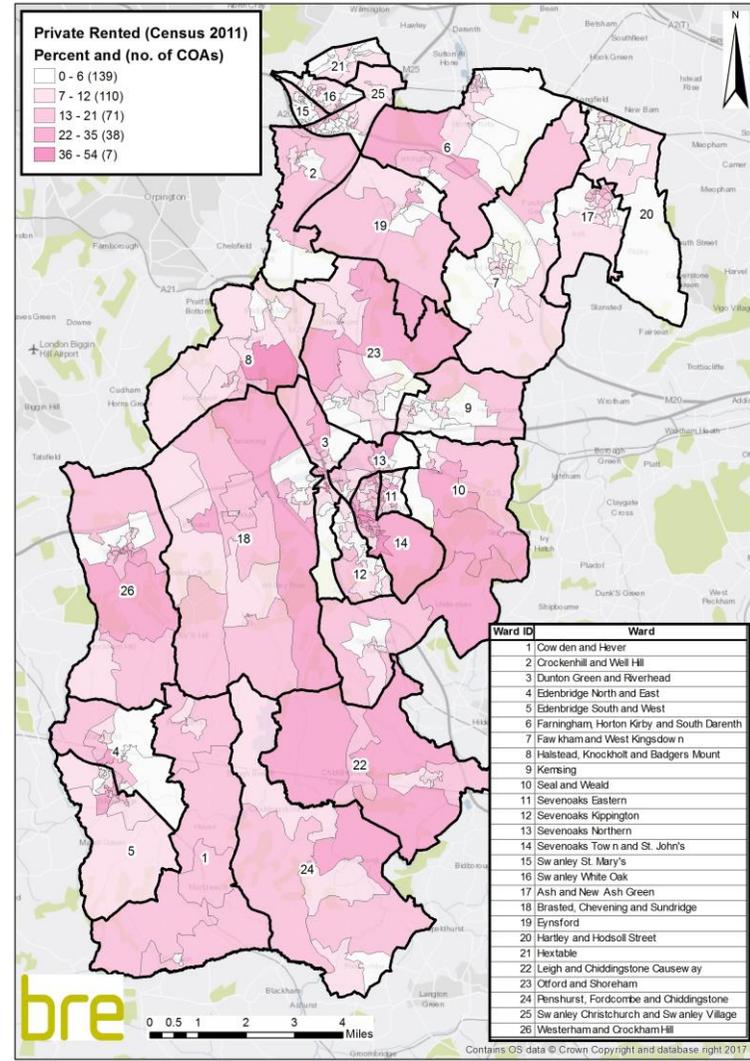
Figure 2: Tenure split – comparison of BRE Housing Stock Database outputs with 2011 Census figures for Sevenoaks



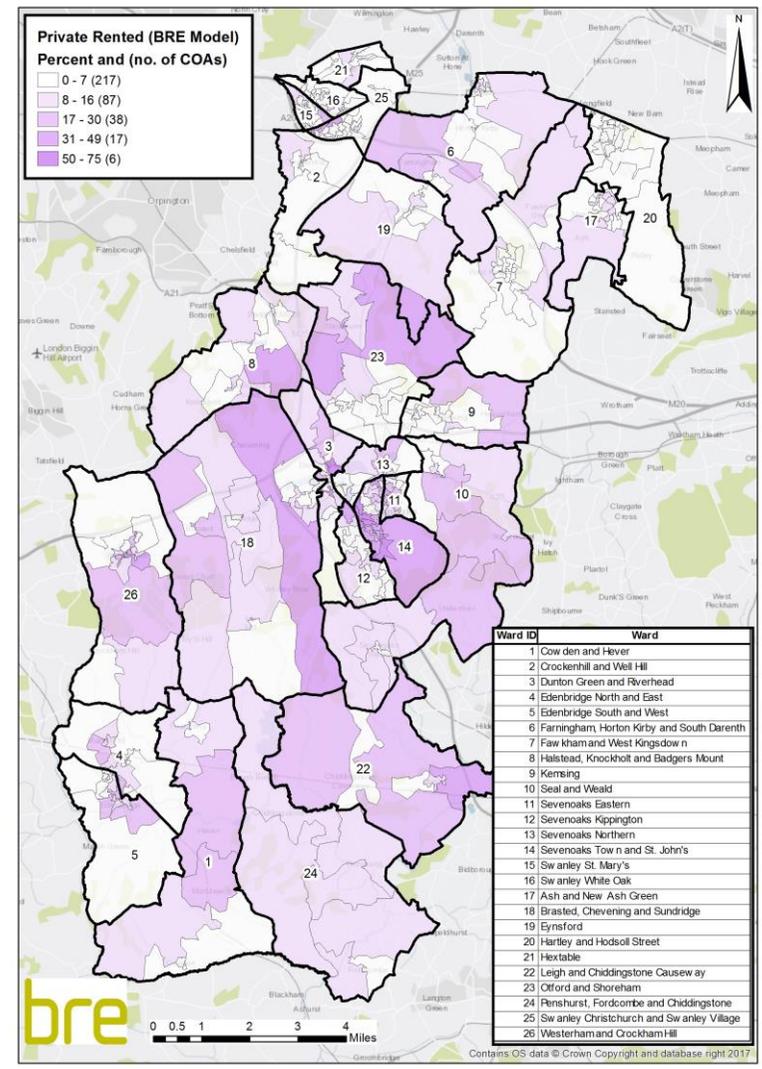
³¹ <http://www.ons.gov.uk/ons/datasets-and-tables/index.html>



Map 2: Distribution of estimated percentage of private rented dwellings in Sevenoaks – based on 2011 Census Data (Neighbourhood Statistics)



Map 1: Distribution of estimated percentage of private rented dwellings in Sevenoaks – based on database





4 Results from the BRE Dwelling Level Housing Stock Models and Database

As described in the previous section, the housing stock modelling process consists of a series of different stock models with the main output being the database. The results in this section have been obtained from interrogating the database at the level of the local authority as a whole to give a useful overview for Sevenoaks. Information at ward level, however, is provided in the maps, in **Section 4.2.4** and can also be obtained from the database which has been supplied as part of this project (see **Appendix C** for instructions). The database can be interrogated at local authority, ward, medium super output area (MSOA), lower super output area (LSOA), census output area (COA), postcode or dwelling level.

The first sub-section below provides a map of the wards in Sevenoaks. The results are then displayed in the following sub-sections:

- Key indicators:
 - Sevenoaks – regional and national comparisons
 - Key indicators by tenure for Sevenoaks
 - Key indicators mapped by COA for Sevenoaks private sector stock
 - Ward level results for the key indicators
- Information relating to LAHS reporting and EPC ratings:
 - Category 1 hazards
 - HMOs
 - EPC ratings
- Energy efficiency variables for Sevenoaks (wall and loft insulation)
- Energy planning variables for Sevenoaks

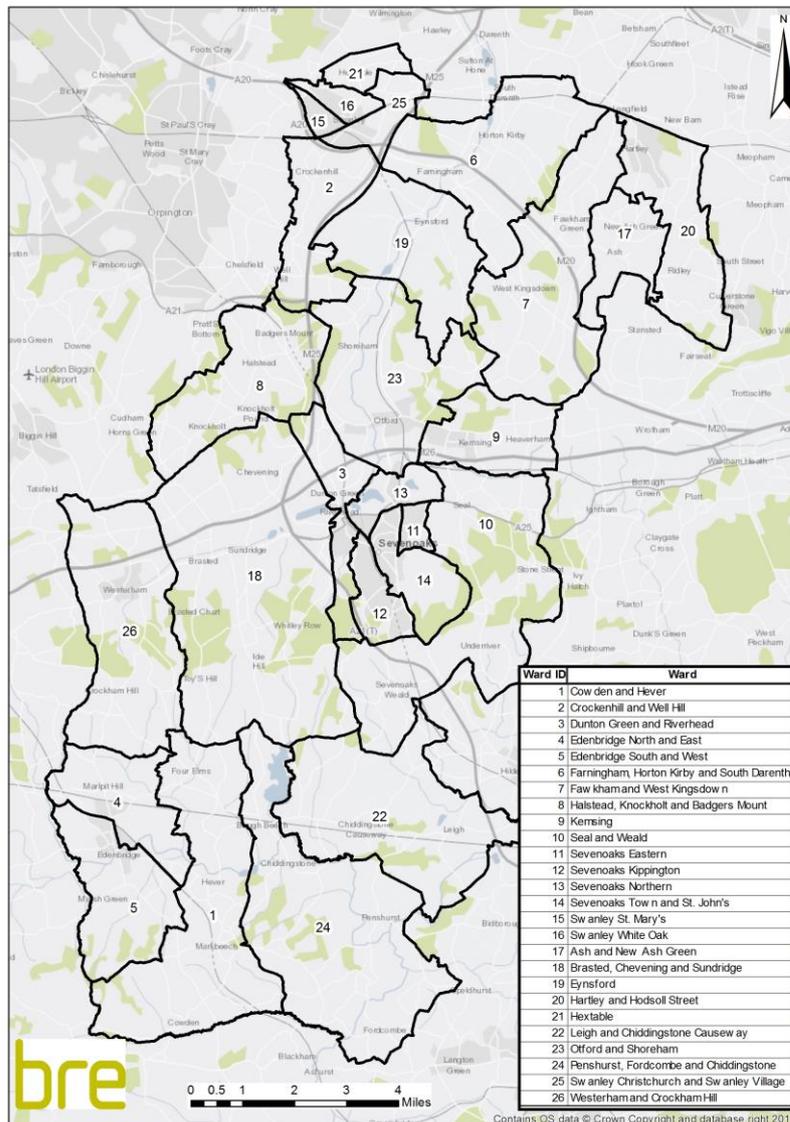


4.1 Overview of Sevenoaks

Map 3 below shows the 26 wards in Sevenoaks. The data in the report is separated into wards and then further divided into Census Output Areas (COAs). These typically comprise around 125 households and usually include whole postcodes, which have populations that are largely similar. Where the COAs are smaller in size on the map this typically represents a more densely populated area since each COA represents a similar number of dwellings.

It should be noted that some residential addresses are not considered suitable for modelling and these have been removed. These include caravans and house boats which, whilst covered by the EHS, are quite uncommon, and the energy models and other housing indicators were not developed with dwellings such as these in mind. Residential institutions (e.g. care homes) have also been removed as it is not entirely appropriate to apply the usual models to these dwellings. The removal of these addresses may result in a COA not appearing to contain any dwellings due to the fact that all c.125 households are made up of caravans for example.

Map 3: The wards in Sevenoaks





4.2 Key indicators

4.2.1 Sevenoaks – regional and national comparisons

Table 2 and **Figure 3** show the results for each of the key indicators in Sevenoaks compared to the South East region and to England (EHS 2012) and split into all stock and private sector stock. **Figure 4** shows the results of the SimpleSAP ratings.

For all stock, Sevenoaks generally performs better than the EHS England average – in particular for fall hazards (4% compared to 8%) and the fuel poverty indicators (6% compared to 10% for the Low Income High Costs definition and 7% compared to 14% for the 10% definition). Sevenoaks performs significantly worse for excess cold (9% compared to 5%) and the same for all hazards (13%).

When comparing Sevenoaks to the South East region, Sevenoaks performs worse for a greater number of indicators including all hazards and both fuel poverty definitions.

Comparing Sevenoaks to the EHS England average figures for the private sector stock there is a similar picture with Sevenoaks performing better for the majority of hazards with the exception of excess cold (10% compared to 5%).

The average SimpleSAP ratings in Sevenoaks (**Figure 4**) are worse than those for the regional and England averages for both all stock and the private sector stock.

Table 2: Estimates of the numbers and percentage of dwellings meeting the key indicator criteria assessed by the Housing Stock Models and Database for all stock and private sector stock – Sevenoaks compared to the South East and England (EHS 2012)

Indicator	All stock				Private sector stock				
	Sevenoaks (no.)	Sevenoaks (%)	2012 EHS Regional (%)	2012 EHS England (%)	Sevenoaks (no.)	Sevenoaks (%)	2012 EHS Regional (%)	2012 EHS England (%)	
No. of dwellings	50,705	-	-	-	43,831	-	-	-	
HHSRS category 1 hazards	All hazards	6,503	13%	8%	13%	6,130	14%	9%	15%
	Excess cold	4,729	9%	4%	5%	4,460	10%	5%	5%
	Fall hazards	1,992	4%	4%	8%	1,892	4%	5%	8%
Disrepair	1,449	3%	3%	5%	1,360	3%	3%	5%	
Fuel poverty (10%)	3,775	7%	9%	14%	3,435	8%	9%	14%	
Fuel poverty (Low Income High Costs)	2,821	6%	8%	10%	2,541	6%	8%	11%	
Low income households	6,969	14%	18%	24%	2,761	6%	11%	14%	

N.B. the information on hazards refers to the number of dwellings with a hazard of the stated type. Because of this there is likely to be some overlap – for example, some dwellings are likely to have excess cold and fall hazards but this dwelling would only be represented once under ‘all hazards’. The number of dwellings under ‘all hazards’ can therefore be less than the sum of the excess cold plus fall hazards.



Figure 3: Estimates of the percentage of dwellings meeting the key indicator criteria assessed by the Housing Stock Models and Database for all stock and private sector stock – Sevenoaks compared to the South East and England (EHS 2012)

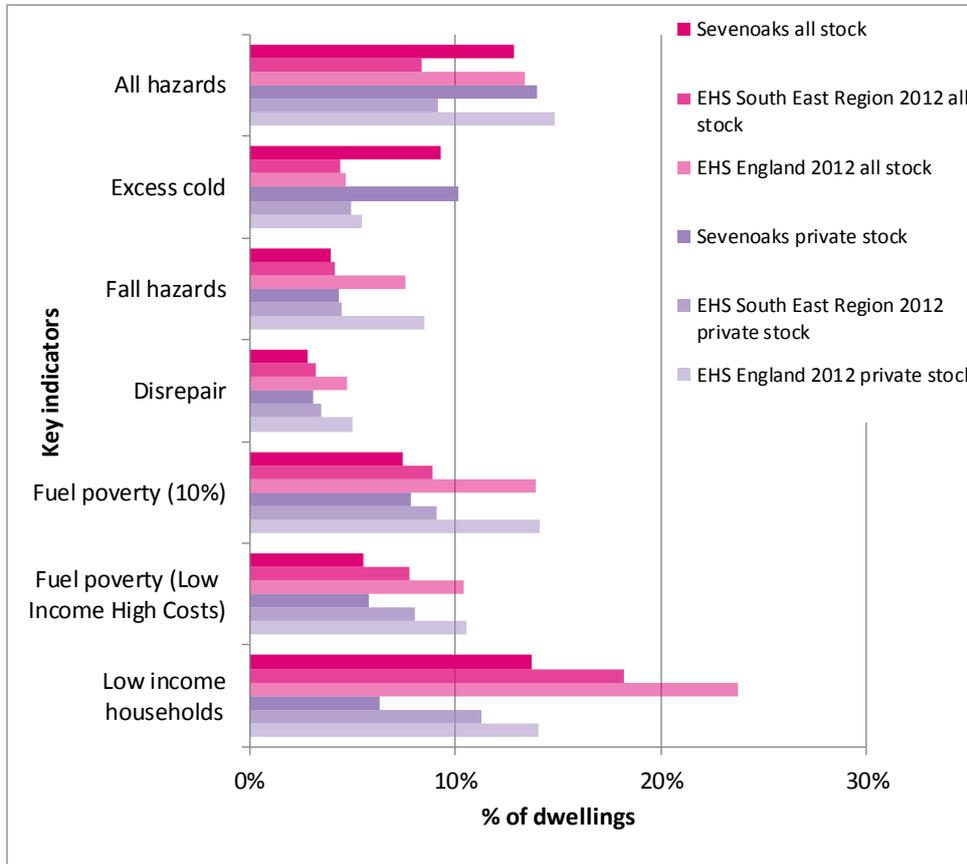
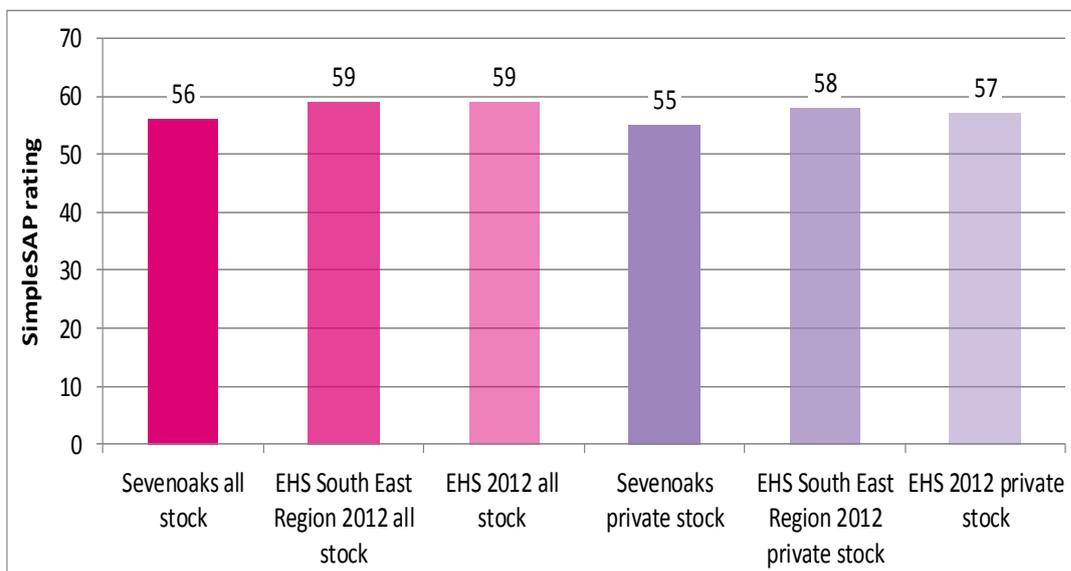


Figure 4: Average SimpleSAP ratings for all stock and private sector stock – Sevenoaks compared to the South East and England (EHS 2012)





4.2.2 Key indicators by tenure – Sevenoaks

The private sector stock can be further split by tenure – owner occupied and private rented - with the difference between total private sector stock and total housing stock being the social housing stock. **Table 3** and **Figure 5** below show the results for each of the key indicators split by tenure and **Figure 6** shows the SimpleSAP ratings by tenure.

The social stock is generally better than the private sector stock across the majority of indicators including SimpleSAP. Social stock tends to be more thermally efficient than the private stock partly due to the prevalence of flats, and partly due to being better insulated owing to the requirements placed on social housing providers, for example through the Decent Homes Programme. As would be expected, the social stock is worse than the private sector stock for the low income households indicator. For fuel poverty, however, the private rented tenure shows the highest levels for both definitions.

The social data should be treated with some caution as the social rented stock, particularly when largely comprising stock owned by a single landlord, is more difficult to model than the private sector. This is because the decisions of an individual property owner usually only affect a single dwelling out of the thousands of private sector stock whereas the policies and decisions of a single landlord can have a very great effect on a large proportion of the social stock. The social rented results are therefore best considered as a benchmark which takes account of the age, type, size and tenure against which the landlord's own data could be compared.

Focussing on the tenures within the private sector stock, the private rented stock is worse than the owner occupied stock for disrepair, fuel poverty and low income households, but the same for all hazards and better for excess cold. The private rented sector often contains a higher proportion of flats than the owner occupied sector, therefore levels of excess cold are likely to be lower because dwellings with a smaller external area are likely to lose less heat than larger houses.

Table 3: Estimates of the numbers and percentage of dwellings meeting the key indicator criteria assessed by the Housing Stock Models and Database by tenure for Sevenoaks

Indicator	Private sector stock				Social stock		
	Owner occupied		Private rented				
	No.	%	No.	%	No.	%	
No. of dwellings	38,454	-	5,377	-	6,874	-	
HHSRS category 1 hazards	All hazards	5,404	14%	726	14%	373	5%
	Excess cold	3,960	10%	500	9%	269	4%
	Fall hazards	1,642	4%	250	5%	100	1%
Disrepair	1,060	3%	300	6%	89	1%	
Fuel poverty (10%)	2,900	8%	535	10%	340	5%	
Fuel poverty (Low Income High Costs)	1,928	5%	613	11%	280	4%	
Low income households	1,793	5%	968	18%	4,208	61%	

N.B. the information on hazards refers to the number of dwellings with a hazard of the stated type. Because of this there is likely to be some overlap – for example, some dwellings are likely to have excess cold and fall hazards but this dwelling would only be represented once under 'all hazards'. The number of dwellings under 'all hazards' can therefore be less than the sum of the excess cold plus fall hazards.



Figure 5: Estimates of the percentage of dwellings meeting the key indicator criteria assessed by the Housing Stock Models and Database by tenure for Sevenoaks

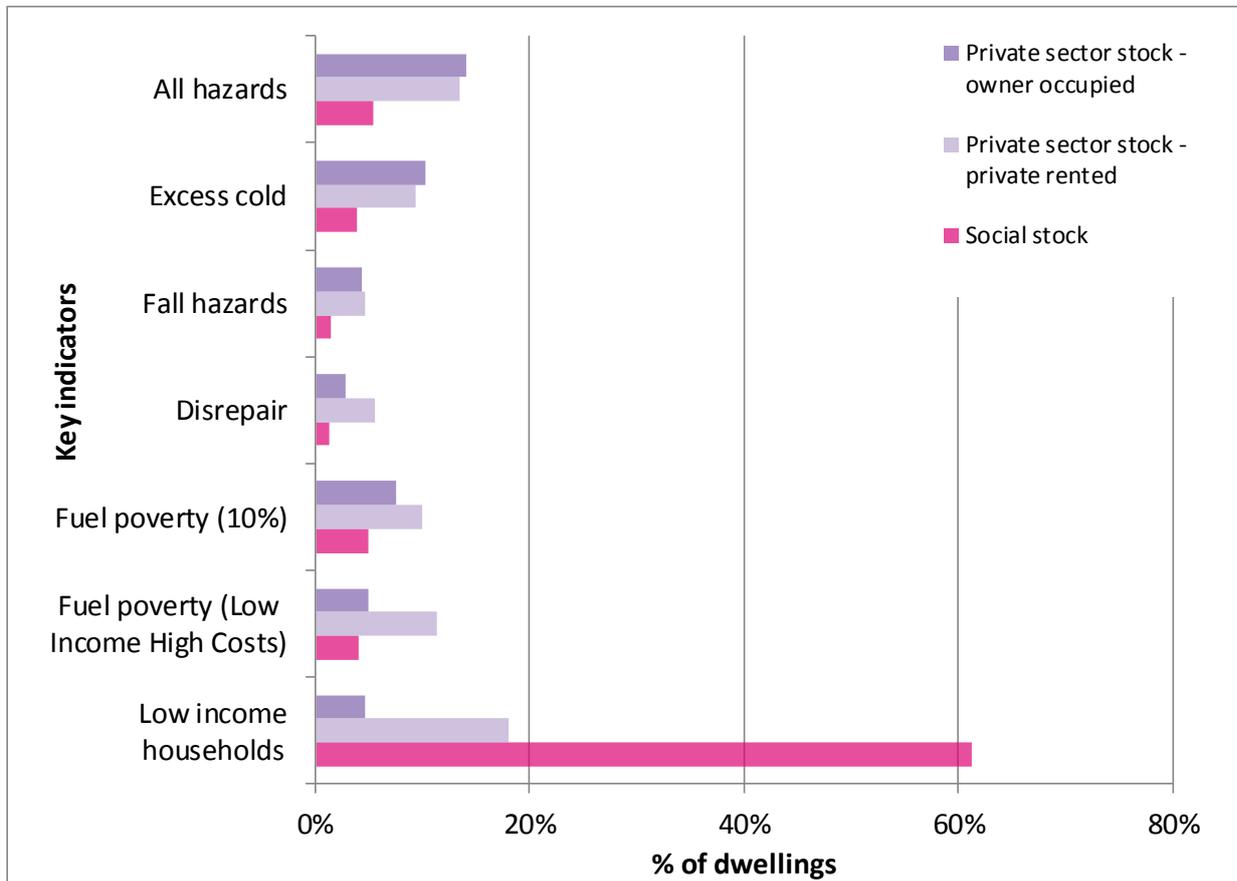
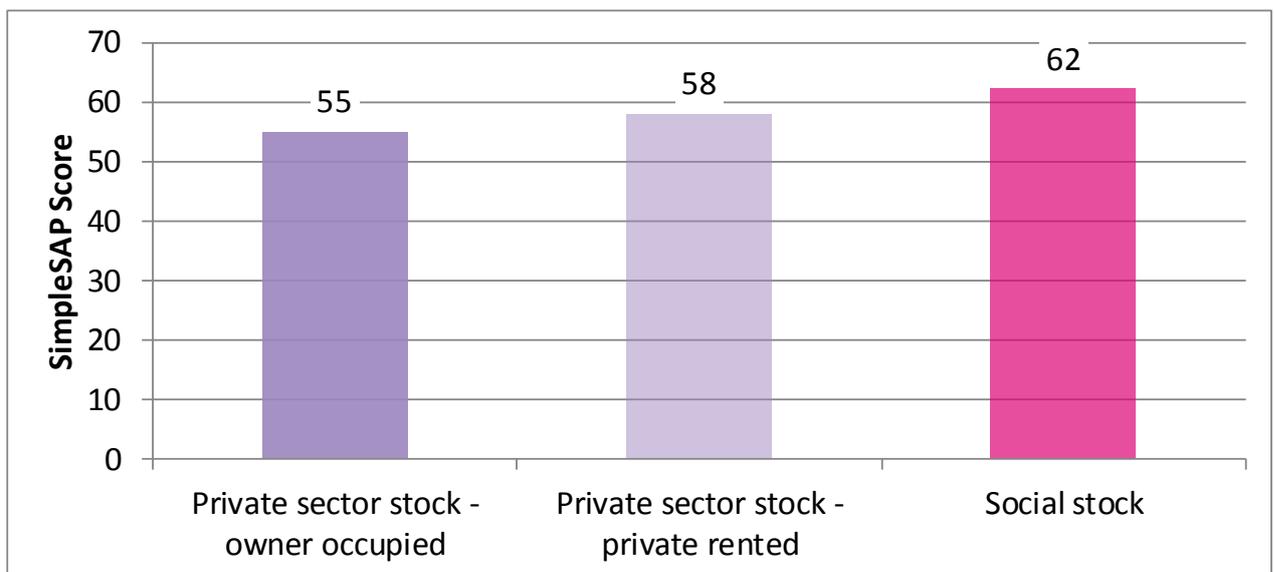


Figure 6: Average SimpleSAP ratings by tenure for Sevenoaks





4.2.3 Key indicators mapped by Census Output Area (COA) – Sevenoaks private sector stock

Some of the key indicators are also provided in map form below along with a brief description of each indicator³², thus enabling quick observation of the geographical distribution of properties of interest. The maps show the percentages of private sector dwellings in each Census Output Area (COA) that are estimated to have each of the key indicators.

The ranges shown in the map keys are defined based on the Jenks' Natural Breaks algorithm of the COA statistics³³. The outputs in the lightest and darkest colours on the maps show the extreme ends of the range, highlighting the best and the worst areas.

Maps at COA level are provided for the following key indicators in **Map 4** to **Map 12** below:

- **HHSRS**
 - The presence of a category 1 HHSRS hazard
 - The presence of a category 1 hazard for excess cold
 - The presence of a category 1 hazard for falls
- **Levels of disrepair**
- **Levels of fuel poverty** (Low Income High Costs and 10% definitions)
- **Low income households**
 - Dwellings occupied by low income households
 - Dwellings with a category 1 excess cold hazard that are occupied by a low income household
- **The average SimpleSAP³⁴ rating**

In addition, maps have been provided for HMOs, EPC ratings, energy efficiency variables (uninsulated cavity walls, solid walls, loft insulation) and energy planning variables (energy demand/cost and heat demand/cost).

These maps are extremely useful in showing the geographical distribution for single key indicators. Maps can also be produced for a combination of indicators, such as dwellings with an excess cold hazard which

³² See **Appendix A** for full definitions.

³³ The natural breaks classification method is a data clustering method determining the best arrangement of values into different classes. It is achieved through minimising each class's average deviation from the class mean while maximising each class's deviation from the means of the other groups. The method seeks to reduce the variance within classes and maximise variance between classes thus ensuring groups are distinctive.

³⁴ Important note: Whilst it is possible to provide "SimpleSAP" ratings from the "SimpleCO₂" software, under no circumstances must these be referred to as "SAP" as the input data is insufficient to produce an estimate of SAP or even RdSAP for an individual dwelling that meets the standards required by these methodologies.



are also occupied by low income households, as shown in **Map 11**. **Appendix D** provides close up maps for each indicator, focussing on the urban area of Sevenoaks.

The maps are produced at COA level, which is typically made up of 125 households, usually including whole postcodes and having similar sized populations. Using the first map below (**Map 4**) as an example, it can be seen that each ward is split into several COAs and, in this instance there are 26 COAs that have 49 - 63% of private sector dwellings estimated to have the presence of a category 1 hazard.

The maps also highlight the differences between areas, showing that the results for some areas are much worse than for others and these are the specific areas which might warrant attention. The maps also show that even within wards there can be large differences between the results at COA level.

4.2.3.1 HHSRS

The Housing Health and Safety Rating System (HHSRS) is a risk-based evaluation tool to help local authorities identify and protect against potential risks and hazards to health and safety from any deficiencies identified in dwellings. It was introduced under the Housing Act 2004⁸ and applies to residential properties in England and Wales.

The HHSRS assesses 29 categories of housing hazard. Each hazard has a weighting which will help determine whether the property is rated as having a category 1 (serious) hazard³⁵.

The HHSRS category 1 hazards map (**Map 4**) shows that there are concentrations of high levels of category 1 hazards mainly in the more rural areas. The data behind the map shows that the wards with the highest levels overall are Cowden and Hever, Penshurst, Fordcombe and Chiddingstone and Seal and Weald. **Map D. 1** focusses in on the urban area of Sevenoaks and it can be seen that there are relatively low levels of hazards here.

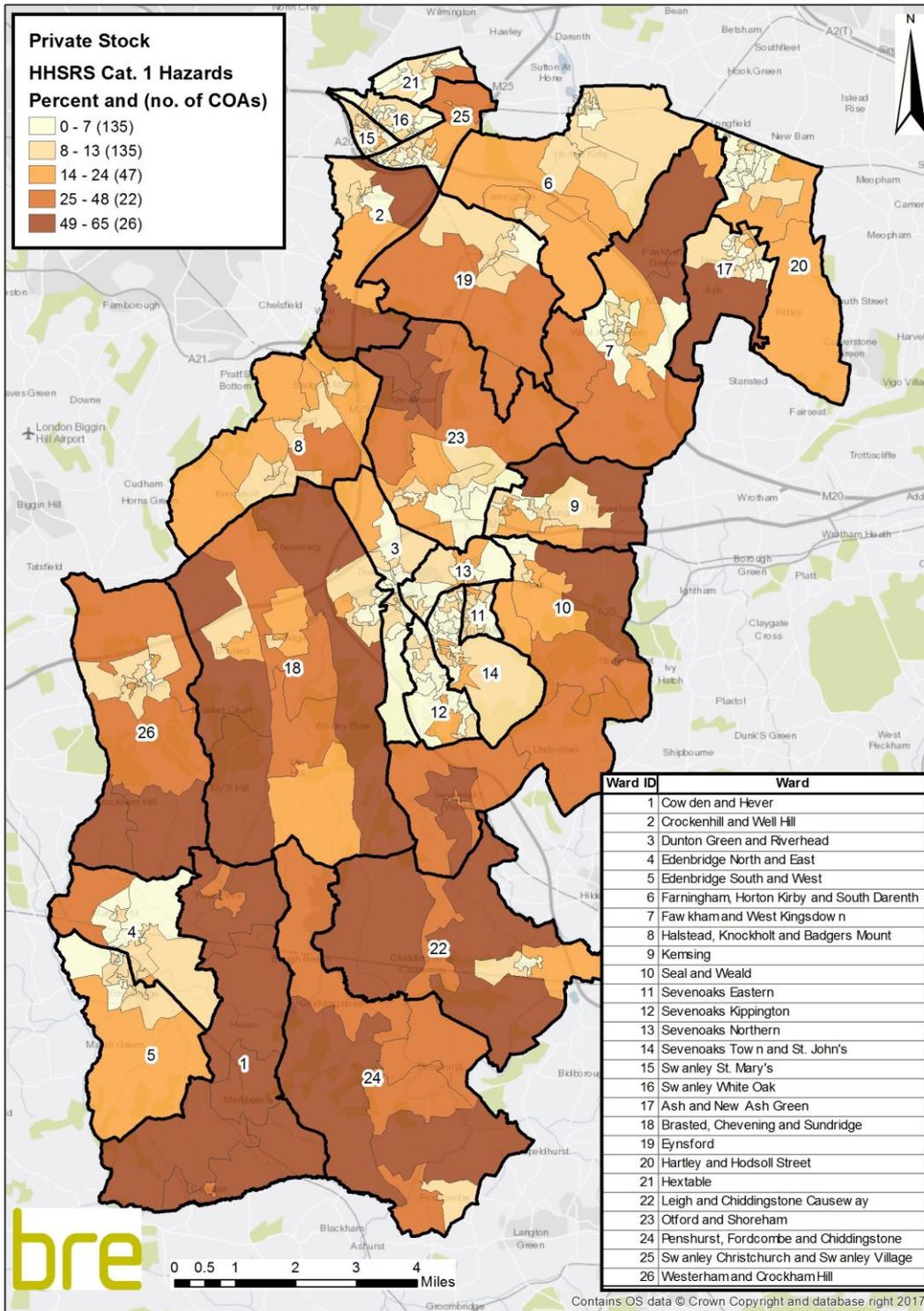
Looking at the hazard of excess cold, of which there are higher levels in Sevenoaks compared to the regional and national figures, there are again higher concentrations in the more rural areas – see **Map 5**. The data behind the map shows that the highest levels overall are again in Cowden and Hever, Penshurst, Fordcombe and Chiddingstone and Seal and Weald but there are also higher concentrations elsewhere – for example in the wards of Leigh and Chiddingstone Causeway and Brasted, Chevening and Sundridge. **Map D. 2** looks more closely at the urban area of Sevenoaks.

The distribution of fall hazards is shown in **Map 6** which indicates that the high concentrations are scattered across the district, with some of the higher concentrations found in the town of Sevenoaks. The data behind this shows that the wards with the highest levels of fall hazards are Leigh and Chiddingstone Causeway, Cowden and Hever and Penshurst, Fordcombe and Chiddingstone. **Map D. 3** focusses on the urban area of Sevenoaks and shows that some of the highest levels are to the north of Sevenoaks Eastern and scattered across Swanley St. Mary's.

³⁵ Housing Health and Safety Rating System Operating Guidance, ODPM, 2006

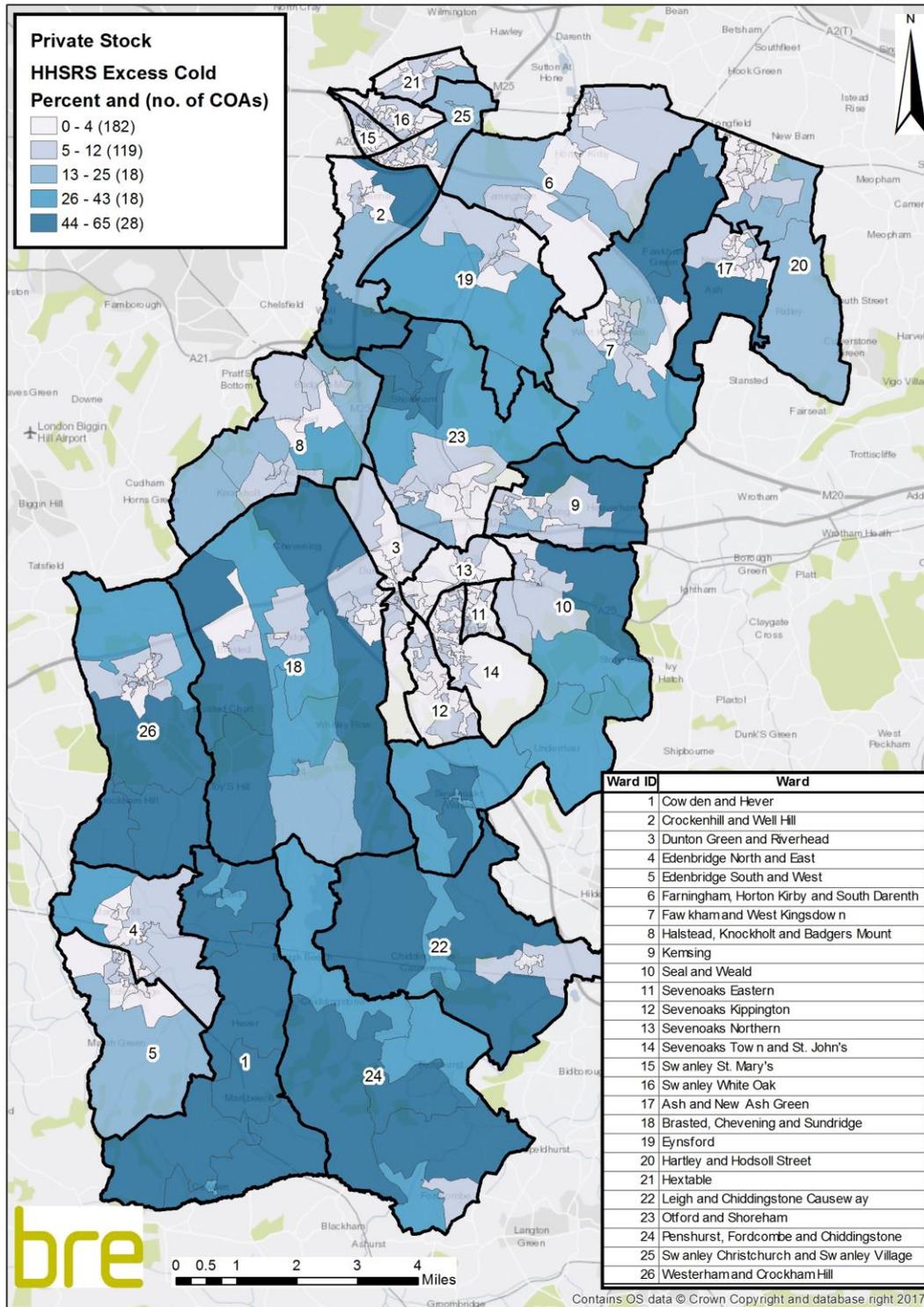


Map 4: Percentage of private sector dwellings in Sevenoaks with the presence of a HHSRS category 1 hazard



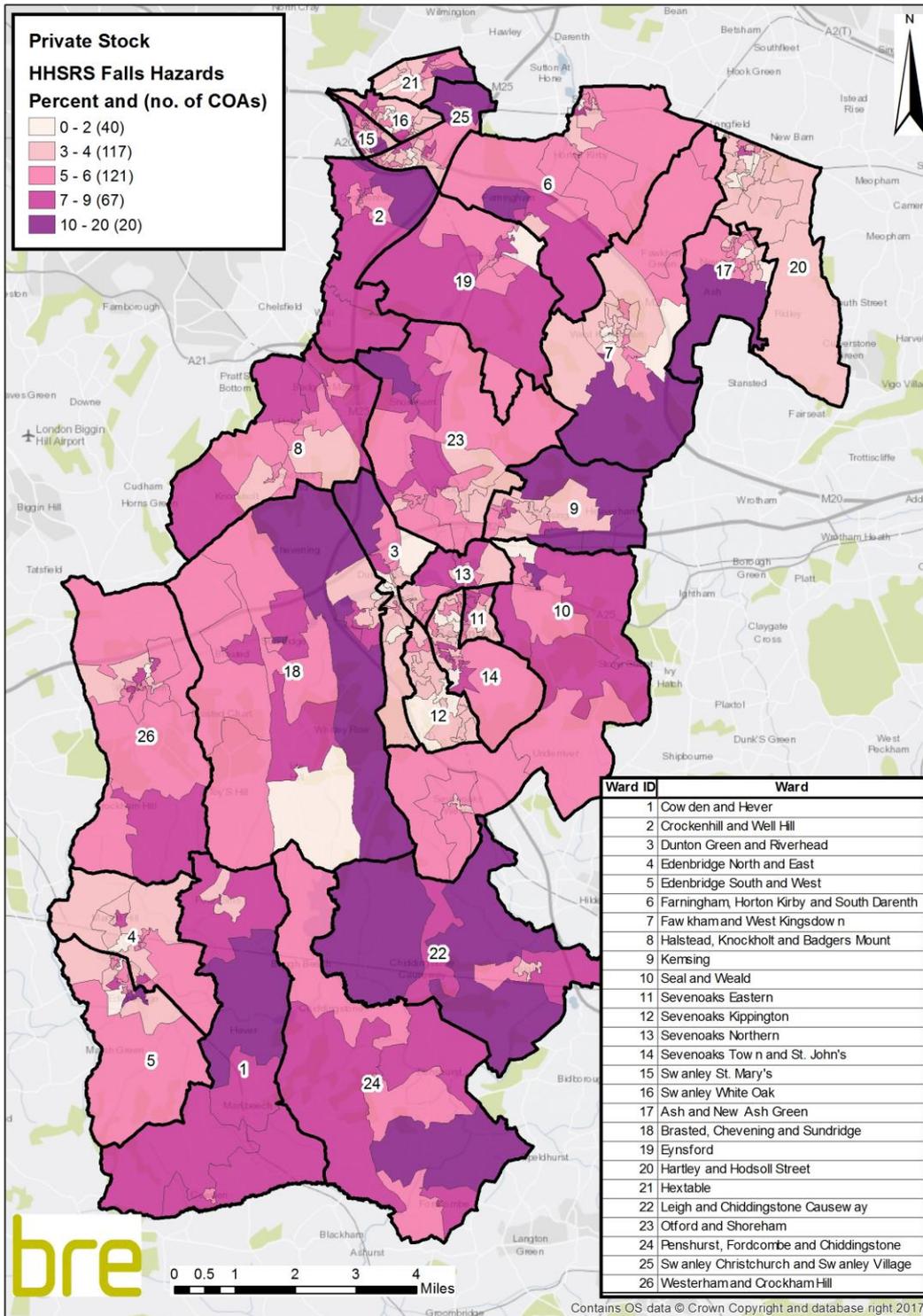


Map 5: Percentage of private sector dwellings in Sevenoaks with the presence of a HHSRS category 1 hazard for excess cold





Map 6: Percentage of private sector dwellings in Sevenoaks with the presence of a HHSRS category 1 hazard for falls





4.2.3.2 Disrepair

The disrepair indicator used in this report is based on the disrepair component of the Decent Homes Standard^{36,37}. A dwelling fails the disrepair component if:

- One or more key building components are old 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 replacement or major repair.

Key building components are those which, if in poor condition, could have an immediate impact on the integrity of the building and cause further deterioration in other components. They are the external components plus internal components that have potential safety implications and include:

- External walls
- Roof structure and covering
- Windows/doors
- Chimneys
- Central heating boilers
- Electrics

If any of these components are old, and need replacing or require major repair, then the dwelling is not in a reasonable state of repair.

Other building components are those that have a less immediate impact on the integrity of the dwelling. Their combined effect is therefore considered, with a dwelling failing the disrepair standard if two or more elements are old and need replacing or require immediate major repair.

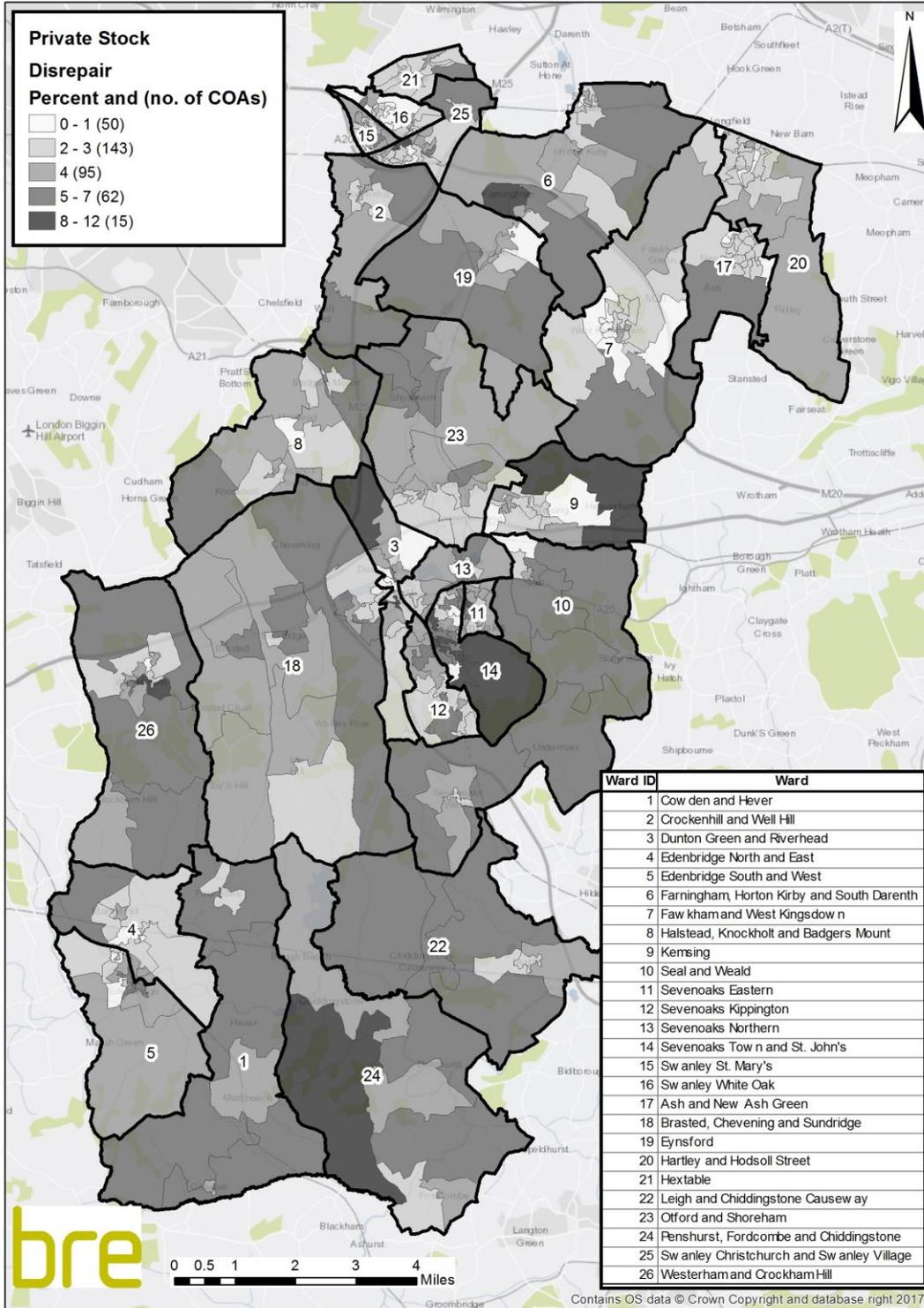
Map 7 shows the distribution of dwellings estimated to be in disrepair in Sevenoaks and indicates that there are pockets of higher levels of disrepair across the area, in particular in the wards of Sevenoaks Town and St. John's, Cowden and Hever and Penshurst, Fordcombe and Chiddingstone. **Map D. 4** zooms in on Sevenoaks and shows in more detail the urban areas.

³⁶ <https://www.gov.uk/government/publications/a-decent-home-definition-and-guidance>

³⁷ There are 4 components to the Decent Homes Standard – HHSRS, disrepair, modernisation and thermal comfort



Map 7: Percentage of private sector dwellings in Sevenoaks in disrepair



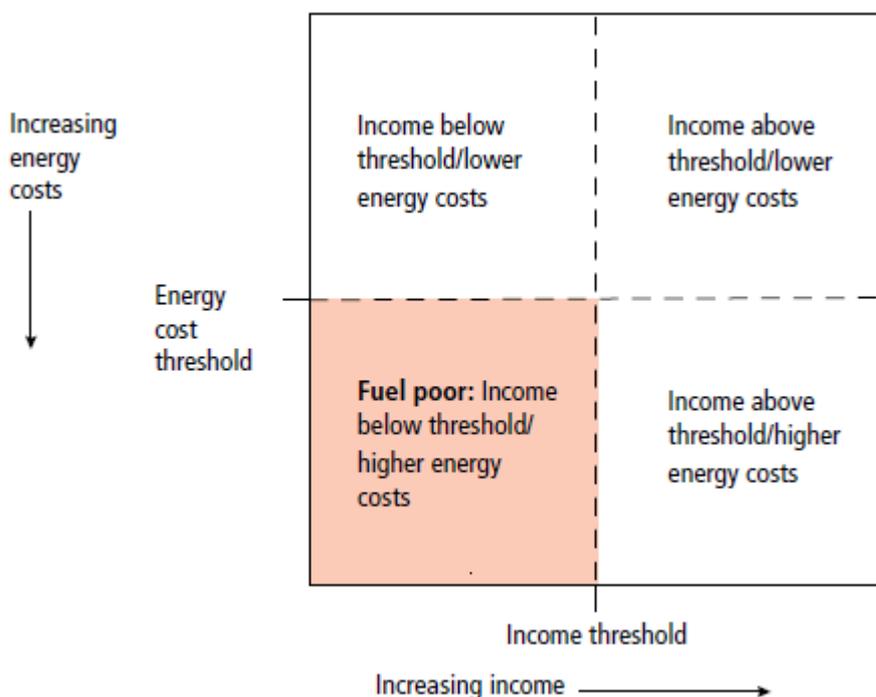


4.2.3.3 Fuel poverty

This report covers both the original definition and the more recent definition of fuel poverty. The original definition states that a household is said to be in fuel poverty if it spends more than 10% of its income on fuel to maintain an adequate level of warmth (defined as 21°C for the main living area, and 18°C for other occupied rooms in the 2012 Hills Fuel Poverty Review)³⁸. For the purposes of this report this is termed “fuel poverty (10%)”.

Under the Low Income High Costs definition, a household is said to be in fuel poverty if they have required fuel costs that are above average (the national median level) and were they to spend that amount they would be left with a residual income below the official poverty line (see the shaded area in **Figure 7** below). For the purposes of this report this is termed “fuel poverty (Low Income High Costs)”.

Figure 7: A representation of the Low Income High Costs definition of fuel poverty³⁸



A report produced by DECC³⁹ states that under the 10% fuel poverty indicator, increasing household income potentially removes households from fuel poverty as they will be spending a smaller proportion of their income on fuel. Reducing income has the opposite effect potentially pushing households into fuel poverty. Decreasing fuel prices and/or improvements made to the energy efficiency of the home can remove households from fuel poverty, while rising prices will have the opposite effect.

As the low income high cost indicator is a relative measure, it provides a much steadier trend in the number of fuel poor households over time than the 10% indicator. Whereas an increase in income is likely to reduce the extent of fuel poverty under the 10% definition, under the low income high cost indicator, a

³⁸ Hills, J. Getting the measure of fuel poverty - Final Report of the Fuel Poverty Review, London: LSE., 2012

³⁹ Fuel Poverty Report – Updated August 2013, Department of Energy and Climate Change, 2013



change in income will only have an impact on fuel poverty if households with low incomes and high costs see relatively larger income changes (increases or decreases) than the overall average change in income.

The 10% indicator tends to be very responsive to changes in prices, such that these usually dominate the indicator, outweighing other factors such as income and energy efficiency.

Map 8 shows that, based on the Low Income High Costs definition, there are areas of higher concentrations in the urban areas – mainly in and around the centre of Sevenoaks. The wards with the highest concentrations overall are in the wards of Cowden and Hever, Swanley St. Mary's and Penshurst, Fordcombe and Chiddingstone. **Map D. 5** provides more information on the Sevenoaks area.

For comparison, **Map 9** and **Map D. 6** show the results based on the fuel poverty 10% definition show that some of the more rural areas also have higher levels of fuel poverty under this definition.

When comparing **Map 8** and **Map 9** it is noticeable that in the rural areas around Sevenoaks levels of fuel poverty are relatively high under the 10% definition, but relatively low under the Low Income High Costs definition. This suggests that occupiers of properties in these areas may not be on low incomes and have larger properties that cost more to heat.

4.2.3.3.1 What type of property is in fuel poverty under the Low Income High Costs Definition?

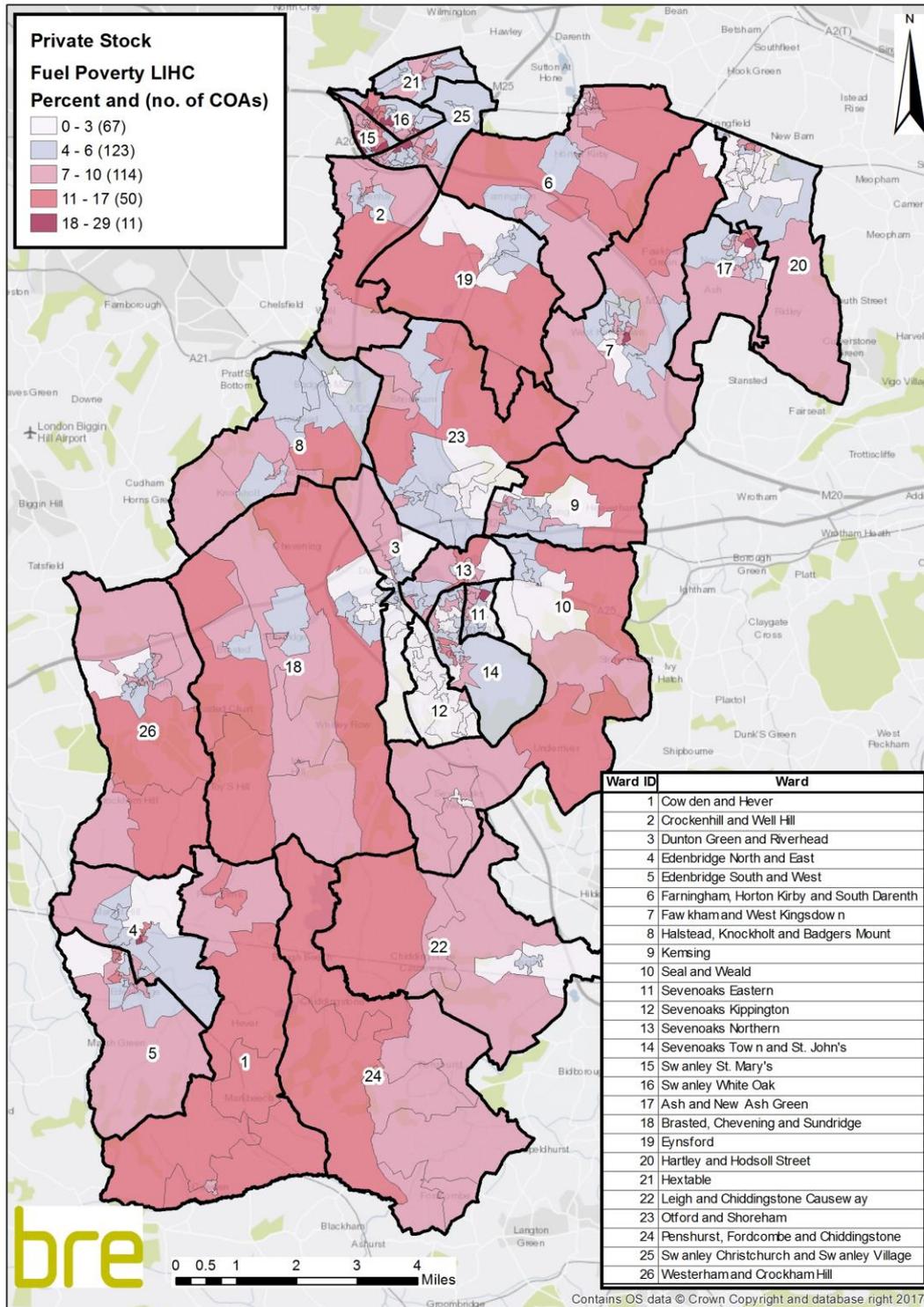
The Hills Fuel Poverty Review³⁸ provides useful figures that show the likely composition of a fuel poor household under this definition:

- 76% of fuel poor households have an EPC rating of E to G
- 20% of fuel poor households are rural
- 82% of fuel poor households live in houses as opposed to flats or bungalows
- A third of fuel poor households are found in a fifth of the most deprived households
- Fuel poverty is spread fairly evenly between regions, including London
- 34% of fuel poor households contain a person with a long term illness or disability
- 10% of fuel poor households contain a person over the age of 75
- 20% of fuel poor households contain a person under the age of 5

These figures should be considered when analysing the map showing the percentage of private sector dwellings in Sevenoaks occupied by households in fuel poverty under the Low Income High Costs definition.

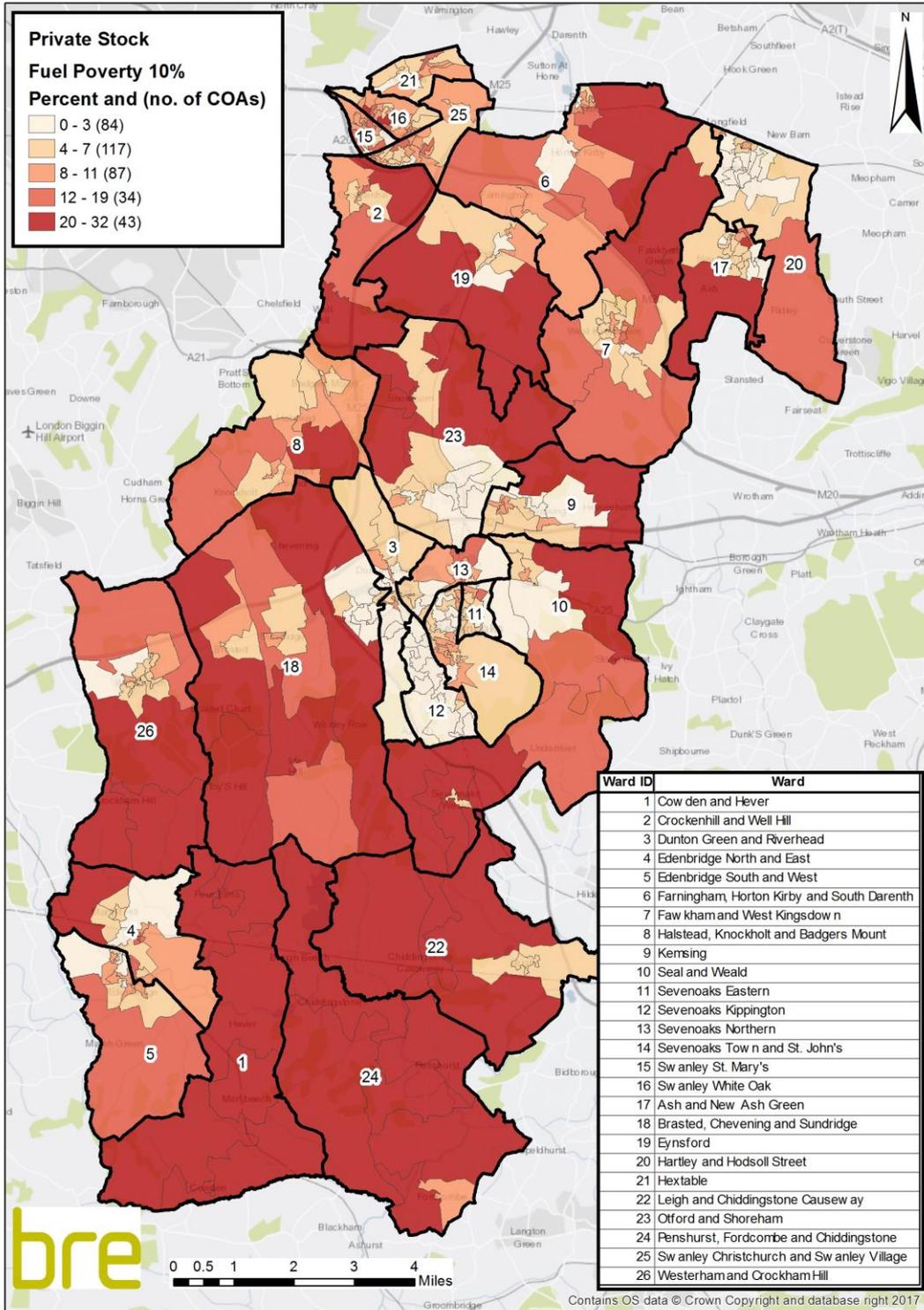


Map 8: Percentage of private sector dwellings in Sevenoaks occupied by households in fuel poverty - Low Income High Costs definition





Map 9: Percentage of private sector dwellings in Sevenoaks occupied by households in fuel poverty – 10% definition





4.2.3.4 Low income households

A low income household is defined as a household in receipt of:

- Income support
- Housing benefit
- Attendance allowance
- Disability living allowance
- Industrial injuries disablement benefit
- War disablement pension
- Pension credit
- Child tax credit
- Working credit

For child tax credit and working tax credit, the household is only considered a low income household if it has a relevant income of less than £15,860.

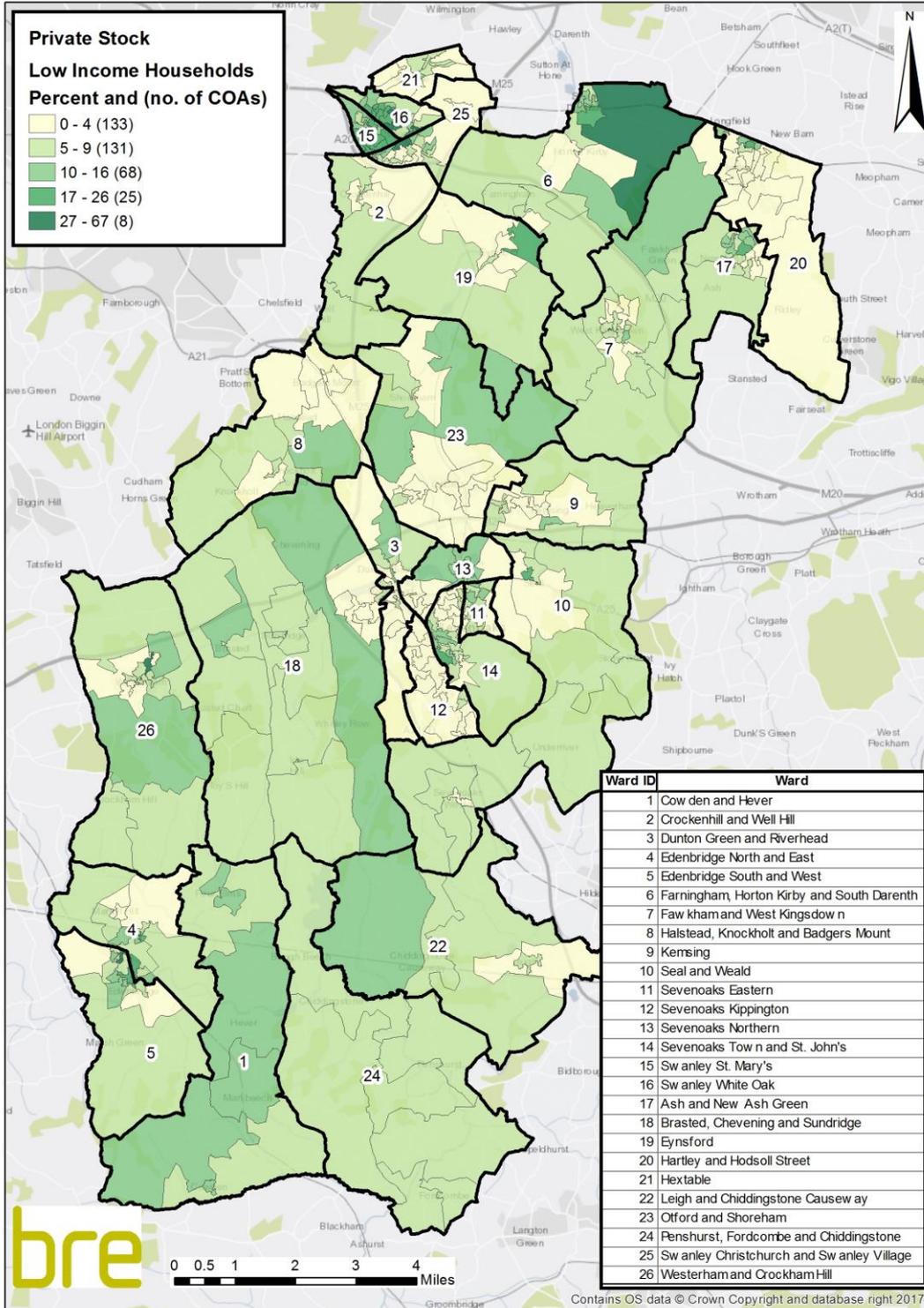
The definition also includes households in receipt of Council Tax benefit and income based Job Seekers Allowance.

Map 10 clearly shows that concentrations of low income households are clustered around the towns of Sevenoaks and, to a lesser extent, Tenterden. The highest levels overall are found in Swanley White Oak, Swanley St. Mary's and Farningham, Horton Kirby and South Darenth. **Map D. 7** provides more detail on Sevenoaks, showing, for example, that Swanley White Oak also has higher levels.

Map 11 provides an additional layer of information, with the data for low income households being combined with HHSRS excess cold data. This provides a vital picture of where vulnerable people are likely to be living in poor housing. The map indicates that there are pockets of both low income and excess cold mainly in the more rural areas. **Map D. 8** zooms in Sevenoaks to provide more detail.

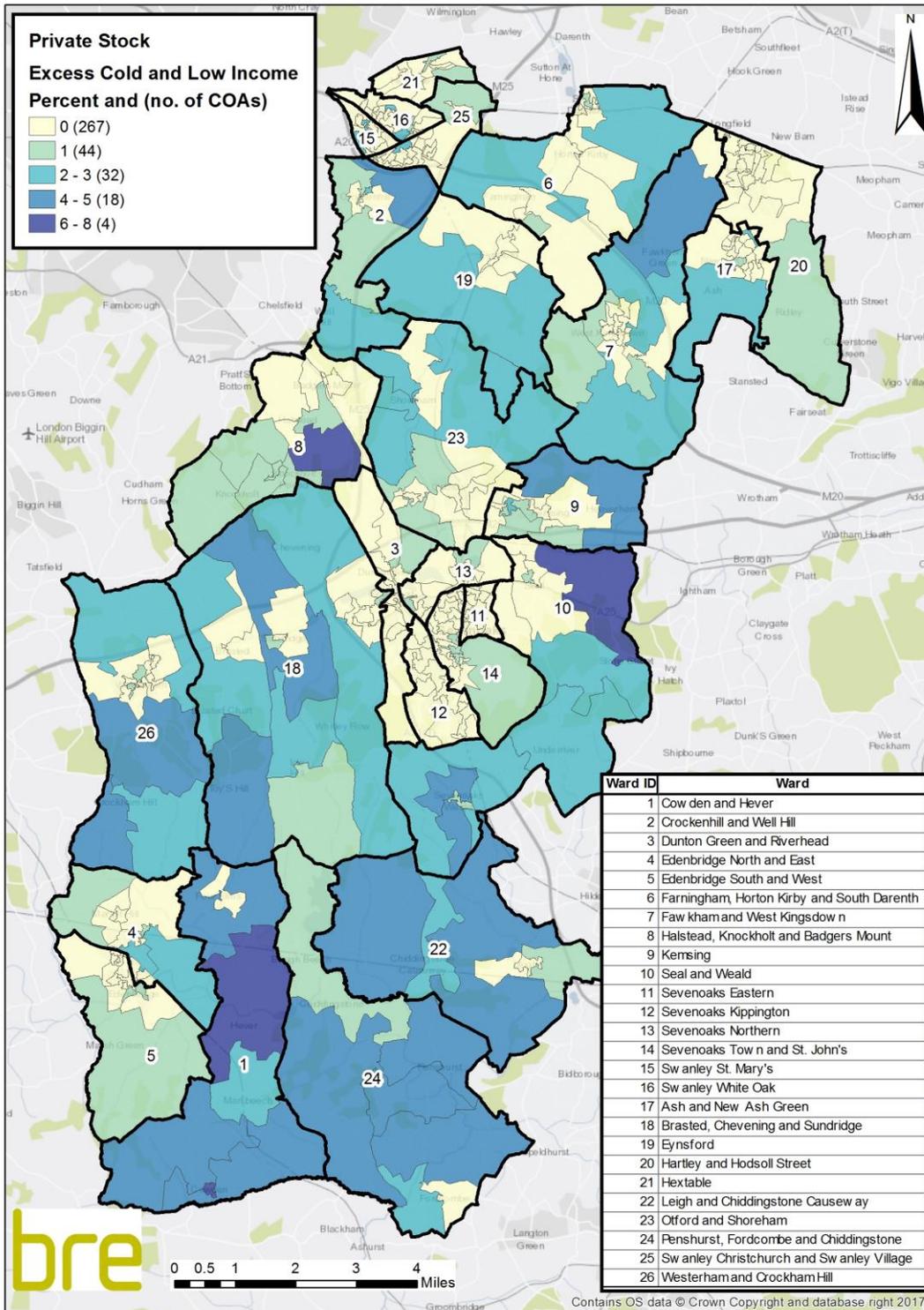


Map 10: Percentage of private sector dwellings in Sevenoaks occupied by low income households





Map 11: Percentage of private sector dwellings in Sevenoaks with both the presence of a HHSRS category 1 hazard for excess cold and occupied by low income households





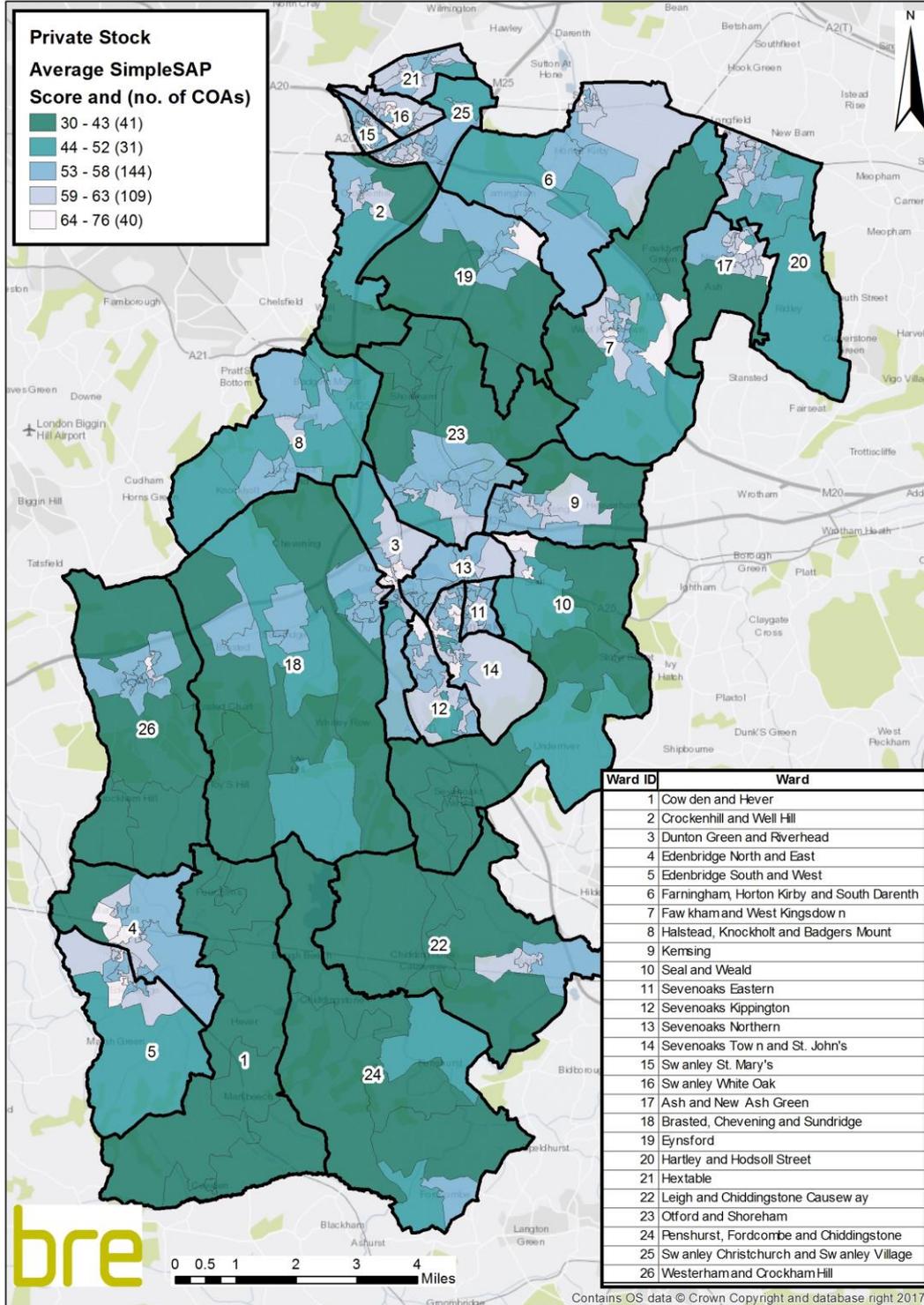
4.2.3.5 SimpleSAP

The average SimpleSAP map (**Map 12**) shows that areas with lower average SimpleSAP ratings are clustered throughout the area and, whilst there are some COAs in the towns, the majority of poor SimpleSAP ratings tend to be in the more rural areas. Whilst no particular ward obviously dominates, the data behind the map shows that the wards with the lowest average SimpleSAP ratings are Cowden and Hever, Penshurst, Fordcombe and Chiddingstone and Seal and Weald. **Map D. 9** provides more details for the urban areas of Sevenoaks.

Lower SimpleSAP ratings can occur in areas with larger, older homes where little work has been done by the occupiers to improve energy performance. The size of the home itself is not a factor in SimpleSAP, but these homes are more likely to be semi-detached or detached, and therefore have larger heat loss areas.



Map 12: Average SimpleSAP ratings per dwelling in Sevenoaks private sector stock





4.2.4 Ward level results for the key indicators – total stock and private sector stock

The previous maps have provided a visual representation of the key indicators at Census Output Area (COA) level. The following tables provide the complete set of figures at ward level for the key indicators; firstly, for the total stock (**Table 4**) and secondly, for the private sector stock (**Table 5**). This allows a direct comparison between the wards in Sevenoaks.

Table 4: Total stock – number and percentage of dwellings failing each of the key indicators, and average SimpleSAP ratings by ward

Ward	Dwellings	HHSRS category 1 hazards			Disrepair	Fuel poverty		Low income households	Average SimpleSAP
		All hazards	Excess cold	Fall hazards		10%	LIHC		
Ash and New Ash Green	2,558	264 (10%)	173 (7%)	101 (4%)	45 (2%)	177 (7%)	166 (6%)	316 (12%)	59
Brasted, Chevening and Sundridge	2,706	511 (19%)	387 (14%)	140 (5%)	92 (3%)	236 (9%)	148 (5%)	228 (8%)	52
Cowden and Hever	885	449 (51%)	426 (48%)	53 (6%)	39 (4%)	218 (25%)	94 (11%)	128 (14%)	37
Crockenhill and Well Hill	841	159 (19%)	122 (15%)	45 (5%)	27 (3%)	88 (10%)	53 (6%)	121 (14%)	53
Dunton Green and Riverhead	2,407	143 (6%)	67 (3%)	74 (3%)	72 (3%)	82 (3%)	85 (4%)	190 (8%)	62
Edenbridge North and East	2,252	207 (9%)	138 (6%)	75 (3%)	55 (2%)	168 (7%)	129 (6%)	403 (18%)	59
Edenbridge South and West	1,906	183 (10%)	109 (6%)	67 (4%)	42 (2%)	123 (6%)	108 (6%)	389 (20%)	60
Eynsford	865	114 (13%)	81 (9%)	39 (5%)	23 (3%)	58 (7%)	35 (4%)	77 (9%)	55
Farningham, Horton Kirby and South Darent	2,243	226 (10%)	124 (6%)	100 (4%)	66 (3%)	191 (9%)	143 (6%)	358 (16%)	58
Fawkham and West Kingsdown	2,712	391 (14%)	314 (12%)	91 (3%)	50 (2%)	236 (9%)	145 (5%)	231 (9%)	55
Halstead, Knockholt and Badgers Mount	1,479	206 (14%)	147 (10%)	67 (5%)	46 (3%)	125 (8%)	89 (6%)	104 (7%)	53
Hartley and Hodsoll Street	2,497	197 (8%)	140 (6%)	62 (2%)	46 (2%)	114 (5%)	82 (3%)	240 (10%)	58
Hextable	1,742	118 (7%)	65 (4%)	55 (3%)	35 (2%)	101 (6%)	98 (6%)	143 (8%)	59
Kemsing	1,778	211 (12%)	133 (7%)	82 (5%)	46 (3%)	91 (5%)	75 (4%)	163 (9%)	56
Leigh and Chiddingstone Causeway	1,018	252 (25%)	217 (21%)	62 (6%)	35 (3%)	108 (11%)	56 (6%)	124 (12%)	51
Otford and Shoreham	1,992	394 (20%)	326 (16%)	83 (4%)	67 (3%)	128 (6%)	80 (4%)	142 (7%)	51
Penshurst, Fordcombe and Chiddingstone	1,076	458 (43%)	425 (39%)	66 (6%)	47 (4%)	224 (21%)	92 (9%)	104 (10%)	41
Seal and Weald	1,834	517 (28%)	445 (24%)	93 (5%)	71 (4%)	201 (11%)	105 (6%)	211 (12%)	48



Table 4 cont.: Total stock – number and percentage of dwellings failing each of the key indicators, and average SimpleSAP ratings by ward

Ward	Dwellings	HHSRS category 1 hazards			Disrepair	Fuel poverty		Low income households	Average SimpleSAP
		All hazards	Excess cold	Fall hazards		10%	LIHC		
Sevenoaks Eastern	1,802	138 (8%)	56 (3%)	83 (5%)	71 (4%)	83 (5%)	97 (5%)	265 (15%)	58
Sevenoaks Kippington	1,929	119 (6%)	76 (4%)	45 (2%)	50 (3%)	20 (1%)	23 (1%)	128 (7%)	59
Sevenoaks Northern	1,846	145 (8%)	61 (3%)	75 (4%)	54 (3%)	107 (6%)	112 (6%)	285 (15%)	58
Sevenoaks Town and St. John's	3,043	211 (7%)	118 (4%)	100 (3%)	147 (5%)	163 (5%)	166 (5%)	298 (10%)	59
Swanley Christchurch and Swanley Village	2,424	203 (8%)	116 (5%)	93 (4%)	68 (3%)	174 (7%)	170 (7%)	271 (11%)	58
Swanley St. Mary's	1,932	131 (7%)	60 (3%)	69 (4%)	39 (2%)	143 (7%)	152 (8%)	748 (39%)	60
Swanley White Oak	2,938	148 (5%)	67 (2%)	80 (3%)	40 (1%)	217 (7%)	196 (7%)	1,045 (36%)	63
Westerham and Crockham Hill	2,000	408 (20%)	336 (17%)	92 (5%)	76 (4%)	199 (10%)	122 (6%)	257 (13%)	52

N.B. the information on hazards refers to the number of dwellings with a hazard of the stated type. Because of this there is likely to be some overlap – for example, some dwellings are likely to have excess cold and fall hazards but this dwelling would only be represented once under 'all hazards'. The number of dwellings under 'all hazards' can therefore be less than the sum of the excess cold plus fall hazards.



Table 5: Private sector stock – number and percentage of dwellings for each of the key indicators, and average SimpleSAP ratings by ward

Ward	Dwellings	HHSRS category 1 hazards			Disrepair	Fuel poverty		Low income households	Average SimpleSAP
		All hazards	Excess cold	Fall hazards		10%	LIHC		
Ash and New Ash Green	2,341	242 (10%)	153 (7%)	99 (4%)	43 (2%)	152 (6%)	148 (6%)	168 (7%)	59
Brasted, Chevening and Sundridge	2,473	489 (20%)	370 (15%)	135 (5%)	89 (4%)	229 (9%)	141 (6%)	119 (5%)	51
Cowden and Hever	767	430 (56%)	408 (53%)	51 (7%)	38 (5%)	211 (28%)	88 (11%)	73 (10%)	35
Crockenhill and Well Hill	710	155 (22%)	120 (17%)	43 (6%)	26 (4%)	83 (12%)	49 (7%)	32 (5%)	51
Dunton Green and Riverhead	2,222	139 (6%)	66 (3%)	72 (3%)	69 (3%)	78 (4%)	81 (4%)	95 (4%)	61
Edenbridge North and East	1,863	189 (10%)	125 (7%)	69 (4%)	50 (3%)	146 (8%)	112 (6%)	161 (9%)	59
Edenbridge South and West	1,462	158 (11%)	92 (6%)	61 (4%)	37 (3%)	103 (7%)	92 (6%)	116 (8%)	59
Eynsford	797	103 (13%)	70 (9%)	38 (5%)	22 (3%)	54 (7%)	32 (4%)	42 (5%)	56
Farningham, Horton Kirby and South Darenth	1,991	209 (10%)	112 (6%)	95 (5%)	62 (3%)	180 (9%)	133 (7%)	218 (11%)	58
Fawkham and West Kingsdown	2,558	379 (15%)	304 (12%)	89 (3%)	48 (2%)	228 (9%)	142 (6%)	127 (5%)	54
Halstead, Knockholt and Badgers Mount	1,389	203 (15%)	145 (10%)	66 (5%)	45 (3%)	123 (9%)	87 (6%)	62 (4%)	53
Hartley and Hodsoll Street	2,259	180 (8%)	128 (6%)	58 (3%)	43 (2%)	103 (5%)	72 (3%)	76 (3%)	58
Hextable	1,622	115 (7%)	64 (4%)	53 (3%)	33 (2%)	95 (6%)	94 (6%)	69 (4%)	59
Kemsing	1,561	200 (13%)	127 (8%)	78 (5%)	44 (3%)	84 (5%)	69 (4%)	55 (4%)	56
Leigh and Chiddingstone Causeway	866	243 (28%)	210 (24%)	60 (7%)	34 (4%)	104 (12%)	51 (6%)	48 (6%)	49
Otford and Shoreham	1,790	375 (21%)	308 (17%)	81 (5%)	64 (4%)	122 (7%)	72 (4%)	53 (3%)	50
Penshurst, Fordcombe and Chiddingstone	1,000	446 (45%)	415 (42%)	65 (7%)	45 (5%)	220 (22%)	88 (9%)	68 (7%)	40
Seal and Weald	1,609	487 (30%)	419 (26%)	89 (6%)	70 (4%)	191 (12%)	96 (6%)	87 (5%)	47



Table 5 cont.: Private sector stock – number and percentage of dwellings for each of the key indicators, and average SimpleSAP ratings by ward

Ward	Dwellings	HHSRS category 1 hazards			Disrepair	Fuel poverty		Low income households	Average SimpleSAP
		All hazards	Excess cold	Fall hazards		10%	LIHC		
Sevenoaks Eastern	1,494	129 (9%)	52 (3%)	78 (5%)	63 (4%)	66 (4%)	83 (6%)	79 (5%)	56
Sevenoaks Kippington	1,727	117 (7%)	75 (4%)	44 (3%)	49 (3%)	14 (1%)	18 (1%)	14 (1%)	58
Sevenoaks Northern	1,532	134 (9%)	55 (4%)	71 (5%)	50 (3%)	94 (6%)	100 (7%)	98 (6%)	57
Sevenoaks Town and St. John's	2,832	203 (7%)	111 (4%)	99 (3%)	142 (5%)	153 (5%)	158 (6%)	191 (7%)	59
Swanley Christchurch and Swanley Village	2,198	197 (9%)	114 (5%)	89 (4%)	63 (3%)	163 (7%)	160 (7%)	145 (7%)	58
Swanley St. Mary's	1,107	93 (8%)	38 (3%)	54 (5%)	29 (3%)	95 (9%)	109 (10%)	149 (13%)	58
Swanley White Oak	1,929	121 (6%)	54 (3%)	67 (3%)	31 (2%)	154 (8%)	151 (8%)	303 (16%)	62
Westerham and Crockham Hill	1,732	394 (23%)	325 (19%)	88 (5%)	71 (4%)	190 (11%)	115 (7%)	113 (7%)	50

N.B. the information on hazards refers to the number of dwellings with a hazard of the stated type. Because of this there is likely to be some overlap – for example, some dwellings are likely to have excess cold and fall hazards but this dwelling would only be represented once under 'all hazards'. The number of dwellings under 'all hazards' can therefore be less than the sum of the excess cold plus fall hazards.



4.3 Information relating to LAHS reporting and EPC ratings

4.3.1 Cost of mitigating category 1 hazards in the Sevenoaks private sector stock

The costs to mitigate all category 1 hazards in Sevenoaks’s private sector stock are provided in the accompanying Health Impact Assessment (HIA) report. The total mitigation costs for Sevenoaks’s private sector stock and split into tenure are shown in **Table 6**.

Table 6: Estimated costs to mitigate all category 1 hazards in private sector stock, split into tenure

HHSRS cat 1 hazards	Total private stock (£)	Owner occupied (£)	Private rented (£)
	29,601,460	26,142,145	3,459,315

4.3.2 Houses in Multiple Occupation (HMOs) in the Sevenoaks private sector stock

The Housing Act 2004 introduced a new set of definitions for HMOs in England from 6 April 2006⁴⁰. The definition is a complex one and the bullet points below, which are adapted from web pages provided by the National HMO Network⁴¹, provide a summary:

- An entire house or flat which is let to 3 or more tenants who form 2 or more households and who share a kitchen, bathroom or toilet
- A house which has been converted entirely into bedsits or other non-self-contained accommodation and which is let to 3 or more tenants who form two or more households and who share kitchen, bathroom or toilet facilities
- A converted house which contains one or more flats which are not wholly self-contained (i.e. the flat does not contain within it a kitchen, bathroom and toilet) and which is occupied by 3 or more tenants who form two or more households
- A building which is converted entirely into self-contained flats if the conversion did not meet the standards of the 1991 Building Regulations and more than one-third of the flats are let on short-term tenancies

The Government proposes to extend mandatory licensing to cover all relevant HMOs regardless of the number of storeys⁴². The requirement for the HMO to be occupied by five or more persons in two or more households will remain. As it now seems likely that the definition for licensable HMOs will change, the figures for the proposed new definition have been included in this report.

⁴⁰ See Sections 254-258 of the Housing Act (<http://www.legislation.gov.uk/ukpga/2004/34/contents>)

⁴¹ National HMO Network <http://www.nationalhmonetwork.com/definition.php>

⁴²

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/560777/HMO_Tech_Disc_RESPONSE_DOC.pdf



To be classified as an HMO the property must be used as the tenants' only or main residence and it should be used solely or mainly to house tenants. Properties let to students and migrant workers will be treated as their only or main residence and the same will apply to properties which are used as domestic refuges.

The LAHS requires estimates of the number of HMOs and the number of mandatory licensable HMOs.

- Number of private sector HMOs
 - Modelled using specific criteria from a number of Experian data sources and information derived from the SimpleCO₂ model. The criteria include privately rented dwellings with 3 or more bedrooms occupied by male/female/mixed home sharers, mixed occupancy dwellings or classified as the following Experian Mosaic classifications:
 - Renting a room
 - Career Builders
 - Flexible Workforce
 - Bus Route Renters
 - Learners and earners
 - Student scene
- Number of mandatory licensing scheme HMOs
 - This has been modelled using the above criteria for HMOs plus the dwelling must have 3 or more storeys and 4 or more bedrooms.
 - Flats where there are 4 or more bedrooms and two or more storeys in the dwelling which is within a building of 3 or more storeys containing a non-residential element.
- Number of licensable HMOs under the Government's proposed new definition
 - This has been modelled using the above criteria for HMOs plus the dwelling must have 4 or more bedrooms.
 - Flats where there are 4 or more bedrooms which is within a building of 2 or more storeys containing a non-residential element.

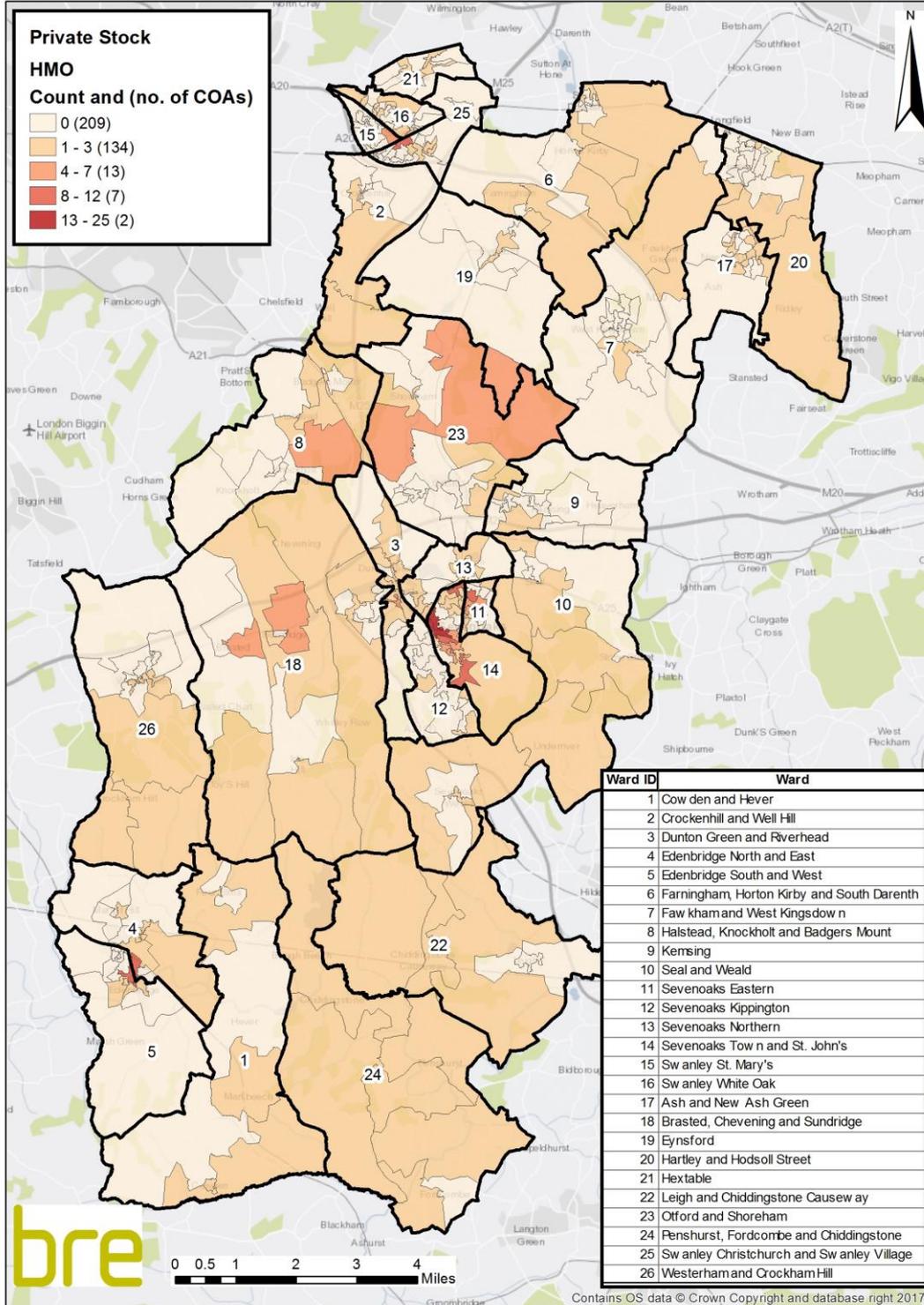
Table 7 summarises the results for the private sector stock in Sevenoaks, while **Map 13** shows the geographic distribution of HMOs, **Map 14** shows the distribution of licensable HMOs and **Map 15** shows the distribution of licensable HMOs under the proposed definition. The maps show the majority of HMOs to be concentrated in the urban area of Sevenoaks with a few in Edenbridge and Swanley. Licensable HMOs are found in and around the town of Sevenoaks and to the north of Swanley. Under the proposed licensing definition, there is a larger scattering across Sevenoaks. **Map D. 10**, **Map D. 11** and **Map D. 12** zoom in on the urban area of Sevenoaks for HMOs, licensable HMOs (current definition) and licensable HMOs (proposed definition), respectively. As previously mentioned, ward level data on HMOs is available in the accompanying database and **Appendix C** provides guidance on how to use the database.

Table 7: Summary of HMOs within the Sevenoaks private sector stock

Sevenoaks	No. of private sector dwellings	HMOs	Current Mandatory Licensing Scheme HMOs	Proposed Mandatory Licensing Scheme HMOs
	43,831	352	6	69

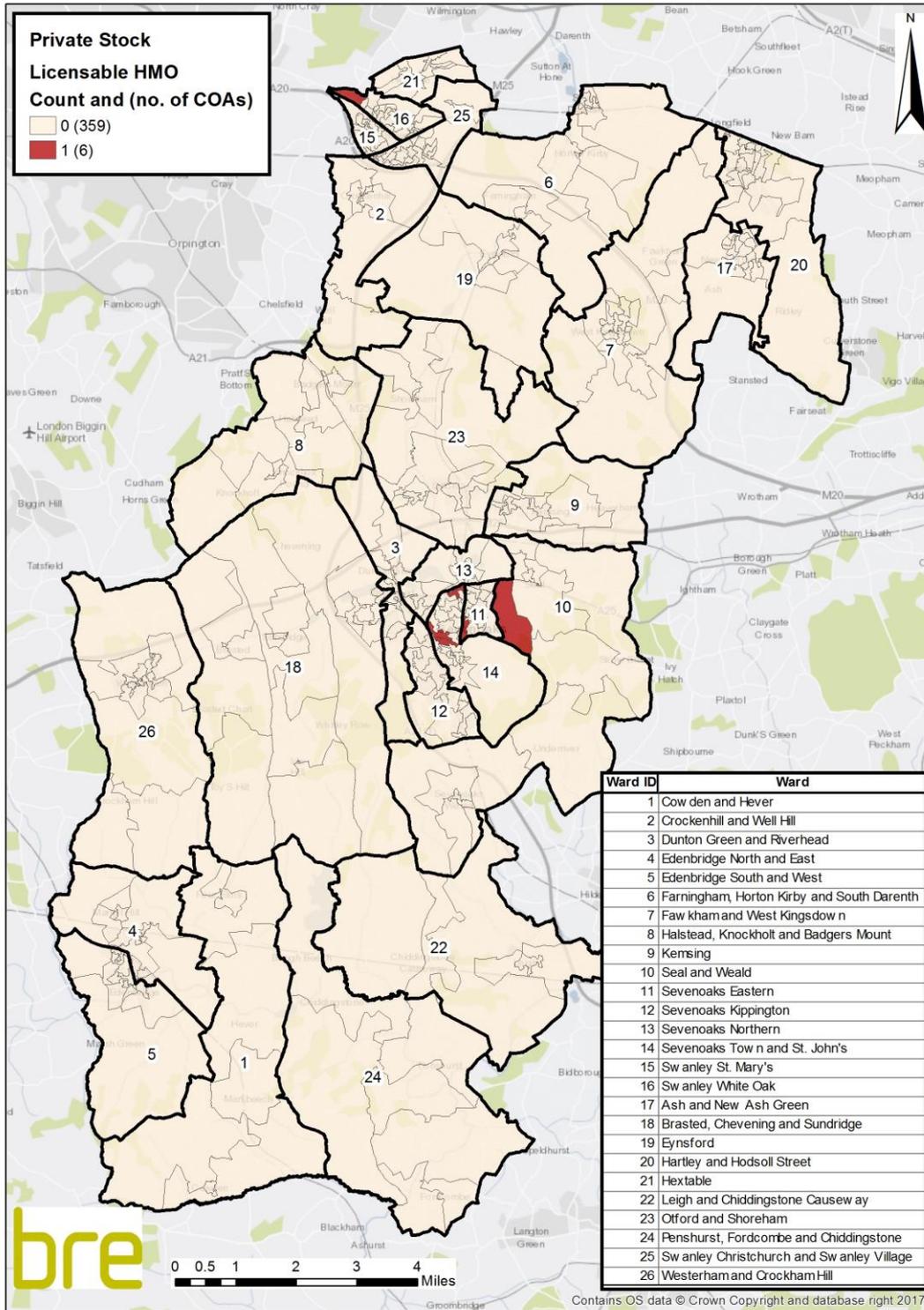


Map 13: Count of HMOs based on all dwellings



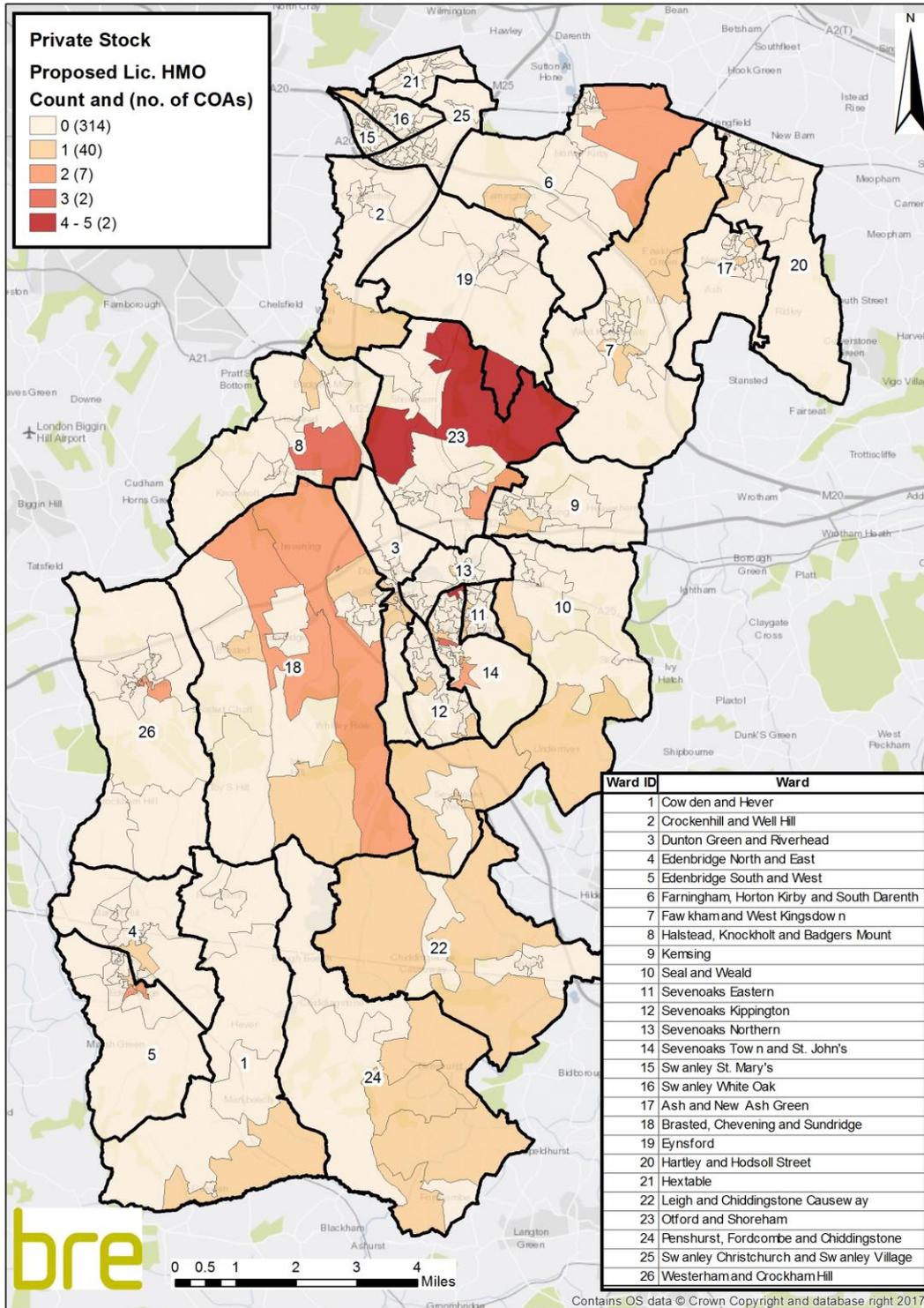


Map 14: Count of licensable HMOs based on all dwellings





Map 15: Count of licensable HMOs under proposed definition based on all dwellings





4.3.3 EPC ratings in the Sevenoaks private sector stock

An Energy Performance Certificate (EPC) is required whenever a new building is constructed, or an existing building is sold or rented out. An EPC is a measure of the energy efficiency performance of a building and is rated from band A – G, with A representing the best performance. The EPC ratings correspond to a range of SAP ratings from 1 – 100, with 100 being the best. It is possible, therefore, to give a dwelling an EPC rating based on the SAP rating.

Figure 8 below shows the bands A – G and corresponding SAP ratings in brackets. The first two columns show the number and percentage of Sevenoaks’s private sector stock falling into each of the EPC ratings bands. The third column shows the comparable figures for the private sector stock in England.

The estimated average SimpleSAP for the private sector stock in Sevenoaks is 55 which corresponds to an EPC rating of D. The number of private sector dwellings with an EPC rating below band E is estimated to be 5,728 (13.1%). The distribution of EPC ratings across the bands is broadly similar to the England figures, although Sevenoaks has a slightly higher proportion of dwellings in the band C and bands F and G and slightly lower proportions in the D and E bands.

Figure 8: Number and percentage of Sevenoaks’s *private sector stock* falling into each of the EPC ratings bands (based on SimpleSAP), compared to England (EHS) figures *N.B. England figures report band A and B together*

		Sevenoaks		2012 EHS England
		Count	Percent	Percent
(92-100)	A	1	0.0%	0.6%
(81-91)	B	110	0.3%	
(69-80)	C	6,767	15.4%	14.2%
(55-68)	D	20,459	46.7%	51.0%
(39-54)	E	10,766	24.6%	27.3%
(21-38)	F	4,339	9.9%	5.5%
(1-20)	G	1,389	3.2%	1.5%



Under the Energy Act 2011, new rules mean that from 2018 landlords must ensure that their properties meet a minimum energy efficiency standard - which has been set at band E - by 1 April 2018^{43, 44}.

Figure 9 shows the breakdown of SimpleSAP results into the A – G bands for the private rented stock only and compared to the figures for this tenure in England as a whole. The number of private rented dwellings in Sevenoaks with a rating below band E (i.e. bands F and G), is estimated to be 643 (12%). Compared to England, there are a greater proportion of dwellings in band C and lower proportions in band E.

The distribution of dwellings with EPC ratings below band E is shown in **Map 16** and maps zooming in on each of the areas of Sevenoaks are provided in **Map D. 13**. These are for the private rented stock only, since this is affected by the new rules on minimum standards. Under the legislation these properties would not be eligible to be rented out after 2018.

Figure 9: Number and percentage of Sevenoaks's *private rented stock* falling into each of the EPC ratings bands (based on SimpleSAP), compared to England (EHS) figures *N.B. England figures report band A and B together*

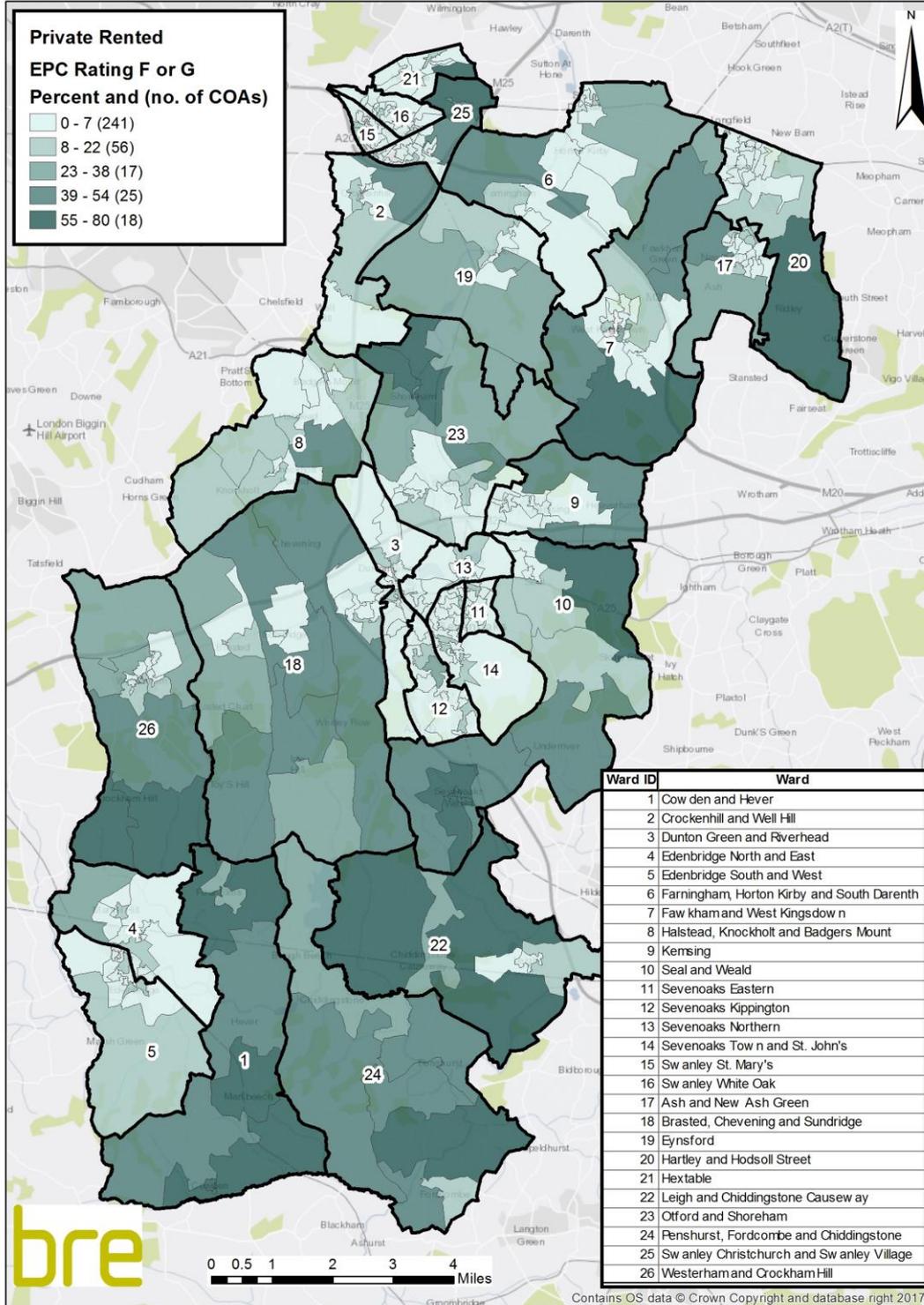
		Sevenoaks		2012 EHS England
		Count	Percent	Percent
(92-100)	A	1	0.0%	1.0%
(81-91)	B	31	0.6%	
(69-80)	C	1,363	25.3%	18.9%
(55-68)	D	2,257	42.0%	46.2%
(39-54)	E	1,082	20.1%	24.5%
(21-38)	F	465	8.6%	7.0%
(1-20)	G	178	3.3%	2.5%

⁴³ <http://www.legislation.gov.uk/ukxi/2015/962/contents/made>

⁴⁴ Although landlords will still be able to rent out F and G rated properties after this date they will not be able to renew or sign a new contract.



Map 16: Distribution of dwellings with F or G EPC ratings in the private rented stock





4.4 Energy efficiency variables for Sevenoaks

Section 2.5 provides an overview of the ECO policy – two of the main energy efficiency improvements that fall under these policies are insulation of cavity walls and lofts. An understanding of the numbers and geographical distribution of dwellings which would be suitable for such improvements is a useful step in targeting resources in Sevenoaks. The BRE Models have been used to determine the following variables for Sevenoaks:

- Wall type and presence of cavity wall insulation
 - Solid wall
 - Insulated cavity wall
 - Un-insulated cavity wall

- Presence and level of loft insulation
 - No loft
 - Loft with no insulation
 - Level of loft insulation – 50, 100, 150, 200, 250+ mm loft insulation

Table 8 and **Table 9** show the modelled results in terms of the numbers and percentages of dwellings in Sevenoaks's private sector stock for walls and lofts respectively (ward level data can be obtained from the database supplied alongside this report). They also show the percentage figures for the South East region and for England overall to enable comparison. The results indicate that a proportion of the private sector stock in Sevenoaks could benefit from energy efficiency improvements with an estimated 12,413 dwellings (28%) having un-insulated cavity walls. Furthermore, there are an estimated 8,040 dwellings (18% of Sevenoaks's private sector stock) which have less than 100mm of loft insulation with 3,004 (7%) having no loft insulation at all. In Sevenoaks, it is estimated that 68% of the housing stock have cavity walls; whilst this is very similar to the regional and national figures, it is estimated that a greater proportion of these have been insulated in Sevenoaks compared to the EHS national figures. However, there are still opportunities for implementing ECO in dwellings without cavity wall insulation which still represent over a quarter of the housing stock. These types of dwellings are likely to be of particular interest to ECO providers and the distribution of these dwellings is shown in **Map 17** to **Map 19** with maps zooming in on the urban area of Sevenoaks provided in **Appendix D**.

Map 17 shows that the prevalence of un-insulated cavities is scattered throughout the area. **Map D. 14** shows the COAs with the highest levels in the urban area of Sevenoaks – again there is no particular pattern.

Map 18 shows that there are pockets of areas with solid walls distributed throughout the area with a tendency towards the rural areas and central parts of Sevenoaks. **Map D. 15** zooms in on Sevenoaks and indicates that there tends to be a higher prevalence of solid walls in the more central wards with a clear band around the town with lower levels of solid walls which could be a result of newer dwellings being constructed in the suburban areas.

Map 19 shows that areas with lower levels of loft insulation (100mm or less) are scattered throughout the district. **Map D. 16** shows Sevenoaks in more detail and the lowest levels of loft insulation are in the more central wards and, as with solid walls, there is a band around the town with higher levels of loft insulation.



Table 8: Estimates of the numbers and percentage of dwellings for each of the energy efficiency variables for walls assessed for the private sector stock in Sevenoaks and compared to the South East region and national figure (EHS 2012)

Variable		Private stock		2012 EHS Regional (private stock)	2012 EHS England (private stock)
		No.	%	%	%
No. of private sector dwellings		43,831	-	-	-
Wall type	Solid	12,197	28%	23%	33%
	Insulated cavity	17,474	40%	42%	38%
	Un-insulated cavity	12,413	28%	35%	29%
% of cavity walls only that are uninsulated		-	42%	45%	43%

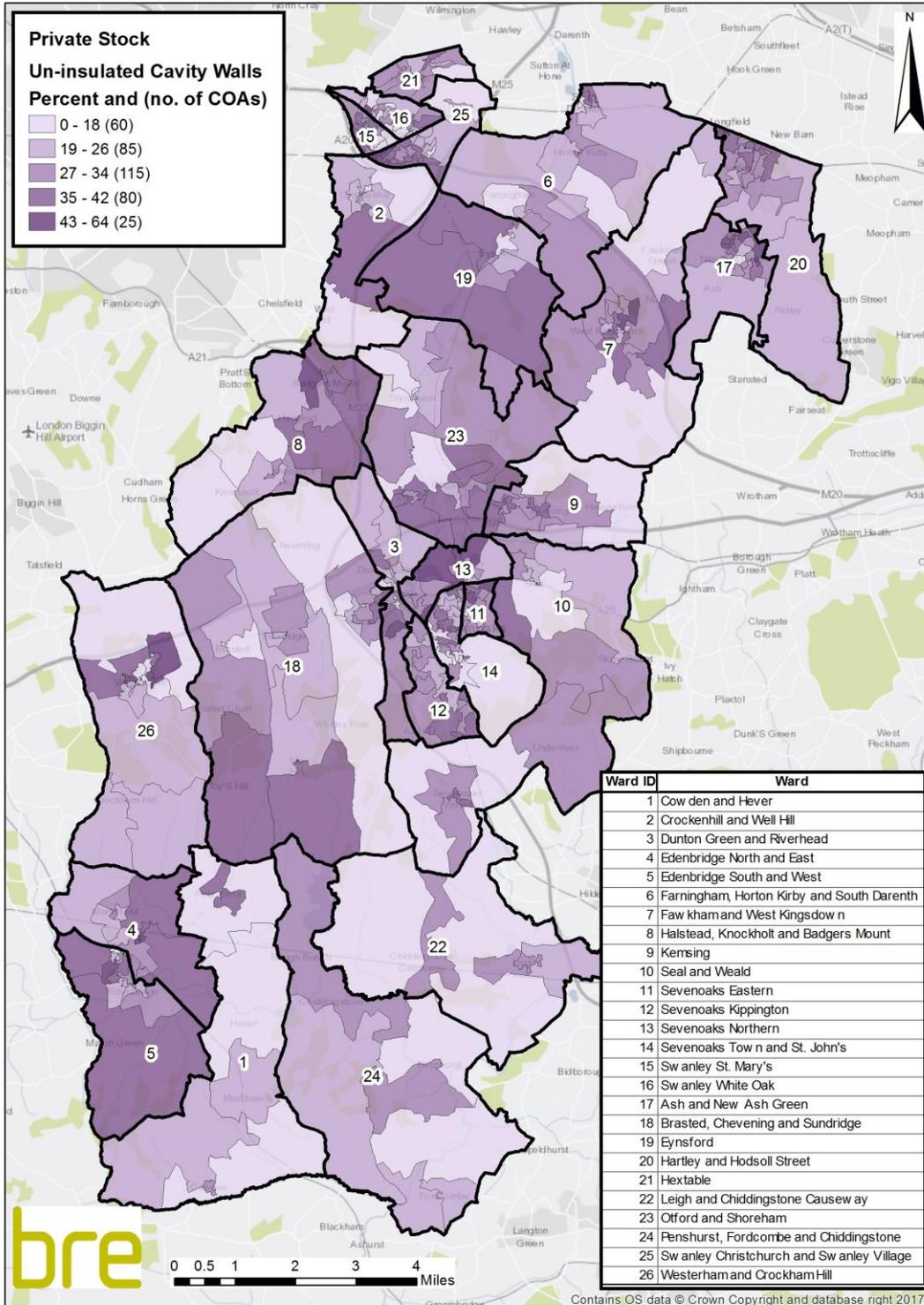
N.B. the different wall types do not add up to the total number of private sector dwellings due to the small number of timber-frame and stone buildings

Table 9: Estimates of the numbers and percentage of dwellings for each of the energy efficiency variables for lofts assessed for the private sector stock in Sevenoaks and compared to the South East region and national figure (EHS 2012)

Variable		Private stock		2012 EHS Regional (private stock)	2012 EHS England (private stock)
		No.	%	%	%
No. of private sector dwellings		43,831	-	-	-
Level of loft insulation	No loft	2,843	6%	9%	9%
	No insulation	3,004	7%	4%	4%
	50mm	5,036	11%	3%	2%
	100mm	10,792	25%	17%	14%
	150mm	8,445	19%	24%	23%
	200mm	4,570	10%	12%	12%
	250+mm	9,141	21%	29%	34%
Less than 100mm		8,040	18%	7%	7%

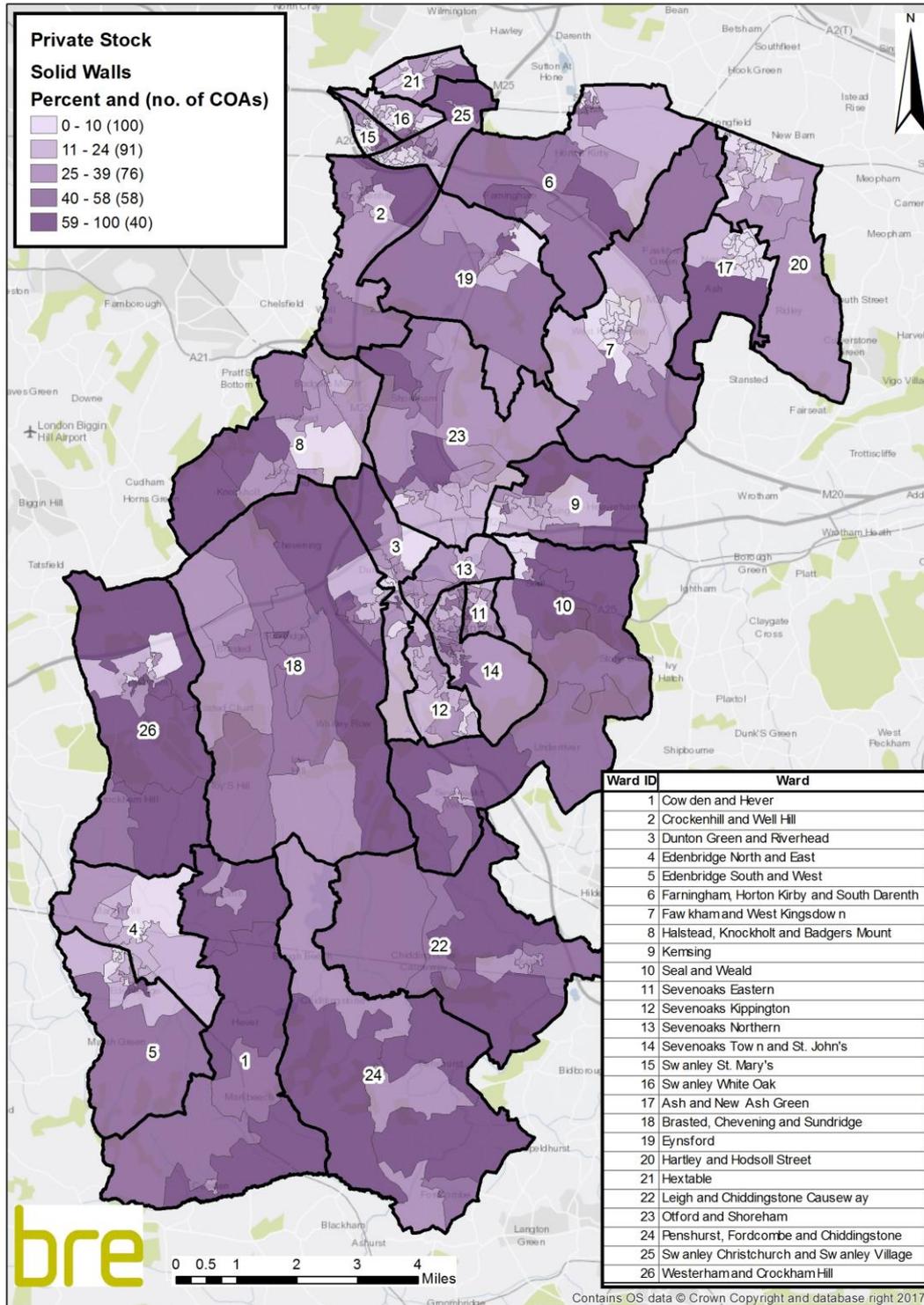


Map 17: Energy efficiency variables - percentage of private sector dwellings in Sevenoaks with un-insulated cavity walls



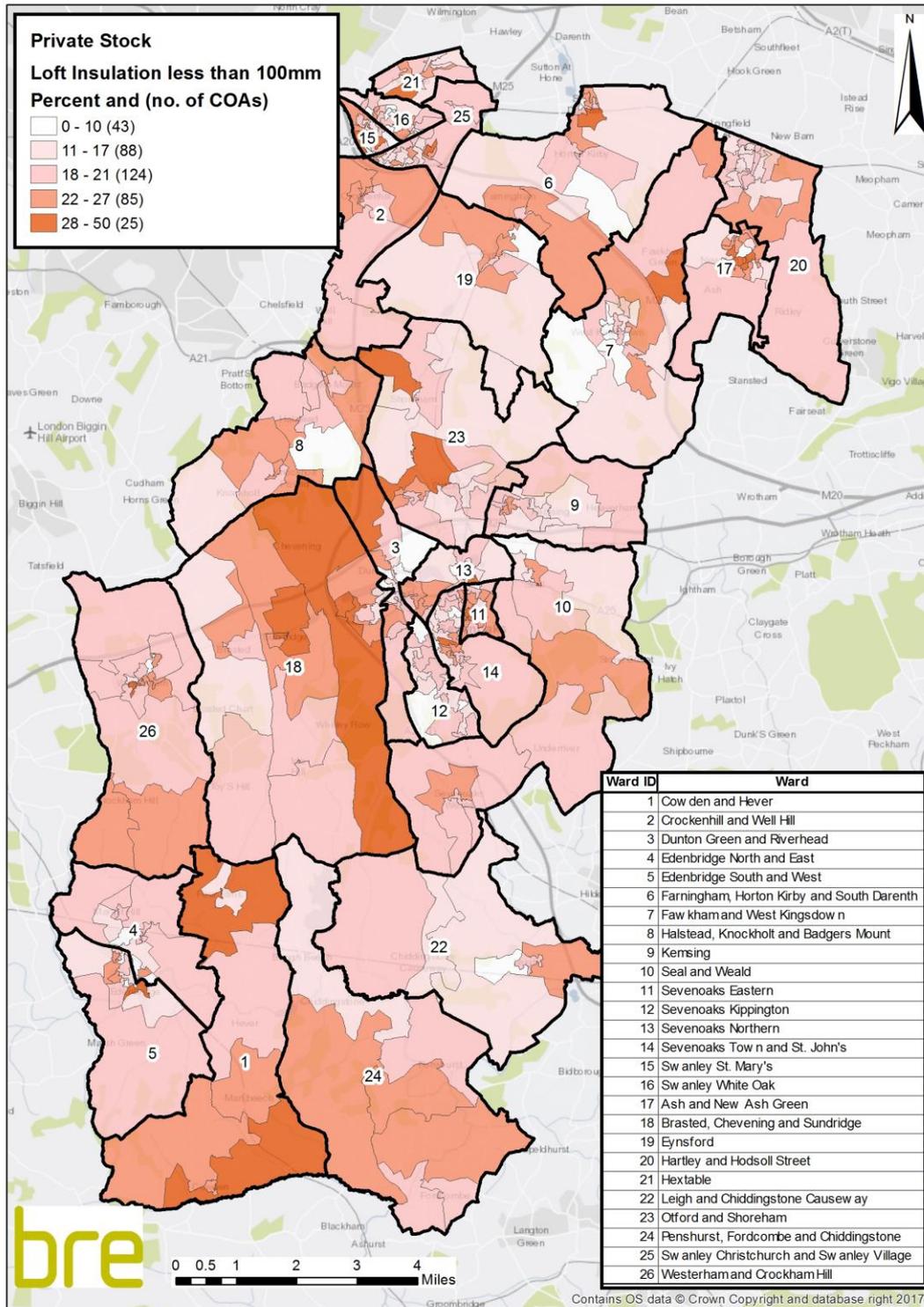


Map 18: Energy efficiency variables - percentage of private sector dwellings in Sevenoaks with solid walls





Map 19: Energy efficiency variables – percentage of private sector dwellings in Sevenoaks with less than 100mm or no loft insulation





4.5 Energy planning variables for Sevenoaks

In addition to the energy efficiency key indicators, the “energy outputs” part of the housing stock modelling approach (see **Figure 1**) provides the database with estimates of a number of other energy efficiency variables. These variables are: SimpleSAP, notional SimpleCO₂, notional energy demand and cost, notional heat demand and cost. **Table 10** shows the energy efficiency variables in terms of the average figure per dwelling in Sevenoaks, split by tenure. It is clear that the owner occupied stock has the highest average figures for all the variables (excluding SimpleSAP and electricity cost) which may, in part, be due to owner occupied dwellings being larger than those in the other tenures. Such information provides a useful picture of the local housing stock and can also be useful in planning infrastructure projects such as district heating schemes, or for projects seeking to lever in ECO funding.

Table 10: Modelled data for average energy efficiency variables per dwelling by tenure in Sevenoaks

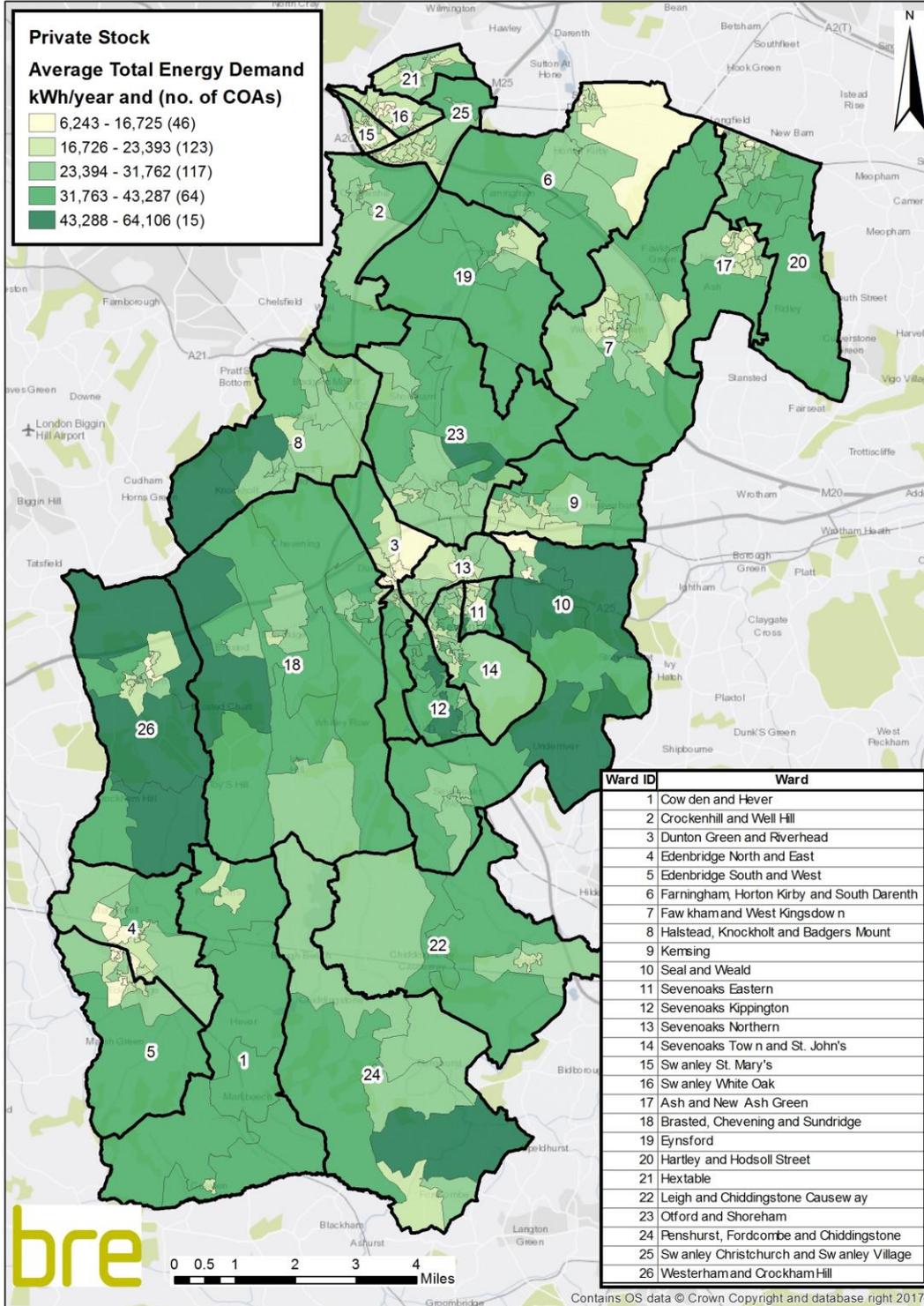
Variable	Tenure		
	Owner occupied	Private rented	Social
No. of dwellings	38,454	5,377	6,874
SimpleSAP	55	58	62
SimpleCO ₂ (t/yr)	6.76	5.32	3.79
Energy demand (kWh/yr)	27,052	20,408	14,449
Energy cost (£/yr)	1,300	1,043	761
Electricity demand (kWh)	2,024	2,135	2,025
Electricity cost (£)	222	223	205
Heat demand (kWh/yr)	15,949	12,022	7,831
Heat cost (£/yr)	904	693	419

Map 20 and **Map 21** show the average total energy demand and the average total energy cost per year for Sevenoaks. Both maps show similar patterns since higher energy demand is generally likely to result in higher energy costs. In general energy demand and cost seems to be higher in rural areas which is most likely a result of there being larger detached houses in these areas. **Map D. 17** and **Map D. 18** focus in on the urban area of Sevenoaks.

Map 22 and **Map 23** show the average total heat demand and the average total heating cost per year for Sevenoaks. These show a similar pattern to the energy demand and energy cost maps. **Map D. 19** and **Map D. 20** and focus on the urban areas in Sevenoaks.

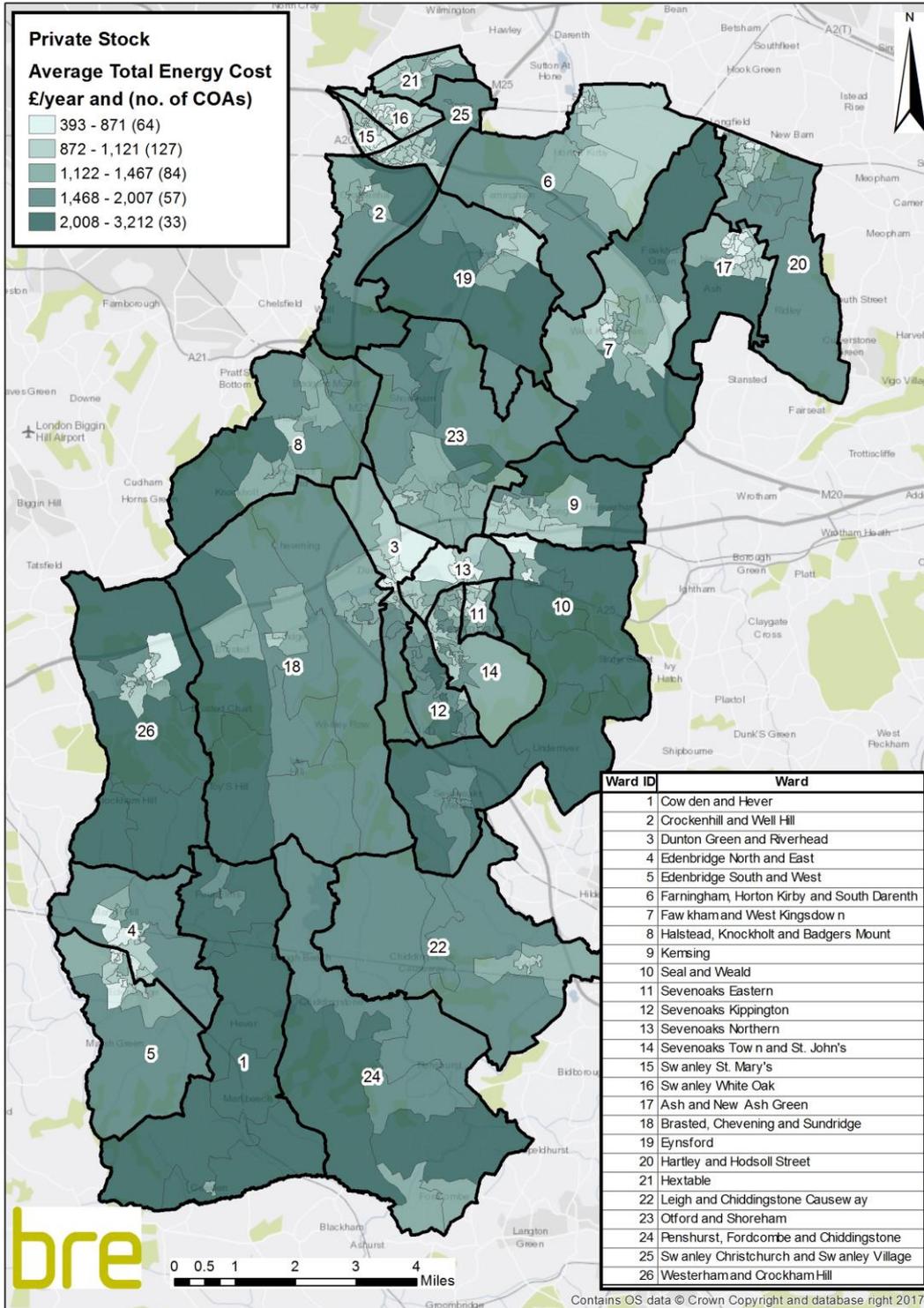


Map 20: Average total energy demand (kWh/year) – private sector stock



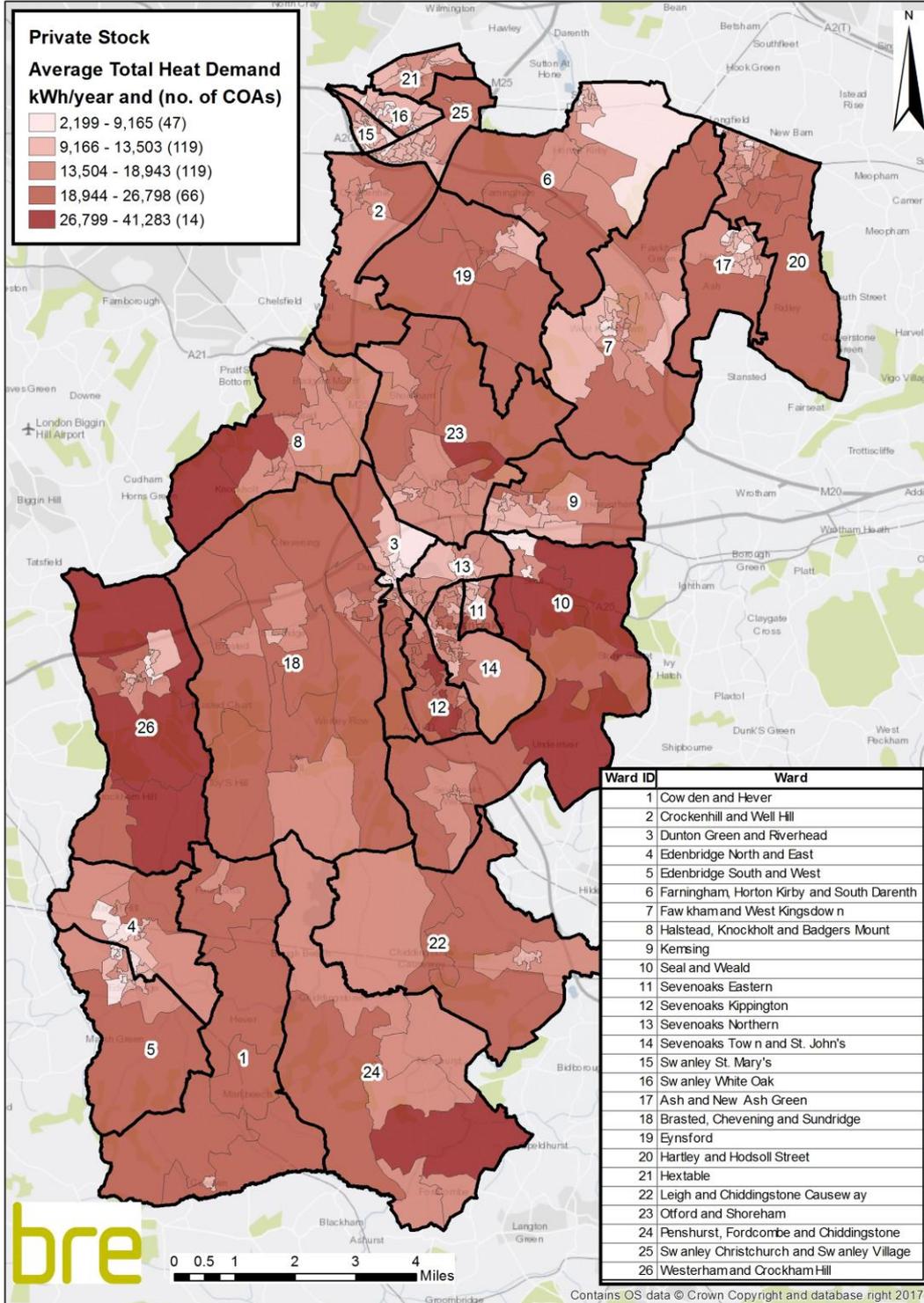


Map 21: Average total energy cost (£/year) – private sector stock



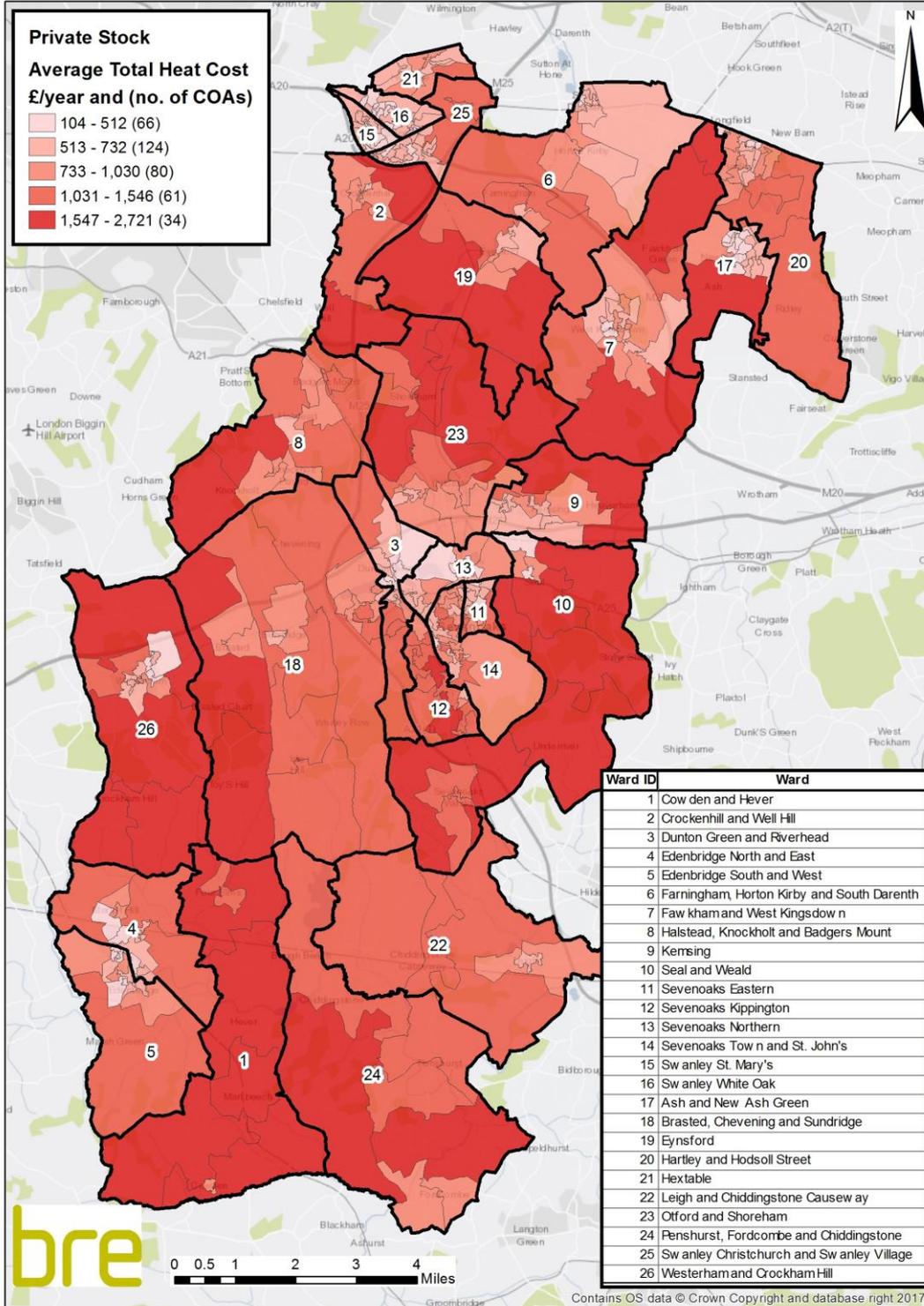


Map 22: Average total heat demand (kWh/year) – private sector stock





Map 23: Average total heat cost (£/year) – private sector stock





5 Conclusion and recommendations

5.1 Conclusion

Sevenoaks District Council commissioned BRE to undertake a series of modelling exercises on their housing stock to provide an integrated housing stock database, making use of available local data sources (Local Land and Property Gazetteer (LLPG) data, Energy Performance Certificate (EPC) data) and building control data which have been integrated into BRE's standard housing stock database. The integration of this data source serves to further increase the accuracy of the models by removing the need to rely on imputed data for the 18,391 cases where EPC data is available, and instead using observed data from the surveys. This leads to more accurate SimpleSAP ratings, more accurate excess cold data (and therefore HHSRS data), and more accurate fuel poverty data for around 36% of the stock in Sevenoaks.

This report describes the modelling work and provides details of the results obtained from the dwelling level model and database. The database is also provided to the council to enable them to obtain specific information whenever required.

The integrated stock models and database provide the council with dwelling level information, focussing on private sector housing, for the following:

- The percentage of dwellings meeting each of the key indicators for Sevenoaks overall and broken down by tenure and then mapped by COA (private sector stock only)
- Information relating to LAHS reporting for the private sector stock - category 1 hazards and HMOs as well as information on EPC ratings
- Energy efficiency for the private sector stock (wall and loft insulation)
- Energy planning variables

Some of the key findings of this report are as follows:

- Sevenoaks generally performs better than England for the majority of indicators (with the exception of excess cold)
- The private rented sector is generally worse than other tenures across all the key indicators (with the exception of all hazards and excess cold)
- 12% of dwellings in the private rented sector are estimated to have an EPC below band E. Under proposed legislation these properties would not be eligible to be rented out after 2018.

Such information will facilitate the decision making process for targeting resources to improve the condition of housing and to prevent ill health resulting from poor housing conditions. Furthermore, the results of this project provide Sevenoaks with information which will assist in housing policy and strategy development whether these are inspired locally, arise from obligations under the Housing Act 2004 or as responses to government initiatives such as DCLG's Housing Strategy Policy and ECO.

5.2 Recommendations

Programmes designed to tackle disrepair for example group repair schemes, regeneration or enforcement interventions could be considered with a focus on areas of greatest disrepair such as Cowden and Hever ward with 5% disrepair and 56% containing category 1 hazards, or Penshurst, Fordcombe and Chiddingstone ward with an estimated 5% of private sector homes in disrepair and 45% with category 1 hazards. These findings could be combined with local intelligence to help identify areas



for targeting assistance for physical improvements to private sector stock and the environment. Furthermore, programmes aimed at increasing household income through job creation, benefit entitlement checks and other initiatives should also be considered, with a particular focus on areas containing high proportions of low income households like Swanley White Oak (16%), Swanley St. Mary's (13%) and Farningham, Horton Kirby and South Darenth (11%).

The use of additional local data in this project has enhanced the housing stock models and database. The addition of any further local data, were it to become available, would potentially further enhance the models and database.

Examples of such data are:

- **Households on benefits**

Data regarding any households in receipt of either Council Tax Support or Housing Allowance could be used to enhance the low income model, making the targeting of individual low income households more accurate.

- **Local repair schemes**

Data from any local repair schemes, including the use of repair grants, could be used to enhance the Disrepair Model.



Appendix A Definitions of the key indicators

1. House condition indicators

a. The presence of a category 1 hazard under the Housing Health and Safety Rating System (HHSRS) – reflecting both condition and thermal efficiency

Homes posing a category 1 hazard under the HHSRS – the system includes 29 hazards in the home categorised into category 1 – band A to C (serious) or category 2 – band D onwards (other) based on a weighted evaluation tool. Note that this includes the hazard of excess cold which is also included as one of the energy efficiency indicators.

The 29 hazards are:

1 Damp and mould growth	16 Food safety
2 Excess cold	17 Personal hygiene, Sanitation and Drainage
3 Excess heat	18 Water supply
4 Asbestos	19 Falls associated with baths etc.
5 Biocides	20 Falling on level surfaces etc.
6 Carbon Monoxide and fuel combustion products	21 Falling on stairs etc.
7 Lead	22 Falling between levels
8 Radiation	23 Electrical hazards
9 Uncombusted fuel gas	24 Fire
10 Volatile Organic Compounds	25 Flames, hot surfaces etc.
11 Crowding and space	26 Collision and entrapment
12 Entry by intruders	27 Explosions
13 Lighting	28 Position and operability of amenities etc.
14 Noise	29 Structural collapse and falling elements
15 Domestic hygiene, Pests and Refuse	

b. The presence of a category 1 hazard for falls (includes “falls associated with baths”, “falling on the level” and “falling on stairs”)

The HHSRS Falls Model includes the 3 different falls hazards where the vulnerable person is over 60 as listed above.

c. Dwellings in disrepair (based on the former Decent Homes Standard criteria for Disrepair)

The previous Decent Homes Standard states that a dwelling fails this criterion if it is not found to be in a reasonable state of repair. This is assessed by looking at the age of the dwelling and the condition of a range of building components including walls, roofs, windows, doors, electrics and heating systems).

2. Energy efficiency indicators:

a. The presence of a category 1 hazard for excess cold (using SAP ratings as a proxy measure in the same manner as the English House Condition Survey)

This hazard looks at households where there is a threat to health arising from sub-optimal indoor temperatures. The HHSRS assessment is based on the most low income group for this hazard – persons aged 65 years or over (note that the assessment requires the hazard to



be present and potentially affect a person in the low income age group should they occupy that dwelling. The assessment does not take account of the age of the person actually occupying that dwelling at that particular point in time).

The English Housing Survey (EHS) does not measure the actual temperatures achieved in each dwelling and therefore the presence of this hazard is measured by using the SAP rating as a proxy. Dwellings with a SAP rating of less than 33.52 (SAP 2012 methodology) are considered to be suffering from a category 1 excess cold hazard.

b. An estimate of the SAP rating which, to emphasise its origin from a reduced set of input variables, is referred to as “SimpleSAP”

The Standard Assessment Procedure (SAP) is the UK Government’s standard methodology for home energy cost ratings. SAP ratings allow comparisons of energy efficiency to be made, and can show the likely improvements to a dwelling in terms of energy use. The Building Regulations require a SAP assessment to be carried out for all new dwellings and conversions. Local authorities, housing associations, and other landlords also use SAP ratings to estimate the energy efficiency of existing housing. The version on which the Average SAP rating model is based is SAP 2012.

The SAP ratings give a measure of the annual unit energy cost of space and water heating for the dwelling under a standard regime, assuming specific heating patterns and room temperatures. The fuel prices used are the same as those specified in SAP 2012. The SAP takes into account a range of factors that contribute to energy efficiency, which include:

- Thermal insulation of the building fabric
- The shape and exposed surfaces of the dwelling
- Efficiency and control of the heating system
- The fuel used for space and water heating
- Ventilation and solar gain characteristics of the dwelling

3. Household vulnerability indicators:

a. Fuel poverty - 10% definition

This definition states that a household is said to be in fuel poverty if it spends more than 10% of its income on fuel to maintain an adequate level of warmth (usually defined as 21°C for the main living area, and 18°C for other occupied rooms). This broad definition of fuel costs also includes modelled spending on water heating, lights, appliances and cooking.

The fuel poverty ratio is defined as:

$$\text{Fuel poverty ratio} = \frac{\text{Fuel costs (usage * price)}}{\text{Full income}}$$

If this ratio is greater than 0.1 then the household is in fuel poverty.

The definition of full income is the official headline figure and in addition to the basic income measure, it includes income related directly to housing (i.e. Housing Benefit, Income Support for Mortgage Interest (ISMI), Mortgage Payment Protection Insurance (MPPI), Council Tax Benefit (CTB)).



Fuel costs are modelled, rather than based on actual spending. They are calculated by combining the fuel requirements of the household with the corresponding fuel prices. The key goal in the modelling is to ensure that the household achieves the adequate level of warmth set out in the definition of fuel poverty whilst also meeting their other domestic fuel requirements.

b. Fuel poverty - Low Income High Costs definition

The government has recently set out a new definition of fuel poverty which it intends to adopt under the Low Income High Costs (LIHC) framework⁴⁵. Under the new definition, a household is said to be in fuel poverty if:

- They have required fuel costs that are above average (the national median level)
- Were they to spend that amount they would be left with a residual income below the official poverty line

c. Dwellings occupied by a low income household

A household in receipt of:

- Income support
- Housing benefit
- Attendance allowance
- Disability living allowance
- Industrial injuries disablement benefit
- War disablement pension
- Pension credit
- Child tax credit
- Working credit

For child tax credit and working tax credit, the household is only considered a low income household if it has a relevant income of less than £15,860.

The definition also includes households in receipt of Council Tax benefit and income based Job Seekers Allowance.

⁴⁵ <https://www.gov.uk/government/collections/fuel-poverty-statistics>



Appendix B Methodology for the BRE Integrated Dwelling Level Housing Stock Modelling approach

This Appendix provides a more detailed description of the models which make up the overall housing stock modelling approach and feed into the database. The process is made up of a series of data sources and Models which, combined with various imputation and regression techniques and the application of other formulae, make up the final database. The database is essentially the main output of the modelling and provides information on the key indicators and other data requirements (e.g. energy efficiency variables). An overview of the approach and a simplified flow diagram are provided in **Section 3** of this report.

The models making up the overall housing stock modelling approach are:

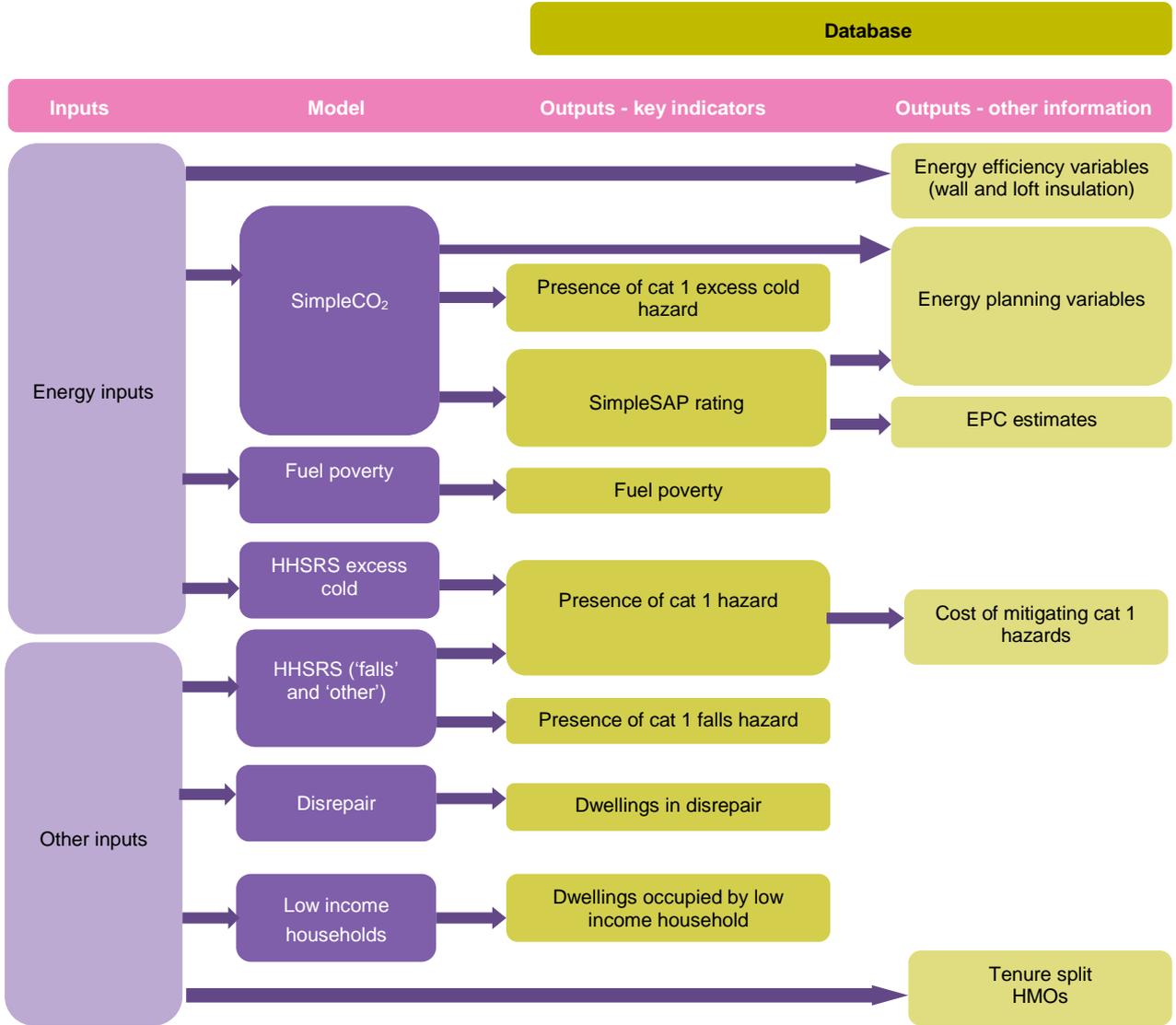
- SimpleCO₂ Model
- Fuel Poverty Model
- HHSRS (all hazards, falls hazards and excess cold) Models
- Disrepair Model
- Low Income Households Model

Figure B.1 shows the data flows for the stock modelling approach, showing which models each of the outputs in the database (split into the key indicators and other information) come from. The exception is the energy efficiency variables (if used) which come directly from the energy inputs, and the tenure and HMO data (if used) which come directly from the other inputs.

Section B.1 describes the SimpleCO₂ Model in more detail, **Section B.2** provides more information on the other four models and **Section B.3** gives details of the OS MasterMap/geomodelling approach.



Figure B.1: Simplified data flow for the housing stock modelling approach





B.1 BRE SimpleCO₂ Model

BRE have developed a variant of the BREDEM⁴⁶ software, named “SimpleCO₂”, that can calculate outputs from a reduced set of input variables. These outputs are indicative of the full BREDEM outputs and the minimum set of variables the software accepts is information on:

- Tenure
- Dwelling type
- Location of flat (if a flat)
- Dwelling age
- Number of storeys
- Number of rooms
- Loft insulation
- Level of double glazing
- Main heating type
- Boiler type (if a boiler driven system)
- Heating fuel
- Heating system
- Heating controls
- Water heating
- Hot water cylinder insulation
- Solar hot water
- PV panels
- Internal floor area

The Experian UK Consumer Dynamics Database is used as a source for some of these variables (tenure, dwelling age) and they are converted into a suitable format for the SimpleCO₂ software. The dwelling type is derived using information from OS Mastermap and the number of storeys from OS experimental height data. The remaining pieces of data are inferred from the EHS using other tenure, dwelling age and type, other Experian data (number of bedrooms), other OS data (i.e. dwelling footprint) and data from Xoserve⁴⁷ which indicates whether the dwelling is in a postcode which is on the gas network. As the characteristics of a dwelling cannot be determined through access to observed data, a technique known as cold deck imputation is undertaken. This is a process of assigning values in accordance with their known proportions in the stock. For example, this technique is used for predicting heating fuels because the Xoserve data only confirms whether a dwelling is on the gas network or not. Fuel used by dwellings not on the gas network is unknown, so in most cases this information will be assigned using probabilistic methods. The process is actually far more complex e.g. dwellings with particular characteristics such as larger dwellings are more likely to be assigned with oil as a fuel than smaller dwellings.

⁴⁶ Building Research Establishment Domestic Energy Model, BRE are the original developers of this model which calculates the energy costs of a dwelling based on measures of building characteristics (assuming a standard heating and living regime). The model has a number of outputs including an estimate of the SAP rating and carbon emissions.

⁴⁷ Xoserve is jointly owned by the five major gas distribution Network companies and National Grid's gas transmission business. It provides transportation transactional services on behalf of all the major gas Network transportation companies.



The reason for taking this approach is to ensure that the national proportions in the data source are the same as those found in the stock nationally (as predicted by the EHS or other national survey). Whilst there is the possibility that some values assigned will be incorrect for a particular dwelling (as part of the assignment process has to be random) they ensure that examples of some of the more unusual types of dwelling that will be present in the stock are included.

Whilst this approach is an entirely sensible and commonly adopted approach to dealing with missing data in databases intended for strategic use, it raises issues where one of the intended uses is planning implementation measures. It must therefore be kept in mind at all times that the data provided represents the most likely status of the dwelling, but that the actual status may be quite different. That said, where EPC data has been used, the energy models (which use EPC data) are likely to be more accurate.

It is important to note that some variables have been entirely assigned using cold decking imputation techniques. These include presence of cavity wall insulation and thickness of loft insulation as there is no reliable database with national coverage for these variables.

The “SimpleCO₂” software takes the combination of Experian and imputed data and calculates the “SimpleSAP” rating for each dwelling in the national database. The calculated “SimpleSAP” ratings are the basis of the estimates of SAP and excess cold. How the other key variables are derived is discussed later in this Appendix.

Because the estimates of “SimpleSAP” etc. are calculated from modelled data it is not possible to guarantee the figures. They do, however, provide the best estimates that we are aware can be achieved from a data source with national coverage and ready availability. The input data could, however, be improved in its:

- accuracy for example through correcting erroneous values,
- depth of coverage, for example by providing more detailed information on age of dwellings,
- breadth by providing additional input variables such as insulation.

Improving any of these would enhance the accuracy of the output variables and for this reason it is always worth considering utilising additional information sources where they are available. Using EPC data will go some way towards meeting these improvements by providing more accurate data.

B.2 Housing Condition and Low Income Household Models

This section provides further information on the remaining four models – fuel poverty, HHSRS, disrepair and low income households. These models are discussed together since the approach used for each one is broadly the same.

These models are not based solely on the thermal characteristics of the dwelling, and in some cases are not based on these characteristics at all. A top down methodology has been employed for these models, using data from the EHS and statistical techniques, such as logistic regression, to determine the combination of variables which are most strongly associated with failure of each standard. Formulae have been developed by BRE to predict the likelihood of failure based on certain inputs. The formulae are then applied to the variables in the national Experian dataset to provide a likelihood of failure for each dwelling. Each individual case is then assigned a failure/compliance indicator based on its likelihood of failure and on the expected number of dwellings that will fail the standard within a given geographic area. Thus if the aggregate values for a census output area are that 60% of the dwellings in the area fail a particular standard then 60% of the dwellings with the highest failure probabilities will be assigned as failures and the remaining 40% as passes.



The presence of a category 1 hazard failure is the only exception to this as it is found by combining excess cold, fall hazards and other hazards such that failure of any one of these hazards leads to failure of the standard.

B.3 Integrating local data sources

As mentioned in the main body of the report, Sevenoaks identified a number sources of data which were used to update the BRE dwelling level models to provide an integrated database. Their data sources are shown in **Table B.1**.

To allow these data sources to be linked to the BRE Dwelling Level Stock Models, an address matching exercise was required to link each address to the Experian address key. Address matching is rarely 100% successful due to a number of factors including:

- Incomplete address or postcodes
- Variations in how the address is written e.g. Flat 1 or Ground floor flat
- Additions to the main dwelling e.g. annexes or out-buildings

Experience indicates that, for address files in good order, match rates are around 75% - 95%. **Table B.1** provides the address matching results for the three data sources provided by Sevenoaks and the resulting impact on the modelling process.

Table B.1: Address matching results and impact on the modelling process

Data source	Total no. of records	No. (and %) of addresses matched	Notes / impact on the modelling process
EPC data	25,227 – total received	18,391 (85% of de-duplicated)	Data de-duplicated for multiple EPCs – 21,673 remaining Data matched to UDPRN – 18,827 Data de-duplicated for duplicate UDPRNs – 18,583 Final number matched to modelled data and useable – 18,391
LLPG	51,012	50,705	Non-residential addresses, missing UPRN, address included non-relevant key words; e.g. land, site
Building control data	32,112	12,649 (71% of de-duplicated)	Data matched to UDPRN – 28,005 Data de-duplicated for duplicate UDPRNs – 17,665 Final number matched to modelled data and useable – 12,649

The database was also updated using the Ordnance Survey (OS) MasterMap data which enables the measurement of the footprint of the building and provides information on the number of residential addresses within the building, and to see which other buildings each address is attached to or geographically close to.



The stage at which the local data sources are included in the modelling process depends on whether or not the data includes information which can be used as an input into the SimpleCO₂ model. The simplified flow diagram in **Figure 1** in the main report shows how these data sources are integrated into the standard modelling approach.

The following sections consider each of the data sources and how they are used to update the SimpleCO₂ inputs and/or stock model outputs.

EPC data

If there are discrepancies in the energy data for the same dwelling case, arising from different energy data sources, then, if available, the EPC data will be used. If no EPC data source is available for that case, then the data with the most recent date will be taken.

Some of the energy data provided includes tenure data, in which case the database has been updated accordingly. However EPC cases do not include tenure data, they only include the reason for the EPC.

Therefore:

- If the reason given was a sale then the dwelling was assumed to be owner occupied.
- If the reason given was re-letting and the tenure of the let was specified (i.e. private or social) then the tenure was changed to that indicated.
- If the reason for the sale did not indicate tenure then the tenure was left unchanged.

It is important to note that the modified tenure created from the EPC data should only ever be used for work relating to energy efficiency and carbon reduction. This is a legal requirement stemming from the collection of the data, and is a licence condition of the data suppliers, Landmark. For this reason the tenure variable supplied in the database is NOT based on EPC data; however, the calculations used to determine the SimpleSAP rating and other energy characteristics of the dwelling do make use of the EPC tenure.

Where the energy data provides information on loft insulation, wall insulation, the location of a flat within a block and floor area this information will be used in favour of any imputed information, as long as the OS data is in agreement with the dwelling type.

Where energy data on wall type is present for a dwelling in a block of flats, terrace or semi-detached, that data is extrapolated to the rest of the block or terrace. If multiple dwellings with energy data are present then the most common wall type is used. Note that where the energy data indicates a wall type that is not the predominant one, this data will not be overwritten with the predominant type – the data reported in the energy database will always be used even if this results in two different wall types being present in a terrace or a block of flats.

For flats it is assumed that all flats in the block will have the same level of double glazing and as the case for which we have energy data for. If there are multiple flats in the block with energy data showing different levels of double glazing, an average will be used.

It is assumed that all flats in a block share the same heating type, boiler type if present, fuel type and heating controls. Where there are multiple types present, the predominant type is used. Flats are assumed to have the same hot water source, and if one flat benefits from solar hot water it is assumed that all flats in the block do.



B.4 OS MasterMap information

The OS data has been used to update a number of the SimpleCO₂ model inputs. The most valuable use of the OS data is the ability to determine the dwelling type with much greater confidence.

The existing dwelling type is replaced with a new dwelling type derived from OS data. By looking at the number of residential address points it can be inferred whether the building is a house or block of flats (houses have one residential address point and blocks of flats have two or more).

Houses - where the dwelling is a house the number of other buildings it is attached to can be observed and the following assumptions made:

- If there are no other dwellings attached, the house is detached.
- If two dwellings are joined to one another, but not to any other dwellings, they are semi-detached.
- If they are attached to two or more other dwellings, they are mid terraced.
- If they are attached to only one dwelling, but that dwelling is a mid-terrace, they are an end-terrace.

Flats - if the building is a block of flats, its exact nature is determined by its age and the number of flats in the block and the following assumptions made:

- If there are between two and four flats in the block (inclusive) and the dwelling was built before 1980 then it is a conversion.
- Otherwise it is purpose built.

This information can also be used to reconcile discrepancies within blocks of flats, terraced and semi-detached houses. These discrepancies occur in variables such as dwelling age, location of flat in block, number of storeys, loft insulation, wall insulation, wall type and floor area.

Looking at dwelling age, although the OS data does not itself provide any information on age, it does allow reconciliation of age data within semi-detached, terraces and blocks of flats.

Where a group of buildings are all attached in some way, such as a terrace, it is logical to assume that they were built at the same time. Therefore the age of each building is replaced with the most common age among those present. Where the most common age occurs in equal numbers, this is resolved by looking at the average age of houses in the same postcode.

If one dwelling has an age that is notably newer than its neighbours, then the age is not changed, as it is assumed that the original dwelling was destroyed and rebuilt.

Figure B. 2 and **Figure B. 3** below show how the initial base data is adjusted using the OS data to produce more consistent and reliable results.

Considering the number of storeys and the location of a flat in its block, if the OS data reveals that the dwelling type is significantly different from the original value – specifically if a house becomes a flat, or vice versa then the variables are adjusted. If this is the case a new location for the flat within the block or the number of storeys will be imputed using the same method as before, but taking into account the revised dwelling type.

Similarly with floor area, loft insulation and wall type - if the dwelling type or location of a flat within a block changes as a result of OS data then the variables are calculated using the same method of imputation as the original models, but taking into account the new data.



Figure B. 2: Dwelling level map showing the base data, prior to using the OS data

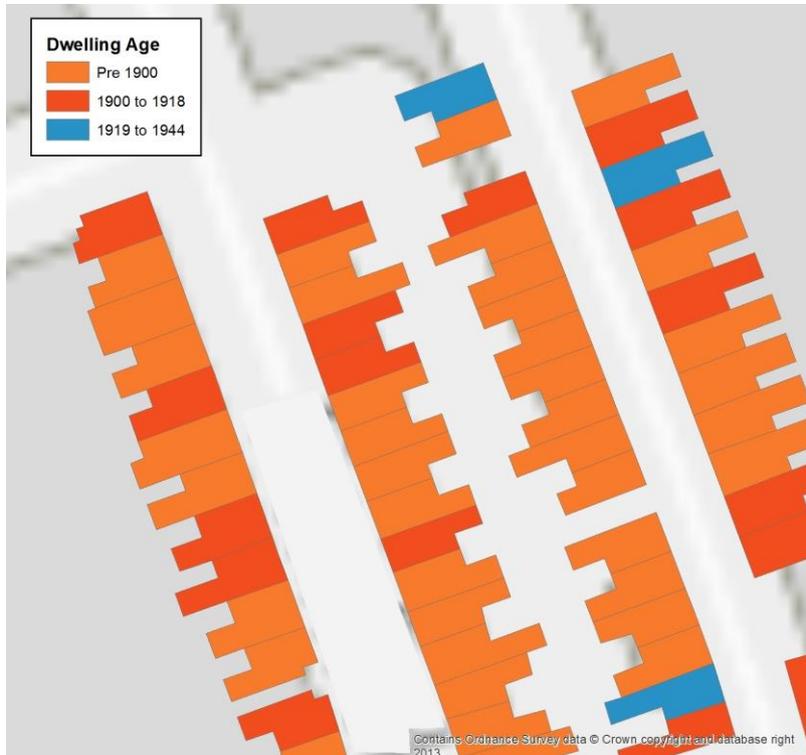


Figure B. 3: Dwelling level map showing the OS updated data





Appendix C Using the BRE Integrated Dwelling Level Housing Stock Database

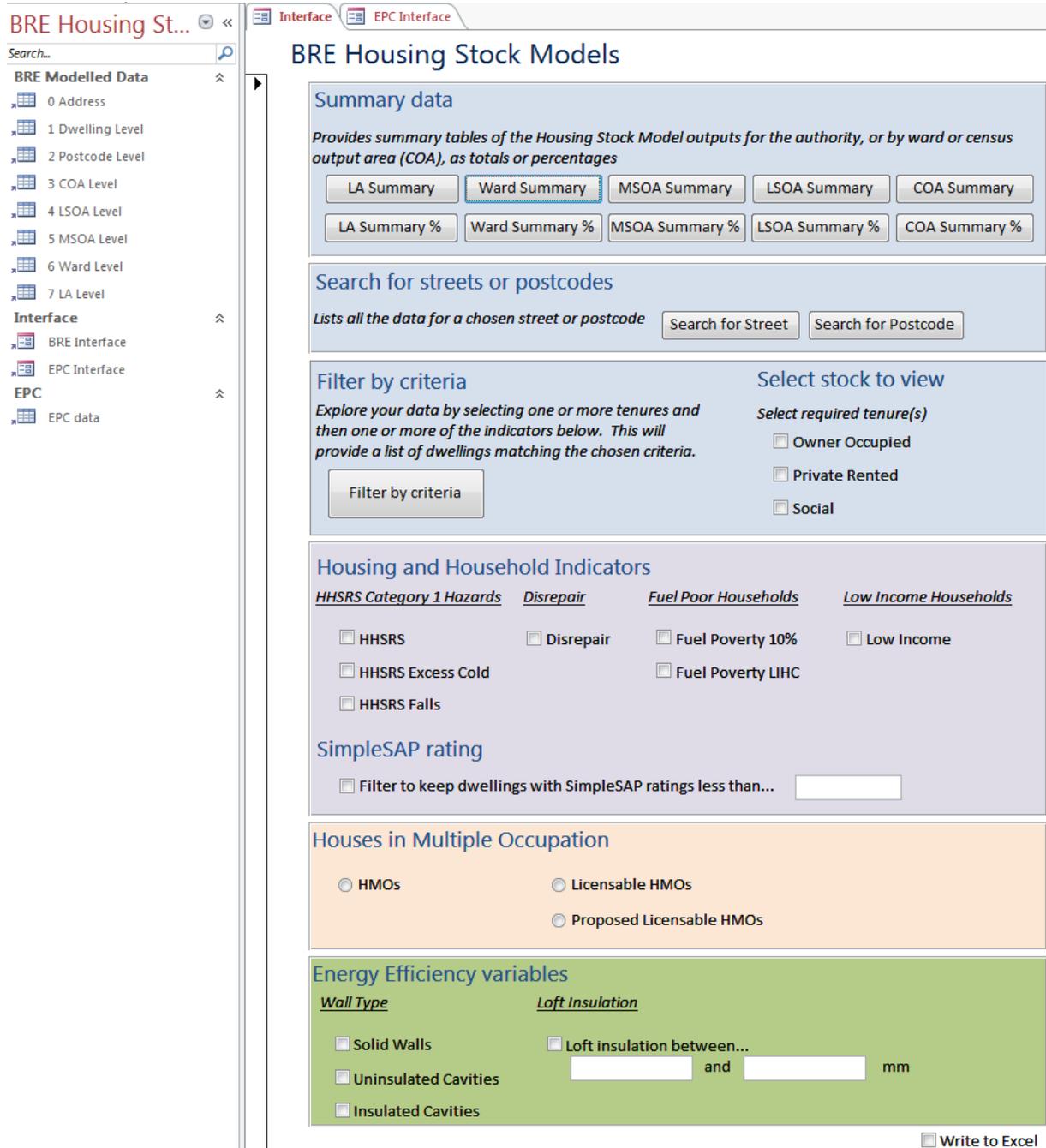
The BRE Integrated Dwelling Level Housing Stock Database is the final output of the overall stock modelling approach described in **Section 3** and **Appendix B**. The database has been designed to provide local authorities with a number of different options for summarising or investigating their data and generating lists of properties of interest. This Appendix provides details of how to use the database.

C.1 Overview

The database will automatically open on the interface screen as shown in **Figure C. 1**. On the left hand side of the database is a vertical column known as the “navigational pane”.



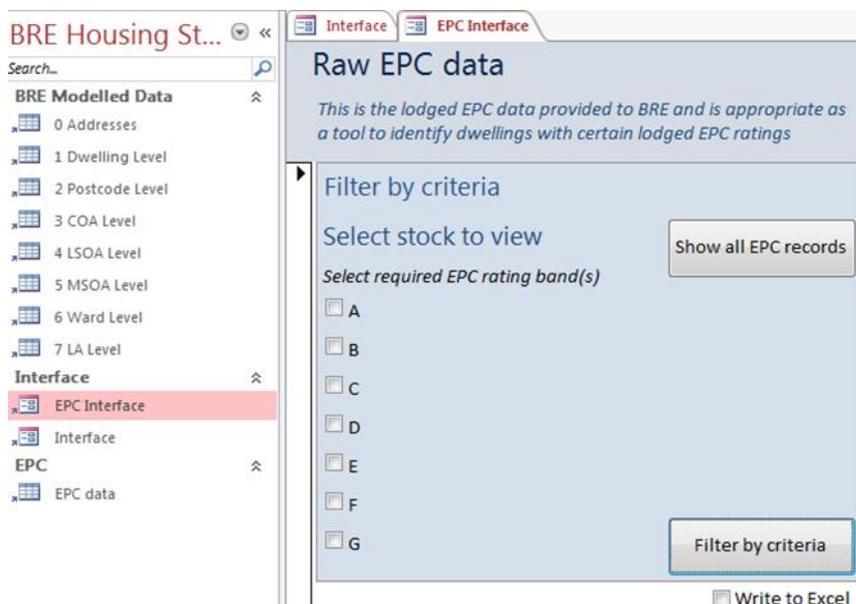
Figure C. 1: BRE dwelling level housing stock database – opening interface screen





At the bottom of the navigational pane is an additional interface for the lodged EPC data as provided to BRE – see **Figure C. 2**. Whilst the purpose of the EPC ratings (SimpleSAP) provided in the main integrated model is to provide a consistent comparison across the whole stock; this lodged EPC data would be appropriate to use when looking at lodged EPCs for individual dwellings, for example identifying private rented dwellings which fail to meet the minimum standard (i.e. above an F rating) from April 2018. Note that as this is the raw lodged EPC data, some dwellings may have duplicate records since EPCs are required whenever a new building is constructed, or an existing building is sold or rented. Additional guidance and explanation of the way that the EPC data has been handled is provided in a separate document – “Additional information for the BRE Integrated Housing Stock Model – Energy Efficiency Ratings”.

Figure C. 2: Lodged EPC dwelling level records – additional interface





Under the heading “BRE Integrated Models” there are a number of tables which hold the BRE housing stock model data, plus one table holding the EPC data used in the modelling. The tables are as follows (note that tables in the database with the UPRN in the first column can be used to match the address details to the housing stock model data if required):

Table C. 1: Summary of information provided in each table in the database

Table Name	Description	UPRN
0 Address Information	Address details (building names, house numbers, postcodes), COA, LSOA, MSOA and ward for each address	Yes
1 Dwelling Level	Dwelling level housing stock model data and Experian tenure variable ⁴⁸ . SimpleSAP results: score out of 100 All other indicators: 0 = pass the standard, 1 = fail	Yes
2 Postcode Level	Summary information and statistics for each of the aggregated levels specified. 5 “stock levels” are provided – all, private, owner occupied, private rented, social	No
3 COA Level		
4 LSOA Level		
5 MSOA Level		
6 Ward Level		
7 LA Level		

C.2 Using the database

The rest of the screen is the main interface which has been developed with a number of standard queries that will present the user with information likely to be of use when reviewing data in order to design a housing stock strategy. There are 3 main sections to the interface: “Summary data”, “Search for street or postcode” and “Filter by criteria”. These sections are described in more detail below.

⁴⁸ If the Experian tenure variable has been purchased



C2.1 “Summary data”

These options allow the user to generate summaries of their data at different levels of aggregation. The three different levels of aggregation are;

- Local authority
- Ward
- MSOA
- LSOA
- COA

There are two types of summaries available at each level - totals and percentages:

- Totals give the user the total number of dwellings that fail a particular standard, for example, the total number of dwellings that have a HHSRS category 1 hazard in the authority.
- Percentages tell the user the percentage of dwellings that fail a criterion, for example, the percentage of dwellings suffering from HHSRS category 1 excess cold hazards.

C2.2 “Search for streets or postcodes”

These options allow the user to search for particular areas, either by street name or postcode. By clicking on a search button the user will be asked to type in either a street or postcode. A table will then be shown which provides a list of all dwellings in the street or postcode requested.

If the full name of the street is not known, wildcard characters can be used to search for close matches. A wildcard character is one that can stand in for any other letter or group of letters. Access uses an asterisk (*) as the wildcard character. For example entering “Abbey*” will return any street name starting with “Abbey”, for example, “Abbey Road”, “Abbey Close”, “Abbeyfield” etc. Wildcard characters can be used at both the beginning and the end of the search text. For example, by entering “*Abbey*” would find “Abbey Road”, “Old Abbey Road” etc.

The street names used are those provided in the Local Land and Property Gazetteer. It can sometimes be the case that a street name can be written differently across databases (e.g. “Rose Wood Close” or “Rosewood Close”). If a road name does not appear to be present, try using wildcard characters to check for alternatives.

The postcode search facility works in a similar manner. Entering “BN15 0AD” will find all dwellings in that exact post code, but entering “BN15*” will find all dwellings whose postcode begins with BN15.

Note: always close the results of an existing search before starting a new one. Clicking the button when the results of an existing search are still open will simply return to the results of that search. A search, or any other table, can be closed by clicking the “x” in the top right corner of the table window.

C2.3 “Filter by criteria”

This section allows the user to select dwellings based on one or more criteria / key indicators of interest.

First, the user needs to select which tenure(s)⁴⁹ they are interested in by using the “Select stock to view” on the right hand side of the box.

⁴⁹ If the Experian tenure variable has not been purchased this section is locked and only private sector stock is shown.



The default setting is that no tenures are selected, so the user will need to select at least one in order to get any results. Multiple tenures can be selected, so for the results for all the private stock select both owner occupied and private rented.

Once one or more of the tenures has been selected, choose one or more of the indicators of interest either by selecting an indicator e.g. HHSRS Cat.1 hazards will return dwelling with fail HHSRS, or for SimpleSAP enter a rating to select dwellings on and below the rating.

Once a tenure(s) and indicator(s) have been selected clicking the 'Filter by criteria' button will return the addresses matching the chosen criteria.

As with the searches, close the results of an existing selection before starting a new one.

C.3 Creating Excel files

Whilst it is possible to copy the data from any of the queries accessed from the interface screen, an option has been added to make this process easier. To output results to Excel click the "Write to Excel" check box at the bottom right of the screen. As long as this box is checked, clicking any of the summary data, search or criteria selection buttons will cause the resulting data to be written to Excel instead of being displayed.

If this option is selected when any button is clicked the database requests a format for the output data. Once the appropriate file format is selected, click "OK" and choose a file name and location and click "OK" to save the file. This function means it is possible to rapidly export summary tables for inclusion in reports, or lists of dwellings which can be used to target improvement programmes.

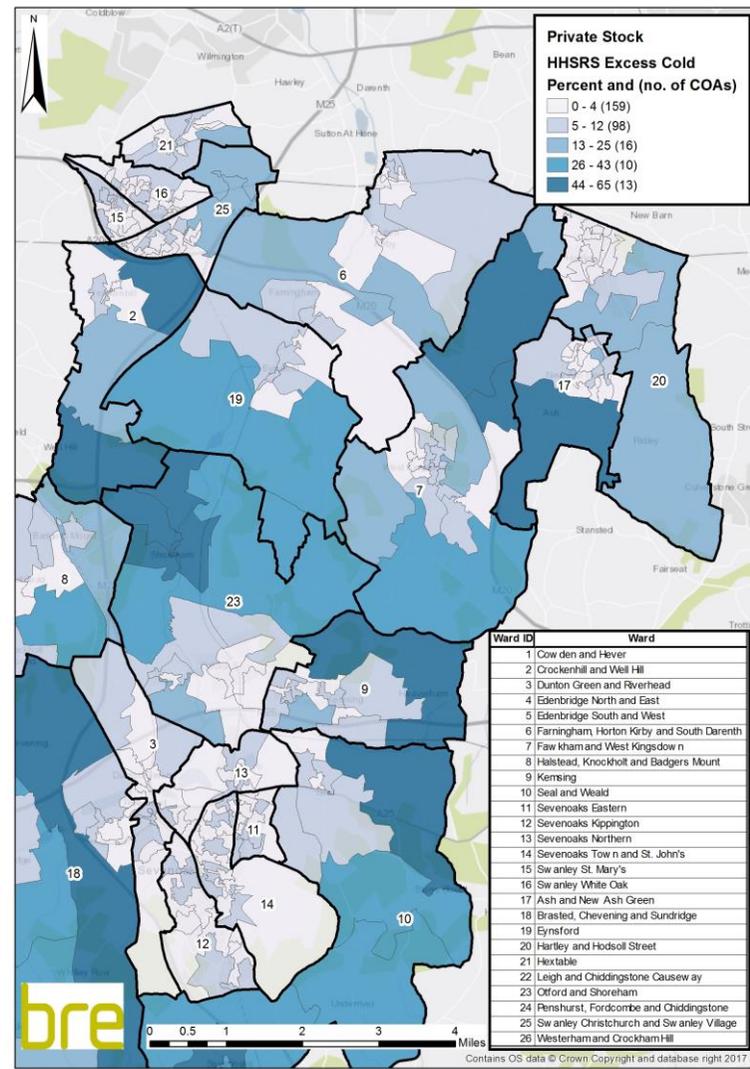


Appendix D Additional Maps

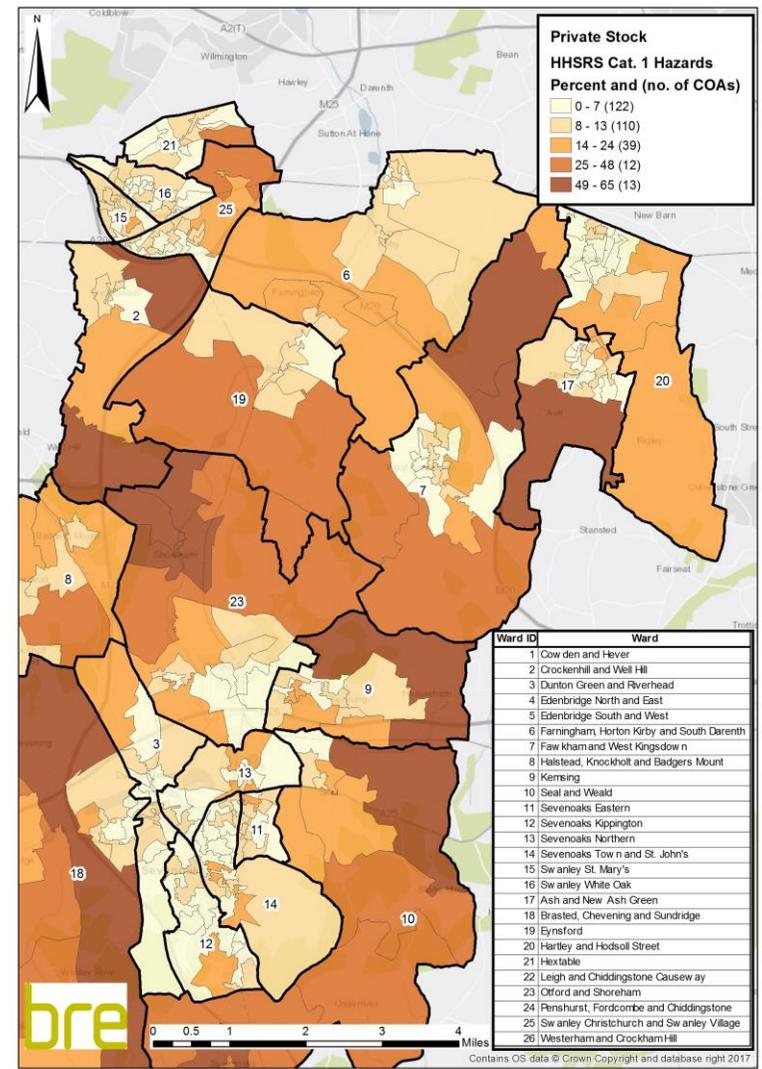
This Appendix provides close up maps for each indicator, focussing in on the urban area of Sevenoaks. These maps show the clear urban – rural divide in many of the housing indicators. The larger maps included above in the report do not always allow for the appreciation that smaller and denser COAs in urban areas are very different in their hazards to the surrounding rural COAs which are larger and are immediately more eye-catching.



Map D. 2: Sevenoaks households with excess cold – private stock
[Return to main report](#)

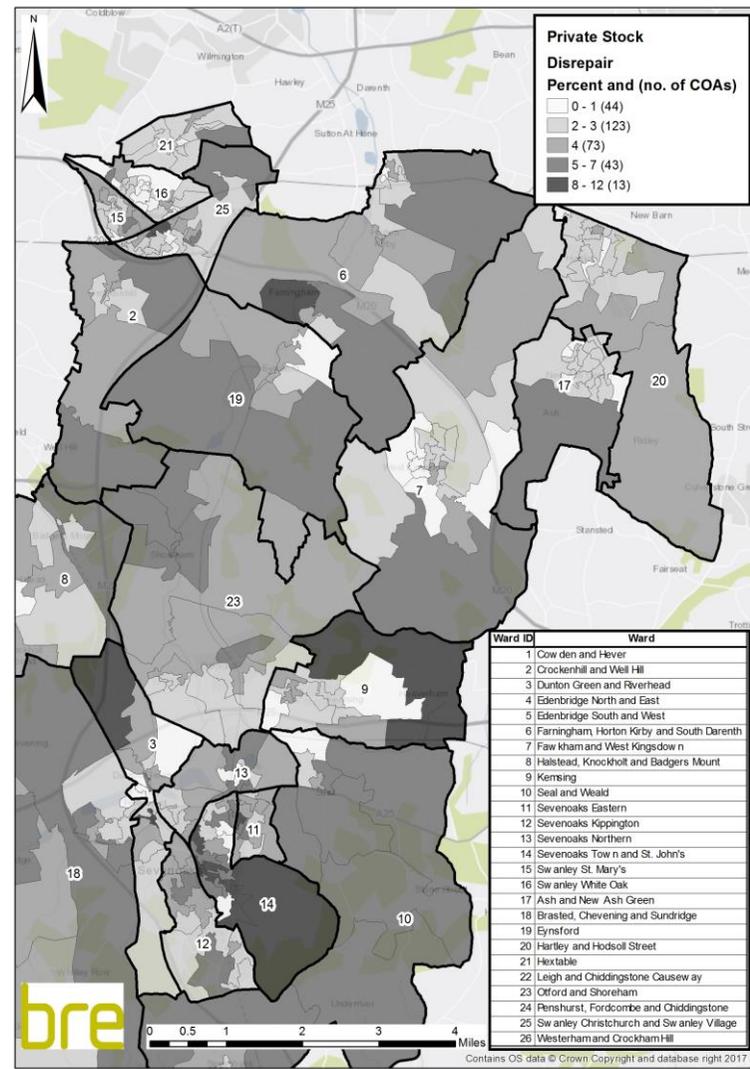


Map D. 1: Sevenoaks category 1 hazards – private stock
[Return to main report](#)

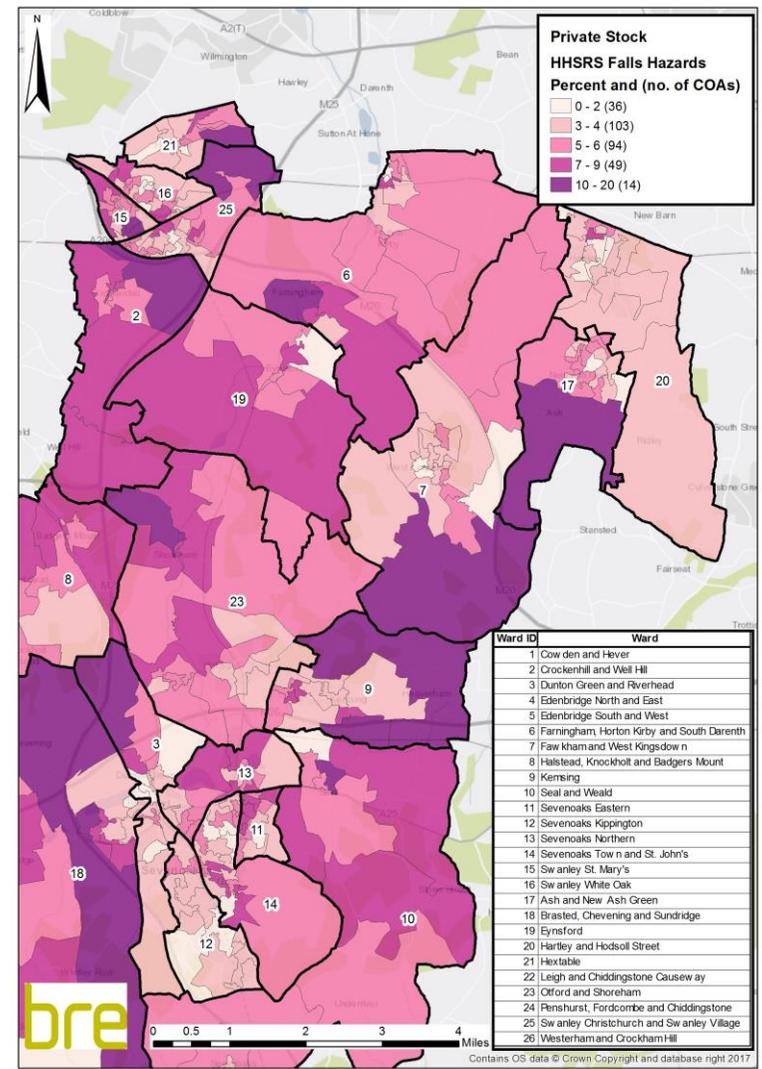




Map D. 4: Sevenoaks households in disrepair – private stock [Return to main report](#)

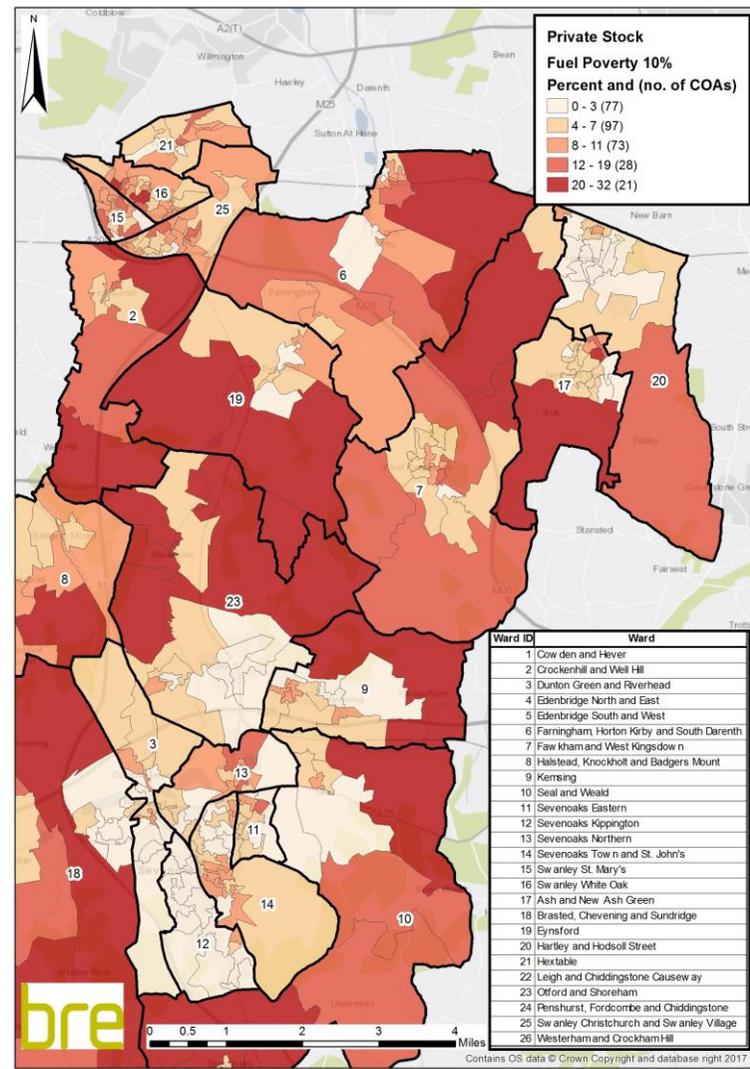


Map D. 3: Sevenoaks households with falls hazards – private stock [Return to main report](#)

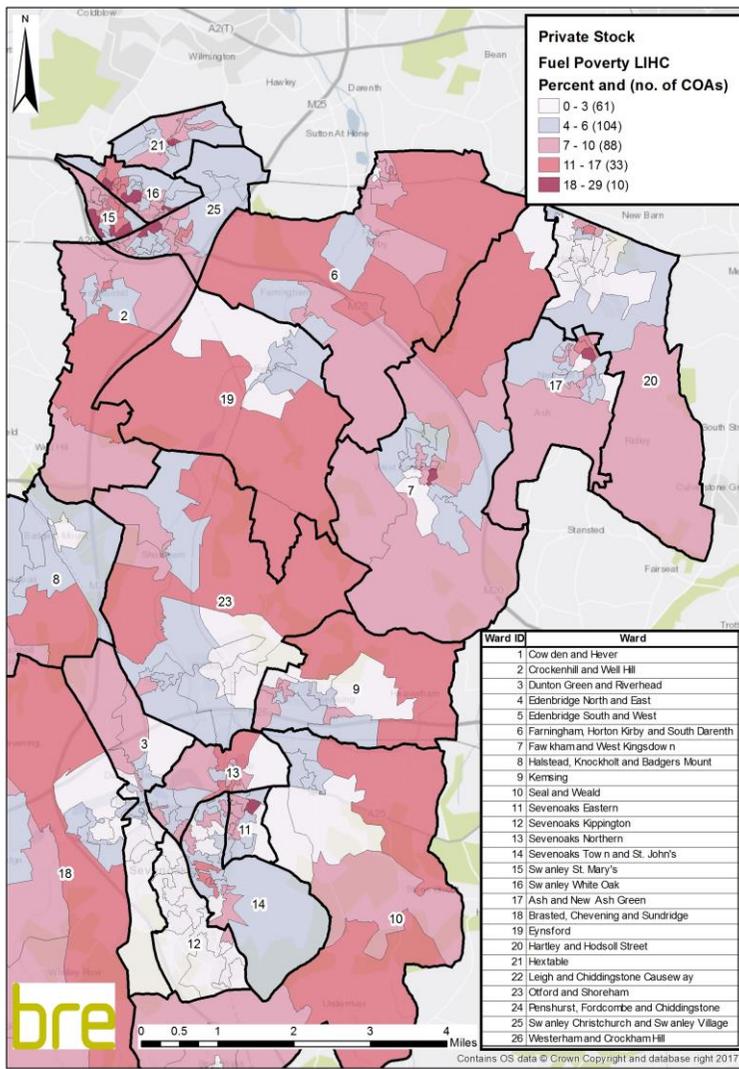




Map D. 6: Sevenoaks households in fuel poverty (10% definition) – private stock [Return to main report](#)

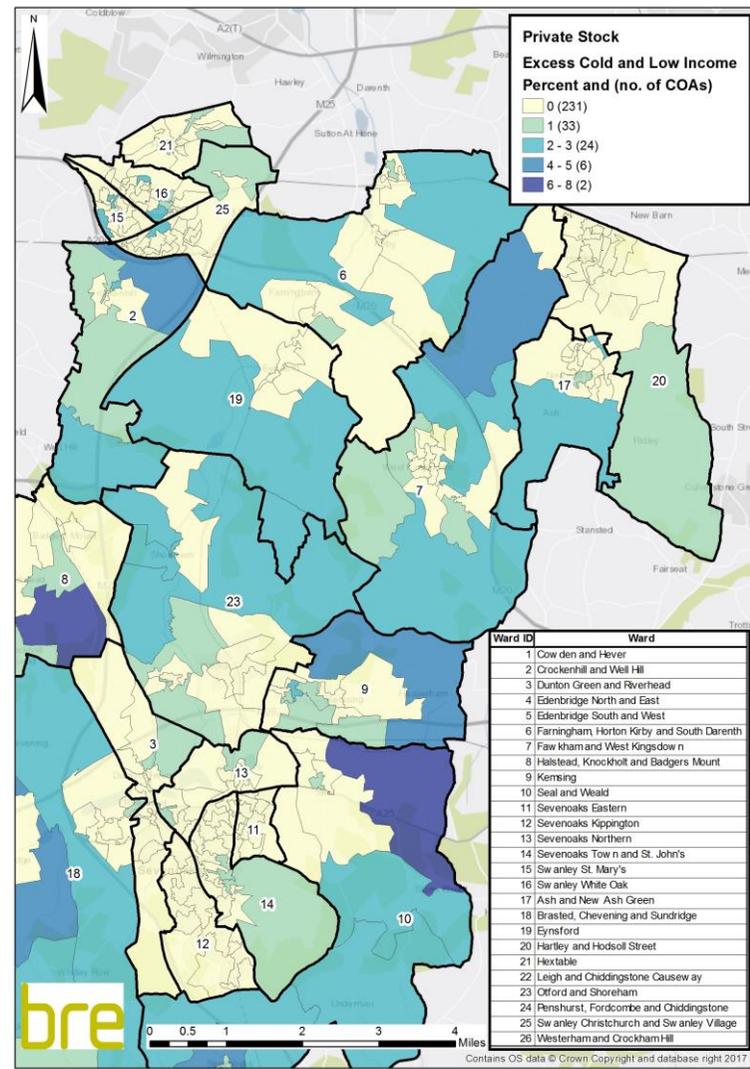


Map D. 5: Sevenoaks households in fuel poverty (LIHC definition) – private stock [Return to main report](#)

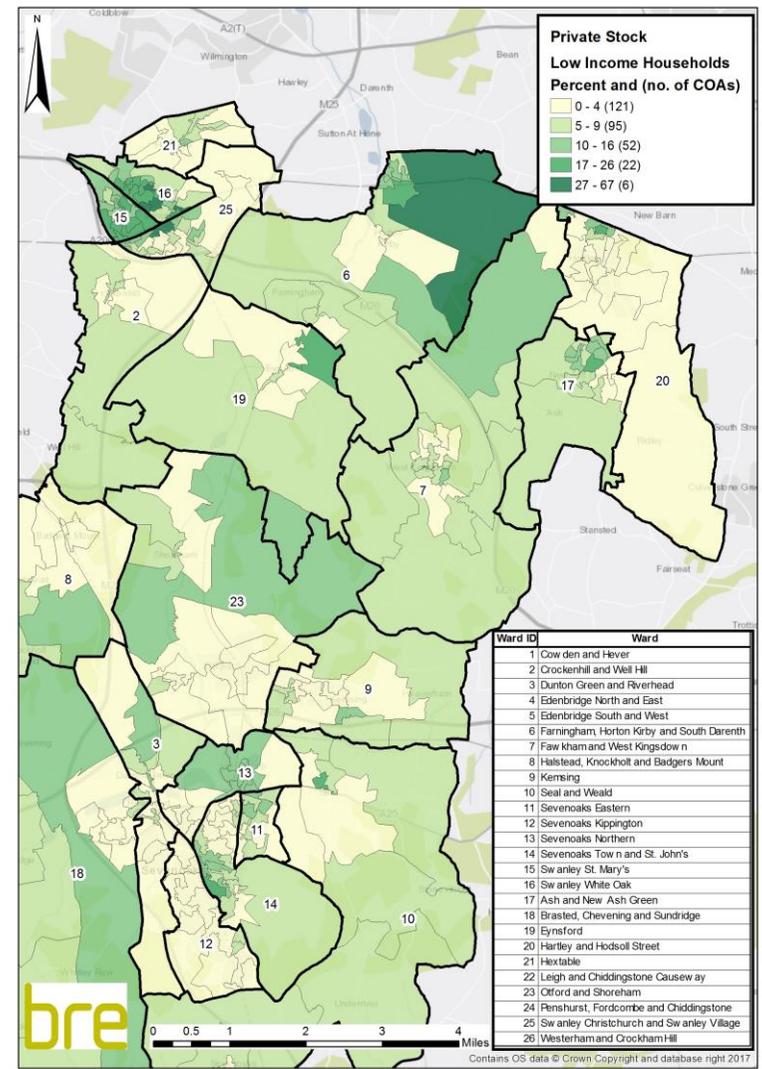




Map D. 8: Sevenoaks households with excess cold and in low income – private stock [Return to main report](#)

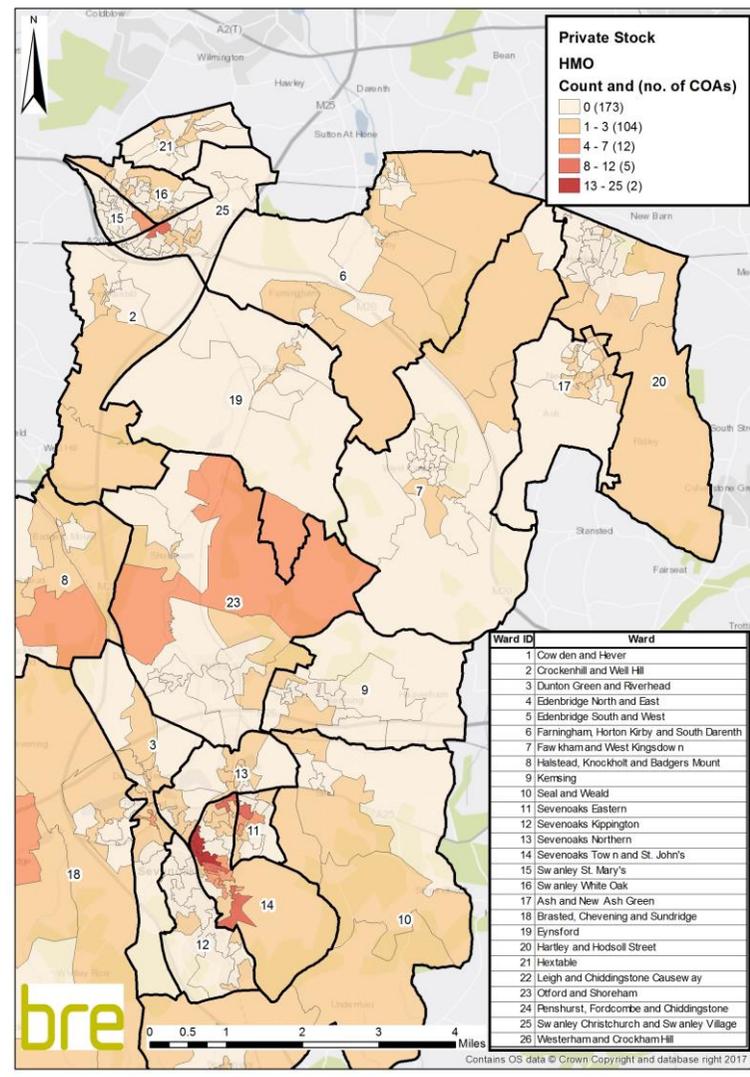


Map D. 7: Sevenoaks households in low income – private stock [Return to main report](#)

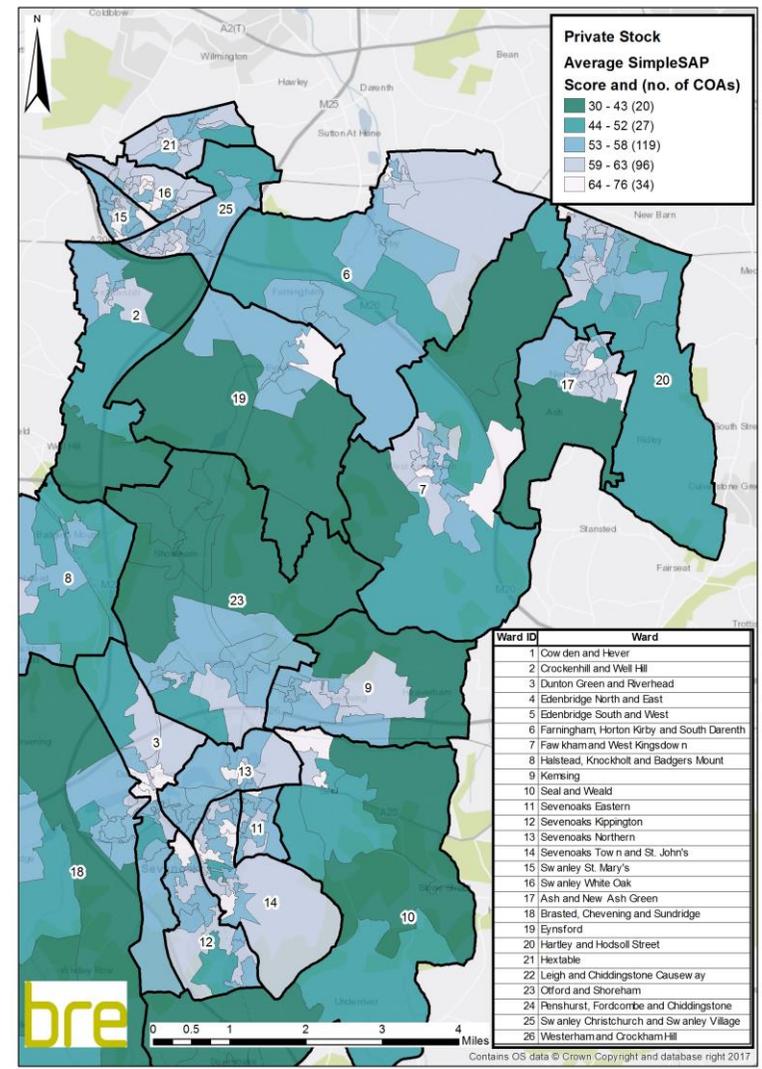




Map D. 10: Sevenoaks HMOs [Return to main report](#)

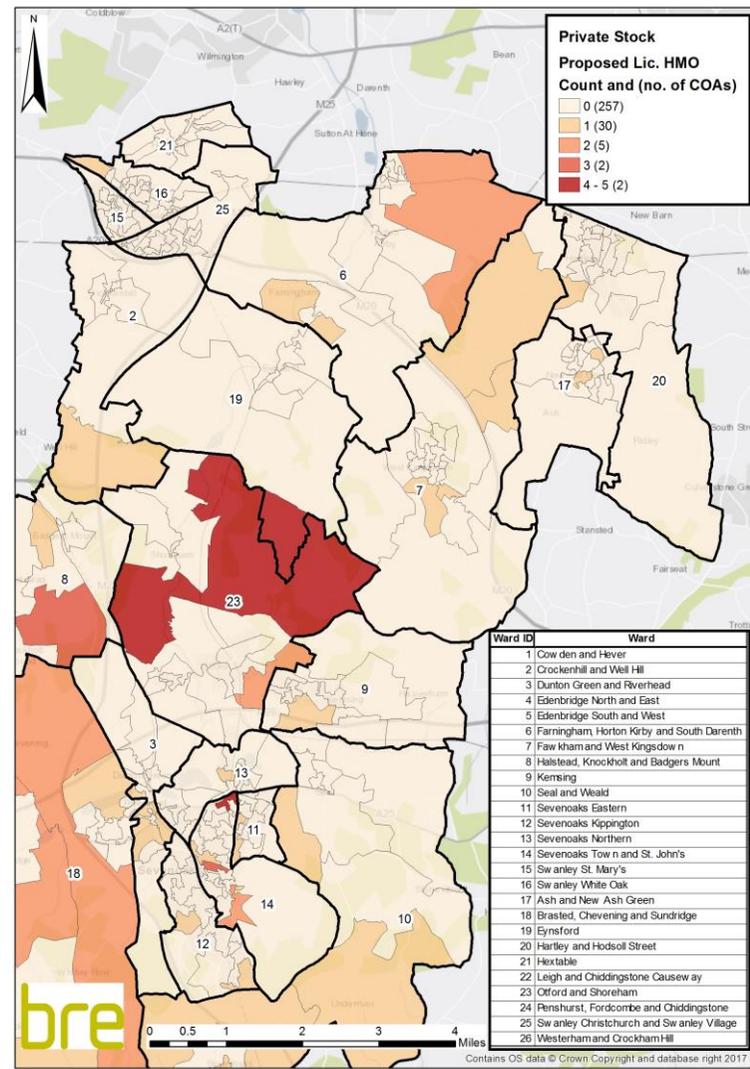


Map D. 9: Sevenoaks average SimpleSAP households – private stock [Return to main report](#)

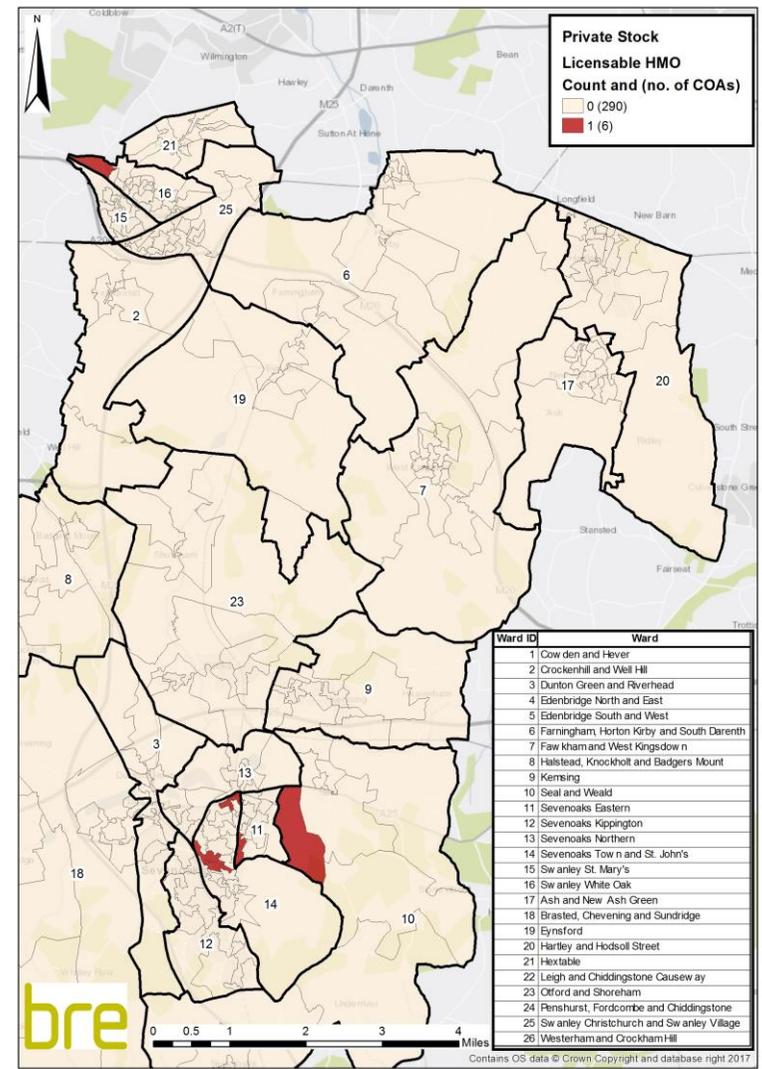




Map D. 12: Sevenoaks licensable HMOs (proposed definition) [Return to main report](#)

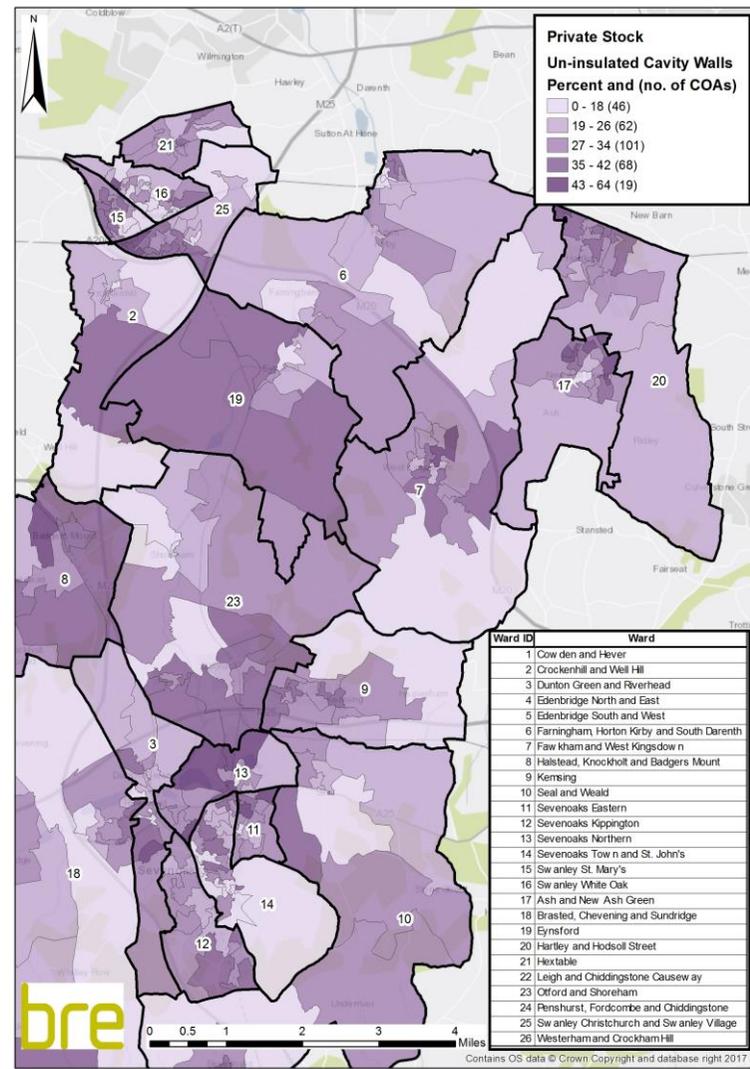


Map D. 11: Sevenoaks licensable HMOs (current definition) [Return to main report](#)

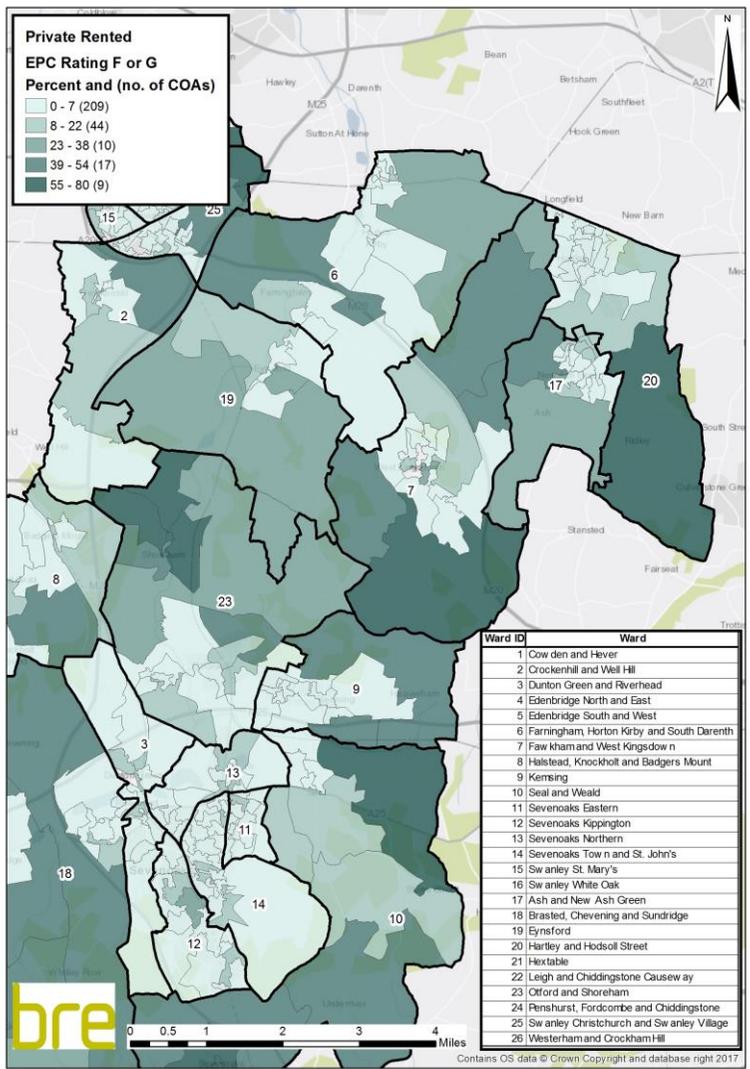




Map D. 14: Sevenoaks un-insulated cavity wall households – private stock [Return to main report](#)

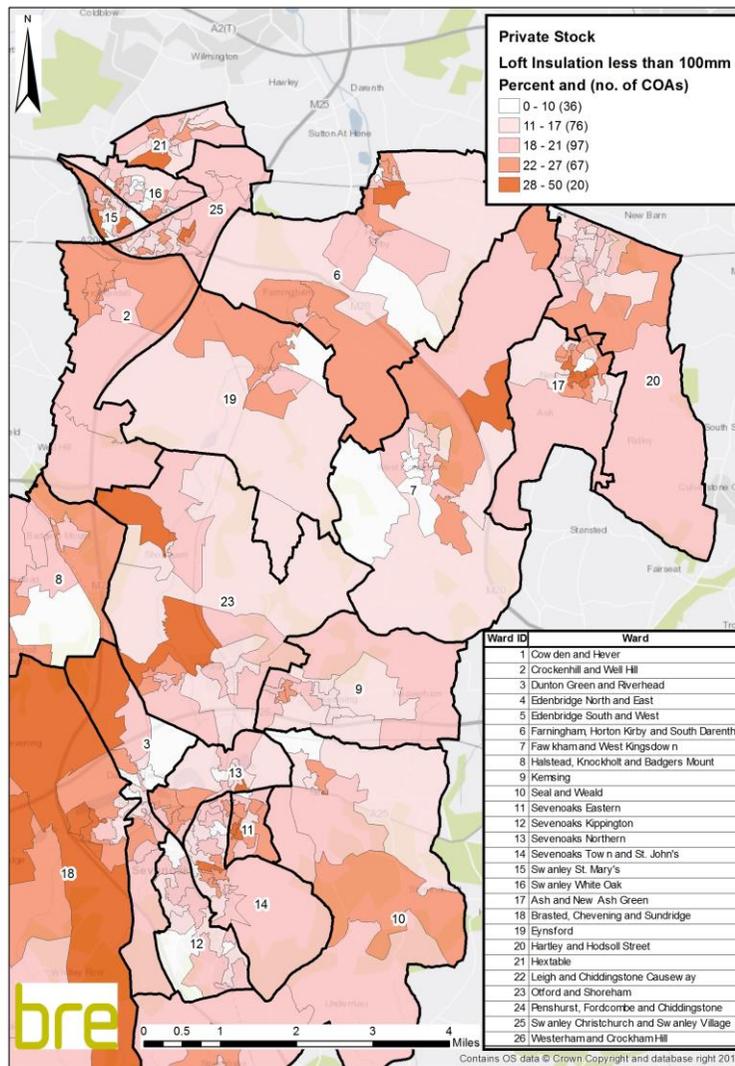


Map D. 13: Sevenoaks households with EPC ratings F or G – private rented [Return to main report](#)

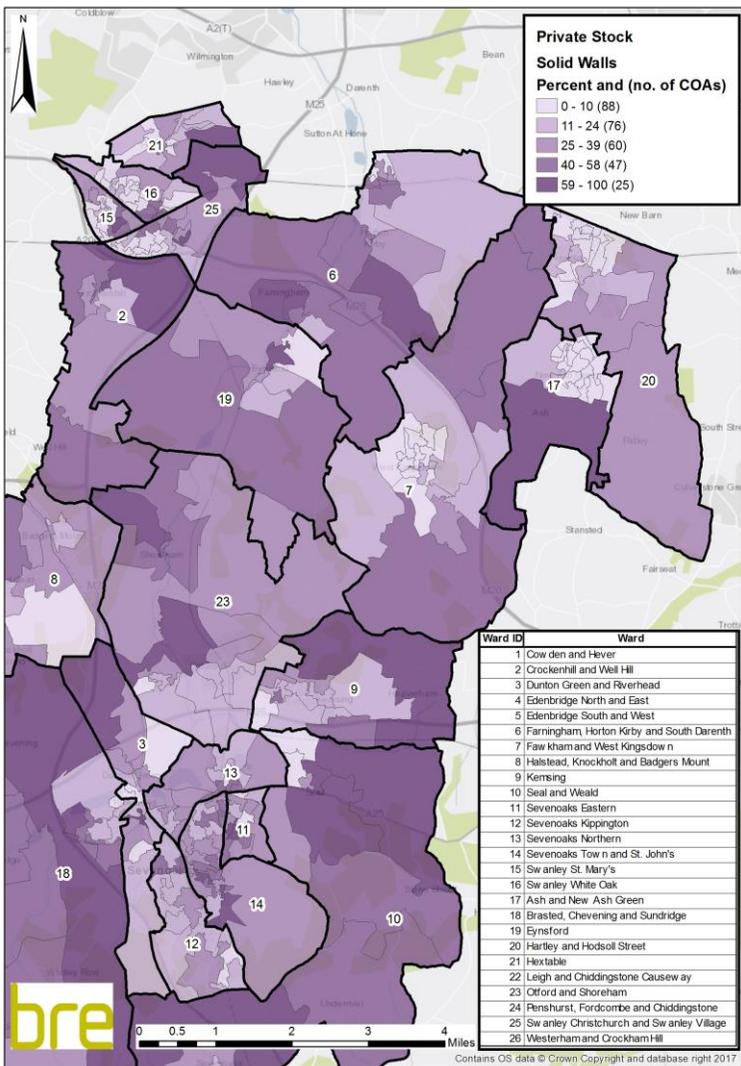




Map D. 16: Sevenoaks households with less than 100mm loft insulation – private stock [Return to main report](#)

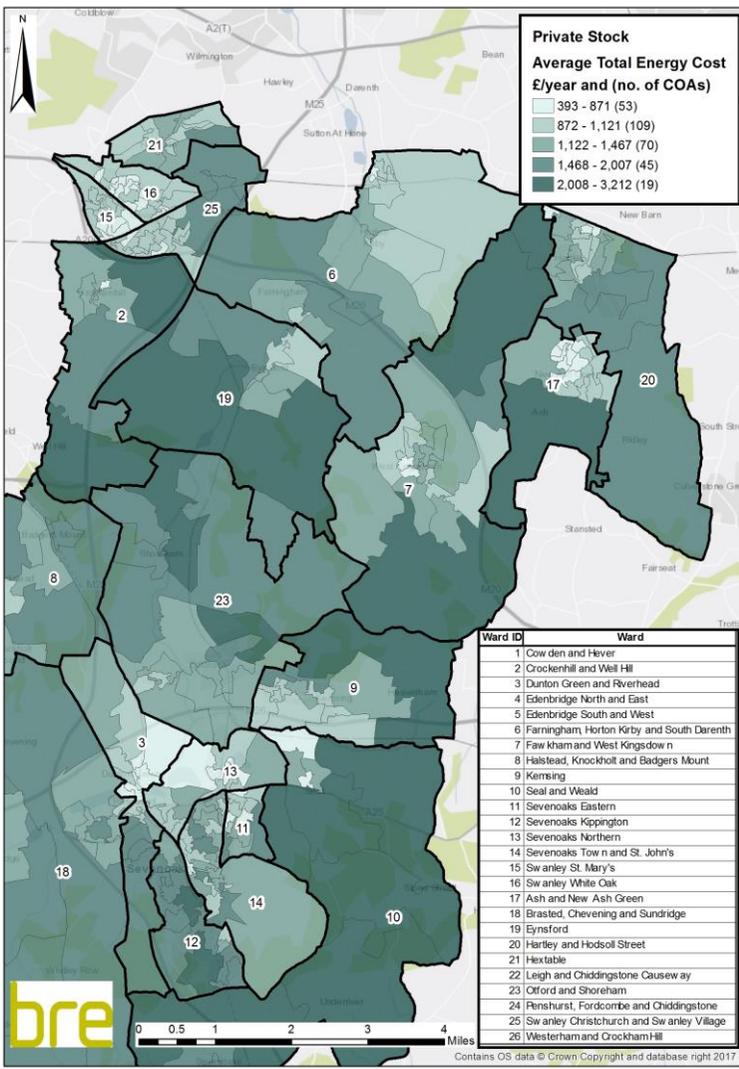


Map D. 15: Sevenoaks solid wall households– private stock [Return to main report](#)

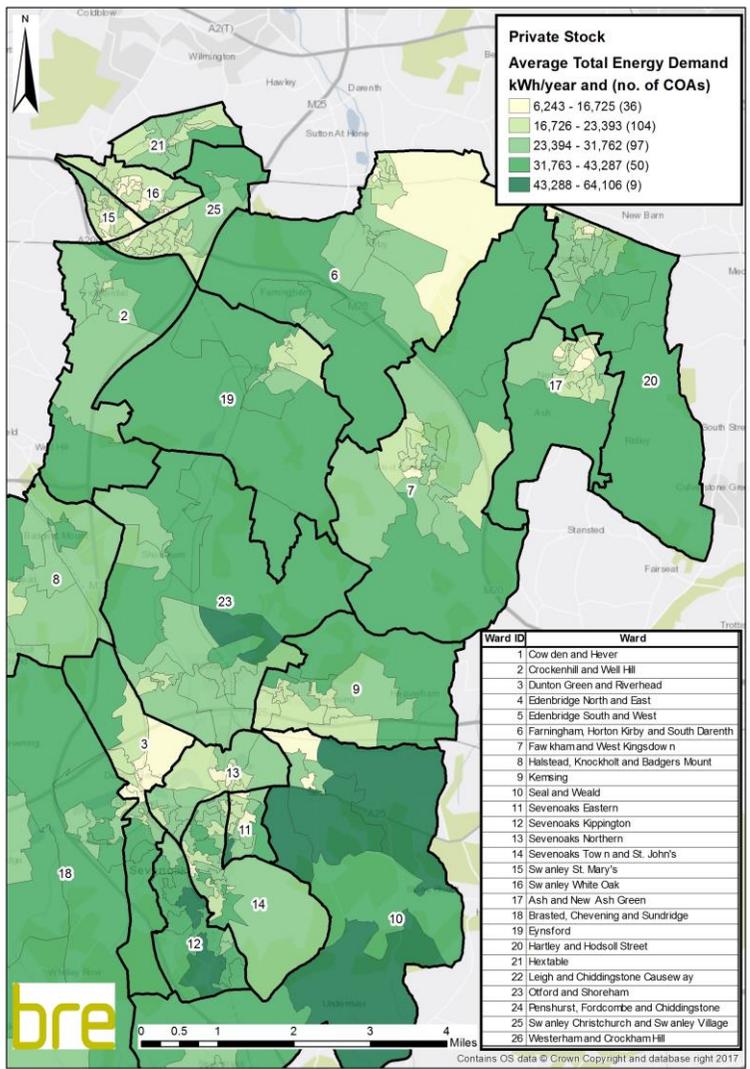




Map D. 18: Sevenoaks total energy cost – private stock [Return to main report](#)

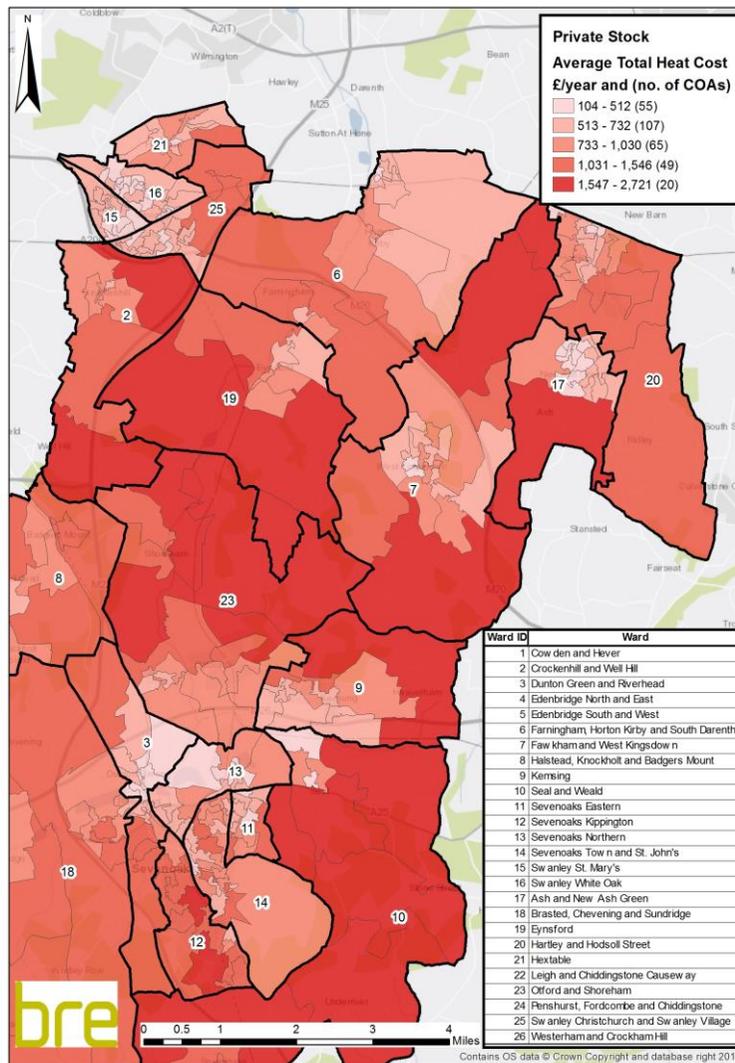


Map D. 17: Sevenoaks total energy demand – private stock [Return to main report](#)

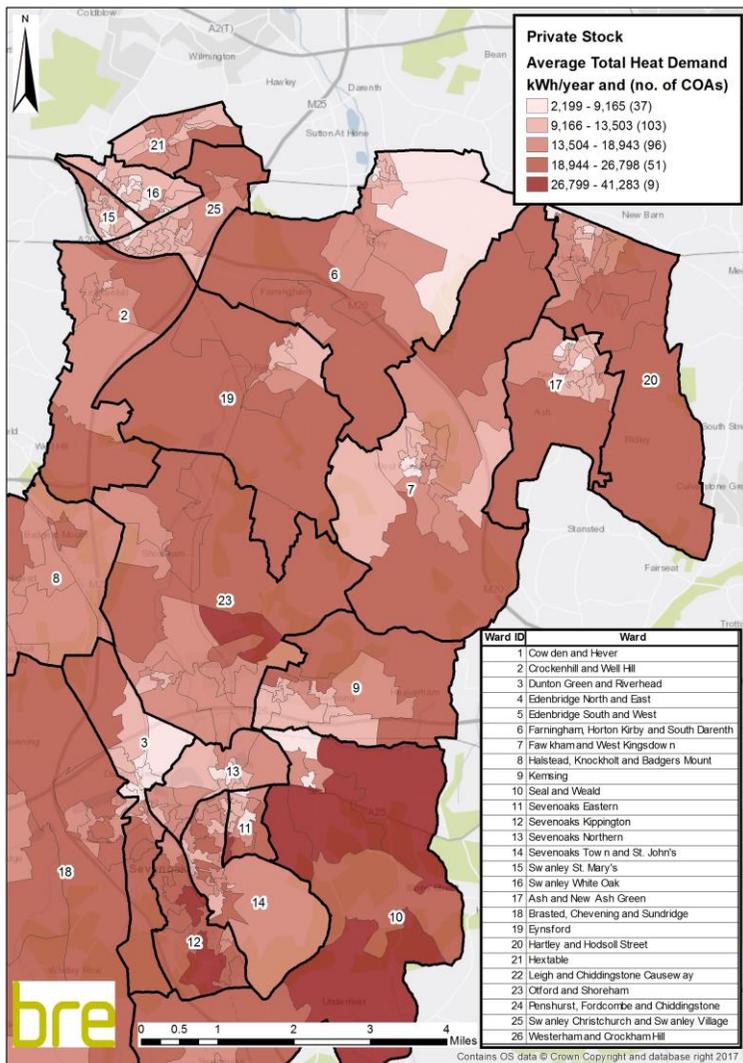




Map D. 20: Sevenoaks total heating cost – private stock [Return to main report](#)



Map D. 19: Sevenoaks total heat demand – private stock [Return to main report](#)





Glossary of terms

BREDEM	BRE Domestic Energy Model
Category 1 hazard	Hazards with a HHSRS score of > 1,000. A dwelling with a category 1 hazard is considered to fail the minimum statutory standard for housing
CLG	Department for Communities and Local Government
COA	Census Output Area Designed for statistical purposes, built from postcode units, approximately 125 households
DCLG	Department for Communities and Local Government
Disrepair	Based on former Decent Homes Standard criteria which states that a dwelling fails this if it is not in a reasonable state of repair – this is based on the dwelling age and condition of a range of building components including walls, roofs, windows, doors, electrics and heating systems
ECO	Energy Companies Obligation Places legal obligations on the larger energy suppliers to deliver energy efficiency measures to domestic energy users
EHS	English Housing Survey A continuous national survey commissioned by the Department for Communities and Local Government (DCLG). It collects information about people’s housing circumstances and the condition and energy efficiency of housing in England
EPC	Energy Performance Certificate Present the energy efficiency of domestic properties on a scale of A (most efficient) to G (least efficient)
Fuel poverty	The original definition of fuel poverty states that a household is in fuel poverty if it needs to spend more than 10% of their income on fuel to maintain an adequate level of warmth (10% definition). The new definition now adopted by government is that a household is said to be in fuel poverty if they have fuel costs that are above average and were they to spend that amount they would be left with a residual income below the official poverty line (Low Income High Costs definition)
GIS	Geographic Information System A system designed to capture, store, manipulate, analyse, manage and present spatial or geographical data
HHSRS	Housing Health and Safety Rating System A risk assessment tool to help local authorities identify and protect against potential risks and hazards to health and safety related deficiencies in dwellings, covering 29 categories of hazards



HIA	<p>Health Impact Assessment</p> <p>A formal method of assessing the impact of a project, procedure or strategy on the health of a population</p>
HMO	<p>Houses in Multiple Occupation</p> <p>An entire house or flat which is let to 3 or more tenants who form 2 or more households and who share a kitchen, bathroom or toilet</p> <p>A house which has been converted entirely into bedsits or other non-self-contained accommodation and which is let to 3 or more tenants who form two or more households and who share kitchen, bathroom or toilet facilities</p> <p>A converted house which contains one or more flats which are not wholly self-contained (i.e. the flat does not contain within it a kitchen, bathroom and toilet) and which is occupied by 3 or more tenants who form two or more households</p> <p>A building which is converted entirely into self-contained flats if the conversion did not meet the standards of the 1991 Building Regulations and more than one-third of the flats are let on short-term tenancies</p> <p>In order to be an HMO the property must be used as the tenants' only or main residence and it should be used solely or mainly to house tenants. Properties let to students and migrant workers will be treated as their only or main residence and the same will apply to properties which are used as domestic refuges</p>
HSM	<p>Housing Stock Model</p> <p>Desktop based modelling used to determine the condition of the housing stock</p>
Jenks' Natural Breaks	<p>The natural breaks classification method is a data clustering method determining the best arrangement of values into different classes. It is achieved through minimising each class's average deviation from the class mean while maximising each class's deviation from the means of the other groups. The method seeks to reduce the variance within classes and maximise variance between classes thus ensuring groups are distinctive</p>
JSNA	<p>Joint Strategic Needs Assessment</p> <p>An assessment of the current and future health and social care needs of the local community</p>
LACORs	<p>Local Authority Coordinators of Regulatory Services – now renamed Local Government Regulation</p>
LAHS	<p>Local Authority Housing Statistics</p> <p>National statistics on housing owned and managed by local authorities</p>
LIHC	<p>Low Income High Cost</p>



	Measure of fuel poverty, considers a household to be in fuel poverty if required fuel costs are above average, or if they were to spend that amount they would be left with a residual income below the official poverty line
LLPG	Local Land and Property Gazetteer An address database maintained by local authorities
LSOA	Lower Super Output Area Designed for statistical purposes, built from census output areas, approximately 400 households
MSEA	Medium Super Output Area Designed for statistical purposes, built from lower super output areas, approximately 2,000 households
NHS	National Health Service
Older people	People over 65 for the excess cold hazard, people over 60 for the fire and fall hazards (excl. falling between levels)
OS	Ordnance Survey
Poor housing	Dwellings where a category 1 hazard is present
Private sector housing	Housing not owned by the local authority or a housing association
SAP	Standard Assessment Procedure Method system for measurement of energy rating of residential buildings.
SimpleSAP	An estimate of a residential dwelling's likely SAP score, it is not based on the full required range of data for a SAP calculation or a reduced data SAP calculation (RDSAP), it should only ever be considered an estimate of the SAP score, and used as a guide
UPRN	Unique Property Reference Number A unique 12 digit number assigned to every unit of land and property recorded by local authorities as part of their LLPG
Vulnerable persons	Persons who are more likely to be affected by the particular hazard as defined by the HHSRS Operating Guidance

A Decent Home:
Definition and
guidance for
implementation

June 2006 – Update

housing

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Department for Communities and Local Government: London

Department for Communities and Local Government
Eland House
Bressenden Place
London SW1E 5DU
Telephone: 020 7944 4400
Web site: www.communities.gov.uk

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SECTION 1

Introduction

- 1.1 This guidance replaces *A Decent Home: The definition and guidance for implementation* published in February 2004. It has been issued to accompany the launch of the final Decent Homes bidding round for the Round 6 Arms Length Management Organisations (ALMOs) and the 2006 Housing Transfer Programme. The guidance explains a number of Decent Homes policy amendments and seeks to clarify issues that have arisen in the implementation of the programme.
- 1.2 Tremendous progress has been made in delivering the Decent Homes programme, with over half the task being completed and with the last few local authorities putting in place their programmes for delivery. The Decent Homes programme has already made a real difference to the lives of tenants by not only making improvements to social housing but also through improved services. By the time we get to 2010 we expect that, around 3.6 million homes will have had work carried out to them, many more than the 2.2 million non-decent homes we started with in 1997. This additional work will have prevented many homes becoming non-decent, and will have dealt with those that fell below decent between 1997 and 2010.
- 1.3 In revising this guidance, the Department for Communities and Local Government (DCLG – formerly the Office of the Deputy Prime Minister or ODPM) is setting out how it sees social landlords building on the success of the programme working more flexibly to go beyond the Decent Homes programme to undertake more radical solutions to transform some of the poorest neighbourhoods into mixed, sustainable communities.
- 1.4 A number of local authorities and RSLs have already adopted a mixed communities approach. New homes are being built alongside those that are refurbished and landlords are expanding housing opportunities within communities to enable people to move home without moving out of their community. All engaged in this transformation know it takes time to get it right; major change cannot be achieved in a few years. We believe local delivery agencies need to ensure they are pursuing a mixed communities approach alongside decent homes.
- 1.5 We also want to encourage local authorities ALMOs and RSLs to ensure they are considering the need for new build in their area alongside decent homes, including the use of section 106 and local authority land as well as social housing grants.
- 1.6 Delivery agencies need to continue to ensure they are getting value for money and meeting the high performance standards expected of the programme. Crucial to this is the continued involvement and empowerment of local tenants.

SECTION 2

Key points

- 2.1 This section sets out some of the key amendments to Decent Homes policy that all those involved in the delivery chain should be aware of. Where relevant, reference is made to other sections of the guidance for more detail.

Community-based and tenant-led ownership and management

- 2.2 Involving tenants in the options appraisal process and the implementation of the chosen option has seen real benefits. Tenants are now offered the opportunity to become much more involved in making decisions about the management and ownership of their homes.
- 2.3 The Government wishes to build on this and encourage local authority tenants to explore future options for the ownership and management of their homes. Tenants' groups may apply for funding to explore the feasibility and implementation of future options from the Tenant Empowerment Programme (TEP), administered for the Department by the Housing Corporation. To be eligible to apply for the funding, the options to be explored and implemented must be community-based and the outcome must be tenant-led.
- 2.4 Housing Stock Transfer encourages as wide a range of transfers as possible, including to small/and or community-based landlords who offer new and innovative approaches such as using the Community Gateway Model. Government attaches great importance to empowerment and ownership at a local level. Where a tenant's group, including those in management co-operatives, TMOs and tenant's associations put forward any proposal we would expect an authority to consider it seriously.
- 2.5 We particularly want to encourage community owned options in the final bidding round. Therefore we are promoting consideration of options such as Community Gateway, community mutual approach and community land trusts as additional ways to meet the Decent Homes target and go beyond the Decent Homes target in the future.
- 2.6 We will also consider extensions to the July 31 bidding deadline for areas wishing to develop a community owned model and who need more time to complete their bid.

Delivering Decent Homes Beyond 2010

- 2.7 The Decent Homes programme has made, and is continuing to make, excellent progress. The vast majority of social landlords will be expected to ensure all homes are decent by 2010.

- 2.8 The Department expects 95 per cent of all social housing to be decent by 2010 and the remainder to be improved as fast as possible after that date. The majority of local authorities and RSLs should not expect to change their timetables for delivery. However, for a small minority of homes, it may make sense to continue beyond 2010 in order to deliver value for money or achieve wider objectives. Therefore, we will be prepared to negotiate individual delivery timescales for a minority of areas where there are strong reasons to extend the work.

Delivering mixed communities

- 2.9 In many areas the Decent Homes programme has already made a real difference to the lives of tenants by improvements to essentially good quality housing alongside improved services, helping to create sustainable mixed communities. We recognise that the Decent Homes programme needs to support the creation of decent communities. But more radical solutions are required to transform some of the poorest neighbourhoods. A number of local authorities and RSLs have already embarked on transforming such areas into mixed communities, harnessing the impetus of the Decent Homes programme and the better use of their assets alongside other funding streams.
- 2.10 We do not want the Decent Homes deadline to prevent local authorities and RSLs delivering more transformational progress on major estates where there are wider options to increase regeneration and deliver more mixed communities. Therefore in these areas we will consider whether work needs to be extended beyond 2010.

Procurement value for money

- 2.11 We will also consider sympathetically extensions to the 2010 deadline for those areas where accelerated delivery may reduce value for money. In some areas, a shortage of supply might otherwise combine with a spike in demand to push up prices or reduce quality. By 'smoothing' demand over a longer period, often in co-ordination with other social landlords in the area, it may be possible to secure better deals and to increase supply side efficiencies.
- 2.12 Landlords seeking to extend the deadline in order to get better value for money should have a procurement strategy in place which includes relevant market information and which sets out the benefits of a longer timescale. We would expect all such strategies to include consideration of opportunities to procure works collectively with others, using consortia arrangements.

Late start or delivery issues

- 2.13 Those ALMOs which are late starting the programme and also those where there have been performance difficulties will have individual timetables negotiated on the basis of their local circumstances.
- 2.14 The National Federation of ALMOs has put in place a framework to provide for coaching and mentoring of new ALMOs. Existing high performing ALMOs are working on a voluntary basis with new ALMOs to help them put in place a robust system to deliver quality services to tenants.

- 2.15 For PFI programmes and stock transfers which are commencing late in the programme we will consider the individual circumstances in order to agree realistic timetables.

Process and time frame for renegotiating

- 2.16 The Department will be approaching authorities where it considers individual timetables may be necessary. If a local authority or RSL believes it has a valid case for renegotiating their deadline for delivery, they will need to be able to demonstrate this. The chosen delivery route and at what point they are in the delivery process will determine with whom they negotiate.
- 2.17 All local authorities intending to apply for a place in the 2006 bidding round will negotiate directly with the relevant Decent Homes programme team at DCLG, as will all those already on a programme. Established RSLs will negotiate directly with the Housing Corporation, and local authorities that have opted for retention will negotiate with their local Government Office.
- 2.18 Ninety five per cent of all social housing should be decent by 2010. And we expect delivery agencies overall to have refurbished over 3.6 million homes and delivered a 90 per cent reduction in the number of non-decent homes by 2010. We expect to be clear which local authorities and RSLs will complete decent homes beyond 2010 by April 2007. Any who wish to make a case to extend their deadlines must also do so by this date.

Housing Health and Safety Rating System

- 2.19 The Housing Health and Safety Rating System (HHSRS) came into effect on 6 April 2006 and replaces the fitness standard as the statutory element of the Decent Home Standard. However, HHSRS is a risk assessment procedure and does not set a standard.
- 2.20 To be decent, a dwelling should be free of category 1 hazards, and the existence of such hazards should be a trigger for remedial action unless practical steps cannot be taken without disproportionate expense or disruption. Landlords should consider the circumstances very carefully in the interests of the occupiers of the dwelling before concluding that a hazard cannot be dealt with effectively, and in such cases should ensure that the occupiers are fully aware of the position.
- 2.21 HHSRS must be incorporated in housing stock condition surveys and information on the components of the HHSRS and how they can be measured have been in the public domain since August 2000. More details about the HHSRS may be found in Sections 4 and 5 below.

SECTION 3

Delivering decent homes – Part of a wider strategy for regeneration

- 3.1 Delivering decent homes is a commitment in the national strategy for neighbourhood renewal and has a key role to play in narrowing the gap between deprived neighbourhoods and the rest of the country. Delivery needs to be part of a holistic approach to regeneration which is about more than just ‘bricks and mortar’ and which makes the right linkages to wider regeneration objectives such as improving health and education outcomes, renewing failing housing markets, tackling poverty and delivering mixed sustainable communities.
- 3.2 The following issues should be considered in delivering decent homes:
- investment in decent homes should take place in neighbourhoods with sustainable demand in the long-term;
 - expenditure on decent homes needs to be informed by a good understanding of the housing market – particularly in areas suffering from low housing demand. Where demand for housing is not sustainable in the long-term, demolition of the existing stock may represent a better option than refurbishment; and
 - where wider regeneration is an issue, the delivery of decent homes should form part of a wider strategy for neighbourhood renewal and the creation of mixed sustainable communities.
- 3.3 Investment in decent homes can help to maximise the impact of regeneration spending funded from other sources – and regeneration spending can help to satisfy tenant priorities and ensure that decent homes are located within sustainable neighbourhoods. The delivery of decent homes should work towards regeneration priorities identified in community strategies and local neighbourhood renewal strategies and should be co-ordinated with other regeneration initiatives such as low demand pathfinders and New Deal for Communities schemes. Housing providers should engage in efforts to deliver local regeneration priorities, provided that lenders are satisfied that this does not create inappropriate risks to the social housing assets.
- 3.4 Local Area Agreements (LAAs) are expected to be a major tool in delivering neighbourhood renewal. Any LAA area in receipt of NRF must include six mandatory neighbourhood renewal outcomes, including the following housing outcome:

As part of an overall housing strategy for the district, improve housing conditions within the most deprived neighbourhoods/wards, with a particular focus on ensuring that all social housing is made decent by 2010 or other renegotiated deadline.

- 3.5 Delivery of decent homes should be seen as part of a wider goal to improve public service delivery and the standard of living for vulnerable people and disadvantaged groups. It makes a major contribution to wider objectives by tackling fuel poverty, reducing health inequalities and addressing child poverty. Decent Homes' implementation should be linked to delivery of these wider objectives. Local Strategic Partnerships have a key role to play in bringing together local stakeholders to facilitate joined-up delivery.

Decent homes and mixed communities

What is a mixed community?

- 3.6 A mixed communities' approach aims to create better outcomes for the most vulnerable in society and sustainable communities for all. There is no 'one size fits all' approach and how mixed communities are developed will depend on the local context. However, **mixed communities** are areas that:

- attract and retain households with a wide range of incomes;
- have good quality housing in attractive environments with access to good local schools and retail/leisure facilities and other services such as health;
- have a mix of housing size, type and tenure;
- attract and retain households with choice;
- have strong local economies and contribute to strong regional economies;
- are well connected to employment opportunities through neighbourhood design, transport and job access services;
- provide access to other economic and social opportunities for all residents, enhancing their life chances;
- have high quality housing and neighbourhood management;
- have low levels of crime and provide support services for vulnerable people and families at risk;
- have a strong housing market that matches the wider economic area; and
- attract and utilise private sector investment.

Outcomes of a mixed community approach

- 3.7 A successful mixed community would bring together the economic, social and physical aspects of renewal and development in a holistic manner to result in:
- high quality homes, services and opportunities for all;

- narrowing of the gap between the most disadvantaged areas and the rest [floor target outcomes as key indicators]; and
- de-concentration of deprivation, and prevention of social and economic segregation in new areas of development.

Decent homes, neighbourhood renewal and sustainable communities, through a mixed communities approach

3.8 The Decent Homes programme has already made a real difference to the lives of tenants by not only making improvements to social housing but also through improved services. The Decent Homes programme now also offers an opportunity for local authorities to undertake more radical solutions to transform some of the poorest neighbourhoods into mixed, sustainable communities. Those local authorities currently engaged in, or wishing to pursue, major transformation via a mixed communities approach will be able to renegotiate with the Department's individual deadlines for completion beyond the 2010 deadline.

3.9 Solutions could:

- be an integral component of its area's broader Sustainable Communities Strategy;
- have identified sources of funding;
- build on the work that local authorities with tenants have already done in deciding the most appropriate delivery route for meeting decent homes;
- engage residents and establish representative, accountable governance systems to ensure inclusive, active and effective participation by individuals, organisations and service delivery agents;
- challenge developers and other organisations to deliver high quality, tenure-blind designs that will attract residents with choice;
- ensure physical regeneration leads to attractive well-planned and good quality environments by understanding the local context (using tools such as design coding etc.); and
- ensure local plans highlight the links between physical, social and economic regeneration so local housing needs are understood within the wider community context.

SECTION 4

A decent home – summary of the definition

Introduction

4.1 The definition of what is a decent home has been updated to reflect the Housing Health and Safety Rating System (HHSRS) which replaced the Housing Fitness Standard on 6 April 2006. Landlords will find it helpful to refer to the two volumes of statutory guidance on HHSRS¹. The general principles of application have been expanded as set out in paragraph 4.4 below and paragraphs 4.5 and 4.6 clarify what properties are covered by the Decent Home standard. A decent home meets the following four criteria:

a) It meets the current statutory minimum standard for housing

4.2 Dwellings which fail to meet this criterion are those containing one or more hazards assessed as serious ('Category 1') under the HHSRS.

b) It is in a reasonable state of repair

4.3 Dwellings which fail to meet this criterion are those where either:

- one or more of the key building components are old and, because of their condition, need replacing or major repair; or
- two or more of the other building components are old and, because of their condition, need replacing or major repair.

c) It has reasonably modern facilities and services

4.4 Dwellings which fail to meet this criterion are those which lack three or more of the following:

- a reasonably modern kitchen (20 years old or less);
- a kitchen with adequate space and layout;
- a reasonably modern bathroom (30 years old or less);
- an appropriately located bathroom and WC;
- adequate insulation against external noise (where external noise is a problem); and
- adequate size and layout of common areas for blocks of flats.

¹ *Housing Act 2004, Part 1*. Statutory Guidance has been given to local authorities under section 9 – the *HHSRS Operating Guidance and Enforcement Guidance* – and is available from DCLG and at www.communities.gov.uk/hhsrs

- 4.5 A home lacking two or fewer of the above is still classed as decent, therefore it is not necessary to modernise kitchens and bathrooms if a home meets the remaining criteria.
- d) It provides a reasonable degree of thermal comfort
- 4.6 This criterion requires dwellings to have both effective insulation and efficient heating. It should be noted that, whilst dwellings meeting criteria b, c and d are likely also to meet criterion a, some Category 1 hazards may remain to be addressed. For example, a dwelling meeting criterion d may still contain a Category 1 damp or cold hazard.

General principles of application

- 4.7 When applying the Decent Home standard, social landlords should consider the wider mixed communities schemes and regeneration programmes, and follow environmental sustainability objectives and the Buildings Regulations. Social landlords should bear in mind the following. More detailed advice on implementing the standard is given in Section 6:
- Decent homes must be sustainable in the long-term. Decisions on which homes to invest in must be made in the context of the long term demand for the stock. Decent Homes work should not be undertaken in isolation from wider mixed-communities schemes and regeneration programmes;
 - It is a **minimum** standard that all social housing should meet by 2010 or other renegotiated deadline and which can be measured consistently across all social housing stock;
 - It is a standard that **triggers action**, not one to which work is necessarily carried out;
 - Landlords are not expected to make a home decent if this is against a tenant's wishes as work can be undertaken when the dwelling is next void (see paragraph 6.11). For reporting purposes, these properties are not counted as non-decent until they are void;
 - Landlords should have regard to Government environmental sustainability objectives in specifying and designing works and components in maintenance programmes;
 - Landlords must comply with the current Building Regulations, guidance for which is available on the DCLG website², when carrying out works to which they apply, and in general should use the Regulations as a guide as far as possible;
 - Landlords are not expected to carry out only that work which contributes to making homes decent. Other factors may be considered:
 - Building components may fail early, typically these should be dealt with on a responsive basis;

² Building Regulations Explanatory Booklet is available at: <http://www.communities.gov.uk/buildingregs>

- Environmental and security works, which are not included in the decent home standard but which contribute to creating and sustaining the quality of local environments, may be considered high priority in some areas; and
- Landlords may also wish to consider which relevant Lifetime Home Standards³ are appropriate when carrying out work to properties, and whether the work to be undertaken can be modified to help meet the needs of people with disabilities.

What types of property are covered by the standard?

- 4.8 The standard applies to all social housing – *except leasehold and shared ownership properties*. *Social housing* includes sheltered housing and non-self contained or supported housing. The Standard does not apply to Care Homes providing nursing care and regulated by the Commission for Social Care. Social housing in the RSL sector is defined in the guidance notes to the Regulatory and Statistical Return (RSR).
- 4.9 Although leasehold and shared ownership properties are excluded from the social sector side of the target, they can be included as part of the private sector if the properties are occupied by vulnerable people. Landlords may also choose to include certain properties in the work programme due to special circumstances.

Property managed or owned by community-based and tenant-led groups

- 4.10 The Government wishes to encourage local authority tenants to explore future options for the ownership and management of their homes.
- 4.11 As the standard applies to all social housing, it will apply to property managed by another social landlord such as a tenant-led RSL, a Community Gateway Association (CGA) or a Community Land Trust. A CGA is a type of not-for-profit organisation that can be used to manage the stock or take ownership of it as an RSL. A Community Land Trust (CLT) is a model for the mutual ownership of land. The local authority could pass land or housing to a CLT that could in turn use the asset to generate income and would need to enter into an arrangement with a RSL. ALMOs and PFI schemes do not involve a change of landlord.

³ Lifetime Home Standards, produced by the Joseph Rowntree Foundation, available at: www.jrf.org.uk/housingandcare/lifetimehomes

SECTION 5

A decent home – Detailed definition

- 5.1 This section gives detailed definitions of each of the four criteria that make up the Decent Home standard. Social landlords and local housing authorities may deliver housing above this standard but to ensure at least a minimum standard across all housing a common classification is needed to set and monitor the national target.
- 5.2 The HHSRS replaces the fitness standard as the statutory element of the Decent Home Standard. It must be incorporated in housing stock condition surveys. Information on the components of the HHSRS and how they can be measured have been in the public domain since August 2000.
- 5.3 If social landlords follow the guidance set out in the Department's *Collecting, Managing and Using Housing Stock Information*, they should have the information required to help identify dwellings in their stock which are likely to contain category 1 hazards. Further guidance on local measurement against each criterion, primarily through a stock condition survey, is available in *Decent Homes: Capturing the Standard at the Local Level*.⁴

Criterion a: It meets the current statutory minimum standard for housing

- 5.4 With the implementation of Part 1 of the Housing Act 2004 on 6 April 2006, HHSRS replaces the Housing Fitness Standard as the first criterion of the Decent Homes standard. HHSRS is a risk assessment procedure and does not set a standard.
- 5.5 To be decent, a dwelling should be free of category 1 hazards, and the existence of such hazards should be a trigger for remedial action unless practical steps cannot be taken without disproportionate expense or disruption. Landlords should consider the circumstances very carefully in the interests of the occupiers of the dwelling before concluding that a hazard cannot be dealt with effectively, and in such cases should ensure that the occupiers are fully aware of the position.

Criterion b: It is in a reasonable state of repair

- 5.6 A dwelling satisfies this criterion unless:
- one or more key building components are old and, because of their condition need replacing or major repair; or

⁴ *Decent Homes: Capturing the standard at a local level*, DTLR (ODPM) (March 2002) published as an annex to *Collecting, Managing and Using Housing Stock information* is available on the DCLG web site: www.communities.gov.uk/decenthomes

- two or more other building components are old and, because of their condition need replacing or major repair.

5.7 A building component can only fail to satisfy this criterion by being old and requiring replacing or repair. **A component cannot fail this criterion based on age alone.**

Building components

5.8 Building components are the structural parts of a dwelling (e.g. wall structure, roof structure), other external elements (e.g. roof covering, chimneys) and internal services and amenities (e.g. kitchens, heating systems). A full list of building components is given in Annex A of this guidance. Key building components are those which, if in poor condition, could have an immediate impact on the integrity of the building and cause further deterioration in other components. They are the external components plus internal components that have potential safety implications and include:

- external walls;
- roof structure and covering;
- windows/doors;
- chimneys;
- central heating boilers;
- gas fires;
- storage heaters;
- plumbing; and
- electrics.

5.9 Lifts are not considered to be a key component unless the lift or the lift shafts have a direct effect upon the integrity of the building.

5.10 If any of these components are old and need replacing, or require immediate major repair, then the dwelling is not in a reasonable state of repair and remedial action is required.

5.11 Other building components are those that have a less immediate impact on the integrity of the dwelling. Their combined effect is therefore considered, with a dwelling not in a reasonable state of repair if two or more are old and need replacing or require immediate major repair.

Old and in poor condition

5.12 A component is defined as 'old' if it is older than its standard lifetime. Components are in poor condition if they need major work, either full replacement or major repair. The definitions used for different components are at Annex A.

- 5.13 One or more key components, or two or more other components, must be both old and in poor condition to render the dwelling non-decent on grounds of disrepair. Components that are old but in good condition or in poor condition but not old would not, in themselves, cause the dwelling to fail the standard.
- 5.14 A building component which requires replacing before it reaches its expected lifetime has failed early. Under the terms of the definition, this early failure does not render the dwelling non-decent but should be dealt with by the landlord, typically on a responsive basis.
- 5.15 The disrepair criterion is set in such a way that it helps plan future investment needs. Landlords are more likely to be able to predict component failure after the component has reached a certain age than predicting early failures.
- 5.16 Where the disrepair is of a component affecting a block of flats the flats that are classed as non-decent are those directly affected by the disrepair.

Criterion c: It has reasonably modern facilities and services

- 5.17 A dwelling is considered not to meet this criterion if it lacks three or more of the following facilities:
- a kitchen which is 20 years old or less;
 - a kitchen with adequate space and layout;
 - a bathroom which is 30 years old or less;
 - an appropriately located bathroom and WC;
 - adequate external noise insulation; and
 - adequate size and layout of common entrance areas for blocks of flats.
- 5.18 The ages used to define the ‘modern’ kitchen and bathroom are less than those for the disrepair criterion. This is to take account of the modernity of kitchens and bathrooms, as well as their functionality and condition. This principle was agreed with local authority representatives during the consultation on the formulation of the MRA allocations. This allows for dwellings to be improved to a more modern standard than would simply be achieved by applying the disrepair criterion.
- 5.19 These standards are used to calculate the national standard and have been measured in the English House Condition Survey (EHCS) for many years. For example, in the EHCS:
- A kitchen failing on adequate space and layout would be one that was too small to contain all the required items (sink, cupboards cooker space, worktops etc) appropriate to the size of the dwelling;

- An inappropriately located bathroom and WC is one where the main bathroom or WC is located in a bedroom or accessed through a bedroom (unless the bedroom is not used or the dwelling is for a single person). A dwelling would also fail if the main WC is external or located on a different floor to the nearest wash hand basin, or if a WC without a wash hand basin opens on to a kitchen in an inappropriate area, for example next to the food preparation area;
- Inadequate insulation from external airborne noise would be where there are problems with, for example, traffic (rail, road and aeroplanes) or factory noise. Landlords should ensure reasonable insulation from these problems through installation of appropriate acoustic glazing in line with the current Building Regulations; and
- Inadequate size and layout of common entrance areas for blocks of flats would be one with insufficient room to manoeuvre easily for example where there are narrow access ways with awkward corners and turnings, steep staircases, inadequate landings, absence of handrails, low headroom etc.

5.20 Landlords may work to different detailed standards than those set out above. In some instances there may be factors which may make the improvements required to meet the Decent Homes standards' challenging, or impossible, factors such as physical or planning restrictions. Where such limiting factors occur the property should be assessed to determine the most satisfactory course of action in consultation with the relevant body or agency so as to determine the best solution. The outcome may determine that some improvements may be possible even if all are not. **A dwelling would not fail this criterion, where it is impossible to make the required improvements to components for physical or planning reasons.**

5.21 Local authorities must consider how Decent Homes feeds into wider regeneration strategies such as Market Renewal Pathfinder schemes; it may not be necessary to make homes decent when demolition and new build may be more appropriate. At national level, planning policy guidance makes clear that when undertaking such schemes, a range of factors must be considered including Decent Homes. National planning policy guidance for housing are set out in:

- Planning Policy Guidance (PPG) Note 3: Housing [published in 2000]; and
- Draft Planning Policy Statement (PPS) 3: Housing [published in December 2005 and public consultation closed on 27 February 2006. Once finalised, it will replace PPG3]

5.22 Good practice indicates that a clear logical process, which involves all the parties, is the best way of taking a development forward. Important factors in this are early involvement of other departments within the local authority e.g. planners, legal etc; adherence to planning procedures; partnership working with tenants and other stakeholders; and ensuring awareness of other issues that may impact on delivery e.g. conservation areas.

Criterion d: It provides a reasonable degree of thermal comfort

- 5.23 The revised definition requires a dwelling to have both efficient heating; and effective insulation. Efficient heating is defined as any gas or oil programmable central heating; or
- electric storage heaters; or
 - warm air systems; or
 - underfloor systems; or
 - programmable LPG/solid fuel central heating; or
 - similarly efficient heating systems which are developed in the future.
- 5.24 The primary heating system must have a distribution system sufficient to provide heat to two or more rooms of the home. There may be storage heaters in two or more rooms, or other heaters that use the same fuel in two or more rooms. Even if the central heating system covers most of the house making a dwelling decent, under the HHSRS a landlord must be sure that the home is warm enough for the occupant.
- 5.25 Heating sources which provide less energy efficient options fail the Decent Homes standard. Programmable heating is where the timing and the temperature of the heating can be controlled by the occupants. However this is not a requirement in supported housing or housing for older persons where it is necessary for health and safety reasons for landlords to ensure adequate levels of heating are maintained.
- 5.26 Because of the differences in efficiency between gas/oil heating systems and the other heating systems listed, the level of insulation that is appropriate also differs:
- For dwellings with gas/oil programmable heating, cavity wall insulation (if there are cavity walls that can be insulated effectively) or at least 50mm loft insulation (if there is loft space) is an effective package of insulation; and
 - For dwellings heated by electric storage heaters/LPG/programmable solid fuel central heating a higher specification of insulation is required: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are cavity walls that can be insulated effectively).
- 5.27 A SAP rating of less than 35 (using the 2001 SAP methodology) has been established as a proxy for the likely presence of a Category 1 hazard from excess cold. From April 2007, local authorities will report energy efficiency using the new 2005 methodology⁵.
- 5.28 Loft insulation thickness of 50mm is a minimum designed to trigger action on the worst housing. Where insulation is being fitted, landlords should take the opportunity to improve the energy efficiency and install insulation to a much greater depth.

5 www.bre.co.uk/sap2005

- 5.29 The Government is considering the most effective means of improving the energy efficiency of 'hard to treat' homes where the construction may preclude the installation of traditional cost-effective insulation measures. This is being considered in the wider context of progress against the UK Fuel Poverty Strategy. More information on dealing with hard to treat properties and best practice guidance is available from the Energy Savings Trust website⁶.
- 5.30 Where new heating systems are being installed or existing system replaced, landlords should take the opportunity to increase the energy efficiency of the dwelling if possible. This would be achieved through installing energy efficient boilers where possible. Energy efficient boilers are those with a SEDBUK A-C rating. Where this is not possible, cavity walls should be insulated where feasible.
- 5.31 If new heating or insulation is being installed, it is important that steps are taken to ensure the dwelling is adequately ventilated.
- 5.32 Specific programmes are now in place which provide additional resources to carry out energy efficiency programmes.⁷ These are:
- The Energy Efficiency Commitment (EEC): This requires electricity and gas suppliers to meet targets for the promotion of improvements in domestic energy efficiency. They do this by encouraging and assisting domestic consumers (in both private and public sectors) to take up energy efficiency measures. Further information can be found on the DEFRA web site⁸.
 - Warm Front: This scheme tackles fuel poverty among vulnerable households in the private rented and owner occupied sectors. The scheme provides grants for packages of insulation and heating improvements, including central heating systems, for eligible households. Further information can be found on the DEFRA web site⁹.
 - Transco's Affordable Warmth Programme: This programme has introduced Affordable Warmth leases targeted at RSLs and LAs. These leases make the installation of high-efficiency gas central heating and energy efficiency measures more financially attractive for both landlords and tenants.

⁶ <http://www.est.org.uk/housingbuildings/>

⁷ More information is available via the DEFRA web site: www.defra.gov.uk/environment/energy/index.htm

⁸ www.defra.gov.uk/environment/energy/eec/index.htm

⁹ www.defra.gov.uk/environment/energy/hees/index.htm

SECTION 6

Implementing the Decent Homes standard – Social sector

- 6.1 This section explains how the Decent Homes standard should be implemented in the context of planning investment in the housing stock. Investment needs to be considered in the context of the future demand for the housing stock. In some areas of low demand, it may not be appropriate to invest in dwellings because there is unlikely to be sufficient demand for these in the longer term. Landlords should consider whether clearance of the dwellings and regeneration is the most effective long-term strategy.

Standard of work to be carried out

- 6.2 The Decent Homes standard is a minimum standard that triggers action below which no social housing should fall below by 2010 or other renegotiated deadline, but it does not represent the standard to which all work should be carried out. The work that is done to bring homes above this level will vary with the policies of social landlords.
- 6.3 As the standard is a minimum standard that will need to be maintained, landlords will want to take this into account when planning for the future of their stock. In the case of flats and maisonettes it is sensible to ensure the standard is maintained by carrying out works to a sustainable level rather than a minimum standard. This will apply particularly where the nature of construction creates particularly high costs in carrying out works or where the materials used in construction present particular problems.
- 6.4 When considering refurbishment packages, landlords should consult with current Building Regulations and other relevant technical publications.¹⁰ And the current Building Regulations should be used as a guide as far as possible where they exceed the Decent Homes standard.
- 6.5 Landlords may also want to consider other factors when carrying out work to make homes decent. For example ensuring that works undertaken do not make the home more difficult to use for a person with disabilities, considering lifetime homes and carrying out works in an environmentally sustainable way. On the last of these, Sustainable Homes, in conjunction with the Housing Corporation, has developed Green Street¹¹, a web-based tool for sustainable refurbishment. Green Street is based around a virtual street containing houses, flats and bungalows from pre-1900s to 1970s. For each house type solutions for sustainable refurbishment are available, covering issues such as insulation, boiler replacement, water efficient appliances and material use.

¹⁰ www.communities.gov.uk/buildingregs

¹¹ www.greenstreet.org.uk

Work outside the Decent Homes standard

- 6.6 Delivery of decent homes is a key priority, but this should not be an obstacle to landlords carrying out other work that falls outside the Decent Homes standard but achieves other local priorities such as improving the quality of the local area through environmental work to the estates, physical improvements to help design out crime or provision of disabled persons' adaptations.
- 6.7 The quality of people's homes is influenced by the spaces around them. It is recognised that well-designed, well-managed green spaces by and in between housing are important in making neighbourhoods liveable and contribute to people's quality of life. *The Neighbourhoods Green*¹² project aims to highlight this and is a three-year partnership project which will provide guidance, support and tools for housing associations, local authority housing departments, ALMOs, tenants associations and their partners.
- 6.8 When carrying out work to remove hazards, landlords should always consider remedial action to ensure that the hazard does not recur within at least 5 years.

Working in accordance with tenants' wishes

- 6.9 The Decent Homes standard ensures that all social tenants have access to a minimum standard of housing. However tenants may have other priorities and these need to be taken into account.
- 6.10 Landlords have reported that some tenants do not want their kitchens and or bathrooms modernised. This work need not be done as the standard is sufficiently flexible for homes to be without two of the components in the modernisation list and still be classed as decent.
- 6.11 Where an individual tenant does not want work carried out on their home to bring it up to the Decent Homes standard, then the home can remain below the standard until the property is vacated, at which point the necessary work can be undertaken. Exceptions to this are where works are required to maintain the structural integrity of the dwelling or to prevent other components within the dwelling from deteriorating, or where a category 1 hazard must receive early attention.
- 6.12 Delivery of the Decent Homes standard will be important in bringing health benefits to tenants and reducing health inequalities. Authorities will be expected to set out in their business plans the investment strategy they consider the most effective, how they are taking tenants' wishes into account and how their effort is to be targeted. Although the Guidance does not require landlords to focus investment on the most deprived neighbourhoods or on vulnerable tenants, it may be necessary, or make strategic sense, to do so in some circumstances, for example by prioritising measures such as heating and insulation for elderly or other vulnerable tenants.

12 www.neighbourhoodsgreen.org.uk

Timing of work

6.13 Effective planning of renovation programmes is vital for the delivery of the decent homes for all social sector tenants by 2010 or other renegotiated deadline. Landlords need to identify and evaluate the options for improving the condition of their housing over the period. Programmes of work should be planned to enable an effective use of resources in tackling non-decent housing and preventing decent housing from deteriorating into non-decency, as well as taking into account the views of tenants and future demand for the homes. Timing of the work will need to take account of the following:

- Premature failure of building components. Where there are signs of early failure, this will need to be accommodated in the investment strategy.
- Components lasting longer than expected. Under the disrepair criterion components should not be replaced just because they have reached the end of their predicted life. They should show signs of failure before a replacement programme is put in place.

6.14 Landlords should determine the most effective balance between making homes decent and preventing homes falling below the standard.

Packages of work

6.15 If a dwelling fails to meet one criterion, landlords should consider whether it is appropriate to only carry out the work to make the homes decent or whether it is more effective to carry out additional works at the same time. Examples are given below:

- Dwellings are non-decent because they have windows that need replacing. Their replacement would make the dwelling decent, but it may be more cost effective to replace both windows and doors, the latter being likely to require replacement in the next few years.
- Providing additional loft insulation at the same time as carrying out re-roofing work in circumstances where provision of further insulation is not required to meet the Decent Homes standard.
- When undertaking any work to improve the thermal efficiency of a dwelling, consideration should be given to improving overall energy efficiency aspects, such as by installing additional insulation and ventilation, even if the dwelling already meets the minimum insulation requirements.

Implementing the Decent Homes standard – Private sector

- 6.16 In 2002 the Decent Homes standard was extended to include the private sector with the focus on reducing the proportion of vulnerable households living in non-decent homes. This section of the guidance should be read in conjunction with ODPM circular 05/2003¹³. This circular sets out how a local authority should develop a private sector renewal strategy as part of its overall housing strategy and how it should publish a policy setting out its use of powers under the Regulatory Reform Order 2002 (the RRO) to support private sector renewal. Meeting the private sector element of the Decent Homes standard should be an important element of this process. Set out below is further guidance on how this integration should be achieved.
- 6.17 The approach to making private sector homes decent will be different from that adopted for homes in the social sector, reflecting the different ownership responsibilities and the powers and duties of local authorities to take enforcement action under Part 1 of the Housing Act 2004 on the basis of HHSRS assessments. Achieving the Decent Homes standard will only be achieved by adopting a combination of policies which will involve a range of assistance, advice and encouragement to homeowners and using enforcement powers only as a last resort. It will also involve developing a close relationship with other partnerships and policies and this is covered in detail in circular 05/2003.
- 6.18 In particular Home Improvement Agencies (HIAs) are seen by the Government as having a particularly important role to play in taking forward the Decent Homes agenda. HIAs provide a valuable service to help elderly, disabled and vulnerable people to remain living independently in their own home for as long as they wish. There are currently around 200 HIAs covering over 300 local authority areas. They assess the clients' needs for improvements and adaptations, arrange the best funding option and provide support during the stress and disruption that work in the home can cause. This enables the client to remain in a safe, warm and secure environment. Funding for HIAs has, since 1 April 2003, been part of the Supporting People programme. DCLG is investing another £2m in HIAs from 1 April 2004 to encourage restructuring of the existing sector and expanding into areas where there is currently little or no coverage. Foundations operate as the National Co-ordinating Body for Home Improvement Agencies under contract to DCLG to promote and develop the HIA sector. They can be contacted on **01457 891909** and can advise on all aspects of HIAs work and whether an agency operates in a particular area.
- 6.19 The Warm Front grant programme, administered by the Department for Environment, Food and Rural Affairs, makes an important contribution to meeting the thermal comfort criterion of the Decent Homes standard. Local authorities need to work closely with the scheme managers to maximise take up of resources by homeowners and tenants, share information about vulnerable occupiers and, where necessary, supplement the programme to ensure that the decency standard is achieved.

13 Housing Renewal: ODPM Circular 05/2003
www.communities.gov.uk/pub/789/HousingrenewalODPMcircular052003pdf192kb_id1152789.pdf

a. Private sector renewal policies to support delivery of the target

- 6.20 The powers given to local authorities under the RRO are designed to provide maximum flexibility to develop new policies for private sector renewal which are consistent with local priorities and reflect the availability of resources. Therefore, while local authorities should aim to achieve or in some respects exceed the Decent Homes standard in every applicable case where they provide advice or assistance, they will want to offer a tailored package of financial incentives depending on the precise circumstances of each case. Some authorities will only wish to offer grants to those owners who are seen either as most vulnerable or in cases where no significant equity is available in the property. In other cases, loans, equity release or other forms of assistance and advice may be more appropriate. In area regeneration schemes the form of assistance will be determined in the context of the wider regeneration objectives. For example, group repair schemes often only provide grants to deal with structural and other external problems. It is unlikely that many authorities would want to provide grant assistance for the modernisation of internal facilities.
- 6.21 Financial assistance may in certain circumstances be made available to landlords in the private rented sector in line with the authorities overall policy for that sector reflecting local priorities. But local authorities should bear in mind the importance of the decency standard and in all cases provide advice and support to owners to encourage them to achieve it.

b. Enforcement powers

- 6.22 Local authorities have statutory duties and powers to take enforcement action to deal with properties containing hazards assessed under HHSRS. Under the Housing Act 2004, local authorities have a duty to take appropriate enforcement action in relation to category 1 hazards and discretion to act in relation to category 2 hazards. Enforcement is an important part of the strategy in dealing with non-decent homes, particularly those in the private rented sector. In using their enforcement powers, local authorities should have regard to the PSA target and its focus on vulnerable households
- 6.23 It should be noted that, as well as being subject to the requirements of the Decent Home standard, RSLs can be subject to local authorities' enforcement powers. Authorities are advised to take account of RSLs' decent homes implementation programmes when considering the use of their powers. RSLs for their part are reminded that the homes of vulnerable tenants in particular may need attention beyond that required by the Decent Homes standard, and that they should establish the likely approach of their local authorities to such cases.

c. Limitations in securing the target

- 6.24 Landlords are not expected to attempt remedial works to remove category 1 hazards if this is impracticable – replacement of stairs for example. It is relevant to note that, in the enforcement context, the Housing Act 2004 gives local authorities discretion in the appropriate use of their powers and they may decide that immediate enforcement action is unnecessary or impracticable. They may decide to suspend action, or issue a hazard awareness notice (which requires no action) where the occupants are at minimal risk from the hazard in question or the hazard is an integral feature of a building which cannot be dealt with. It should also be remembered that, although local authorities have powers of entry in relation to HHSRS, they have no power to enter premises against the wishes of the owner to make a home decent in other respects.

6.25 Relying on enforcement action alone is unlikely to ensure that the private sector stock meets the Decent Homes standard. Local authorities will need to work with partner agencies to make all applicable private sector homes meet the standard wherever possible. If an owner elects not to modernise their home and to decline assistance or advice from the local authority there is little more that can be done until there is a change of owner (unless the conditions are so poor that the authority feels that it must intervene under Part 1 of the Housing Act 2004 in the interests of the occupiers).

Definition of vulnerable

6.26 Vulnerable households have been defined for the purposes of the Decent Homes standard as a whole as those in receipt of at least one of the principal means tested or disability related benefits. For the purpose of establishing the national 2001 baseline from the English House Condition Survey the benefits taken into account were:

- income support;
- housing benefit;
- council tax benefit;
- disabled persons tax credit;
- income based job seekers allowance;
- working families tax credit;
- attendance allowance;
- disability living allowance;
- industrial injuries disablement benefit;
- war disablement pension;
- child tax credit;
- working tax credit;
- pension credit.

6.27 The detailed definition of qualifying benefits used to define vulnerable will be subject to change. The last three qualifying benefits have been introduced since 2001 and they have different qualifying thresholds.

6.28 This is the definition of vulnerable which all local authorities should use to establish a baseline and monitor progress towards the Decent Homes standard. It should be noted that this definition is used for national monitoring purposes. Local authorities have flexibility in providing discretionary assistance for repairs under the Regulatory Reform Order (RRO) (Housing Assistance) Order 2002. It is for the local authority to decide the circumstances in which to give assistance and the form that assistance may take.

SECTION 7

Measuring the baseline position and monitoring progress – Social sector

National monitoring

- 7.1 The national baseline was set at 1 April 2001 using data from the 2001 English House Condition Survey (EHCS). There were 1.6 million non-decent homes in the social sector at that time. The national baseline figures quoted are for the number of dwellings currently failing on that date, and do not take account of projecting forward deterioration or the impact of HHSRS on the original baseline. The number of unfit properties was 1 million in 2003, whereas those containing category 1 hazards is closer to 4 million (2004). More detailed information about the impact of HHSRS on decent home targets will be available from the 2006 EHCS towards the end of 2007. The current data suggests that in the social sector there might be around 680,000 homes containing category 1 hazards. Many of these will be eliminated under current work programmes. But it is possible that around 100,000 homes will still contain cold hazards, which minimum work to improve thermal comfort cannot deal with.¹⁴
- 7.2 Progress up to 2010 will be monitored nationally through the same survey, which, from 2002, has been put on a continuous basis.

Social landlords' assessment of the local baseline position

- 7.3 The Department has not cascaded specific targets for individual social landlords other than that all social housing should be decent by 2010. The same will apply where deadlines beyond are renegotiated. However, all social landlords should be setting targets for tackling their non-decent housing and monitoring their progress. This has been a Best Value Performance Indicator¹⁵ from 2002/03.
- 7.4 Government Offices are working with local authorities and the Housing Corporation is working with RSLs to establish their plans and mechanisms for monitoring progress towards making their stock decent. Local authorities will be required to set targets and report on their progress as part of their Statistical Appendices to their HRA Business Plan. The Housing Corporation will monitor progress made by RSLs, which will be reported through the Regulatory and Statistical Return.

¹⁴ Estimates of cold hazards assume that SAP 35 is a simple proxy for a category 1 hazard

¹⁵ Best Value Performance Indicators 2002/03 product code 99LG0110, available from the DCLG Publications Centre, see the imprint page of this document. Our indicator can also be found at <http://www.communities.gov.uk/index.asp?id=1136106>

- 7.5 Local monitoring requires the establishment of local baselines and setting realistic plans for delivery against targets, as well as establishing suitable mechanisms for on-going monitoring and reporting progress. Many landlords have already done this but may wish to refine initial estimates. Each criterion should be measurable through the data captured through a standard stock condition survey. In both the local authority and RSL sectors it is essential that all landlords are working to the same definition of a decent home so that they meet the 2010 or other renegotiated deadline.

Predicting future progress

- 7.6 The following paragraphs explain how to predict the future changes in levels of non-decent housing. *Decent Homes: Capturing the standard at the local level*¹⁶ provides further details on how to collect the necessary information.
- 7.7 To address the problem of non-decent housing locally, social landlords need to understand the effect of different investment strategies on the level of non-decent homes. This requires an understanding of flows of stock into and out from non-decency and is part of investment appraisal. Key factors are:
- Whether dwellings that are currently decent will deteriorate sufficiently to become non-decent in the planning period if no investment is made; and
 - Whether the type and extent of investment planned will make non-decent dwellings decent and prevent decent dwellings from becoming non-decent in the planning period.
- 7.8 The change in the number of non-decent homes from one year to the next is the net effect of these two flows. The year on year position would be simple to measure if a stock condition survey was repeated each year but this would not help in predicting how different investment plans would change the number of non-decent homes over the short and medium term. Nor is an annual stock condition survey necessary to estimate year on year change, provided there is good information about the dwellings on which investment is taking place together with a good property data base that includes data about the age of building components and their life expectancy.
- 7.9 Where non-decent properties are to be demolished, these can be counted as reducing the number of non-decent homes when reporting progress. The sale of properties through the Right to Buy or sold for any other reason also contributes to the reduction of non-decent homes in the social sector.
- 7.10 As decent homes moves toward a mixed communities' agenda, those local authorities and RSLs undertaking major transformational works may be eligible to renegotiate deadlines beyond 2010. In such cases, the timeframe for earmarking demolitions would be aligned to the new deadline. Similarly, this would apply to ALMOs going beyond 2010, and in those situations where there are value for money in procurement issues, or a late start.

¹⁶ *Decent Homes: Capturing the standard at the local level*, DTLR (ODPM) (March 2002) published as an Annex to Collecting, Managing and Using Housing Stock information. is available on the DCLG web site: www.communities.gov.uk/decenthomes

- 7.11 In these cases, it will need to be negotiated on a case by case basis as to what work should be done to these properties in the intervening period. Where demolition is scheduled in the relative short term, it is likely that only routine maintenance work will be required. However, where demolition is not scheduled for some years, some minimal investment may be required depending on the condition of the properties. This will be dealt with on a case by case basis.

Estimating deterioration

- 7.12 It is usually possible to predict which dwellings are likely to deteriorate and become non-decent. To do this, it may be helpful to classify dwellings into one of three categories:

- **Non-decent** a dwelling that fails now on one or more of the criteria;
- **Potentially non-decent** a dwelling that currently meets the standard but is likely to deteriorate and become non-decent if no work is done in the short term; and
- **Decent** a dwelling which does not require capital investment even in the short term to prevent it becoming non-decent.

- 7.13 One task in devising an investment programme is to determine what will happen to dwellings which are initially decent in the absence of any investment during the period in question. The following are factors that will influence whether or not there is deterioration:

- **age** – dwellings will fall below the defined standard over time (e.g. in modernity of facilities) simply because components are now a number of years older;
- **lack of preventative work** – many building elements will deteriorate in condition; they will show signs of increasing disrepair, and dampness or structural instability may appear; and
- **design** – e.g. layout of the kitchen, presence of insulation and heating system. These should not change over the period; no additional information is required to describe these features.

Predicting impact of investment

- 7.14 The impact of different investment strategies on the future condition of the stock also needs to be estimated. The following considerations will need to be made:

- It may help to classify dwellings receiving investment as non-decent, potentially non-decent or decent before that investment is made.
- Where work is carried out, does it result in changes to the age of major building components and/or increases their remaining life? e.g. Replacing a building component sets its age to zero and maximises its remaining life.

- Where a dwelling is non-decent because it has some inherent design defect has it been remedied? In the case of thermal comfort, has the efficiency of the heating system been increased or insulation been improved?

- 7.15 External factors that will affect the level of non-decent housing need to be considered, e.g. the level of stock losses and gains, such as demolition, RTB sales, the return of stock from New Deal for Communities (NDC) management, transfers and acquisitions.
- 7.16 It will be necessary to carry out a stock condition survey periodically to re-quantify the number of non-decent homes.

Impact on landlords of the introduction of the Housing Health and Safety Rating System (HHSRS)

- 7.17 To be decent, a dwelling should be free of category 1 hazards. The components of the HHSRS and how they can be measured in a stock survey have been in the public domain for 5 years and stock survey completed since then could have covered freedom from category 1 hazards. Any future survey must incorporate the HHSRS. However, landlords who do not have any information on the extent to which their stock complies with HHSRS do not have to carry out an unplanned stock survey but should ensure that they collect this information as part of their next planned survey.
- 7.18 Before embarking on any programme of work, landlords should assess whether the dwellings in the programme have any category 1 hazards that would not be remedied by the planned work. If such hazards are identified, appropriate remediation should be carried out as part of the proposed work programme.
- 7.19 It is difficult to say how social landlords might be affected by HHSRS, but given the work already anticipated in relation to Decent Homes, most landlords should not find a significant increase in non-decency. The most common hazard is excess cold and many of these hazards should be tackled in meeting the thermal comfort criterion or through existing programmes to tackle fuel poverty and energy efficiency. However, landlords will need to consider if there are dwellings which will still have a low level of energy efficiency and may need further work to meet the Decent Homes standard. There may be some landlords who have other problems in their stock. These problems should already be known to them – for example the extent to which radon affects housing in affected areas, or the presence of asbestos. Landlords should ensure that future surveys help them assess the extent of hazards typical in their stock.
- 7.20 Landlords are not expected to remove a category 1 hazard where there are serious practical difficulties. For example, the risk of falls in relation to stairs may be difficult to eliminate completely in certain properties. In such cases, landlords should do what they can to lower the risk, and ensure that the occupier is aware that some risk remains. Where a category 1 hazard remains after refurbishment, the landlord should consider whether the occupier is in an age group identified as particularly vulnerable to that hazard. If so, the landlord may need to consider whether the accommodation is more suitable for a tenant not in the vulnerable age group.

Future stock surveys – identifying new non-decent homes

- 7.21 Landlords who have already carried out a stock survey excluding HHSRS and who have already carried out work to their stock without taking account of hazards, will need to build HHSRS into their next stock survey.
- 7.22 When a new survey has been completed landlords may find that a proportion of their stock has become non-decent. Future refurbishment will need to deal with these hazards. We would not expect this to present major difficulties but if specific issues arise landlords should seek advice from DCLG on how to report on non-decency if new surveys highlight the likelihood of significant hazards in the stock.

Measuring the baseline position and monitoring progress – private sector

- 7.23 The key points outlined above also have some application to the private sector. In particular, stock that has been made or is in the process of being made decent may be found to contain some non-decent dwellings following a survey incorporating HHSRS.
- 7.24 The estimate of the national baseline – that nearly 1.056 million vulnerable households in the private sector were living in non-decent homes is based on data from the 2001 English House Condition Survey. As explained in *The Decent Homes Target Implementation Plan* this will be monitored annually at a national level.
- 7.25 The Decent Home Target Implementation Plan also sets out a trajectory for delivery that includes targets for specific years up to 2020 expressed as the proportion of vulnerable households in the private sector living in decent homes. The relevant target percentages are 65% by 2006, 70% by 2010 and 75% by 2020. There is also a target that this proportion will increase year by year.
- 7.26 Precise targets have not been set at either a regional or local authority level. Regional housing strategies, which are being developed by the Regional Housing Boards, will include a policy to address this issue which is consistent with the overall national PSA7 target. The EHCS will be able to produce reasonably reliable estimates of vulnerable households in non-decent homes annually at the regional level from 2006 using a combination of accumulated survey results and modelling.
- 7.27 At local authority level, Circular 05/2003 emphasises the need for private sector housing renewal strategies to be evidence based and that identifying local issues, needs and expectations within localities is a vital step in establishing robust policies.
- 7.28 In reviewing their strategies, local authorities are expected to identify the level of non-decent homes occupied by vulnerable households in their authority and within the level of resources available to produce a robust and consistent policy response to the problem. This response needs to be sufficient to ensure that, at the national level, targets for private sector decent homes are being achieved. Consistency with the national target is difficult to define precisely in central guidance and is a matter for discussion with Government Offices in relation to policy priorities set out in the Regional Housing Strategies and the individual local authority Housing Strategies. The policy should, however, be robust enough to secure, at local authority level, a year on year increase in the proportion of vulnerable households living in decent homes and as a minimum to reach the same target figure of 70 per cent by 2010 as set nationally.

- 7.29 In establishing a baseline position local authorities will need to undertake a stock condition survey. DCLG guidance *Collecting, Managing and using Housing Stock Information: Good Practice guidance*¹⁷ is relevant for this exercise.
- 7.30 However, local authorities will need to go beyond a basic stock condition survey. As paragraph 2.33 of circular 05/2003 points out, housing stock condition information in isolation will be insufficient as a basis for developing policy. An understanding of the local housing market and the financial circumstances of homeowners will be essential ingredients.
- 7.31 Local authorities will therefore need to establish a baseline position that will include the following key information:
- the number of non-decent private sector dwellings in the owner-occupied and private rented sectors;
 - the reasons for these dwellings failing the decency standard in relation to the four criteria and the approximate cost of rectifying the problem;
 - the number of vulnerable households living in the private sector and the proportion of them living in non-decent homes; and
 - an analysis of the local housing market with an emphasis on the present and future levels of un-mortgaged equity in the target non-decent properties occupied by vulnerable households and the socio-economic circumstances of the occupiers. This analysis will help to determine the appropriate policy response in terms of the potential for loans and equity release policies in addition to grants.
- 7.32 As part of the strategy process local authorities will also need to be in a position to monitor and report on progress towards increasing the percentage of vulnerable households in decent homes in their area. It is recommended that this should be done by **a systematic recording of policy outputs**. This should include the number of non-decent homes occupied by vulnerable households which:
- are made decent through assistance/enforcement;
 - received assistance/enforcement action but where the full decency standard not achieved; and
 - are not made decent because assistance was rejected by the owner.
- 7.33 Every effort should also be made by authorities to collect information from partners on the number of target homes which have been made decent by other programmes such as Warm Front or as part of a low demand pathfinder programme or other regeneration project.

¹⁷ *Collecting, managing and using housing stock information: A Good Practice Guide*, ODPM (2000).
www.communities.gov.uk/decenthomes

- 7.34 The output measures described above will only be able to demonstrate on an annual basis the rate at which the baseline problem is being tackled by the local authority. This analysis will not take into account the level of stock deterioration, private renewal activity or changes in the numbers of vulnerable households. A repeat of the stock condition survey together with the related survey of socio-economic data will therefore be necessary at periodic intervals as recommended in DCLG guidance on stock surveys.
- 7.35 We have produced a set of look up tables that will assist local authorities in estimating levels of vulnerable households living in non-decent homes in their area which will help prior to a local authority establishing that information for themselves. The Ready Reckoner is based on the association between vulnerable households living in non-decent homes in any given district and the level of deprivation and age of the private sector dwelling stock in that area. It models local measures of the problem from district-level input of:
- the ‘deprivation group’ to which each district has been assigned; and
 - the age profile of the private sector stock for the district.
- 7.36 The Ready Reckoner for PSA7 private sector vulnerable households in non-decent homes is available on the DCLG web site¹⁸.

¹⁸ www.communities.gov.uk/decenthomes

ANNEX A

Component lifetimes and definition of ‘in poor condition’ used in the national measurement of the disrepair criterion

- Table 1 shows the component lifetimes within the disrepair criterion to assess whether the building components are ‘old’. These are used to construct the national estimates of the number of dwellings that are decent and those that fail. These lifetimes are those considered appropriate for use in planning for newly arising renewal works for social landlords. They are the same as those used to calculate the MRA which were agreed following consultation in November 1999. Landlords will wish to consider whether these lifetimes are appropriate within their own stock for predicting the age at which the component ceases to function effectively.

Building components (key components marked*)	Houses and bungalows	All flats in blocks of below 6 storeys	All flats in blocks of 6 or more storeys
Wall structure*	80	80	80
Lintels*	60	60	60
Brickwork (spalling)*	30	30	30
Wall finish*	60	60	30
Roof structure*	50	30	30
Roof finish*	50	30	30
Chimney*	50	50	N/A
Windows*	40	30	30
External doors*	40	30	30
Kitchen ¹⁹	30	30	30
Bathrooms	40	40	40
Heating central heating gas boiler*	15	15	15
Heating central heating distribution system	40	40	40
Heating other*	30	30	30
Electrical systems*	30	30	30

¹⁹ Kitchens are assumed to require replacing on grounds of repair every 30 years, bathrooms every 40 years. Therefore the age aspects in the disrepair criterion are set at 30 and 40 years respectively. These lifetimes were agreed following consultation on the MRA. However, it is clear that social landlords and tenants prefer these amenities to be replaced more frequently, to enable them to be maintained at a reasonably modern standard. Thus different ages are required for kitchens and bathrooms under the reasonably modern facilities and services criterion.

In poor condition

2. Table 2 sets out the definitions used within the disrepair criterion to identify whether building components are ‘in poor condition’. These are consistent with EHCS definitions and will be the standard used to monitor progress nationally through the EHCS. Social landlords should consider appropriate minimum standards to use for their own local assessment and measurement of progress. For example, some will decide it appropriate to replace the whole roof covering if more than one third needs to be replaced (compared with one half used for national estimates).

3. During a stock condition survey, the surveyors should assess the extent to which individual building components require immediate work. Their judgement should be used to assess whether the components should be classified as in poor condition at the time of inspection or not. The general line used in the EHCS is that, where a component requires some work, repair should be prescribed rather than replacement unless:
 - the component is sufficiently damaged that it is impossible to repair;
 - the component is unsuitable, and would be even it were repaired, either because the material has deteriorated or because the component was never suitable;
 - (for external components) even if the component were repaired now, it would still need to be replaced within 5 years.

Table 2: Definition of ‘poor condition’ used in disrepair criterion	
Definition of ‘poor condition’ used in EHCS	
Wall structure	Replace 10% or more or repair 30% or more
Wall finish	Replace/repoint/renew 50% or more
Chimneys	1 chimney need partial rebuilding or more
Roof structure	Replace 10% or more or strengthen 30% or more
Roof covering	Replace or isolated repairs to 50% or more
Windows	Replace at least one window or repair/replace sash or member to least two (excluding easing sashes, reglazing painting)
External doors	Replace at least one
Kitchen	Major repair or replace 3 or more items out of the 6 (cold water drinking supply, hot water, sink, cooking provision, cupboards, worktop)
Bathroom	Major repairs or replace 2 or more items (bath, wash hand basin, WC)
Electrical system	Replace or major repair to system
Central heating boiler	Replace or major repair
Central heating distribution	Replace or major repair
Storage heaters	Replace or major repair

ANNEX B

Clarifying the Roles of Key Delivery Supporters

The following sets out the roles and responsibilities for some of the key Decent Homes stakeholders.

Government Offices

- Ensuring delivery of decent homes by local authorities in its region and ensuring that the chosen option delivers decent homes, empowers tenants and the community, improves the strategic role of the local authority and stimulates neighbourhood renewal and, where appropriate, sustainable mixed communities.
- Providing specialist input to support authorities and tenants through the chosen stock option – ALMO, PFI, Transfer.
- Facilitating use by local authorities of appropriate support services, for example setting up mentoring opportunities between authorities.
- Ensuring tenants are effectively engaged in the process.
- Helping local authorities develop the right skills to enable them to deliver and facilitating and encouraging the development and dissemination of good practice and shared learning.

Audit Commission

- Assessing the capacity and capability of district councils that own their housing stock to meet the Decent Homes standard by 2010 or other renegotiated deadline under the Comprehensive Performance Assessment (CPA) framework.
- Building on the outcomes of single tier CPA to assess the risks of local authorities not meeting the Decent Homes standard.
- Inspecting ALMOs to ensure they deliver high quality housing services and also have the capacity to bring their housing stock up to the Decent Homes standard.
- Helping the DCLG to monitor the performance of ALMOs by assessing how they have implemented improvement plans and responded to recommendations in inspection reports.
- Providing advice to ALMOs and prospective ALMOs about the inspection process and providing written guidance to ALMOs on achieving excellence in housing management and the inspection of governance arrangements.

- Inspecting the repairs and maintenance services and asset management strategies of housing associations to assess their ability to meet the Government's Decent Homes standard by 2010 or other renegotiated deadline.
- Publishing research and good practice advice on the delivery of decent homes (and related issues) by local authorities and housing associations from inspection, audit and other evidence.

Housing Corporation

- Monitoring the progress of Housing Associations towards achieving the Decent Homes standard via the Regulatory and Statistical Return (RSR) and undertaking analysis of RSR data.
- Carrying out risk assessments of RSLs' Asset Management practice and performance as part of the risk based regulation process and maintaining a Risk Register of RSLs facing the biggest challenges in achieving the Decent Homes standard.
- Maintaining regulatory involvement with RSLs as necessary including review of asset management strategies to assess capacity to meet the Decent Homes standard.
- Commissioning and publishing research into RSLs' performance against the decent homes target and working with professional and representative bodies to ensure provision of good practice advice to RSLs.
- Responding to queries and providing advice and guidance to RSL on decent homes.
- Liaising with DCLG to advise of the impact of aspects of the Decent Homes standard on RSLs.
- Approving proposals for regeneration/remodelling where these incorporate amended targets for meeting the Decent Homes standard for some parts of RSLs' stock.

National Federation of ALMOs

- Acting as a trade body/lobbying organisation to represent and promote the interests of ALMOs to DCLG, local authorities and residents.
- Offering practical help to those interested in the ALMO option.