

# Strategic Housing Research Project

Report of Findings  
January 2018





Opinion Research Services | The Strand, Swansea SA1 1AF  
Jonathan Lee | Nigel Moore | Scott Lawrence  
enquiries: 01792 535300 · [info@ors.org.uk](mailto:info@ors.org.uk) · [www.ors.org.uk](http://www.ors.org.uk)

© Copyright January 2018

Contains public sector information licensed under the Open Government Licence v3.0

Contains OS data © Crown Copyright (2017)

# Contents

<b>Executive Summary.....</b>	<b>8</b>
Methodology.....	8
<b>Household Survey Information .....</b>	<b>9</b>
Overcrowding.....	9
Moving Households.....	9
Households with Specific Needs .....	9
<b>Study Area Characteristics .....</b>	<b>10</b>
Private Rented Sector.....	10
Dwelling Type Profile .....	10
Household Income .....	11
<b>Statutory Minimum Standards.....</b>	<b>12</b>
Hazards Identified by the Survey .....	12
<b>The Decent Homes Standard.....</b>	<b>13</b>
Prevalence of Non-decency .....	13
Costs to remedy Decent Homes Failures .....	13
<b>Energy Performance.....</b>	<b>14</b>
Distribution of SAP Ratings .....	14
Tackling Fuel Poverty .....	15
<b>Affordable Housing Needs .....</b>	<b>16</b>
Size and Tenure Mix.....	16
Low Cost Home Ownership.....	16
The Private Rented Sector.....	17
<b>1. Introducing the Study.....</b>	<b>18</b>
Overview of the background and survey methodology	
The Council’s Obligations and Powers .....	18
Guidance regarding House Condition Surveys.....	18
How was this Survey Conducted? .....	19
Sub-Areas .....	20
Urban and Rural Areas .....	21
Comparing the Study Area with England and Sub-Regionally.....	22
Accuracy of Findings.....	22
Presentation of Figures .....	23

<b>2. Household Survey Information .....</b>	<b>24</b>
Background and survey findings	
The Survey .....	24
Property Information .....	24
Overcrowding .....	26
Under-Occupation .....	28
Household Information .....	29
Household Income and Affordability .....	31
Moving Households .....	32
Household Formations .....	36
Households with Specific Needs .....	40
<b>3. Study Area Characteristics .....</b>	<b>48</b>
Dwelling Stock .....	48
Vacant Dwellings .....	48
Tenure .....	49
Private Rented Sector .....	50
Houses in Multiple Occupation .....	52
Property Management .....	53
Fire Safety .....	54
Dwelling Characteristics .....	55
Dwelling Construction Date .....	55
Dwelling Type Profile .....	56
Dwelling Size .....	58
National Space Standards .....	60
Background .....	60
Estimating Rother’s Current Dwelling Stock’s Compliance with Space Standards .....	61
Dwelling Construction Type .....	64
Condition of Dwellings .....	65
Overcrowding .....	66
Household Characteristics .....	67
Length of Residence .....	67
Economic Status .....	69
Household Income .....	70
Population Age Profile .....	74
Household Composition .....	75
Ethnic Mix .....	76
Socio-economic classification .....	77
Residents with a disability .....	77
Adaptations/Equipment .....	78

<b>4. Statutory Minimum Standards .....</b>	<b>83</b>
The Housing Health and Safety Rating System (HHSRS)	
Hazards Identified by the Survey .....	83
Category 1 Hazards and Dwelling Stock Characteristics .....	85
<b>5. The Decent Homes Standard.....</b>	<b>88</b>
Measuring housing condition against the standard	
Applying the Standard .....	88
Criterion A: Current Minimum Standards for Housing – Category 1 Hazards identified under the Housing Health and Safety Rating System (HHSRS) .....	88
Criterion B: Dwelling State of Repair – Disrepair to major building elements and amenities.....	89
Criterion C: Lacking Modern Facilities – Provision of kitchens, bathrooms and other amenities .....	90
Criterion D: Thermal Comfort Failures – Provision of efficient heating and effective insulation.....	91
Non-decency and Dwelling Stock Characteristics .....	93
Vulnerable Households and Non-Decency.....	95
<b>6. Energy Performance.....</b>	<b>99</b>
Energy ratings, CO <sub>2</sub> and energy costs	
Energy Performance and SAP Ratings .....	99
Changes in the SAP Standard .....	99
Distribution of SAP Ratings.....	100
Energy Efficiency and Dwelling Characteristics.....	101
Carbon Dioxide Emissions .....	103
Fuel Sources in the Study Area.....	103
Energy Efficiency Improvement .....	104
Renewable Energy.....	105
Overall Domestic Fuel Use .....	106
Fuel Costs .....	107
Tackling Fuel Poverty .....	110
<b>7. Affordable Housing Needs .....</b>	<b>113</b>
Introduction.....	113
Housing White Paper.....	114
The ORS Housing Mix Model and Affordable Need .....	114
Housing Mix: Size and Tenure .....	114
Affordable Housing Tenure .....	115
The Private Rented Sector.....	127

<b>8. Conclusions .....</b>	<b>133</b>
Summary of findings and policy implications	
Introduction.....	133
Summary of Findings .....	134
Policy Focus .....	141
Demands in relation to the private rented sector .....	141
Fire risk .....	141
Private rented sector – control and licensing .....	142
Private rented sector – landlord accreditation .....	142
Bringing empty properties back into use .....	143
Vulnerable Occupiers in the Private sector.....	144
Energy Efficiency Improvements.....	144
Tackling Fuel Poverty .....	145
Affordable Housing Need .....	146
People Wishing to Build their Own Homes .....	147
<b>Appendix A.....</b>	<b>149</b>
Topic Context	
Overcrowding Standards and National Changes.....	149
The Housing Health and Safety Rating System (HHSRS): .....	152
Obligation to Tackle Housing Health and Safety Hazards .....	152
Definition of Hazards under the HHSRS and Category Level .....	153
The Decent Homes Standard.....	154
Carbon Dioxide Emissions .....	155
The Expansion of the Private Rented Sector .....	156
Government Affordable Housing Initiatives.....	157
<b>Appendix B.....</b>	<b>159</b>
Housing Legislation and Requirements	
Housing Acts and other Legislation .....	159
Mandatory Duties.....	160
Compliance with the 2015 Nationally Defined Space Standards for Gross Internal Area .....	162
HMO Requirements.....	164
Heating .....	165
Space .....	165
Natural Light and Ventilation .....	165
Fire Safety.....	165
Fire Alarms .....	165
Means of Escape .....	165
Landlord Fire Safety Responsibilities .....	166
Mandatory, Additional and Selective Licensing .....	166

---

<b>Appendix C</b> .....	<b>168</b>
Survey sampling, fieldwork and weighting the data	
Sample Design .....	169
Stock Total .....	169
Weighting the Data .....	170
Dealing with Non-response .....	170
Sampling Error .....	171
Very Small Samples and Zero Results.....	172
 <b>Appendix D</b> .....	 <b>173</b>
List of Abbreviations	
 <b>Appendix E</b> .....	 <b>174</b>
Table of figures	

---

---

---

# Executive Summary

1. Local authorities have an obligation under the Housing Act 2004 to keep housing conditions in their area under review for all tenures, including private sector housing.
2. To meet this obligation, Rother District Council commissioned Opinion Research Services (ORS) to carry out a survey on a random sample of private sector housing within six designated sub-areas (the study area consists of Battle Urban, Battle Rural, Bexhill, Rye Urban, Rye Rural and Ticehurst Rural), referred to throughout this report as a Strategic Housing Research Project (SHRP). In parallel a resident's survey was carried out to establish housing need and aspiration across the district. This included social tenants, whereas the stock condition survey excluded these properties.

## Methodology

3. This study was completed using a sample survey. A sample survey works by applying a weight to each dwelling surveyed. Put simply, by surveying 1,078 dwellings from a total of 38,800 dwellings, we would assign a weight of around 36 to each survey ( $38,800/1,078 = 36$ ). In other words, each property surveyed would represent approximately 36 properties in the study area. By using as many as 1,078 surveys and choosing addresses randomly we can be confident that results are representative of the housing stock as a whole. It should be noted however that the distribution of surveys was increased for the Bexhill area at the request of the Council to ensure a more detailed picture for that particular locality.

## Household Survey Information

### Overcrowding

4. To assess potential overcrowding the number of rooms required by a household is assessed through analysing the household profile against a “bedroom & living room standard” derived from the 2004 Housing Act.
5. The household survey identified a total of 4.1% of households who are overcrowded in Rother.
  - » Sub-Area - Overcrowding was most prevalent in Battle Rural, reflecting a high number of multigenerational households.
  - » Household Characteristics: Overcrowding is more prevalent in households with mobility issues, and also in households with ethnicities other than white British.
  - » Tenure: Overcrowding is particularly high in rented properties, especially those that are socially rented

### Moving Households

6. In total 6.7% of households want or need to move in the next year and another 8.3% households want or need to move within the next 3 years. Those who rent privately are far more likely to want or need to move.
7. Half of all moving households are planning to stay in the same town or village. Over a quarter are planning to leave Rother for the rest of the UK. Over 62% of those who want or need to move expect to be owner occupiers. 19.4% want to move to a social rented property and 17.7% expect to move to a privately rented dwelling.
8. Around a third of new households forming expect to be able to afford rent or mortgage payments between £250 and £374 per month (33.2%) with a further third able to afford between £375 and £499 per month. Just over a quarter (26.4%) can afford £500 to £749 per month.

### Households with Specific Needs

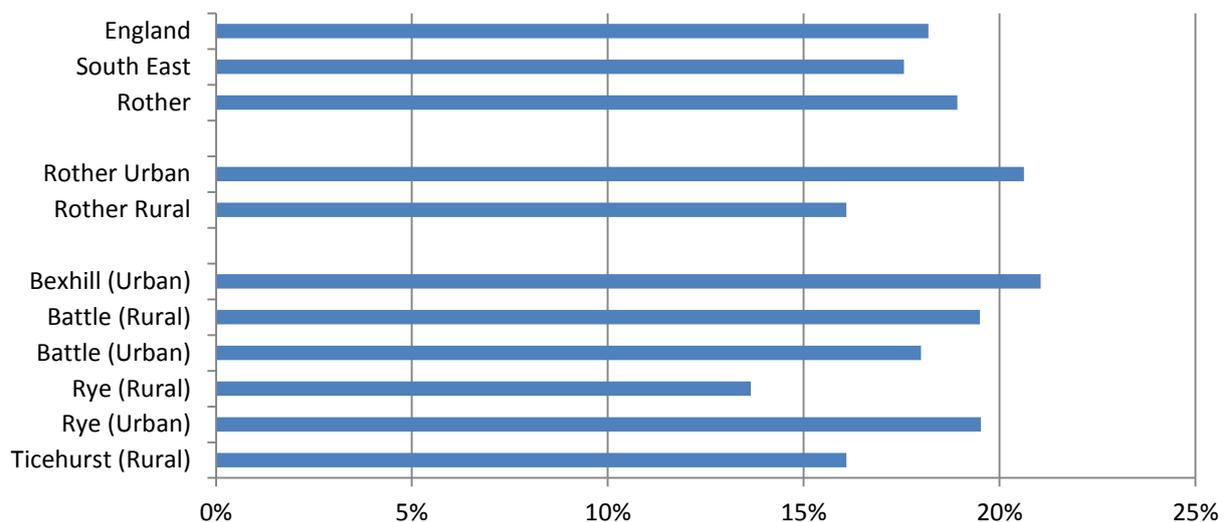
9. 17.5% of respondents said a member of the household has restricted mobility (representing approximately 7,300 households in Rother), and a further 3.7% (approximately 1,500 households) indicated that a member of the household has another health issue that affects their housing needs.
10. Amongst those who indicated a health limitation that affects housing needs (not just mobility issues), 72% do not anticipate the need for a wheelchair. Of those that did indicate wheelchair use (approximately 2,600 persons, of which 1,900 belong to households aged 65 and older) the majority do not require the use of a wheelchair within the home. 94% of the group feel that their home is suitable for their needs or could be adapted to be so.

## Study Area Characteristics

### Private Rented Sector

11. The private rented sector has grown in the study area in the last decade. At the time of the 2001 Census there were 4,393 households in the private rented sector, and the 2011 Census confirmed significant growth, indicating that this had risen to 6,356<sup>1</sup>. The SHRP indicates that this number has further risen to 7,180.
12. Figure 1 compares the proportion of private renting households across the various sub-areas of Rother. It is clear that the urban study areas have a particularly large private rented sector overall compared to the rural areas of Rother (with Battle an anomaly in this respect); and also with comparison to the regional and national figures.

**Figure 1: Proportion of Privately Renting Households by sub-area in Rother – As a Proportion of All Private Dwellings (Source: UK Census of Population 2011 and SHRP 2017)**



### Dwelling Type Profile

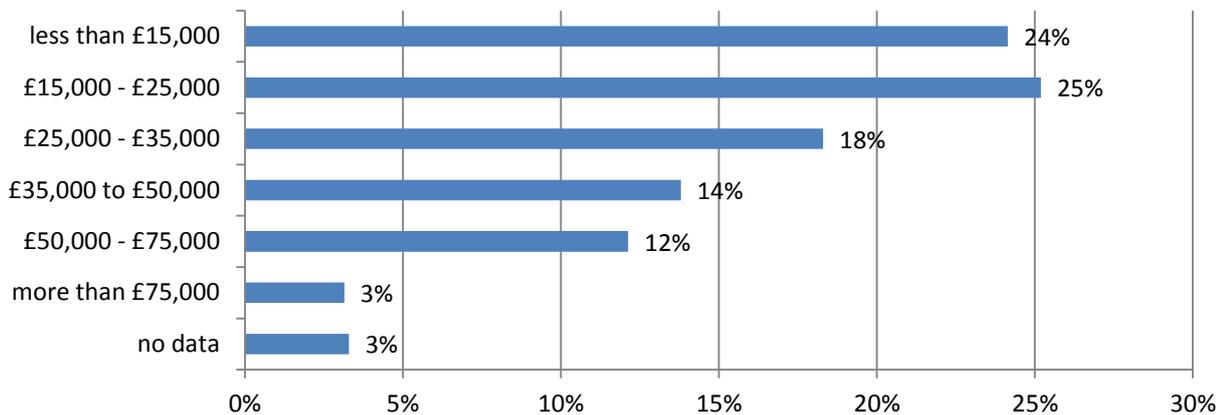
13. Bungalows are more than twice as common in the study area than in England as a whole. The proportion of semi-detached and terraced houses is almost half of the national average, and there are higher proportions of detached properties and purpose flats than across England as a whole.
14. Purpose built and converted flats are the most widespread property type in the study area in the privately rented tenure; these property types represent 16% of owner occupied and 49% of privately rented dwellings.
15. Detached houses (28%) are the most common owner occupied property type, followed by bungalows (26%).

<sup>1</sup> We would note that in the private rented households we have included any households who live rent free. This category often includes dwellings which are tied accommodation linked to workers, or households who are living in properties belonging to other family members.

## Household Income

16. Figure 2 shows the distribution of gross household income in Rother (inclusive of investments, benefits and pensions). Almost a quarter of households have incomes below £15,000, and almost half below £25,000. The mean household income amongst respondents is approximately £28,500.

Figure 2: Gross household Income inclusive of investments, benefits and pensions in Rother (Source: SHRP 2017)



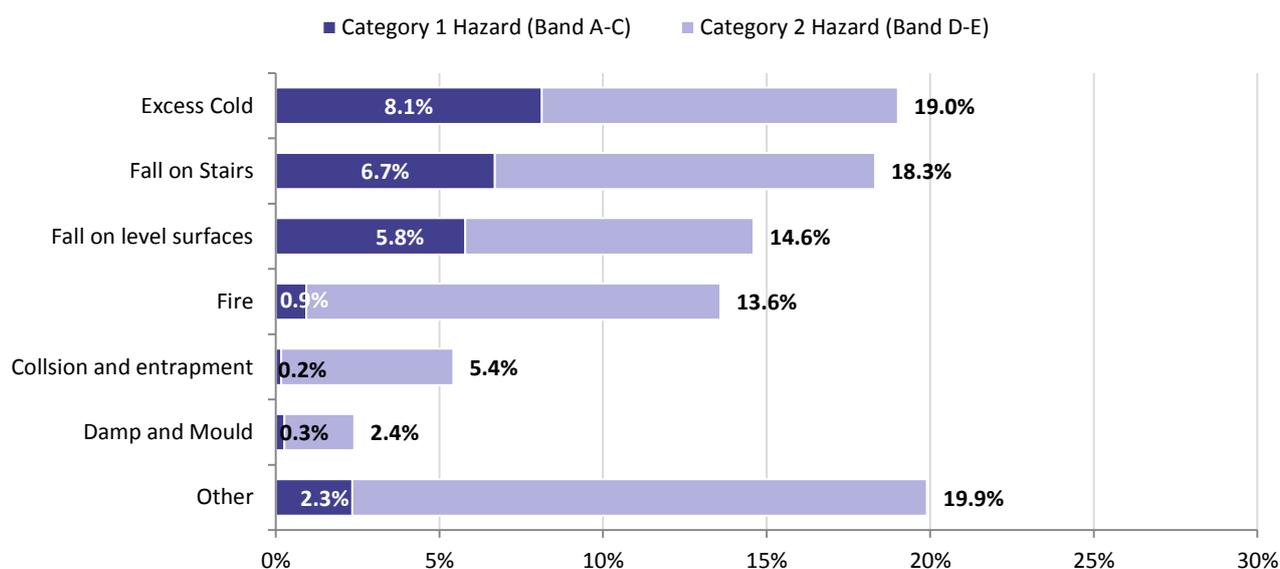
- » Age : Relatively low incomes were most common amongst the very young (under 24) and pensioners.
- » Tenure: The least wealthy group are social rent households, in which 91% of households earn less than £25,000, and 69% earn less than £15,000. The highest earners tend to be those who own with a mortgage, reflecting the number of pensioners who have paid off their mortgages but now have relatively low incomes.
- » Sub-Area: Residents of rural areas have significantly higher incomes than the urban population. The most affluent area is Battle Rural (34% over £50,000), whereas Rye Urban has the highest proportion of low earners (35% under 15,000).

## Statutory Minimum Standards

### Hazards Identified by the Survey

17. The overall proportion of dwellings with a Category 1 hazard in the study area is 18.5%, which represents a total of around 7,210 dwellings. This compares with 13.2% of dwellings across England (based most recently available EHS data). The most prominent Category 1 hazards identified are Excess Cold and Falls on Stairs (8.1% and 6.7% respectively) as illustrated in Figure 3.

Figure 3: Reasons for failure by Category 1 and Category 2 hazards (Source: SHRP 2017)



- » Tenure: private rented stock (23.8%) has relatively more Category 1 hazards than owner occupation (17.3%)
- » Location: much higher proportions of dwellings in Ticehurst Rural (31.8%) have Category 1 hazards compared to the remaining areas, of which Rye Rural and Battle Rural are also above the study area average.
- » Dwelling type: Converted flats, semi-detached houses and small terraced houses have the highest proportion of Category 1 hazards (27.3%, 27.5% and 25.2% respectively).

## The Decent Homes Standard

### Prevalence of Non-decency

18. The Decent Homes Standard contains 4 criteria against which compliance with the Standard is based. Nationally, tenure analysis shows there is a clear difference between the rates of non-decency found in private rented dwellings (which is higher) and owner occupied dwellings. This can also be seen in the study area, where the rate of non-decency for privately rented dwellings (41%) is higher than for owner occupied (27.7%).
19. In terms of how rates of non-decency vary by location within the local authority:
  - » The rate of non-decency is highest in Ticehurst Rural (41.9%);
  - » The rate of failure is close to the study area average (30.2%) in other areas, and lowest in Battle (21%).
20. In terms of rates of non-decency among dwellings by type (Figure 95):
  - » The highest levels of non-decency are found in converted flats (53.1%) along with purpose built flats (47%);
  - » The lowest levels of non-decency are found in detached houses (19.1%), with medium/large terraced houses and bungalows (23.4% and 24.2% respectively) also having rates of failure appreciably below the study area average (30.2%).

### Costs to remedy Decent Homes Failures

21. Having determined the reasons for dwellings being classified as non-decent, it is possible to indicate what level of repairs or improvements would be needed to make all dwellings decent.
22. The total cost to remedy non-decency (across all tenures, excluding social housing) is estimated to be £49.5 million, with an average cost per dwelling of £3,190. The owner occupied sector accounts for £37 million of the total costs to remedy; the private rented sector accounts for a further £12.5 million (Figure 4).

Figure 4: Repair cost by tenure for non-decency reason (Source: SHRP 2017)

Reason	Tenure – Owned		Tenure – Private Rent		Overall	
	Total Cost (£ million)	Cost per dwelling (£)	Total Cost (£ million)	Cost per dwelling (£)	Total Cost (£ million)	Cost per dwelling (£)
Category 1 hazard dwellings	22.3	4,090	8.7	4,910	30.9	4,290
In need of repair	6.7	5,170	1.7	3,080	8.5	4,540
Poor degree of thermal comfort	11.0	2,450	4.6	2,390	15.6	2,430
Lacking modern facilities	0.2	10,030	0.2	10,030	0.3	10,030
<b>Total (and average per dwelling)</b>	<b>37.0</b>	<b>3,280</b>	<b>12.5</b>	<b>2,940</b>	<b>49.5</b>	<b>3,190</b>

## Energy Performance

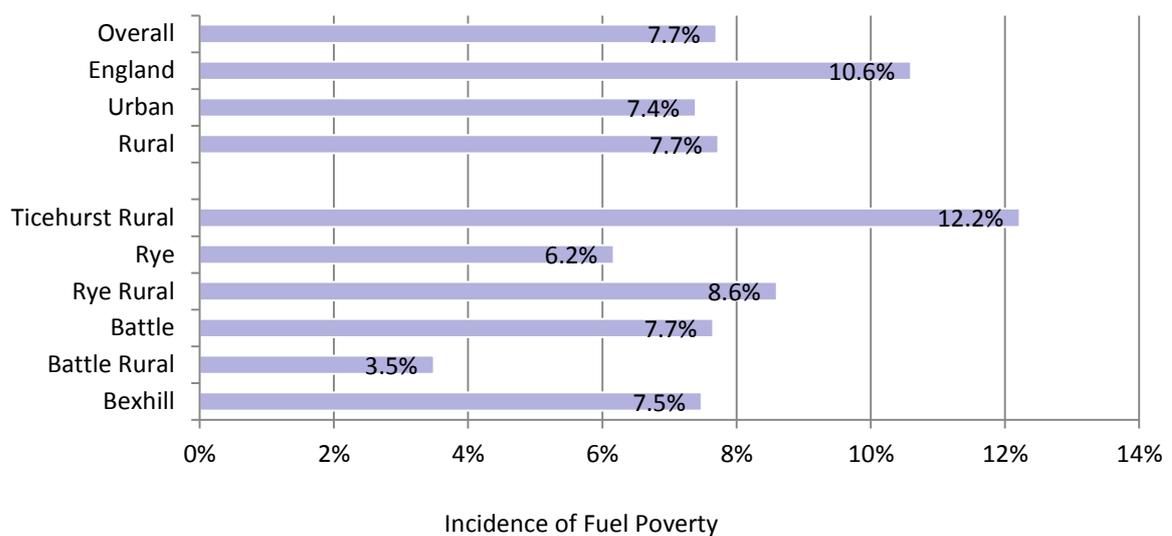
### Distribution of SAP Ratings

23. Energy performance distribution by tenure was calculated, incorporating the same banding system used since the EHCS 2007:
- » Overall, the band which accounts for the highest proportion of stock is Band D (55-68) (43.7%). This is also the case nationally (52.6%).
  - » A slightly higher proportion of dwellings in the study area are in Bands A-C (69-100) (29.6%) relative to the whole of England (21.9%)
  - » 26.7% of dwellings are in the lowest Bands E-G, which is somewhat higher than the national result of 25.6% found by the EHS 2014.
  - » By comparing tenures within the study area, proportionally it can be seen that a significantly higher proportion of privately rented dwellings lie in Bands E to G (35.1%), relative to owner occupied dwellings (24.7%).
  - » The average SAP rating in the study area is 59 (Band D), compared to an average SAP rating of 60 (Band D) nationally based on the findings of the EHS 2013-14.
  - » Average SAP ratings by area range from 54 in Battle rural (Band E), to 61 in Bexhill and Battle (Band D).
  - » The average SAP rating for owner occupied dwellings (60; Band D) is higher than that for privately rented dwellings (55; bottom of Band D).

## Tackling Fuel Poverty

24. A key issue in reducing energy consumption is tackling fuel poverty. Not only do dwellings where fuel poverty exists represent dwellings with poor energy efficiency, they are, by definition, occupied by residents with low incomes least likely to be able to afford improvements.
25. Using the “Low Income High Costs” definition of fuel poverty adopted by the government in 2013 and excluding social housing stock, overall the results show that 7.7% of households are in fuel poverty in the study area. This will present issues in terms of both energy efficiency and occupier health.

Figure 5: Incidence of fuel poverty by location (Source: SHRP 2017)



26. As can be seen in Figure 5, the highest incidence of fuel poverty is found in Ticehurst Rural. Overall, there is a slightly higher incidence of fuel poverty in rural than in urban areas.
27. There are two primary drivers of fuel poverty: the cost of heating, and income. The prevalence of fuel poverty in rural areas is likely due to the prevalence of large, old, expensive to heat dwellings (there are higher levels of category 1 excess cold, and lower average SAP ratings) in rural areas, along with a higher proportion of dwellings utilising less efficient fuel sources than mains gas, further increasing heating costs.
28. In terms of the difference between the areas, Ticehurst Rural has a relatively high proportion of low income households, which, in tandem with the higher cost of heating in rural areas, results in a higher incidence of fuel poverty. In contrast, Battle Rural has a similar profile of expensive to heat properties, but has a more affluent population who can more comfortably afford the high cost of heating, decreasing the incidence of fuel poverty markedly in comparison.

## Affordable Housing Needs

### Size and Tenure Mix

30. National policy contained in the NPPF requires that planning authorities identify the affordable housing needs of their area as a component of their overall objectively assessed needs. Rother has an adopted local plan which identifies a net need for up to 1,647 affordable homes over the period 2011-2028.
31. Under current definitions of affordable housing need and current guidance, there is a need for a range of affordable properties across Rother, with around 27% of the need being for 1 bed properties, 44% of the need for 2 bedrooms, 21% for 3 bedrooms and 7% for 4 bedrooms as set out in Figure 6:

**Figure 6: Affordable housing mix by household affordability (25% of income) Assuming no Housing Benefit Support to Households (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

		Unable to afford Target Rent	Can afford Target Rent	Can afford Affordable Rent (80% of market median)	TOTAL
<b>25% OF INCOME</b>					
Flat	1 bedroom	329	4	28	361
	2+ bedrooms	180	31	31	241
House	2 bedrooms	264	45	45	354
	3 bedrooms	219	52	24	294
	4 bedrooms	43	14	4	61
	5+ bedrooms	27	9	2	38
<b>TOTAL</b>		<b>1,061</b>	<b>154</b>	<b>134</b>	<b>1,349</b>

32. The predominant need for affordable housing is for households who would be unable to meet their own housing costs at Target Social Rent. However, there are also some households able to afford to cover their own rents on affordable properties and they would be suitable for intermediate housing schemes.

### Low Cost Home Ownership

33. Many households are able to afford to cover their current housing costs in the private rented sector, but are unable to access home ownership. Some of these households may prefer to occupy shared ownership properties (where the appropriate eligibility criteria are met) even though they are excluded from the current definition of affordable housing need (as they are able to afford to meet their needs in the rental market). Therefore, the provision of a wider range of intermediate housing products could help these households to enter into home ownership.

## The Private Rented Sector

34. The private rented sector in Rother has been growing in importance. Between 2001 and 2011 there was very little change in the number of households who own their own home (an increase of approximately 600 households), or who rented from a social provider (an increase of approximately 200 households). However, the number of private renters grew by 2,000 households. The current owner occupation rate in Rother is very close to its level in 1981 (72% in 1981 vs 74% in 2011), but around 60% of renters now do so in the private sector, up from 43% in 1981.

# 1. Introducing the Study

## Overview of the background and survey methodology

- 1.1 Local authorities have an obligation under the Housing Act 2004 to keep housing conditions in their area under review for all tenures, including private sector housing.
- 1.2 To meet this obligation, Rother District Council commissioned Opinion Research Services (ORS) to carry out a survey on a random sample of private sector housing within six designated sub-areas (the study area consists of Battle, Battle Rural, Bexhill, Rye, Rye Rural and Ticehurst Rural), referred to throughout this report as a Strategic Housing Research Project (SHRP). The data collected provides a significant evidence base to inform the Council's Housing Strategy. In parallel a resident's survey was carried out to establish housing need and aspiration across the district. This included social tenants, whereas the stock condition survey excluded these properties.

## The Council's Obligations and Powers

- 1.3 Councils have an obligation to enforce certain statutory minimum standards in housing and have powers that they can use to do this: mandatory duties are outlined in Appendix B, while further non-mandatory powers are available to the Authority under the Housing Act 2004.
- 1.4 Local authorities are also required by Government to complete certain returns indicating the distribution of their housing stock by tenure and the condition of certain aspects of the stock.

## Guidance regarding House Condition Surveys

- 1.5 Guidance on how to conduct surveys has evolved over time:
  - » Local House Conditions Survey Guidance (1993; updated 2000): the Department of the Environment issued a Guidance Manual setting out how Local House Condition Surveys should be conducted, including a detailed survey form in a modular format, and a step-by-step guide to implementing a survey.
  - » Housing Health and Safety Rating System Guidance (HHSRS) (guidance was issued in 2004; updated 2006).
- 1.6 Local authorities are encouraged, by both sets of guidance, to make full use of information gathered from house condition surveys in conjunction with data from other sources.

## How was this Survey Conducted?

- <sup>1.7</sup> ORS used a random sample approach to the survey, selecting addresses at random from a list of all dwellings in the six study sub-areas provided by the Council (that is, all domestic dwellings that are either owner occupied or rented in the study area) and then surveyors visited each of the selected.
- <sup>1.8</sup> Surveyors identified whether properties were social stock or otherwise, and in the case of private stock a full dwelling survey and resident's survey was carried out, whereas in social properties only a resident's survey was completed. This robust sample approach derived evidence that was then extrapolated to gain an understanding of all private sector housing in the District, along with information from all residents both private and social.
- <sup>1.9</sup> ORS carried out residents surveys at 1,148 residences across the District between January and May 2017. A total of 3,755 addresses were selected at random from a list of all dwellings in the study area in order to derive the 1,148 surveys. This included residences in both private and social stock.
- <sup>1.10</sup> The resident survey collected information on the following factors:
- » type of home;
  - » length of time resident;
  - » reasons for moving to the area;
  - » tenure;
  - » economic status;
  - » future plans to move;
  - » interest in self/custom build;
  - » wheelchair/mobility needs;
  - » healthcare preferences;
  - » ethnicity;
  - » benefits and income received.
- <sup>1.11</sup> ORS carried out stock condition surveys on 1,078 of the 1,148 dwellings. Social stock was not surveyed for condition as social tenants were excluded from this survey group. This is because registered social housing providers have separate stock monitoring responsibilities under Homes and Communities Agency regulations, and thus fall outside of the scope of this project.

<sup>1.12</sup> For all of the 1,078 stock condition surveys conducted, information on the following factors was collected:

- » general characteristics of the dwelling;
- » condition of the internal and external fabric;
- » provision of amenities;
- » compliance with housing health and safety standards;
- » age and type of elements;
- » energy efficiency measures;
- » compliance with the Decent Homes Standard: Details about the Decent Homes Standard are outlined in Appendix A and B.
- » socio-economic information about the household (where occupied).

## Sub-Areas

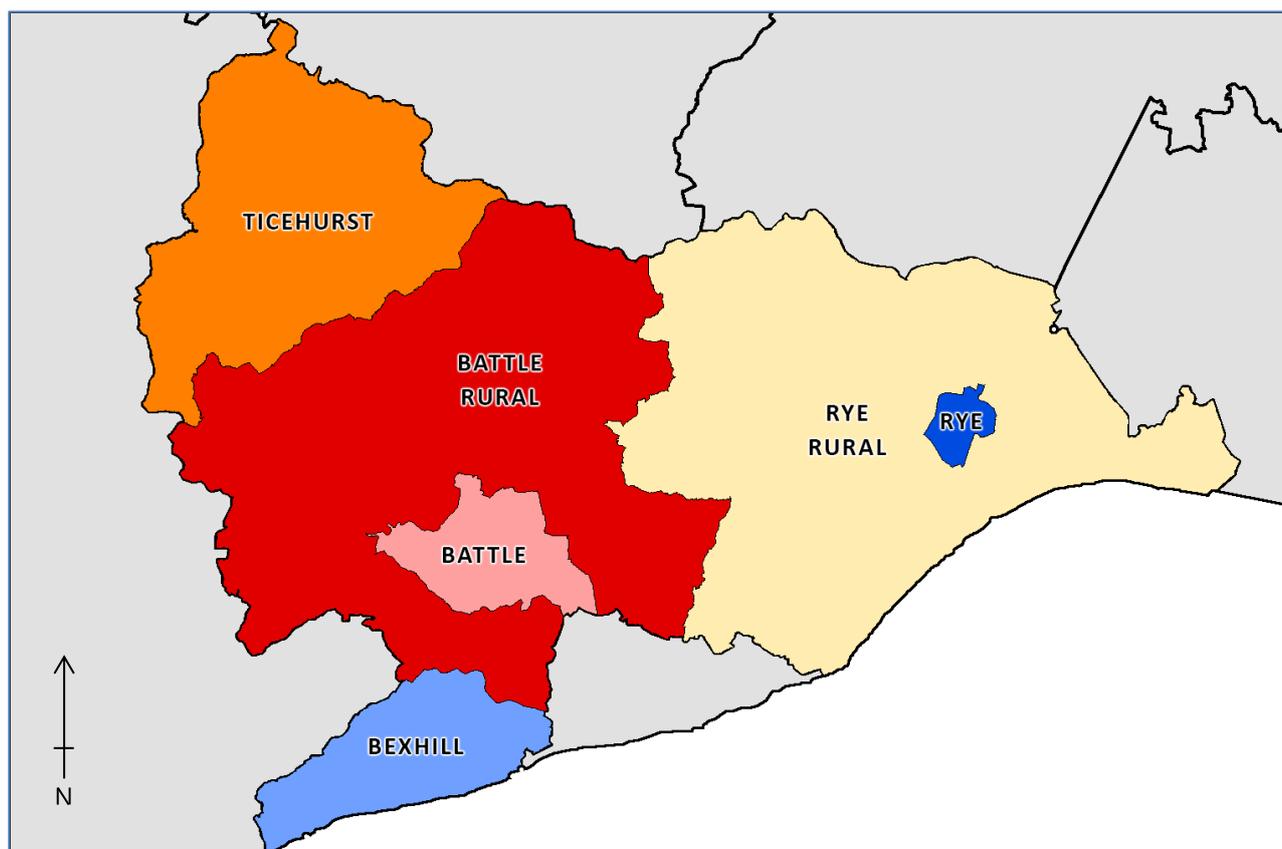
<sup>1.13</sup> Although the survey covered the whole of the study area, certain results are shown broken down into sub-areas based on the sub-areas of Battle, Battle Rural, Bexhill, Rye, Rye Rural and Ticehurst Rural.

<sup>1.14</sup> The locations of the six sub-areas comprising the study area can be seen in Figure 7 and Figure 8 below.

Figure 7: Map showing Rother and surrounding area with study area shaded yellow



Figure 8: Map of Rother showing locations and boundaries of study sub-areas



## Urban and Rural Areas

<sup>1.15</sup> Rother is made up of three urban areas, Bexhill, Battle and Rye and a number of rural parishes. For the purposes of affordable housing allocations, the rural areas of Rother are split into three cluster areas:

<b>Battle Rural Cluster Area</b>	Netherfield	Bodiam
Ashburnham	Ewhurst	Penhurst
Brightling	Catsfield	Crowhurst
Dallington	Mountfield	Whatlington
Salehurst	Westfield	Sedlescombe

<b>Rye Rural Parish Cluster</b>	Brede	Camber
East Guildford	Guestling	Icklesham
Fairlight	Iden	Beckley
Norhtiam	Peasmarsch	Pett
Playden	Rye Foreign	Udimore

<b>Ticehurst Rural</b>	Burwash	Etchingam	Hurst Green	Ticehurst
------------------------	---------	-----------	-------------	-----------

<sup>1.16</sup> The location of each Parish can be found here: <http://www.rother.gov.uk/article/612/Parish--Town-Councils>

## Comparing the Study Area with England and Sub-Regionally

<sup>1.17</sup> To gain an understanding of how the study area compares to the rest of England, ORS used the English Housing Survey (EHS), a national survey updated annually. Where possible, the most recent results for 2015-16 have been used in this report, although in some instances the most recently available results for the EHS are for 2014-15.

## Sub-Regional Comparators

<sup>1.18</sup> In addition to comparison with national data, many findings have been compared on a sub-area basis, with further contrasts made between the aggregated urban sub- areas (Bexhill, Battle Urban, Rye Urban) versus the aggregated rural sub-areas (Battle Rural, Rye Rural, Ticehurst Rural).

## Accuracy of Findings

<sup>1.19</sup> This study was completed using a sample survey. A sample survey works by applying a weight to each dwelling surveyed. Put simply, by surveying 1,078 dwellings from a total of 38,800 dwellings, we would assign a weight of around 36 to each survey ( $38,800/1,078 = 36$ ). In other words, each property surveyed would represent approximately 36 properties in the study area. By using as many as 1,078 surveys and choosing addresses randomly we can be confident that results are representative of the housing stock as a whole. It should be noted however that the distribution of surveys was increased for the Bexhill area at the request of the Council to ensure a more detailed picture for that particular locality.

<sup>1.20</sup> Because not all dwellings were surveyed, however, there will always be some difference between the survey results and the real world. This difference is called statistical variance. We described statistical variance in terms of ‘confidence limits’ and ‘standard deviation’:

- » Standard Deviation is the extent to which a result from the survey, say percentage of dwellings that are privately rented, may be inaccurate either above or below its stated level.
- » Confidence limits state that if the entire survey process were repeated, out of how many of these repetitions would there be confidence in staying within the variation. Traditionally, and in the case of this report, 95% confidence limits have been used, which state that if the survey were carried out 100 times, in 95 cases the standard deviation would be a given amount. More detail on the calculation of standard deviation is given in the appendices.

<sup>1.21</sup> Further information about the survey sampling, fieldwork and weighting is detailed in Appendix C.

## Presentation of Figures

- <sup>1.22</sup> The figures presented in this report are estimates, since they are based on a sample, not an actual count. Quoting an exact figure for any number, for example: the number of privately rented dwellings is not necessary and would not be accurate. For this reason, as with the EHS, figures are quoted to the nearest 100 dwellings, or nearest 10 for smaller numbers. Percentages within the report are only quoted to 1 decimal place for the same reason. An additional reason for doing this is that most issues will be changing on a daily basis across a housing stock of this size, so the results can only ever be a snap-shot in time.
- <sup>1.23</sup> It is important to emphasise that because social rented stock was not included within the dwelling survey, all stock condition survey results are based on private sector dwellings (owner occupied and privately rented dwellings) only, whereas household survey results are drawn from both social and private sector households.

## 2. Household Survey Information

### Background and survey findings

#### The Survey

- <sup>2.1</sup> As noted earlier, alongside the Housing Stock Condition Survey, ORS conducted in parallel a resident's survey which included social tenants, whereas the stock condition survey excluded these properties. This section of the report considers the existing housing stock in Rother and the households who occupy it.

#### Property Information

- <sup>2.2</sup> Figure 9 and Figure 10 firstly show the age of respondents to the household survey and compare this with the age of the Household Reference Person<sup>2</sup> from the 2011 Census ("Household Reference Person" replaced the older census definition of "Head of Household"). The evidence shows a rise in the number of household respondents aged over 65 and a fall in the number aged 35-49 years.

Figure 9: Age of Household Reference Person 2011 (Source: UK Census of Population 2011)

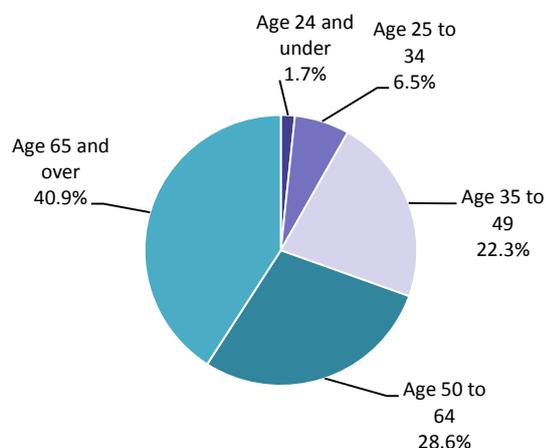
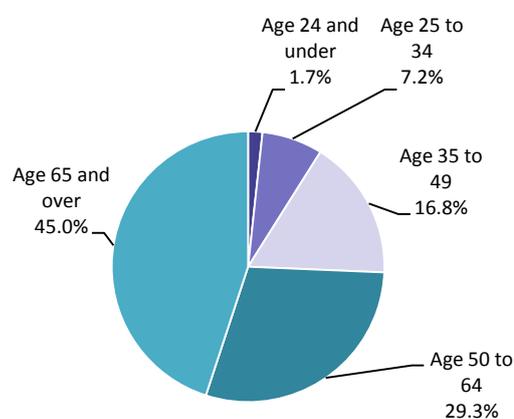


Figure 10: Age of Household Respondent 2017 (Source: Rother Household Survey 2017)



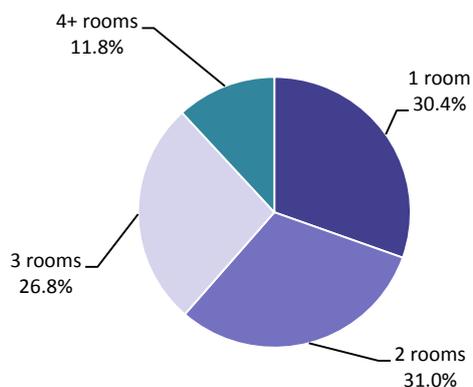
<sup>2</sup> From April 2001, Government surveys, replaced the traditional concept of the "head of the household" (HOH) with a "household reference person" (HRP).

The HRP is defined as the "householder" (that is the person in whose name the accommodation is owned or rented).

For joint householders (joint owners or joint tenants), the HRP is whoever has the highest income. If incomes are the same, the older person is defined as the HRP. Thus the HRP definition, unlike the old HOH definition, no longer gives automatic priority to male partners.

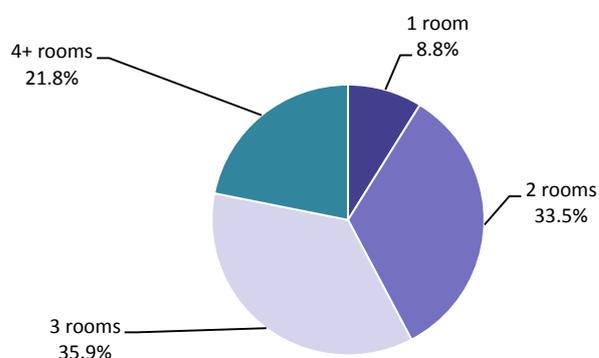
- 2.3 Around a third of dwellings in Rother have 1 room (30.4%) or 2 rooms (31%) being used as bedrooms. A quarter of household use 3 rooms as bedrooms and just over 11% are using 4 or more rooms.

Figure 11: Number of rooms used as bedrooms (Source: Rother Household Survey 2017)



- 2.4 The survey shows that over 3 in 10 properties in Rother have 3 bedrooms when considering how many bedrooms an estate agent would say are present (34.4%). 42.3% have 1-2 bedrooms by this measure, compared with 61.4% of dwellings that actually use 1-2 rooms as bedrooms.

Figure 12: Number of bedrooms an estate agent would say you have in your home (Source: Rother Household Survey 2017)

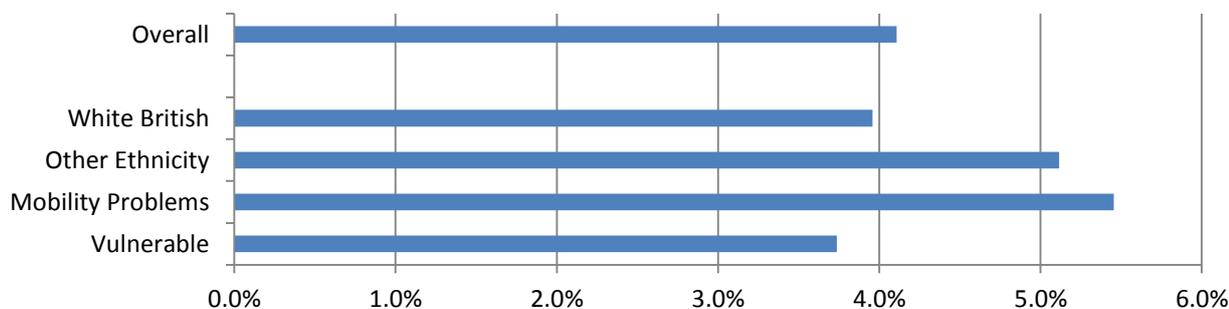


- 2.5 Further interrogation of this data reveals that approximately 600 dwellings in Rother (around 1.4%) use more rooms as bedrooms than an estate agent would describe as such, but only half of these dwellings meet the formal definition of overcrowding (see paragraph 2.7). For example, if an appropriately occupied three bedroom property has an unused reception room set up as a guest bedroom, this would not indicate overcrowding, but would be part of the 600 dwellings.
- 2.6 It should also be noted that this 600 corresponds to only 16 household surveys, and so further sub-division (such as by sub-area) would not necessarily be statistically robust, however the data does indicate that these properties are concentrated in the Bexhill and Battle Rural areas and are primarily owner occupied houses or bungalows.

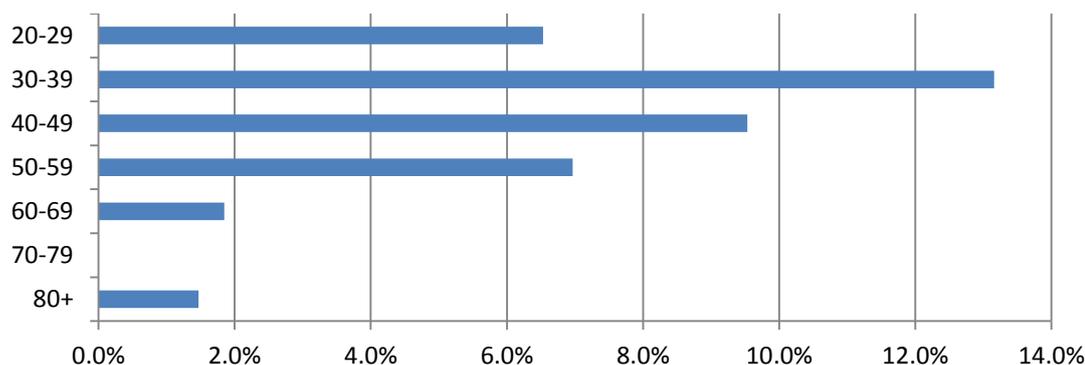
## Overcrowding

- 2.7 To assess potential overcrowding the number of rooms required by a household is assessed through analysing the household profile against a “bedroom & living room standard” derived from the 2004 Housing Act. This requirement is then set against the number of rooms available in the home. The bedroom standard used provides one bedroom for each of the following groups or individuals:
- » Each adult couple;
  - » Each remaining adult (aged 16 or over);
  - » Each pair of children (under 16) of the same gender;
  - » Each pair of children aged 10 or under;
  - » Each remaining child that has not been paired.
- 2.8 The household survey identified a total of 4.1% of households who are overcrowded in Rother (approximately 4% of houses and 5% of flats). The 2011 Census identified a total of 2.3% of households who were overcrowded in Rother compared to 4.6% nationally.
- 2.9 Figure 13 to Figure 18 below show overcrowding by a variety of characteristics. It is noticeable that overcrowding is higher for younger households on lower income, particularly those who are social renters. We would note that some statistics are based on very small sample sizes and are therefore somewhat less reliable conclusions, such as in the case of “overcrowded households with incomes over £75,000 per annum” in Figure 17, a statistical anomaly due to a single survey amongst the relatively few households surveyed with income exceeding this level.

**Figure 13: Overcrowding by Household Characteristics (Source: Rother Household Survey 2017)**



**Figure 14: Overcrowding by Age of Household Representative (Source: Rother Household Survey 2017)<sup>3</sup>**



<sup>3</sup> Note: No overcrowding was found in the 70-79 age group.

Figure 15: Overcrowding by Tenure (Source: Rother Household Survey 2017)

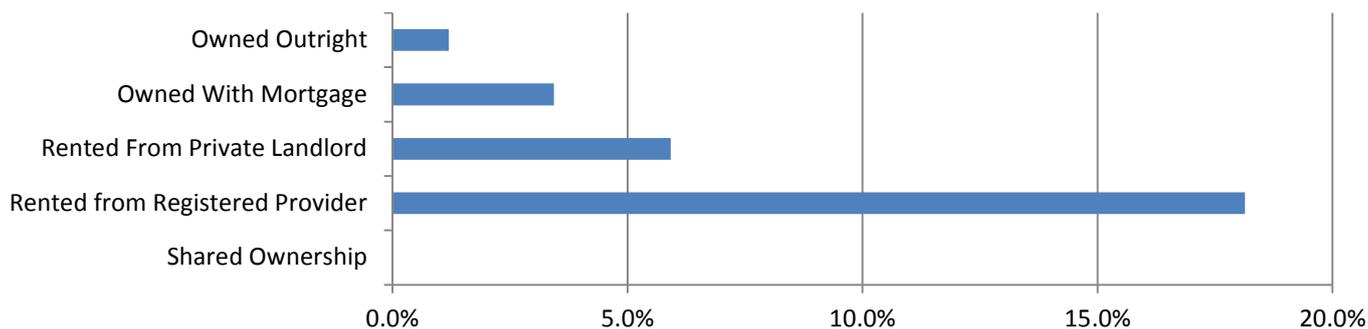


Figure 16: Overcrowding by Economic Status (Source: Rother Household Survey 2017)

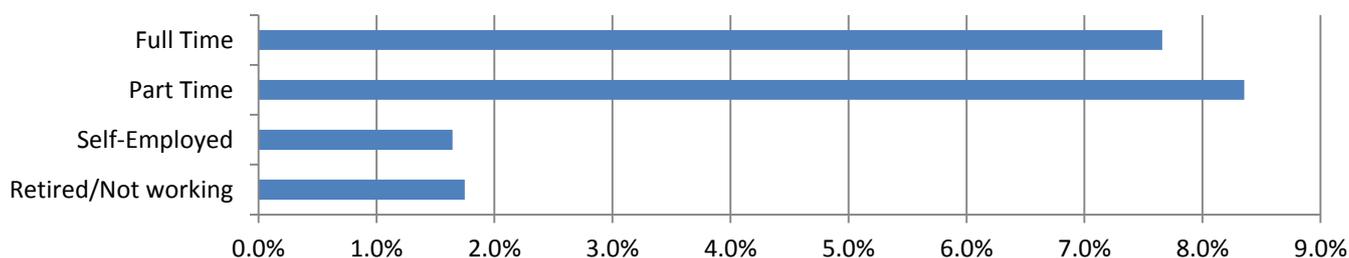


Figure 17: Overcrowding by Household Income (Source: Rother Household Survey 2017)

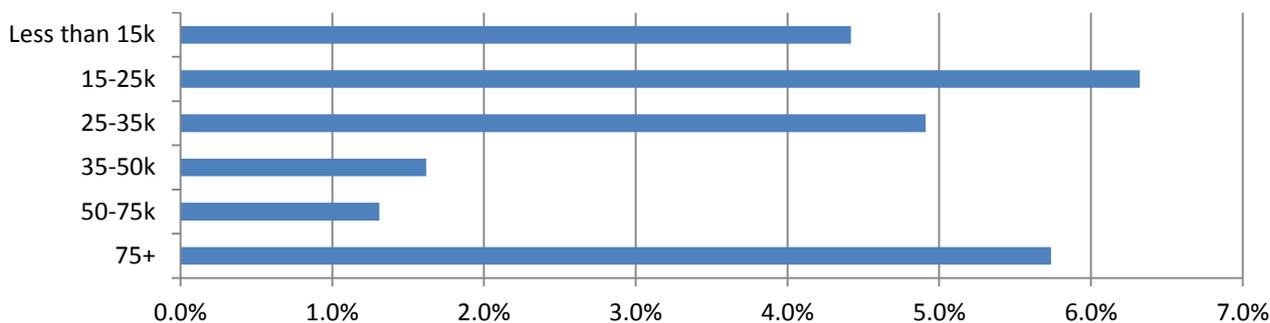
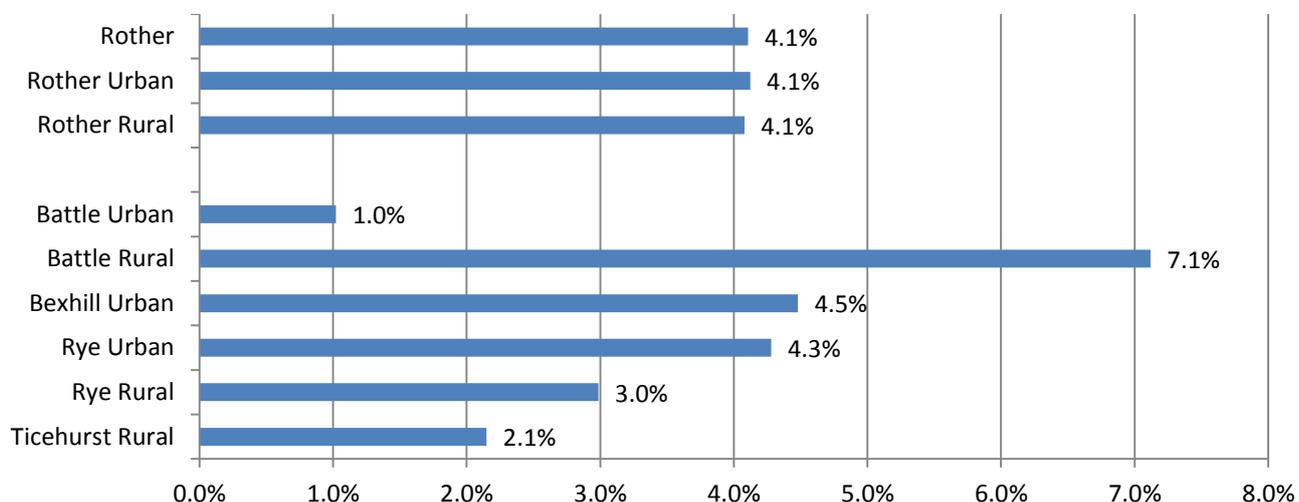


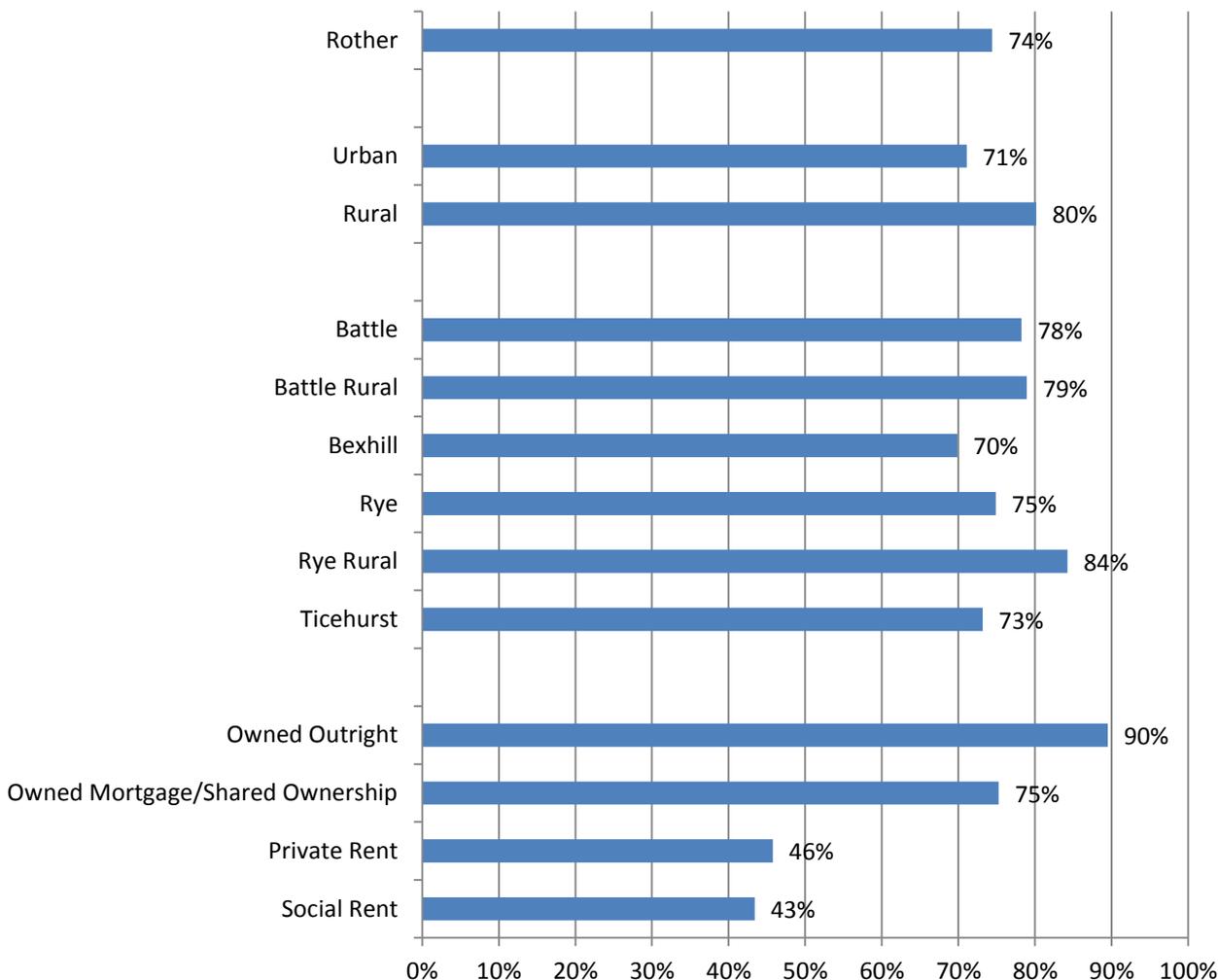
Figure 18: Overcrowding by Sub-Area (Source: Rother Household Survey 2017)



## Under-Occupation

<sup>2.10</sup> To assess under-occupation the number of rooms required by a household is again assessed through analysing the household profile against a “bedroom & living room standard” derived from the 2004 Housing Act. This requirement is then set against the number of rooms available in the home as outlined above. A property is considered under-occupied if there is one or more free bedroom than the occupation standard for the residents of the dwelling require.

Figure 19: Under-Occupation by Sub-Area and Tenure (Source: Rother Household Survey 2017)



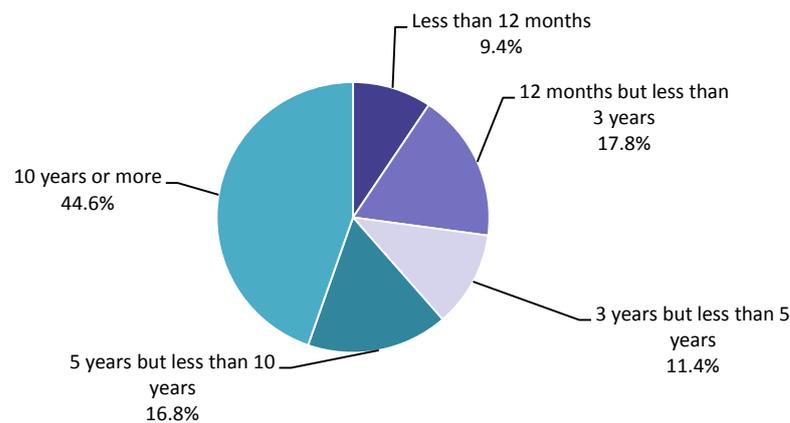
<sup>2.11</sup> Under-occupation is found in 74% of all properties in Rother; and is higher in the Rural sub-areas (80%), notably Rye Rural (84%). Bexhill has the lowest levels of under-occupation of all the sub-areas (70%). Under-occupation is particularly prevalent in those homes that are owned outright (90%), reflecting the large number of pension aged residents in this sector, who may have previously lived with children who have grown up and subsequently moved. Rented properties show rates of under-occupation around half that of those owned outright.

<sup>2.12</sup> Considering under-occupied social rented properties, approximately a quarter of household representatives are aged under 55, around a third are over 65, with the remainder in the 55-65 age bracket. These numbers should be considered indicative due to the relatively small number of surveys they represent.

## Household Information

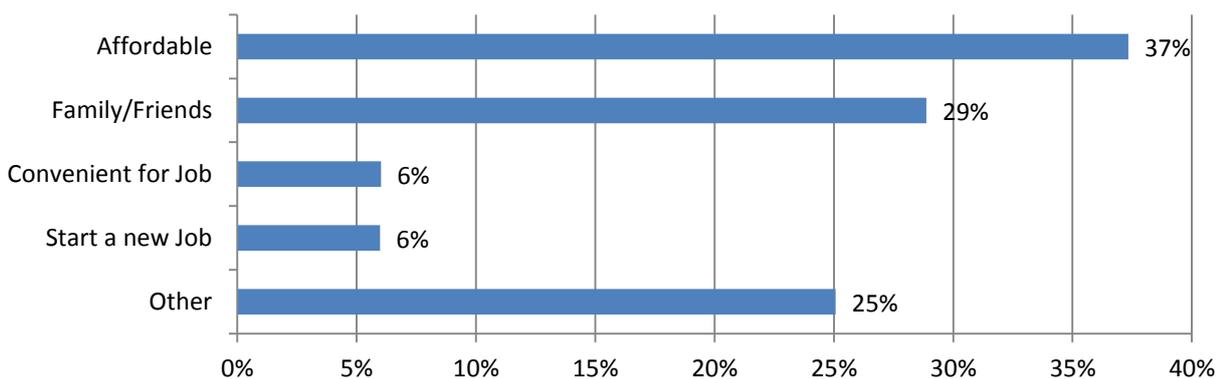
<sup>2.13</sup> Turnover in the housing stock appears to be low, with around 9.4% of households having been at their address for less than a year and around 27.2% having moved in the last three years, and over three fifths of households (61.4%) have been at their current home for 5 years or more. This indicates that relatively few dwellings will become available for households who are looking to move in the area.

Figure 20: Time at Current Address (Source: Rother Household Survey 2017)



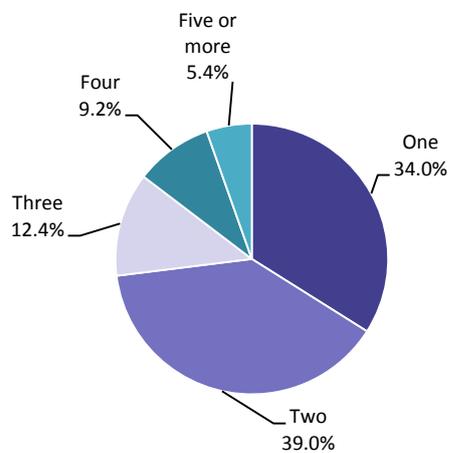
<sup>2.14</sup> Of those who have moved to Rother in the past 5 years, the main reason for moving there was affordability. While house price and rents in Rother are high, many other areas in the South East of England have even higher housing costs, so Rother can appear to be more affordable relatively speaking.

Figure 21: Reasons for moving to Rother of those who have moved in the last 5 years (Source: Rother Household Survey 2017)

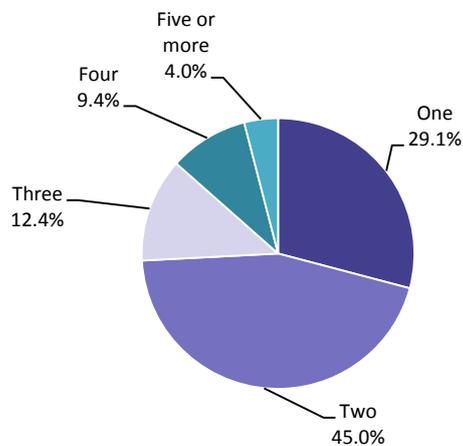


2.15 Household size indicates that there are few large households in Rother. 4.0% of households contain five members or more, which is slightly lower than the figure from the 2011 Census

**Figure 22: Number of persons living at current home**  
(Source: UK Census of Population 2011)



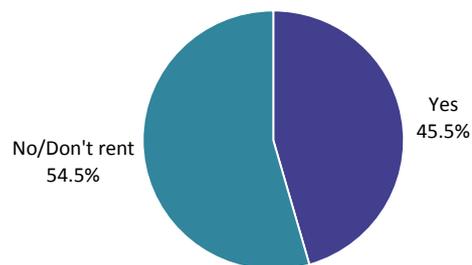
**Figure 23: Number of persons living at current home**  
(Source: Rother Household Survey 2017)



## Household Income and Affordability

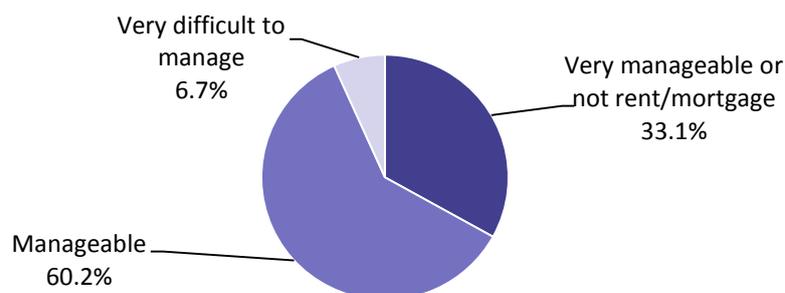
- <sup>2.16</sup> Around 3 in 10 households in Rother have a gross household income of £35,000 or more per year. Around a quarter of households gross less than £15,000 a year in income (24%) (see Figure 70).
- <sup>2.17</sup> 45.5% who rent privately receive housing benefit or local housing allowance to help with their housing costs. This is a relatively high share of the private renters and reflects affordability pressures in Rother.

**Figure 24: Households who rent claiming housing benefit or local housing allowance as a share of all Private Rent (Source: Rother Household Survey 2017)**



- <sup>2.18</sup> Of those who contribute towards their housing costs (excluding those who own outright or receive full housing benefit to pay their rent), around 6.7% report that their housing costs are putting a strain on their budget or causing extreme difficulties. However, the majority of existing households do not report problems managing their housing costs.

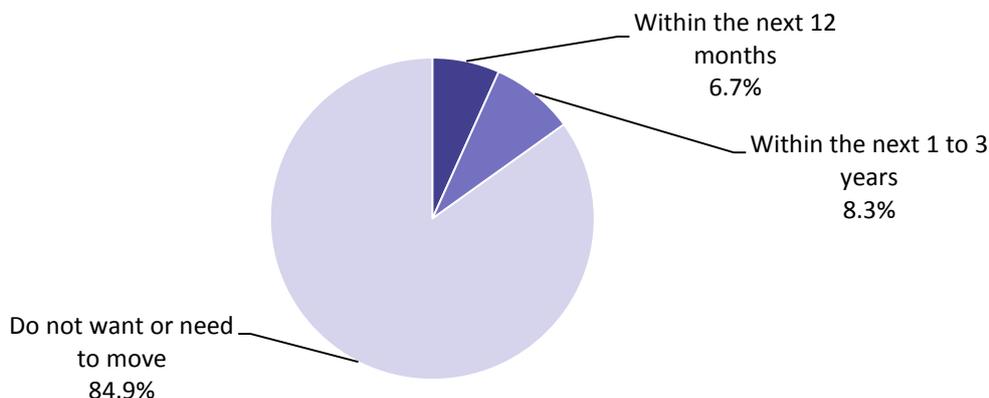
**Figure 25: Ability to pay towards mortgage/rent (Source Rother Household Survey 2017)**



## Moving Households

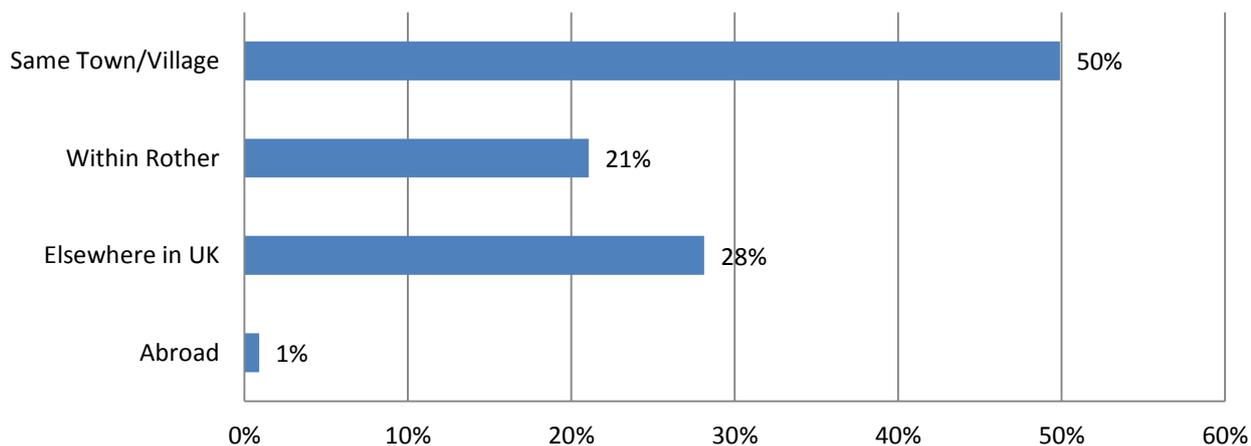
<sup>2.19</sup> In total 6.7% of households want or need to move in the next year and another 8.3% households want or need to move within the next 3 years. Those who rent privately are far more likely to want or need to move.

Figure 26: Want or Need to Move (Source Rother Household Survey 2017)



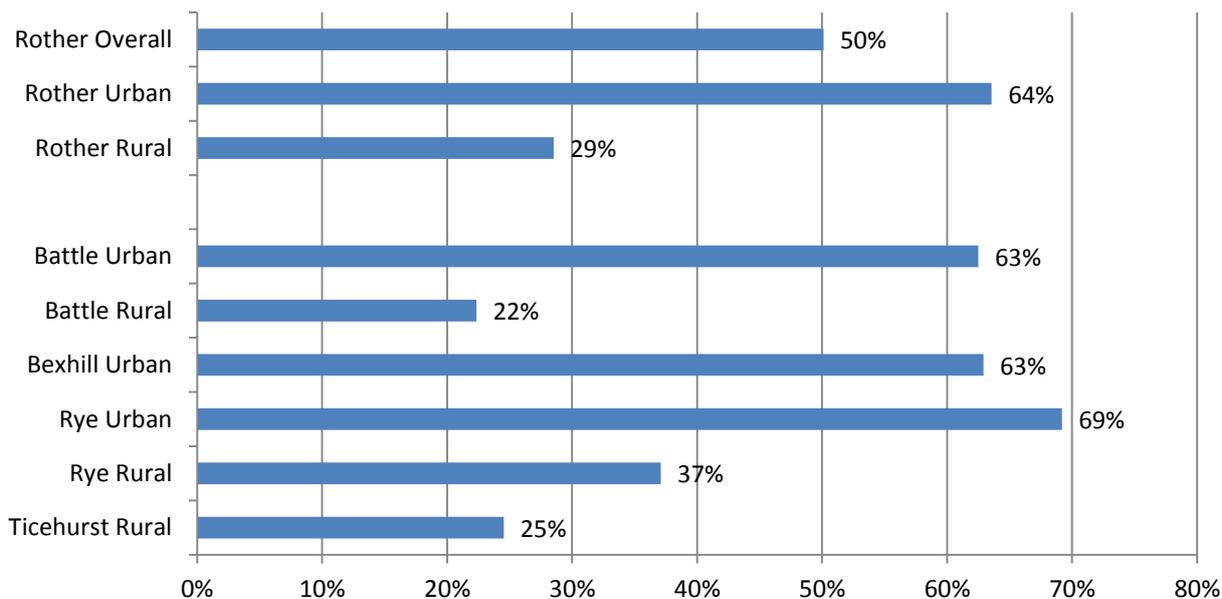
<sup>2.20</sup> Half of all moving households are planning to stay in the same town or village. Over a quarter are planning to leave Rother for the rest of the UK.

Figure 27: Where Considering Moving to for those Considering Moving (Source: Rother Household Survey 2017)



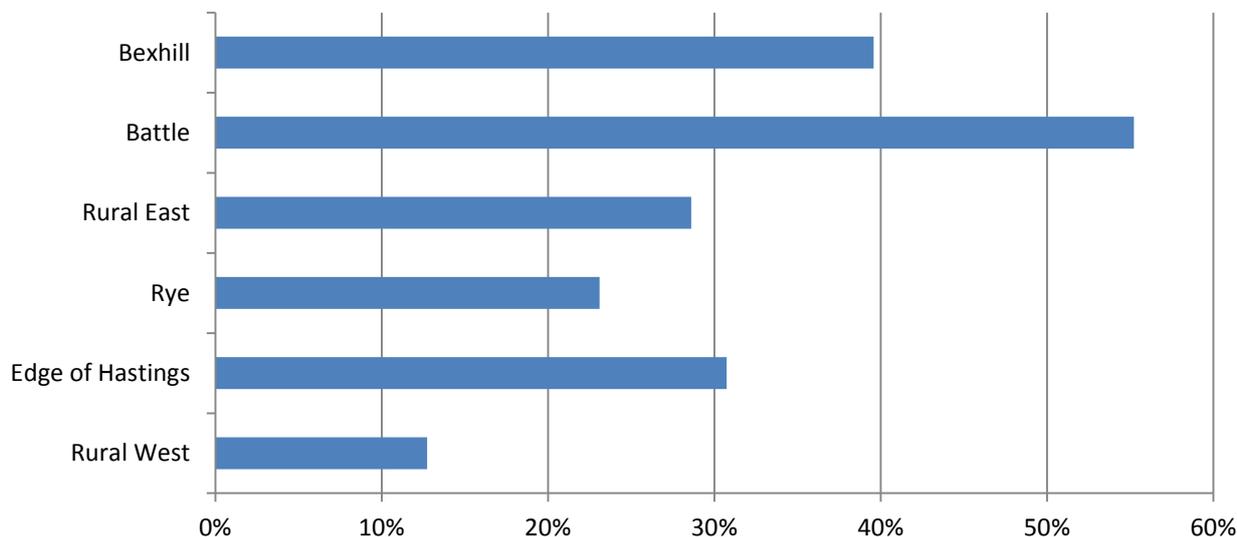
2.21 Of those considering moving who have expressed a desire to move within the same village or town, there is a clear distinction between urban and rural sub-areas. Those considering moving who are currently living in urban areas are more than twice as likely to seek to remain within those areas compared to those based in rural areas. This correspondingly implies that those seeking to move in rural areas are more likely to seek accommodation further afield.

**Figure 28: Those considering moving to a different property in the same town or village, split by sub-area (Source: Rother Household Survey 2017)**



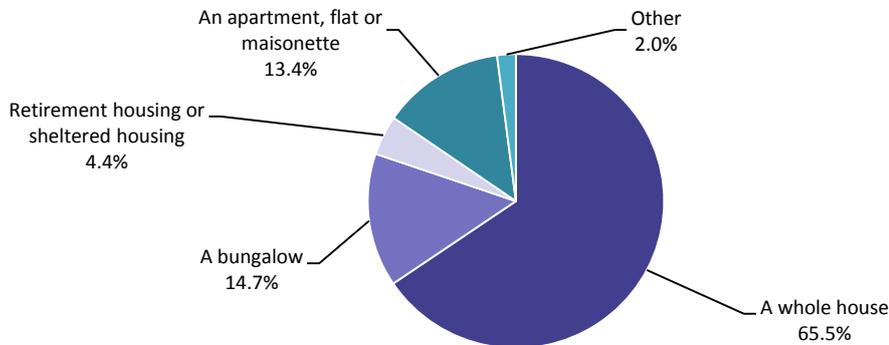
2.22 Of those respondents indicating that they would like to move elsewhere in Rother, there is a clear preference for Battle and Bexhill. This data includes the preferences of newly forming households. Note that these figures do not sum to 100% as respondents were free to select more than one option.

**Figure 29: Destination preferences of those households considering moving in the next three years (Source: Rother Household Survey 2017. Note: figures do not sum to 100% as multiple responses were given by respondents)**



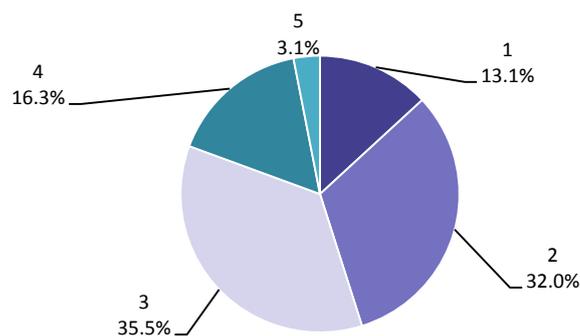
- 2.23 While over 65% of households who are seeking to move are looking for a whole house, 13.4% are seeking an apartment or flat, with another 14.7% seeking a bungalow and 4.4% are seeking specialist retirement housing.

**Figure 30: Type of property sought for those who want or need to move (Source: Rother Household Survey 2017)**



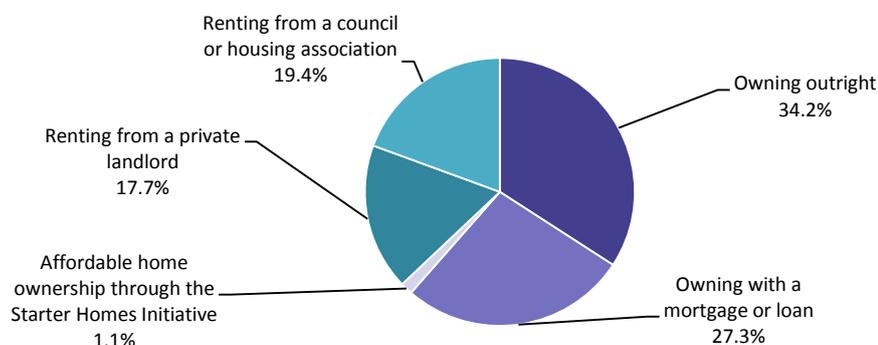
- 2.24 The mix of bedrooms sought by moving household is very similar to the existing mix in Rother.

**Figure 31: Number of bedrooms sought for those who want or need to move (Source: Rother Household Survey 2017)**



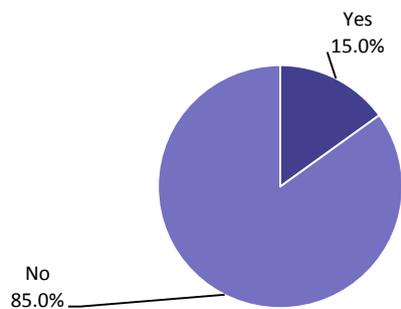
- 2.25 Over 62% of those who want or need to move expect to be owner occupiers. 19.4% want to move to a social rented property and 17.7% expect to move to a privately rented dwelling. This reflects the share of existing private and social renters who are seeking to move.

**Figure 32: Tenure of next home (Source: Rother Household Survey 2017)**

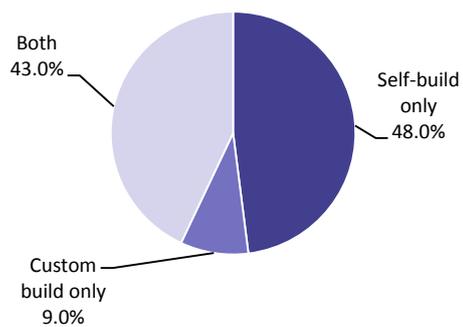


2.26 The household survey also asked those households who are considering moving whether they would be interested in self or custom build. 15% of all moving households are interested in helping to deliver their own home, so there is clearly some interest in this type of scheme.

**Figure 33: Interested in Self-build (Source: Rother Household Survey 2017)**



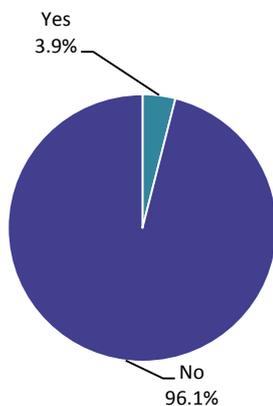
**Figure 34: Type of Self or Custom-build (Source: Rother Household Survey 2017)**



## Household Formations

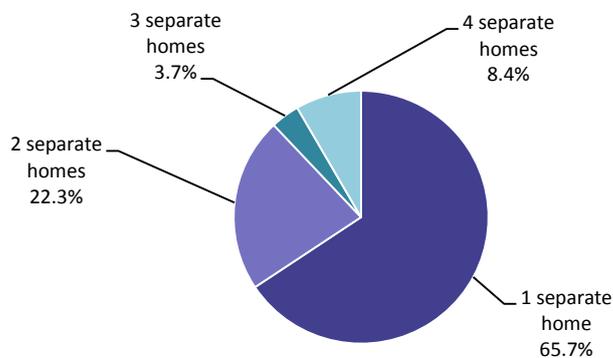
<sup>2.27</sup> Around 4% of existing households expect at least one household member to seek to form their own households in the next three years.

Figure 35: Household Seeking to Form (Source: Rother Household Survey 2017)



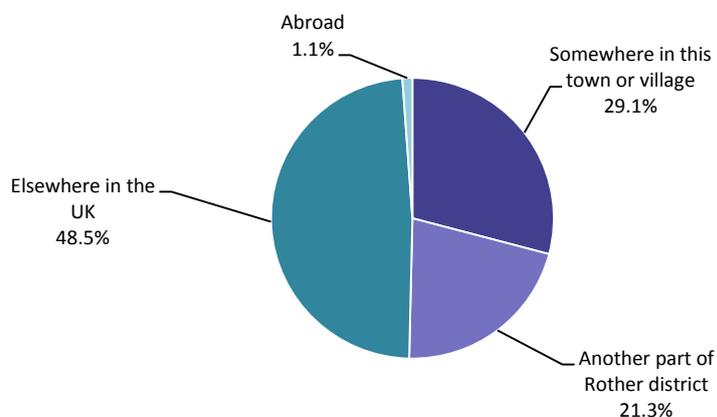
<sup>2.28</sup> Just over 65% of the households generating household formation expect one person to leave, and over 20% expect the future occupants of two separate homes to move out.

Figure 36: Number of separate homes needed (Source: Rother Household Survey 2017)



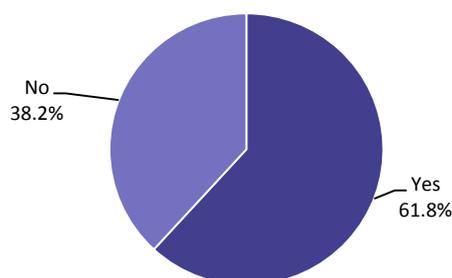
- 2.29 Over 50% of new households plan to form in Rother, with many staying in the same town or village. However, 48.5% plan to move to the rest of the UK.

Figure 37: Where are new households likely to form? (Source: Rother Household Survey 2017)



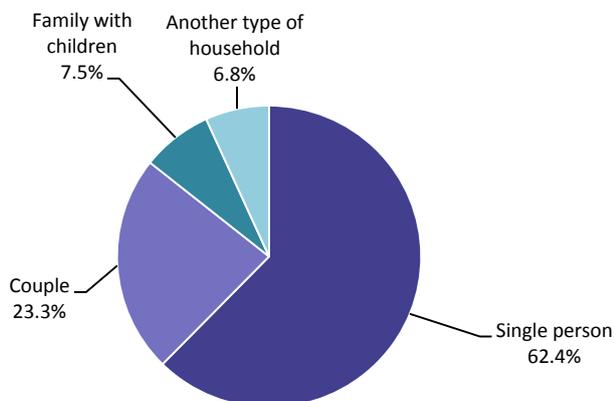
- 2.30 Of the households who expect to move to the rest of the UK, 38.2% of households forming expect to leave the area and would not stay even if a suitable affordable property existed for them. However, 61.8% said that a new household forming would stay in the local area if they could find somewhere suitable and affordable. This equates to 30% of all new households in Rother.

Figure 38: Would they stay in the area if there was a suitable affordable property available? (Source: Rother Household Survey 2017)



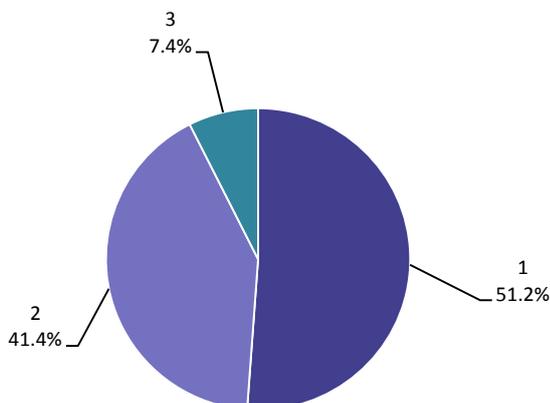
2.31 The majority of new households forming comprise of single persons (62.4%), while 23.3% are couple households.

Figure 39: Type of new household (Source: Rother Household Survey 2017)



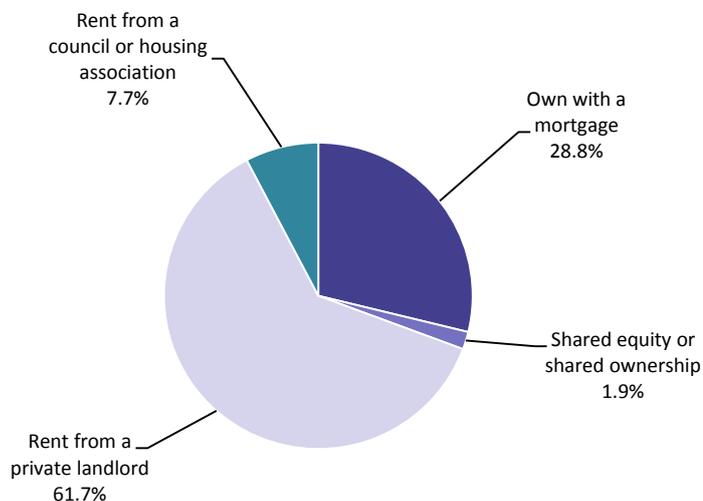
2.32 The majority of new households would accept a one bedroom property (51.2%), but over 40% would accept a 2 bedroom property as a minimum.

Figure 40: Number of bedrooms a new household wants (Source: Rother Household Survey 2017)



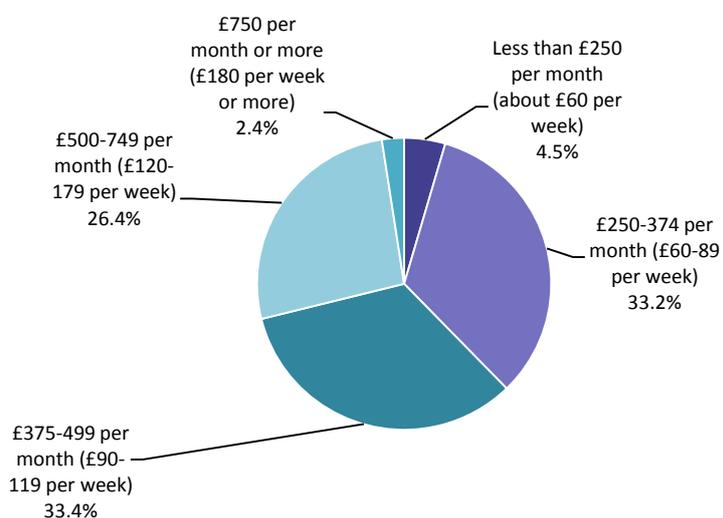
- 2.33 Distinct from the general population, the majority of new households would expect to be renters, with over three fifths expecting to move to private rent.

Figure 41: Expected tenure of new household (Source: Rother Household Survey 2017)



- 2.34 Around a third of new households forming expect to be able to afford rent or mortgage payments between £250 and £374 per month (33.2%) with a further third able to afford between £375 and £499 per month. Just over a quarter (26.4%) can afford £500 to £749 per month. Just over a quarter (26.4%) can afford £500 to £749 per month.

Figure 42: Expected level of rent or mortgage that new household could afford (Source: Rother Household Survey 2017)



## Households with Specific Needs

- <sup>2.35</sup> Paragraph 50 of the NPPF identifies that local planning authorities should plan for households with specific needs, and PPG states:

### ***Households with specific needs***

*There is no one source of information about disabled people who require adaptations in the home, either now or in the future.*

*The Census provides information on the number of people with long-term limiting illness and plan makers can access information from the Department of Work and Pensions on the numbers of Disability Living Allowance/Attendance Allowance benefit claimants. Whilst these data can provide a good indication of the number of disabled people, not all of the people included within these counts will require adaptations in the home.*

*Applications for Disabled Facilities Grant will provide an indication of levels of expressed need, although this could underestimate total need. If necessary, plan makers can engage with partners to better understand their housing requirements.*

**Planning Practice Guidance (March 2015), ID 2a-021**

- <sup>2.36</sup> Personal Independence Payments started to replace the Disability Living Allowance from April 2013, and these are awarded to people aged under 65 years who incur extra costs due to disability (although there is no upper age limit once awarded, providing that applicants continue to satisfy either the care or mobility conditions). Higher Mobility Component (HMC) is awarded when applicants have “other, more severe, walking difficulty” above the Lower Mobility Component (which is for supervision outdoors).
- <sup>2.37</sup> Attendance Allowance contributes to the cost of personal care for people who are physically or mentally disabled and who are aged 65 or over. It is paid at two different rates: a lower rate is paid for those who need help or constant supervision during the day, or supervision at night; a higher rate is paid where help or supervision throughout both day and night is needed, or if people are terminally ill. Nevertheless, PPG recognises that neither of these sources provides information about the need for adapted homes as “not all of the people included within these counts will require adaptations in the home”.
- <sup>2.38</sup> Disabled Facilities Grants (DFG) are normally provided by Councils and housing associations to adapt properties for individuals with health and/or mobility needs. Grants cover a range of works, such as:
- » Widening doors and installing ramps;
  - » Improving access to rooms and facilities, for example stair lifts or a downstairs bathroom;
  - » Providing a heating system suitable for needs; and
  - » Adapting heating or lighting controls to make them easier to use.

- 2.39 Local data about DFGs was published by CLG in Live Table 314<sup>4</sup>, and this indicated that 107 DFGs were funded in Rother in 2010/11 at an average cost of £6,667. More recent council data indicates 78 DFGs were funded in 2014/15 at an average cost of £7,269.
- 2.40 As previously noted, the Government’s reform of Health and Adult Social Care is underpinned by a principle of sustaining people at home for as long as possible. This was reflected in the recent changes to building regulations relating to adaptations and wheelchair accessible homes that were published in the 2015 edition of Approved Document M: Volume 1 (Access to and use of dwellings)<sup>5</sup>. This introduces three categories of dwellings:
- » Category 1: Visitable dwellings – Mandatory, broadly about accessibility to ALL properties
  - » Category 2: Accessible and adaptable dwellings – Optional (evidence based and viability tested), similar to Lifetime Homes
  - » Category 3: Wheelchair user dwellings – Optional (evidence based and viability tested), equivalent to meeting the needs of wheelchair using occupants (M43 (b)) or allowing for simple adaptation to meet them (M43 (a)).
- 2.41 Local authorities can identify the proportion of dwellings in new developments that should comply with the requirements for Category 2 and Category 3 as part of the Local Plan, based on the likely future need for housing for older and disabled people (including wheelchair user dwellings) and taking account of the overall impact on viability. This needs to be suitably evidenced. Planning Practice Guidance for Housing optional technical standards states:

*Based on their housing needs assessment and other available datasets it will be for local planning authorities to set out how they intend to approach demonstrating the need for Requirement M4(2) (accessible and adaptable dwellings), and/or M4(3) (wheelchair user dwellings), of the Building Regulations. There is a wide range of published official statistics and factors which local planning authorities can consider and take into account, including:*

- *the likely future need for housing for older and disabled people (including wheelchair user dwellings).*
- *size, location, type and quality of dwellings needed to meet specifically evidenced needs (for example retirement homes, sheltered homes or care homes).*
- *the accessibility and adaptability of existing housing stock.*
- *how needs vary across different housing tenures.*
- *the overall impact on viability.*

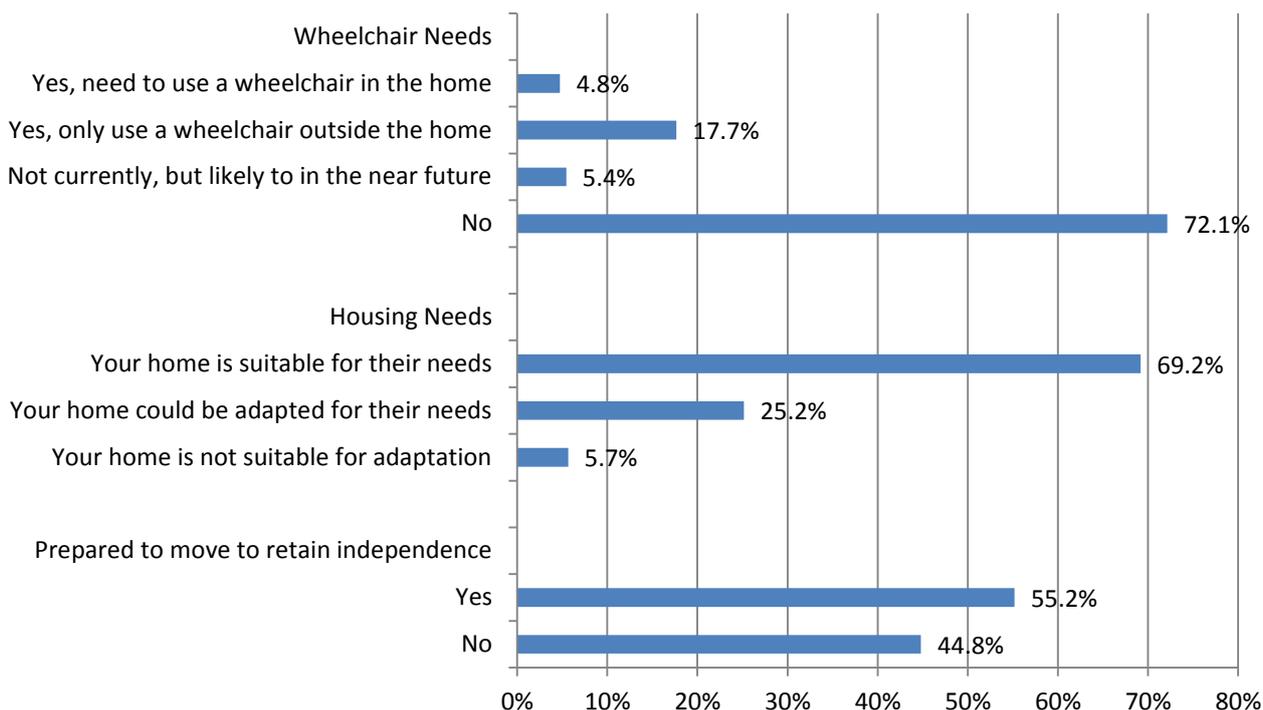
**Planning Practice Guidance (March 2015), ID 56-007**

<sup>4</sup> Table 314 has now been discontinued by CLG

<sup>5</sup> <http://www.planningportal.gov.uk/buildingregulations/approveddocuments/partm/adm/admvol1>

<sup>2.42</sup> In response to the question “Does anyone in your household have limited or restricted mobility (in terms of being able to walk unaided and use stairs or steps) or have another health issue that affects their housing needs?”, 17.5% of respondents said a member of the household has restricted mobility (representing approximately 7,300 households in Rother), and a further 3.7% (approximately 1,500 households) indicated that a member of the household has another health issue that affects their housing needs. The following Figure 43 analyses the needs of this combined 21.2% (approximately 8,800) of households:

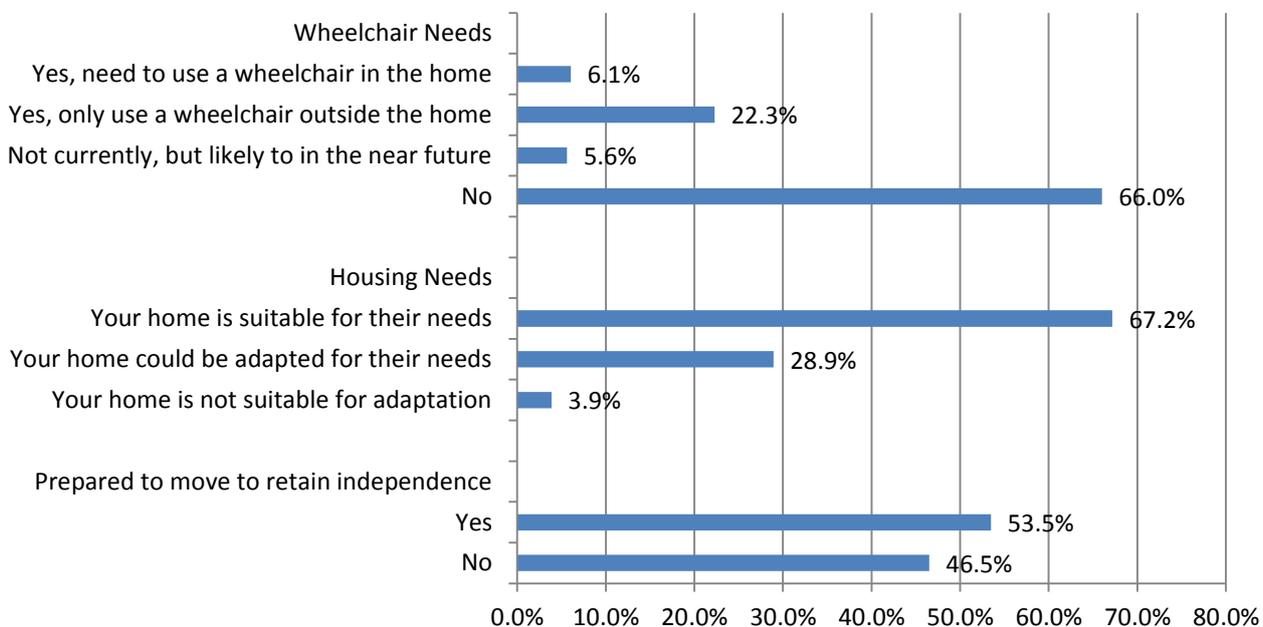
**Figure 43: Wheelchair and home needs amongst those who indicated a mobility or health issue (Source SHRP 2017)**



<sup>2.43</sup> Amongst those who indicated a health limitation that affects housing needs (not just mobility issues), 72% do not anticipate the need for a wheelchair. Of those that did indicate wheelchair use (approximately 2,600 persons, of which 1,900 belong to households aged 65 and older) the majority do not require the use of a wheelchair within the home. 94% of the group feel that their home is suitable for their needs or could be adapted to be so. In response to the question “Even if you don’t currently plan to move, would you be prepared to move at some point in future to maintain your independence?”, more than half of respondents confirmed that they would do so.

<sup>2.44</sup> Figure 44 below analyses the needs of the 7,300 households that confirmed that a member of the household has restricted mobility (this excludes those with a health issue that does not impact on their mobility).

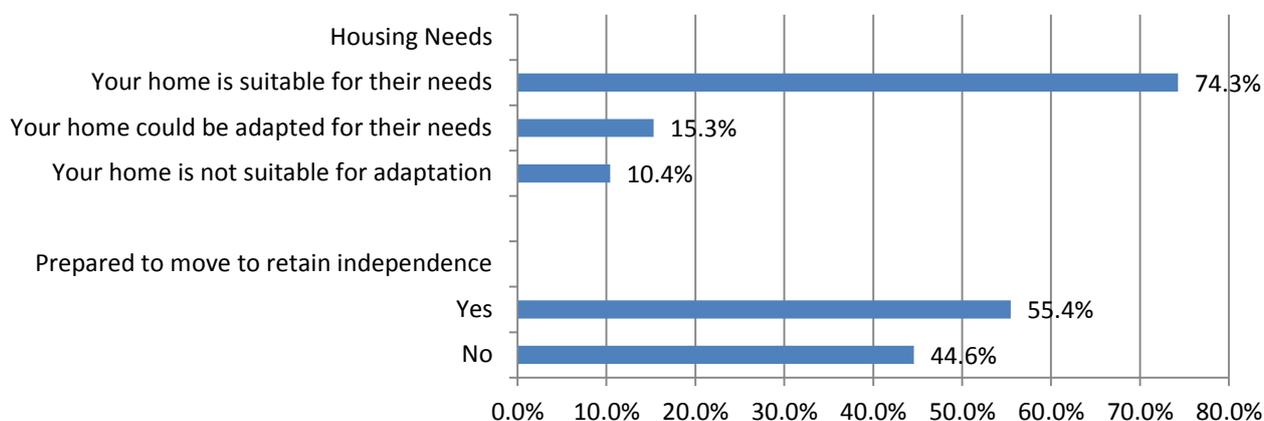
**Figure 44: Wheelchair and home needs amongst those who indicated restricted mobility (Source SHRP 2017)**



<sup>2.45</sup> Of those who indicated a health limitation that specifically affected mobility, 67.2% felt that their home was suitable to meet those needs now, and a further 28.9% felt it could be adapted (96.1% in total.) Of this group, 34% identified the need to use a wheelchair, or felt that this would become necessary in the next 12 months.

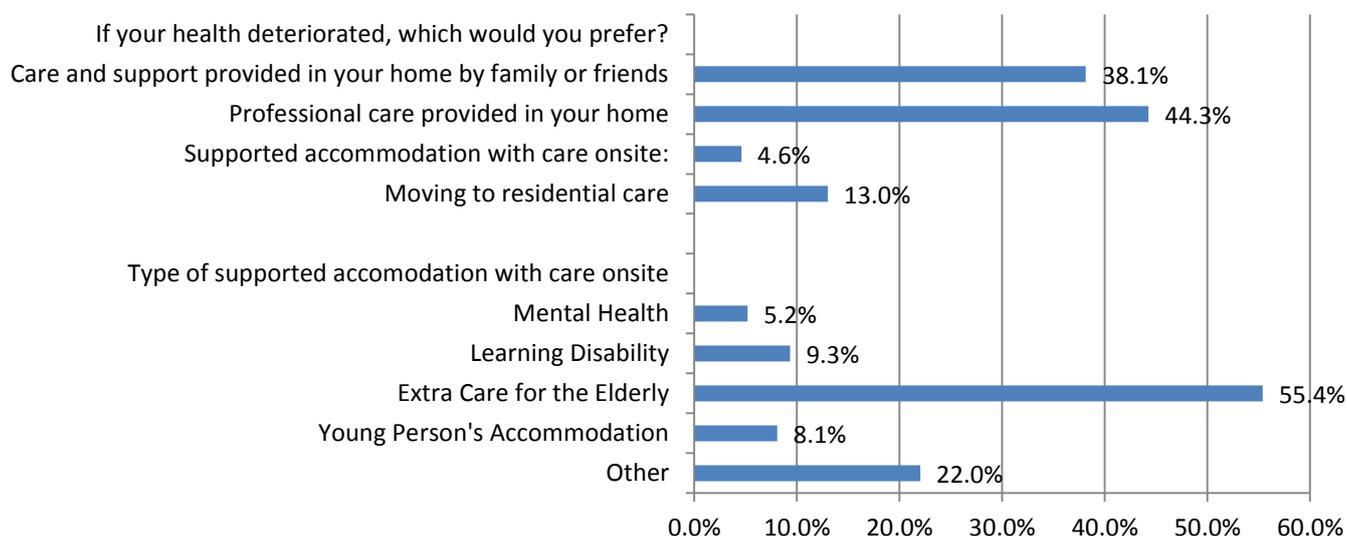
<sup>2.46</sup> Figure 45 below analyses the needs of the 1,500 households that confirmed that a member of the household has a health issue that does not impact on mobility:

**Figure 45: Home needs amongst those who indicated a health issue that impacted on housing needs but did not impact mobility (Source SHRP 2017)**



<sup>2.47</sup> Of those who indicated a health limitation that did not impact on mobility, 74.3% felt that their home was suitable to meet those needs now, and a further 15.3% felt it could be adapted (89.6% in total.)

**Figure 46: Future care preferences amongst those who indicated a mobility or health issue (Source SHRP 2017)**



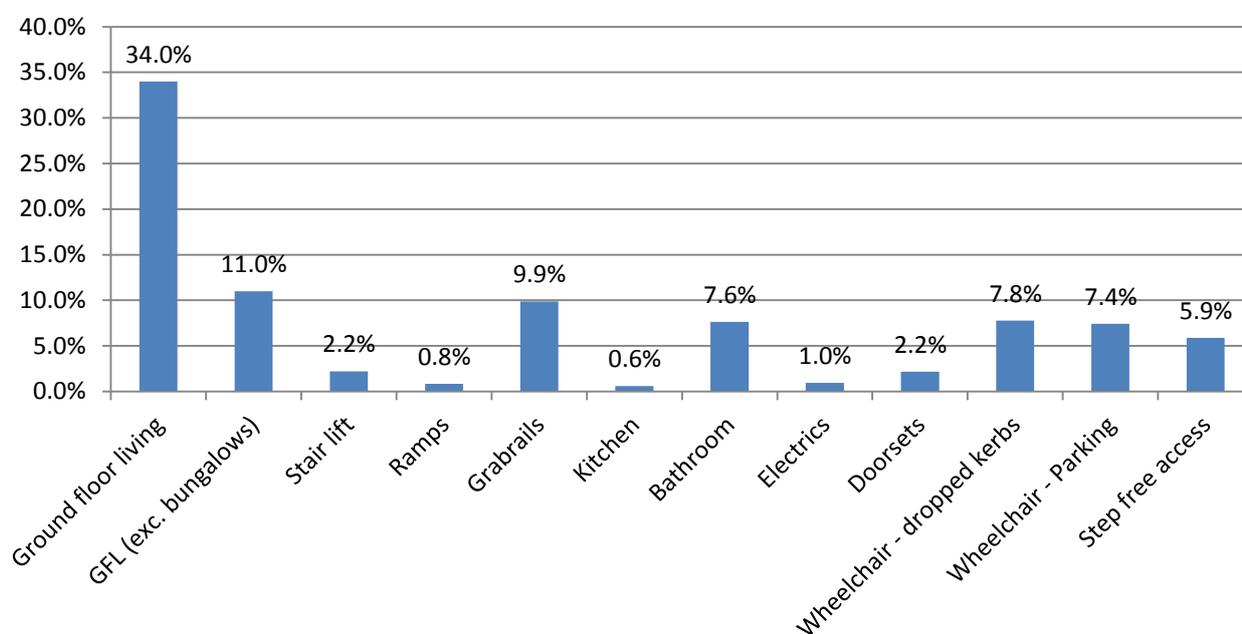
<sup>2.48</sup> Figure 46 above identifies the future care preferences of the identified 21.2% (approximately 8,800) of households with a member affected by health issue that impacts on housing need. The vast majority (82.4%) prefer the prospect of care in their current home from family, friends or professionals. 4.6% would be interested in supported accommodation with care onsite. Of this group (of approximately 380 households), 55.4% indicated that extra care for the elderly would be their chosen type of supported accommodation.

## Adaptations Present

<sup>2.49</sup> Figure 47 below shows the proportion of adaptations present as a proportion of private dwellings in the area.

<sup>2.50</sup> Ground Floor Living (GFL) refers to those properties that have a Bathroom, WC and a room suitable for use as a bedroom at entrance level. Since bungalows fit this definition by design and comprise 23% of properties in Rother, GFL (exc. Bungalows) refers to the percentage of properties that are both suitable for ground floor living and are not bungalows (11%). There are very few adaptations to kitchens (0.6%) or electrics (1.0%) in the area, and are also very few ramp adaptations to properties (0.8%). Aside from suitability for ground floor living, grabrails are the most common adaptation (9.9%), followed by dropped kerbs for wheelchair use (7.8%).

**Figure 47: Disabled adaptations/equipment present – Private Dwellings (Source: SHRP 2017. Note: Dwellings may have more than one adaptation present)**



## Chapter 2 Summary – Household Survey

### **Profile**

- » The number of household representative persons aged over 65 has increased since the last census (from 40.9% to 45%), and the number of those aged between 39 and 45 has fallen (22.3% to 16.8%).
- » 61% of dwellings use one or two rooms only as bedrooms, despite only 42% having two or fewer bedrooms in an estate agents judgement.

### **Overcrowding**

- » The household survey identified a total of 4.1% of households who are overcrowded in Rother. The 2011 Census identified a total of 2.3% of households who were overcrowded.
- » Overcrowding is higher for younger households on lower income, particularly social renters.

### **Under-Occupation**

- » 74% of dwellings in Rother are under-occupied. This includes 90% of those homes that are owned outright.

### **Household Information**

- » 44.6% of residents have lived in their current property for 10 years or more, and over three fifths have been there for more than 5 years.
- » 74.1% of households are composed of two or fewer persons, whereas only 4% comprise five or more.

### **Household Income**

- » 3 in 10 households have a gross income in excess of £35,000 per year. Almost a quarter gross less than £15,000.
- » 45.5% of renters receive local housing allowance or housing benefit to help with housing costs.

### **Moving Households**

- » 15% of households have expressed an interest in moving within the next three years.
- » Half of these are considering moving to another property in the same town or village, and a further 21% are intending to stay in Rother.
- » 15% of those considering moving are interested in self or custom build options.

### **Household Formation**

- » 4% of existing households expect at least one member to seek to form their own household in the next three years.
- » Almost half of these newly forming households plan to live outside of Rother.
- » 61.8% of newly forming households would stay in Rother if there was a suitable and affordable property available.
- » The majority are single persons, and the majority of new households expect to become renters.

***Households with Specific Needs***

- » 17.5% of households have at least one member with limited or restricted mobility. A further 3.7% have a member with another health issue that affects their housing needs.
- » 94.3% of those who indicated a health limitation feel that their home is suitable or could be adapted for their needs.
- » 82.4% of those with health limitations would prefer care in the home provided by family, friends or professionals in the event of their health deteriorating.
- » Of those indicating a preference for supported accommodation, Extra Care for the Elderly was the most commonly preferred choice by a wide margin.

## 3. Study Area Characteristics

### Dwelling Stock

- <sup>3.1</sup> The total number of domestic residential dwellings in the study area (excluding social housing stock which was out of the scope of the stock condition study) is approximately 38,900. This is derived from a list of eligible properties provided by the Council. “Domestic” dwellings exclude any commercial properties and “residential” excludes any property not considered habitable living space, according to definition used in the EHS<sup>6</sup>.

### Vacant Dwellings

- <sup>3.2</sup> National policy is to bring vacant dwellings back into use to help both to ease the housing shortage and maximise the use of existing stock.
- <sup>3.3</sup> Vacant dwellings can be difficult to identify and there are frequently problems in gaining access for surveys; however on the basis of the survey data it is possible to estimate that there are approximately 980 vacant dwellings in the study area, or 2.51% of the stock. DCLG Live Table 615 states 1,258 vacant properties for Rother in 2016 based on council tax records, which is 3.2% of stock. This 0.69% difference is illustrative of the difficulty in establishing a property to be truly vacant, and the estimate in this study is reflective only of the number of properties where surveyors were able to unequivocally confirm vacancy. The national average from Live Table 615 is approximately 2.48%.
- <sup>3.4</sup> Of these 980 properties, the survey estimates that around 720 dwellings (1.84% of the overall stock) are long-term vacant (defined as any dwelling vacant for six months or more, or subject to unauthorised occupation). This figure will be subject to constant fluctuation and is affected by a small sample size making it less reliable. 0.67% of stock is short-term vacant. Some long-term empty properties will not be recorded for Council Tax purposes (as some home owners may try to avoid paying the extra 50% council tax due on properties vacant for over two years in Rother), while the stock condition survey is based on a sample of properties so we would not expect them to be exactly the same<sup>7</sup>.

---

<sup>6</sup> This is the total number of rooms in the dwelling which offer “living accommodation”. It includes kitchens if there is additional space to provide a dining area large enough to accommodate a table and chairs (typically an area 2m by 2m additional to kitchen space). It includes a fully converted room in the loft space even if it can only be reached by a fixed ladder or unsafe staircase.

<sup>7</sup> The numbers of vacant properties are too low to accurately derive their distribution across the sub areas with meaningful statistical confidence; however the data does tentatively indicate that empty properties are more prevalent in the Bexhill and Rye Rural sub areas.

Figure 48: All dwellings by Occupancy Status – Private Dwellings (Source: SHRP 2017)

Reason for vacancy	Short-term vacant		Long-term vacant		Total	
Occupied					37,920	97.49%
Vacant awaiting new owner	70	0.17%	310	0.80%	380	0.97%
Vacant awaiting new tenant	110	0.29%	50	0.14%	170	0.43%
Vacant being modernised	80	0.21%	250	0.64%	330	0.85%
New never occupied	0	0.00%	100	0.25%	100	0.25%
All vacancy reasons	260	0.67%	720	1.84%	980	2.51%
All dwellings					38,900	100.00%

## Tenure

<sup>3.5</sup> Figure 49 draws tenure comparisons between the stock profile for the study area and that for England as a whole, again excluding social housing stock. The data for dwellings from the SHRP shows a similar proportion of owner occupiers in the study area (81%) to the 2011 Census (83%). The Census 2011 proportion of owner occupiers in the study area is significantly higher than for England as a whole (76%). There is some evidence that the private rented sector in the study area has grown slightly since 2011, but this is in the context of a sample survey so should be treated with caution.

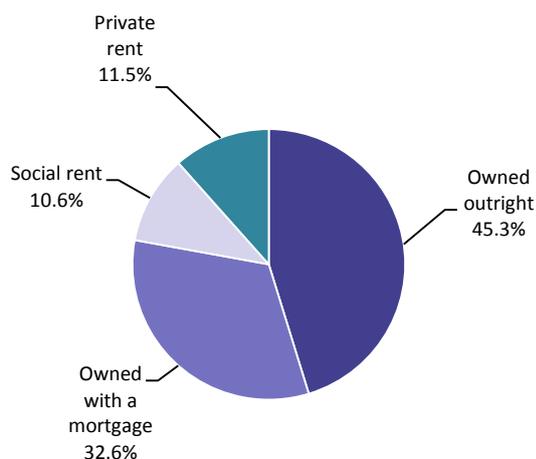
Figure 49: Tenure proportions – Private Dwellings (Source: SHRP 2017, Census 2011, EHS 2014-15. Note: Figures may not sum exactly due to arithmetic rounding)

Tenure	Study Area 2017		Census 2011		EHS (2014-15)
	Households	Percent	Study Area		
			Households	Percent	
Owner occupied	30,750	81%	30,060	83%	76%
Privately rented	7,180	19%	6,360	17%	24%
All Tenures	37,920	100%	36,420	100%	100%

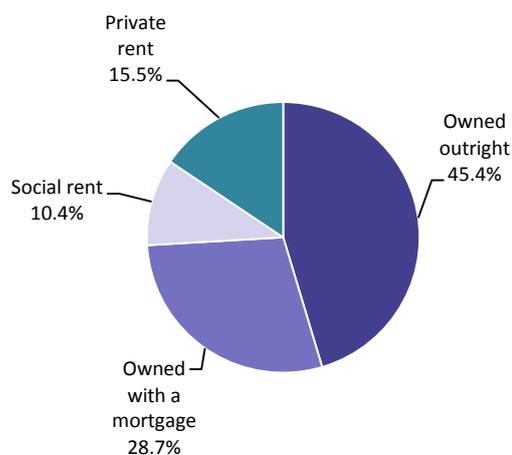
## Private Rented Sector

- 3.6 The past decade-and-a-half since the 2001 Census has seen a substantial and rapid change in the tenure distribution of housing in England. Privately rented dwellings in the study area have increased from 11.5% of all dwellings in 2001 up to 15.5% of all dwellings by 2011. This increase has not been evenly distributed across the Rother area; rather the distribution between sub-areas has been affected by market economics and suitability of housing stock.
- 3.7 The private rented sector has grown in the study area in the last decade. At the time of the 2001 Census there were 4,393 households in the private rented sector, and the 2011 Census confirmed significant growth, indicating that this had risen to 6,356<sup>8</sup>. The SHRP indicates that this number has further risen to 7,180.
- 3.8 This change in the size of the sector has significant implications for the Council in terms of housing conditions (rented properties tend to be of poorer condition than owner occupied), housing need & demand and housing affordability, (the increase in rentals with an associated decrease in mortgages implies an increase in the proportion of renters who would prefer to buy, but cannot afford to do so).

**Figure 50: Household Tenure in the Study Area – All Dwellings (Source: UK Census of Population 2001)**



**Figure 51: Household Tenure in Study Area – All Dwellings (Source: UK Census of Population 2011)**

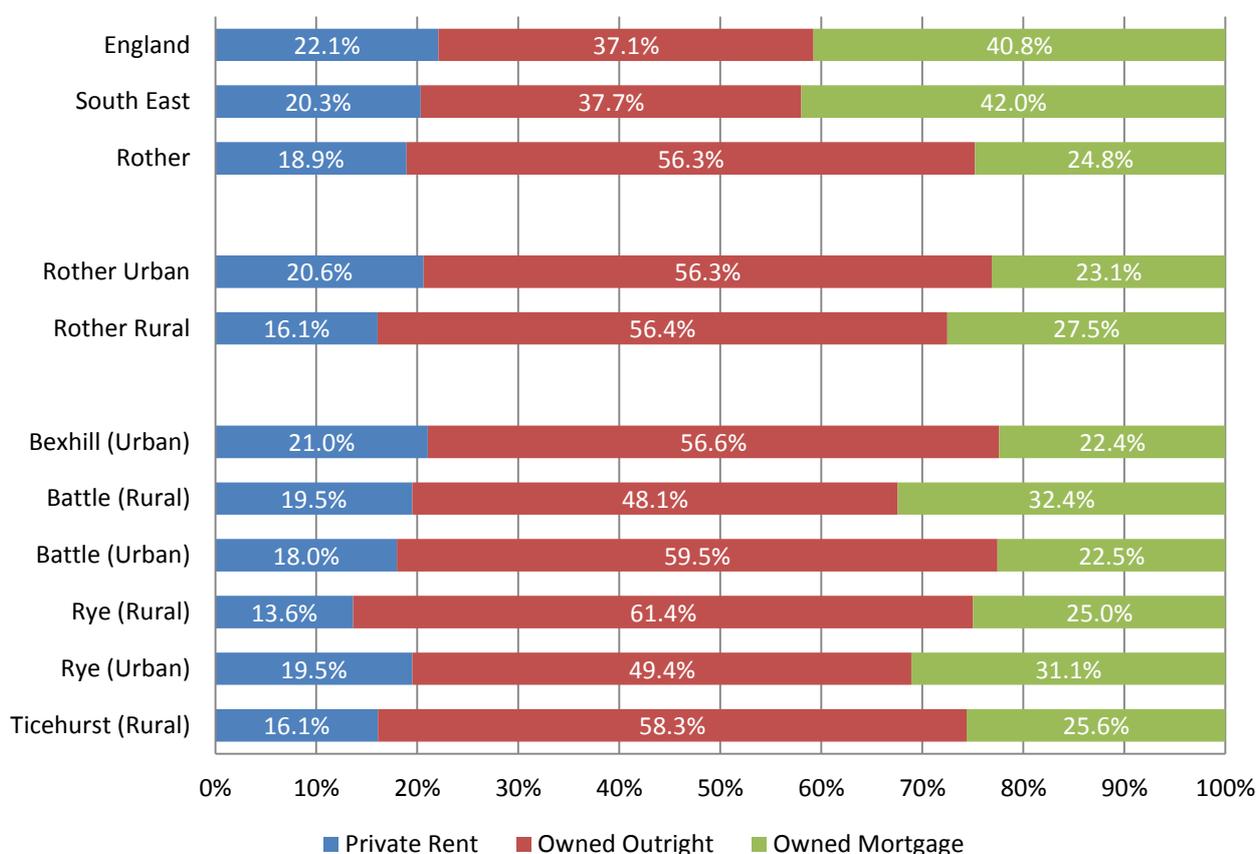


- 3.9 In 2011, across the whole of England, the proportion of households renting privately was 18.2%, with 15.5% of households privately renting across Rother, slightly lower than the national average. The proportion of people in private rent has increased since 2001 when this was 11.5%. The proportion of social rent and owned outright has not changed meaningfully, whereas the number of properties owned with a mortgage has decreased by a similar amount to the observed increase in private rent.

<sup>8</sup> We would note that in the private rented households we have included any households who live rent free. This category often includes dwellings which are tied accommodation linked to workers, or households who are living in properties belonging to other family members.

- <sup>3.10</sup> Figure 52 compares the proportion of private renting households across the various sub-areas of Rother. It is clear that the urban study areas have a particularly large private rented sector overall compared to the rural areas of Rother (with Battle an anomaly in this respect); and also are comparable with the regional and national figures. There is considerable more owner occupation overall in Rother than nationally, with correspondingly fewer mortgages.
- <sup>3.11</sup> Private rent is more prevalent in Bexhill than in other sub-areas. The sub-area with the highest levels of owner occupation is Rye Rural, and the highest proportions of mortgaged properties are found in Battle Rural.

**Figure 52: Tenures by sub-area in Rother – As a Proportion of All Private Dwellings (Source: UK Census of Population 2011 and SHRP 2017)**



- <sup>3.12</sup> A more detailed explanation of other changes in the private rented sector is provided in later chapters.

## Houses in Multiple Occupation

<sup>3.13</sup> “Dwelling” is a term used to describe both flats and houses. There are approximately 38,900 private sector dwellings in the study area. Flats will often be part of a building that has more than one dwelling, so there will be fewer buildings in an area than dwellings. The survey indicates a total of approximately 32,000 buildings<sup>9</sup> in the study area.

Figure 53: Building use profile – Private Dwellings (Source: SHRP 2017)

Typology	Dwellings	Percent of dwellings	Buildings	Percent of buildings
House (Single household)	30,050	77.4%	30,050	93.8%
Converted flat (Single household)	2,680	6.9%	780	2.4%
Purpose built flat (Single household)	5,610	14.5%	990	3.1%
S257 Non-Compliant Flats	470	1.2%	160	0.5%
HMO	90	0.2%	90	0.3%
<b>Total</b>	<b>38,900</b>	<b>100.00%</b>	<b>32,070</b>	<b>100.00%</b>

<sup>3.14</sup> Where three or more people in two or more households live in the same dwelling (for example, a group of adults sharing a house), this is considered to be a “House in Multiple Occupation” (HMO). Furthermore, there is an additional category of sub-divided dwellings (also classed under the broad umbrella term of HMO) known as S257 HMOs. This is where a building has been converted into flats but does not meet all the building regulations required by section 257 of the Housing Act to be considered entirely separate flats. These properties are known as S257 HMOs, or S257 Non-Compliant flats, and are still technically HMOs. In total this provides for a total of 560 HMOs.

<sup>3.15</sup> Therefore we can further subdivide HMOs into several broad groups depending on precisely how the property has been subdivided and the level of shared access to amenities, such as:

- » A S257 building – Converted flats in a building where more than a third of the flats are privately rented, let on short-term tenancies, and the building conversion does not comply with 1991 (or later) building regulations.
- » Shared houses – A dwelling that might otherwise be a family home being shared by a number (3 or more) of un-related adults.
- » A Bedsit – A dwelling that has been converted for multiple occupation with individual rooms having some facilities of their own, and often a specified address (room number), but where there are still common parts and some shared amenities in the building.

<sup>3.16</sup> There are a wide range of complex variations in the way buildings are used and sub-divided in the real world. It can, on occasion, be hugely difficult to interpret the Act and arrive at a dwelling/building use definition (there are many exceptions and exemptions to take into account). In the case of the survey this has been simplified as far as possible, so results will be subject to a small amount of error, but are as good an indicative picture as it is practicably possible to achieve.

<sup>9</sup> Derived by combining the number of dwellings (from council tax data) with survey data on both the prevalence of buildings divided into flats and the average number of flats into which these buildings are divided.

- 3.17 Note that the Housing Act 2004 defines certain types of HMO as licensable. For these HMOs there is an obligation on the landlord to apply to the local authority, where the HMO is located, for a licence. Local authorities, therefore, must be in a position to manage the application for licences. Specifically, licensable HMOs are those that are of three or more storeys with five or more residents living as two or more households that share some facilities.
- 3.18 This qualification for mandatory licensing is currently under review. At the time of writing, the government has recently published its response to the consultation on the proposed changes (Extended mandatory licensing of Houses in Multiple Occupation – a Government Response Document, Nov 2016); and from this it seems likely that the reference to storeys will be removed, thus defining mandatory licenced HMOs more simply as those containing five or more persons and two or more households. Further proposed stipulations affect flats above commercial properties and minimum room sizes.
- 3.19 Based on the number of surveys conducted that identified properties as meeting the definition of HMO (6, all in Bexhill), or S257 Non-Compliant Flats (24, 21 of which were in Bexhill) it is not possible to robustly draw further meaningful statistical conclusions about HMOs in Rother as a whole, other than to estimate the total number present.

## Property Management

- 3.20 When a dwelling which was privately rented was surveyed, a series of separate questions were asked of the tenants within the dwelling which covered questions about renting in the private rented sector. The findings in Figure 54 generally indicate that while much of the privately rented sector is likely to be well managed, there are prevalent issues around landlords failing to carry out routine maintenance (only 71% fulfil this obligation) and failing to respond to problems in a reasonable time (only 80.9% do). In addition, there are further problems with giving notice before entering the property (only 72.6% give notice) and a significant portion (15%) of landlords do not secure their tenant's deposit in a government backed tenancy deposit scheme (known as a TDP, required for all shorthold tenancies since 2007).
- 3.21 Across the remaining measures the results are more positive. In particular, the vast majority of landlords provide an emergency number (90.8%), there are written tenancy agreements in a high proportion of cases (94.5%) and 95% of dwellings have a working smoke alarm present.

Figure 54: Private tenancy, landlords and privately rented dwellings (Source: SHRP 2017)

Issues arising with private sector landlords	Private rented dwellings where household answered 'Yes'	
	Number	Proportion
Is there a written tenancy agreement?	6,780	94.5%
Was deposit NOT protected under a government back deposit scheme?	1,080	15.0%
Does the landlord respond to problems in a reasonable time?	5,800	80.9%
Does the landlord have an emergency number?	6,520	90.8%
Does the landlord carry out routine maintenance?	5,090	71.0%
Does the landlord always give notice before entering the property?	5,210	72.6%
Is there a smoke alarm working and present?	6,820	95.0%
<b>All occupied private rented dwellings</b>	<b>7,180</b>	<b>100.00%</b>

## Fire Safety

- <sup>3.22</sup> Figure 55 provides a breakdown of the extent to which fire safety measures were present. Figures are broken down between self-contained flats and HMOs.
- <sup>3.23</sup> Certain aspects of fire safety provision in private rented flats and HMOs in the study area could be considered as requiring improvement, with less than half of self-contained flats having mains wired smoke detectors (29.9% of HMOs) and only 5.6% of HMOs having fire extinguishers (25.3% of flats). Also of note is that more than 25% of all HMOs have no fire safety measures at all.
- <sup>3.24</sup> More positively, in the event of fire, 74.3% of self-contained flats have an escape route free from obstructions (reducing to 57.4% in HMOs.). However this still means that 25.7% (and 42.6% of HMOs) do not.
- <sup>3.25</sup> Please note that the data concerning HMOs in Figure 55 is limited by virtue of how few HMOs were surveyed (as a result of how few there are in the area). As explained in paragraph 3.19, it is not possible to robustly draw meaningful statistical conclusions about HMOs in Rother as a whole, so the figures below have a wide confidence interval and should be treated as no more than indicative.

**Figure 55: Fire safety provision in Self Contained Flats and HMOs (Source: SHRP 2017. Note: Dwellings may have more than one fire safety measure, so the number of measures will total more than the total number of dwellings)**

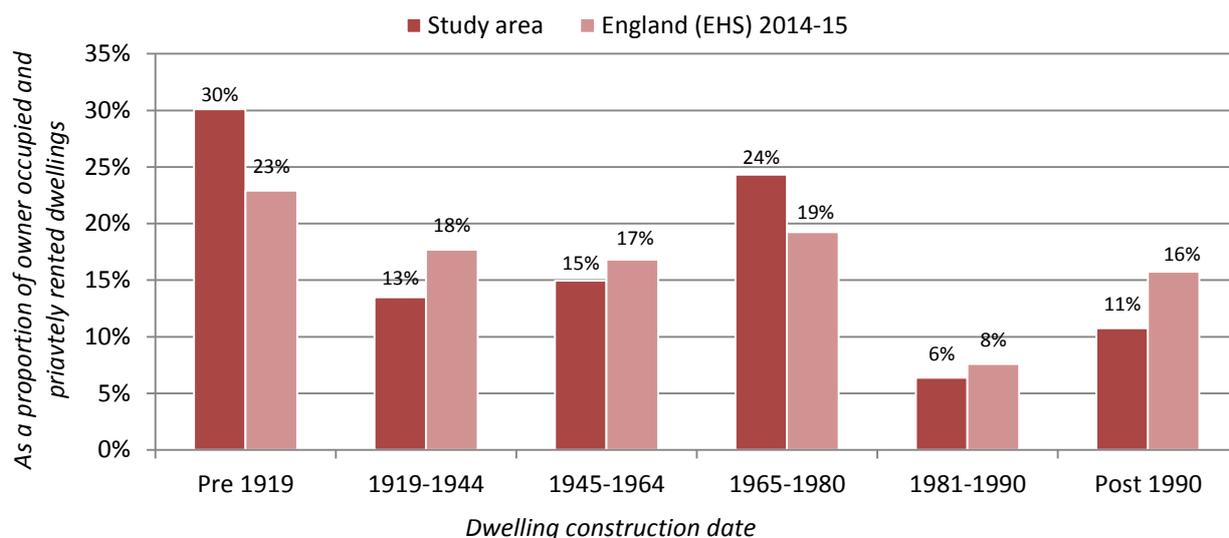
Fire safety measure	Self-contained flats		HMOs		Overall	
	Number	Percent	Number	Percent	Number	Percent
Fire safety notice	5,040	60.7%	140	25.3%	5,180	58.5%
Mains wired smoke detectors	3,690	44.5%	170	29.9%	3,860	43.6%
Fire Extinguishers	2,100	25.3%	30	5.6%	2,130	24.1%
Fire Blankets	140	1.6%	30	4.5%	160	1.8%
Self-closing Doors	5,120	61.7%	120	22.2%	5,240	59.2%
Protected escape route	4,750	57.3%	100	17.7%	4,850	54.8%
Escape route free from obstruction	6,160	74.3%	320	57.4%	6,480	73.2%
None of these	520	6.3%	140	25.5%	660	7.5%
<b>Total number of dwellings</b>	<b>8,290</b>	<b>100%</b>	<b>560</b>	<b>100%</b>	<b>8,850</b>	<b>100%</b>

## Dwelling Characteristics

### Dwelling Construction Date

<sup>3.26</sup> Figure 56 shows the construction date profile for private dwellings in the study area. The single largest proportion of dwellings were constructed before 1919 (30% compared to 23% in England as a whole). Only 17% of dwellings were constructed after 1981, which somewhat lower than the figure for England (24%).

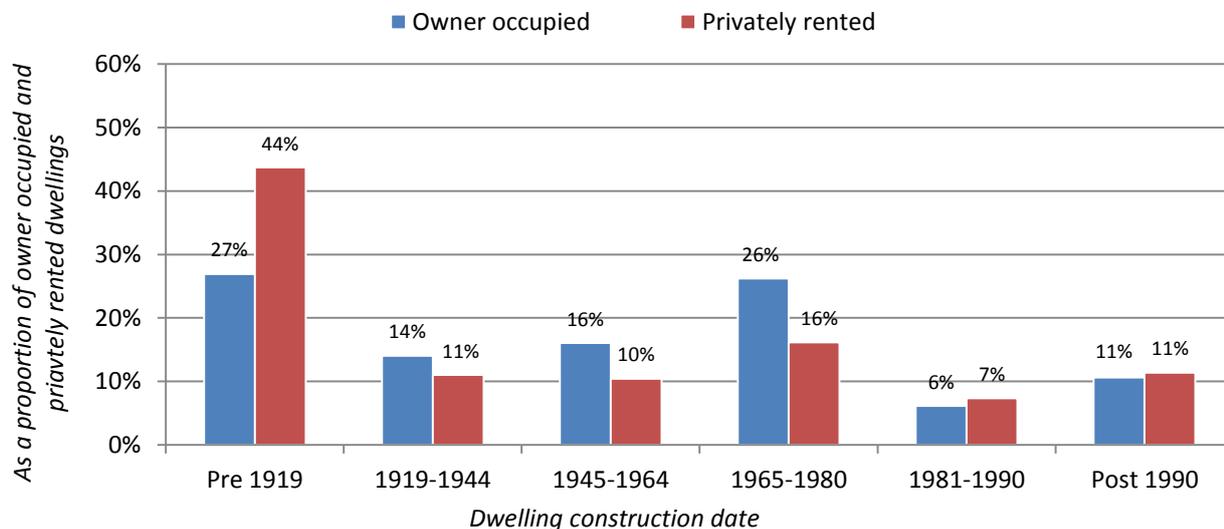
Figure 56: Dwelling age profile England & Study Area – Private Dwellings (Source: SHRP 2017, EHS 2014-15)



<sup>3.27</sup> Figure 57 provides a breakdown of dwelling construction date by tenure in order to compare the age of owner occupied and privately rented dwellings:

- » More than two fifths (43%) of owner occupied dwellings date from after 1965; however, the proportion of privately rented dwellings in this age band is around a third (34%);
- » More than two fifths of privately rented dwellings (44%) were built Pre 1919, compared to around a quarter (27%) of owner occupied stock.

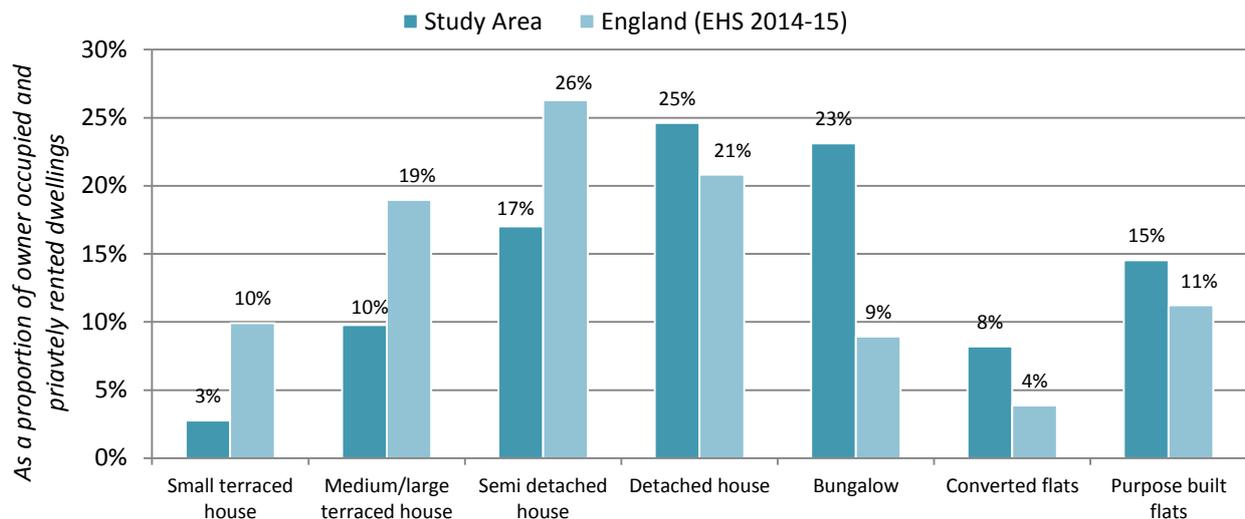
Figure 57: Dwelling age profile by tenure in Study Area – Private Dwellings (Source: SHRP 2017)



## Dwelling Type Profile

- 3.28 Figure 58 shows the building type profile for the study area, alongside that for England.
- 3.29 Following the definition used by the English Housing Survey, terraced houses have been classified as either small (a total floor area of less than 70m<sup>2</sup>) or medium/large (a total floor area of 70m<sup>2</sup> or more).

Figure 58: Dwelling type profile Study Area & England – Private Dwellings (Source: SHRP 2017, EHS 2014-15)

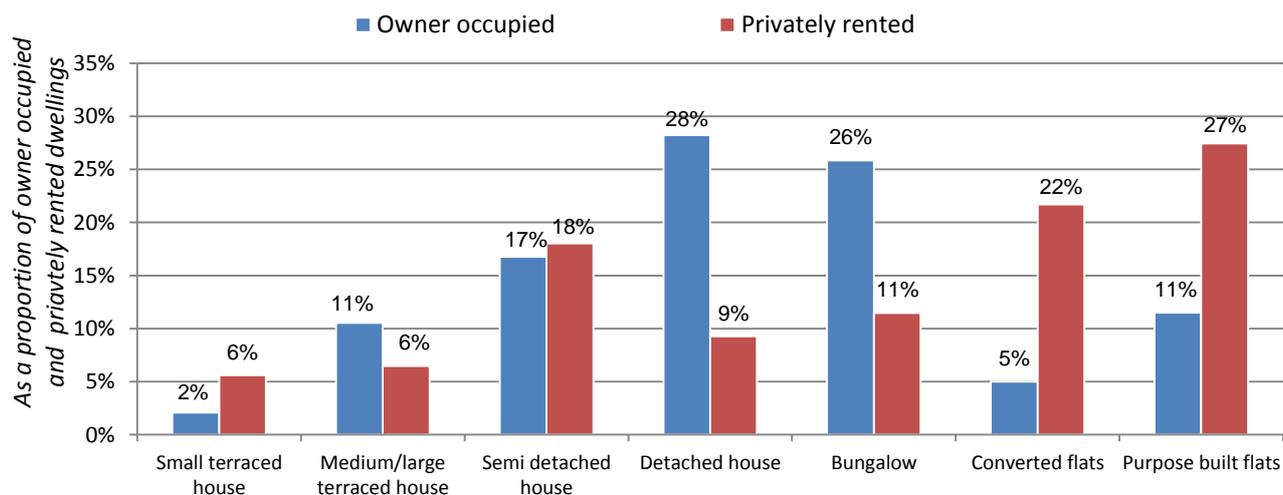


- 3.30 Bungalows are more than twice as common in the study area than in England as a whole. The proportion of semi-detached and terraced houses is almost half of the national average, and there are higher proportions of detached properties and purpose flats than across England as a whole.

3.31 Figure 59 shows that:

- » Purpose built and converted flats are the most widespread property type in the study area in the privately rented tenure; these property types represent 16% of owner occupied and 49% of privately rented dwellings.
- » Detached houses (28%) are the most common owner occupied property type, followed by bungalows (26%).
- » Semi-Detached homes represent around a fifth (18%) of privately rented dwellings.

Figure 59: Proportion of dwelling type profile by tenure – Private Dwellings (Source: SHRP 2017)



## Dwelling Size

<sup>3.32</sup> Figure 60 shows the dwelling size profile for the study area, alongside that for England:

- » Compared to England as a whole, the study area has a high proportion of smaller dwellings (70 square metres or less), with a higher proportion of larger properties (110 square metres or above).
- » Larger properties (over 90 square metres) have higher proportions of owner occupation.
- » For smaller properties (70 square metres or less) the reverse is the case: these dwellings have much higher rates of private rent, especially in the under 50 square metre category.
- » The differences in dwelling size between owner occupation and private rent largely reflect the distribution of dwelling types – larger dwelling types such as detached houses and bungalows are more prevalent in the owner occupied sector, whereas smaller terraced housing and flats are more strongly associated with private rent.
- » As might be expected, larger properties tend to contain more bedrooms. These proportions can be seen in Figure 61.

Figure 60: Dwelling size profile – Private Dwellings (Source: SHRP 2017, EHS 2014-15)

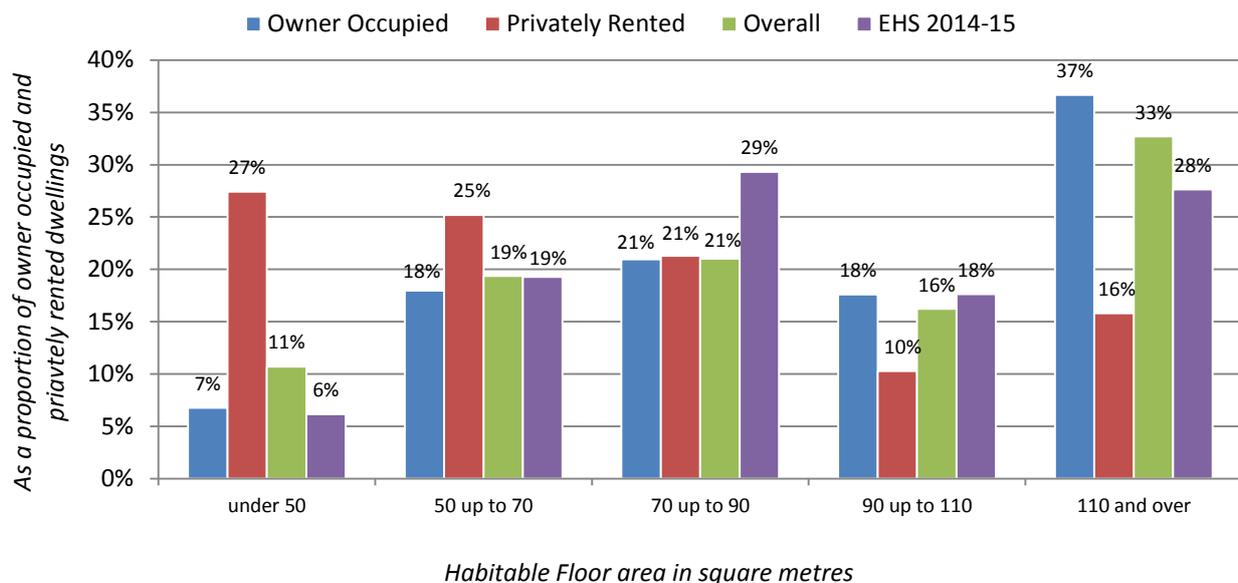
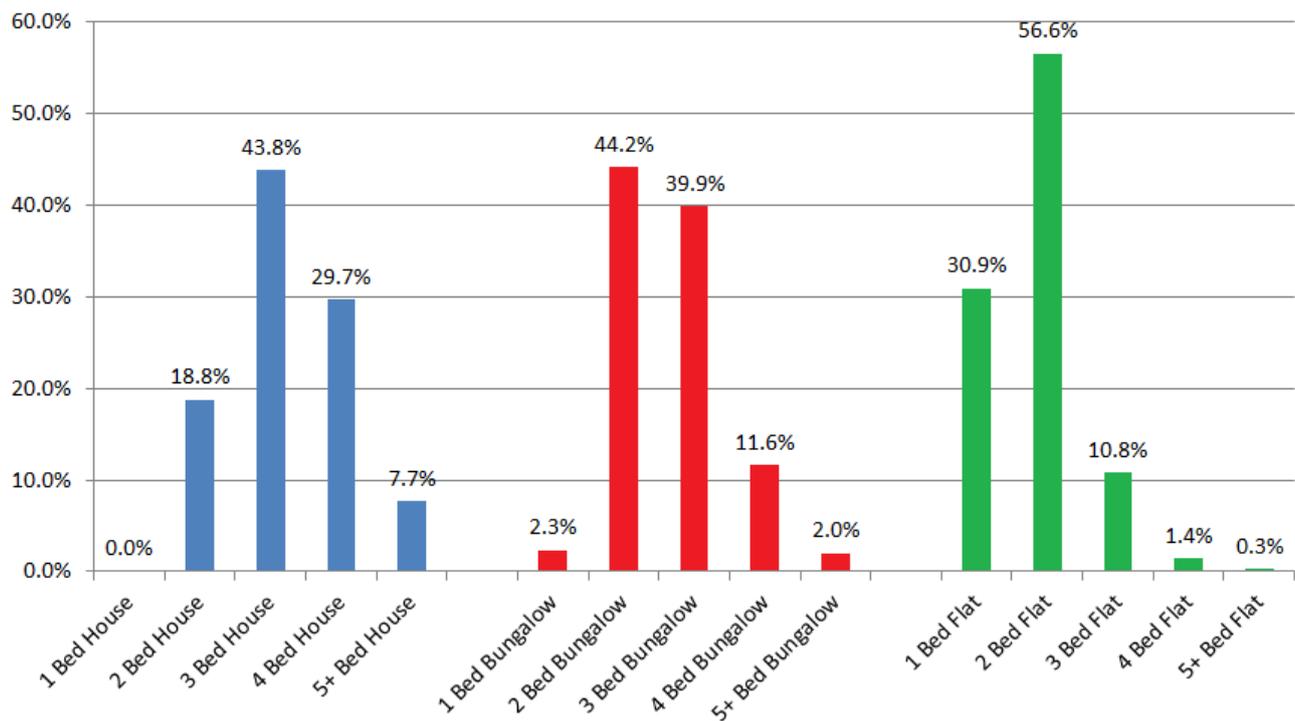


Figure 61: Dwelling size versus number of bedrooms – Private Dwellings (Source: SHRP 2017)

Number of Bedrooms	Habitable Floor Area in Square Metres					Total
	under 50	50 up to 70	70 up to 90	90 up to 110	110 and over	
1	4%	2%	1%	0%	0%	8%
2	6%	10%	9%	6%	3%	33%
3	1%	6%	10%	7%	11%	35%
4	0%	0%	2%	2%	14%	19%
5	0%	0%	0%	1%	4%	5%
<b>Total</b>	<b>11%</b>	<b>19%</b>	<b>21%</b>	<b>16%</b>	<b>33%</b>	<b>100%</b>

Figure 62: Number of Bedrooms in types of Private Dwelling (Source: SHRP 2017)



<sup>3.33</sup> Figure 62 shows the bedroom numbers as a percentage of the total for each of the three main types of dwelling in the study area:

- » Houses are mostly three bedroom (35% overall, see Figure 61), with a significant proportion of two and four bedroom properties.
- » Bungalows tend to be two or three bedroom. There are comparatively few single bedroom bungalows or bungalows with four or more bedrooms.
- » More than half of all flats are two bedroom, and almost three quarters of the remainder are single bedroom<sup>10</sup>.

<sup>10</sup> This includes bedsits and studio flats. Only one survey was conducted in a property that meets the standard definition of bedsit (single habitable room and a least one shared amenity), and three further surveys were carried out in properties that meet the standard definition of studio flat (single habitable room, amenities all self-contained). This is too few surveys to derive a meaningful statistical determination of the total number in the area, so they have been amalgamated into the single bedroom category.

## National Space Standards

### Background

3.34 The CLG published the “PPG Housing: optional technical standards” in March 2015 covering:

- » Accessibility and wheelchair housing standards
- » Water efficiency standards
- » Internal space standards

3.35 Accessibility and wheelchair housing standards are discussed elsewhere in this document. This section deals with the internal space standards.

3.36 The standards are optional and local authorities are required to gather evidence of the need to apply them in their area before setting them in the Local Plan<sup>11</sup>:

*“Local planning authorities have the option to set additional technical requirements exceeding the minimum standards required by Building Regulations in respect of access and water, and an optional nationally described space standard. Local planning authorities will need to gather evidence to determine whether there is a need for additional standards in their area, and justify setting appropriate policies in their Local Plans.”*

(PPG Paragraph: 002 Reference ID: 56-002-20160519)

3.37 Considering the documents reviewed briefly in Appendix B under “Compliance with the 2015 Nationally Defined Space Standards for Gross Internal Area”, we can conclude that:

- » The PPG *Housing: optional technical standards* in March 2015 lays out internal space standards for individual properties based on defined Gross Internal (floor) Areas. The space standards are called the Nationally Described Space standards.
- » Applying the standards is optional for local authorities and evidence is required of the local need for the standards to embed the standards in local plans. Viability should be considered.
- » RIBA argue that the lack of statutory space standards has led to smaller homes being developed.
- » Based on RIBA evidence, spaces standards of homes delivered in London appear to be higher than outside the Capital and, while causation cannot be assumed, it is notable that the London Mayor has adopted the national standard in the MALP.

---

<sup>11</sup> <https://www.gov.uk/guidance/housing-optional-technical-standards>

## Estimating Rother’s Current Dwelling Stock’s Compliance with Space Standards

- <sup>3.38</sup> The national space standards deal with internal space within new dwellings and are suitable for application across all tenures. They set out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height. The requirements of this standard for bedrooms, storage and internal areas are relevant only in determining compliance with this standard in new dwellings and have no other statutory meaning or use.
- <sup>3.39</sup> Confirming full compliance with the standards requires establishment of whether a given bedroom is intended for one or two persons, (which requires individual measurement of each bedroom), along with measurement of the floor area devoted to storage, under eaves and similar assessments which were outside of the scope of this study. However, by comparing the minimum gross internal area prescribed by the standards with the total dwelling floor area assessed in the survey, it can be established whether a property meets the bare minimum requirement (although this allows for the possibility that a property exceeds the minimum gross floor area whilst still failing on another criterion within the standards, such as inadequate storage space).

- <sup>3.40</sup> Figure 63: Percentages of Dwellings with Larger Gross Internal Area than National Internal Space Standards Minimum (Source: SHRP 2017) enumerates the percentages of properties that meet the minimum gross internal area based on the standard for a property of a given number of bedrooms, and thus provides an indicative estimate of the prevalence of current properties that would meet these new standards if they were built today. Again it should be noted that although these properties meet the minimum gross floor area, it may be that in reality they fail on another aspect of the standard.
- <sup>3.41</sup> The lower section of the table indicates space standard compliance by age of property. It should be noted that some categories suffer from a very low sample size, (for example only two 1-bedroom properties built between 1945-64 were surveyed, and only one 5-bedroom property built between 1981 and 1990) so again these figures should only be considered indicative.

**Figure 63: Percentages of Dwellings with Larger Gross Internal Area than National Internal Space Standards Minimum (Source: SHRP 2017)**

	Number of Bedrooms					Overall
	1	2	3	4	5+	
<b>Rother (All)</b>	78%	67%	75%	88%	91%	76%
<b>Rother (Urban)</b>	77%	64%	80%	84%	93%	75%
<b>Rother (Rural)</b>	80%	73%	66%	93%	90%	77%
<b>Owner Occupied</b>	97%	70%	78%	88%	92%	79%
<b>Private Rent</b>	64%	56%	61%	97%	77%	63%
<b>Battle Rural</b>	73%	87%	90%	93%	86%	89%
<b>Battle Urban</b>	98%	61%	83%	97%	100%	82%
<b>Bexhill Urban</b>	79%	64%	80%	81%	88%	74%
<b>Rye Rural</b>	100%	60%	58%	92%	100%	69%
<b>Rye Urban</b>	20%	60%	83%	96%	100%	75%
<b>Ticehurst Rural</b>	91%	87%	57%	97%	72%	77%
<b>Pre 1919</b>	80%	75%	74%	99%	95%	81%
<b>1919-1944</b>	78%	71%	86%	85%	95%	83%
<b>1945-1964</b>	100%	59%	75%	73%	71%	68%
<b>1965-1980</b>	69%	63%	71%	77%	76%	69%
<b>1981-1990</b>	71%	66%	68%	100%	100%	76%
<b>Post 1990</b>	80%	64%	73%	89%	100%	77%

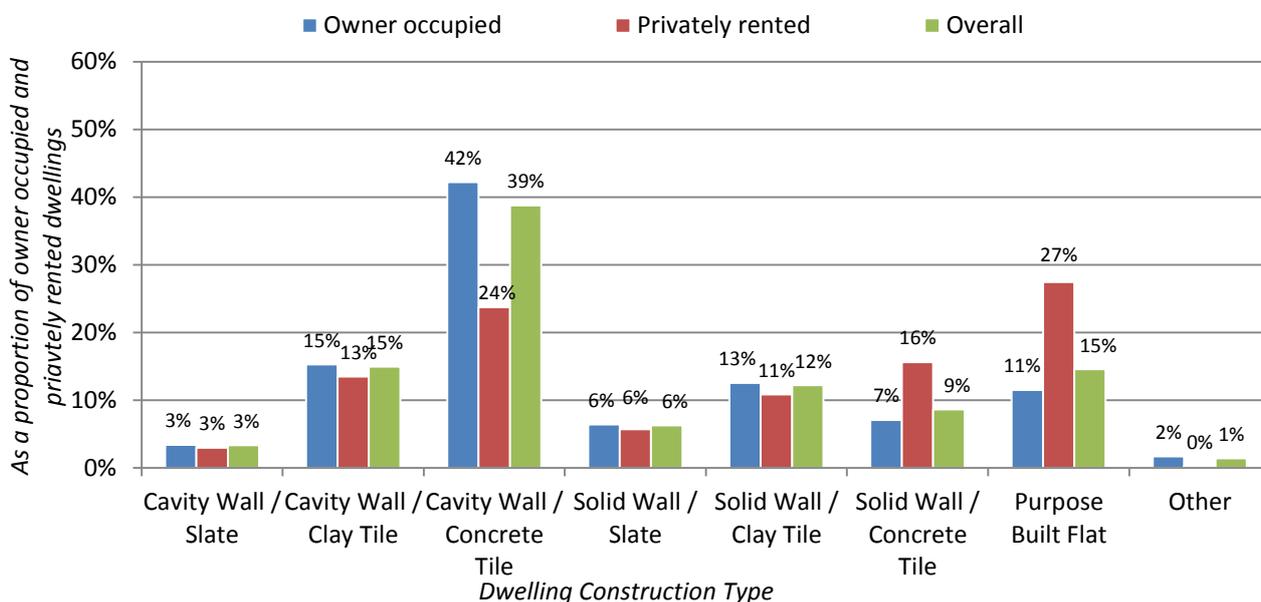
3.42 The private rented sector notably has a higher rate of failure than owner occupied (37% vs 21%). Failures are most common in two bedroom properties in both the owner occupied and the private rented sector, especially in urban areas. In rural areas, failures amongst three bedroom properties are more common as a result of the lower proportion of smaller (one or two bedroom) properties in these areas. In terms of sub-areas, Bexhill and Rye Rural have the highest proportions of failure, although for context it is worth noting that no surveys were conducted in single bedroom properties in Rye Rural.

## Dwelling Construction Type

3.43 Figure 64 shows the following regarding construction type:

- » 57% of dwellings in the study area have cavity walls, while 27% have solid walls (the remaining 16% of dwellings are a mixture of purpose built flats and other build types)
- » Concrete is the most prevalent tile type for cavity walled dwellings.
- » Owner occupied dwellings are almost twice as likely than private rent to have cavity walls, while solid walled dwellings are more prevalent in the private rented sector (reflecting the strong association between this tenure and older (pre-1919) dwellings)
- » However, there is a mixture of build types within both tenures.

Figure 64: Dwelling construction type – Private Dwellings (Source: SHRP 2017)



## Condition of Dwellings

<sup>3.44</sup> Figure 65 shows estimates of when major components of dwellings will require replacement or major repair:

Figure 65: Dwelling elements in need of replacement or major repair currently and in the next 5 years (Source: SHRP 2017)

Element	Owner Occupied		Private Rent		All Tenures	
	In Current Need of Replacement or Major Repair	Will Need Replacement in the Next 5 Years	In Current Need of Replacement or Major Repair	Will Need Replacement in the Next 5 Years	In Current Need of Replacement or Major Repair	Will Need Replacement in the Next 5 Years
Roof Structure	1.0%	<1%	<1%	<1%	<1%	<1%
Roof Finish	1.7%	5.5%	<1%	6.1%	1.4%	5.7%
Chimney	<1%	2.2%	<1%	2.6%	<1%	2.3%
Main Wall Structure	<1%	<1%	<1%	<1%	<1%	<1%
Main Wall Finish	<1%	5.0%	1.5%	10.0%	1.0%	6.0%
CH Gas Boiler	<1%	11.7%	<1%	9.0%	<1%	11.2%
CH Distribution	<1%	2.4%	<1%	<1%	<1%	2.0%
Windows	1.1%	4.2%	1.8%	7.4%	1.2%	4.8%
Ext Doors	<1%	2.2%	<1%	4.3%	<1%	2.6%
Kitchen	1.8%	8.2%	1.5%	7.6%	1.7%	8.1%
Bathrooms	2.1%	5.2%	4.6%	10.1%	2.6%	6.1%
Electrics	4.2%	4.3%	7.5%	3.8%	4.8%	4.2%

<sup>3.45</sup> Overall, household electrics show the highest current need (4.8%) for replacement or major repair, with kitchens, bathrooms and boilers (8.1%, 6.1% and 11.2% respectively) the most commonly in need of replacement in the next five years.

<sup>3.46</sup> In owner occupied properties, Central Heating (CH) Gas Boilers (11.7%) and Kitchens (8.2%) are the most common elements that will need replacement in the next five years, whereas in the private rented sector Bathrooms (10.1%), Main Wall Finish (10%) and Central Heating Gas Boilers (9%) are the most common elements that will need replacement within five years.

## Overcrowding

- <sup>3.47</sup> Overall, overcrowding across all household types in Rother has increased slightly between Census 2001 and 2011. We would note that both the 2001 and 2011 Census contain a measure of overcrowding reflected by room occupancy. However, we also note that a feature of the ONS calculation of overcrowding by room occupancy is that households classed as living in overcrowded housing include all individuals (and any other households) living in studio flats, and all couples (and any larger households) living in a one-bedroom flat with a combined lounge-kitchen-diner. The room occupancy measure has the benefit of allowing a consistent comparison between the 2001 and 2011 Census, but ORS' preference is to use the bedroom occupancy measure introduced in the 2011 Census (see Appendix A).
- <sup>3.48</sup> For Rother, overcrowding in the private rented sector increased by 266 households between 2001 and 2011. Due to the large increase in the number of dwellings used for private rent in the intervening decade; this increase corresponded to a net percentage change of only 6%. Note that in the owner occupied sector the number reduced. Overcrowding in the social rented sector had the highest percentage increase (16%).
- <sup>3.49</sup> The levels of overcrowding when measured by the bedroom standard indicate that the level of overcrowding is 4.2% in the private rented sector. The social rented sector had the highest percentage of overcrowding when measured by the bedroom standard, with 7.2% living in overcrowded accommodation. Overall, 2.3% of households based on the bedroom standard and 4.8% of households based on rooms are overcrowded in Rother, both of which are lower than the corresponding averages for England (Figure 66).

**Figure 66: Overcrowding levels in Rother (by room and bedroom) 2001-2011. (Note: Overcrowded households are considered to have an occupancy rating of -1 or less. Source: UK Census of Population 2001 and 2011)**

	Occupancy rating (rooms)						Occupancy rating (bedrooms)	
	2001		2011		Net change 2001-11		2011	
	N	%	N	%	N	%	N	%
<b>ROTHER</b>								
Owned	592	2.0%	558	1.8%	-34	-8%	371	1.2%
Private rented	491	11.2%	757	11.9%	+266	+6%	269	4.2%
Social rented	537	13.3%	655	15.4%	+118	+16%	307	7.2%
<b>All Households</b>	<b>1,620</b>	<b>4.3%</b>	<b>1,970</b>	<b>4.8%</b>	<b>+350</b>	<b>+13%</b>	<b>947</b>	<b>2.3%</b>
<b>ENGLAND</b>	-	<b>7.1%</b>	-	<b>8.7%</b>	-	<b>+23%</b>	-	<b>4.6%</b>

## Household Characteristics

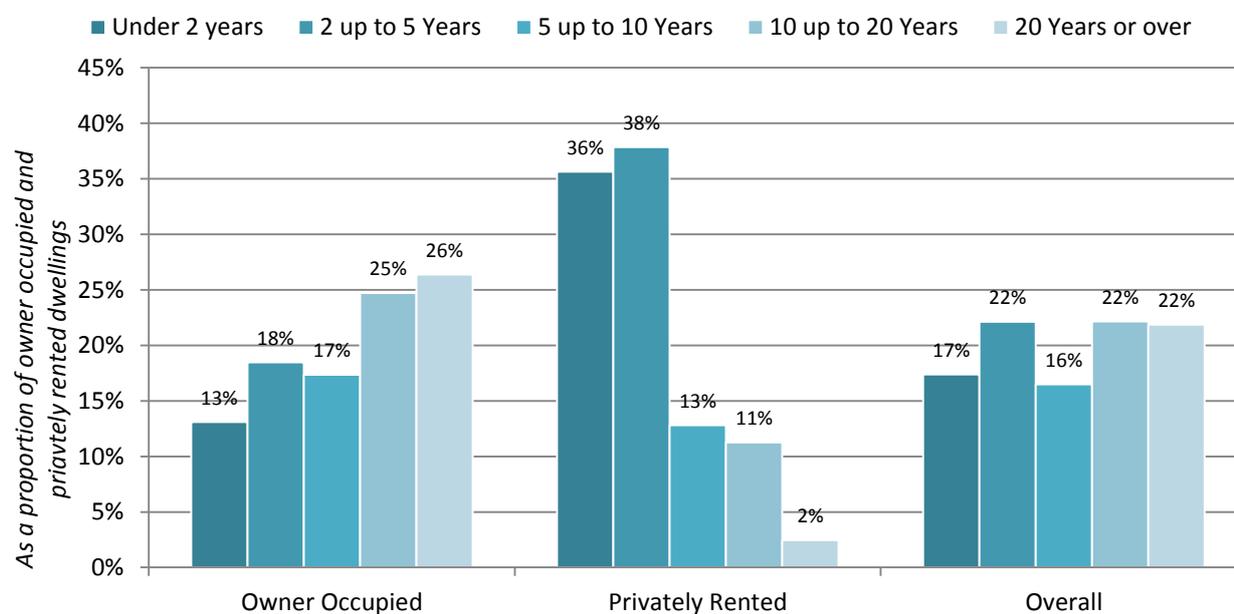
### Length of Residence

<sup>3.50</sup> Figure 67 considers length of residence and shows:

- » 17% of households have been resident for less than two years.
- » However, a greater proportion (36%) of privately rented tenants moved to their current address in this time.
- » While 51% of owner occupiers have lived in their home for 10 years or more, only 13% of private rented tenants have done so.

<sup>3.51</sup> The particularly high proportion of private sector tenants with tenancies of less than five years reflects a relatively more mobile population than that for owner occupiers.

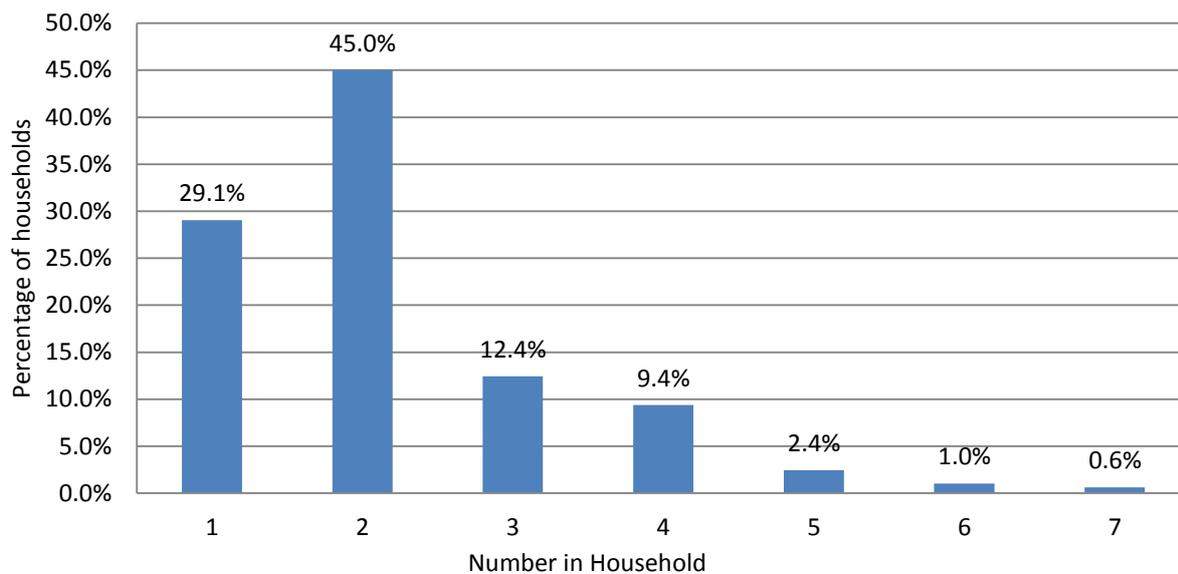
**Figure 67: Length of time at current address – Private Dwellings (Source: SHRP 2017)**



<sup>3.52</sup> Figure 68 considers the number of residents per household as a percentage of the total households in the area and shows:

- » Most (74.1%) households have one or two residents.
- » The average household size is 2.17 persons.

**Figure 68: Number of residents per dwelling (Note - includes social stock. Source: SHRP 2017)**

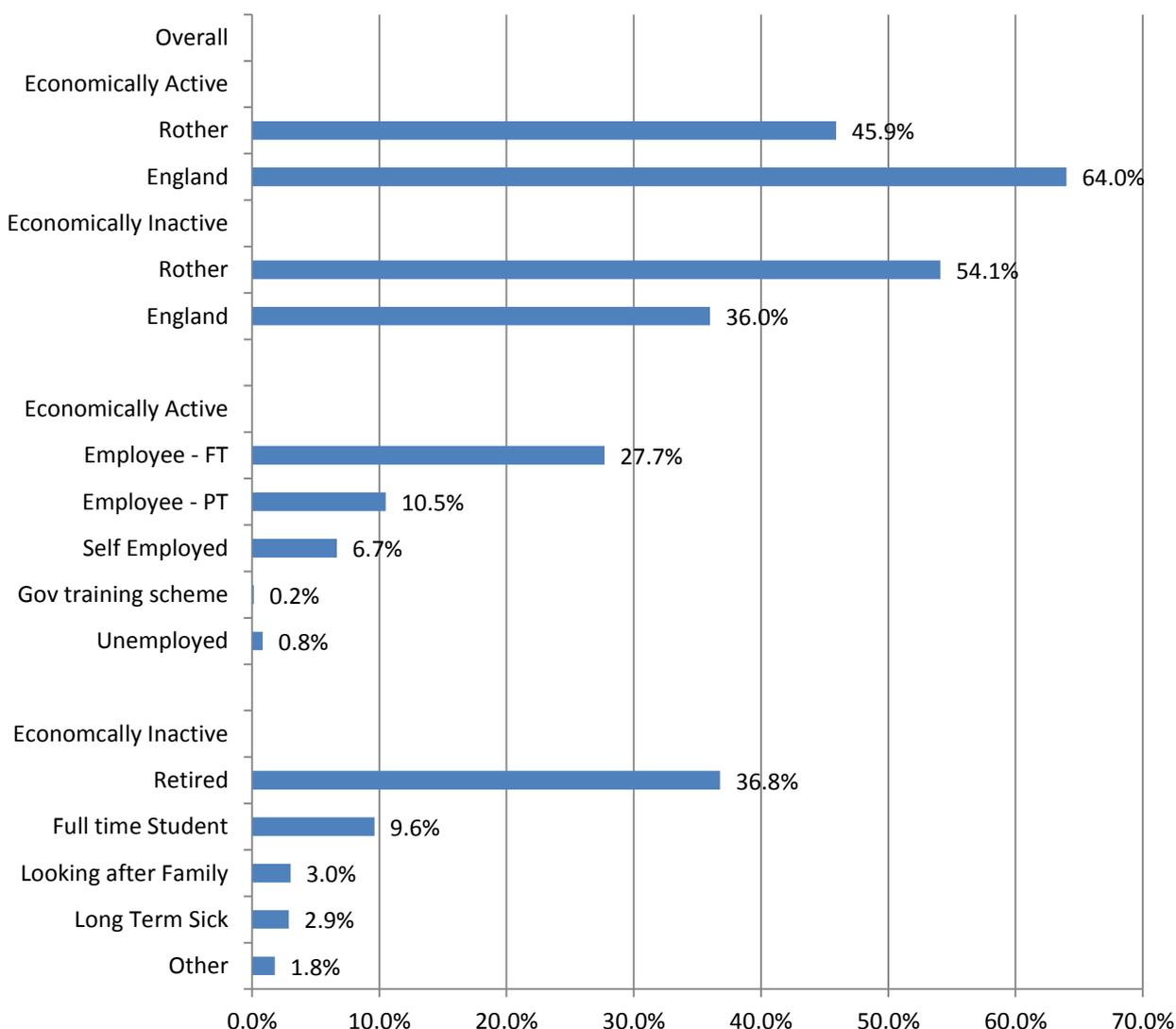


## Economic Status

<sup>3.53</sup> Figure 69 considers the Economic Status of residents in Rother. This and the underlying data shows:

- » There is a significantly larger percentage of economically inactive people in Rother than England as a whole, primarily because the largest proportion of Rother residents are the retired (36.8%).
- » Retirees form the largest proportion of those that own outright (61.5%).
- » 72.8% all people with a mortgage are economically active (full time, part time, self-employed or unemployed), and make up a similar proportion of private renters. (65.3%)
- » One in eight people in social rent have a long term health problem that prevents them from working (12.5%).
- » Almost no respondents to the survey were enrolled on a government training scheme (0.2%).

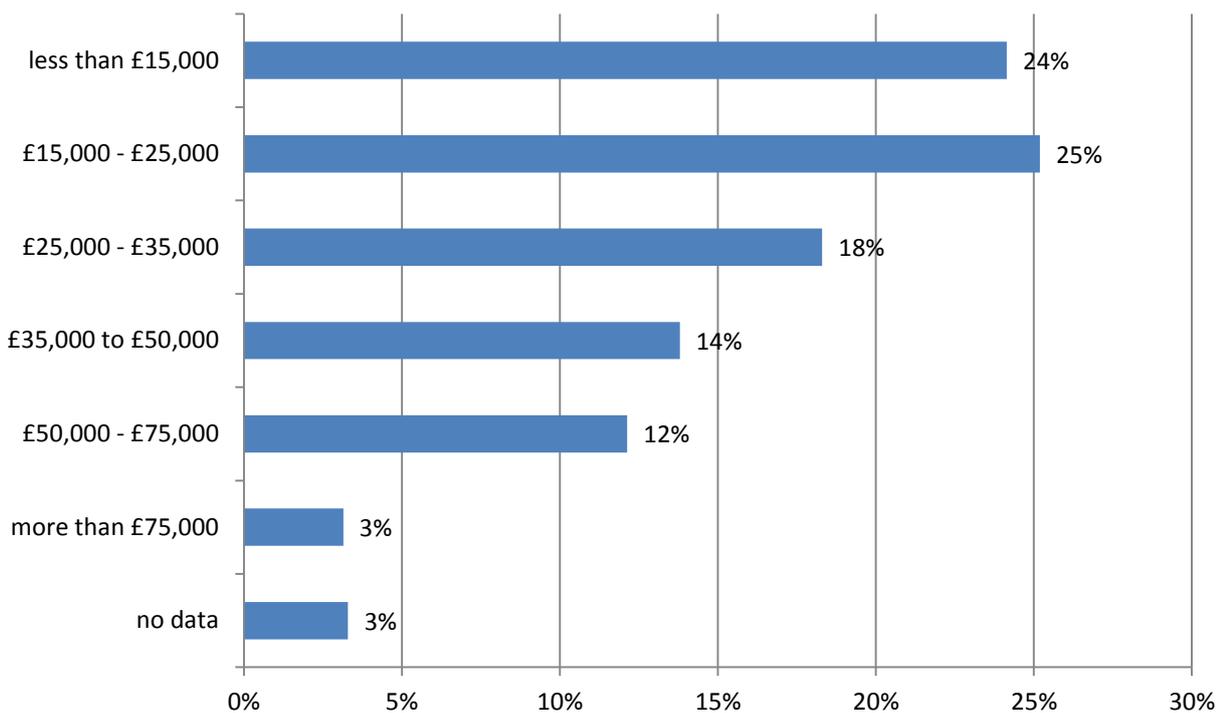
Figure 69: Economic Status of residents in Rother aged over 16 (Source: SHRP 2017)



## Household Income

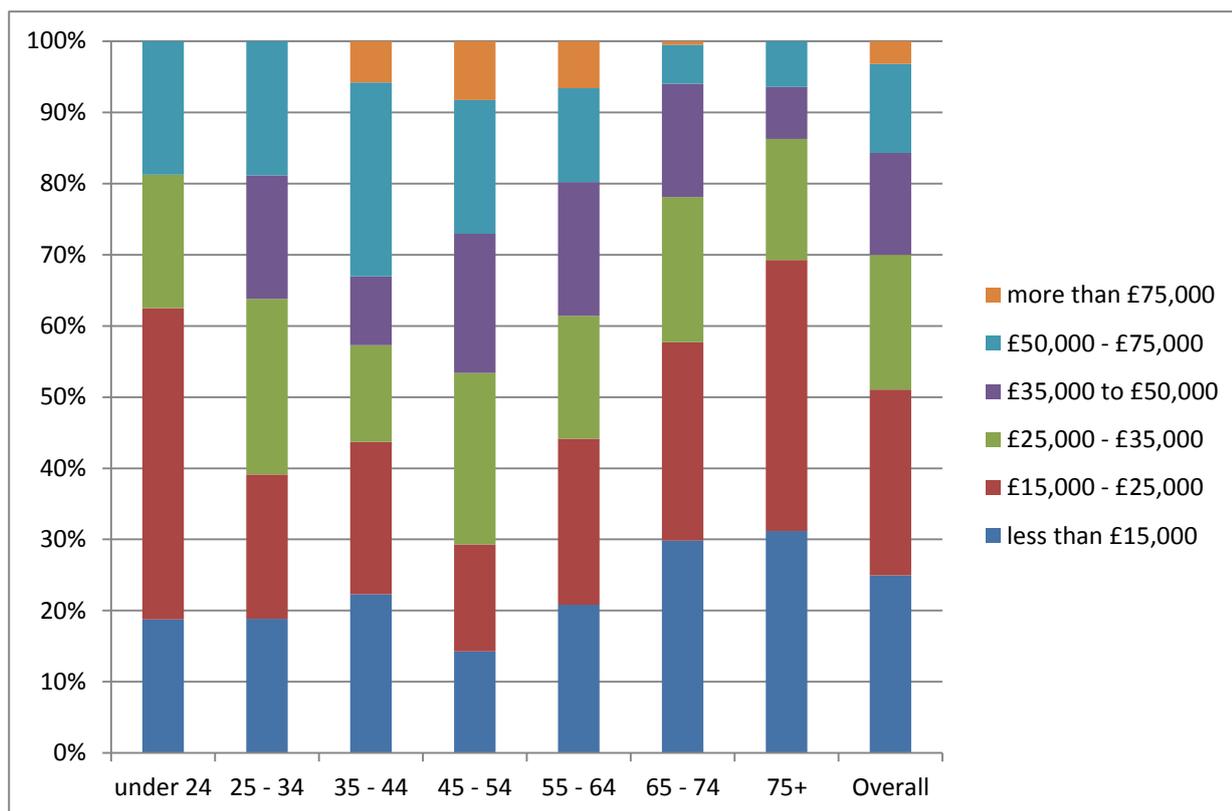
<sup>3.54</sup> Figure 70 shows the distribution of gross household income in Rother (inclusive of investments, benefits and pensions). Almost a quarter of households have incomes below £15,000, and almost half below £25,000. A further 3.3% of households declined to answer the income question in the survey. The mean household income amongst respondents is approximately £28,500.

**Figure 70: Gross household Income inclusive of investments, benefits and pensions in Rother (Source: SHRP 2017)**



3.55 Figure 71 subdivides income data by age band, thus showing the relative incomes of the different age groups. Unsurprisingly, the youngest age group (under 24) earn the least, with 62.5% of this group earning less than £25,000 per year. This reflects the fact that many will still be in full time education, and those that are not will have entered the world of work relatively recently. Also with low incomes relative to other groups are pensioners, with 58% of 65-74 year olds and 69% of over 75 year olds earning less than £25,000. The wealthiest group overall are 45-54 year olds, in which 71% earn more than £25,000 by comparison.

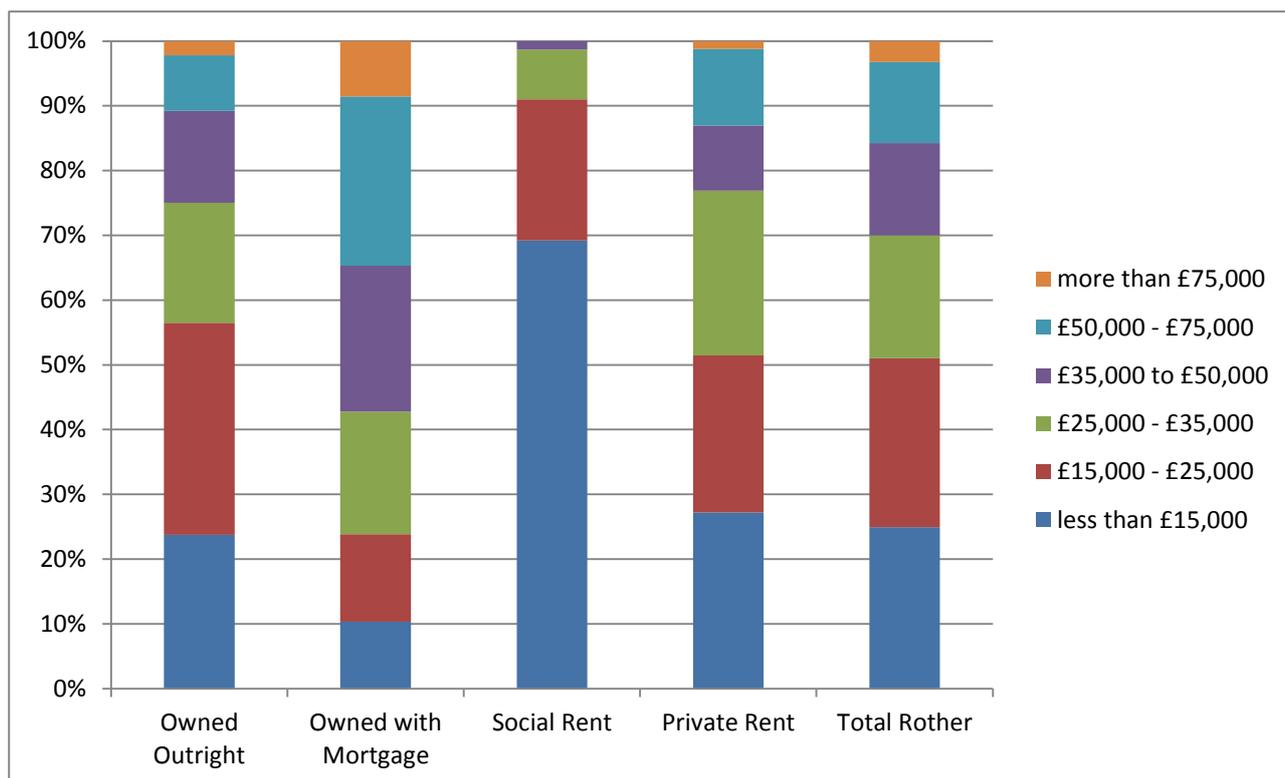
**Figure 71: Gross household Income inclusive of investments, benefits and pensions in Rother by age band of household representative, with table of values (Source: SHRP 2017)**



Income	Age Band						
	Under 24	25 - 34	35 - 44	45 - 54	55 - 64	65 - 74	75+
less than £15,000	18.8%	18.8%	22.3%	14.3%	20.8%	29.9%	31.2%
£15,000 - £25,000	43.8%	20.3%	21.4%	15.0%	23.4%	27.9%	38.1%
£25,000 - £35,000	18.8%	24.6%	13.6%	24.1%	17.3%	20.4%	17.0%
£35,000 to £50,000	0.0%	17.4%	9.7%	19.6%	18.8%	15.9%	7.3%
£50,000 - £75,000	18.8%	18.8%	27.2%	18.8%	13.2%	5.5%	6.4%
more than £75,000	0.0%	0.0%	5.8%	8.3%	6.6%	0.5%	0.0%
<b>Total</b>	<b>100%</b>						

3.56 Figure 72 shows household incomes by tenure. The least wealthy group are social rent households, in which 91% of households earn less than £25,000, and 69% earn less than £15,000. The private rent group follow the overall Rother average most closely, and on balance tend to have slightly higher incomes than those who own their homes outright. This is due to the large number of pensioners who own their homes outright, and (as we saw in the previous figure) tend to have lower incomes than other groups. As a result, the group exhibiting the highest income is the “Owned with mortgage” tenure.

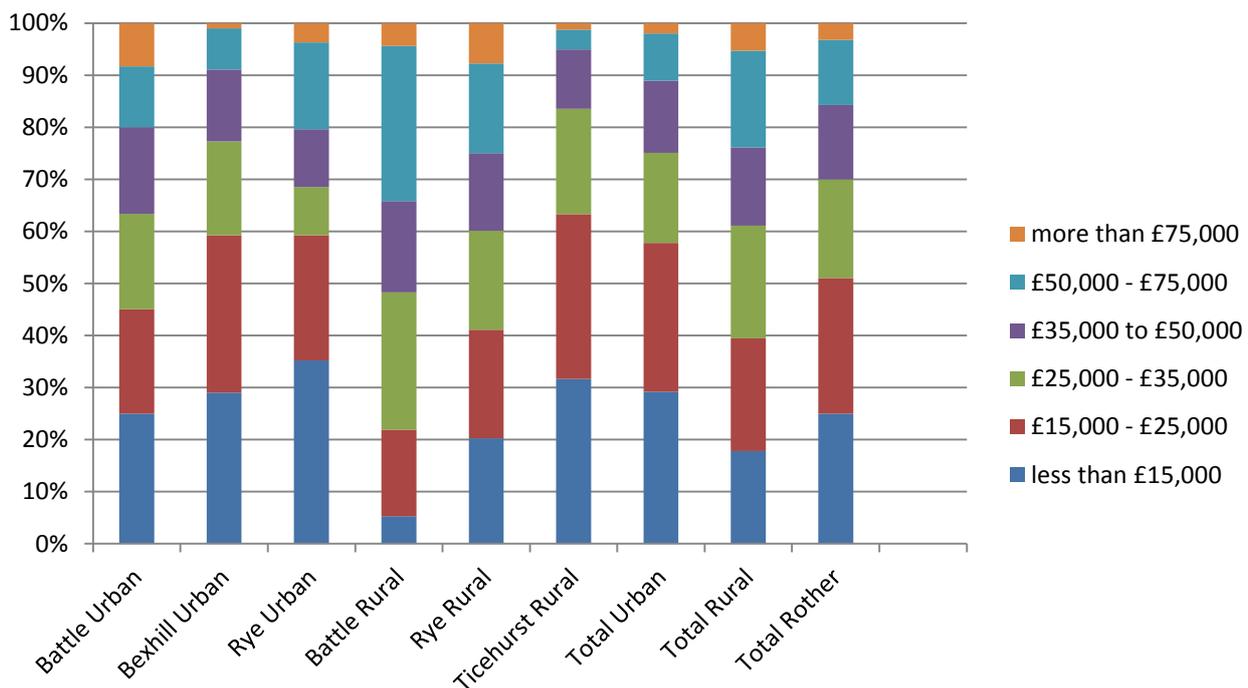
**Figure 72: Gross household Income inclusive of investments, benefits and pensions in Rother by household tenure with table of values (Source: SHRP 2017)**



Income	Owned Outright	Owned with Mortgage	Social Rent	Private Rent
less than £15,000	23.8%	10.4%	69.2%	27.2%
£15,000 - £25,000	32.7%	13.5%	21.8%	24.3%
£25,000 - £35,000	18.6%	18.9%	7.7%	25.4%
£35,000 to £50,000	14.2%	22.5%	1.3%	10.1%
£50,000 - £75,000	8.6%	26.1%	0.0%	11.8%
more than £75,000	2.2%	8.6%	0.0%	1.2%
<b>Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

3.57 In terms of income distribution by area, a higher proportion of high earners live in Battle Rural and Rye Rural. As a result, the average income across Rural areas is considerably higher than across the Urban household population. Amongst the urban sub-areas, Rye has proportionally more households with very low (35% under £15,000) incomes than both Bexhill and Battle Urban, but also proportionally more high (over £50,000) earning households. Of all areas, Battle is the most affluent, as Battle Rural has the highest average income levels in Rother, and Battle Urban has the highest levels of the Urban areas. Battle Urban also exceeds the income levels in Ticehurst Rural.

**Figure 73: Gross household Income inclusive of investments, benefits and pensions in Rother by Sub-Area, with table of values (Source: SHRP 2017)**

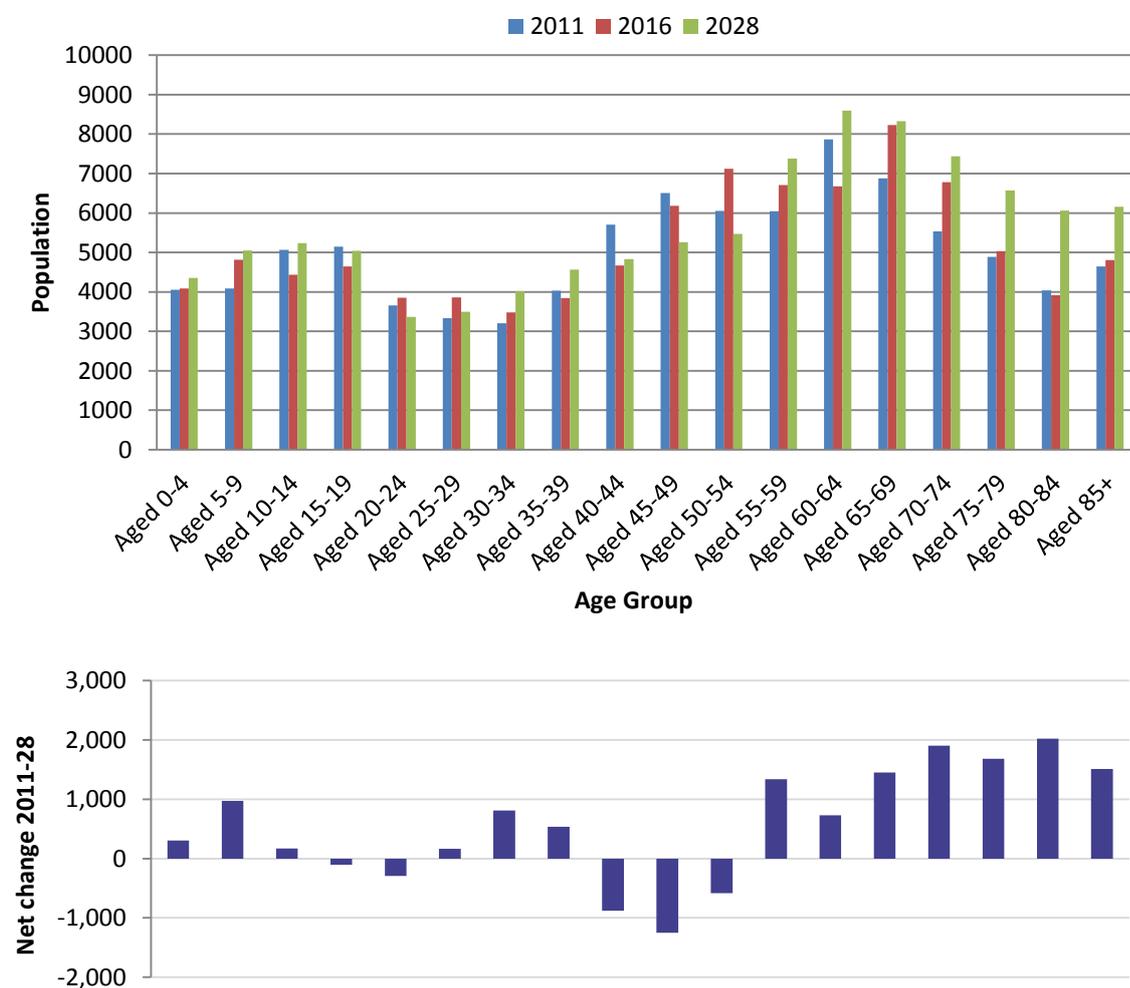


Income	Tenure							Total Urban	Total Rural
	Battle Urban	Bexhill Urban	Rye Urban	Battle Rural	Rye Rural	Ticehurst Rural	Total Urban		
less than £15,000	25.00%	29.01%	35.19%	5.26%	20.24%	31.65%	29.21%	17.78%	
£15,000 - £25,000	20.00%	30.22%	24.07%	16.67%	20.83%	31.65%	28.55%	21.67%	
£25,000 - £35,000	18.33%	18.05%	9.26%	26.32%	19.05%	20.25%	17.33%	21.67%	
£35,000 to £50,000	16.67%	13.79%	11.11%	17.54%	14.88%	11.39%	13.86%	15.00%	
£50,000 - £75,000	11.67%	7.91%	16.67%	29.82%	17.26%	3.80%	9.08%	18.61%	
more than £75,000	8.33%	1.01%	3.70%	4.39%	7.74%	1.27%	1.98%	5.28%	
<b>Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	

## Population Age Profile

- 3.58 Figure 74 shows the number of persons by age group at the start of the current Rother District Local Plan period (ONS 2011), estimates for 2016 (Hastings and Rother SHMA Update 2013), and the projection for the end of the current plan period in 2028 (Hastings and Rother SHMA Update 2013). Below it is the projected net change in each age group. The population is predicted to grow by 10,479 across the plan period, and 8,062 between 2016 and 2028.
- 3.59 The number of persons in the younger age groups (under 45) is projected to remain relatively stable (no single age group is projected to change more than 1,000 persons in the 17 year period 2011-28). As a whole, the number of persons aged under 45 is projected to increase by 1,683, an average increase of 187 per age group
- 3.60 Numbers of 40 to 54 year olds is projected to reduce by 2,708, with almost half of this reduction (1,250) in the 45-49 age group. This is somewhat offset by the growth in 55 to 64 year olds of 2,063.
- 3.61 Older persons as a whole are projected to increase markedly, with an expected increase of 8,564 in the over 65 population. Compared to the overall population change projected for the period of 10,479, it is clear that this growth will be focused in this age group. The average change across each of the five year bands represented between 65 and 84 is 1,713 per group.

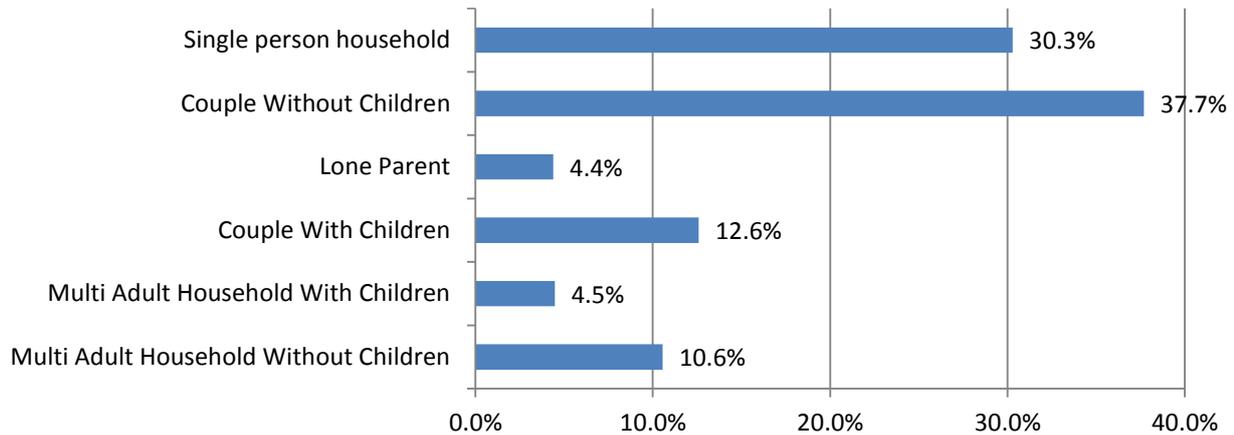
**Figure 74: Rother ONS population estimates 2011, with projections 2016 and 2028 by 5-year age cohort (ONS MYE and Hastings and Rother SHMA Update 2013)**



## Household Composition

The resident's survey collected data on the residents of each dwelling, their age, and their relationship to one another. This provides the information required to establish household composition, illustrated in Figure 75:

**Figure 75: Household Composition in Rother (Source: SHRP 2017)**

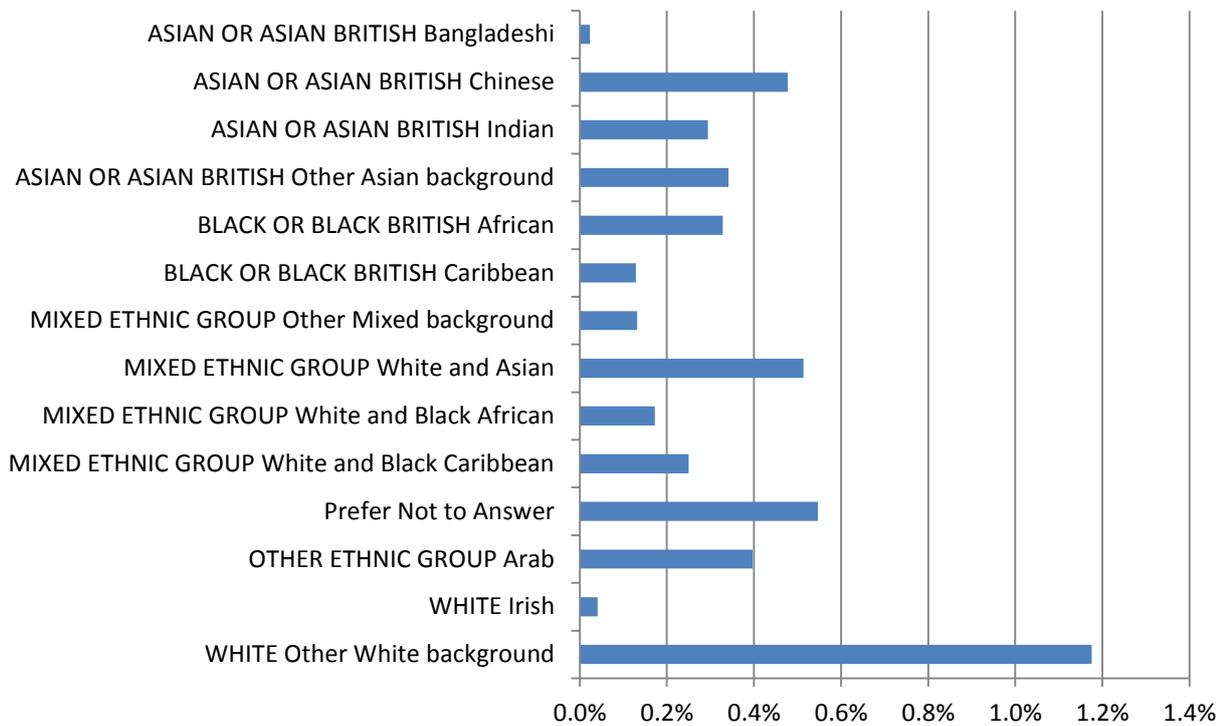


<sup>3.62</sup> The most common type of household in Rother is couples living without children (37.7%). This reflects the high percentage of pension aged residents, whose children will in most cases have moved out. Single person households are the next most common form of household. Couples with children form 12.6% of households, but it should be noted that there is some crossover (approximately 2.2%) with multi-adult households with children. This group would necessarily incorporate those households where parents still live with at least one child that has reached adulthood, whilst other children are still under 18.

## Ethnic Mix

<sup>3.63</sup> The vast majority of residents (approximately 85,600, 95.2% of total) in Rother identify as “White: Welsh, English, Scottish, Northern Irish, British”. Of the remainder of household residents (approximately 4,340, 4.8% of total), the ethnic mix can be seen in Figure 76 below:

Figure 76: Household population Ethnic Mix in Rother (Source: SHRP 2017)



## Socio-economic classification

<sup>3.64</sup> The National Statistics Socio-economic Classification (NS-SeC) provides an indication of socio-economic position based on occupation and is coded to Standard Occupational Classification. To assign a person (aged 16 to 74) to an NS-SeC category, their occupation title is combined with information about their employment status, whether they are employed or self-employed and whether or not they supervise other employees. Full-time students are recorded in the 'Not Classified' category regardless of whether they are economically active or not.

Figure 77: Rother Socio-economic classification (Source: Census 2011)

ROTHER	Battle	Battle Rural	Bexhill	Rye	Rye Rural	Ticehurst Rural	Total	England
<b>Total 16-74</b>	3966	9411	28798	3054	11344	6288	<b>62,861</b>	-
<b>1.% Higher managerial, administrative and professional occupations</b>	12.0%	12.3%	8.1%	7.3%	9.5%	12.9%	<b>9.6%</b>	10.4%
<b>2. %Lower managerial, administrative and professional occupations</b>	24.7%	24.5%	21.9%	19.2%	22.8%	25.8%	<b>22.9%</b>	20.9%
<b>3. %Intermediate occupations</b>	13.3%	11.7%	15.0%	10.1%	12.9%	12.0%	<b>13.5%</b>	12.8%
<b>4. %Small employers and own account workers</b>	14.2%	17.9%	13.1%	17.5%	19.1%	17.7%	<b>15.6%</b>	9.4%
<b>5. %Lower supervisory and technical occupations</b>	6.1%	5.5%	6.7%	8.8%	6.0%	5.8%	<b>6.4%</b>	6.9%
<b>6. %Semi-routine occupations</b>	12.1%	10.8%	16.2%	15.9%	12.8%	10.8%	<b>14.0%</b>	14.0%
<b>7. %Routine occupations</b>	7.1%	5.8%	9.0%	11.9%	7.6%	6.6%	<b>8.0%</b>	11.0%
<b>8. %Never worked and long-term unemployed</b>	2.9%	4.8%	4.6%	4.7%	3.6%	2.9%	<b>4.2%</b>	5.6%
<b>% Not classified</b>	7.6%	6.7%	5.4%	4.7%	5.5%	5.4%	<b>5.8%</b>	9.0%

## Residents with a disability

<sup>3.65</sup> In order to address the specific housing needs of residents with a disability, the provision of Disabled Facilities Grants (DFG) by local authorities remains mandatory.

<sup>3.66</sup> Local authorities must consider this when assigning budgets to housing provision. There are certain factors that mitigate this demand: firstly, DFGs are subject to means testing, except for adaptations for children and the provision of equipment, and secondly, there needs to be an assessment by an Occupational Therapist who will consider whether an adaptation is necessary and appropriate and also by the local authority to establish if any recommended adaptations can be reasonably and practically undertaken taking into account the construction and configuration of the dwelling.

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

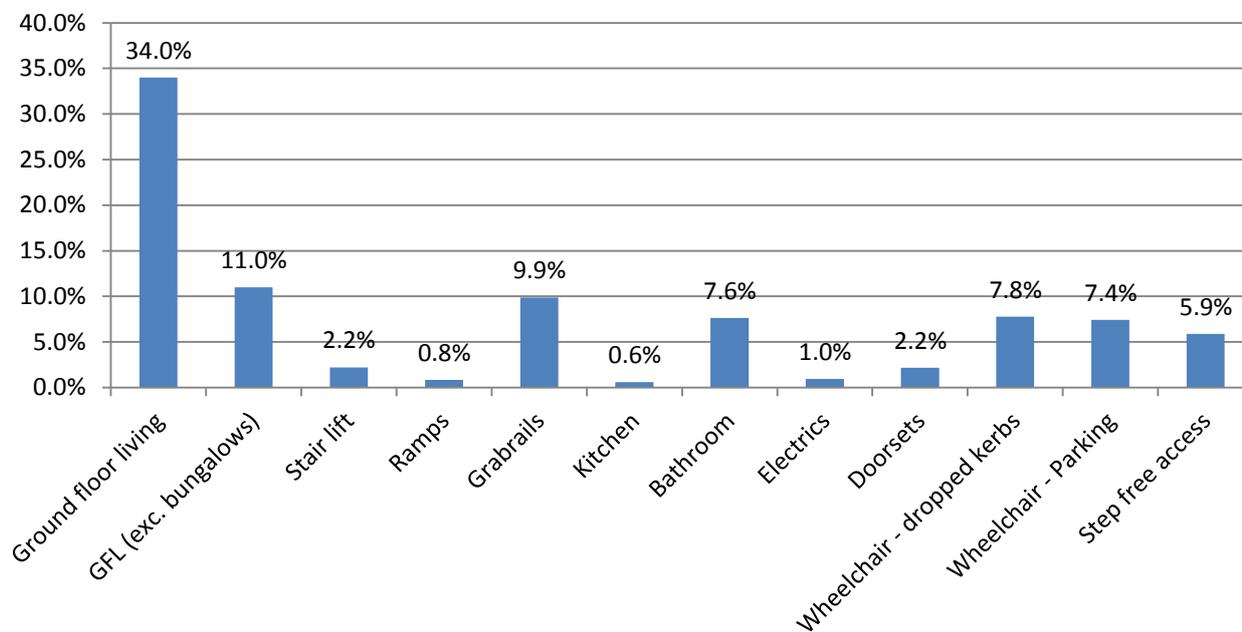
## Adaptations/Equipment

3.68 There are approximately 8,860 households in the study area containing a member with a long-term limiting illness or disability (21%). Around 8,190 of private sector dwellings have at least one adaption present (21%).

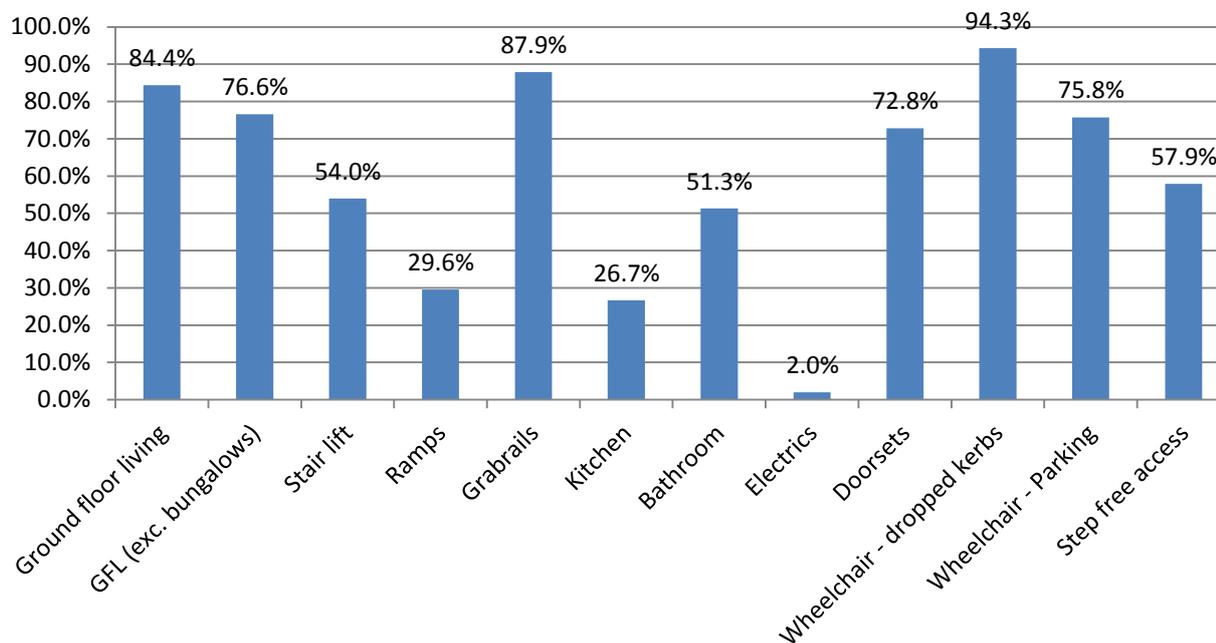
3.69 Figure 78 below shows the proportion of adaptations present as a proportion of private dwellings in the area.

3.70 Ground Floor Living refers to those properties that have a Bathroom, WC and a room suitable for use as a bedroom at entrance level. Since bungalows fit this definition by design and comprise 23% of properties in Rother, GFL (exc. Bungalows) refers to the percentage of properties that are both suitable for ground floor living and are not bungalows (11%). There are very few adaptations to kitchens (0.6%) or electrics (1.0%) in the area, and are also very few ramp adaptations to properties (0.8%). Aside from suitability for ground floor living, grabrails are the most common adaptation (9.87%), followed by dropped kerbs for wheelchair use (7.76%).

**Figure 78: Disabled adaptations/equipment present – Private Dwellings (Source: SHRP 2017. Note: Dwellings may have more than one adaptation present)**



**Figure 79: Disabled adaptations/equipment present where a need is present – Private Dwellings (Source: SHRP 2017. Note: Dwellings may have more than one adaptation present)**



<sup>3.71</sup> In terms of properties where members of the resident household have a need for an adaptation (Figure 79), in most cases the majority of households with a need have the necessary adaptation in place. Grabrails and wheelchair dropped kerbs are, as mentioned previously, the most common adaptations and are in place in the vast majority of homes with a need for them (87.9% and 94.3% respectively).

<sup>3.72</sup> Conversely, very few households with a need for adapted electrics<sup>12</sup> have the adaptation in place, and likewise there are notably fewer adaptations to kitchens or ramps installed as a proportion of those that need them.

<sup>12</sup> Adapted Electrics refers to the provision of switches and socket outlets and other equipment in habitable rooms at appropriate heights for all potential users, such as between 450mm and 1200mm from finished floor level.

## Chapter 3 Summary – Study Area Characteristics

### ***Vacant dwellings***

- » There are approximately 980 vacant dwellings in the study area, which is around 2.5% of the total dwelling stock. 720 of these (1.8% of the overall stock) are long-term vacant.

### ***Tenure***

- » The SHRP data shows that, of the dwellings that are in scope for comparison (i.e. private sector dwellings only), 81% of dwellings are owner occupied and 19% are privately rented. This proportion of owner occupiers is similar to household data from Census (83%) but more than the proportion of owner occupiers in England as a whole (76%).

### ***Houses in Multiple Occupation***

- » In the private sector of the study area, there are around 160 HMOs that are S257 Non-Compliant, containing a total of 470 dwelling spaces; and a further 90 other HMOs.

### ***Property Age***

- » 30% of dwellings in the area were constructed before 1919 which is higher than England as a whole (23%). 17% of dwellings are dated Post 1981 which is somewhat lower than the figure for England (24%)
- » More than two fifths of privately rented dwellings (44%) were built Pre 1919, compared to around a quarter (27%) of owner occupied stock.

### ***Property Type***

- » Compared to England as a whole, the study area has proportionally more flats and detached properties, and also considerably more bungalows. There is a smaller proportion of other types of house (terraced, semi-detached, detached) than the rest of England.

### ***Property Size***

- » The study area has a higher proportion of very large dwellings compared to England as a whole. Owner occupied dwellings are likely to have more living space than privately rented dwellings and this is consistent with the tenure breakdown of dwelling type (with detached and bungalows being more prevalent in the owner occupied sector).

### ***Property Construction***

- » 57% of dwellings in the study area have cavity walls, while 27% have solid walls (the remaining 16% are a mixture of purpose built flats and other build types).
- » While solid walled dwellings are more prevalent in the private rented sector (reflecting the strong association in the study area between this tenure and older properties), there is a mixture of build types in both the main tenure groups.

### ***Condition of Dwellings***

- » Overall, household electrics show the highest current need (4.8%) for replacement or major repair, with kitchens, bathrooms and boilers (8.1%, 6.1% and 11.2% respectively) the most commonly in need of replacement in the next five years

***Tenure Length***

- » While 51% of owner occupiers have lived in their home for ten years or more, only 13% of private renters have lived in their home for this period of time.
- » Overall, the proportion of households that have been resident for less than two years is 17%, although this rises to 36% if looking only at the private rented sector.

***Overcrowding***

- » Overall, 2.3% of dwellings in Rother are overcrowded based on the bedroom standard according to the 2011 census (half of the overall rate for England of 4.6%). However this number was 4.2% in the private rented sector and 7.2% in the social sector.

***Economic Activity***

- » 45.9% of residents are economically active compared with 64% for England. This reflects the high proportion of retired people in the area.

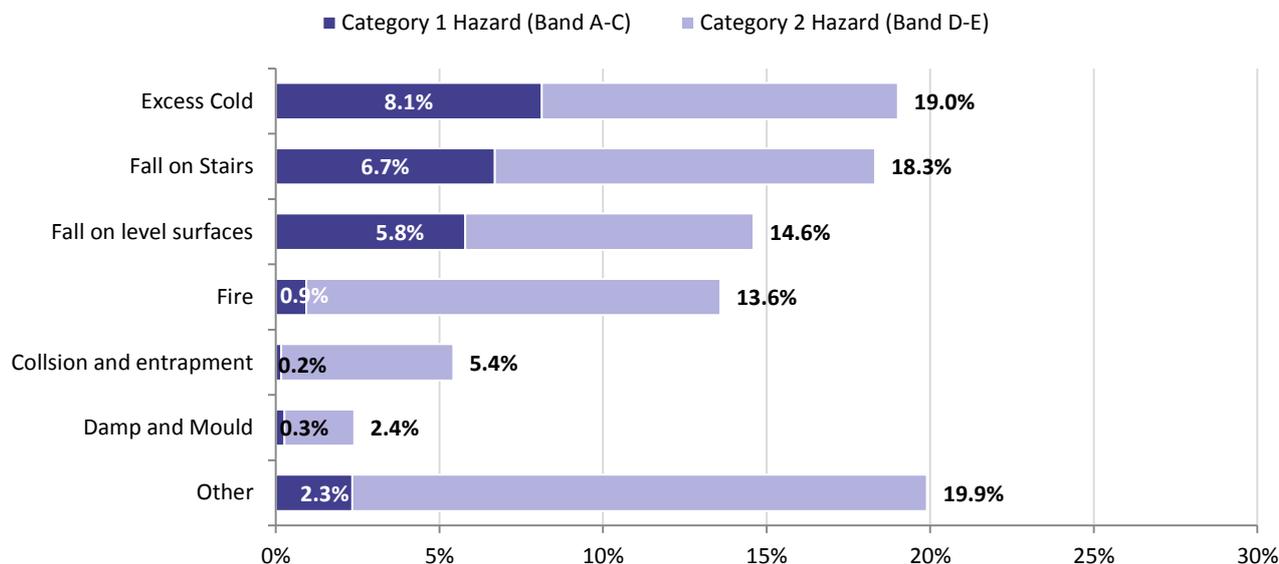
# 4. Statutory Minimum Standards

## The Housing Health and Safety Rating System (HHSRS)

### Hazards Identified by the Survey

- 4.1 Surveyors scored a range of HHSRS hazards and the survey form allowed for this. Excess Cold is modelled from survey data, at the individual dwelling level, in order to provide a more accurate picture for this hazard type. The modelling of excess cold hazards by use of SAP (energy efficiency) information was outlined in CLG guidance in June 2006 and has been used by the BRE as part of the housing stock projections for excess cold hazards. It is also the methodology adopted by the English Housing Survey. The modelling of Excess Cold hazards is based on the use of the individual SAP rating for each dwelling, which is scaled to give a hazard score. Where a dwelling has a SAP rating of less than 35, this produces a Category 1 hazard score. Further details about SAP are provided in chapter 5 of the report.
- 4.2 The overall proportion of dwellings with a Category 1 hazard in the study area is 18.5%, which represents a total of around 7,210 dwellings. This compares with 13.2% of dwellings across England (based most recently available EHS data). The most prominent Category 1 hazards identified are Excess Cold and Falls on Stairs (8.1% and 6.7% respectively) as illustrated in Figure 80.

Figure 80: Reasons for failure by Category 1 and Category 2 hazards (Source: SHRP 2017)



4.3 A breakdown of Category 1 hazards by hazard type for each tenure is given in Figure 81:

- » The proportion of privately rented dwellings with a Category 1 hazard (23.8%) is appreciably higher than the proportion of owner occupied dwellings (17.3%).
- » Excess cold hazards and falls on level surfaces are the most prominent reason for failure in both tenure groups. Excess cold hazards are more prevalent in the private rented sector than owner occupied (13.8% private rent and 6.8% owner occupied), whereas falls on levels surfaces is slightly more prevalent in owner occupied (6.8% owner occupied vs 6.1% private rent).
- » Failures due to fire, un-combusted fuel and ‘other’ reasons not listed in the table are all more prevalent in privately rented dwellings; however, the proportions of dwellings experiencing these hazards are much smaller (all <2%).

Figure 81: Category 1 hazard reasons for failure by tenure (Source: SHRP 2017)

Category 1 Hazard	Owner occupied		Privately rented		Overall	
	Count	Percentage	Count	Percentage	Count	Percentage
Excess Cold	2,140	6.8%	1,020	13.8%	3,160	8.1%
Fall on level surfaces	2,150	6.8%	450	6.1%	2,600	6.7%
Fall on Stairs	1,900	6.0%	350	4.7%	2,250	5.8%
Fire	280	0.9%	80	1.1%	360	0.9%
Un-combusted Fuel	190	0.6%	40	0.6%	240	0.6%
Other	970	3.1%	420	5.6%	1,390	3.6%
<b>Total hazards</b>	<b>7,630</b>	<b>-</b>	<b>2,370</b>	<b>-</b>	<b>9,520</b>	<b>-</b>
<b>Total dwellings with a Category 1 hazards</b>	<b>5,450</b>	<b>17.3%</b>	<b>1,760</b>	<b>23.8%</b>	<b>7,210</b>	<b>18.5%</b>
<b>Total Dwellings</b>	<b>31,480</b>	<b>100.0%</b>	<b>7,420</b>	<b>100.0%</b>	<b>38,900</b>	<b>100.0%</b>

4.4 891 dwellings (2.6%) have two Category 1 hazards and around 136 dwellings (1.3%) have three or more Category 1 hazards identified.

## Category 1 Hazards and Dwelling Stock Characteristics

- 4.5 This section examines the relationship between those general stock characteristics set out in Chapter 2, with the level of Category 1 hazards by tenure, dwelling type and construction date.
- » Location: much higher proportions of dwellings in Ticehurst Rural (31.8%) have Category 1 hazards compared to the remaining areas, of which Rye Rural and Battle Rural are above the study area average).
  - » Tenure: private rented stock (23.8%) has relatively more Category 1 hazards than owner occupation (17.3%)
  - » Construction date: Prevalence of Category 1 hazards increases in older properties. The highest incidence is in pre-1919 properties (31.4%). Properties built between 1919 and 1944 also have an incidence higher (2.7%) than the study average (18.5%)
  - » Dwelling type: Converted flats, semi-detached houses and small terraced houses have the highest proportion of Category 1 hazards (27.3%, 27.5% and 25.2% respectively). These are the dwelling type most common in the private rented sector. Purpose built flats and detached houses have the lowest incidence of Category 1 hazards (13.9% and 13.1% respectively).

Figure 82: Category 1 Hazards by area (Source: SHRP 2017)

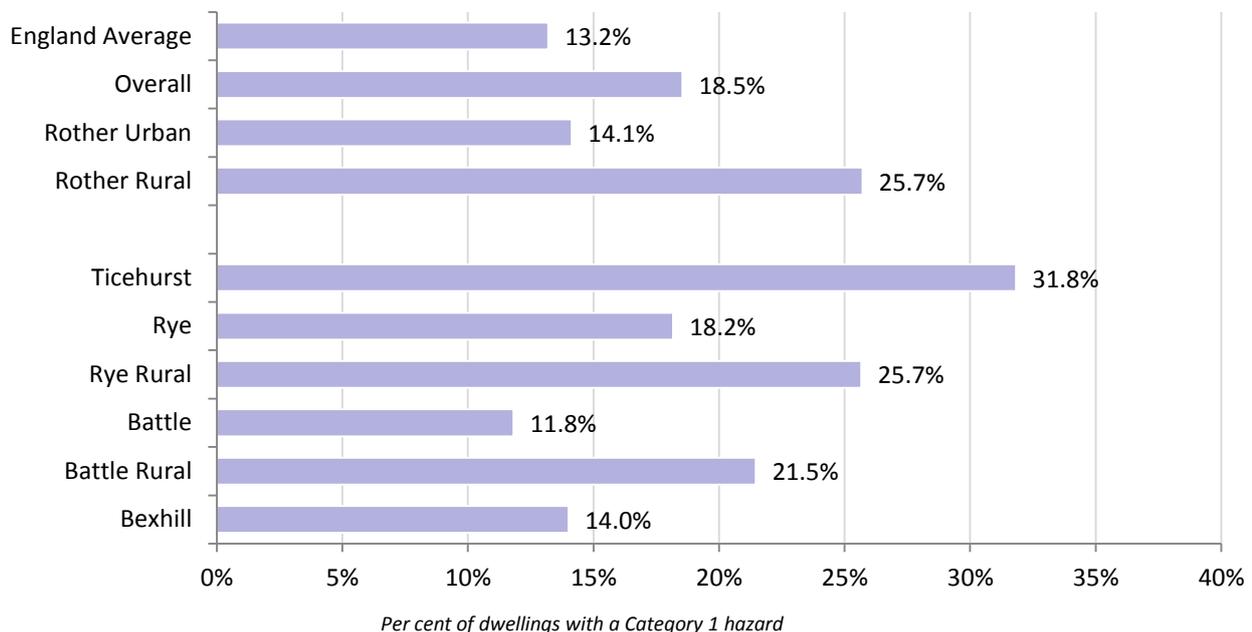


Figure 83: Category 1 Hazards by tenure (Source: SHRP 2017)

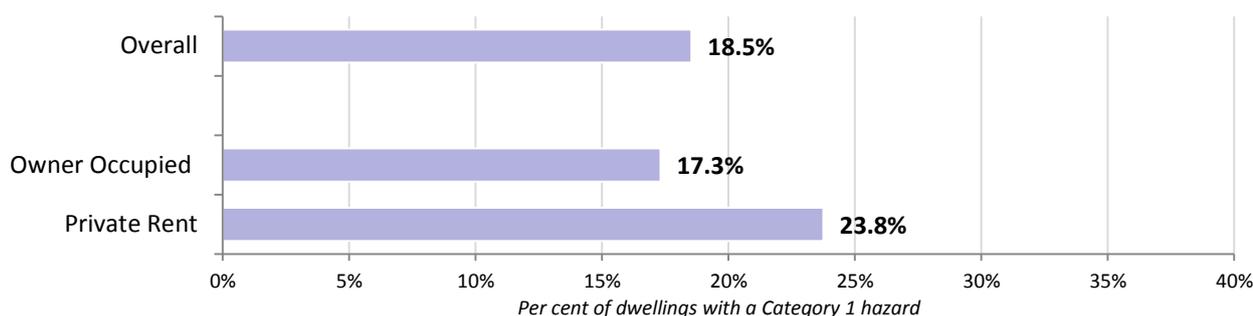


Figure 84: Category 1 Hazards by construction date (Source: SHRP 2017)

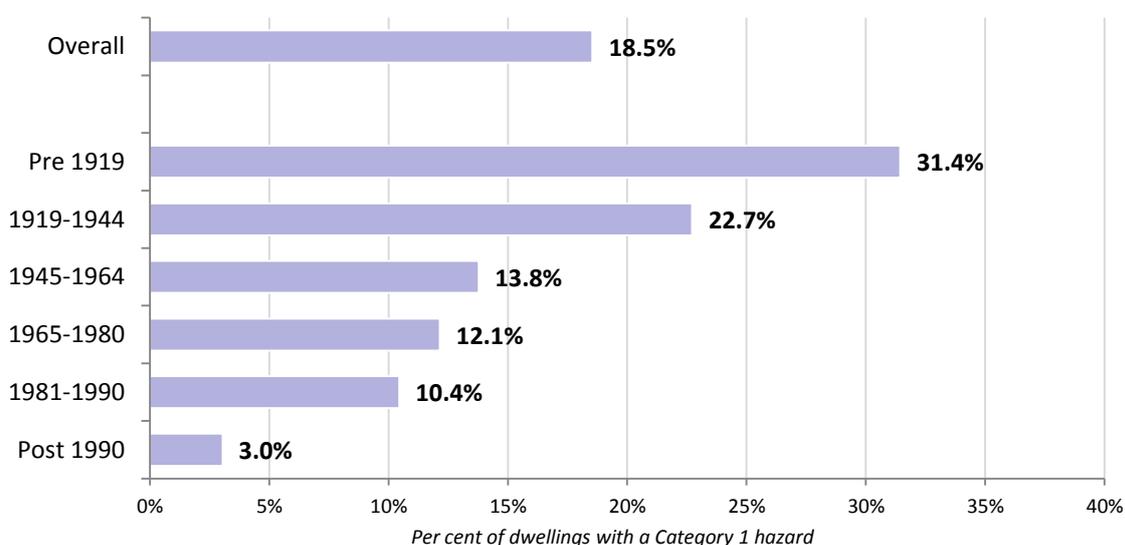
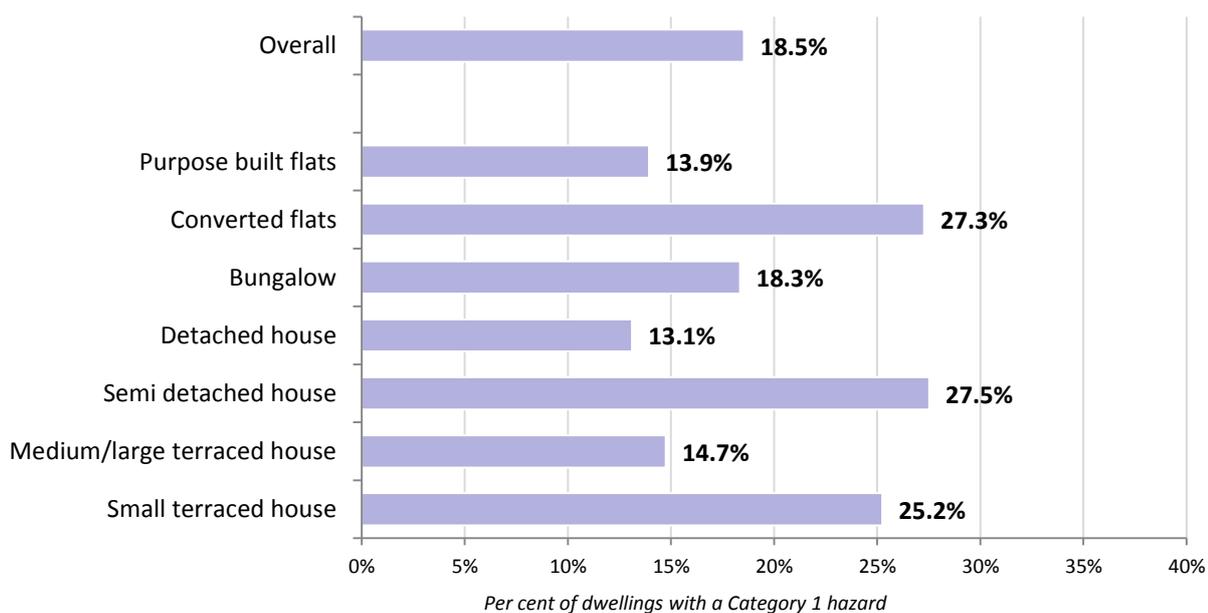


Figure 85: Category 1 Hazards by dwelling type (Source: SHRP 2017)



## Chapter 4 Summary

### ***Category 1 Hazards by Number and Type***

- » The overall proportion of private sector dwellings with a Category 1 hazard in the study area is 18.5%, which equates to around 7,210 dwellings.
- » 891 dwellings (2.6%) have two Category 1 hazards and around 136 dwellings (1%) have three or more Category 1 hazards identified.
- » The most prominent Category 1 hazards are excess cold and falls on level surfaces (8.1% and 6.7% respectively).

### ***Category 1 Hazard by Location***

- » The incidence of Category 1 hazards in Ticehurst Rural (31.8%) is the highest in the study area. Also above the overall average are Rye Rural (25.7%) and Battle Rural (21.5%).

### ***Category 1 Hazard by Tenure***

- » Private rented stock has a higher rate of Category 1 hazards (23.8%) than owner occupation (17.3%).
- » Excess cold is the most common reason for failure for both tenure types, followed by falls on level surfaces.

### ***Category 1 Hazard and Property Age***

- » Pre-1919 (31.4%) and 1919-1944 (22.7%) properties are more likely to have a Category 1 hazard than properties built more recently. In those constructed since 1990, the rate of failure is negligible.

### ***Category 1 Hazard and Property Type***

- » Small terraced houses, semi-detached properties and converted flats have the highest incidence of Category 1 hazard (25.2%, 27.5% and 27.3% respectively). These properties are the most common in the private rented sector. Detached houses have the lowest incidence of Category 1 hazards (13.1%).

## 5. The Decent Homes Standard

### Measuring housing condition against the standard

- 5.1 The Decent Homes Standard is a broad measure of housing condition which was introduced to ensure all public sector housing met a minimum standard by 2010. The percentage of vulnerable households in decent homes in the private sector has also been a focus for Government; whilst local authority targets were withdrawn following the Comprehensive Spending Review in 2007, the percentage has remained part of CLG’s own Departmental Strategic Objectives (DSO2, 2.8).
- 5.2 Aside from governmental obligations and measures, the Decent Homes Standard remains the norm for measuring housing conditions and was analysed for this survey.

### Applying the Standard

- 5.3 The standard is specifically designed in order to be compatible with the kind of information collected as standard during a Strategic Housing Research Project (SHRP). All of the variables required to calculate the standard are contained within a complete data set.
- 5.4 The four criteria used to determine the decent homes standard have specific parameters. The variables from the survey used for the criteria are described below:

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

- 5.5 Criterion A is simply determined as whether or not a dwelling fails the current minimum standard for housing. This is now the Housing Health and Safety Rating System (HHSRS) – specifically Category 1 hazards.
- 5.6 Chapter 3 of the report considered the HHSRS and identified 7,210 dwellings where one or more Category 1 hazards were identified. These dwellings all fail under criterion A of the Decent Homes Standard. Figure 86 shows the distribution of Category 1 hazards by tenure:
- » Privately rented dwellings have a higher rate of Category 1 hazards (23.8%) compared with owner occupied dwellings (17.3%).

Figure 86: Category 1 hazards by Tenure (Source: SHRP 2017)

	Owner occupied	Private rent	Overall	EHS (2014)
Total dwellings with Category 1 hazards	5,450	1,760	<b>7,210</b>	13.2%
% of total stock	17.3%	23.8%	<b>18.5%</b>	

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

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

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

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

Figure 87: Criterion B – Major Elements (1 or more)

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

Figure 88: Criterion B – Minor Elements (2 or more)

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

5.9 Dwelling disrepair affects 1,860 private sector properties in the study area, which equates to 4.8% of all eligible dwellings. This compares closely to a national average of 4.9% for England.

5.10 Figure 89 shows the distribution of disrepair failures by tenure:

- » Privately rented dwellings have a higher failure rate for disrepair (7.5%) compared to owner occupied dwellings (4.1%).

Figure 89: Disrepair by Tenure (Source: SHRP 2017)

	Owner occupied	Private rent	Overall	EHS (2014)
Total dwellings in disrepair	1,300	560	<b>1,860</b>	4.9%
% of total stock	4.1%	7.5%	<b>4.8%</b>	

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

- <sup>5.11</sup> The third criterion of the Decent Homes Standard is that a dwelling should have adequate modern facilities. A dwelling fails the modern facilities test only if it lacks three or more of the following:
- » A kitchen which is 20 years old or less
  - » A kitchen with adequate space and layout
  - » A bathroom that is 30 years old or less
  - » An appropriately located bathroom and WC
  - » Adequate noise insulation
  - » Adequate size and layout of common parts of flats
- <sup>5.12</sup> For example, if a dwelling had a kitchen and bathroom older than the specified date, it would only fail the modern facilities test if it also failed another of the identified criteria (e.g. the kitchen had a poor layout or the bathroom was not properly located).
- <sup>5.13</sup> It may be noted that the age definition for kitchens and bathrooms differs from criterion B. This is because it was determined that a decent kitchen, for example, should generally be less than 20 years old but may have the odd item older than this. The same idea applies for bathrooms.
- <sup>5.14</sup> Overall, only 30 dwellings failed the Decent Homes Standard on this criterion. As this result corresponds to only 2 surveyed dwellings that failed; it is not possible to meaningfully subdivide those failures to examine their tenure distribution or other characteristics over the area.

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

- 5.15 The dwelling should provide an adequate degree of thermal comfort. Originally this definition was based on the SAP rating of a dwelling, but a number of Local Authorities criticized this approach, as it requires a fully calculated SAP for each dwelling that is being examined. Whilst this is fine for a general statistical approach, such as this study, it does cause problems at the individual dwelling level for determining an appropriate course of action.
- 5.16 The alternative, laid out in the current guidance, is to examine a dwelling’s heating systems and insulation types. The revised definition requires a dwelling to have both:
- » Efficient heating; and
  - » Effective insulation
- 5.17 Efficient heating is defined as any gas or oil programmable central heating or electric storage heaters or programmable LPG/solid fuel central heating or similarly efficient heating systems, which are developed in the future. Due to the differences in efficiency between gas/oil heating systems and other heating systems listed, the level of insulation that is appropriate also differs:
- » For dwellings with gas/oil programmable heating: at least 50mm loft insulation (if there is loft space) is an effective package of insulation or cavity wall insulation (if there are cavity walls that can be insulated effectively);
  - » For dwellings heated by electric storage radiators/LPG/programmable solid fuel central heating a higher specification of insulation is required: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are cavities that can be insulated effectively).
- 5.18 Any heating sources which provide less efficient options fail in terms of thermal comfort (e.g. all room heater systems are considered to fail the thermal comfort standard).
- 5.19 Overall, the study area SHRP showed 16.5% of properties have thermal comfort failure, which is more than double the England average (7.85% from the 2014 EHS).
- 5.20 Figure 90 shows the distribution of thermal comfort failures by tenure:
- » Privately rented dwellings have a higher failure rate for thermal comfort inadequacies (25.7%), compared to owner occupied dwellings (14.3%).

Figure 90: Thermal Comfort by Tenure (Source: SHRP 2017)

	Owner occupied	Private rent	Overall	EHS (2014)
Total dwellings with thermal comfort failures	4,510	1,910	<b>6,420</b>	7.9%
<i>% of total stock</i>	14.3%	25.7%	<b>16.5%</b>	

## Prevalence of Non-decency

<sup>5.21</sup> The Decent Homes Standard contains 4 criteria against which compliance with the Standard is based. Figure 91 gives a breakdown of any non-compliance by these criteria for the study area.

**Figure 91: Reasons for failure of dwellings as a decent home (Source: SHRP 2017, EHS 2014)**

Reason	Dwellings	Per cent (of non-decent)	Per cent (of stock)	England per cent (EHS 2014)
Category 1 hazard dwellings	7,210	61.3%	18.5%	13.2%
In need of repair	1,860	15.6%	4.8%	4.9%
Lacking modern facilities	30	0.3%	0.1%	1.8%
Poor degree of thermal comfort	6,420	53.7%	16.5%	7.8%
<i>Total failures</i>	15,520	-	-	-
<b>Total dwellings failing the Decent Homes Standard</b>	<b>11,760</b>	<b>100.0%</b>	<b>30.2%</b>	<b>21.8%</b>

<sup>5.22</sup> The survey estimates that 11,760 dwellings in the study area fail the Decent Homes Standard (30.2%). Most of these dwellings fail on only one criteria of the standard, but 2,461 dwellings (7.3%) fail on two criteria and around 451 dwellings (1.3%) fail on three or more criteria. It is worth noting that most dwellings with more than one failure may only have one problem, as many dwellings with a Category 1 hazard for Excess Cold will also fail the Thermal Comfort criteria.

<sup>5.23</sup> The proportion of dwellings that fail the Decent Homes Standard is somewhat higher than the national rate (21.8%), with some small differences from national profile in terms of the main reasons for failure:

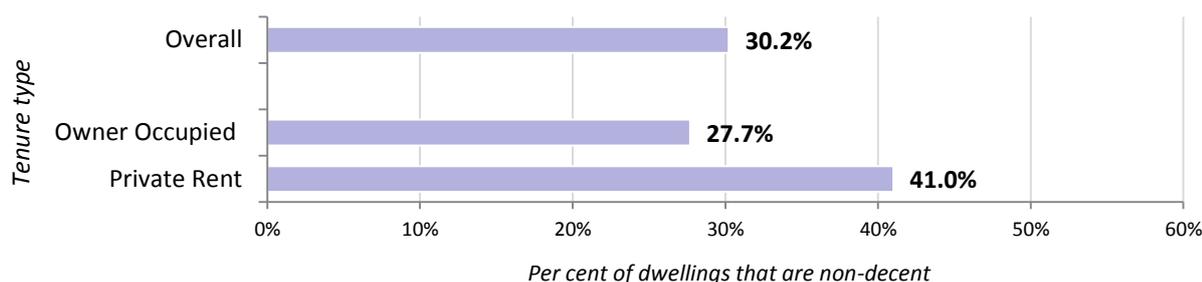
- » In the study area, the most common reason for failure is having a poor degree of thermal comfort (16.5% of properties in the study area vs 7.8% in England as a whole).
- » Nationally, having a category 1 hazard present is the most common reason for failure (13.2%). The study area is above the national average in this respect at 18.5%.
- » Rates of failure against the criterion for requiring repairs are similar to the national rates (4.8% compared to 4.9%).
- » However, the proportion of dwellings failing the standard due to lacking modern facilities is significantly higher nationally (1.8%) than in the study area (0.1%).
- » In the owner occupied sector, 17.3% of stock fails the standard because of a category 1 hazard, this is 62.5% of all non-decent, owner occupied dwellings. Of non-decent, owner occupied dwellings, 14.9% are in need of repair (4.1% of total owner occupied stock) and 51.8% fail on thermal comfort (14.3% of total owner occupied stock).
- » In the private rented sector, 23.8% of stock fails the standard because of a category 1 hazard, this is 57.8% of all non-decent, privately rented dwellings. Of non-decent, privately rented dwellings, 18.4% are in need of repair (7.5% of total private rented stock) and 62.7% fail on thermal comfort (25.7% of total private rented stock).

## Non-decency and Dwelling Stock Characteristics

5.24 Figure 92 to Figure 95 show the rates of non-decent dwellings by location, tenure, construction date and dwelling type.

5.25 Nationally, tenure analysis shows there is a clear difference between the rates of non-decency found in private rented dwellings (which is higher) and owner occupied dwellings. This can also be seen in the study area, where the rate of non-decency for privately rented dwellings (41%) is higher than for owner occupied (27.7%).

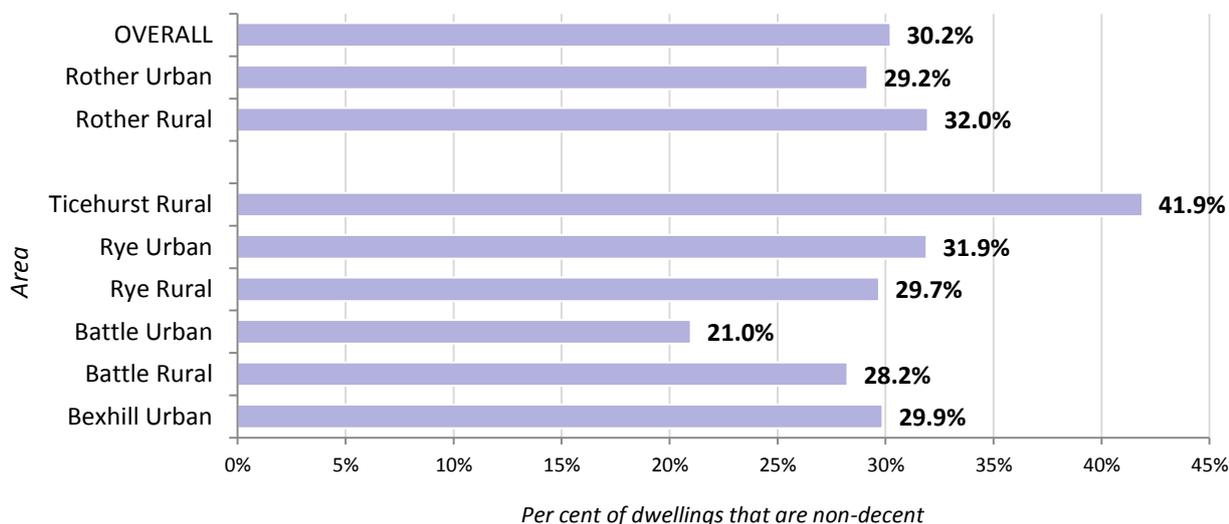
Figure 92: Non-decency by tenure (Source: SHRP 2017)



5.26 In terms of how rates of non-decency vary by location within the local authority:

- » The rate of non-decency is highest in Ticehurst Rural (41.9%);
- » The rate of failure is close to the study area average in other areas, and lowest in Battle (21%).

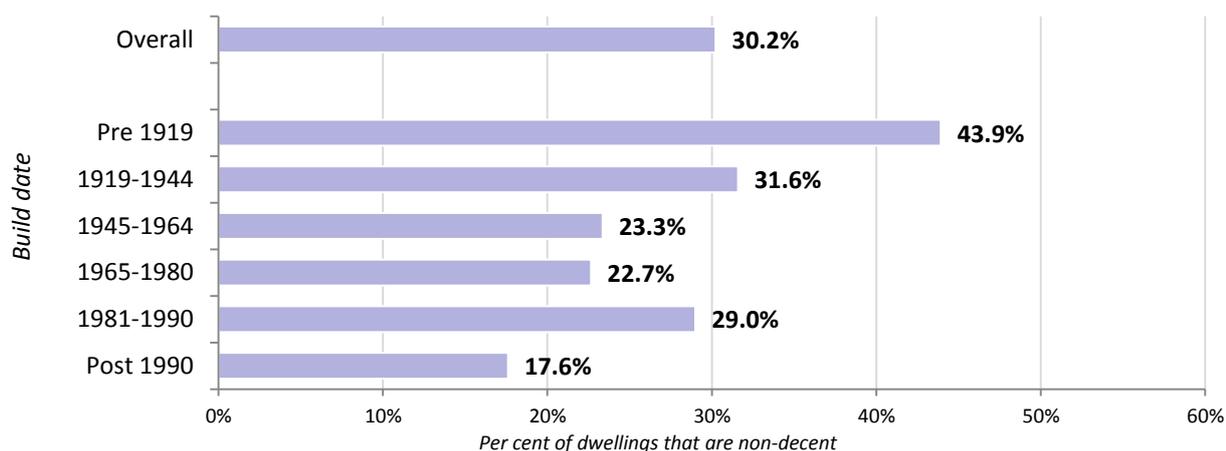
Figure 93: Non-decency by Sub-Area (Source: SHRP 2017)



5.27 In terms of rates of non-decency among dwellings in each construction date band (Figure 94):

- » Older dwellings tend to show a higher rate of non-decency than other areas (in particular, the rate of non-decency is more than two fifths in dwellings built before 1919, and is nearly a third in dwellings built between 1919 and 1944);
- » The lowest rate of non-decency is in stock from post 1990 (17.6%).

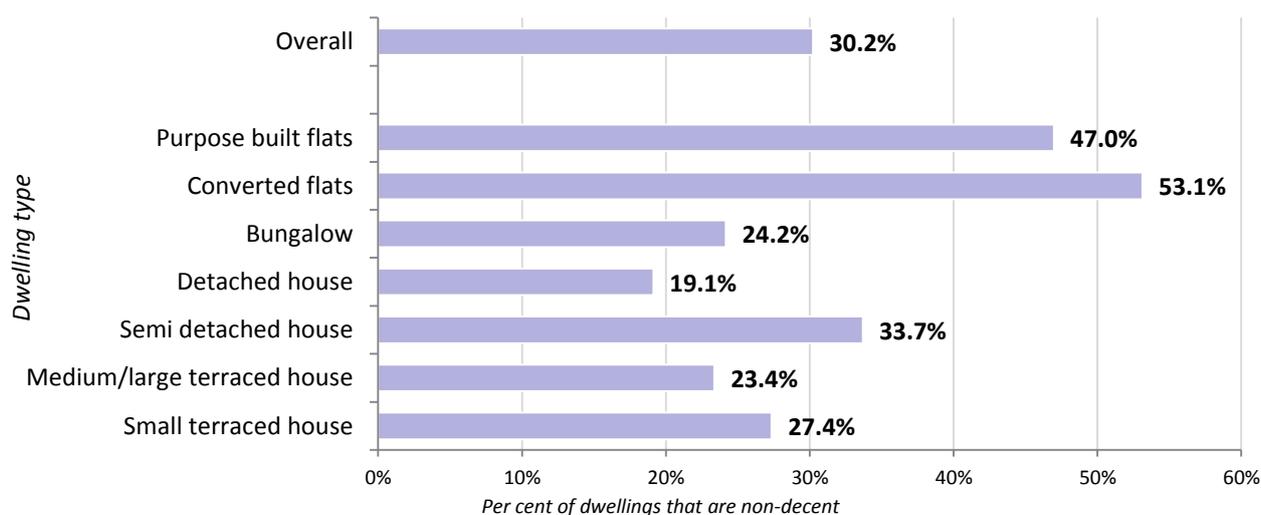
Figure 94: Non-decency by build date (Source: SHRP 2017)



5.28 In terms of rates of non-decency among dwellings by type (Figure 95):

- » The highest levels of non-decency are found in converted flats (53.1%) along with purpose built flats (47%);
- » The lowest levels of non-decency are found in detached houses (19.1%), with medium/large terraced houses and bungalows (23.4% and 24.2% respectively) also having rates of failure appreciably below the study area average (30.2%).

Figure 95: Non-decency by dwelling characteristics (Source: SHRP 2017)



## Vulnerable Households and Non-Decency

<sup>5.29</sup> Households are defined as vulnerable under the Decent Homes Standard as households in receipt of at least one of the principal means tested or disability related benefits (income support, housing benefit, council tax benefit, disabled persons tax credit etc.). In 2002 targets (PSA7) for the reduction of the number of vulnerable households in non-decent properties were introduced, with a target of at least 75% of vulnerable households in the private sector to be in decent homes by 2020. This formal target was dropped in 2008, but the percentage of vulnerable households in decent homes in the private sector remained part of CLG’s Departmental Strategic Objectives and many authorities still monitor against this target.

Figure 96: Non-decency of occupied dwellings by vulnerability (Source: SHRP 2017)

Group	Decent	Non-Decent	Non-Decent with Cat 1 Hazard
Vulnerable	6649	3695	2120
Non-Vulnerable	18590	7423	4589
Unknown	1158	408	334
<b>Total</b>	<b>26398</b>	<b>11526</b>	<b>7043</b>

<sup>5.30</sup> Figure 96 enumerates vulnerable households living in non-decent accommodation. Due to the sensitivity of the query, there are an appreciable number of respondents who chose not to answer the survey question pertaining to vulnerability. These are included for completeness, as an unknown proportion of this group may meet the definition of vulnerable. Note that the total of dwellings with Category 1 hazards is smaller than that in Figure 86 as Figure 96 only covers dwellings occupied by a household.

Figure 97: Percentage non-decency of occupied dwellings by vulnerability (Source: SHRP 2017)

Group	Percentage of Group		
	Decent	Non-Decent	Non-Decent with Cat 1 Hazard
Vulnerable	64.3%	35.7%	20.5%
Non-Vulnerable	71.5%	28.5%	17.6%
Unknown	73.9%	26.1%	21.3%
<b>Overall</b>	<b>69.6%</b>	<b>30.4%</b>	<b>18.6%</b>

<sup>5.31</sup> Figure 97 shows the same information as percentages of the groups in question. It can be seen that 64.3% of vulnerable households live in accommodation meeting the decent homes standard, whilst 35.7% do not. 20.5% of vulnerable households live in a dwelling with a Category 1 hazard present.

## Costs to remedy Decent Homes Failures

- 5.32 Having determined the reasons for dwellings being classified as non-decent, it is possible to indicate what level of repairs or improvements would be needed to make all dwellings decent.
- 5.33 The cost to remedy non-decency was determined by examining the specific failures of each non-decent dwelling and determining the work necessary to make the dwelling decent. This was done for each criterion of the standard and Figure 98 shows the cost distribution for all non-decent dwellings in the stock, with the costs being based on the assumption that only those items that cause dwellings to be non-decent are corrected. Figure 99 shows the same information broken down into owner occupied and private rent.
- 5.34 The total cost to remedy non-decency (across all tenures, excluding social housing) is estimated to be £49.5 million, with an average cost per dwelling of £3,190. The owner occupied sector accounts for £37 million of the total costs to remedy; the private rented sector accounts for a further £12.5 million (Figure 99).

Figure 98: Repair cost by non-decency reason (Source: SHRP 2017)

Reason	Total Cost (£ million)	Cost per dwelling (£)
Category 1 hazard dwellings	30.9	4,290
In need of repair	8.5	4,540
Poor degree of thermal comfort	15.6	2,430
Lacking modern facilities	0.3	10,030
<b>Total (and average per dwelling)</b>	<b>49.5</b>	<b>3,190</b>

Figure 99: Repair cost by tenure for non-decency reason (Source: SHRP 2017)

Reason	Tenure – Owned		Tenure – Private Rent		Overall	
	Total Cost (£ million)	Cost per dwelling (£)	Total Cost (£ million)	Cost per dwelling (£)	Total Cost (£ million)	Cost per dwelling (£)
Category 1 hazard dwellings	22.3	4,090	8.7	4,910	30.9	4,290
In need of repair	6.7	5,170	1.7	3,080	8.5	4,540
Poor degree of thermal comfort	11.0	2,450	4.6	2,390	15.6	2,430
Lacking modern facilities	0.2	10,030	0.2	10,030	0.3	10,030
<b>Total (and average per dwelling)</b>	<b>37.0</b>	<b>3,280</b>	<b>12.5</b>	<b>2,940</b>	<b>49.5</b>	<b>3,190</b>

## Chapter 5 Summary – Decent Homes Standard

### ***Decent Homes – Category 1 hazards***

- » Category 1 hazards affect around 7,210 private sector properties in the study area (18.5%).
- » The incidence of Category 1 hazards is higher in private rented dwellings (23.8%) relative to owner occupied dwellings (17.3%).

### ***Decent Homes - Disrepair***

- » Dwelling disrepair affects around 1,860 properties in the study area which is approximately 4.8% of all private sector dwellings. This is similar to the national average of 4.9%.
- » The failure rate for disrepair is significantly higher for privately rented dwellings (7.5%) than for owner occupied dwellings (4.1%).

### ***Decent Homes – Lacking Modern Facilities***

- » Overall, only 30 dwellings failed the Decent Homes Standard on lacking modern facilities. This corresponds to only two surveys, so should be seen as indicative.

### ***Decent Homes - Thermal Comfort***

- » 6,420 dwellings in the study area have a thermal comfort failure equating to around 16.5% of the dwelling stock.
- » Privately rented dwellings have a higher rate of failure (25.7%) compared with owner occupied dwellings (14.3%).

### ***Decent Homes - Overall***

- » The Survey estimates that around 11,760 dwellings in the study area fail the Decent Homes Standard and this is approximately 30.2% of all private sector dwellings. 2,461 dwellings (7.3%) fail on two criteria and around 451 dwellings (1.3%) fail on three or more criteria.
- » Within the study area; the most common reason for failure is the presence of a Category 1 hazard.

### ***Decent Homes - location***

- » Ticehurst Rural has the highest rate of non-decency of the studied sub-areas (41.9%). Next highest were Rye and Bexhill (31.9% and 29.9% respectively) with similar levels to the study area average of 30.2%.

### ***Decent Homes - tenure***

- » Privately rented dwellings show higher rates of non-decency (41.0%) compared with those that are owner occupied (27.7%).

### ***Decent Homes – property age***

- » The highest levels of non-decency are found in properties built pre 1919 followed by those between 1919 and 1944. The lowest levels are found in properties built after 1990.

***Decent Homes – vulnerable households***

- » 3,695 vulnerable households are living in a non-decent home. This equates to 35.7% of the total number of vulnerable households. 20.5% of vulnerable households live in a dwelling containing a Category 1 hazard.

***Decent Homes – property type and costs to remedy***

- » The highest levels of non-decency are found in converted flats (53.1%), purpose built flats (47.0%) along with semi-detached houses (33.7%), while the lowest levels are found in detached houses (19.1%).
- » The estimated total cost to remedy non-decency in the private housing sector is £49.5 million, with an average cost per dwelling of £3,190.

# 6. Energy Performance

## Energy ratings, CO<sub>2</sub> and energy costs

### Energy Performance and SAP Ratings

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

### Changes in the SAP Standard

- 6.3 The Government's SAP rating has been changed a number of times over the years and these changes can have an important effect on comparing SAP ratings. The most significant changes came in 2001 and 2005, which involved a shift to a 1 to 120 scale in 2001 and then a reversion to a 1 to 100 scale in 2005. By using a 1 to 120 scale SAP ratings were effectively 'stretched' meaning that average SAP ratings cannot be compared like-for-like between now and some earlier figures.
- 6.4 The software used to calculate SAP ratings for this report was RdSAP2012.

## Distribution of SAP Ratings

- 6.5 Figure 100 shows the energy performance distribution by tenure incorporating the same banding system used since the EHCS 2007:
- » Overall, the band which accounts for the highest proportion of stock is Band D (55-68) (43.7%). This is also the case nationally (52.6%).
  - » A slightly higher proportion of dwellings in the study area are in Bands A-C (69-100) (29.6%) relative to the whole of England (21.9%, although it could also be noted that the proportion of Rother dwellings in Bands A-B is 0.3% and lower than the 1% national average).
  - » 26.7% of dwellings are in the lowest Bands E (39-54), F (21-38) and G (1-20), which is somewhat higher than the national result of 25.6% found by the EHS 2014. At the extremes, the proportion in the two lowest Bands F and G (9.8%) is notably higher than the corresponding national rate (6.5%).
  - » By comparing tenures within the study area, proportionally it can be seen that a significantly higher proportion of privately rented dwellings lie in Bands E to G (35.1%), relative to owner occupied dwellings (24.7%).
  - » The average SAP rating in the study area is 59 (Band D), compared to an average SAP rating of 60 (Band D) nationally based on the findings of the EHS 2013-14.

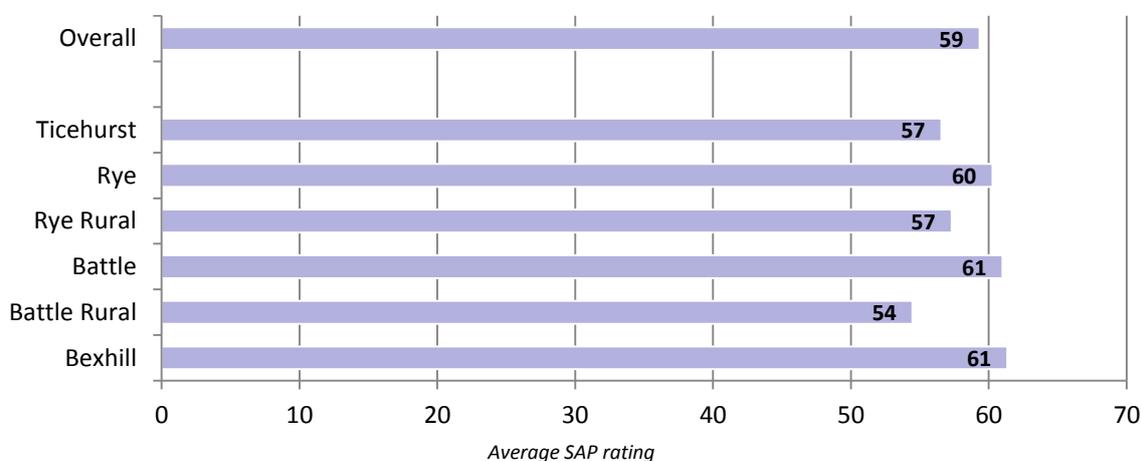
Figure 100: Energy Performance SAP banded (Source: SHRP 2017, EHS 2014)

EPC SAP Range Banded	Owner occupied	Private rent	Overall	EHS 2013-14
Band A (92-100)	0.1%	0.0%	0.1%	1.0%
Band B (81-91)	0.2%	0.0%	0.2%	
Band C (69-80)	31.9%	18.5%	29.3%	20.9%
Band D (55-68)	43.0%	46.4%	43.7%	52.6%
Band E (39-54)	16.1%	20.4%	16.9%	19.1%
Band F (21-38)	5.4%	6.8%	5.7%	5.0%
Band G (1-20)	3.2%	7.9%	4.1%	1.5%
<b>Total</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.0%</b>

## Energy Efficiency and Dwelling Characteristics

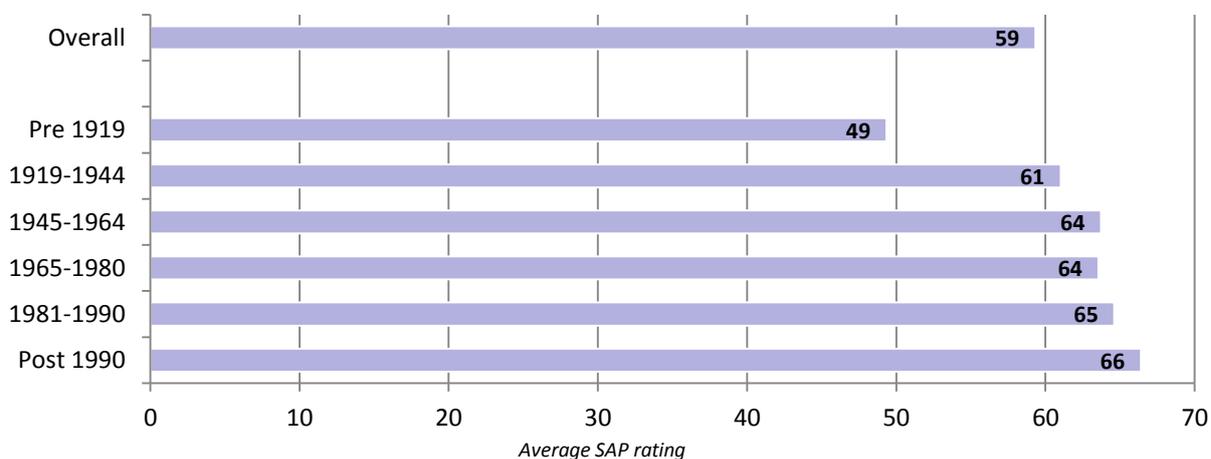
- 6.6 The physical characteristics of a dwelling have major effects on the energy efficiency of a dwelling. The number of exposed external walls and the construction materials and methods used; these all affect the overall heat loss and therefore the energy efficiency. Different types and ages of dwellings will also have different energy characteristics.
- 6.7 The following Figure 101 to Figure 104 provide a breakdown of average SAP ratings by tenure, building type and construction date.
- 6.8 **Location:** Average SAP ratings by area range from 54 in Battle rural (Band E), to 61 in Bexhill and Battle (Band D).

Figure 101: SAP by area (Source: SHRP 2017)



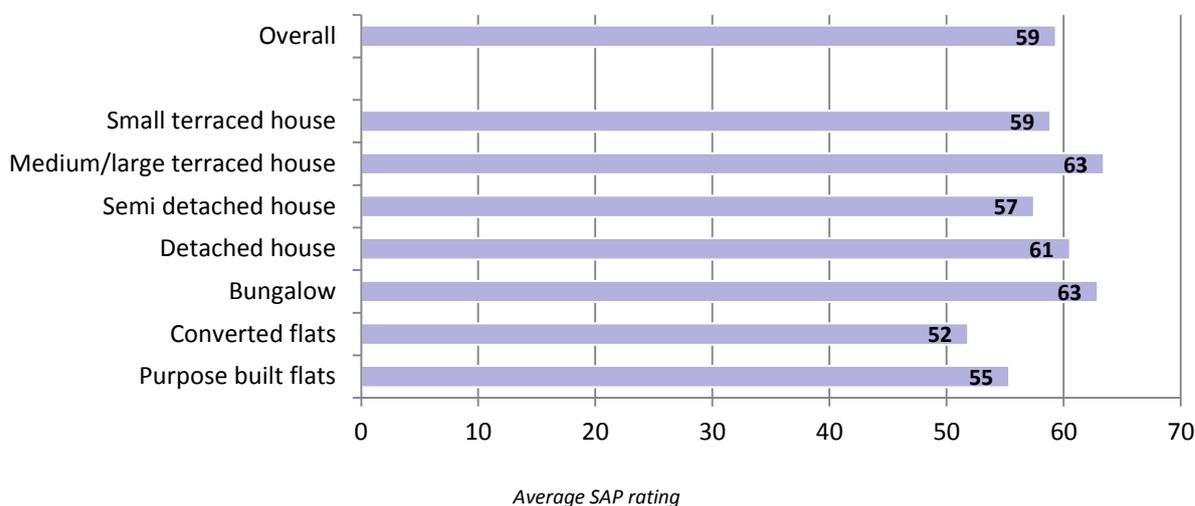
- 6.9 **Construction date:** dwellings in the oldest band (pre-1919) have the lowest average SAP rating (49; Band E), while the newest dwellings (post-1990) have the highest (66; bottom of Band D). Average ratings for the remaining bands are all in the range of 61-65 (Band D). The overall SAP rating is significantly reduced by the prevalence of Pre-1919 properties in the study area (30% of all stock). The average SAP rating for properties built after 1919 is 63.6 (Band D).

Figure 102: SAP by age of dwelling (Source: SHRP 2017)



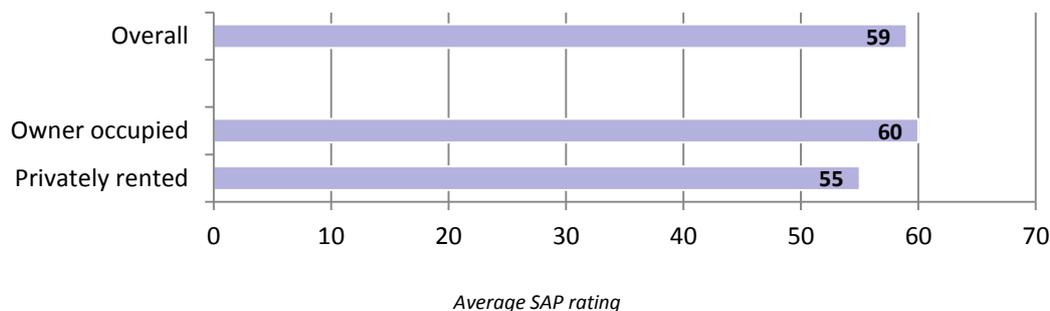
**Construction type:** Converted flats and Purpose Built flats have the lowest average rating (52; Band E and 56; Band D respectively). Bungalows and Medium/Large terraced houses (both 63; Band D) and Detached Houses (61; Band D) have average SAP ratings that are above the study area average of 59 (Band D).

Figure 103: SAP by dwelling type (Source: SHRP 2017)



**Tenure:** The average SAP rating for owner occupied dwellings (60; Band D) is higher than that for privately rented dwellings (55; bottom of Band D).

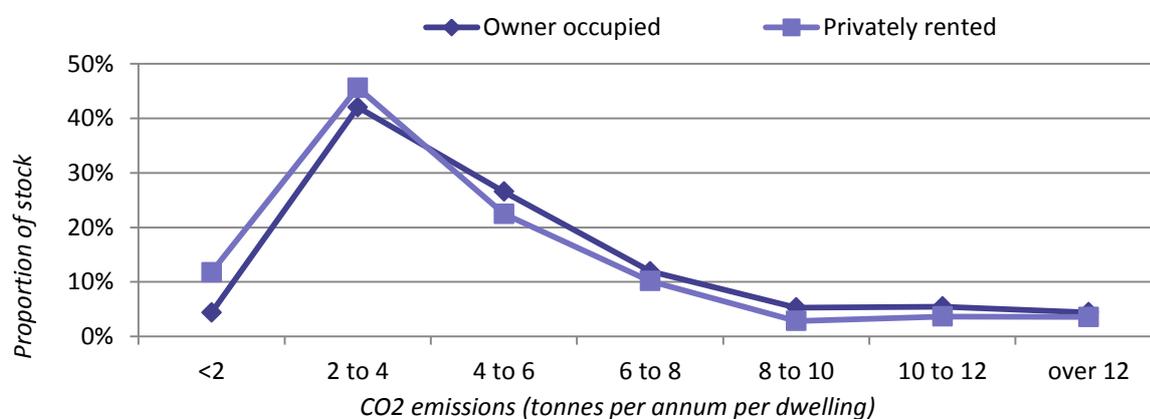
Figure 104: SAP by tenure (Source: SHRP 2017)



## Carbon Dioxide Emissions

- 6.10 Figure 105 compares CO<sub>2</sub> emissions in owner occupied and privately rented dwellings for the study area. 12% of privately rented dwellings emit less than two tonnes per annum compared with only 4% of owner occupied dwellings. In addition, owner occupied dwellings are slightly more likely to have emission levels between two and six tonnes per annum (69%, compared to 68% of private rent).
- 6.11 For emissions above 6 tonnes per annum the differences between private rent and owner occupation are less pronounced, and proportionally there are fewer privately rented dwellings in this category (10% compared to 20% owner occupied).

Figure 105: Annual dwelling CO<sub>2</sub> emissions (Source: SHRP 2017)



## Fuel Sources in the Study Area

- 6.12 The majority (71.4%) of households use mains gas as the primary heating fuel with electricity being secondary (14.1%, Figure 106).

Figure 106: Main fuel CO<sub>2</sub> emissions (Source: SHRP 2017)

Main Fuel	CO <sub>2</sub> (tonnes)	Dwellings	Average CO <sub>2</sub> per dwelling (kg per annum)
Mains Gas	115,400	27,780	4,200
Oil and LPG	36,000	4,180	8,600
Solid Fuel	13,900	1,460	9,500
Electric	31,400	5,490	5,700
<b>Total</b>	<b>196,700</b>	<b>38,900</b>	<b>5,100</b>

## Energy Efficiency Improvement

<sup>6.13</sup> Figure 107 shows the heating type found in the study area by dwelling type:

- » 86% of dwellings have a central heating system.
- » Purpose built and converted flats have lower levels of central heating compared with other dwelling types; larger proportions of these rely on storage heating.
- » Detached Houses and bungalows all show relatively high rates using central heating. These dwellings have a stronger association with the owner-occupied sector and higher use of mains gas.

**Figure 107: Heating type by dwelling type (Source: SHRP 2017)**

	Central heating	Warm air systems	Room heaters	Storage heating	Communal heating
Small terraced house	82.1%	0.0%	8.7%	9.2%	0.0%
Medium/Large terraced house	92.7%	0.4%	2.5%	4.4%	0.0%
Semi-detached house	93.2%	0.0%	1.6%	5.0%	0.2%
Detached house	94.3%	2.2%	2.8%	0.7%	0.0%
Bungalow	95.9%	0.6%	2.0%	1.5%	0.0%
Converted flat	80.7%	0.0%	5.9%	11.3%	2.0%
Purpose built flat	46.8%	0.0%	12.5%	38.1%	2.6%
Owner occupied	76.0%	0.2%	6.0%	15.6%	2.2%
Private rented	88.3%	0.8%	3.8%	6.8%	0.2%
<b>All dwellings</b>	<b>86.0%</b>	<b>0.7%</b>	<b>4.2%</b>	<b>8.5%</b>	<b>0.6%</b>

<sup>6.14</sup> The level of loft insulation provision is also an important factor in energy efficiency (Figure 108):

- » 17.9% of dwellings have loft insulation that is either close to or above the recommended depth (i.e. 250 mm or above – the recommended depth is 270mm).
- » Two thirds of the stock (66.7%) has a loft with 100mm to 200mm of insulation (compared to the recommended 270mm), while 6.8% has less than this and 1.3% has no insulation whatsoever.
- » The remaining 7.4% of dwellings have no loft (and these are converted and Purpose built flats).

<sup>6.15</sup> Therefore, there remains significant scope to further improve dwelling energy efficiency and reduce heat loss, energy consumption and CO2 emissions through loft insulation.

<sup>6.16</sup> Furthermore, the provision of different heating systems and insulation within the dwelling stock also provides scope for other improvements such as additional insulation, improved heating, draught proofing etc.

**Figure 108: Loft insulation by dwelling type (Source: SHRP 2017. Note: as this is a dwelling based survey, any flat not directly under a pitched roof counts as having no loft)**

Dwelling Type	None	Less than 100mm	100mm	150mm	200mm	250mm	300mm	*No loft
Small terraced house	1.1%	9.3%	10.4%	17.5%	23.3%	37.2%	1.2%	0.0%
Medium/Large terraced house	2.0%	1.8%	35.4%	18.7%	32.5%	7.9%	1.9%	0.0%
Semi-detached house	1.8%	4.6%	31.3%	21.2%	23.5%	13.9%	3.8%	0.0%
Detached house	1.1%	12.5%	18.9%	11.6%	39.5%	9.1%	7.3%	0.0%
Bungalow	0.5%	5.2%	24.6%	9.5%	34.4%	18.3%	7.6%	0.0%
Converted flat	1.0%	3.3%	5.2%	3.7%	10.5%	5.1%	0.0%	71.2%
Purpose built flat	3.2%	1.8%	6.5%	6.5%	26.4%	9.2%	3.3%	43.1%
Owner occupied	0.9%	3.7%	26.7%	13.7%	24.2%	12.2%	0.4%	18.2%
Private rented	1.4%	7.3%	21.6%	12.7%	32.6%	12.8%	6.1%	5.5%
<b>All dwellings</b>	<b>1.3%</b>	<b>6.8%</b>	<b>22.4%</b>	<b>12.9%</b>	<b>31.4%</b>	<b>12.7%</b>	<b>5.2%</b>	<b>7.4%</b>

## Renewable Energy

- 6.17 Renewable energy from natural resources offers considerable potential to improve energy efficiency by helping dwellings use less energy and produce less carbon dioxide. Recent technological innovation has enhanced energy deliverables to be derived from this source.
- 6.18 Surveys identified, or confirmed with householders, the proportion of lights in the dwelling that use low energy light-bulbs. They were also asked to establish whether the dwelling currently uses solar water heating or photo voltaic (or PV) panels (to generate electricity).
- 6.19 The results, divided by tenure, are illustrated in Figure 109:
- » PV Panels: 1900 dwellings are estimated as having PV panels, overwhelmingly in owner occupied homes.
  - » Solar water heating: 900 properties are estimated as having this form of water heating, the majority in owner occupied dwellings.
  - » Low energy light-bulbs: these are an established energy efficiency measure and the estimates indicate that there has been a substantial take up already. Given the removal from sale of all conventional light bulbs in 2011, these figures will inevitably increase further, and within five years it is likely that virtually all light-bulbs will be low energy.

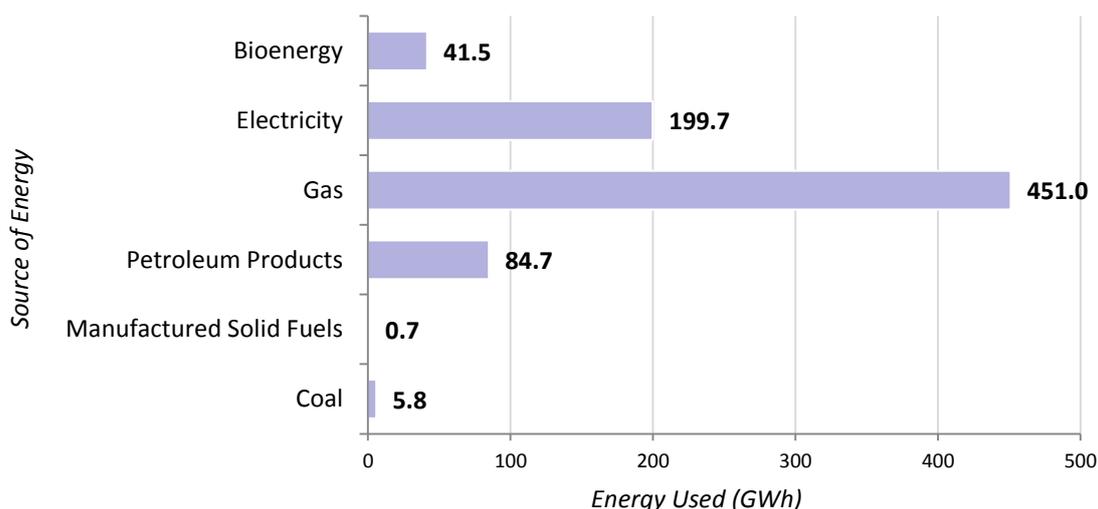
**Figure 109: Low energy light-bulbs and solar water heating (Source: SHRP 2017)**

Energy efficiency measures	Owner occupied		Privately rented	
<b>Low energy bulbs</b>				
No low energy bulbs	1,000	3.0%	400	5.6%
Up to 50% low energy bulbs	3,500	11.3%	600	8.6%
More than 50% low energy bulbs	22,000	69.9%	4,800	65.3%
100% low energy bulbs	5,000	15.8%	1,500	20.5%
<b>Solar water heating</b>				
Solar water heating	700	2.2%	200	2.9%
<b>Photoelectrics</b>				
Photoelectrics	1,800	5.6%	100	0.8%

## Overall Domestic Fuel Use

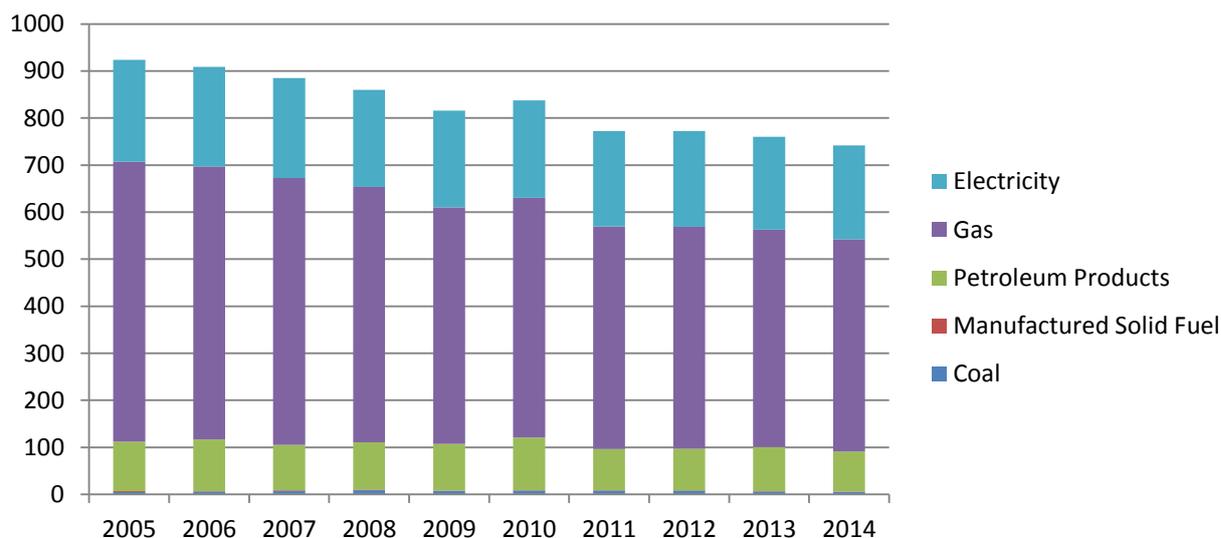
<sup>6.20</sup> Sub-national data on total energy consumption for domestic properties for Rother totals 741.8 GWh as of 2014 (Department for Business, Energy and Industry Strategy, September 2016) or 783.4 GWh including bioenergy sources (which cannot be subdivided into Domestic and Industrial use).

**Figure 110: Domestic Fuel use in Rother 2014 (Source - Department for Business, Energy and Industry Strategy, September 2016 – note bioenergy is a combined figure)**



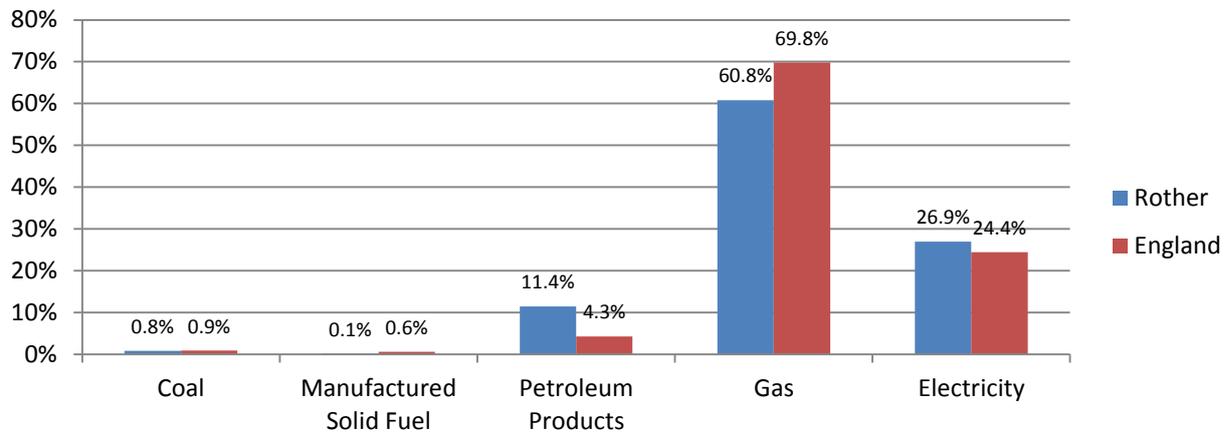
<sup>6.21</sup> Figure 110 shows the prevalence of gas as the main domestic source of energy in Rother, with electricity a distant second. Petroleum Products includes such products as LPG, and are the third most common domestic energy source.

**Figure 111: Proportions of domestic Fuel use in Rother 2005 - 2014 (Source - Department for Business, Energy and Industry Strategy, September 2016)**



<sup>6.22</sup> Domestic energy use has consistently reduced year on year (Figure 111), from 923.7 GWh in 2005 to 741.8 GWh in 2014 (excluding biomass). The only exception to this decrease was 2010, which reflects an unusually cold winter.

**Figure 112: Proportions of domestic Fuel use in Rother and England 2014 (Source - Department for Business, Energy and Industry Strategy, September 2016)**



6.23 In comparison to England as a whole, Rother uses proportionally slightly more electricity, more than double national levels of petroleum products, but significantly less natural gas. Also of note is the relative lack of manufactured solid fuel use versus the national rate Figure 112.

## Fuel Costs

6.24 The survey showed that over a third of households (39.9%) spend between £600 and £900 per year on fuel costs, with almost another fifth (17.7%) spending between £900 and £1,200 per annum. Just under a quarter (23.4%) spend more than £1,200 per annum; whereas around a fifth (19.1%) spend under £600 per annum.

6.25 Figure 113 shows that costs are typically higher for households living in older properties – spending of over £1,500 per annum increases dramatically with the age of the property; with 32.2% of households in pre-1919 properties spending over £1,500 per year on fuel.

**Figure 113: Annual fuel costs by dwelling age (Source: SHRP 2017)**

Dwelling Age	Under £600 per annum	Between £600 and £900 per annum	Between £900 and £1,200 per annum	Between £1,200 and £1,500 per annum	Over £1,500 per annum
Pre 1919	7.9%	24.1%	19.3%	16.4%	32.2%
1920-1944	15.8%	40.5%	23.8%	10.2%	9.7%
1945-1964	26.9%	44.1%	19.2%	8.0%	1.8%
1965-1980	23.4%	52.2%	11.9%	6.6%	5.9%
1981-1990	25.8%	51.7%	16.8%	4.1%	1.5%
Post 1990	29.7%	42.4%	16.9%	5.8%	5.1%
<b>All dwellings</b>	<b>19.1%</b>	<b>39.9%</b>	<b>17.7%</b>	<b>10.0%</b>	<b>13.4%</b>

6.26 Figure 114 shows that fuel costs typically vary in line with the size of the dwelling, with (broadly speaking) larger dwellings having higher costs. For example, over a quarter of detached houses (27.8%) have costs of over £1,500 per annum.

6.27 It is also worth noting that owner occupied properties tend to be more expensive to heat than privately rented. The private rented sector has a significantly higher proportion of dwellings in the under £600 per annum heating category compared to owner occupation (24.3% vs 17.8%), whereas owner occupied properties have a similarly higher in the over £1500 per annum category (10.2% for rented vs 14.1% owner occupied). This correlates strongly with the tendency for very small properties (thus costing less to heat) to be privately rented, whereas larger properties are more likely to be owner occupied (see Figure 60).

Figure 114: Annual fuel costs by dwelling type, loft insulation and tenure (Source: SHRP 2017)

Dwelling Characteristic	Under £600 per annum	Between £600 and £900 per annum	Between £900 and £1,200 per annum	Between £1,200 and £1,500 per annum	Over £1,500 per annum
Small terraced house	50.7%	34.0%	0.0%	5.5%	9.8%
Medium/Large terraced house	19.0%	37.6%	28.4%	8.1%	7.0%
Semi-detached house	12.7%	40.6%	14.9%	17.0%	14.8%
Detached house	1.6%	34.4%	22.8%	13.5%	27.8%
Bungalow	28.8%	47.7%	13.4%	4.7%	5.5%
Converted flat	22.3%	39.9%	19.7%	7.2%	11.0%
Purpose built flat	31.8%	39.2%	14.6%	8.2%	6.2%
Under 50 sq metres	49.3%	38.0%	4.0%	5.7%	2.9%
Between 50 and under 70 sq metres	43.9%	41.5%	5.6%	5.6%	3.4%
Between 70 and under 90 sq metres	20.2%	53.0%	14.9%	4.4%	7.4%
Between 90 and under 110 sq metres	5.5%	56.5%	24.2%	8.5%	5.3%
From 110 sq metres and over	0.4%	22.8%	27.9%	18.4%	30.5%
Owner occupied	17.8%	40.2%	17.9%	10.0%	14.1%
Privately rented	24.3%	38.5%	17.0%	10.0%	10.2%
<b>All dwellings</b>	<b>19.1%</b>	<b>39.9%</b>	<b>17.7%</b>	<b>10.0%</b>	<b>13.4%</b>

6.28 Figure 115 demonstrates that those properties identified with an excess cold hazard under the HHSRS typically have higher fuel costs:

- » More than two thirds (70.3%) of those with a Category 1 hazard for excess cold pay more than £1,500 per annum for their fuel (and 92.4% pay more than £1,200 per annum)
- » 30.7% of those with a Category 2 hazard pay more than £1,200 per annum for their fuel.
- » Only 5.3% of those with no excess cold hazards pay more than £1,500 annually.

6.29 Similarly, over half (52.2%) of dwellings with inadequate thermal comfort have costs of more than £1,200 per annum (compared to only 17.7% of dwellings with adequate thermal comfort).

Figure 115: Annual fuel costs by excess cold, thermal comfort and Decent Homes (Source: SHRP 2017)

Dwelling Characteristic	Under £600 per annum	Between £600 and £900 per annum	Between £900 and £1,200 per annum	Between £1,200 and £1,500 per annum	Over £1,500 per annum
<b>Excess cold (HHSRS hazard)</b>					
Category 1 hazard	0.0%	2.0%	5.7%	22.1%	70.3%
Category 2 hazard	0.0%	23.6%	23.0%	22.7%	30.7%
None	23.5%	45.9%	18.2%	7.1%	5.3%
<b>Thermal Comfort</b>					
Adequate thermal comfort	22.4%	41.5%	18.4%	8.3%	9.4%
Inadequate thermal comfort	2.1%	31.6%	14.1%	18.8%	33.4%
<b>Decent Homes Standard</b>					
Decent Dwelling	25.3%	42.6%	18.1%	6.1%	7.9%
Non Decent Dwelling	5.1%	33.8%	16.8%	18.7%	25.6%
<b>All dwellings</b>	<b>19.1%</b>	<b>39.9%</b>	<b>17.7%</b>	<b>10.0%</b>	<b>13.4%</b>

## Tackling Fuel Poverty

6.30 A key issue in reducing energy consumption is tackling fuel poverty. Not only do dwellings where fuel poverty exists represent dwellings with poor energy efficiency, they are, by definition, occupied by residents with low incomes least likely to be able to afford improvements.

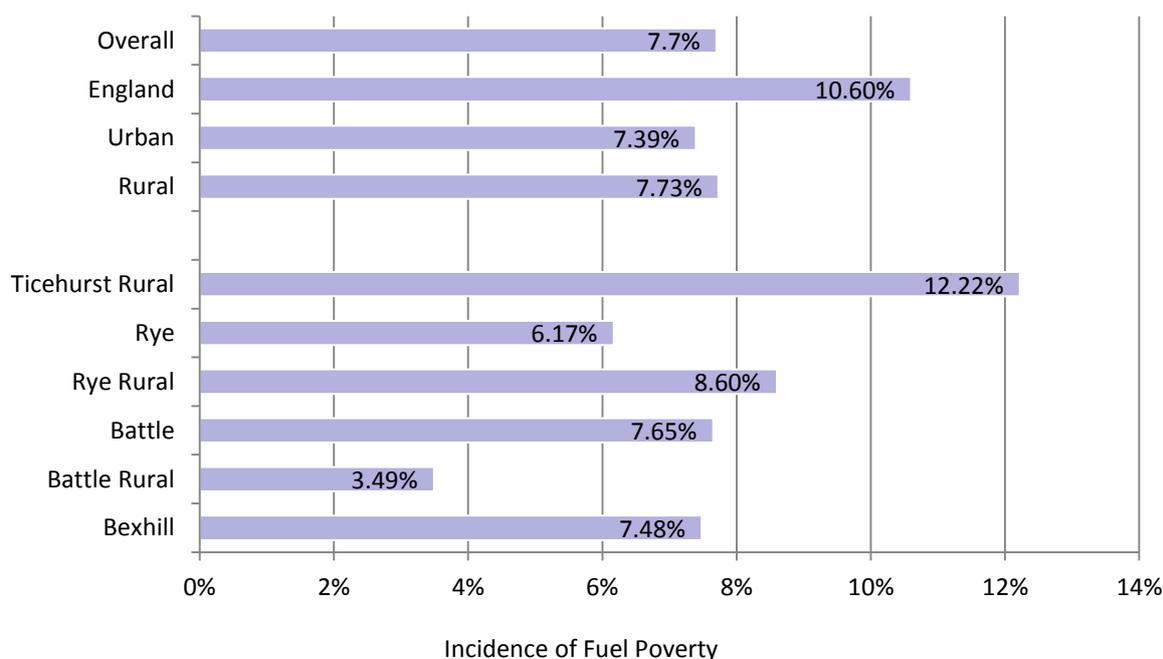
6.31 The Low Income High Costs (LIHC) definition of fuel poverty was adopted by the government in 2013. Under the LIHC definition, a household is considered to be fuel poor if:

- » Its required fuel costs are above the median level;
- » Spending this amount on fuel costs would leave the household with a residual income below the official poverty line.

6.32 For each individual dwelling surveyed the energy efficiency software not only calculates the SAP rating and CO<sub>2</sub> emissions for a dwelling, but also the cost of heating that dwelling per annum. This cost is based on the standard model of heating the dwelling to 21 degrees Celsius in the main living rooms and 18 degrees Celsius in bedrooms and other rooms, over the course of a year. In addition, for each individual dwelling, household income is recorded along with other information about the dwelling and its occupants. It is therefore possible, for each individual dwelling surveyed, to determine whether the household living there is in fuel poverty.

6.33 Using the LIHC definition and excluding social housing stock, overall the results show that 7.7% of households are in fuel poverty in the study area. This will present issues in terms of both energy efficiency and occupier health.

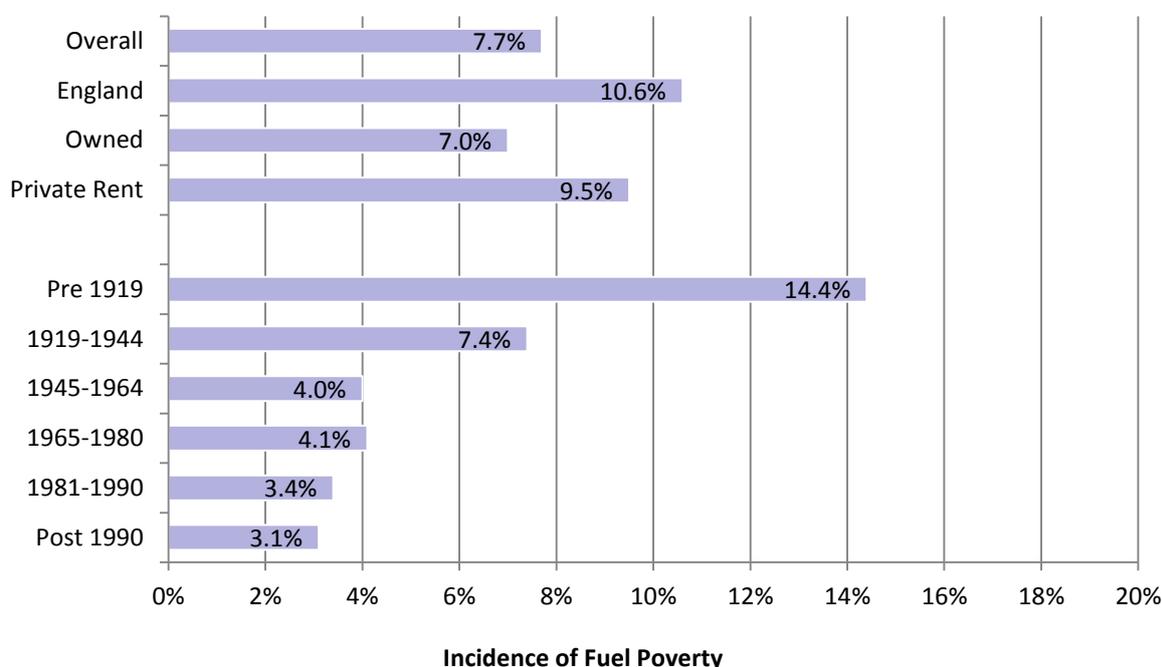
Figure 116: Incidence of fuel poverty by location (Source: SHRP 2017)



6.34 As can be seen in Figure 116, the highest incidence of fuel poverty is found in Ticehurst Rural. Overall, there is a slightly higher incidence of fuel poverty in rural than urban areas.

- 6.35 There are two primary drivers of fuel poverty: the cost of heating, and income. The prevalence of fuel poverty in rural areas is likely due to the prevalence of large, old, expensive to heat dwellings (there are higher levels of category 1 excess cold, and lower average SAP ratings) in rural areas, along with a higher proportion of dwellings utilising less efficient fuel sources than mains gas, further increasing heating costs.
- 6.36 In terms of the difference between the areas, Ticehurst Rural has a relatively high proportion of low income households (see Figure 73), which, in tandem with the higher cost of heating in rural areas, results in a higher incidence of fuel poverty. In contrast, Battle Rural has a similar profile of expensive to heat properties, but they are occupied by a more affluent population who can more comfortably afford the high cost of heating, decreasing the incidence of fuel poverty markedly in comparison.

**Figure 117: Incidence of fuel poverty by tenure and age of property (Source: SHRP 2017)**



- 6.37 The private rented sector has a larger incidence of fuel poverty than owner occupied, but both are lower than the England average of 10.6%. The highest incidence by a significant margin is in properties built before 1919. Splitting the data up by tenure reveals that 7.0% of owner occupied households and 9.5% of privately rented households in the study are in fuel poverty (Figure 117).
- 6.38 Furthermore, the results also indicate that the vast majority (73.8%) of fuel poverty cases in the study area are households with an income below £15,000 per annum, with almost half of cases (47%) having a head of household aged 65 or above, and almost two fifths (37%) having a head of household aged over 70. In short, fuel poverty tends to be an issue for the poorest and oldest households.
- 6.39 It is also likely that, in some cases, energy efficiency improvements alone would be insufficient to remove the household from fuel poverty. This is due to a phenomenon known as ‘perpetual fuel poverty’ where the household’s income is simply not high enough to enable adequate heating of the dwelling under any circumstances.

## Chapter 6 Summary - Energy Performance

### **SAP rating**

- » Around two fifths of private sector dwellings (43.7%) are in SAP Band D (55-68). The average SAP rating for the study area is 59, compared with 60 nationally.
- » 29.6% of private sector dwellings in the study area fall in bands A-C. 9.8% are in the lowest bands, F and G.
- » The average rating in Battle Rural (54) is lower than in other parts of the District (all others are 57 or above), and the average rating for dwellings pre-dating 1919 (49) is also significantly lower than the overall average (59).

### **Fuel type**

- » Around 27,780 dwellings use mains gas as their primary fuel type, which equates to approximately 71% of all dwellings.

### **Heating Type**

- » 86% of dwellings have a central heating system. Most types of house (the exception being purpose built flats at 46.8%) all show relatively high rates of installed central heating. Flats show a higher incidence of storage heating systems than other properties.

### **Loft Insulation**

- » While only a tiny proportion of dwellings (1.3%) have uninsulated lofts, only 17.9% have at least 250mm of insulation (the recommended depth is 270mm).

### **PV Panels**

- » 1900 properties are estimated as having PV panels, with the overwhelming majority being in owner occupied homes. 900 properties are estimated as having solar water heating with the majority also being in owner occupied properties.

### **Heating Costs**

- » Almost two fifths (39.9%) of households spend between £600 and £900 per year on fuel costs, and costs are typically higher for households living in older and larger properties.

### **Fuel Poverty**

- » According to the 'Low Income, High Costs' definition, the occupiers of a dwelling are considered to be in fuel poverty if their required fuel costs are above the median level, and spending this amount would leave them with a residual income below the poverty line.
- » Based on this definition, 7.7% of households in the study area contain are in fuel poverty. Fuel poverty is most common in the private rented sector and in properties built before 1919.

# 7. Affordable Housing Needs

## Introduction

- <sup>7.1</sup> Paragraph 47 of the National Planning Policy Framework (The Framework) identifies that local planning authorities should “use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in the Framework”. Furthermore, paragraph 159 of the Framework identifies that they should “prepare a Strategic Housing Market Assessment to assess their full housing needs” which identifies “the need for all types of housing, including affordable housing”.
- <sup>7.2</sup> Evidence presented at the Examination of the Council’s Core Strategy set out the full objectively assessed need (FOAN) for market and affordable housing in the Hastings and Rother Housing Market Area (HMA), and the extent to which that could be met in accordance with paragraph 14 of the Framework. That evidence identified the full objectively assessed need for the District as 6,180 additional dwellings to 2028. The Inspector agreed that meeting the full objectively assessed need would likely have a significant impact on the High Weald Area of Outstanding Natural Beauty (AONB) (over 80% of Rother District lies within the High Weald AONB)<sup>13</sup>. As such, the Inspector concluded that the Core Strategy figure of at least 5,700 (92% of FOAN) is consistent with the Framework. This is the figure adopted within the Core Strategy.
- <sup>7.3</sup> The Core Strategy also sets out a net need for up to 1,647 affordable homes over the period 2011-2028, to be delivered through the provision of affordable housing delivered on sites in line with the Council’s affordable housing policy (LHN2) and other policy mechanisms to deliver affordable housing such as Exception Sites (LHN3).
- <sup>7.4</sup> Rother’s Core Strategy identifies that a minimum of 5,700 dwellings need to be built between 2011-2028. Rother have built 1,138 dwellings in the period 2011-17 of which 402 dwellings are affordable. This leaves a minimum of 4,562 dwellings to be completed in total to meet the target.
- <sup>7.5</sup> The Rother Core Strategy was examined and adopted post NPPF, so this is considered to represent an up to date set of figures for the District and is the basis for analysis in this section of the report.

---

<sup>13</sup> Paragraph 14 of the Framework indicates that local planning authorities should meet objectively assessed needs.....unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or specific policies in the Framework indicate development should be restricted. The specific policies referred to include those for Areas of Outstanding Natural Beauty. Paragraph 115 of the Framework states that great weight should be given to conserving landscape and scenic beauty in AONBs.

## Housing White Paper

<sup>7.6</sup> In February 2017, the Government published and consulted on the Housing White Paper, “Fixing our broken housing market”, the White Paper sets out the government's plans to reform the housing market and boost the supply of new homes in England. One proposal highlighted in the White Paper is a change in definition for affordable housing to include Starter Homes (properties for purchase with a minimum of 20% discount off market prices) and also Build to Rent with rents at 20% below market prices. The inclusion of Build to Rent as one of the available range of affordable housing products does not affect the magnitude of the identified need for affordable homes (because the rents would be similar to Affordable Rents), but it would provide an alternative mechanism for meeting the identified need.

## The ORS Housing Mix Model and Affordable Need

<sup>7.7</sup> The key tool, used by ORS, to derive the need for different types of housing (including Affordable Housing), is the ORS Housing Mix Model. The Model considers the need for market and affordable housing on a longer-term basis consistent with household projections and Objectively Assessed Need. Further, it provides robust and credible evidence about the required mix of housing over the lifetime of the Local Plan, and recognises how key housing market trends and drivers will impact on the appropriate housing mix.

<sup>7.8</sup> The Model uses a wide range of secondary data sources to build on existing household projections and profile how the housing stock will need to change in order to accommodate the projected future population. In particular, the Model has been designed to help understand the key issues and provide insight into how different assumptions will impact on the required mix of housing over the lifetime of the Local Plan.

## Housing Mix: Size and Tenure

<sup>7.9</sup> Applying the ORS Housing Mix Model, when considering the future need for different types of housing, the model assumes that the housing mix needed by households of each household type and age will reflect current patterns. For example, a growth in single person households aged 65-74 will lead to an increase in the need for the type of housing currently occupied by single person households of this age. On this basis, where such households continue to live in family housing despite no longer having a family living with them, this need for family housing will still be counted. Given the lack of a clear mechanism or incentive to encourage many households to downsize then there is very little which any planning authority can do to address under-occupation, but planning policies could seek to develop more suitable properties into which older persons could choose to move.

<sup>7.10</sup> Applying this to the household projections underwriting the Rother Local Plan leads to Figure 118 which identifies the need for market housing and affordable housing of different types (in terms of flats and houses) and sizes (in terms of number of bedrooms). The figure for affordable housing need in Figure 118 is tied directly to the identified need in the Rother Local Plan and the size mix required is determined by extrapolating forward the current size of dwellings occupied by particular household types.

- 7.11 Therefore, the identified need by size is based upon current patterns of occupation rather than a strict bedroom standard definition of need. For example, a couple with no children technically need a one bedroom property under the bedroom standard definitions, but in practice many couples without children occupy larger affordable homes and this is assumed to continue in to the future

**Figure 118: Housing mix of OAN for market and affordable housing in Rother (Source: ORS Housing Model. Note: Figures may not sum exactly due to arithmetic rounding)**

		Market Housing	Affordable Housing	TOTAL
Flats	1 bedroom	220	361	582
	2+ bedrooms	467	241	708
Houses	2 bedrooms	258	354	612
	3 bedrooms	1,914	293	2,208
	4 bedrooms	503	61	564
	5+ bedrooms	134	38	172
<b>TOTAL</b>		<b>3,496</b>	<b>1,349</b>	<b>4,845</b>

## Affordable Housing Tenure

- 7.12 Within the overall need of affordable homes identified by the model, it is possible to consider the mix of different affordable housing products that would be appropriate based on the mix of households needing affordable housing.
- 7.13 The following Figure 119 sets out the weekly rents for different property sizes in Rother. We would note that 2 different Local Housing Allowance figures operate in Rother and the figures quoted here represented weighted averages of these rates. This includes:
- » Median private rent;
  - » Local Housing Allowance (LHA) maximum (previously based on the 30<sup>th</sup> percentile private rent, however more recent increases are based on Consumer Price index (CPI) and rates were frozen in the July 2015 Budget); and
  - » Affordable rent, based on 80% of the median private rent;

**Figure 119: Average weekly rent thresholds in Rother (Source: Valuation Office Agency; Homes and Communities Agency)**

Rother Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)
1 bedroom	£114.23	£95.94	£91.38
2 bedrooms	£150.00	£125.34	£120.00
3 bedrooms	£198.46	£165.56	£158.77
4+ bedrooms	£288.46	£208.10	£230.77

- 7.14 Households claiming out-of-work benefits are also subject to a cap of £500 per week (for lone parents and couples) or £350 per week (for single persons), which could affect the amount of housing benefit received by some households (especially those with larger families needing larger properties). These limits were reduced in the July 2015 Budget to a maximum of £20,000 per year (outside London) and this lower rate will affect more households. Nevertheless, households that qualify for Working Tax Credit and those that receive various disability related benefits or armed forces pensions are exempt from the cap.

Figure 120: Weekly rent thresholds in Rother sub areas (Source: Valuation Office Agency; Homes and Communities Agency)

Battle Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)
1 bedroom	£123.72	£92.05	£98.97
2 bedrooms	£162.46	£120.29	£129.97
3 bedrooms	£214.94	£159.95	£171.96
4+ bedrooms	£312.42	£195.62	£249.94
Battle Rural Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)
1 bedroom	£162.83	£92.05	£130.27
2 bedrooms	£213.82	£120.29	£171.06
3 bedrooms	£282.90	£159.95	£226.32
4+ bedrooms	£411.20	£195.62	£328.96
Bexhill Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)
1 bedroom	£108.00	£92.05	£86.40
2 bedrooms	£141.81	£120.29	£113.45
3 bedrooms	£187.63	£159.95	£150.10
4+ bedrooms	£272.72	£195.62	£218.17
Rye Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)
1 bedroom	£114.28	£92.05	£91.42
2 bedrooms	£150.06	£120.29	£120.05
3 bedrooms	£198.54	£159.95	£158.83
4+ bedrooms	£288.58	£195.62	£230.86
Rye Rural Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)
1 bedroom	£140.01	£92.05	£112.00
2 bedrooms	£183.85	£120.29	£147.08
3 bedrooms	£243.24	£159.95	£194.59
4+ bedrooms	£353.55	£195.62	£282.84
Ticehurst Rural Weekly Rent £	Median Private Rent	Maximum Local Housing Allowance	Affordable Rent (80% of median)
1 bedroom	£152.60	£135.36	£122.08
2 bedrooms	£200.39	£176.56	£160.31
3 bedrooms	£265.13	£223.19	£212.10
4+ bedrooms	£385.36	£336.82	£308.29

- 7.15 It is evident that in the whole of Rother across all property sizes up to three bedroom, the median private rent is the highest followed in turn by the maximum LHA and affordable rent. As affordable rent (at 80% of median private rent) is lower than the maximum LHA rate for the equivalent property size in Bexhill, Rye and Ticehurst, households would currently be able to claim housing benefit to cover the full cost of affordable rent in these areas (were they entitled to do so based on their circumstances); although the relationship between these two rates could change in future. We would also note that Ticehurst falls under High Weald (rather than primarily Sussex East<sup>14</sup> like the others), and therefore its maximum allowance is higher. As a result, Ticehurst is the only sub area where the LHA is sufficient for affordable rent on a four bedroom property, as can be seen above in Figure 120.
- 7.16 As previously mentioned, it is evident that across all areas, the median private rent is the highest. However, there is local variation over the next highest figure indicating that in some areas the maximum LHA would not be sufficient to cover the full cost of affordable rent. Specifically, these areas are Battle, Battle Rural and Rye Rural where affordable rent is not met by LHA in any sized home.

## Household Affordability

- 7.17 In order to profile the affordability of the mix of households needing affordable housing, income data from the English Housing Survey and the HMRC Survey of Personal Incomes (SPI) has been combined and modelled to establish the income distribution by household type and age in each local authority area. The ONS Survey of Personal Incomes provides a detailed survey of incomes and their distribution which allows the national position to be scaled to household income for each local authority area.<sup>15</sup>
- 7.18 The analysis set out below is based on two scenarios to consider the type of affordable dwelling that households would be able to afford:
- » What type of affordable dwelling would households be able to afford if they were to spend up to 25% of gross household income (excluding housing benefit) on housing costs; and
  - » What type of affordable dwelling would households be able to afford if they were to spend up to 35% of gross household income (excluding housing benefit) on housing costs.
- 7.19 Figure 121 and Figure 122 set out the affordable housing mix broken down by the modelled household affordability for the two scenarios. Historically the lowest local rents in affordable housing have been Target Social Rents, and while few properties are now let at these rents they represent a useful test of affordability. The model takes the modelled household income for Rother for those in need of affordable housing and then applies this to the housing costs for each type of property. In both scenarios (Figure 121 and Figure 122), more than two thirds of the households in need of affordable housing would not be able to afford the relevant Target Social Rent for a property of the size needed; therefore these households would require housing benefit to afford their housing costs.

---

<sup>14</sup> A small portion of Rother also falls under the Eastbourne Broad Rental Market Area (BRMA).

<sup>15</sup> The ONS Survey of Personal Incomes provides a more detailed set of results than the Annual Earnings Survey (which for example does not include income from self-employment), also published by the ONS, so it is preferred for this analysis. This excludes any income from housing benefit, as the analysis seeks to determine to what extent housing benefit would be needed by households in each group.

7.20 Providing new affordable rented housing based on Target Social Rents would enable more households to pay their rent without housing benefit support than would be able to do so if new housing was provided as Affordable Rent. If new affordable rented housing was provided with Affordable Rents (based on 80% of median private rent), these households would continue to depend on housing benefit.

7.21 Between 134 and 235 households in need (depending on the proportion of income assumed) could afford Affordable Rent (without housing benefit support). Some of these households may also be able to afford shared equity or other forms of low cost home ownership, if this can be delivered based on a model where the weekly costs are similar to Affordable Rent.

**Figure 121: Affordable housing mix by household affordability (25% of income) assuming no Housing Benefit support to households (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

		Unable to afford Target Rent	Can afford Target Rent (but not Affordable Rent)	Can afford Affordable Rent (80% of market median)	TOTAL and %
<b>25% OF INCOME</b>					
Flat	1 bedroom	329	4	28	361 (27%)
	2+ bedrooms	180	31	31	241 (18%)
House	2 bedrooms	264	45	45	354 (26%)
	3 bedrooms	219	52	24	294 (22%)
	4 bedrooms	43	14	4	61 (5%)
	5+ bedrooms	27	9	2	38 (3%)
<b>TOTAL</b>		<b>1,061</b>	<b>154</b>	<b>134</b>	<b>1,349 (100%)</b>

**Figure 122: Affordable housing mix by household affordability (35% of income) assuming no Housing Benefit support to households (Source: ORS Housing Model. Note: Figures may not sum due to rounding)**

		Unable to afford Target Rent	Can afford Target Rent (but not Affordable Rent)	Can afford Affordable Rent (80% of market median)	TOTAL
<b>35% OF INCOME</b>					
Flat	1 bedroom	313	14	34	361 (27%)
	2+ bedrooms	158	29	54	241 (18%)
House	2 bedrooms	232	43	80	354 (26%)
	3 bedrooms	191	51	52	294 (22%)
	4 bedrooms	36	16	9	61 (5%)
	5+ bedrooms	23	10	5	38 (3%)
<b>TOTAL</b>		<b>951</b>	<b>163</b>	<b>235</b>	<b>1,349 (100%)</b>

## Low Cost Home Ownership

<sup>7.22</sup> In addition to affordable housing for rent, a range of Low Cost Home Ownership (LCHO) products have also been developed to assist households into homeownership. Figure 123 sets out the weekly costs associated with shared ownership properties of different sizes, taking account of the differential full market prices. This illustration is based on a shared ownership model similar to those currently promoted across the country:

- » 40% equity share purchased by the occupier;
- » 5% of the equity purchased is available as a deposit;
- » Mortgage costs based on a 25-year repayment mortgage at 6.0% interest;
- » Rent based on 2.75% of the retained equity paid each year; and
- » Service charge of £10 per week.

<sup>7.23</sup> It should be remembered that while it is possible to obtain a mortgage at interest rates of below 6% now, this is likely to rise over the next 25 years and also the mortgage rates for shared ownership properties are higher than those for outright ownership. The 6% figure is therefore an estimated figure based upon a rate which is higher than current mortgage rates. Clearly alternative assumptions around mortgage rates over a 25 year period would provide different assessments of affordability. Shared Ownership mortgage products requiring a minimum 5% deposit are available from a range of High Street lenders at the time of writing.

<sup>7.24</sup> Service charges payable obviously vary between properties depending on the specific services being provided, and the national average outside of London (Calculated in 2014 by the Competition and Markets Authority) is £850 per year (£16 per week). However, it should be noted that these charges are typically significantly lower for shared ownership arrangements, and a nominal £10 per week has been taken as a reasonable assumption, supported by listings of currently available properties.

<sup>7.25</sup> We would also note that house prices for each area are based on real sales which have been recorded by the Land Registry. The prices for Rother as a whole are based on data from Q2 2016 to Q1 2017 and utilise the results of 1,920 sales. However, for the sub-area we have used data from Q2 2008 to Q4 2016 which contains a total of 15,200 sales, with older prices being uplifted to current values based upon the overall change in Rother's house prices since 2008. The smallest amount of data for any area is for Rye with 795 sales. The Land Registry do not record sale prices by bedroom numbers, only by property type, therefore the figures are modelled based upon the range of property types sold in each area.

<sup>7.26</sup> Based on this model, it is evident that the weekly costs are generally higher than the equivalent median private rent and the maximum LHA. But there are exceptions where this is not the case.

**Figure 123: Shared ownership costs by sub area (Note: Mortgage costs based on a 25-year repayment mortgage at 6.0% interest. Rent based on 2.75% of the retained equity annually. Service charge assumed to be £10 per week)**

Battle Urban	Property Value	40% Equity Share	5% Deposit	Weekly Costs					
				Mortgage	Rent	Service Charge	TOTAL	Median Private Rent	Maximum LHA
1 bedroom	£129,070.70	£51,628.28	£2,581.41	£73.58	£40.84	£10.00	£124.42	£123.72	£92.05
2 bedrooms	£182,496.20	£72,998.48	£3,649.92	£104.04	£57.75	£10.00	£171.79	£162.46	£120.29
3 bedrooms	£257,683.50	£103,073.40	£5,153.67	£146.90	£81.54	£10.00	£238.44	£214.94	£159.95
4+ bedrooms	£428,054.80	£171,221.92	£8,561.10	£244.03	£135.45	£10.00	£389.48	£312.42	£195.62
Battle Rural	Property Value	40% Equity Share	5% Deposit	Weekly Costs					
				Mortgage	Rent	Service Charge	TOTAL	Median Private Rent	Maximum LHA
1 bedroom	£114,995.00	£45,998.00	£2,299.90	£65.56	£36.39	£10.00	£111.95	£162.83	£92.05
2 bedrooms	£240,196.10	£96,078.44	£4,803.92	£136.93	£76.01	£10.00	£222.94	£213.82	£120.29
3 bedrooms	£261,960.00	£104,784.00	£5,239.20	£149.34	£82.89	£10.00	£242.24	£282.90	£159.95
4+ bedrooms	£455,327.10	£182,130.84	£9,106.54	£259.58	£144.08	£10.00	£413.66	£411.20	£195.62

Bexhill	Property Value	40% Equity Share	5% Deposit	Weekly Costs					
				Mortgage	Rent	Service Charge	TOTAL	Median Private Rent	Maximum LHA
1 bedroom	£113,037.40	£45,214.96	£2,260.75	£64.44	£35.77	£10.00	£110.21	£108.00	£92.05
2 bedrooms	£159,303.50	£63,721.40	£3,186.07	£90.82	£50.41	£10.00	£151.23	£141.81	£120.29
3 bedrooms	£197,947.90	£79,179.16	£3,958.96	£112.85	£62.64	£10.00	£185.49	£187.63	£159.95
4+ bedrooms	£287,016.70	£114,806.68	£5,740.33	£163.63	£90.82	£10.00	£264.45	£272.72	£195.62
Rye	Property Value	40% Equity Share	5% Deposit	Weekly Costs					
				Mortgage	Rent	Service Charge	TOTAL	Median Private Rent	Maximum LHA
1 bedroom	£105,000.00	£42,000.00	£2,100.00	£59.86	£33.23	£10.00	£103.09	£114.28	£92.05
2 bedrooms	£168,570.80	£67,428.32	£3,371.42	£96.10	£53.34	£10.00	£159.44	£150.06	£120.29
3 bedrooms	£235,713.30	£94,285.32	£4,714.27	£134.38	£74.59	£10.00	£218.97	£198.54	£159.95
4+ bedrooms	£371,210.60	£148,484.24	£7,424.21	£211.62	£117.47	£10.00	£339.09	£288.58	£195.62

Rye Rural	Property Value	40% Equity Share	5% Deposit	Weekly Costs					
				Mortgage	Rent	Service Charge	TOTAL	Median Private Rent	Maximum LHA
1 bedroom	£125,224.00	£50,089.60	£2,504.48	£71.39	£39.63	£10.00	£121.01	£140.01	£92.05
2 bedrooms	£206,522.30	£82,608.92	£4,130.45	£117.74	£65.35	£10.00	£193.09	£183.85	£120.29
3 bedrooms	£270,000.00	£108,000.00	£5,400.00	£153.92	£85.44	£10.00	£249.36	£243.24	£159.95
4+ bedrooms	£392,178.60	£156,871.44	£7,843.57	£223.58	£124.10	£10.00	£357.68	£353.55	£195.62
Ticehurst Rural	Property Value	40% Equity Share	5% Deposit	Weekly Costs					
				Mortgage	Rent	Service Charge	TOTAL	Median Private Rent	Maximum LHA
1 bedroom	£147,478.50	£58,991.40	£2,949.57	£84.08	£46.67	£10.00	£140.74	£152.60	£135.36
2 bedrooms	£225,101.60	£90,040.64	£4,502.03	£128.33	£71.23	£10.00	£209.56	£200.39	£176.56
3 bedrooms	£265,330.20	£106,132.08	£5,306.60	£151.26	£83.96	£10.00	£245.22	£265.13	£223.19
4+ bedrooms	£461,846.20	£184,738.48	£9,236.92	£263.29	£146.15	£10.00	£419.44	£385.36	£336.82

<sup>7.27</sup> Figure 124 shows the sensitivity of weekly costs to the equity share purchased and presents this relative to the equivalent local rents. It would appear that the model currently promoted (based on 40% equity share) may not be appropriate for the area, given that equity shares at this level tend to yield weekly costs that are higher than private rent. However, there is considerable variation across the sub-areas.

<sup>7.28</sup> There may also be a role for LCHO products at higher equity shares targeted at households able to afford private rent but unable to afford home ownership. Many households who can afford to rent, but cannot purchase a property may wish to access LCHO properties. This would help “*widen opportunities for home ownership*” (NPPF paragraph 50).

**Figure 124: Total weekly costs for shared ownership based on different equity shares (Note: Mortgage costs based on a 25-year repayment mortgage at 6.0% interest. Rent based on 2.75% of the retained equity annually. Service charge assumed to be £10 per week. Cells highlighted in brown are above the LHA rate but below median private rent, cells in red are above the equivalent median private rent. Green cells are lower than the equivalent maximum LHA)**

Battle	Property Value	Equity Share					
		25%	30%	35%	40%	45%	50%
Weekly Cost							
1 bedroom	129,071	107.04	112.84	118.63	124.42	130.22	136.01
2 bedrooms	182,496	147.21	155.40	163.60	171.79	179.98	188.17
3 bedrooms	257,684	203.74	215.31	226.88	238.44	250.01	261.58
4+ bedrooms	428,055	331.83	351.05	370.27	389.48	408.70	427.91

Battle Rural	Property Value	Equity Share					
		25%	30%	35%	40%	45%	50%
Weekly Cost							
1 bedroom	114,995	96.46	101.62	106.78	111.95	117.11	122.27
2 bedrooms	240,196	190.59	201.38	212.16	222.94	233.72	244.51
3 bedrooms	261,960	206.96	218.72	230.48	242.24	253.99	265.75
4+ bedrooms	455,327	352.34	372.78	393.22	413.66	434.10	454.54

Bexhill	Property Value	Equity Share					
		25%	30%	35%	40%	45%	50%
Weekly Cost							
1 bedroom	113,037	94.99	100.06	105.14	110.21	115.29	120.36
2 bedrooms	159,304	129.77	136.92	144.08	151.23	158.38	165.53
3 bedrooms	197,948	158.83	167.71	176.60	185.49	194.37	203.26
4+ bedrooms	287,017	225.79	238.68	251.56	264.45	277.33	290.22

Rye	Property Value	Equity Share					
		25%	30%	35%	40%	45%	50%
Weekly Cost							
1 bedroom	105,000	88.94	93.66	98.37	103.09	107.80	112.51
2 bedrooms	168,571	136.74	144.31	151.88	159.44	167.01	174.58
3 bedrooms	235,713	187.22	197.80	208.39	218.97	229.55	240.13
4+ bedrooms	371,211	289.10	305.76	322.42	339.09	355.75	372.42

Rye Rural Weekly Cost	Property Value	Equity Share					
		25%	30%	35%	40%	45%	50%
1 bedroom	125,224	104.15	109.77	115.39	121.01	126.64	132.26
2 bedrooms	206,522	165.27	174.55	183.82	193.09	202.36	211.63
3 bedrooms	270,000	213.00	225.12	237.24	249.36	261.48	273.60
4+ bedrooms	392,179	304.86	322.47	340.07	357.68	375.28	392.89

Ticehurst Weekly Cost	Property Value	Equity Share					
		25%	30%	35%	40%	45%	50%
1 bedroom	147,479	120.88	127.50	134.12	140.74	147.36	153.99
2 bedrooms	225,102	179.24	189.35	199.45	209.56	219.66	229.77
3 bedrooms	265,330	209.49	221.40	233.31	245.22	257.13	269.05
4+ bedrooms	461,846	357.24	377.97	398.71	419.44	440.17	460.91

## Starter Home Initiative

- <sup>7.29</sup> The NPPF identifies that local authorities should seek to “widen opportunities for home ownership” (paragraph 50). Given this context, the Housing and Planning Act 2016 makes provision to promote the provision of Starter Homes in England. The Act includes clauses stating that local authorities will have a general duty to promote the supply of Starter Homes through planning.
- <sup>7.30</sup> The Act defines a Starter Home as a new dwelling, only available for purchase by qualifying first-time buyers, which is to be sold at a discount of at least 20% of the market value and for less than the price cap (of £250,000 outside Greater London) and is subject to restrictions on sale or letting. The Housing White Paper “*Fixing our broken housing market*” (published by the Government in February 2017) identified a potential change in the definition of affordable housing to include Starter Homes and also further proposed to restrict purchases from cash buyers and limit purchasers to non-owners aged 23-40 years with household incomes of less than £80,000 per annum.
- <sup>7.31</sup> Figure 125 sets out the weekly costs based on the same property values considered when analysing low cost home ownership housing options. The calculation has been undertaken on the basis of a 10% deposit (assumption based on the prevalence of high street lenders with a 90% maximum loan to value for first time buyer products) and a 6% mortgage rate (see paragraph 7.23) to reflect typical requirements for households who would not qualify for the Help to buy scheme. Again, alternative assumptions around mortgage rates or deposits would result in different levels of housing costs facing purchasers.

Figure 125: Starter Home Initiative (Note: Mortgage costs based on a 25-year repayment mortgage at 6.0% interest)

Sub Area	Property Value	80% Equity Share	10% Deposit	Weekly Mortgage
<b>BATTLE URBAN</b>				
1 bedroom	£129,071	£103,257	£10,326	£139.42
2 bedrooms	£182,496	£145,997	£14,600	£197.13
3 bedrooms	£257,684	£206,147	£20,615	£278.34
4+ bedrooms	£428,055	£342,444	£34,244	£462.37
<b>BATTLE RURAL</b>				
1 bedroom	£114,995	£91,996	£9,200	£124.21
2 bedrooms	£240,196	£192,157	£19,216	£259.45
3 bedrooms	£261,960	£209,568	£20,957	£282.96
4+ bedrooms	£455,327	£364,262	£36,426	£491.83
<b>BEXHILL</b>				
1 bedroom	£113,037	£90,430	£9,043	£122.10
2 bedrooms	£159,304	£127,443	£12,744	£172.08
3 bedrooms	£197,948	£158,358	£15,836	£213.82
4+ bedrooms	£287,017	£229,613	£22,961	£310.03
<b>RYE URBAN</b>				
1 bedroom	£105,000	£84,000	£8,400	£113.42
2 bedrooms	£168,571	£134,857	£13,486	£182.09
3 bedrooms	£235,713	£188,571	£18,857	£254.61
4+ bedrooms	£371,211	£296,968	£29,697	£400.97
<b>RYE RURAL</b>				
1 bedroom	£125,224	£100,179	£10,018	£135.26
2 bedrooms	£206,522	£165,218	£16,522	£223.08
3 bedrooms	£270,000	£216,000	£21,600	£291.65
4+ bedrooms	£392,179	£313,743	£31,374	£423.62
<b>TICEHURST RURAL</b>				
1 bedroom	£147,479	£117,983	£11,798	£159.30
2 bedrooms	£225,102	£180,081	£18,008	£243.15
3 bedrooms	£265,330	£212,264	£21,226	£286.60
4+ bedrooms	£461,846	£369,477	£36,948	£498.87

<sup>7.32</sup> It is evident that the weekly costs associated with Starter Homes are notably higher than low cost home ownership and also much higher than median private sector rents, and therefore they are also unlikely to be affordable to those households identified as being unable to afford to purchase market housing.

## Summary of Housing Costs

<sup>7.33</sup> Figure 126 summarises the weekly costs for the range of different housing options discussed above for each property size.

Figure 126: Comparison of weekly housing costs by property size for Rother sub areas

Battle Urban	Starter Home Initiative (80% equity)	Shared ownership (40% equity)	Median Private Rent	Maximum Local Housing allowance	Affordable Rent (80% Median)
1 bedroom	£139.42	£124.42	£123.72	£92.05	£98.97
2 bedrooms	£197.13	£171.79	£162.46	£120.29	£129.97
3 bedrooms	£278.34	£238.44	£214.94	£159.95	£171.96
4+ bedrooms	£462.37	£389.48	£312.42	£195.62	£249.94

Battle Rural	Starter Home Initiative (80% equity)	Shared ownership (40% equity)	Median Private Rent	Maximum Local Housing allowance	Affordable Rent (80% Median)
1 bedroom	£124.21	£111.95	£162.83	£92.05	£130.27
2 bedrooms	£259.45	£222.94	£213.82	£120.29	£171.06
3 bedrooms	£282.96	£242.24	£282.90	£159.95	£226.32
4+ bedrooms	£491.83	£413.66	£411.20	£195.62	£328.96

Bexhill	Starter Home Initiative (80% equity)	Shared ownership (40% equity)	Median Private Rent	Maximum Local Housing allowance	Affordable Rent (80% Median)
1 bedroom	£122.10	£110.21	£108.00	£92.05	£86.40
2 bedrooms	£172.08	£151.23	£141.81	£120.29	£113.45
3 bedrooms	£213.82	£185.49	£187.63	£159.95	£150.10
4+ bedrooms	£310.03	£264.45	£272.72	£195.62	£218.17

Rye Urban	Starter Home Initiative (80% equity)	Shared ownership (40% equity)	Median Private Rent	Maximum Local Housing allowance	Affordable Rent (80% Median)
1 bedroom	£113.42	£103.09	£114.28	£92.05	£91.42
2 bedrooms	£182.09	£159.44	£150.06	£120.29	£120.05
3 bedrooms	£254.61	£218.97	£198.54	£159.95	£158.83
4+ bedrooms	£400.97	£339.09	£288.58	£195.62	£230.86

Rye Rural	Starter Home Initiative (80% equity)	Shared ownership (40% equity)	Median Private Rent	Maximum Local Housing allowance	Affordable Rent (80% Median)
1 bedroom	£135.26	£121.01	£140.01	£92.05	£112.00
2 bedrooms	£223.08	£193.09	£183.85	£120.29	£147.08
3 bedrooms	£291.65	£249.36	£243.24	£159.95	£194.59
4+ bedrooms	£423.62	£357.68	£353.55	£195.62	£282.84

Ticehurst Rural	Starter Home Initiative (80% equity)	Shared ownership (40% equity)	Median Private Rent	Maximum Local Housing allowance	Affordable Rent (80% Median)
1 bedroom	£159.30	£140.74	£152.60	£135.36	£122.08
2 bedrooms	£243.15	£209.56	£200.39	£176.56	£160.31
3 bedrooms	£286.60	£245.22	£265.13	£223.19	£212.10
4+ bedrooms	£498.87	£419.44	£385.36	£336.82	£308.29

## The Private Rented Sector

- 7.34 The English Housing Survey (EHS) 2015-16<sup>16</sup> identified that 20% (4.5 million) of households were renting from a private landlord, much higher than the rate of 12% a decade earlier in 2005-06. The EHS also shows that households aged 25-34 were more likely to be renting privately (46%) than buying a home, up from 24% in 2005-06. Owner occupation in this age group dropped from 56% to 38% over the same 10 year period.
- 7.35 Growth in the Sector seems likely to continue, driven by a combination of demand and supply factors:
- » Increasing demand from more households;
  - » Recent reductions in incomes (in real terms);
  - » Affordability of owner occupation reducing;
  - » Changing Bank lending practices: the number of Buy-to-Let (BTL) mortgages granted in 2014 (c.30,000 monthly average) is higher than those granted to First-time Buyers (c.25,000); and
  - » Pensions reform: pension drawdowns invested in BTL property.
- 7.36 The growth of the Sector has been acknowledged as both a growing and long term option for meeting the nation’s housing need. CLG (with the Intermediary Mortgage Lenders Association forecast) that the private rented sector will increase in size to 35% nationally by 2032<sup>17</sup>. On this basis, the number of households renting privately could double again over the next twenty years.
- 7.37 Given this context, PPG recognises the importance of understanding the likely future role of the private rented sector:

### ***The private rented sector***

*Tenure data from the Office of National Statistics can be used to understand the future need for private rented sector housing. However, this will be based on past trends. Market signals in the demand for private rented sector housing could be indicated from a change in rents.*

**Planning Practice Guidance (March 2014), ID 2a-021**

- 7.38 Policy by both Government and Local Authorities is focused on improving Management and Maintenance in the sector (via licensing or self-regulation schemes) and expanding supply<sup>18</sup> (including the Build to Rent investment scheme<sup>19</sup>). The Government published “*Improving the Private Rented Sector and Tackling Bad Practice: A guide for local authorities*” in March 2015<sup>20</sup>, and the Foreword by the Minister stated:

*“The private rented sector is an important and growing part of our housing market, housing 4.4 million households in England. The quality of housing in the sector has improved dramatically over the last decade. It is now the second largest tenure and this growth is forecast to continue growing.*”

<sup>16</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/595785/2015-16\\_EHS\\_Headline\\_Report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/595785/2015-16_EHS_Headline_Report.pdf)

<sup>17</sup> <http://news.rla.org.uk/rpi-rent-revolution/>

<sup>18</sup> <https://www.gov.uk/government/publications/private-rented-homes-review-of-the-barriers-to-institutional-investment>

<sup>19</sup> <https://www.gov.uk/government/publications/build-to-rent-round-2-initial-due-diligence>

<sup>20</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/412921/Improving\\_private\\_rented\\_sector.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/412921/Improving_private_rented_sector.pdf)

*I am proud of this growth as it shows increasing choice, improving standards whilst helping to keep rents affordable. The Government supports a bigger and better private rented sector and wants to see this growth continue.”*

<sup>7.39</sup> The policy to support low-income households in the private rented sector with housing benefit is long-standing and housing benefit is explicitly factored into the long-term forecasts for public spending. However, there have been a number of legislative changes affecting the calculation and payment of housing benefit in the private rented sector, and these are set out below:

**Figure 127: Summary of legislative changes affecting private tenants’ LHA (Source: HM Treasury, DWP)**

Effective from	Change
April 2011	Introduction of absolute caps on the maximum rates that can be paid for each size of property
	Ending of the 5 bedroom rate – LHA restricted to 4 bedroom rate
	Stopping claimants being able to keep up to a £15 ‘excess’ above their actual rent if it is below the LHA
	Increasing deductions for non-dependants living with HB claimants
	Increasing the Government’s contribution to Discretionary Housing Payments
	Amending size criteria to allow an extra bedroom for disabled claimants with a non-resident carer
October 2011	Setting maximum LHA at the 30th percentile of local rents instead of the median
January 2012	Increasing age qualification for Shared Accommodation Rate from 25 to 35 years old
April 2013	Increasing LHA rates over time by the Consumer Price Index instead of referencing market rents – increase by 1% from April 2014 except in high rent areas
	Reducing LHA by 10% for those claiming JSA for over a year – not implemented
	Council Tax Benefit replaced by localised Council Tax Reduction schemes
	Parts of the Social Fund abolished, including Community Care grants and Crisis Loans
	Universal Credit implementation begins (with a pathfinder) to complete by 2017
	Spare room subsidy (‘bedroom tax’) introduced
June 2013	End of DLA, PIP begins for new claims
July 2013	Benefit cap implementation
	Universal Credit pathfinder expands
October 2013	Temporary Accommodation to have housing costs met in line with Local Housing Allowance rates
	Reassessment of existing Disability Living Allowance migration to Personal Independence Payment begins
	Universal Credit roll-out begins
	Incapacity benefit abolished; all claimants move to Employment Support Allowance (ESA) by late 2017
	Expansion of PIP/DLA reassessment for existing claimants
April 2014	Removal of access to Housing Benefit for EEA Jobseekers
	LHA uprating limited to 1 per cent
	Help to work scheme introduced for those unemployed 2 years +
April 2016	State Pensions Age increases begin
	Four year freeze to certain working age benefits (pensioner benefits, DLA, PIP not frozen)
	Four-year freeze to local housing allowance rates
	Lowering the benefit cap to £23,000 in London and £20,000 elsewhere
	Universal credit claims will be limited to two children from April 2017 (with some exceptions)
	Removing entitlement to housing support for those aged 21 or under (with some exemptions)

7.40 It is therefore important for local authorities to consider the role of the private rented sector at a local level and recognise the way in which private rented housing will continue to provide housing options for households unable to afford their housing costs in future. This can be monitored through Council held data on the growth of registered HMOs, the uptake of housing benefit in the private rented sector and also environmental health departments typically hold data on complaints relating to the private rented sector.

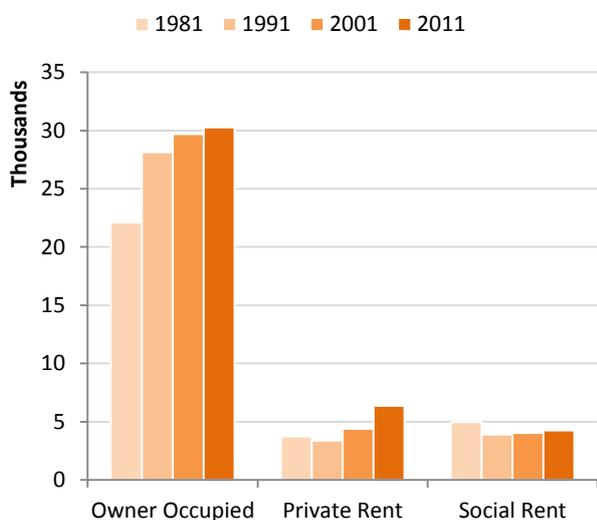
### Private Rented Sector in Rother

7.41 Considering the trends of tenure mix for Rother, it is evident that there have been some significant changes in the balance between owner occupiers and tenants renting their home.

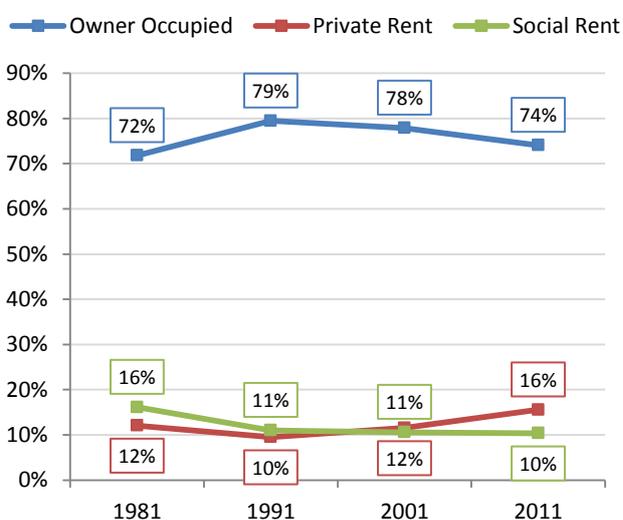
- » **From 1981-1991:** the number of owner occupiers climbed (increasing from 22K to 28K households, a gain of six thousand). This was partly as a consequence of the Right to Buy, which led to a decline in the number of social tenants (reducing from 5K to 4K households, a loss of 1K); there was also a reduction in the number of private tenants (from around 4K to 3K).
- » **From 1991-2001:** the number of owner occupiers continued to climb albeit at a slower pace (increasing from 28K to 30K households, a gain of two thousand). The number of social tenants remained constant (at 4K households); whereas the number of private tenants increased from 3K to 4K (a gain of 1K households).
- » **From 2001-2011:** the number of owner occupiers remained constant (at around 30K households). The number of social tenants also remained constant (at around 4K households). Whilst the number of private tenants increased (from 4K to 6K households, a gain of two thousand).

7.42 It is evident that the overall balance between owners and renters is similar in 2011 to the position in 1981, with 72% owning in 1981 and 74% owning in 2011. However, the balance between social rent and private rent has changed significantly: with just over two-fifths (43%) of tenants rented privately in 1981 (43% out of 28%) whereas three-fifths rented privately in 2011 (60% out of 26%).

**Figure 128: Number of Households by Tenure 1981-2011**  
(Source: UK Census of Population)



**Figure 129: Percentage of Households by Tenure 1981-2011**  
(Source: UK Census of Population)



**Figure 130: Households by Tenure 1981-2011 (Source: UK Census of Population)**

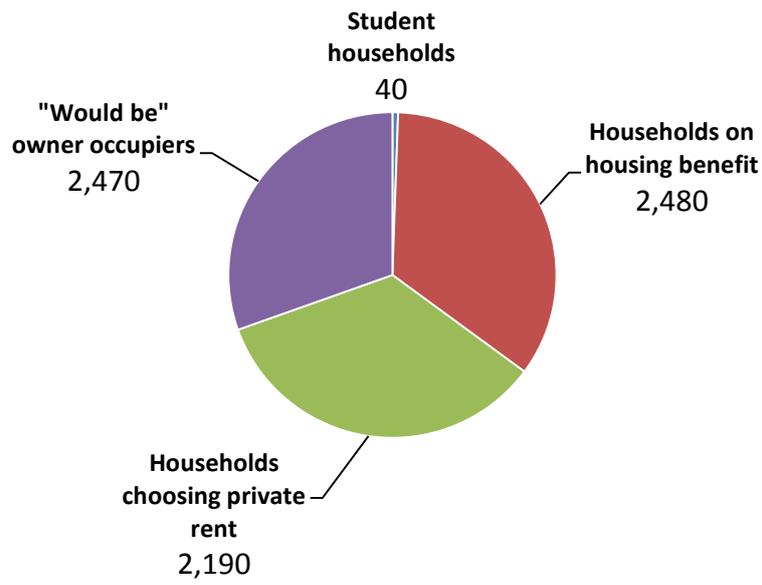
Tenure	Total Households			
	1981	1991	2001	2011
Owner occupied	22,100	28,100	29,700	30,300
Private rent	3,700	3,400	4,400	6,400
Social rent	5,000	3,900	4,000	4,200
<b>TOTAL</b>	<b>30,800</b>	<b>35,400</b>	<b>38,100</b>	<b>40,900</b>
Owner occupied	71.8%	79.5%	77.9%	74.1%
Private rent	12.1%	9.5%	11.5%	15.5%
Social rent	16.1%	11.0%	10.6%	10.4%

<sup>7.43</sup> Based on the range of information available from the 2001 and 2011 Censuses and DWP for housing benefit claimants about tenants currently renting privately in Rother, it is helpful to consider the mix of different types of household living in the area:

- » 40 properties are rented by households that are students, although this is only 0.3% of the sector;
- » 2,480 properties are rented by households in receipt of housing benefit, a third of the sector;
- » A further 4,660 households are renting privately; however if the proportion of owner occupiers had not changed between 2001 and 2011, 2,470 of these households would have owned their home (rounded figures). This represents over half (52%) of all households renting privately; and
- » The remaining 2,190 households, from the 4,660 renting privately and paying their own housing costs, are therefore renting privately through choice, due to their current personal, family, employment or other circumstances.

<sup>7.44</sup> It is important to recognise that the 2,470 households identified as “would be” owner occupiers are not included within the need for affordable housing, as they are able to rent market housing without financial support through housing benefit even if they cannot afford to buy. It should also be recognised that a certain proportion of these households may prefer renting due to personal circumstances and would remain renters regardless of the options for ownership available to them. However, as previously noted, the NPPF seeks to “*widen opportunities for home ownership*” (paragraph 50) and national schemes such as Help-to-Buy and the Starter Home Initiative aim to help people onto the housing ladder.

Figure 131: Mix of household types living in the private rented sector (Source: UK Census of Population 2011 and DWP)



## **Chapter 7 Summary – Affordable Housing Needs**

### ***Affordable Housing Needs***

- » National policy contained in the NPPF requires that planning authorities identify the affordable housing needs of their area as a component of their overall objectively assessed needs.
- » Rother has an adopted local plan which identifies a net need for up to 1,647 affordable homes over the period 2011-2028.
- » The ORS Housing Mix Model assumes that the housing mix needed by households of each household type and age will reflect current patterns of occupation by similar households.

### ***Housing Mix: Size and Tenure***

- » Under current definitions of affordable housing need and current guidance, there is a need for a range of affordable properties across Rother, with around 27% of the need being for 1 bed properties, 44% of the need for 2 bedrooms, 22% for 3 bedrooms and 7% for 4 bedrooms or more as identified by the ORS Model.
- » The predominant need for affordable housing is for households who would be unable to meet their own housing costs at Target Social Rent. However, there are also some households able to afford to cover their own rents on affordable properties and they would be suitable for intermediate housing schemes.

### ***Low Cost Home Ownership***

- » Many households are able to afford to cover their current housing costs in the private rented sector. However, these households may prefer to occupy shared ownership properties even though they are excluded from the current definition of affordable housing need because they are able to afford market housing. Therefore, the provision of more intermediate housing would enable these households to enter into home ownership.

### ***The Private Rented Sector***

- » The private rented sector in Rother has been growing in importance. Between 2001 and 2011 there was very little change in the number of households who own their own home (an increase of approximately 600 households), or who rented from a social provider (an increase of approximately 200 households). However, the number of private renters grew by 2,000 households.
- » The current owner occupation rate in Rother is very close to its level in 1981, but around 60% of renters now do so in the private sector, up from 43% in 1981.

### ***Starter Homes***

- » The Housing and Planning Act 2016 and Housing White Paper 2017 both see a role for Starter Homes and other affordable home ownership products in the provision of affordable housing. However, the current definition of affordable housing will require amending by Government to accommodate a wider range of affordable home ownership products.
- » The predominant demand for affordable home ownership properties is likely to come from households who can afford private rents, but not owner occupation.

# 8. Conclusions

## Summary of findings and policy implications

### Introduction

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

- » Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 (RRO)
- » Part 2 of the Housing Act 2004
- » Part 1 Section 3 of the Housing Act 2004
- » Part 4 of the Housing Act 2004
- » The Housing and Planning Act 2016

## Summary of Findings

- 8.2 The following draws together the summary of findings at the end of each chapter of the survey report and gives a comprehensive overview of private sector dwellings in the study area.

### Chapter 2 Summary – Household Survey

#### **Profile**

- » The number of household representative persons aged over 65 has increased since the last census (from 40.9% to 45%), and the number of those aged between 39 and 45 has fallen (22.3% to 16.8%).
- » 61% of dwellings use one or two rooms only as bedrooms, despite only 42% having two or fewer bedrooms in an estate agents judgement.

#### **Overcrowding**

- » The household survey identified a total of 4.1% of households who are overcrowded in Rother. The 2011 Census identified a total of 2.3% of households who were overcrowded.
- » Overcrowding is higher for younger households on lower income, particularly social renters.

#### **Under-Occupation**

- » 74% of dwellings in Rother are under-occupied. This includes 90% of those homes that are owned outright.

#### **Household Information**

- » 44.6% of residents have lived in their current property for 10 years or more, and over three fifths have been there for more than 5 years.
- » 74% of households are composed of two or fewer persons, whereas only 4% comprise five or more.

#### **Household Income**

- » 3 in 10 households have a gross income in excess of £40,000 per year. Almost a quarter gross less than £15,000.
- » 45.4% of renters receive local housing allowance or housing benefit to help with housing costs.

#### **Moving Households**

- » 15% of households have expressed an interest in moving within the next three years.
- » Half of these are considering moving to another property in the same town or village, and a further 21% are intending to stay in Rother.
- » 15% of those considering moving are interested in self or custom build options.

**Household Formation**

- » 4% of existing households expect at least one member to seek to form their own household in the next three years.
- » Almost half of these newly forming households plan to live outside of Rother.
- » 61.8% of newly forming households would stay in Rother if there was a suitable and affordable property available.
- » The majority are single persons, and the majority of new households expect to become renters.

**Households with Specific Needs**

- » 17.5% of households have at least one member with limited or restricted mobility. A further 3.7% have a member with another health issue that affects their housing needs.
- » 94.3% of those who indicated a health limitation feel that their home is suitable or could be adapted for their needs.
- » 82.4% of those with health limitations would prefer care in the home provided by family, friends or professionals in the event of their health deteriorating.
- » Of those indicating a preference for supported accommodation, Extra Care for the Elderly was the most popular choice by a wide margin.

**Chapter 3 Summary – Study Area Characteristics****Vacant dwellings**

- » There are approximately 980 vacant dwellings in the study area, which is around 2.5% of the total dwelling stock. 720 of these (1.8% of the overall stock) are long-term vacant.

**Tenure**

- » The SHRP data shows that, of the dwellings that are in scope for comparison (i.e. private sector dwellings only), 81% of dwellings are owner occupied and 19% are privately rented. This proportion of owner occupiers is similar to household data from Census (83%) but more than the proportion of owner occupiers in England as a whole (76%).

**Houses in Multiple Occupation**

- » In the private sector of the study area, there are around 160 HMOs that are S257 Non-Compliant, containing a total of 470 dwelling spaces; and a further 90 other HMOs.

**Property Age**

- » 30% of dwellings in the area were constructed before 1919 which is higher than England as a whole (23%). Only 17% of dwellings are dated Post 1981 which is somewhat lower than the figure for England (24%)
- » More than two fifths of privately rented dwellings (44%) were built Pre 1919, compared to around a quarter (27%) of owner occupied stock.

**Property Type**

Compared to England as a whole, the study area has proportionally more flats and detached properties, and also considerably more bungalows. There is a smaller proportion of other types of house (terraced, semi-detached, detached) than the rest of England.

**Property Size**

- » The study area has a higher proportion of very large dwellings compared to England as a whole. Owner occupied dwellings are likely to have more living space than privately rented dwellings and this is consistent with the tenure breakdown of dwelling type (with detached and bungalows being more prevalent in the owner occupied sector).

#### ***Property Construction***

- » 57% of dwellings in the study area have cavity walls, while 27% have solid walls (the remaining 16% are a mixture of purpose built flats and other build types).
- » While solid walled dwellings are more prevalent in the private rented sector (reflecting the strong association in the study area between this tenure and older properties), there is a mixture of build types in both the main tenure groups.

#### ***Condition of Dwellings***

- » Overall, household electrics show the highest current need (4.8%) for replacement or major repair, with kitchens, bathrooms and boilers (8.1%, 6.1% and 11.2% respectively) the most commonly in need of replacement in the next five years.

#### ***Tenure Length***

- » While 51% of owner occupiers have lived in their home for ten years or more, only 13% of private renters have lived in their home for this period of time.
- » Overall, the proportion of households that have been resident for less than two years is 17%, although this rises to 36% if looking only at the private rented sector.

#### ***Overcrowding***

- » Overall, 2.3% of dwellings in Rother are overcrowded based on the bedroom standard according to the 2011 census (half of the overall rate for England of 4.6%). However this number was 4.2% in the private rented sector and 7.2% in the social sector.

#### ***Economic Activity***

- » 45.9% of residents are economically active compared with 64% for England. This reflects the high proportion of retired people in the area.

### **Chapter 4 Summary – Statutory Minimum Standards**

#### ***Category 1 Hazards by Number and Type***

- » The overall proportion of private sector dwellings with a Category 1 hazard in the study area is 18.5%, which equates to around 7,210 dwellings.
- » 891 dwellings (2.6%) have two Category 1 hazards and around 136 dwellings (1%) have three or more Category 1 hazards identified.
- » The most prominent Category 1 hazards are excess cold and falls on level surfaces (8.1% and 6.7% respectively).

#### ***Category 1 Hazard by Location***

- » The incidence of Category 1 hazards in Ticehurst Rural (31.8%) is the highest in the study area. Also above the overall average are Rye Rural (25.7%) and Battle Rural (21.5%).

#### ***Category 1 Hazard by Tenure***

- » Private rented stock has a higher rate of Category 1 hazards (23.8%) than owner occupation (17.3%).
- » Excess cold is the most common reason for failure for both tenure types, followed by falls on level surfaces.

#### ***Category 1 Hazard and Property Age***

- » Pre-1919 (31.4%) and 1919-1944 (22.7%) properties are more likely to have a Category 1 hazard than properties built more recently. In those constructed since 1990, the rate of failure is negligible.

#### ***Category 1 Hazard and Property Type***

- » Small terraced houses, semi-detached properties and converted flats have the highest incidence of Category 1 hazard (25.2%, 27.5% and 27.3% respectively). These properties are the most common in the private rented sector. Detached houses have the lowest incidence of Category 1 hazards (13.1%).

### **Chapter 5 Summary – Decent Homes Standard**

#### ***Decent Homes – Category 1 hazards***

- » Category 1 hazards affect around 7,210 private sector properties in the study area (18.5%).
- » The incidence of Category 1 hazards is higher in private rented dwellings (23.8%) relative to owner occupied dwellings (17.3%).

#### ***Decent Homes - Disrepair***

- » Dwelling disrepair affects around 1,890 properties in the study area which is approximately 4.8% of all private sector dwellings. This is similar to the national average of 4.9%.
- » The failure rate for disrepair is significantly higher for privately rented dwellings (7.5%) than for owner occupied dwellings (4.1%).

#### ***Decent Homes – Lacking Modern Facilities***

- » Overall, only 30 dwellings failed the Decent Homes Standard on lacking modern facilities. This corresponds to only two surveys, so should be seen as indicative.

#### ***Decent Homes - Thermal Comfort***

- » 6,420 dwellings in the study area have a thermal comfort failure equating to around 16.5% of the dwelling stock.
- » Privately rented dwellings have a higher rate of failure (25.7%) compared with owner occupied dwellings (14.3%).

**Decent Homes - Overall**

- » The Survey estimates that around 11,760 dwellings in the study area fail the Decent Homes Standard and this is approximately 30.2% of all private sector dwellings. 2,461 dwellings (7.3%) fail on two criteria and around 451 dwellings (1.3%) fail on three or more criteria.
- » Within the study area; the most common reason for failure is the presence of a Category 1 hazard.

**Decent Homes - location**

- » Ticehurst Rural has the highest rate of non-decency of the studied sub-areas (41.9%). Next highest were Rye and Bexhill (31.9% and 29.9% respectively) with similar levels to the study area average of 30.2%.

**Decent Homes - tenure**

- » Privately rented dwellings show higher rates of non-decency (41.0%) compared with those that are owner occupied (27.7%).

**Decent Homes – property age**

- » The highest levels of non-decency are found in properties built pre 1919 followed by those between 1919 and 1944. The lowest levels are found in properties built after 1990.

**Decent Homes – vulnerable households**

- » 3,695 vulnerable households are living in a non-decent home. This equates to 35.7% of the total number of vulnerable households. 20.5% of vulnerable households live in a dwelling containing a Category 1 hazard.

**Decent Homes – property type and costs to remedy**

- » The highest levels of non-decency are found in converted flats (53.1%), purpose built flats (47.0%) along with semi-detached houses (33.7%), while the lowest levels are found in detached houses (19.1%).

The estimated total cost to remedy non-decency in the private housing sector is £49.5 million, with an average cost per dwelling of £3,190.

**Chapter 6 Summary - Energy Performance****SAP rating**

- » Around two fifths of private sector dwellings (43.7%) are in SAP Band D (55-68). The average SAP rating for the study area is 59, compared with 60 nationally.
- » 29.6% of private sector dwellings in the study area fall in bands A-C. 9.8% are in the lowest bands, F and G.
- » The average rating in Battle Rural (54) is lower than in other parts of the District (all others are 57 or above), and the average rating for dwellings pre-dating 1919 (49) is also significantly lower than the overall average (59).

**Fuel type**

- » Around 27,780 dwellings use mains gas as their primary fuel type, which equates to approximately 71% of all dwellings.

**Heating Type**

- » 86% of dwellings have a central heating system. Most types of house (the exception being purpose built flats at 46.8%) all show relatively high rates of installed central heating. Flats show a higher incidence of storage heating systems than other properties.

**Loft Insulation**

- » While only a tiny proportion of dwellings (1.3%) have uninsulated lofts, only 17.9% have at least 250mm of insulation (the recommended depth is 270mm).

**PV Panels**

- » 1900 properties are estimated as having PV panels, with the overwhelming majority being in owner occupied homes. 900 properties are estimated as having solar water heating with the majority also being in owner occupied properties.

**Heating Costs**

- » Almost two fifths (39.9%) of households spend between £600 and £900 per year on fuel costs, and costs are typically higher for households living in older and larger properties.

**Fuel Poverty**

- » According to the 'Low Income, High Costs' definition, the occupiers of a dwelling are considered to be in fuel poverty if their required fuel costs are above the median level, and spending this amount would leave them with a residual income below the poverty line.
- » Based on this definition, 7.7% of households in the study area contain are in fuel poverty. Fuel poverty is most common in the private rented sector and in properties built before 1919.

**Chapter 7 Summary – Affordable Housing Needs****Affordable Housing Needs**

- » National policy contained in the NPPF requires that planning authorities identify the affordable housing needs of their area as a component of their overall objectively assessed needs.
- » Rother has an adopted local plan which identifies a net need for up to 1,647 affordable homes over the period 2011-2028.
- » The ORS Housing Mix Model assumes that the housing mix needed by households of each household type and age will reflect current patterns of occupation by similar households.

***Housing Mix: Size and Tenure***

- » Under current definitions of affordable housing need and current guidance, there is a need for a range of affordable properties across Rother, with around 27% of the need being for 1 bed properties, 44% of the need for 2 bedrooms, 22% over 3 bedrooms and 7% for 4 bedrooms or more as identified by the ORS Model.
- » The predominant need for affordable housing is for households who would be unable to meet their own housing costs at Target Social Rent. However, there are also some households able to afford to cover their own rents on affordable properties and they would be suitable for intermediate housing schemes.

***Low Cost Home Ownership***

- » Many households are able to afford to cover their current housing costs in the private rented sector. However, these households may prefer to occupy shared ownership properties even though they are excluded from the current definition of affordable housing need because they are able to afford market housing. Therefore, the provision of more intermediate housing would enable these households to enter into home ownership.

***The Private Rented Sector***

- » The private rented sector in Rother has been growing in importance. Between 2001 and 2011 there was very little change in the number of households who own their own home (an increase of approximately 600 households), or who rented from a social provider (an increase of approximately 200 households). However, the number of private renters grew by 2,000 households.
- » The current owner occupation rate in Rother is very close to its level in 1981, but around 60% of renters now do so in the private sector, up from 43% in 1981.

***Starter Homes***

- » The Housing and Planning Act 2016 and Housing White Paper 2017 both see a role for Starter Homes and other affordable home ownership products in the provision of affordable housing. However, the current definition of affordable housing will require amending by Government to accommodate a wider range of affordable home ownership products.
- » There predominant demand for affordable home ownership properties is likely to come from households who can afford private rents, but not owner occupation.

## Policy Focus

- 8.3 Based on the detailed findings of the survey report the following section of this chapter outlines key policy recommendations specific to the seven wards forming the study area.

### Demands in relation to the private rented sector

- 8.4 For the Council, the growth in the private rented sector indicates a continuing (and potentially increasing) demand upon resources. Generally, it is likely that most of the private rented sector is well-managed, albeit there are still areas to address in terms of routine maintenance, responding to problems, giving notice before entering, and the rent deposit scheme backed by Government.
- 8.5 The Survey identified a proportion of non-decent homes in the private rented sector in the study area. Whilst there has been a steady improvement in areas such as energy efficiency; the overall condition of the fabric of dwellings and the issues around amenity provision, fire risk and the operation of private rented dwellings by landlords still have issues to address.
- 8.6 Landlord yields are, arguably, currently constrained by relatively static values, with rents in Rother showing little sign of rapid rise (Source - VOA). Therefore, although finance availability for improvements is slowly becoming more available, landlords may perceive that this unserviceable from existing yields. This may combine to reduce the extent to which landlords are able to maintain or improve their dwellings. This may, in turn, lead to an increase in complaints from tenants and more enforcement action by the local authority. A growing sector may add to this demand.
- 8.7 Given this context, it is recommended that the Council continue to monitor the level of resource needed to engage effectively with the private rented sector in order to improve property condition and management. At the same time, the Council should consider the areas to address in the management of the Private Rented Sector around repairs.

### Fire risk

- 8.8 While Rother contains relatively few HMOs, Given that shared house HMOs have an enhanced fire risk compared to a typical dwelling, and given the low provision of fire safety in these dwellings, a policy to address fire safety in these dwellings is advisable.
- 8.9 The majority of key fire safety measures (mains smoke detectors, fire extinguishers, fire blankets, fire notices and to a lesser extent fire doors) are inexpensive items that landlords should be able to afford and thus it is not recommended that any form of financial assistance be offered in relation to the installation of these items. Provision of automatic fire alarms, emergency lighting and fire proof doors are obligatory in licensable HMOs and enforcement action should be implemented for non-compliant landlords unwilling to fit these measures to their properties.

## Private rented sector – control and licensing

- <sup>8.10</sup> Selective licensing allows a local authority to designate an area (either the whole District or a part thereof) in which single household privately rented dwellings would also be required to be licenced. The requirements for selective licensing are described under part 2 of the Housing Act 2004. The difference with selective licensing, as compared to additional licencing, is that it does not require approval from the national authority (subject to the scheme covering no more than 20% of the local authority area and affecting no more than 20% of privately rented homes within this area – an amendment which was made to the General Approval in April 2015).
- <sup>8.11</sup> Under the Housing Act 2004, local authorities had powers to introduce selective licensing of privately rented homes to address problems in their area, or any part of them, caused by low housing demand and/or significant anti-social behaviour. Since April 2015, however, this list has been extended so that a designation may now be made combat problems in an area experiencing poor property conditions, an influx of migration, a high level of deprivation or high levels of crime.
- <sup>8.12</sup> Where local authorities have used these criteria as a basis of attempting selective licencing the issue of evidence has been paramount (i.e. proving that privately rented accommodation is the cause of problems in the area). Attempts to implement such schemes will have typically gone to judicial review under pressure from landlords and have resulted in failure due to inadequate evidence or inadequate consultation with the public. Given the scale of the private rented sector in Rother there appears to be little case for the implementation of such a scheme.

## Private rented sector – landlord accreditation

- <sup>8.13</sup> An alternative currently not used by Rother as a means of improving the private rented sector is a landlord accreditation scheme. Accreditation schemes provide a channel of communication between local landlords and the council, which in turn can lead to an improvement in standards of management through the promotion of good practice.
- <sup>8.14</sup> Landlords can receive support and advice from the local authority so that they can provide good quality and well managed properties.

## Bringing empty properties back into use

- <sup>8.15</sup> There are an estimated 720 long term private sector vacant dwellings in the study area – that is dwellings that have been vacant for over six months. There are also many reasons why a property may be vacant long term (for example, probate cases can typically take more than six months to resolve).
- <sup>8.16</sup> In extreme cases, where owners will not bring a dwelling back into use or cannot be identified, the Council has the option to use an Empty Dwelling Management Order (EDMO), but this can be expensive and the property must have been vacant for 2 years. Typically those dwellings that have been taken over in this way are either sold on or are managed by an RP in order to bring them back into use.
- <sup>8.17</sup> Councils often rely on Council Tax records to identify long term vacant dwellings and these can be problematic. This is due to a wide range of reasons, but principally due to lack of accurate information and change of circumstances being put forward by property owners. Therefore, Rother could seek to improve the links between its Council Tax and housing teams to ensure consistent action is taken.
- <sup>8.18</sup> One scheme to note is the ‘No Use Empty’ scheme in Kent (an interest free loan scheme for owners), launched in 2005 (now also adopted in Bristol) which has now brought 1,500 properties back in to use. The first stage of this scheme was to visit all empties listed under Council Tax across the District to identify their true status, which discovered that more than 50% were not actually vacant. Initially, the scheme needed a £6m investment to set up the interest free loan scheme although the scheme is now self-sustaining at no additional cost to the tax-payer.
- <sup>8.19</sup> Rother also have the option to purchase empty homes from their owners and seek to bring them back in to use. This is a scheme which many Registered Providers are currently exploring across the country to seek to boost the scale of affordable housing in an area, but it is clearly expensive to buy and renovate properties.

## Vulnerable Occupiers in the Private sector

- 8.20 Disabled Facilities Grants (DFG) remain the only mandatory grants relating to private sector housing. They require a test of financial resources in a prescribed format unless the case involves children, and the maximum grant is £30,000. The eligible work is set out in sec 23 (1) of the Housing Grants Construction and Regeneration Act 1996, and eligible dwellings include mobile homes and houseboats. The DFG may be recoverable on the sale of the property and any specialised equipment which is provided by way of grant aid (e.g. stair lifts) can be recovered and reused at local authority expense. However, this is dependent upon the circumstances of the case.
- 8.21 The Better Care Fund (BCF) was announced in June 2013 to drive transformation of local services to ensure that people receive better and more integrated care and support. Disabled Facilities Grant funding has been included within the BCF to encourage local authorities to take a joined-up approach to improving outcomes across health, housing and social care. An increase in funding gives local authorities the opportunity to work differently and seek to offer other types of assistance.
- 8.22 Section 3 of the 2004 Housing Act requires local authorities to monitor the housing conditions in their district with a view to determining what action to take under the Act. In contemplating how best to do so, together with pressures on budgets and resources, the Council may wish to consider how to target any support it can give.
- 8.23 This may include a targeted approach based on tackling non-decency where such non-decency is caused by a Category 1 hazard. A further targeting could be applied via making support available to those on low incomes and/or those who are the most vulnerable (older occupiers and residents with a disability).
- 8.24 It is notable that while the level of non-decency in the owner occupied sector is lower than that in the private rented sector it still represents over 27.7% of all owner occupied dwellings, and loan schemes based on a charge against the property might also be a solution to funding dwelling repair and improvement work for owner occupiers.

## Energy Efficiency Improvements

- 8.25 Energy efficiency levels in the study area are below the national average, although this position is made up of dwellings with a variety of energy efficiencies.
- 8.26 Improving energy efficiency and reducing carbon emissions has been a key aim of governments for nearly two decades. One now historic scheme was Warm Front which offered a range of insulation measures to home-owners and some limited heating options. Warm Front was replaced by the Energy Company Obligation (ECO) in 2013 (part of the Government's 'Green Deal') and part of the ECO scheme is the Home Heating Cost Reduction Obligation (HHCRO) scheme, which provides grant-assisted cavity wall and loft insulation measures for people on certain benefits. However, only a small number of properties in the study area are likely to benefit from this scheme. ECO is a significant initiative with the potential to deliver considerable investment in energy efficiency. Key to these initiatives is an aim of no up-front costs where the cost of works will be recouped in instalments on customers' energy bills. The intention is that these instalments will be off-set by the reduced energy costs stemming from the energy efficiency measures.

## Tackling Fuel Poverty

- <sup>8.27</sup> Fuel Poverty is described in chapter 5 of the report. Where dwellings do not have mains gas a central heating system running on LPG or oil are the most cost effective options unless other fuels (such as wood) can be procured locally at well below market prices. Replacement of open fires with kitchen ranges that have back boilers or a solid fuel heating system that has a boiler and radiator component will reduce costs and/or more effectively heat the dwelling reducing the health risks associated with fuel poverty. There are additional options in more rural areas to install air source heat pumps, or where land space permits, ground source heat pumps. Solar water heating and photo-voltaic cells can also help to reduce general fuel costs.
- <sup>8.28</sup> Fuel poverty is particularly acute for households with a disabled resident and for households where the occupiers are aged 75 or over and there is a significant overlap between these two groups. These vulnerable occupiers are also the most likely to suffer as a result of fuel poverty with excess winter deaths (one of the key issues highlighted by fuel poverty). The Council should, therefore, consider:
- » Seek to maximise ECO investment, targeting fuel poor households wherever possible.
  - » Work closely with other departments and voluntary organisations (such as charities): by ensuring all agencies who might come into contact with vulnerable occupiers are aware of the schemes available, they can pass on contacts to the Council to offer assistance with taking up these schemes.
- <sup>8.29</sup> One fundamental issue with fuel poverty at present is fuel prices. Energy efficiency improvements have reduced the extent to which households will be in fuel poverty, however, this is more than offset by high fuel prices. A phenomenon of perpetual fuel poverty is now beginning to arise nationally and is likely to affect the study area. This is where a household remains in fuel poverty even after all energy efficiency works have been carried out, simply because their income is not high enough to heat the dwelling under any circumstances. This issue can only be resolved through a sharp decrease in fuel prices, a large increase in household income or through subsidy. It will be uneconomic for the Council to subsidise household fuel payments, so options appear to be limited.
- <sup>8.30</sup> Looking further ahead, a report released in March 2016 by the Competition and Markets Authority (CMA) contained a series of proposals designed to reform the energy market and help consumers save money<sup>21</sup>. One of the many proposed measures is to cap prices for those using pre-payment meters – a group which tends to include poorer and more vulnerable customers. A period of consultation is to follow the publication of this report. If any of its recommendations are ultimately accepted and implemented, this may have implications for energy costs and levels of fuel poverty of the study area in the future.

---

<sup>21</sup> <https://www.gov.uk/cma-cases/energy-market-investigation>

- 8.31 The Government has also announced changes to the Energy Bill to include a new law introducing a legal minimum energy efficiency standard for homes rented from a landlord from 2018. A trend based estimate based on the 2016 SHRP places the total cost of achieving this in the study area at £6.5 million. However, it is worth noting that the SHRP already estimates a total cost of £6.7 million to remedy Category 1 hazards in the private rented sector. As 70% of these properties with Category 1 hazards have an issue with Excess Cold, there would be a considerable overlap between these improvement costs. If all Category 1 hazards were remedied in the private rented sector, it is estimated that around £1.6 million of further spending would be required to improve the stock to Band E standard (460 more homes at an average of £3500 each).
- 8.32 A further option available to the council would be to seek amelioration of fuel poverty by utilising additional DFG funding through a more joined up allocation process.

## Affordable Housing Need

- 8.33 The Rother Core Strategy identified an outstanding need for additional affordable housing across the area until 2028. Given the level of affordable housing need identified, it will be important to maximise the amount of affordable housing that can be delivered through market housing led developments. Key to this is the economic viability of such developments, as this will inevitably determine (and limit) the amount of affordable housing that individual schemes are able to deliver.
- 8.34 Two key findings in the Rother Household Survey were that the proportion of households with a head of household aged under 50 has fallen in Rother, while 30% of newly forming households expected to leave the area due to not being able to find a suitable affordable property. While many households may be moving to areas such as Hastings where there is a greater volume of cheaper private rent, many others will be leaving seeking cheaper owner occupations.
- 8.35 The Housing White Paper in February 2017 proposed that 10% of all dwellings on larger sites should be affordable properties to own. This would include the new Starter Home scheme at a level agreed by the LPA. The Rother Local Plan contains clear policies for the provision of affordable housing<sup>22</sup> (notably policy LHN2 of the Core Strategy 2014). These policies are themselves informed by robust evidence<sup>23</sup>, and should serve to meet the National Policy Planning Framework's requirement to "widen the choice of high quality homes", and "address the need for all types of housing, including affordable." With specific regard to lower cost home ownership, assistance is provided to the residents of Rother through the government's help to buy initiative<sup>24</sup>.

---

<sup>22</sup> <http://www.rother.gov.uk/article/9895/Affordable-housing>

<sup>23</sup> <http://www.rother.gov.uk/Background-Evidence>

<sup>24</sup> <http://www.rother.gov.uk/affordable-homeownership>

## People Wishing to Build their Own Homes

- 8.36 Paragraph 50 of the NPPF identifies that local planning authorities should plan for people wishing to build their own homes, and PPG states:

### ***People wishing to build their own home***

*The Government wants to enable more people to build their own home and wants to make this form of housing a mainstream housing option. There is strong industry evidence of significant demand for such housing, as supported by successive surveys. Local planning authorities should, therefore, plan to meet the strong latent demand for such housing.*

Planning Practice Guidance (March 2014), ID 2a-021

- 8.37 15% of households seeking to move in Rother say that they would consider building their own home (either directly or using the services of architects and contractors). Self and custom build currently represents only around 10% of housing completions in the UK, compared to rates of around 40% in France and 70 to 80% elsewhere in Europe.
- 8.38 The attractiveness of self-build is primarily reduced costs and the ability to tailor a property to the wishes of a household; however the Joseph Rowntree Foundation report “The current state of the self-build housing market” (2001) showed how the sector in the UK had moved away from those unable to afford mainstream housing towards those who want an individual property or a particular location.
- 8.39 “*Laying the Foundations – a Housing Strategy for England*” (HM Government, 2011)<sup>25</sup> redefined self-build as ‘Custom Build’ and aimed to double the size of this market, creating up to 100,000 additional homes over the decade. “*Build-it-yourself? Understanding the changing landscape of the UK self-build market*” (University of York, 2013) subsequently set out the main challenges to self-build projects and made a number of recommendations for establishing self-build as a significant contributor to housing supply. The previous Government also established a network of 11 Right to Build ‘Vanguards’ to test how the ‘Right to Build’ could work in practice in a range of different circumstances.
- 8.40 In the Budget 2014, the Government announced an intention to consult on creating a new ‘Right to Build’, giving ‘Custom Builders’ a right to a plot from councils. The Self-Build and Custom Housebuilding Act<sup>26</sup> 2015 (further amended by the Housing and Planning Act 2016) places a duty on local planning authorities to:
- » Keep a register (and publicise this) of eligible prospective ‘custom’ and self-build individuals, community groups and developers;
  - » Plan to bring forward sufficient serviced plots of land to meet the need on the register .

<sup>25</sup> <https://www.gov.uk/government/publications/laying-the-foundations-a-housing-strategy-for-england-2>

<sup>26</sup> <http://www.legislation.gov.uk/ukpga/2015/17/contents/enacted/data.htm>

- 8.41 Limited Government funding<sup>27</sup> is currently available via the HCA Custom Build Homes Fund programme (short-term project finance to help unlock group custom build or self-build schemes). The Government announced further measures in 2014 (Custom Build Serviced Plots Loan Fund) to encourage people to build their own homes, and to help make available 10,000 ‘shovel ready’ sites with planning permission. Given this context, it is important to recognise that self-build could either be market housing or low cost home ownership affordable housing products. Nevertheless, it is likely that the majority will be market homes.
- 8.42 Given the historic low supply of self-build homes it will take time for self-build to make a significant contribution locally to meeting housing need in its current form; but any self-build properties delivered would be a component of (and not additional to) the overall housing need identified. It is also likely to be the case if that if supply only responds to recorded demand then the choices available to potential purchasers will remain very restricted.
- 8.43 The Council put arrangements in place to comply with the Self-Build and Custom Housebuilding Act in advance of its implementation<sup>28</sup>. The register required by the Act informs the extent to which policy will need to be in place to reflect that demand and consideration will need to be given to schemes to determine the extent to which they contribute to affordable housing. The Council could also seek to make more land available at a range of sites to encourage the growth in the self-build sector.

---

<sup>27</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/364100/custom\\_build\\_homes\\_fund\\_prospectus\\_120712.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/364100/custom_build_homes_fund_prospectus_120712.pdf)

<sup>28</sup> <http://www.rother.gov.uk/selfbuildregister>

# Appendix A

## Topic Context

### Overcrowding Standards and National Changes

The English Housing Survey (EHS) does not provide information about individual local authorities, but it does provide a useful context about these indicators in terms of national trends between Census years.

The measure of overcrowding used by the EHS provides a consistent measure over time however the definition differs from both occupancy ratings provided by the Census. The EHS approach<sup>29</sup> is based on a “*bedroom standard*” which assumes that adolescents aged 10-20 of the same sex will share a bedroom, and only those aged 21 or over are assumed to require a separate bedroom (whereas the approach used by the ONS for the Census assumes a separate room for those aged 16 or over):

*“The ‘bedroom standard’ is used as an indicator of occupation density. A standard number of bedrooms is calculated for each household in accordance with its age/sex/marital status composition and the relationship of the members to one another. A separate bedroom is allowed for each married or cohabiting couple, any other person aged 21 or over, each pair of adolescents aged 10-20 of the same sex, and each pair of children under 10. Any unpaired person aged 10-20 is notionally paired, if possible, with a child under 10 of the same sex, or, if that is not possible, he or she is counted as requiring a separate bedroom, as is any unpaired child under 10.*”

*“Households are said to be overcrowded if they have fewer bedrooms available than the notional number needed. Households are said to be under-occupying if they have two or more bedrooms more than the notional needed.”*

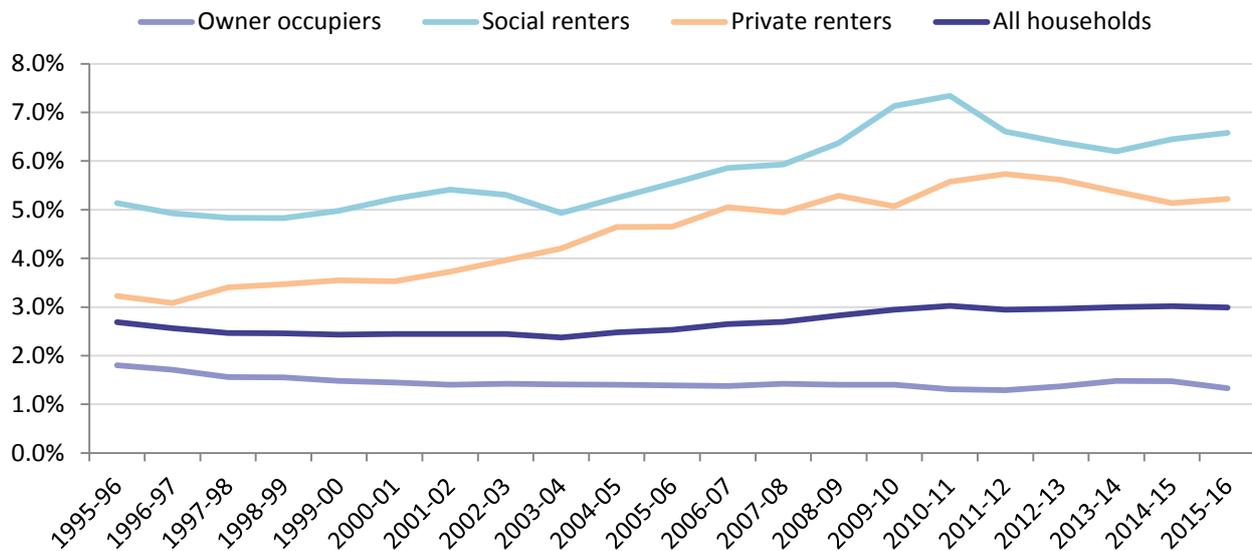
Nationally, overcrowding rates have increased for households in both social and private rented housing since 1995, although the proportion of overcrowded households has declined in both sectors since 2011. Overcrowding rates for owner occupiers have remained relatively stable since 1995 (see

---

<sup>29</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/595785/2015-16\\_EHS\\_Headline\\_Report.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/595785/2015-16_EHS_Headline_Report.pdf)

Figure 132 below).

**Figure 132: Trend in overcrowding rates for England by tenure (Note: Based on three-year moving average, up to and including the labelled date. Source: Survey of English Housing 1995-96 to 2007-08; English Housing Survey 2008-09 onwards)**



Whilst the EHS definition of overcrowding is more stringent than the Census, the measurement more closely reflects the definition of statutory overcrowding that was set out by Part X of the Housing Act 1985 and is consistent with statutory Guidance that was issued by CLG in 2012 to which authorities must have regard when exercising their functions under Part 6 of the 1996 Housing Act (as amended).

This Guidance, “Allocation of accommodation: Guidance for local housing authorities in England”, recommends that authorities should use the bedroom standard when assessing whether or not households are overcrowded for the purposes of assessing housing need:

*“4.8 The Secretary of State takes the view that the bedroom standard is an appropriate measure of overcrowding for allocation purposes, and recommends that all housing authorities should adopt this as a minimum. The bedroom standard allocates a separate bedroom to each:*

- married or cohabiting couple*
- adult aged 21 years or more*
- pair of adolescents aged 10-20 years of the same sex*
- pair of children aged under 10 years regardless of sex”*

The Census also provides detailed information about occupancy which provides a measure of whether a household's accommodation is **overcrowded or under occupied**:

*“There are two measures of occupancy rating, one based on the number of rooms in a household's accommodation, and one based on the number of bedrooms. The ages of the household members and their relationships to each other are used to derive the number of rooms/bedrooms they require, based on a standard formula. The number of rooms/bedrooms required is subtracted from the number of rooms/bedrooms in the household's accommodation to obtain the occupancy rating. An occupancy rating of -1 implies that a household has one fewer room/bedroom than required, whereas +1 implies that they have one more room/bedroom than the standard requirement.” - ONS*

## The Housing Health and Safety Rating System (HHSRS):

### Obligation to Tackle Housing Health and Safety Hazards

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

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

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

## Definition of Hazards under the HHSRS and Category Level

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

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

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

The HHSRS scoring system combines elements:

- » the probability that deficiency (i.e. a fault in a dwelling whether due to disrepair or a design fault) will lead to a harmful occurrence (e.g. an accident or illness)
- » the spread of likely outcomes (i.e. the nature of the injury or illness).
- » if an accident is very likely to occur and the outcome is likely to be extreme or severe (e.g. death or a major or fatal injury) then the score will be very high.

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

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

- » Hazard Bands A to C (i.e. Hazard Scores of 1,000 and above) are the most serious hazards, and these are known as **Category 1** (serious) hazards.
- » Hazard Bands D to J (i.e. Hazard Scores below 1,000) are known as **Category 2** (other) hazards.

A local authority has a duty to deal with any Category 1 hazards found and has discretionary power to deal with Category 2 hazards. The SHRP focuses particularly on Category 1 hazards, but describes all hazards (including Category 2 hazards in Bands D and E) for comparative purposes. All of the main requirements facing local authorities have remained unchanged in the Housing and Planning Act 2016.

## The Decent Homes Standard

To meet the Standard a dwelling must achieve all four of the following criteria:

Figure 133: Categories for dwelling decency

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

A detailed definition of the criteria and their sub-categories are described in the ODPM guidance: “A Decent Home – The definition and guidance for implementation” June 2006.

If a dwelling was to fail any one of these criteria it would be considered “non-decent”. The term ‘non-decent’ can be seen as derogatory; however, a non-decent dwelling need not be in a terrible state of repair or in an appalling condition. Something as simple as inefficient heating and a lack of insulation can cause a dwelling in otherwise pristine condition to be classified as non-decent.

The Decent Homes Standard is a relatively low one, so failure to meet it should be regarded as a trigger for action. In some cases, however, it may not be practical to make a dwelling decent and it may also not be in the best interests of the occupiers to do so. The guidance on recording outcomes recognises that there may be instances where it is appropriate to record cases. For example, where work to achieve only partial compliance with the standard has been achieved, or where non-compliance results from the occupier refusing to have work carried out.

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

## Carbon Dioxide Emissions

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

The **Energy Companies Obligation (ECO)** (the Government's new domestic energy efficiency programme which has replaced the previous CERT and CESP programmes, both of which came to a close at the end of 2012). The ECO Order, now The Energy Companies Obligation Order, came into force on 5 December 2012 and Phase 1 of ECO formally started on 1 January 2013. ECO works to reduce carbon emissions and tackle fuel poverty by providing insulation and heating packages to low income and vulnerable households and insulation measures to low income communities.

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

- » **Carbon Emissions Reduction Obligation** (20.9 million lifetime tonnes of carbon dioxide). Focusing on hard to treat homes and, in particular, measures that cannot be fully funded through other means. Solid wall insulation and hard-to-treat cavity wall insulation are the primary measures that the Government intends to be promoted under this target. Other insulation measures and connections to district heating systems are also eligible if they are promoted as part of a package that includes solid wall insulation or hard-to-treat cavity wall insulation.
- » **Carbon Saving Community Obligation** (6.8 million lifetime tonnes of carbon dioxide). Focusing on the provision of insulation measures and connections to district heating systems to domestic energy users that live within an area of low income. This target has a sub-target, which states that at least 15% of each supplier's Carbon Saving Community Obligation must be achieved by promoting measures to low income and vulnerable households living in rural areas.
- » **Home Heating Cost Reduction Obligation** (£4.2bn of lifetime cost savings). Requiring energy suppliers to provide measures which improve the ability of low income and vulnerable households (the 'Affordable Warmth Group') to affordably heat their homes. A heating qualifying action is the installation of a measure that will result in a heating saving; including the replacement or repair of a qualifying boiler.

## The Expansion of the Private Rented Sector

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

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

The Government also sees the growth in the private rented sector as positive. Whilst private rented housing (with or without housing benefit) does not meet the definitions of affordable housing, it offers a flexible form of tenure and meets a wide range of housing needs. The sector also has an important role to play given that many tenants that rent from a private landlord can only afford their housing costs as they receive housing benefit. If there isn't sufficient private rented housing available at a price these households can afford, the need for affordable housing would be even higher.

A Government task force was established in 2013 to encourage and support build-to-let investment<sup>30</sup>. The HCA also has several investment programmes to help bring schemes forward. These include a £1 billion Build to Rent Fund, which will provide equity finance for purpose-built private rented housing, alongside a £10 billion debt guarantee scheme to support the provision of these new homes. New supply of private rented housing therefore seems likely from various sources, despite current volumes being relatively low:

- » **Registered Providers** are potential key players in the delivery of new PRS supply and recently several have begun to enter the market in significant scale<sup>31</sup>, particularly in response to the Build to Rent Fund, although other institutional funding is also being sought. Overall, although interest is high, it remains unclear as to the scale of development which may deliver.
- » **Local Authorities** can also enable new PRS supply to come forward investing local authority land, providing financial support (such as loan guarantees), and joint ventures with housing associations, developers or private investors under the Localism Act. Whilst LA initiatives may contribute to new build PRS, these will take time to deliver significant numbers of units.
- » **Local Enterprise Partnerships** are another potential source of new build PRS homes<sup>32</sup>. The Growing Places Fund provides £500 million to enable the development of local funds to promote economic growth and address infrastructure constraints in order to enable the delivery of jobs and houses. Any funding for housing, however, has to compete with other priorities e.g. skills and infrastructure. However, LEPs could potentially enable new PRS housing delivery and some attempts have been made in this regard to increase supply.
- » **Insurance companies and pension funds** have been expanding into property lending in recent years; especially schemes in London. Nearly a quarter of new UK commercial property finance came from non-bank lenders in 2013.

<sup>30</sup> <https://www.gov.uk/government/publications/2010-to-2015-government-policy-rented-housing-sector/2010-to-2015-government-policy-rented-housing-sector#appendix-9-private-rented-sector>

<sup>31</sup> <http://www.insidehousing.co.uk/business/development/transactions/lq-to-launch-prs-subsidiary/7009701.article>

<sup>32</sup> <https://www.gov.uk/government/publications/growing-places-fund-prospectus>

National Government policy is also focused on improving the quality of both management and stock in the private rented sector, and local councils also have a range of enforcement powers. This is particularly important given the number of low income households that rent from a private landlord.

Given the outstanding need for affordable housing identified for Rother, the Council will need to consider the most appropriate way to deliver affordable housing and tackle affordability issues as part of their strategic planning and housing enabling functions. However, it will also be important for the Council to consider all of the options available to help deliver more affordable homes in the area.

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

Looking forward, while the government is seeking to reverse trends through policies such as Starter Homes, the private rented sector seems likely to continue to increase its market share across the country, largely via conversion of existing stock.

## Government Affordable Housing Initiatives

The contribution towards affordable housing delivery that can be achieved through market housing led developments should not be considered in isolation. The Government has launched a series of new initiatives in the past 5 years to attempt to boost the supply of homes, including affordable homes. The key Homes and Communities Agency (HCA) investment programmes include:

- » **Affordable Homes Programme:** the flagship HCA investment programme(s) for new affordable homes – the 2015-18 programme intends to support the building of 43,821 new affordable homes across 2,697 schemes in England
- » **Affordable Homes Guarantees Programme:** guaranteeing up to £10bn of housing providers' debt in order to bring schemes forward
- » **Care and Support Specialised Housing Fund:** funding used to accelerate the development of the specialised housing market such as Older People and those with disabilities
- » **Community Right to Build:** (Outside London) including some provision for affordable homes
- » **Empty Homes programme** (now subsumed into the Affordable Homes Programme)
- » **Estate Regeneration Programme:** often creating mixed tenure communities
- » **Get Britain Building:** aiming to unlock locally-backed stalled sites holding planning permission and including affordable homes

However, there are currently a number of constraints that are affecting the delivery of new affordable housing; although there is also a range of other initiatives that may help increase delivery in future. These include (but are not limited to) the following:

Constraints affecting the delivery of new affordable housing	Other initiatives potentially increasing the delivery of new affordable housing
<p><b>Welfare reform</b></p> <p>Most stakeholders (including private landlords, house builders, local authorities and RPs) are concerned at the impact of benefit reform and the risk to their revenue. Credit rating agencies have also signalled concerns.</p> <p><b>Registered Providers</b></p> <p>Many RPs have become more risk averse in their approach to developing new homes. The move to Affordable Rent as opposed to Social Rent housing and the resultant reduction in grant rates has made delivery and viability issues more pronounced. Grant level reductions in the AHP 2015-18 have, arguably, increased risk perceptions further.</p> <p><b>Stock rationalisation by Registered Providers</b></p> <p>The new regulatory framework for RPs continues the emphasis on economic regulation. This could, potentially, reduce current supply of affordable housing. Already, sector trends indicate many associations are identifying under-performing stock with a view to rationalisation.</p> <p><b>Extension of Right to Buy (RTB) to Registered Providers</b></p> <p>The Government pledge to introduce an RTB for RP tenants mean many associations will need to assess the risk to their Business Plans and this might reduce appetite for new development.</p>	<p><b>Councils building more new homes</b></p> <p>Many Councils are now trying to bring new rental schemes forward following reform of the HRA system.</p> <p><b>New ‘for profit’ providers</b></p> <p>Over 30 ‘for profit’ providers to deliver AHP homes have so far registered with the HCA, mainly in order to deliver non-grant affordable housing. There is arguably potential for increased supply of affordable homes for rent by ‘for profit’ providers.</p> <p><b>Co-operative Housing</b></p> <p>Given current delivery constraints, co-operative housing has been identified as a further alternative supply for households unable to access ownership or affordable housing. The Confederation of Co-operative Housing, working with RPs, is currently trying to bring schemes forward. The HCA has held back funding for Co-operative Housing in the previous AHP.</p>

# Appendix B

## Housing Legislation and Requirements

### Housing Acts and other Legislation

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

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

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

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

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

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

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

The Housing Act 2004 was updated and amended as part of the Housing and Planning Act 2016 which received royal assent in May 2016. However, the amendments do not have any major impact on the regulatory powers available to local authorities with the exception of changes relating to rights to prosecute private landlords.

## Mandatory Duties

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

With effect from April 2006 replaced by:

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

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

With effect from April 2006 replaced by:

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

Note: This qualification for mandatory licensing is currently under review. At the time of writing, the government has recently published its response to the consultation on the proposed changes (Extended mandatory licensing of Houses in Multiple Occupation – a Government Response Document, Nov 2016); and from this it seems likely that the reference to storeys will be removed, thus defining mandatory licenced HMOs as those containing five or more persons and two or more households.

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

Now in addition:

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

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

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

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

#### **Requirements of authorities under the Act**

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

Authorities should have regard in their reports to:

- (i) measures that take advantage of financial assistance and other benefits offered from central Government initiatives, such as the Green Deal, ECO and Renewable Heat Incentive or other initiatives, to help result in significant energy efficiency improvements of residential accommodation; and
- (ii) measures which an authority has developed to implement energy efficiency improvements cost-effectively in residential accommodation by using area based/street by street roll out involving local communities and partnerships (e.g. social housing partners, voluntary organisations and town/parish councils).

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

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

## Compliance with the 2015 Nationally Defined Space Standards for Gross Internal Area

Internal space standards required in a Local Plan must be in accordance with the specified standards:

*“Where a local planning authority (or qualifying body) wishes to require an internal space standard, they should only do so by reference in their Local Plan to the nationally described space standard.”*

(Paragraph: 018 Reference ID: 56-018-20150327)

The nationally described standards are contained in the “Housing: optional technical standards” section of the PPG, which:

*“Sets out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height.”*

(Technical housing standards – nationally described space standard, Paragraph 1)

The Gross Internal Area (GIA), measured in square metres, is defined in the Standards as being “the total floor space measured between the internal faces of perimeter walls that enclose the dwelling” and includes all internal spaces such as cupboards and other elements such as partitions.

The NPPF was published in March 2012, predating the PPG Housing: optional technical standards. However, paragraph 174 sets out a requirement for standards in Local Plans to be evidenced and to take account of the cumulative impact of those standards:

*“Local planning authorities should set out their policy on local standards in the Local Plan, including requirements for affordable housing. They should assess the likely cumulative impacts on development in their area of all existing and proposed local standards, supplementary planning documents and policies that support the development plan, when added to nationally required standards. In order to be appropriate, the cumulative impact of these standards and policies should not put implementation of the plan at serious risk, and should facilitate development throughout the economic cycle. Evidence supporting the assessment should be proportionate, using only appropriate available evidence.”*

(NPPF Paragraph 174)

In September 2011, RIBA published research in “The Case for Space: The size of England’s new homes”<sup>33</sup>, which showed that:

*“the family homes being sold by the UK’s eight largest private housebuilders was on average 8m<sup>2</sup> – the size of a single bedroom – smaller than the minimum standards drawn up for London”.*

(Quoted from *Space Standards for Homes*, 2015)

<sup>33</sup> <https://www.architecture.com/-/media/gathercontent/space-standards-for-homes/additional-documents/homewisereport2015pdf.pdf>

Following lobbying by RIBA and the publication of the “Housing: optional technical standards” document PPG, RIBA revisited the evidence for space standards on new developments, published as Space Standards for Homes, 2015<sup>34</sup>. This research focussed on 3-bedroom homes as an exemplar using a sample of 100 sites regionally spread across England built by the top 10 volume housebuilders by turnover. The main conclusions which are relevant here were:

- » Outside London, the average new three bedroom home is 4m<sup>2</sup> smaller than the new standard, which is the equivalent size of a bathroom.
- » Homes in London are bigger than in the rest of the Country. The average 3 bedroom home in London is now 25m<sup>2</sup> bigger than in Yorkshire, “*the equivalent of a double bedroom and a family living room*”.

---

<sup>34</sup> <https://www.architecture.com/knowledge-and-resources/resources-landing-page/space-standards-for-homes>

## HMO Requirements

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

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

- » An adequate means of space heating must be provided in each letting and in bathrooms, whether shared or not
- » Kitchens and bathrooms must be adequately ventilated, including extractor fans in kitchens
- » Kitchens, bathrooms and toilets must be of adequate size and layout and be suitably located in the HMO in relation to the lettings
- » All baths, showers, wash hand basins and sinks must be fitted with taps supplying cold water and a constant supply of hot water
- » For up to 4 occupiers, there must be at least one bathroom and toilet (which can be in the bathroom). This has been amended by Statutory Instrument 2007 No 1903 to say that there must be an adequate number of bathrooms, toilets and wash hand basins for personal washing for the number of persons sharing those facilities, and where reasonably practicable there must be a wash hand basin with appropriate splash back in each unit.
- » For five or more occupiers, there must be at least one bathroom for every 5 sharers, and a separate toilet for every 5 sharers. This has been amended by Statutory Instrument 2007 No 1903 to say that there must be an adequate number of bathrooms, toilets and wash hand basins for personal washing for the number of persons sharing those facilities, and where reasonably practicable there must be a wash hand basin with appropriate splash back in each unit.
- » Adequate size and layout kitchen for the number of sharers, containing sinks with draining boards, cooking equipment, worktops, storage cupboards, for food and crockery and utensils, fridge/freezers (combined or separate), and electrical sockets
- » Adequate refuse disposal facilities
- » Adequate fire precautions including fire doors and fire blankets as appropriate

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

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

## Heating

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

## Space

Letting rooms should be not less than 10m<sup>2</sup> for a single letting, which can be reduced to 7m<sup>2</sup>, if there is a communal lounge. Double rooms should be 15m<sup>2</sup> and 11m<sup>2</sup> respectively.

## Natural Light and Ventilation

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

## Fire Safety

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

## Fire Alarms

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

These can range from single, battery operated smoke alarms which are widely available from only a few pounds to quite sophisticated mains operated systems linked to a remote monitoring service who will alert Fire and Rescue should the alarm be actuated in the property. Both the Council and Fire and Rescue recommend a system of smoke and heat alarms which are mains operated and have a battery backup. Smoke alarms must be interlinked, either by physical inter-wiring or by a wireless signal, so that when one alarm detects a fire, all the alarms in the building will sound.

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

## Means of Escape

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

## Landlord Fire Safety Responsibilities

Since the introduction of the 2015 Smoke alarm and Carbon Monoxide Alarm (England) Regulations, most private landlords (there are exceptions to the statutory instrument in cases such as student halls of residence, social landlords, long leases, care homes etc.) are required to fit a smoke alarm on every floor of their property and a carbon monoxide alarm in rooms containing a solid fuels appliance, such as log burners or open fires. The enforcement of these regulations is the responsibility of the local housing authority; and landlords can be fined for failure to comply with the requirements.

## Mandatory, Additional and Selective Licensing

The licensing of rental properties is a process whereby the person responsible for the property must apply for a license to rent from the relevant authority. The authority then ensures that the licensee is a “fit and proper person”, and that the property itself is suitable for occupation by the number of tenants proposed. Tenants should have a system to report defects (including responses), periodic inspections should take place, and adequate funding for repairs should be confirmed where necessary (e.g. such as if the landlord is not the manager of the property).

In addition, in the case of HMOs, the license ensures that there is compliance with The Management of Houses in Multiple Occupation (England) Regulations 2006 (note that this legislation applies to all HMOs). These regulations require that the HMO is kept safe (eg. fire safety provision, gas safety certificates, PAT testing of electrical items), a reasonable state of cleanliness (for common areas) and in an appropriate state of repair.

The Housing Act of 2004 prescribed that any it is mandatory for any HMO meeting all three of the following criteria to be licensed:

- 1) The property is three or more storeys high
- 2) The property has five or more people in more than one household, and
- 3) The occupants share amenities such as bathrooms, toilets or cooking facilities.

Exceptions are made in cases where the property is managed by a housing association or other social authority, where the property is wholly in the form of self-contained flats, or where the basement is in commercial use with only two residential storeys above. This legislation therefore broadly covers large HMOs; which government consider high risk. The majority of HMOs in the study area are S257 HMOs and as such are not subject to mandatory licensing since they do not satisfy the above criteria.

Councils have the power to impose licensing on other HMOs not covered by the above. This is known as Additional Licensing and can be introduced if there is an issue with a significant proportion of other types of HMO being poorly managed and giving rise to problems for tenants or the wider neighbourhood. Additional Licensing means that all HMOs in the affected area are required to apply for a license in the same way as the mandatorily licensed large HMOs.

The Housing Act also gives local authorities the power require further classes of property to require licensing, and is an option to be considered to tackle problems such as antisocial behaviour, low demand for rental properties, poor property conditions or high levels of crime, migration or deprivation. This is known as Selective Licensing, and requires almost all private landlords (again there are certain exceptions) in the designated area to apply for a license. Since 2010, there has been a General Approval for all such schemes, modified in 2015 to being generally approved as long as they encompass less than 20% of the authority, or less than 20% of the private rental market. If either of these criteria are exceeded, the scheme requires confirmation from the Secretary of State. This stipulation is designed to ensure that local authority focus is on problem areas, rather than simply applying licensing to the whole area.

# Appendix C

## Survey sampling, fieldwork and weighting the data

The survey used a random sample of dwellings from an address file supplied by Rother District Council. A total of 3,755 addresses were selected at random, and 1,078 stock condition surveys were obtained from the addresses sampled, along with 1,148 household surveys.

All addresses on the original address list were assigned an ID number and a random number generating computer algorithm was used to select the number of addresses specified within the area.

Surveyors ascertained the tenure of the residents at the beginning of the visit, and in the case of social stock, tenants completed a household needs survey, but a stock condition survey was not completed.

The stock condition survey incorporates the substantial majority of housing stock in the study area, including all private sector (owner occupied and privately rented) housing, but excluding social rent, whereas the household needs survey covers both residents of both private and social stock

Each dwelling selected for survey was visited a minimum of three times where access failed and basic dwelling information was gathered including a simple assessment of condition if no survey was ultimately possible. To ensure the sample was not subject to a non-response bias, the condition of the dwellings where access was not achieved was systematically compared with those where the surveyors were successful. Where access was achieved, a full internal inspection was carried out including a detailed energy efficiency survey. In addition to this, where occupied, a resident's survey was undertaken.

The basic unit of survey was the 'single self-contained dwelling'. This could comprise a single self-contained house or a self-contained flat. Where more than one flat was present the external part of the building, encompassing the flat and any access-ways serving the flat were also inspected.

The house condition survey form is based on the survey schedule published by the ODPM in the 2000 guidelines (Local House Condition Surveys 2000 HMSO ISBN 0 11 752830 7).

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

The first method is used for data such as building age, which has been gathered for all dwellings visited. In this case the weight applied to the individual dwellings is very simple to calculate, as it is the reciprocal of the sample fraction. Thus if 1 in 10 dwellings were selected the sample fraction is 1/10 and the weight applied to each is 10/1.

Where information on individual data items is not always present, i.e. when access fails, then a second approach to weighting the data is taken. The simplest approach to weighting the data to take account of these access failures is to increase the weight given to the dwellings where access is achieved by a proportion corresponding to the access failures. Thus if the sample fraction were 1/10 and 10 dwellings were in a sample the weight applied to any dwelling would be 10/1 which would give a stock total of 100. However, if access were only achieved in 5 dwellings the weight applied is the original 10/1 multiplied by the compensating factor, 10/5. Therefore  $10/1 \times 10/5 = 20$ . As there are only 5 dwellings with information the weight, when applied to five dwellings, still yields the same stock total of 100. The five dwellings with no data are ignored.

There is no evidence to suggest that the access rate has introduced any bias. When externally gathered information (which is present for all dwellings) is examined the stock that was inspected internally is present in similar proportions to those where access was not achieved suggesting no serious bias will have been introduced.

Only those dwellings where a full survey of internal and external elements, energy efficiency, housing health and safety and similar questions was completed were used in the production of data for this report. A total of 1,078 such surveys were produced. Furthermore, a total of 1,148 household surveys were completed by residents (including social tenants).

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

## Sample Design

The sample was drawn from the study area address file provided by the Council. The sample was a random sample of addresses in the study area.

## Stock Total

The stock total is based initially on the address list; this constitutes the sample frame from which a proportion (the sample) is selected for survey. Any non-dwellings found by the surveyors are marked as such in the sample; these will then be weighted to represent all the non-dwellings that are likely to be in the sample frame. The remaining dwellings surveyed are purely dwellings eligible for survey. These remaining dwellings are then re-weighted according to the original sample fractions and produce a stock total.

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

## Weighting the Data

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

## Dealing with Non-response

Where access fails at a dwelling selected for survey the easiest strategy for a surveyor to adopt is to seek access at a neighbouring property. Unfortunately this approach results in large numbers of dwellings originally selected subsequently being excluded from the survey. These are the dwellings whose occupiers tend to be out all day, i.e. mainly the employed population. The converse of this is that larger numbers of dwellings are selected where the occupiers are at home most of the day, i.e. older persons, the unemployed and families with young children. This tends to bias the results of such surveys as these groups are often on the lowest incomes and where they are owner-occupiers they are not so able to invest in maintaining the fabric of their property.

The methods used in this survey were designed to minimise the effect of access failures. The essential features of this method are; the reduction of access failures to a minimum by repeated calls to dwellings and the use of first impression surveys to adjust the final weights to take account of variations in access rate.

Surveyors were instructed to call on at least three occasions and in many cases they called more often than this. At least one of these calls was to be outside of normal working hours, thus increasing the chance of finding someone at home.

Where access failed this normally resulted in a brief external assessment of the premises. Among the information gathered was the surveyor's first impression of condition. This is an appraisal of the likely condition of the dwelling based on the first impression the surveyor receives of the dwelling on arrival. It is not subsequently changed after this, whatever conditions are actually discovered.

Where access fails no data is collected on the internal condition of the premises. During data analysis weights are assigned to each dwelling according to the size of sample fraction used to select the individual dwelling.

The final weights given to each dwelling are adjusted slightly to take into account any bias in the type of dwellings accessed. Adjustments to the weights (and only the weights) are made on the basis of the tenure, age and first impression scores from the front-sheet only surveys.

## Sampling Error

Results of sample surveys are, for convenience, usually reported as numbers or percentages when in fact the figure reported is at the middle of a range in which the true figure for the population will lie. This is due to the fact that a sample will be subject to error since one dwelling is representing more than one dwelling in the results. The larger the sample, the smaller the error range of the survey and if the sample were the same size as the population the error range would be zero. Note: population is a statistical term referring to the whole; in the case of the stock condition survey the population is the total number of private sector dwellings.

The error range of the survey can be expressed in terms of the amount above or below a given figure that the true result is expected to lie. For example, in what range does the true figure for the proportion of dwellings with a Category 1 hazard lie. This error range is also affected by how confident we want to be about the results. It is usual to report these as the 95% confidence limits, i.e. the range either side of the reported figure within which one can be 95% confident that the true figure for the population will lie. In other words, if we re-ran the whole survey 100 times, we would expect that 95 times out of 100 the result would fall within a given range either side of the reported figure. This range is referred to as the standard deviation.

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

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

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

$N$  = the number of dwellings in the population.

$n$  = the number of dwellings in the sample.

$p$  = the proportion of dwellings in the sample with a particular attribute such as Category 1 hazards.

This formula can be used to calculate the confidence limits for the results of any attribute estimated in the survey. Figure 134 gives a number of sample sizes and the confidence limits for a range of different possible results.

Figure 134: 95% per cent confidence limits for a range of possible results and sample sizes

Expected result as per cent	Sample size									
	100	200	300	400	500	600	700	800	900	1,000
10	5.9	4.2	3.4	2.9	2.6	2.4	2.2	2.1	2.0	1.9
20	7.8	5.5	4.5	3.9	3.5	3.2	3.0	2.8	2.6	2.5
30	9.0	6.4	5.2	4.5	4.0	3.7	3.4	3.2	3.0	2.8
40	9.6	6.8	5.5	4.8	4.3	3.9	3.6	3.4	3.2	3.0
50	9.8	6.9	5.7	4.9	4.4	4.0	3.7	3.5	3.3	3.1
60	9.6	6.8	5.5	4.8	4.3	3.9	3.6	3.4	3.2	3.0
70	9.0	6.4	5.2	4.5	4.0	3.7	3.4	3.2	3.0	2.8
80	7.8	5.5	4.5	3.9	3.5	3.2	3.0	2.8	2.6	2.5
90	5.9	4.2	3.4	2.9	2.6	2.4	2.2	2.1	2.0	1.9

## Very Small Samples and Zero Results

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

In the case of the 2017 Rother Strategic Housing Research Project SHRP, the average survey weight is approximately 36 (38,800 dwellings divided by 1,078 surveys). As a consequence, if there are fewer than 36 dwellings of a certain type within the Council area, the result from the survey will tend to be a very crude measure. This is because, based on the average weight, only a result of 0, 36 or 72 could be given, which if, in reality, there are 30 dwellings with a certain characteristic, is relatively imprecise.

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

# Appendix D

## List of Abbreviations

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

# Appendix E

## Table of figures

Figure 1: Proportion of Privately Renting Households by sub-area in Rother – As a Proportion of All Private Dwellings (Source: UK Census of Population 2011 and SHRP 2017) .....	10
Figure 2: Gross household Income inclusive of investments, benefits and pensions in Rother (Source: SHRP 2017) .....	11
Figure 3: Reasons for failure by Category 1 and Category 2 hazards (Source: SHRP 2017) .....	12
Figure 4: Repair cost by tenure for non-decency reason (Source: SHRP 2017) .....	13
Figure 5: Incidence of fuel poverty by location (Source: SHRP 2017) .....	15
Figure 6: Affordable housing mix by household affordability (25% of income) Assuming no Housing Benefit Support to Households (Source: ORS Housing Model. Note: Figures may not sum due to rounding) .....	16
Figure 7: Map showing Rother and surrounding area with study area shaded yellow .....	20
Figure 8: Map of Rother showing locations and boundaries of study sub-areas.....	21
Figure 9: Age of Household Reference Person 2011 (Source: UK Census of Population 2011) .....	24
Figure 10: Age of Household Respondent 2017 (Source: Rother Household Survey 2017) .....	24
Figure 11: Number of rooms used as bedrooms (Source: Rother Household Survey 2017) .....	25
Figure 12: Number of bedrooms an estate agent would say you have in your home (Source: Rother Household Survey 2017).....	25
Figure 13: Overcrowding by Household Characteristics (Source: Rother Household Survey 2017) .....	26
Figure 14: Overcrowding by Age of Household Representative (Source: Rother Household Survey 2017) .....	26
Figure 15: Overcrowding by Tenure (Source: Rother Household Survey 2017) .....	27
Figure 16: Overcrowding by Economic Status (Source: Rother Household Survey 2017) .....	27
Figure 17: Overcrowding by Household Income (Source: Rother Household Survey 2017).....	27
Figure 18: Overcrowding by Sub-Area (Source: Rother Household Survey 2017) .....	27
Figure 19: Under-Occupation by Sub-Area and Tenure (Source: Rother Household Survey 2017).....	28
Figure 20: Time at Current Address (Source: Rother Household Survey 2017) .....	29
Figure 21: Reasons for moving to Rother of those who have moved in the last 5 years (Source: Rother Household Survey 2017).....	29
Figure 22: Number of persons living at current home (Source: UK Census of Population 2011) .....	30
Figure 23: Number of persons living at current home (Source: Rother Household Survey 2017).....	30
Figure 24: Households who rent claiming housing benefit or local housing allowance as a share of all Private Rent (Source: Rother Household Survey 2017).....	31
Figure 25: Ability to pay towards mortgage/rent (Source Rother Household Survey 2017) .....	31
Figure 26: Want or Need to Move (Source Rother Household Survey 2017) .....	32
Figure 27: Where Considering Moving to for those Considering Moving (Source: Rother Household Survey 2017).....	32
Figure 28: Those considering moving to a different property in the same town or village, split by sub-area (Source: Rother Household Survey 2017) .....	33
Figure 29: Destination preferences of those households considering moving in the next three years (Source: Rother Household Survey 2017. Note: figures do not sum to 100% as multiple responses were given by respondents) .....	33

Figure 30: Type of property sought for those who want or need to move (Source: Rother Household Survey 2017) .....	34
Figure 31: Number of bedrooms sought for those who want or need to move (Source: Rother Household Survey 2017).....	34
Figure 32: Tenure of next home (Source: Rother Household Survey 2017) .....	34
Figure 33: Interested in Self-build (Source: Rother Household Survey 2017.....	35
Figure 34: Type of Self or Custom-build (Source: Rother Household Survey 2017) .....	35
Figure 35: Household Seeking to Form (Source: Rother Household Survey 2017).....	36
Figure 36: Number of separate homes needed (Source: Rother Household Survey 2017) .....	36
Figure 37: Where are new households likely to form? (Source: Rother Household Survey 2017).....	37
Figure 38: Would they stay in the area if there was a suitable affordable property available? (Source: Rother Household Survey 2017) .....	37
Figure 39: Type of new household (Source: Rother Household Survey 2017) .....	38
Figure 40: Number of bedrooms a new household wants (Source: Rother Household Survey 2017).....	38
Figure 41: Expected tenure of new household (Source: Rother Household Survey 2017).....	39
Figure 42: Expected level of rent or mortgage that new household could afford (Source: Rother Household Survey 2017).....	39
Figure 43: Wheelchair and home needs amongst those who indicated a mobility or health issue (Source SHRP 2017) .....	42
Figure 44: Wheelchair and home needs amongst those who indicated restricted mobility (Source SHRP 2017).....	43
Figure 45: Home needs amongst those who indicated a health issue that impacted on housing needs but did not impact mobility (Source SHRP 2017) .....	44
Figure 46: Future care preferences amongst those who indicated a mobility or health issue (Source SHRP 2017) .....	44
Figure 47: Disabled adaptations/equipment present – Private Dwellings (Source: SHRP 2017. Note: Dwellings may have more than one adaptation present) .....	45
Figure 48: All dwellings by Occupancy Status – Private Dwellings (Source: SHRP 2017).....	49
Figure 49: Tenure proportions – Private Dwellings (Source: SHRP 2017, Census 2011, EHS 2014-15. Note: Figures may not sum exactly due to arithmetic rounding) .....	49
Figure 50: Household Tenure in the Study Area – All Dwellings (Source: UK Census of Population 2001) .....	50
Figure 51: Household Tenure in Study Area – All Dwellings (Source: UK Census of Population 2011.....	50
Figure 52: Tenures by sub-area in Rother – As a Proportion of All Private Dwellings (Source: UK Census of Population 2011 and SHRP 2017).....	51
Figure 53: Building use profile – Private Dwellings (Source: SHRP 2017) .....	52
Figure 54: Private tenancy, landlords and privately rented dwellings (Source: SHRP 2017) .....	53
Figure 55: Fire safety provision in Self Contained Flats and HMOs (Source: SHRP 2017. Note: Dwellings may have more than one fire safety measure, so the number of measures will total more than the total number of dwellings).....	54
Figure 56: Dwelling age profile England & Study Area – Private Dwellings (Source: SHRP 2017, EHS 2014-15) .....	55
Figure 57: Dwelling age profile by tenure in Study Area – Private Dwellings (Source: SHRP 2017) .....	55
Figure 58: Dwelling type profile Study Area & England – Private Dwellings (Source: SHRP 2017, EHS 2014-15).....	56
Figure 59: Proportion of dwelling type profile by tenure – Private Dwellings (Source: SHRP 2017) .....	57
Figure 60: Dwelling size profile – Private Dwellings (Source: SHRP 2017, EHS 2014-15).....	58
Figure 61: Dwelling size versus number of bedrooms – Private Dwellings (Source: SHRP 2017) .....	58
Figure 62: Number of Bedrooms in types of Private Dwelling (Source: SHRP 2017) .....	59
Figure 63: Percentages of Dwellings with Larger Gross Internal Area than National Internal Space Standards Minimum (Source: SHRP 2017) .....	63
Figure 64: Dwelling construction type – Private Dwellings (Source: SHRP 2017) .....	64

Figure 65: Dwelling elements in need of replacement or major repair currently and in the next 5 years (Source: SHRP 2017).....	65
Figure 66: Overcrowding levels in Rother (by room and bedroom) 2001-2011. (Note: Overcrowded households are considered to have an occupancy rating of -1 or less. Source: UK Census of Population 2001 and 2011).....	66
Figure 67: Length of time at current address – Private Dwellings (Source: SHRP 2017) .....	67
Figure 68: Number of residents per dwelling (Note - includes social stock. Source: SHRP 2017) .....	68
Figure 69: Economic Status of residents in Rother aged over 16 (Source: SHRP 2017).....	69
Figure 70: Gross household Income inclusive of investments, benefits and pensions in Rother (Source: SHRP 2017) .....	70
Figure 71: Gross household Income inclusive of investments, benefits and pensions in Rother by age band of household representative, with table of values (Source: SHRP 2017).....	71
Figure 72: Gross household Income inclusive of investments, benefits and pensions in Rother by household tenure with table of values (Source: SHRP 2017).....	72
Figure 73: Gross household Income inclusive of investments, benefits and pensions in Rother by Sub-Area, with table of values (Source: SHRP 2017) .....	73
Figure 74: Rother ONS population estimates 2011, with projections 2016 and 2028 by 5-year age cohort (ONS MYE and Hastings and Rother SHMA Update 2013).....	74
Figure 75: Household Composition in Rother (Source: SHRP 2017) .....	75
Figure 76: Household population Ethnic Mix in Rother (Source: SHRP 2017) .....	76
Figure 77: Rother Socio-economic classification (Source: Census 2011).....	77
Figure 78: Disabled adaptations/equipment present – Private Dwellings (Source: SHRP 2017. Note: Dwellings may have more than one adaptation present) .....	78
Figure 79: Disabled adaptations/equipment present where a need is present – Private Dwellings (Source: SHRP 2017. Note: Dwellings may have more than one adaptation present).....	79
Figure 80: Reasons for failure by Category 1 and Category 2 hazards (Source: SHRP 2017) .....	83
Figure 81: Category 1 hazard reasons for failure by tenure (Source: SHRP 2017).....	84
Figure 82: Category 1 Hazards by area (Source: SHRP 2017).....	85
Figure 83: Category 1 Hazards by tenure (Source: SHRP 2017).....	86
Figure 84: Category 1 Hazards by construction date (Source: SHRP 2017) .....	86
Figure 85: Category 1 Hazards by dwelling type (Source: SHRP 2017) .....	86
Figure 86: Category 1 hazards by Tenure (Source: SHRP 2017).....	88
Figure 87: Criterion B – Major Elements (1 or more) .....	89
Figure 88: Criterion B – Minor Elements (2 or more) .....	89
Figure 89: Disrepair by Tenure (Source: SHRP 2017).....	89
Figure 90: Thermal Comfort by Tenure (Source: SHRP 2017).....	91
Figure 91: Reasons for failure of dwellings as a decent home (Source: SHRP 2017, EHS 2014) .....	92
Figure 92: Non-decency by tenure (Source: SHRP 2017).....	93
Figure 93: Non-decency by Sub-Area (Source: SHRP 2017).....	93
Figure 94: Non-decency by build date (Source: SHRP 2017) .....	94
Figure 95: Non-decency by dwelling characteristics (Source: SHRP 2017) .....	94
Figure 96: Non-decency of occupied dwellings by vulnerability (Source: SHRP 2017) .....	95
Figure 97: Percentage non-decency of occupied dwellings by vulnerability (Source: SHRP 2017) .....	95
Figure 98: Repair cost by non-decency reason (Source: SHRP 2017) .....	96
Figure 99: Repair cost by tenure for non-decency reason (Source: SHRP 2017) .....	96

Figure 100: Energy Performance SAP banded (Source: SHRP 2017, EHS 2014).....	100
Figure 101: SAP by area (Source: SHRP 2017) .....	101
Figure 102: SAP by age of dwelling (Source: SHRP 2017) .....	101
Figure 103: SAP by dwelling type (Source: SHRP 2017) .....	102
Figure 104: SAP by tenure (Source: SHRP 2017).....	102
Figure 105: Annual dwelling CO <sub>2</sub> emissions (Source: SHRP 2017) .....	103
Figure 106: Main fuel CO <sub>2</sub> emissions (Source: SHRP 2017) .....	103
Figure 107: Heating type by dwelling type (Source: SHRP 2017).....	104
Figure 108: Loft insulation by dwelling type (Source: SHRP 2017. Note: as this is a dwelling based survey, any flat not directly under a pitched roof counts as having no loft).....	105
Figure 109: Low energy light-bulbs and solar water heating (Source: SHRP 2017) .....	105
Figure 110: Domestic Fuel use in Rother 2014 (Source - Department for Business, Energy and Industry Strategy, September 2016 – note bioenergy is a combined figure).....	106
Figure 111: Proportions of domestic Fuel use in Rother 2005 - 2014 (Source - Department for Business, Energy and Industry Strategy, September 2016).....	106
Figure 112: Proportions of domestic Fuel use in Rother and England 2014 (Source - Department for Business, Energy and Industry Strategy, September 2016).....	107
Figure 113: Annual fuel costs by dwelling age (Source: SHRP 2017) .....	107
Figure 114: Annual fuel costs by dwelling type, loft insulation and tenure (Source: SHRP 2017) .....	108
Figure 115: Annual fuel costs by excess cold, thermal comfort and Decent Homes (Source: SHRP 2017).....	109
Figure 116: Incidence of fuel poverty by location (Source: SHRP 2017).....	110
Figure 117: Incidence of fuel poverty by tenure and age of property (Source: SHRP 2017) .....	111
Figure 118: Housing mix of OAN for market and affordable housing in Rother (Source: ORS Housing Model. Note: Figures may not sum exactly due to arithmetic rounding) .....	115
Figure 119: Average weekly rent thresholds in Rother (Source: Valuation Office Agency; Homes and Communities Agency) .....	115
Figure 120: Weekly rent thresholds in Rother sub areas (Source: Valuation Office Agency; Homes and Communities Agency) .....	116
Figure 121: Affordable housing mix by household affordability (25% of income) assuming no Housing Benefit support to households (Source: ORS Housing Model. Note: Figures may not sum due to rounding).....	118
Figure 122: Affordable housing mix by household affordability (35% of income) assuming no Housing Benefit support to households (Source: ORS Housing Model. Note: Figures may not sum due to rounding).....	118
Figure 123: Shared ownership costs by sub area (Note: Mortgage costs based on a 25-year repayment mortgage at 6.0% interest. Rent based on 2.75% of the retained equity annually. Service charge assumed to be £10 per week) .....	120
Figure 124: Total weekly costs for shared ownership based on different equity shares (Note: Mortgage costs based on a 25-year repayment mortgage at 6.0% interest. Rent based on 2.75% of the retained equity annually. Service charge assumed to be £10 per week. Cells highlighted in brown are above the LHA rate but below median private rent, cells in red are above the equivalent median private rent. Green cells are lower than the equivalent maximum LHA).....	122
Figure 125: Starter Home Initiative (Note: Mortgage costs based on a 25-year repayment mortgage at 6.0% interest).....	124
Figure 126: Comparison of weekly housing costs by property size for Rother sub areas.....	125
Figure 127: Summary of legislative changes affecting private tenants' LHA (Source: HM Treasury, DWP) .....	128
Figure 128: Number of Households by Tenure 1981-2011 (Source: UK Census of Population) .....	129
Figure 129: Percentage of Households by Tenure 1981-2011 (Source: UK Census of Population) .....	129

Figure 130: Households by Tenure 1981-2011 (Source: UK Census of Population) .....	130
Figure 131: Mix of household types living in the private rented sector (Source: UK Census of Population 2011 and DWP) .....	131
Figure 132: Trend in overcrowding rates for England by tenure (Note: Based on three-year moving average, up to and including the labelled date. Source: Survey of English Housing 1995-96 to 2007-08; English Housing Survey 2008-09 onwards).....	151
Figure 133: Categories for dwelling decency.....	154
Figure 134: 95% per cent confidence limits for a range of possible results and sample sizes.....	172

Please direct enquiries regarding this report to: [housingpolicy@rother.gov.uk](mailto:housingpolicy@rother.gov.uk)