COMMUNITY SAFETY AND HOUSING PORTFOLIO

DECISION SCHEDULE

HARTLEPOOL BOROUGH COUNCIL

Friday, 10 December 2010

at 10 am

in Committee Room C, Civic Centre, Hartlepool

The Mayor, Stuart Drummond responsible for Community Safety and Housing will consider the following items.

1. **KEY DECISIONS**

No items

2. **OTHER ITEMS REQUIRING DECISION**

2.1 Fees For High Hedge Applications – *Assistant Director (Regeneration and Planning)*
2.2 Private Sector House Condition Survey 2009 – *Assistant Director (Community Safety and Protection)*

3. **ITEMS FOR INFORMATION**

3.1 Deprived Areas Perception Project – *Assistant Director (Neighbourhood Services)*
3.2 Changes To Housing Benefit Subsidy For Temporary Accommodation – *Assistant Director (Community Safety And Protection)*
3.3 Hartlepool Housing Strategy 2011 – 2015 Timetable – *Assistant Director (Regeneration and Planning)*
3.4 Regeneration And Neighbourhoods Departmental Plan Monitoring Report - April To October 2010 – *Director of Regeneration and Neighbourhoods*

4. **REPORTS FROM OVERVIEW OF SCRUTINY FORUMS**

No items

5. **LOCAL GOVERNMENT (ACCESS TO INFORMATION) (VARIATION) ORDER 2006**

EXEMPT ITEMS

Under Section 100(A)(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the following items of business on the grounds that it involves the likely disclosure of exempt information as defined in the paragraphs referred to below of Part 1 of Schedule 12A of the Local Government Act 1972, as amended by the Local Government (Access to Information) (Variation) Order 2006

6. **KEY DECISION**

No items

7. **OTHER ITEMS REQUIRING DECISION**

7.1 Developer Selection Process – Raby Road Corridor Housing Regeneration Scheme (Para 3) – *Assistant Director (Regeneration and Planning)*

COMMUNITY SAFETY AND HOUSING PORTFOLIO

Report to Portfolio Holder
10 December 2010

Report of: Assistant Director (Regeneration and Planning)

Subject: FEES FOR HIGH HEDGE APPLICATIONS

SUMMARY

1. PURPOSE OF REPORT

The purpose of this report is to update the Portfolio Holder on the current fees for high hedge complaints applications and to put in place a procedure for reviewing these fees.

2. SUMMARY OF CONTENTS

The report outlines the background to High Hedge Legislation and briefly summarises the number of applications that this Authority has received. It provides comparable data for other Tees Valley Authorities and an explanation for the proposal to increase the level of fees from £100 to £150. Further to this it proposes reviewing the level of fees every two years.

3. RELEVANCE TO PORTFOLIO HOLDER

Development Control falls within this Portfolio.

4. TYPE OF DECISION

Non – key decision.

5. DECISION MAKING ROUTE

Portfolio Holder on 10 December 2010.

6. DECISION REQUIRED

It is recommended that the Portfolio Holder agrees.

- to an increase in fees for dealing with high hedge complaints from £100 to £150 and
- that the level of fees should be reviewed on a biennial basis.

Report of: Assistant Director (Regeneration and Planning)

Subject: FEES FOR HIGH HEDGE APPLICATIONS

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1. PURPOSE OF REPORT

1.1 The purpose of this report is to update the Portfolio Holder on the current fees for high hedge complaints applications and to put in place a procedure for reviewing these fees.

2. BACKGROUND

2.1 On 1 June 2005 Local Authorities were given powers to deal with complaints about high hedges under Part 8 of the Anti-social Behaviour Act 2003. From this date, people have been able to take their complaint to the Council, providing they have tried and exhausted all other avenues for resolving their hedge dispute.

2.2 In dealing with high hedge disputes, the role of the Council is not to mediate or negotiate between the complainant and the hedge owner. Rather its role is to adjudicate on whether, in the words of the Act, "the hedge is adversely affecting the complainant's reasonable enjoyment of their property".

2.3 Negotiation is a necessary precursor to submitting a formal complaint. The Council may reject a complaint if they consider that the complainant has not done everything they reasonably could to resolve the matter themselves. Evidence of negotiation with the hedge owner in the form of letters or other mediation is required before a complaint can be accepted.

3. LEVEL OF FEES

3.1 The Council charges a fee of £100 for processing a complaint. This fee is payable by the complainant. The fee is a payment for a service and does not guarantee that the height of the hedge will be reduced. The Council must take full account of all relevant factors and must strike a balance between the competing interests of the complainant and the hedge owner, as well as the interests of the wider community.

3.2 To provide a context for the level of fees charged the Local Authorities in Tees Valley have been consulted on their charges. A list of the Authorities and the charges that they have set for dealing with high hedge complaints can be found in **Appendix A**. Alongside this information are details of the number of complaints they have dealt with in the lifetime of the legislation.

3.3 Since the introduction of the high hedges legislation this authority has received 163 enquires regarding high hedges, however this has resulted in only 8 formal complaints. This is a similar number to Stockton who set their fee at £350 however 6 of these applicants were exempt from paying a fee.

3.4 The current level of fee was set in 2005 when High Hedge Applications were introduced. The fee was based on the cost of covering officer time to process an application. When the fee was set no applications had been received and the estimate was based on the anticipated time that would be taken on an application. Having now had an opportunity to review the process it is clear that the information the original fee was calculated on is now out of date. It is proposed that the level of fee is raised from £100 to £150. The increase is based on covering the cost of officer time in processing the application, with the increase due to an additional amount of time that has been allowed for the processing of an application along with other administration costs.

3.5 It is felt that the increased fee brings these applications into line with other comparable services offered by the Authority to householders, for example the current fee for the householder planning application is £150. In addition even with the increase the fee still remains the lowest of the Tees Valley Authorities.

3.6 It is proposed that this fee should continue to be reviewed biennially to ensure that it continues to be reasonable and reflects the level of staff time required in processing an application.

4. RECOMMENDATIONS

4.1 It is recommended that the Portfolio Holder agrees:

- to an increase in fees for dealing with high hedge complaints from £100 to £150 and
- that the level of fees should be reviewed on a biennial basis.

5. CONTACT OFFICER

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APPENDIX A

Authority	**High Hedges Fee**	**No. of Complaints Received**
Stockton on Tees Borough Council	£350 (exemptions for old age pensioners, people receiving income support, people registered as disabled.)	8
Middlesbrough Borough Council	£250	4
Darlington Borough Council	£365	0
Redcar and Cleveland Borough Council	£350	2
Hartlepool Borough Council	£100	8

COMMUNITY SAFETY AND HOUSING PORTFOLIO

Report to Portfolio Holder

10 DECEMBER 2010

Report of: Assistant Director (Community Safety and Protection)

Subject: PRIVATE SECTOR HOUSE CONDITION SURVEY 2009

SUMMARY

1. PURPOSE OF REPORT

To inform the Portfolio Holder of the findings of the Private Sector House Condition Survey 2009.

2. SUMMARY OF CONTENTS

The report outlines the findings of the private sector house condition survey carried out in Hartlepool during 2009. A copy of the full survey report is attached to this report as **Appendix 1**.

3. RELEVANCE TO PORTFOLIO HOLDER

The Community Safety & Housing Portfolio Holder has responsible for this service.

4. TYPE OF DECISION

Non Key

5. DECISION MAKING ROUTE

Community Safety & Housing Portfolio.

6. DECISION(S) REQUIRED

(i) The Portfolio Holder is recommended to note and accept the Private Sector House Condition Survey 2009 report attached.

(ii) The Portfolio Holder is recommended to instruct officers that the findings of the report are considered in the development of the Borough's next Housing Strategy.

(iii) The Portfolio Holder is recommended to note the implications for future capital funding, particularly in relation to meeting the Decent Homes Standard in the private sector, households suffering fuel poverty and adaptations needs for residents with disabilities.

Report of: Assistant Director (Community Safety and Protection)

Subject: PRIVATE SECTOR HOUSE CONDITION SURVEY 2009

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1. PURPOSE OF REPORT

1.1 To inform the Portfolio Holder of the findings of the Private Sector House Condition Survey 2009

2. BACKGROUND

2.1 The Housing Act 2004 requires Local Authorities to keep private sector housing conditions under review. Periodic surveys are used to provide a snapshot of the state of private housing in order to assess the condition of the stock, and to establish new or confirm existing key issues for action. In particular it describes housing condition in relation to the Decent Homes Standard and energy performance, and provides background data on the age, type and tenure of properties together with overall details of household income and benefits.

2.2 The 2009 survey was carried out in conjunction with Darlington and Stockton Boroughs.

2.3 A stratified random sample was used to gain a representative picture across the Authority. 989 surveys were completed in Hartlepool. A copy of the full Private Sector House Condition Survey 2009 report is attached at **Appendix 1**.

3 THE DECENT HOMES STANDARD

3.1 The Decent Homes Standard consists of four criteria:

(i) The existence of Category 1 hazards using the Housing Health and Safety Rating System
(ii) Reasonable repair
(iii) Reasonably modern facilities
(iv) Reasonable degree of thermal comfort

3.2 The Housing Health and Safety Rating System replaced the fitness standard previously used to assess house condition. Individual hazards are scored rather than providing an overall opinion of the dwelling. The likelihood of a disrepair or design fault causing an accident or illness and the likely severity of the resulting injury or illness is assessed for a range of hazards. Category 1 hazards are those of greater severity and likelihood, scoring 1000 points or over using the Rating System. To meet the Standard the dwelling must be free from Category 1 hazards.

3.3 'Reasonable repair' is assessed on the age of building components (laid down in the Standard) and the need to replace them or carry out a major repair. If a major component, e.g. a wall, roof or chimney, is classed as 'old' and requires replacement or major repair it will fail the Standard. Failure will also occur if two or more non major components are in the same condition.

3.4 'Modern facilities' is assessed in terms of the age of the kitchen and bathroom in association with poor design or location.

3.5 'Thermal comfort' considers the amount of cavity or loft insulation installed in relation to the type of heating system.

4. ASSESSMENT AGAINST THE DECENT HOMES STANDARD

4.1 The overall percentage of non-decent private dwellings is 34.8% (11,300 out of 32,480), which is slightly better than the national average of 35.3%.

4.2 At the time the survey was undertaken in 2009, one of the current Government's strategic objectives for private housing related specifically to occupation by vulnerable households, with a national target of at least 70% of those households to be living in decent homes by 2010 and 75% by 2020.

4.3 The survey indicated that in Hartlepool 61.9% of vulnerable households live in decent housing, a shortfall of 1,142 houses. This compares to 63% and 60.9% in Stockton and Darlington respectively. On face value 61.9% is disappointing because, taking into account the numbers of properties assisted to meet the Standard through provision of financial assistance and enforcement action, the figure was estimated to be very close to the 70% target. However, this is the first time specific data on Hartlepool's decent home position has been available through survey; previous annual targets having been based on the Government's ready-reckoner calculation which assumes numbers associated with age of properties and nationally set levels of deprivation. But the main reason for the figure being lower than expected is the change made to the Standard itself, i.e. the

replacement of the Fitness Standard by the Housing Health and Safety Rating System which has had the effect of making more houses non-decent due to the numbers having Category 1 health and safety hazards, an increase overall of about 7% on previous calculations using the fitness standard.

4.4 In terms of the four criteria, 'Disrepair' scores higher in Hartlepool, but the remaining three criteria are lower than national averages; hardly any fail on 'Modern Facilities'. 66% fail on only 1 of the four criteria.

5. CONSIDERATION OF THE FOUR DECENT HOMES CRITERIA

5.1 **Category I hazards –** An estimated 6000 (18.5%) dwellings fail the Category 1 hazard criterion; most of these (88%) are affected by only one hazard. The main hazards encountered are 'excess cold', 'risk of falling on level surfaces', and 'risk of falling on stairs'.

5.2 16% of owner-occupied houses had a Category 1 hazard compared to 31.2% in the private rented sector.

5.3 A third of the dwellings built before 1919 are estimated to have a Category 1 hazard, but there are also significant percentages in those built up to 1964. There is an association between dwellings with a hazard and households on low incomes, those over 65 years of age, and the private rented sector. Councils have a duty to take action on identified Category 1 hazards and a discretionary power to deal with others. In addition to enforcement powers, financial assistance can be provided through loans/grants.

5.4 **Reasonable repair -** 4800 dwellings (14.6%) are estimated to fail this criterion which is above the national average of 8.3%.

5.5 Over 20% of the stock built before 1944 fail this criterion and there are also some concerns about those built between 1965 and 1980.

5.6 13.5% of owner-occupied and 20.2% private rented dwellings fail the criterion.

5.7 This data reinforces the need for action on disrepair.

5.8 **Reasonably modern facilities –** At 0.3% the rate of failure for this criterion is substantially below the national average of 2.1%. It is unlikely that failure to replace older kitchens and bathrooms will cause any significant increase in non-decency.

5.9 **Thermal comfort –** An estimated 5000 dwellings (15.4%) fail this criterion compared to the national average of 17%.

5.10 Failure increases with age of property, with pre 1919 dwellings having the highest rate of 34.5%. 12% of owner-occupied and 33% private rented dwellings fail the criterion.

5.11 This criterion is linked to energy performance which is discussed later.

6. ENERGY PERFORMANCE

6.1 Dwellings in the survey have been rated using the Standard Assessment Procedure (SAP) which is a calculation of energy cost for space and water heating on a scale of 1 to 100; the higher the rating the better.

6.2 The average SAP rating of the private dwelling stock is 51 compared to just under 49 nationally.

6.3 **Fuel Poverty –** A household is considered to be in fuel poverty if more than 10% of net income needs to be spent on providing adequate warmth and hot water. From this survey 6900 (21.2%) of all households are estimated to be in fuel poverty which is a considerable increase on the 11.5% estimated in the 2006 English House Condition Survey, and much higher than the national average. 5200 of those households have incomes below £10,000 per year, 4700 of them being in receipt of a benefit.

6.4 17% of owner-occupied and 39.6% of private rented households are considered to be in fuel poverty.

6.5 Fuel poverty affects all areas of the town, but is higher in the Central area.

6.6 National Indicator 187 uses SAP rating as a proxy for fuel poverty. Households in receipt of income based benefits living in dwellings with SAP ratings under 35 are considered to be in fuel poverty. The indicator also includes households in dwellings at the other extreme, i.e. with a SAP rating of 65 or over. 6.3% (800) households in receipt of a benefit were found to be living in dwellings with a SAP rating under 35, 9.4% (1200) with SAP 65 and over.

7. ADAPTATION NEEDS FOR RESIDENTS WITH DISABILITIES

7.1 The survey used a broad definition for residents likely to need assistance at some time in the future. 20% (6,200 households) have at least one resident with long term illness or disability; for the survey that meant walking using a frame or aid, walking unaided but unsteady, wheelchair use, and impaired sight or hearing.

7.2 The survey identified the potential for 1200 adaptations over the next 5 years, redesigned bathrooms, stairlifts, ramps hoists and grab rails being the main items for Disabled Facilities Grant assistance.

7.3 40% of households with a disabled occupant have income below £10,000.

8. HOUSING CONDITION AND HEALTH

8.1 The survey compared the cost of works to remedy Housing Health and Safety Rating hazards against the potential costs to the Health Service of not carrying out those works.

8.2 Savings in hospital costs are identified by carrying out remedial works to tackle excess cold, falls and prevention of entry by intruders, which illustrates the need to consider establishing policies for action and the possibility of joint working with NHS.

9 BACKGROUND DATA

9.1 **Benefit -** Benefit receipt is much higher than the national average. 13,900 (45%) households are estimated to be in receipt of a benefit compared to17% nationally for private sector households. 39% of owner-occupiers and 73% of private rented sector households receive a benefit.

9.2 **Income -** 57.7% households on less than £15,000 income.

9.3 **House value –** The average house value is £97,000 compared to the UK national average of £153,000.

9.4 **House type –** Hartlepool has a higher percentage of small terraced houses (15.7%) compared to the national average (10.1%), and a higher percentage of medium /large terraced houses (29.2%) than the national average (19.1%).

9.5 **Tenure -** 84% were identified as owner-occupied, 16% private rented; 58% of the private rented householders live in pre-1919 dwellings.

9.6 **Loans -** 15% of owner-occupiers were considering some improvement. 70% of these proposed to fund the work through savings, but 50% would be interested in a low interest loan provided by the Council.

9.7 **Private Rented Sector –** The survey identified some encouraging information on awareness of private tenants in relation to annual gas appliance inspection requirements and provision of gas safety certificate.

10. IMPLICATIONS

10.1 The Decent Homes targets have been nationally set. Local authorities are not under a duty individually to meet those targets. However the total number of non-decent homes which have received assistance to become decent or cleared/demolished following financial assistance or advice to the owner from the authority or its agencies is required to be reported annually to central government through the completion of the Housing Strategy Statistical Appendix (HSSA).

10.2 Central Government funding to local authorities for private sector housing renewal has been heavily focused on improving non-decent houses. The findings in this survey will need to be considered in the light of future Central Government funding priorities and amounts of funding available to local authorities.

10.3 The findings in this report indicate that Category 1 Hazards and Repair continue to be issues for Hartlepool. Local authorities have a duty to take action on identified Category 1 hazards. These are normally identified in relation to private rented houses by complaint from tenants and are dealt with through informal action, advice and the service of notices. The number of private sector dwellings with Category 1 hazards made free from those hazards as a direct result of action by the local authority is monitored through the HSSA return to Central Government. Action on Category 1 hazards is therefore important at Central Government level.

10.4 The Home Energy Conservation Act 1995 placed a duty on local authorities to set out energy conservation measures to achieve a reduction in energy consumption through the implementation of schemes to encourage and assist households. Schemes have been put in place since then and made a difference in reducing energy consumption. The average SAP rating is above the national average, but the finding on fuel poverty needs further investigation and consideration on the ways the authority might make improvements.

10.5 There remains a clear need to make provision for assisting disabled adaptations. A review of provision is already underway.

10.6 The link between housing condition and health, joint working and maximising available funding to carry out works needs to be explored.

10.7 The background data on available income and benefits reinforces the issue of affordability and the need for the Authority to make funding available

11. RECOMMENDATIONS

11.1 The Portfolio Holder is recommended to note and accept the Private Sector House Condition Survey 2009 report attached.

11.2 The Portfolio Holder is recommended to instruct officers that the findings of the report are considered in the development of the Borough's next Housing Strategy.

11.3 The Portfolio Holder is recommended to note the implications for future capital funding, particularly in relation to meeting the Decent Homes Standard in the private sector, households suffering fuel poverty and adaptations needs for residents with disabilities.

12. CONTACT OFFICER

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HARTLEPOOL BOROUGH COUNCIL

Private Sector House Condition Survey 2009

July 2009

FINAL REPORT

Hartlepool Borough Council

Working in partnership with

cpc

Contents

Executive Summary

Introduction

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

- Section 3 Housing Act 2004
- Regulatory Reform Order (RRO)

The survey was a sample survey of a nominal 1,000 dwellings, covering all private sector tenures excluding registered social landlord (RSL) properties. The survey was based on a stratified random sample of addresses in Hartlepool, in order to gain a representative picture across the Borough. A sample of 2,000 was drawn with 989 surveys being undertaken in total.

Comparisons to the position for all England are drawn from the EHCS 2006 and the Survey of English Housing 2006-2007, both of which are published by Communities and Local Government (CLG) and available as a download document from their website. Some comparative data is drawn from the Family Resources Survey 2006-2007 which is published by the Department for Works and Pensions (DWP).

The tenure profile of the housing stock is shown below:

Tenure	Hartlepool 2009		EHCS 2006
Owner occupied	27,080	65%	70%
Privately Rented	5,400	13%	12%
Housing Association (RSL)	9,310	22%	8%
Local Authority*	0	0%	10%
Total	41,790	100%	100%

Source: Hartlepool Private Sector House Condition Survey 2009

** Social housing figures are shown here for comparative purposes. Figures given generally throughout the report are in relation to the private sector stock only.*

General survey characteristics

The following list gives some of the key features of Hartlepool's housing stock and population compared with national averages:

- A higher proportion, than nationally, of the housing stock was built between 1945 and 1964, with similar proportions to the national average in the pre 1919 stock and lower proportions for all other age bands.
- The stock has higher proportions of small and medium/large terraced houses, with fewer houses of other types.
- A higher proportion of older residents in the age bands 60 years and over are found when compared to the all England position.
- Average incomes are lower than those reported in the EHCS 2005 (including when adjusted for inflation) and the proportions of households with low incomes is higher than nationally.
- Benefit receipt at 45% is much higher than the national average.

Decent Homes Standard

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

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

B - be in a reasonable state of repair, and

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

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

If a dwelling fails any one of these criteria it is considered to be "non decent". The following characteristics were identified in relation to non decency in Hartlepool:

	Private Sector Non Decent	% Private Sector Non Decent	England % Non decent (EHCS 2006)
Hartlepool	**11,300**	**34.8%**	**35.3%**

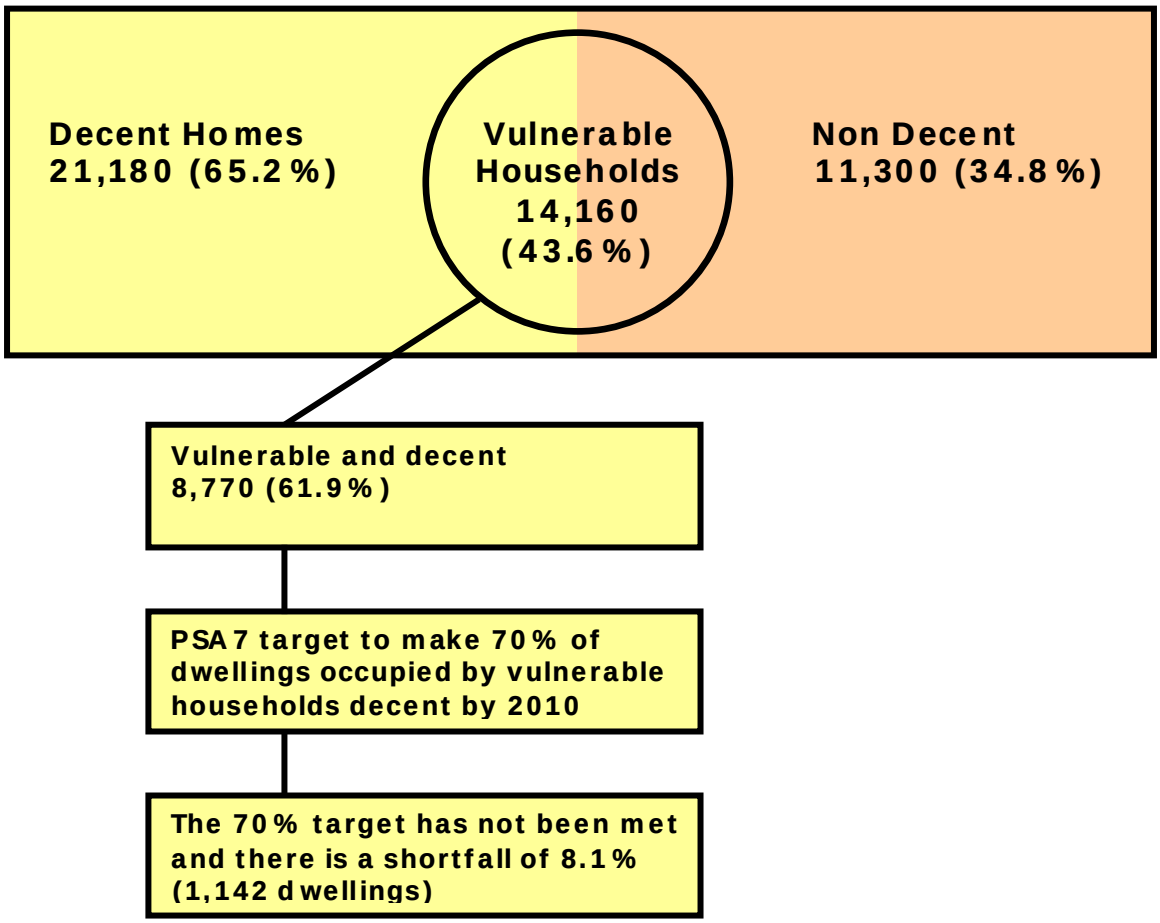
- Non decency, at 34.8%, is slightly below the national average of 35.3% for equivalent tenures.
- Failure rate largely driven by Category 1 hazards, disrepair and energy efficiency standards.

- Non decency will have increased since April 2006 with the introduction of the Housing Health and Safety Rating System

The following diagram illustrates the position in relation to the government's former Public Service Agreement 7 (PSA7). This agreement was aimed at ensuring vulnerable occupiers in private sector housing (excluding RSL dwellings) had the opportunity of living in a decent home. It sets a target of requiring 70% of vulnerable occupiers be able to live in a decent home by the year 2010.

Although PSA 7 ceased to exist from April 2008, it is still a Communities and Local Government departmental strategic objective under DSO2 (2.8) with the indicator considering the percentage of vulnerable households in decent homes in the private sector. It also acts as a useful benchmark of local authority performance and may be taken into account by regional housing bodies.

Decent Homes Standard and Vulnerable Occupiers
Private Sector Dwelling Stock 32,480



The diagram illustrates that there is a shortfall against the 70% 2010 decent homes target as only 61.9% of dwellings are decent.

Impact of the Housing Act 2004

The Housing Act 2004 removed many of the powers of the Housing Act 1985 and a number of other Acts and changed the obligations on local authorities in terms of private sector housing, in particular:

- The change from using the Fitness Standard to the Housing Health & Safety Rating System (see below) for the assessment of housing condition.
- Powers to grant Empty Dwelling Management Orders (EDMOs) and deal more effectively with long term with empty properties. The survey results indicate that Hartlepool has 1,480 vacant properties, 620 of which are considered to be long term vacant (6 months or more).

Housing Health and Safety Rating System

One of the most significant changes under the Housing Act 2004 was a change in the minimum standard for housing. The fitness standard was removed and replaced by the Housing Health and Safety Rating System (HHSRS). The Housing Health and Safety Rating System (HHSRS) is a prescribed method of assessing (scoring) individual hazards, rather than a general standard to give a judgment of fitness or unfitness. The HHSRS is evidence based, using national statistics on the health impacts of hazards encountered in the home 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 and steps and between levels, electrical hazards, fire, collision, etc).

Whilst there are 29 potential hazards under the system, many of these (such as radiation) are not commonly found. Local authorities are required to take action where a category 1 hazard (the most serious) has been identified using the scoring system.

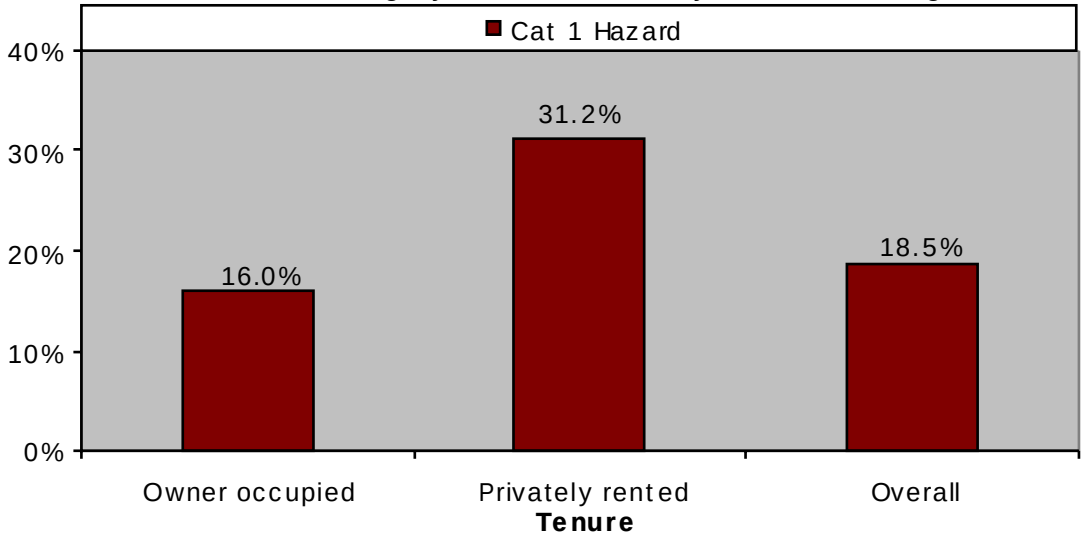
Examples of a category 1 might be:

- A dwelling that has little or no insulation and is using electric fires for heating.
- A dwelling with a steep, narrow poorly lit staircase that has no hand-rails.
- A dwelling with floors posing a high risk of causing a trip resulting in a fall.

The following indicates some of the key points in relation to hazards:

- Primary hazard failures in Hartlepool are excess cold, falling on level surfaces and falls on stairs.
- Category 1 hazards are strongly associated with older dwellings and dwellings occupied by households where there are one or more residents with a disability, those on low incomes and those in receipt of a benefit.
- Proportionately, Category 1 hazards are more strongly associated with the privately rented sector.

The distribution of Category 1 hazards by tenure is given below.



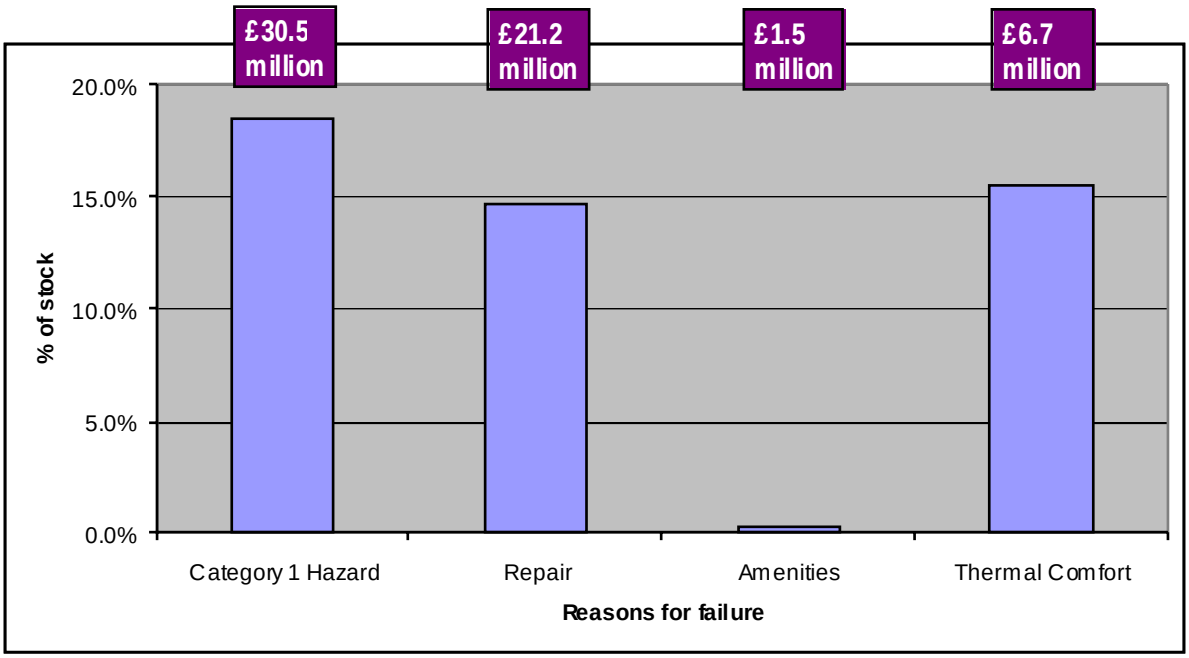
Energy Efficiency

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

- The cost to remedy the 6,900 owner occupied dwellings in fuel poverty (i.e. spending more than 10% of income on heating) is £9.1 million.
- The mean SAP (energy rating on a scale of 0 (poor) to 100 (good)) is 51 in Hartlepool, which is higher than that found nationally (49).
- The less energy efficient dwellings are older dwellings (pre 1919); converted flats, bungalows and privately rented dwellings.
- Improving energy efficiency will contribute towards a range of Hartlepool's corporate priorities.
- The level of excess cold hazards is an issue given the numbers of older residents in Hartlepool.

Cost implications for repair and improvement

The following chart illustrates the total cost of remedying each of the causes of non decency listed. These costs are the total sum that would be needed for remedial work, regardless of the source of funding:



What of the future?

The comprehensive spending review by the government, published in late 2007, has had a significant impact on private sector housing. The principal change relates to the priorities that local authorities are expected be

measured against. All previous targets, including Best Value Performance Indicators (BVPIs) have been removed and replaced with Public Service Agreements (PSAs) relating to 198 National Indicators.

Effects of the recent comprehensive spending review are yet to be fully considered but include:

- Removal of the PSA7 target for decent homes (as a national indicator, but monitoring likely to continue at a regional level).

- Flexible target setting for individual authorities from the list of 198 PSA and national targets. Most relevant to the condition of private sector housing are:

  - PSA17 Tackle poverty and promote greater independence and well-being in later life;

  - PSA20 Increase long term housing supply and affordability;

  - NI 186 Per Capita CO2 emissions

  - NI 187 Fuel Poverty

The national housing agenda is changing priorities, and moving away from dwelling condition toward:

- provision of sufficient affordable housing for all.

- the health, safety and well being of occupiers.

- reduction in carbon emissions through improved energy efficiency.

Hartlepool's private sector housing stock has a lower level of non decency than that found nationally, and the rates are lower than nationally for three of the four indicators, with disrepair being higher. Nonetheless, there are still significant numbers of non decent homes and practical issues regarding improvement to older dwellings still exist; meeting national priorities especially for improving energy efficiency will be challenging in many cases.

1 Introduction

1.1 Purpose of the survey

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

1.1.2 In 2009 Hartlepool Borough Council commissioned a comprehensive House Condition Survey to address this legal requirement, and also to inform the housing strategy and other housing policies. The survey work in Hartlepool was conducted in the early to mid part of 2009.

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

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

1.2 Nature of the survey

1.2.1 The survey was a sample survey of a nominal 1,000 dwellings and covered all private sector tenures. The survey was based on a stratified random sample of addresses in Hartlepool, in order to gain a representative picture across the Borough. A sample of 2,000 was drawn with, in practice, 989 surveys being undertaken in total.

1.2.2 The sample was drawn using the Building Research Establishment (BRE) stock modelling data. This allocates properties into four bands (strata), based on the projection of vulnerably occupied non decent dwellings. This form of stratification concentrates the surveys in areas with the poorest housing conditions and allows more detailed analysis. This procedure does not introduce any bias to the survey as results are weighted proportionally to take account of the over-sampling.

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

1.2.4 Each of the 989 surveys conducted contained information on the following areas: General characteristics of the dwelling; condition of the internal and external fabric; provision of amenities; compliance with the fitness standard; compliance with housing health and safety; age and type of elements; energy efficiency measures; compliance with the Decent Homes Standard and socio-economic information about the household (where occupied).

1.2.5 Survey sampling was conducted on four sub areas: North, South, Central and Rural. The rationale behind selecting these sub-areas is described in section 1.5 on sub-area analysis.

1.3 Central Government Guidance on house condition surveys

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

1.3.2 The 1993 guidance was updated in 2000 and under the new guidance local authorities are encouraged to make full use of the data gathered from house condition surveys in conjunction with data from other sources. Also included is guidance on the Housing Health and Safety Rating System. The 2009 Hartlepool Borough Council HCS followed the ODPM 2000 guidance.

1.3.3 The Comprehensive Local Authority Stock Survey Information Collation (CLASSIC) software system (a CPC package) was used to analyse the results of the survey and to produce the outputs required from the data to write this report.

1.4 Comparative statistics

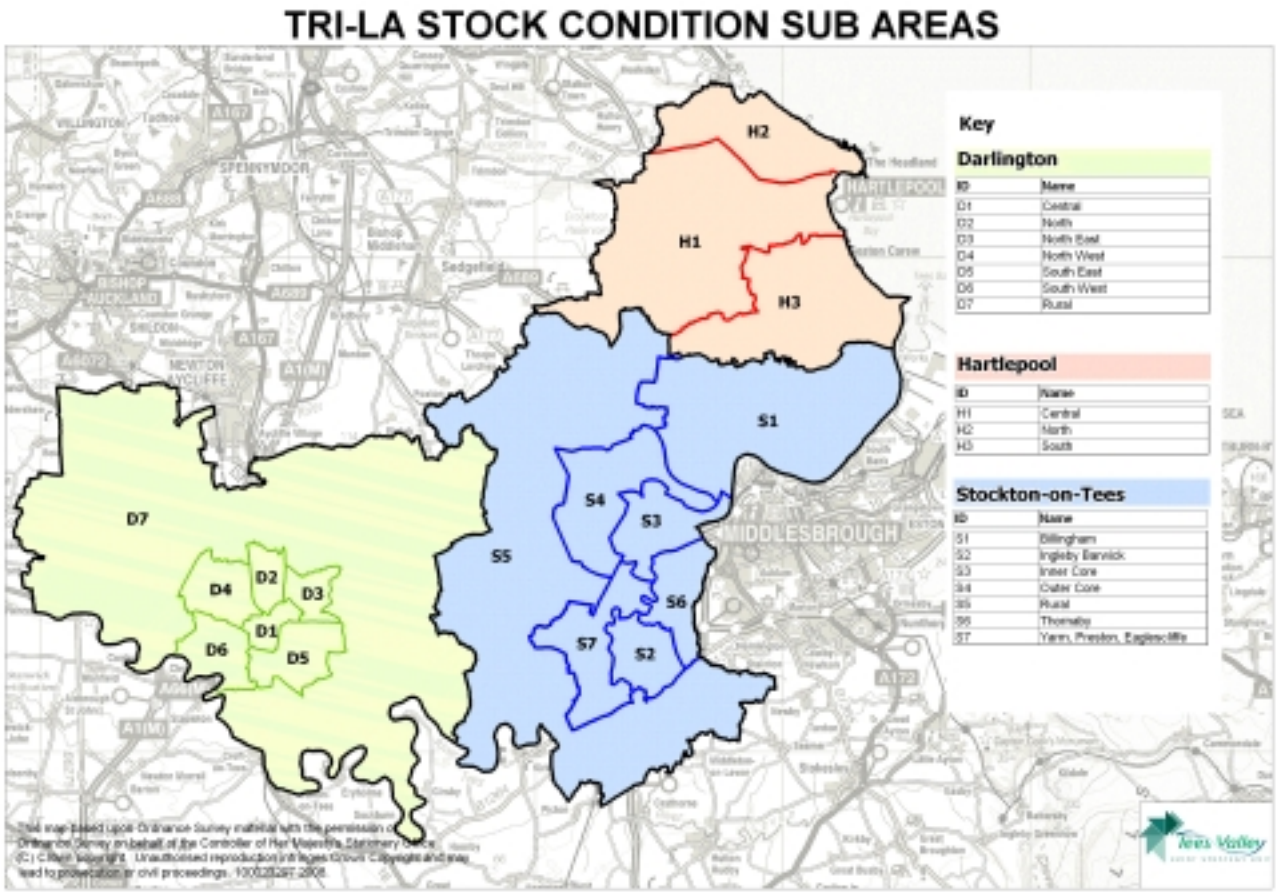
1.4.1 Comparisons to the position for all England are drawn from the 2006 English House Condition Survey (EHCS) and the Survey of English Housing 2006-2007, both published by Communities and Local Government (CLG) and available as a download document from their website. Additionally, some comparisons are made with the Family Resources Survey published by the Department for Works and Pensions (DWP).

1.5 Sub-area analysis

1.5.1 The sampling was based on a very detailed regime to give a representative picture of the stock as a whole. Although the sample was drawn at the neighbourhood level, these areas are far too small to allow for meaningful reporting due to the level of statistical variance that occurs when looking at extremely small samples. As a consequence the survey findings were grouped into four geographic areas (a number of sub-areas which still allows effective analysis of the results given the overall sample size).

1.5.2 The Hartlepool survey was part of the wider Tees-tri-LA consortium of authorities that came together on this project. The following map illustrates the sub-areas within each of the authorities.

Figure 1.1 Sub areas



1.5.3 The table shows the private sector stock totals by sub-area. In addition to the three main areas on the map, there is a fourth area that constitutes the rural area. This overlaps with the main areas and actually constitutes those dwellings that do not fit in the main built-up areas of Hartlepool, these dwellings, in reality being in semi-rural locations.

Table 1.1 Private Sector stock totals by sub-area

Areas	Dwellings	Percent
North	10,530	32.4%
Central	12,280	37.8%
South	8,550	26.3%
Rural	1,120	3.4%
Total	**32,480**	**100%**

1.6 Statistical Variance and Standard Deviation

1.6.1 By definition, sample surveys are seeking to give an accurate representation of a larger number of dwellings than those surveyed. The total to be represented is referred to in statistical terms as the 'population', and in the case of this survey the population is all private sector dwellings in Hartlepool. Because any figure from a survey is based on a sample, it will be subject to some degree of variation. This statistical variance can be expressed in terms of 'confidence limits' and 'standard deviation'.

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

1.6.3 It should be borne in mind, therefore, that the figures in this report are estimates, and it is for this reason that figures are rounded, as described below. More detail on the calculation of standard deviation is given in the appendices.

1.7 Presentation of figures

1.7.1 Due to the nature of statistical variation, as outlined above, it is not necessary to quote each individual figure to the nearest dwelling, as this implies a spurious level of accuracy. As with the English House Condition Survey (EHCS), figures in this report are either quoted to the nearest 100 dwellings or 10 dwellings, dependent upon the size of any given figure. Percentages within the report are only quoted to 1 decimal place for the same reason.

2 Profile of the private sector housing stock

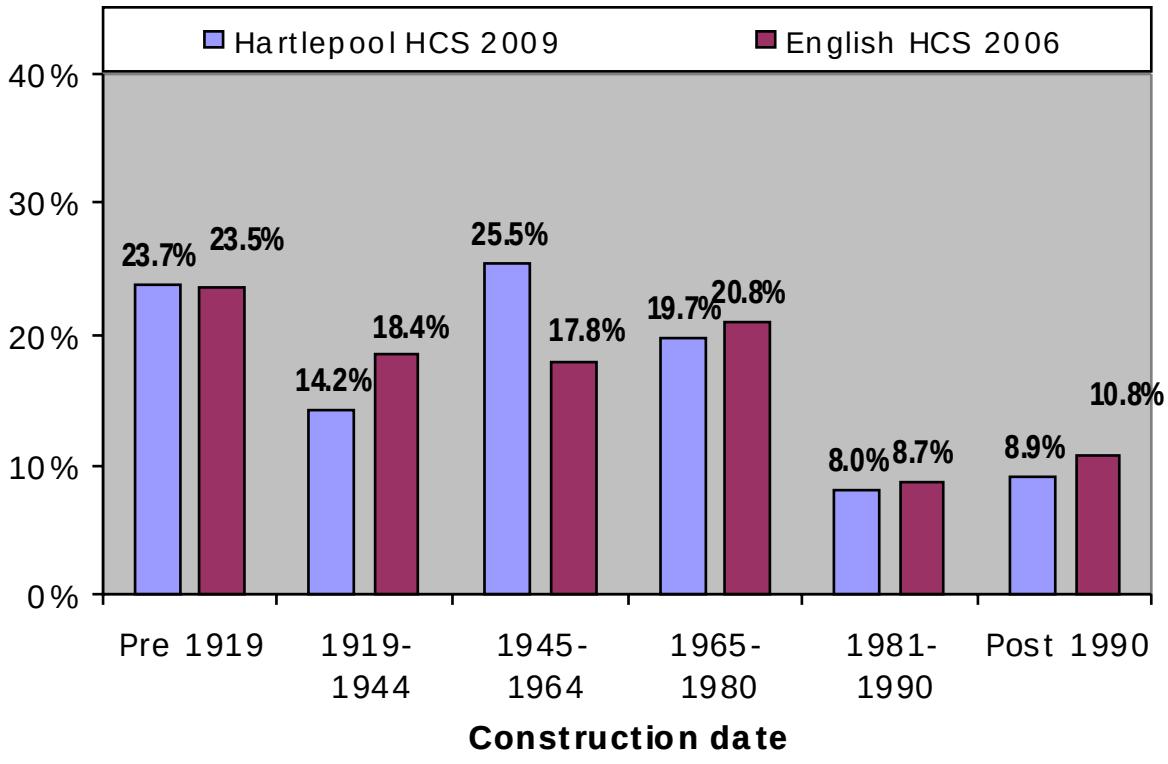
2.1 Size of the dwelling stock

2.1.1 At the time of the survey there were an estimated 32,480 private sector dwellings in Hartlepool. The 32,480 total for the stock is the current estimated private sector stock total, as provided by Hartlepool Borough Council and based on Council Tax Records. Individual weights were created for each dwelling surveyed, in accordance with the stratified sampling regime, such that each survey would represent a specific number of dwellings within Hartlepool. Details of the sample stratification and weighting method are given in the Appendices.

2.2 Age of the dwelling stock

2.2.1 The age profile of the 32,480 owner occupied and privately rented stock in Hartlepool closely resembles the national average for most age bands apart form higher proportions of the 1945-1964 age band (25.5% compared with 17.8%) and lower for the 1919-1944 age band (14.2% compared with 18.4%).

Figure 2.1 Dwelling age profile England and Hartlepool

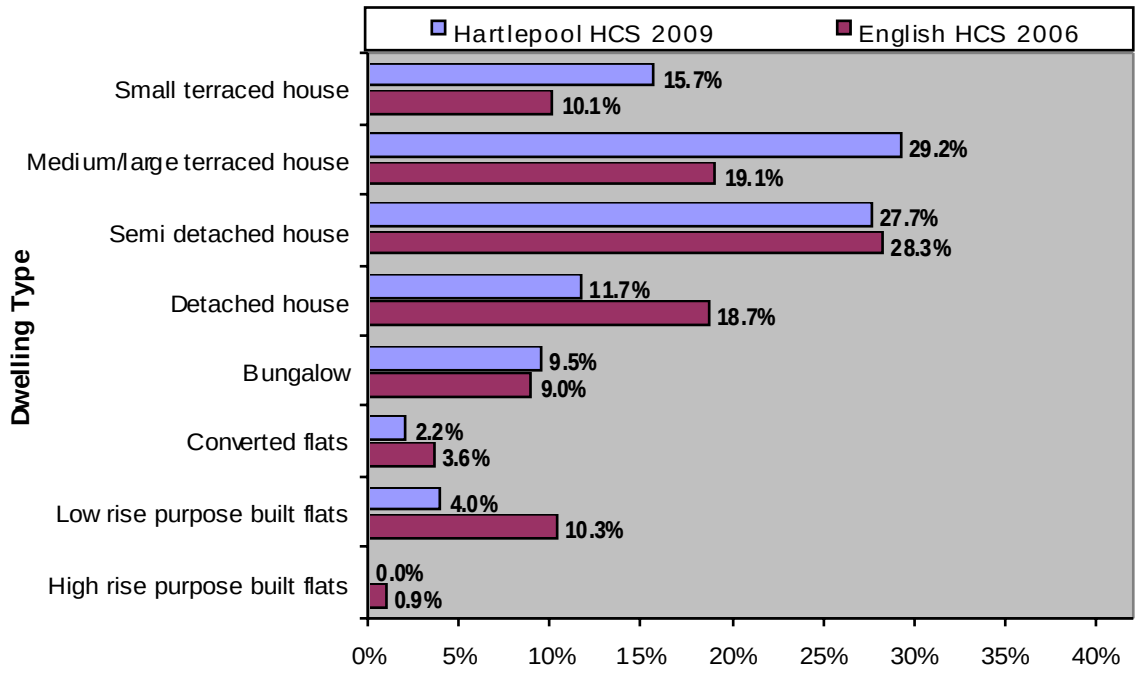


Source: 2009 House Condition Survey & EHCS 2006

2.3 Dwelling type profile

2.3.1 The building type profile in Hartlepool differs from the national pattern for some dwelling types with higher proportions of small and medium/large terraced houses. There are lower levels of detached homes and flats, either converted or purpose built.

Figure 2.2 Dwelling type profile Hartlepool and England



Source: 2009 House Condition Survey & EHCS 2006

2.4 Tenure

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

Table 2.1 Tenure proportions

Tenure	Dwellings	Percent	EHCS 2006
Owner occupied	27,080	65%	70%
Privately Rented	5,400	13%	12%
Private Sector Stock	***32,480***	***78%***	***82%***
Housing Association (RSL)	9,310	22%	8%
Local Authority	0	0%	10%
Social Housing	***9,310***	***22%***	***18%***
All Tenures	**41,790**	**100%**	**100%**

Source: 2009 House Condition Survey & EHCS 2006

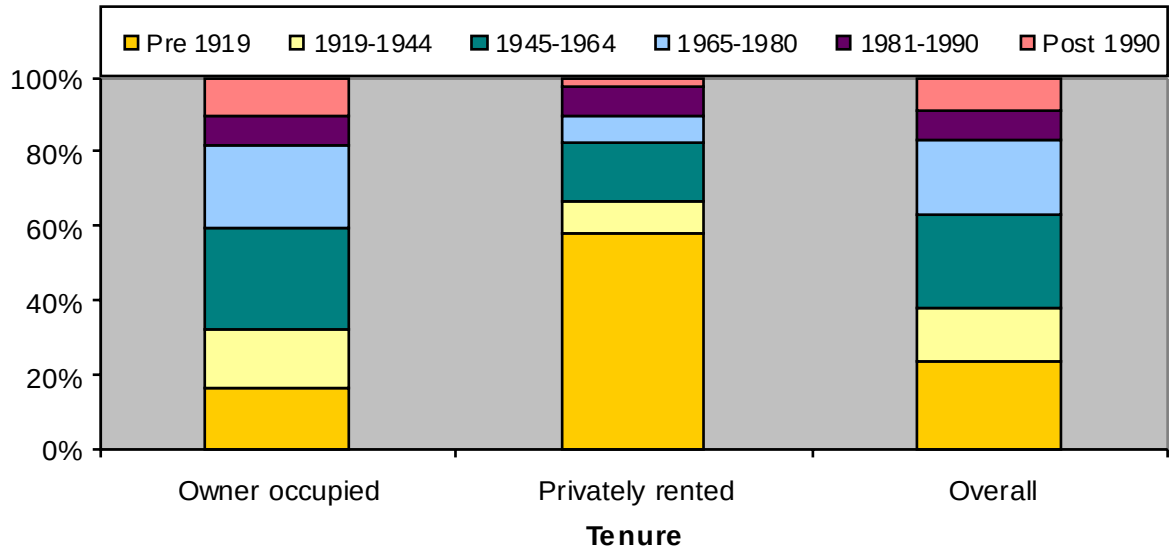
2.4.2 The breakdown given in Table 2.1 includes social housing tenure for the sake of comparative purposes with the EHCS.

2.4.3 The tenure profile in Hartlepool differs from the national averages with a slightly lower level of owner occupation than that found nationally (65% compared with 70%). The privately rented sector is represented at a marginally higher rate to that found nationally (13% compared with 12%) whilst the overall proportion of social housing is slightly higher at 22% compared with 18% nationally. The proportion of privately rented housing does increase the workload on local authority private sector housing staff. Housing affordability issues are likely to result in newly forming households seeking accommodation, turning to the private rented sector rather than social landlords.

2.5 Tenure and age comparisons

2.5.1 Figure 2.3 illustrates the differing dwelling age profile between the main private tenures.

Figure 2.3 Tenure by date of construction



Source: 2009 House Condition Survey

2.5.2 As would be expected, the owner occupied stock (at 65% of all dwellings) has a similar age profile to the overall stock position, with figures of approximately 40.4% for homes built post 1964 compared with 36.7% in the overall stock. The privately rented sector has the highest proportion of pre 1919 dwellings by a very significant margin at almost 57.9% compared with 23.8% overall.

2.6 Dwelling Use and Houses in Multiple Occupation

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

Table 2.2 Dwelling use

Dwelling use	Dwellings	Percent
House	30,500	93.9%
Purpose Built Flat	1,310	4.0%
Converted Flat	610	1.9%
HMO	60	0.2%
Licensable HMO	0	0.0%
Total	**32,480**	**100%**

Source: 2009 House Condition Survey

2.6.2 The vast majority of dwellings (93.9%) are houses generally occupied as built. Of the remainder, most are purpose built or converted flats. An estimated 0.2% of dwellings are HMOs, representing 60 buildings being used to house multiple households. The national average for HMOs is approximately 2%.

2.6.3 The definition of HMO is that used in the Housing Act 2004, of which only some will potentially be subject to mandatory licensing (described below). Some converted flats are now within the new HMO definition as it explicitly includes converted flats where the work does not meet specified standards (generally the Building Regulations 1991) and where less than two thirds are owner occupied.

2.6.4 HMOs form only a very small proportion of the private sector stock in Hartlepool with none being identified as potentially licensable HMOs. It should be borne in mind, however, that figures from the survey are estimates derived from the sample of properties inspected and are therefore subject to variation. It is important that the local authority continues to adopt measures to ensure that any potentially licensable HMOs are brought to light.

2.7 Vacant dwellings

2.7.1 Vacant dwellings can be difficult to identify and there are frequently problems in gaining access. By using a combination of sources, including the survey, Council Tax lists, the Census and the Council's own figures, it has been possible to estimate that there are 1,480 vacant dwellings, 4.6% of the private housing stock within Hartlepool. The national average is approximately 4.1%.

2.7.2 Based on the results taken from the stock condition survey it is estimated that 620 (1.9%) of the private sector dwellings within Hartlepool are long-term vacant, defined as any dwelling vacant for six months or more, or subject to unauthorised occupation. However, as figures from the survey are estimates derived from the sample of properties inspected they are subject to variation.

Table 2.3 All dwellings by Occupancy Status

Vacancy Status	Dwellings	Percent
Occupied	31,000	95.4%
Vacant awaiting new owner	320	1.0%
Vacant awaiting new tenant	320	1.0%
Vacant awaiting demolition	10	0.0%
Vacant being modernised	160	0.5%
New, never occupied	50	0.2%
Long term vacant*	620	1.9%
Total vacant dwellings	**1,480**	**4.6%**
Total stock	**32,480**	**100.0%**

** Includes vacant dwellings to let where they are being modernised prior to letting or have not been let for over 6 months*

2.7.3 The overall estimated proportion of long term vacant properties (taken from the survey results) at 1.9% is slightly above the average for England (approximately 1.5%). The estimated 620 long-term vacant properties therefore, represent a substantial wasted resource, an issue that the Council may wish to pursue having regard to the additional powers granted by the Housing Act 2004 to deal with long term vacant dwellings.

3 Profile of Residents

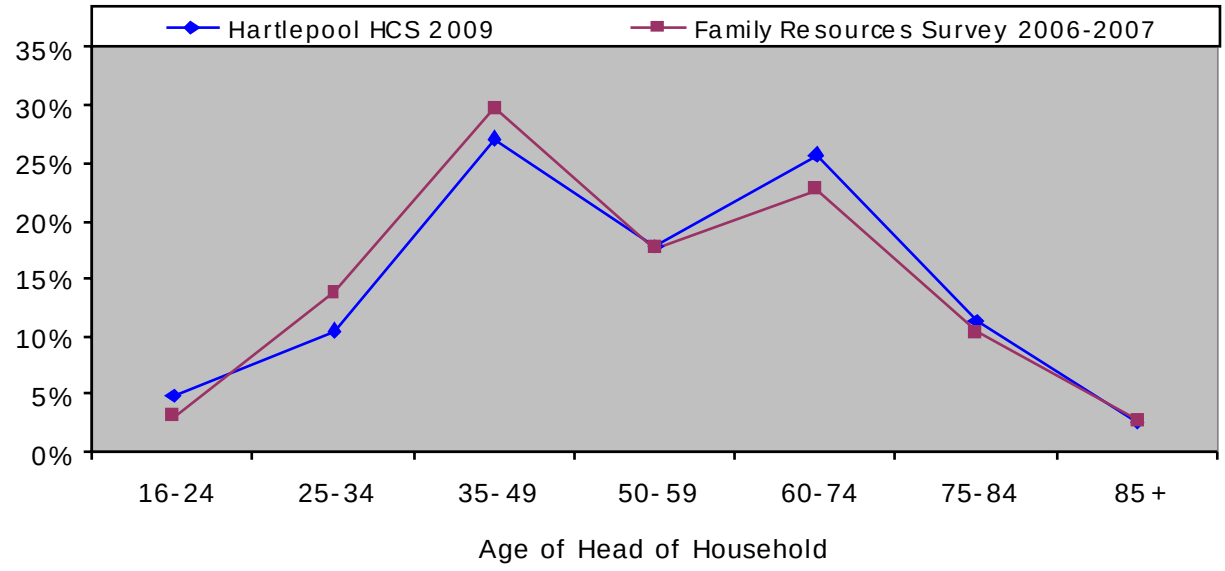
3.1 Introduction

3.1.1 This chapter will look at some of the key characteristics of households within the surveyed dwellings to determine whether links exist with dwelling condition. As the data can only be collected from occupied dwellings the results are set against a total occupied stock of 31,000.

3.2 Age Profile

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

Figure 3.1 Age of head of household Hartlepool and England



Source: 2009 House Condition Survey & Family Resources Survey 2006-2007

3.2.2 Data collected as part of the survey indicates that the age profile of heads of household in Hartlepool differs from the national position. There are higher proportions of heads of household in the 16 to 24 age band, then reducing for ages 25 to 49 and then increasing again after the age of 60. The proportion of the population aged 60 years or over is 39.6% compared with 35.9% nationally. This does have implications for private sector housing policy due to the potentially greater need for support typically associated with older households.

3.3 Household types

3.3.1 The following table gives the distribution of different household types, within the stock, and compares this to England as a whole. Household types are derived from interviewing occupiers and determining the number of adults and children within the household. These figures are then used to determine household type. For example, two or more adults who are not a couple are considered an 'other multi-person household' for the purposes of this analysis which follows the convention used in the Survey of English Housing.

Table 3.1 Household type distribution

Household type	Hartlepool HCS 2009		England 2007
Couple no Dependent Child	16,050	49%	37%
Couple with Dependent Child	2,980	9%	22%
Lone parent with dependent child	1,360	4%	6%
One person household	9,630	30%	27%
Other multi-person household	980	3%	6%
Vacant	1,480	5%	2%
Total Household Type	**32,480**	**100%**	**100%**

Source: 2009 House Condition Survey & Survey of English Housing 2006/2007

3.3.2 The distribution of households by type shows some wide variations to the national position with couple no dependent child showing a substantially higher rate at 49% compared with 37% nationally, whilst couples with dependent child are substantially less common at 9%, compared with 22% nationally. Lone parent with dependent child and multi-person households are represented at lower than the national average with one person households being slightly higher (30% compared with 27%).

3.4 Length of residence

3.4.1 The proportion of households who had been resident for 1 – 5 years was lowest, by quite a margin, in the South sub-area at 28.3% and highest in the Rural sub-area (56.8%). The South sub-area has the highest proportion of households resident for more than 20 years at 41.4%. Similar data taken from the Survey of English Housing 2006/2007, shows that 36% of residents had lived in their dwellings for between one and five years, which is slightly lower than the 41.5% for the authority area as a whole.

Table 3.2 Length of residence

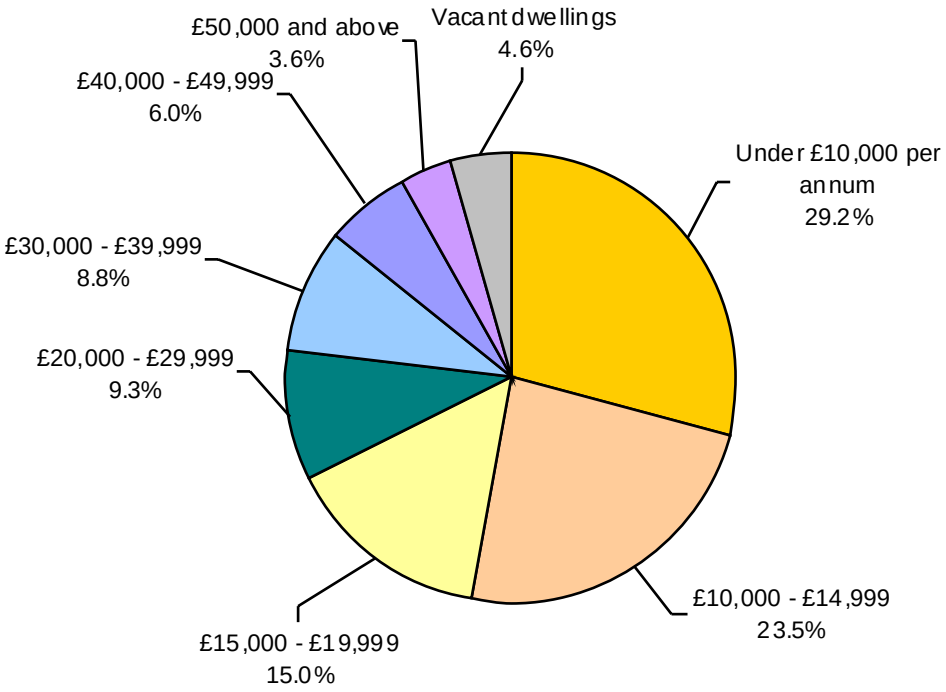
Area Name	1 to 5 years	6 to 10 years	11 to 15 years	16 to 20 years	21 to 25 years	26 to 30 years	Over 30 years
North	40.0%	19.0%	7.5%	6.3%	3.3%	3.9%	19.9%
Central	50.7%	13.2%	4.3%	9.8%	6.8%	3.8%	11.5%
South	28.3%	10.5%	10.1%	9.7%	5.5%	7.4%	28.6%
Rural	56.8%	15.8%	4.0%	19.4%	0.0%	4.0%	0.0%
Hartlepool	**41.5%**	**14.5%**	**6.9%**	**9.0%**	**5.1%**	**4.8%**	**18.3%**

Source: 2009 House Condition Survey

3.5 Income

3.5.1 Residents were asked about the income of the head of household and, where appropriate, the partner of the head of household. Responses were combined to give a gross household income and the results of these are given below.

Figure 3.2 Household incomes in bands



Source: 2009 House Condition Survey

Table 3.3 Number of households within each income band

Income band		No. of households Hartlepool 2009	Family Resources Survey*
Under £10,000 per annum	29.2%	9,470	20%
£10,000 - £14,999	23.5%	7,650	15%
£15,000 - £19,999	15.0%	4,870	11%
£20,000 - £29,999	9.3%	3,020	17%
£30,000 - £39,999	8.8%	2,870	13%
£40,000 - £49,999	6.0%	1,960	9%
£50,000 and above	3.6%	1,160	15%
Vacant dwellings	4.6%	1,480	**n/a**
Total	**100%**	**32,480**	**100%**

** Source: Family Resources Survey 2006/2007 Department of Works and Pensions*

Source: 2009 House Condition Survey

3.5.2 The figures in the chart and the table indicate that there are substantially higher proportions than the national average of households with an income of less than £20,000 but with lower proportions for incomes above that, in particular with the income above £40,000. The proportion of households within Hartlepool with an income of less than £20,000 (67.7% compared with 46% nationally), will potentially make affordability a significant issue affecting repair and improvement in the private sector dwelling stock.

Table 3.4 Average incomes

Tenure	Hartlepool HCS 2009	England 2005	Consumer Price Index Inflation Factored
Owner occupied	£372	£506	£544
Privately rented	£198	£377	£406
Average	£285	£442	£475

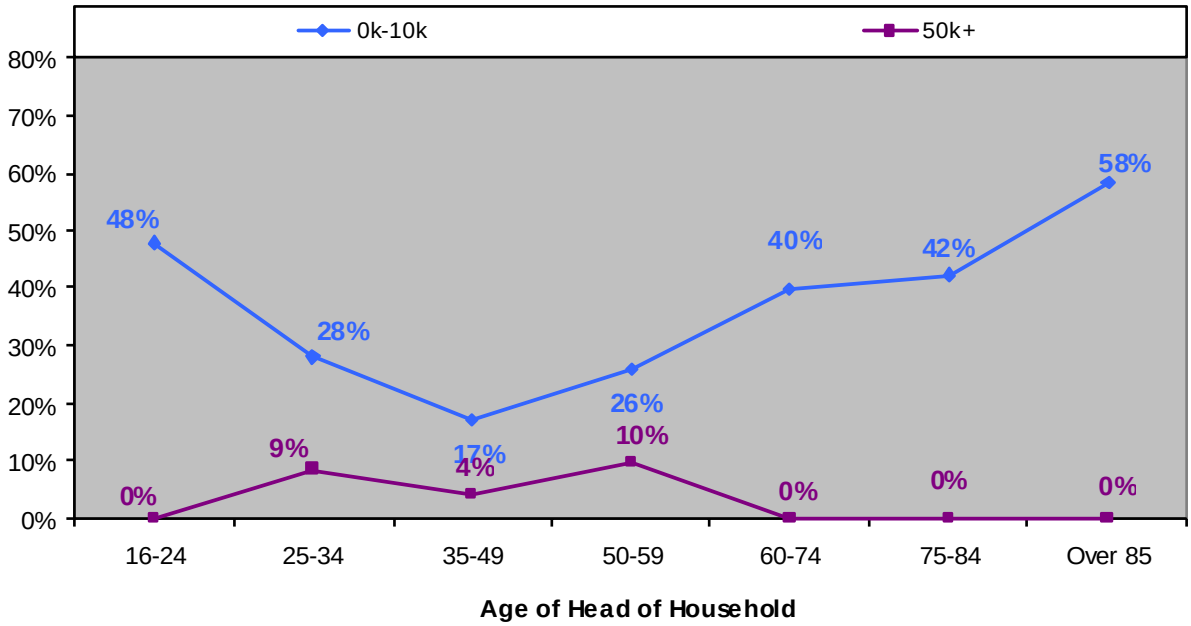
Source: 2009 House Condition Survey

3.5.3 These figures demonstrate that recent average incomes in Hartlepool for both the owner occupied and privately rented stock are substantially lower than the England 2005 and the index linked national averages.

3.6 Income and age of head of household

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

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



Source: 2009 House Condition Survey

3.6.2 The chart illustrates that low income (annual household income below £10,000 per annum) is mostly associated with the older age groups (60 years and older) and with heads of household under 34 years. As is commonly the case, households between 25 and 59 years have the lowest proportion of low incomes. The greatest proportion of high incomes is found in the 50 to 59 age band. This pattern suggests that the greatest need for assistance to vulnerable occupiers is at the youngest and oldest ends of the age range.

3.7 Income and household type

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

Table 3.5 Low and High household incomes by household type

Household Type	Low income (household income less than £10,000 per annum)	Middle income (household income £10k-£30k per annum)	High income (household income above £30,000 per annum)
Couple no Dependent Child	13%	62%	25%
Couple with Dependent Child	7%	71%	22%
Lone parent with dependent child	47%	53%	0%
One person household	64%	34%	2%
Other multi-person household	33%	47%	20%

Source: 2009 House Condition Survey

3.7.2 The table does show that clear associations exist. Lone parent with dependent child, other multi person households and one person households are most strongly associated with low incomes. Couple with dependent child households have increased levels of high incomes, with couple with no dependent child having a higher level of incomes above £30,000.

3.8 Income and residents with disabilities

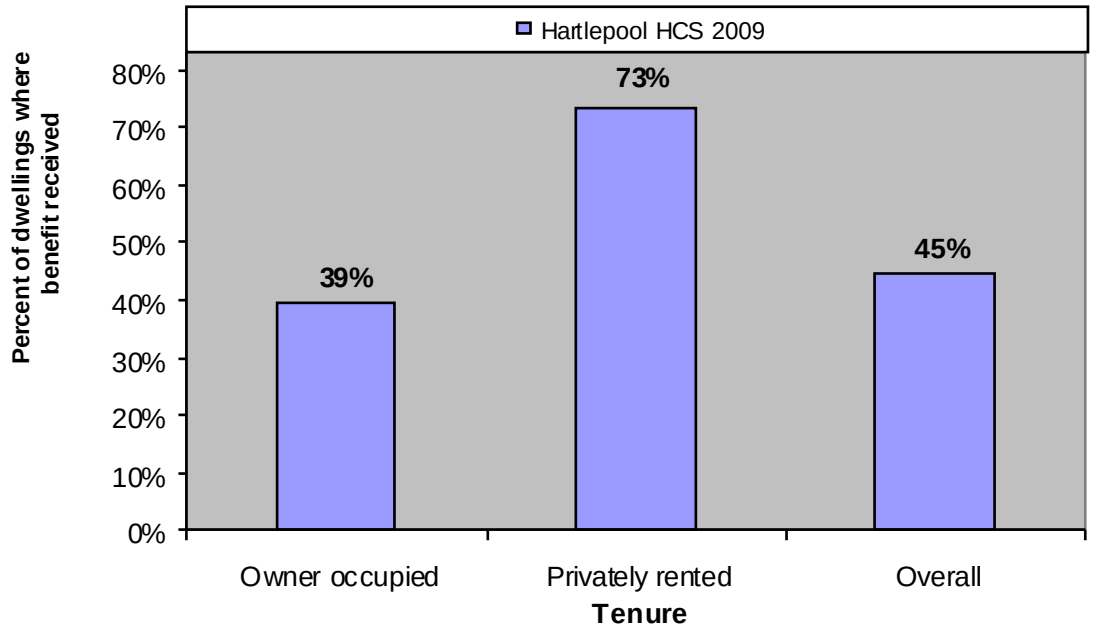
3.8.1 It is important to note that this survey used a broad definition of disabled person. This included residents that are frail elderly, as well as registered disabled persons and other persons with a disability.

3.8.2 There is a strong association between disability and income, as 39.9% of households with a disabled resident have a household income below £10,000 per annum, compared with 27.9% where there is no person with a disability. This represents approximately 2,700 such dwellings in Hartlepool. The residents of these dwellings may not only have physical difficulty dealing with repairs, but may be less likely to be able to afford alternative provision.

3.9 Benefit receipt

3.9.1 In addition to income, householders were asked if anyone within the dwelling was in receipt of one or more of a range of means tested benefits. Overall 13,900 (45%) households are estimated to be in receipt of a benefit, which reflects the earlier findings on households on low income. At the national level 17% of private sector households have at least one resident in receipt of a benefit which is significantly less than that found within this survey. The distribution of benefit receipt by tenure shows the highest proportion for the privately rented sector (73%) compared with 39% in the owner occupied sector.

Figure 3.4 Benefit receipt by tenure



Source: 2009 House Condition Survey

3.10 Value of dwellings and equity

3.10.1 Owner occupiers were asked about the value of their dwelling, the level of any outstanding mortgage, any other debt and the consequent total equity. This was to allow the relationship between available equity and dwelling condition to be examined. Such relationships are relevant to the Regulatory Reform Order 2002; Government guidance focuses on local authorities moving towards facilitating loans/equity release rather than giving grants when offering financial assistance to householders.

3.10.2 The average value of a dwelling in Hartlepool is £97,000. This figure is based on the average sale prices in Hartlepool compiled by the Land Registry from January to March 2009. The figure is well below the average value across the UK of £153,000.

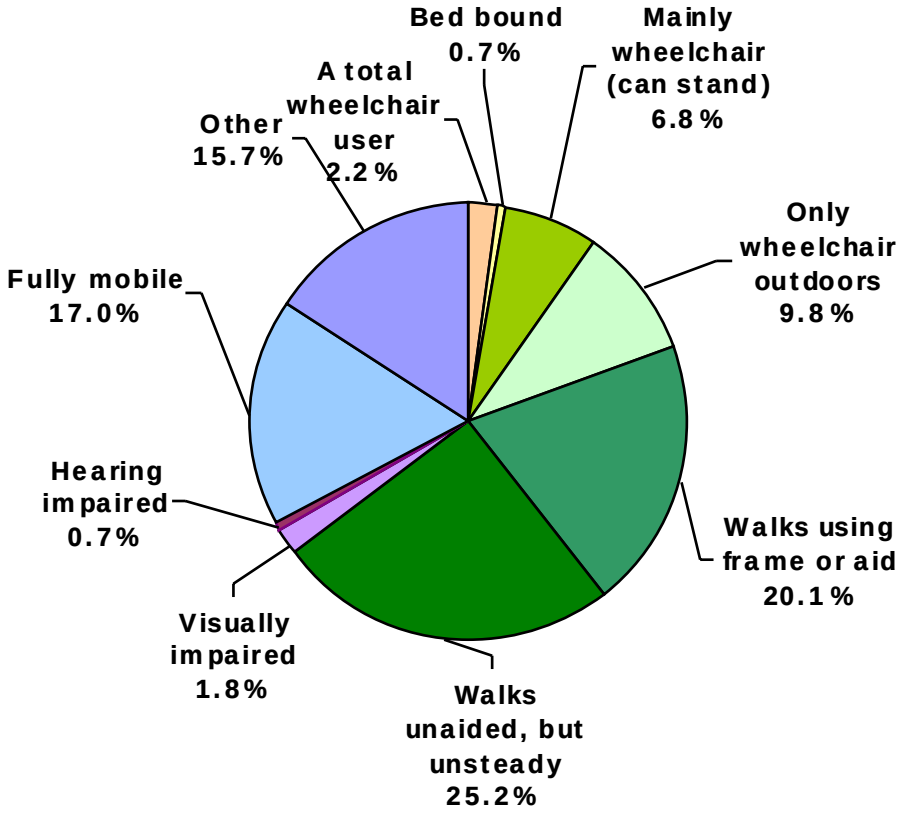
3.10.3 The average mortgage level for owner-occupied dwellings in Hartlepool, based upon occupier responses, is £53,000 resulting in an average equity of £44,000 per dwelling using the Land Registry average value.

3.11 Residents with disabilities

3.11.1 Residents were asked if any member of the household suffers from a long term illness or disability. It is estimated from the results of this question that 6,200 (20.0%) occupied dwellings have at least one resident with a long term illness or disability. Residents were further asked to choose the condition that best described their disability and the following chart illustrates the results of this.

3.11.2 Initially it may seem that 20.0% is a relatively high proportion of households where at least one household member has a disability. The definition used, however, is very broad and it can be seen from the graph that 45.3% of people who responded stated that their disability was either walking using a frame or walking unaided, but unsteadily. The vast majority of these residents are frail elderly, but do represent people who are likely to have specific housing needs.

Figure 3.5 Residents with disabilities by type



Source: 2009 House Condition Survey

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

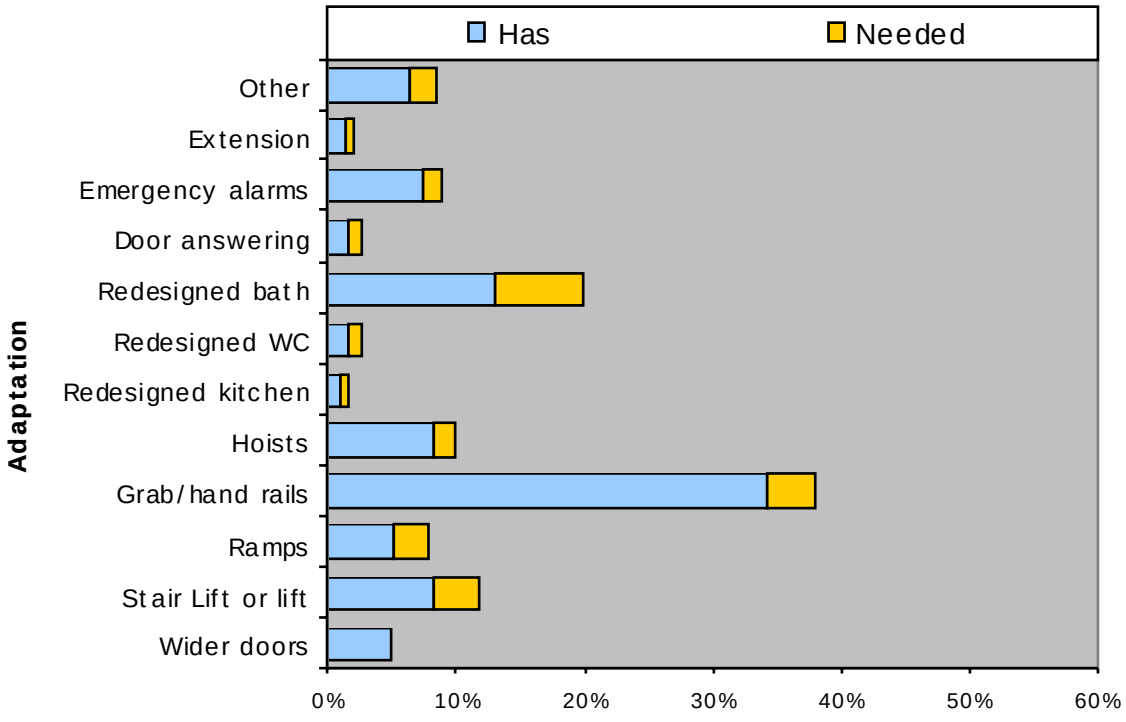
3.12 Adaptations

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 and also whether the occupier felt there was the need for further adaptations.

3.12.1 The provision of adaptations for disabled residents is mandatory under the Disabled Facilities Grants (DFG) scheme, and local authorities must consider this when assigning budgets to housing provision. There are two factors that mitigate this demand: firstly, DFGs are subject to means testing and secondly, the Council must consult with Social Services for an assessment by an Occupational Therapist who will decide whether an adaptation is necessary and appropriate.

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

Figure 3.6 Disabled adaptations present and required



Source: 2009 House Condition Survey

3.12.3 The chart shows that Grab/hand rails has the highest level of current provision, present in 34% of dwellings occupied by a resident with a

disability, followed by the provision of grab/hand at 13%. The most needed is the provision of a redesigned bath at 7% followed by a grab/hand rails and stair lift or lift (both 4%). When looking at the ratio of 'need' to 'have', the category 'Door answering' has the highest rate followed by a re-designed WC.

3.12.4 The following table takes the figures for adaptations a step further and looks at the numbers of adaptations needed and the cost of carrying out those adaptations. Costs are estimated averages for each of the elements listed below. As a full test of resources is the only accurate way of providing a figure for costs after means testing, some assumptions have been made in order to provided an estimated figure, with those on an income of less than £10,000 assumed to have a nil contribution, those on an income of between £10,000 and £25,000 having a 50% contribution and those on an income above that paying the full amount.

Table 3.6 Cost of adaptations for the disabled

Adaptations	Adaptations*	Adaptations Cost	Cost after means testing
Wider doors	0	£0	£0
Stair Lift or lift	200	£675,000	£218,000
Ramps	200	£404,000	£164,000
Grab/hand rails	200	£114,000	£29,000
Hoists	100	£206,000	£12,000
Redesigned kitchen	0	£210,000	£0
Redesigned WC	100	£144,000	£92,000
Redesigned bath	400	£2,192,000	£1,157,000
Door answering	100	£193,000	£118,000
Emergency alarms	100	£94,000	£75,000
Extension	0	£432,000	£161,000
Other	100	£71,000	£40,000
Total	**1,500**	**£4,735,000**	**£2,066,000**

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

Source: 2009 House Condition Survey

3.12.5 The total cost of all adaptations that could potentially be fitted to benefit residents with a disability is just over £4.7 million. When means testing has been applied this total reduces to just under £2.1 million, which reflects the fact that there are residents with disabilities with average or above average incomes.

3.12.6 It should be considered that two factors will affect the £2.1 million figure in terms of DFGs. Firstly, the figure does not contain any reduction for occupiers that would not be considered after a visit by an occupational therapist, as this cannot easily be factored in. Secondly, many of the residents may not be aware of the need for an adaptation, may not want an adaptation or may not be aware that DFGs are available. The £2.1 million figure is an estimate of the amount that

would need to be spent by the authority on adaptations, although this would be spread over a period of five years. The figure is, however, indicative only and could vary substantially if there are significant adaptations for children (applications for which are no longer subject to the test of resources), which would significantly increase the authority's overall contribution. The figure does, however, give some indication of potential demand that need to be taken into account with future DFG budgets.

3.13 Ethnic origin

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

Table 3.7 Ethnic origin

Ethnic Origin	Dwellings	Per cent
White British	30,680	94.5%
White Irish	50	0.2%
White Other	30	0.1%
White/Black Caribbean	10	0.0%
White/Black African	0	0.0%
White/Asian	0	0.0%
Other mixed	0	0.0%
Indian	10	0.0%
Pakistani	20	0.1%
Bangladeshi	10	0.0%
Asian Other	150	0.5%
Black Caribbean	0	0.0%
Black African	0	0.0%
Black Other	0	0.0%
Chinese	40	0.1%
Other	0	0.0%
Vacant	1,480	4.6%
Total	**32,480**	**100.0%**

Source: 2009 House Condition Survey

3.13.2 The majority of households described their ethnic origin as being predominantly White British (94.5%). The other ethnic groups are represented at such low levels they are not statistically robust enough to provide meaningful comparisons.

3.14 Satisfaction with home and neighbourhood

3.14.1 Residents were asked how satisfied they were with their home and the neighbourhood that they lived in. Overall, 93.2% indicated that they were either very or fairly satisfied with their current home and 91.7% that they were either very of fairly satisfied with their neighbourhood.

3.15 Owner occupiers plans to improve their property

3.15.1 Owner occupiers were asked to consider their plans for any future improvements to their home, and if they were, how much they thought they would need to spend to undertake the improvement, how they would finance the proposed work and whether or not they would be interested in considering a low interest repayable loan/grant from the Council to undertake the works.

3.15.2 4,100 (15.5%) of owner occupiers indicated that they were considering some improvement work to their property with the vast majority proposing to fund the work though savings (68.9%). Asked about the low interest repayable loan/grant from the Council, 50.8% expressed some interest; with 25.6% (1,050) saying they would be very interested.

3.15.3 The following table provides an indication of the estimated cost of improvement works, as provided by respondents, put into banded costs. The majority (59.5%) consider that the cost of improvement work will be up to £5,000, with 34% saying that the cost will be between £5,000 and £14,999.

Table 3.8 Occupiers estimated cost of improvement works

Improvement Cost Band	Percentage
£1 to £4,999	59.5%
£5,000 to £9,999	22.4%
£10,000 to £14,999	11.6%
£15,000 to £19,999	3.2%
£20,000 to £24,999	2.7%
£25,000 +	0.4%

Source: 2009 House Condition Survey

3.15.4 In addition to the question on future improvements, owner occupiers were asked if certain issues may make it difficult for them to maintain their home. Overall, only one of the range of issues listed (advice getting an estimate, finding a reputable builder, limited DIY skills or access to money for the work) produced any real concern, with 14.3% stating that 'access to money' would be a problem.

3.15.5 When asked if they would be interested in using a service that would help them to get their home repaired, 40% said they would possibly be interested with 25.4% saying that they would be very or quite interested.

3.16 Questions put to tenants only

3.16.1 Tenants were asked a range of questions regarding their landlord with the results shown in the following table.

Table 3.9 Tenants awareness of specified issues

Awareness Off	Yes	No	Not Sure
Council intervention with landlord to get repairs carried out	57.5%	28.6%	13.9%
Annual inspection of gas appliances by landlord	74.3%	12.2%	13.5%
Provision of a gas safety certificate by landlord	63.4%	19.2%	17.3%
Payment of bond/deposit to landlord at tenancy commencement	54.5%	41.2%	4.2%
If bond/deposit paid was it put into a deposit guarantee scheme	20.4%	32.8%	46.8%

Source: 2009 House Condition Survey

3.17 Security

3.17.1 Residents were asked if a range of security measures were present in their property. The two highest levels of provision were door deadlocks (89.3%) and window locks (88.5%). Alarms were present in 52.7% of properties.

Table 3.10 Security measures present in property

Door Deadlock	Door Viewer	Door Chain	Window locks	Alarm
89.3%	34.5%	25.6%	88.5%	52.7%

Source: 2009 House Condition Survey

3.18 Overcrowding

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

3.18.2 As with the above comments, this survey, which is considerably smaller than both of those mentioned, cannot produce any results that would be of any statistical relevance. Given that and issues revolving around the sample size, this section attempts to provide some basic information on the level of estimated overcrowding within Hartlepool.

3.18.3 The existing statutory overcrowding standards were set in 1935 and restated in Part 10 of the Housing Act 1985, and include both a room standard and a space standard.

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

3.18.5 The Survey of English Housing uses a Bedroom standard as an indicator of occupation density, allocating a number of bedrooms to each household according to the age, sex and marital status composition coupled with the relationship of the members to one another.

3.18.6 If the Housing Act overcrowding measurement is taken, the estimated level of overcrowding by sub-area is contained within the following table:

Table 3.11 Statutory measurement of overcrowding

Area Name	Overcrowded	Not Overcrowded
North	0.3%	99.7%
Central	0.3%	99.7%
South	0.3%	99.7%
Rural	0.0%	100.0%
Hartlepool	**0.3%**	**99.7%**

Source: 2009 House Condition Survey

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

Table 3.12 Bedroom standard measurement of overcrowding

Area Name	Overcrowded	Not overcrowded
North	1.4%	98.6%
Central	0.4%	99.6%
South	0.3%	99.7%
Rural	0.0%	100.0%
Hartlepool	**0.7%**	**99.3%**

Source: 2009 House Condition Survey

3.18.8 With the statutory standard, the rates for North, Central and South sub-areas are all the same at 0.3%. The bedroom standard is highest in the North sub-area at 1.4%. The bedroom standard (0.7%) has a slightly higher overall rate than the statutory standard (0.3%) which is to be expected as the bedroom standard uses a more limited room indicator of occupation density. It must, however, be taken in the context described by the ODPM report mentioned above that a reliable estimate of numbers cannot be produced. Both these systems result in an estimated total of between 100 and 240 overcrowded dwellings within the Borough. However, this data should be treated with caution.

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

3.18.10 Under the Housing Health and Safety Rating Scheme, one of the elements to be considered is that of Crowding and Space, which takes into account a number of matters that are deemed likely to affect the likelihood and harm outcomes. This also indicates that the average likelihood of an illness or injury occurring is 1 in 8,000, which indicates the low average potential for harm. No properties during the survey were scored under this heading.

4 The Decent Homes Standard

4.1 Introduction

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

A - meet the legal minimum standard for housing, and

B - be in a reasonable state of repair, and

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

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

4.1.2 If a dwelling fails any one of these criteria it is considered to be "non decent". A detailed definition of the criteria and their sub-categories are described in the ODPM guidance: "A Decent Home – The definition and guidance for implementation" June 2006.

4.1.3 The revised guidance does not substantially change the criteria for the decent homes standard laid out in 2002 with the exception of thermal comfort. This has changed from a calculated, energy efficiency based approach to a simpler, but more practical system which takes into account the heating systems, fuel and insulation in a dwelling to determine if it provides adequate thermal comfort.

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

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

4.1.5 In the Comprehensive Spending Review 2007, the Government set out its intention to scrap the PSA7 target with effect from 1 April 2008.

This has now been implemented. However, the percentage of vulnerable households in decent homes in the private sector remains part of CLG's Departmental Strategic Objectives (DSO2, 2.8)

4.1.6 Accordingly the Hartlepool house condition survey collected adequate and appropriate data to allow judgement of dwellings across all tenures against the Decent Homes Standard.

4.2 Change of emphasis and the Housing Act 2004

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

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

4.2.3 As the new HHSRS regime came into effect in April 2006, this report will present findings relating to decent homes using Category 1 Hazards only. Detailed definitions of both the Rating System and Housing Fitness Standard are given in the following chapter.

4.3 The meaning of non decency

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

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

4.4 Overall level of non decency

4.4.1 Based on the House Condition Survey data 11,300 dwellings (34.8%) can be classified non decent. In England as a whole the rate is 35.3% (owner occupied and privately rented stock) making the Hartlepool rate slightly better than the national average. The all England figure is taken as the proportion of non decent private sector dwellings from the EHCS 2006, which used the HHSRS for criterion A for the first time. This led to a significant increase in criterion A failure (homes not meeting the statutory component of the Decent Homes standard) from just over 4% under the old fitness standard to 22.4% under the HHSRS Category 1 hazard rate, increasing the overall non decency rate from 26.8% for privately occupied dwellings in 2005 to 35.3% in 2006.

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

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

Reason	Dwellings	Percent (of non decent)	Percent (of stock)	Percent (EHCS 2006)
Category 1 hazard dwellings	6,000	53.1%	18.5%	23.5%
In need of repair	4,800	42.4%	14.6%	8.3%
Lacking modern facilities	100	0.9%	0.3%	2.1%
Poor degree of thermal comfort	5,000	44.2%	15.4%	17.0%

Source: 2009 House Condition Survey & EHCS 2006

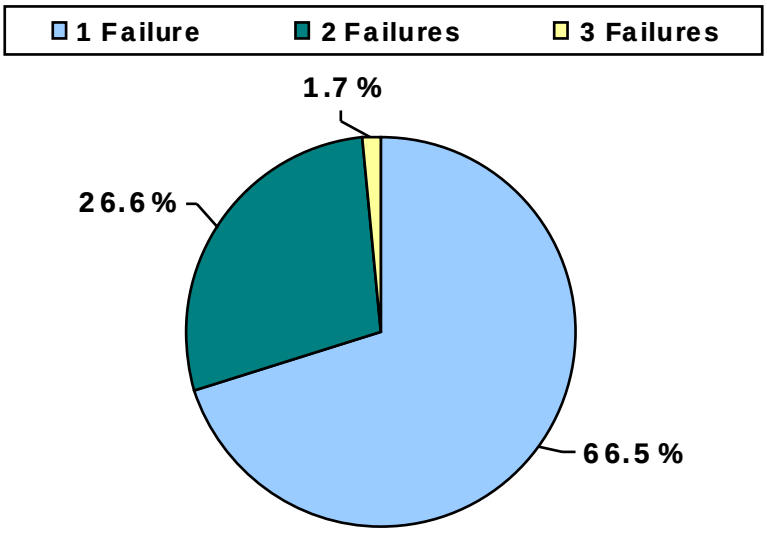
4.4.3 The percentages of non decent do not total 100%. This reflects the fact that the categories are not mutually exclusive; although any dwelling can fail on just one criterion, it may fail on two or more.

4.4.4 In Hartlepool, the hierarchy of reasons for failure follows the national profile with a higher rate of failure for Category 1 hazards than for thermal comfort. Prior to the EHCS 2006 headline report, poor degree of thermal comfort was the primary reason for failure of the Decent Homes Standard. It should be borne in mind that excess cold is the main Category 1 hazard reason for failure (see chapter 5) and this overlaps heavily with poor thermal comfort.

4.5 Numbers of failures per dwelling

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

Figure 4.1 Degree of failure of the Decent Homes Standard



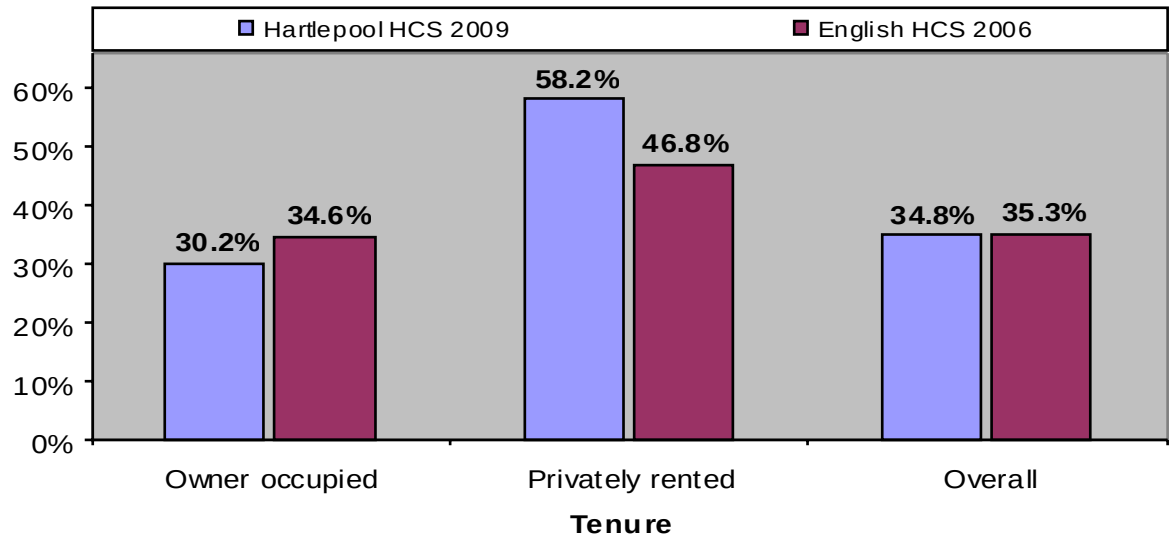
Source: 2009 House Condition Survey

4.5.2 It is clear that a majority of failures are in respect of one criterion only, with the number of properties with two or more failures being 28.3%. Realistically in the majority of cases this will relate to heating/insulation issues whether as a failure for an excess hazard or failure of the thermal comfort criterion.

4.6 Non decency by general characteristics

4.6.1 Figure 4.2 shows the proportions of non decent private sector dwellings by tenure. The distribution by tenure is typical of the national picture in that privately rented dwellings have the highest rate of non decency 58.2%, followed by owner occupied dwellings at 30.2%.

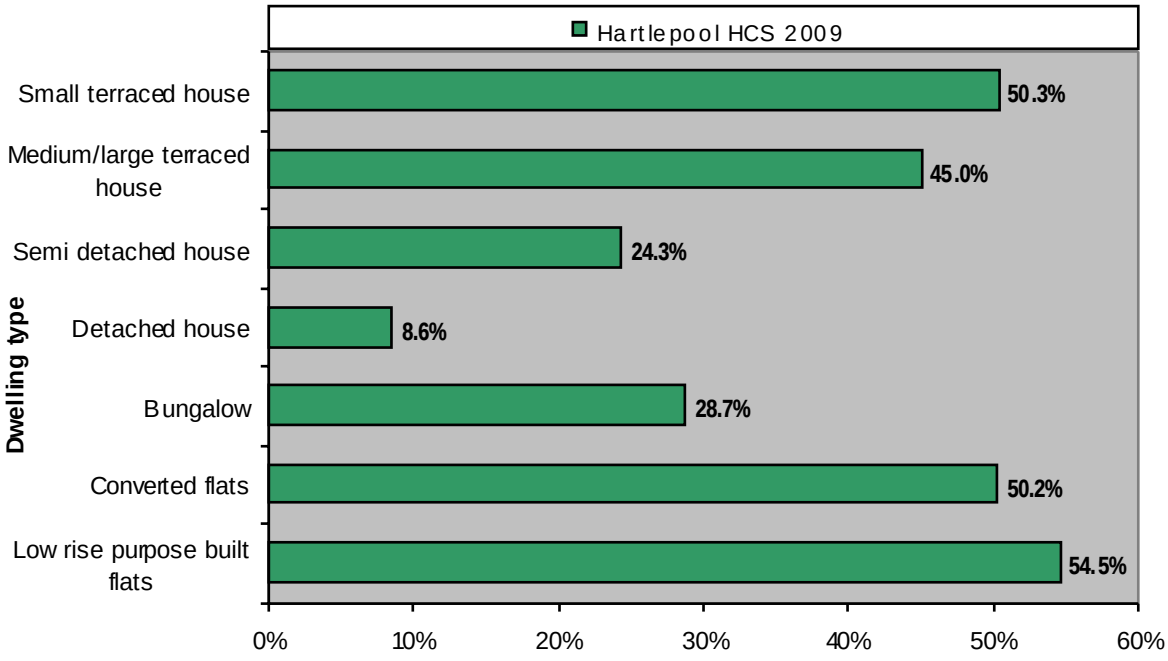
Figure 4.2 Tenure by non decent dwellings



Source: 2009 House Condition Survey & EHCS 2006

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

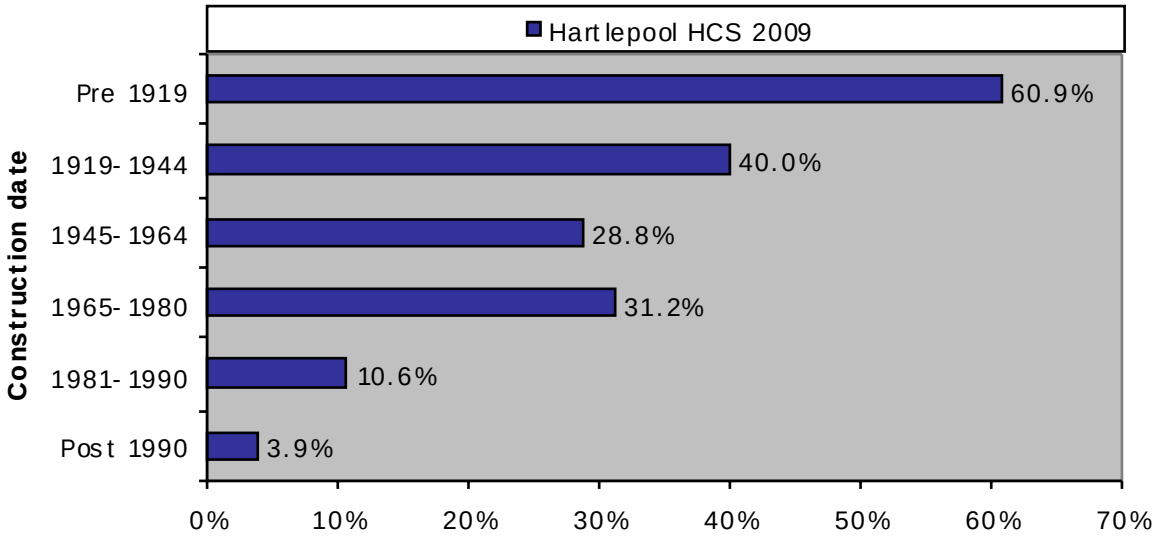
Figure 4.3 Non decent dwellings by dwelling type



Source: 2009 House Condition Survey

4.6.3 The highest rate of non decency (54.5%) is found in Low rise purpose built flats (less than 6 storeys), which is largely driven by thermal comfort failure. Small terraced houses (50.3%) have the next highest rate followed by converted flats which have a 50.2% failure rate and are generally associated with the private rented sector and poor repair, although they account for just under 2% of the surveyed stock. The lowest rate is found in detached houses at 8.6%.

Figure 4.4 Non decent dwellings by date of construction

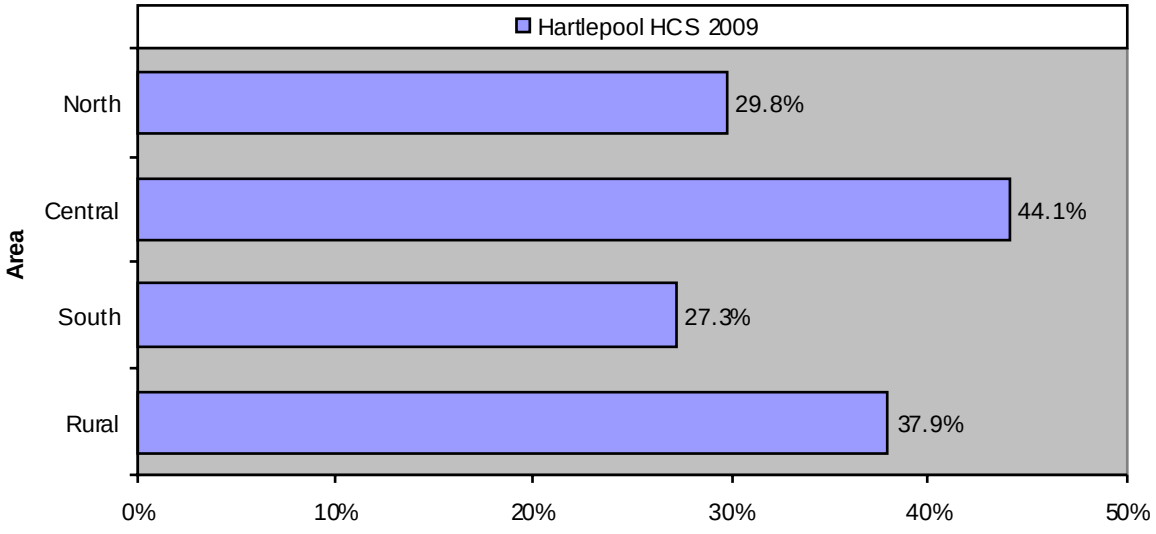


Source: 2009 House Condition Survey & EHCS 2006

4.6.4 As is common, the rate of failure of the Decent Homes Standard is highest in pre-1919 properties. The usual pattern of increasing rate with property age is not followed entirely as the rate found in properties built 1965 to 1980 (which have repair and thermal comfort issues) is higher than that for 1945 to 1964.

4.6.5 The distribution by sub-area is shown in the next figure. The highest rate is recorded in the Central sub-area at 44.1%, with the Rural sub-area having the next highest at 37.9%. The lowest rate at 27.3% was found in the South sub-area.

Figure 4.5 Non decent dwellings by sub-area



Source: 2009 House Condition Survey

4.7 Cost to Remedy

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

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

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

Reason	Total Cost (£ million)	Cost per dwelling (£)
Category 1 Hazard	£30.5	£5,100
Repair	£21.2	£4,500
Amenities	£1.5	£15,700
Thermal comfort	£6.7	£1,300
Total	**£59.8**	**£5,300**

Source: 2009 House Condition Survey

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

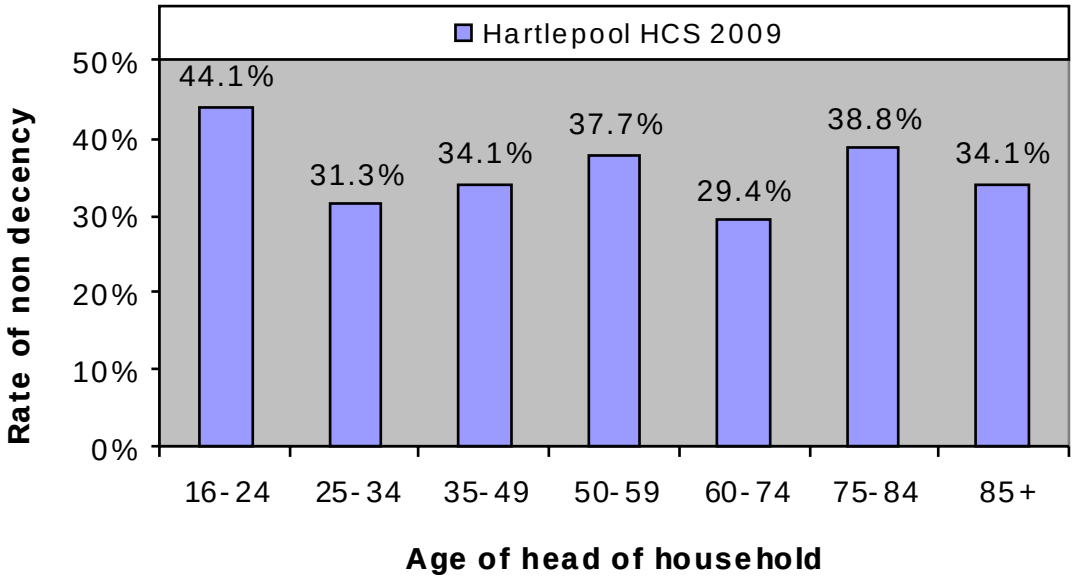
4.8 Age of Head of Household and non decency

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

4.8.2 Age of head of household is a useful indicator as it generally gives an impression of the age of the household and its profile. It has also been found that dwelling conditions often vary according to the age of the head of household.

4.8.3 The following chart illustrates the relationship between age of head of household and levels of non decency. Within age groups, the highest rate of non decency occurs where the age of head of household is aged 16 - 24 years (44.1%), followed by households where the head is aged between 75 and 84 (38.8) and those aged between 50 to 59 (37.7%).

Figure 4.6 Non decency by age of head of household

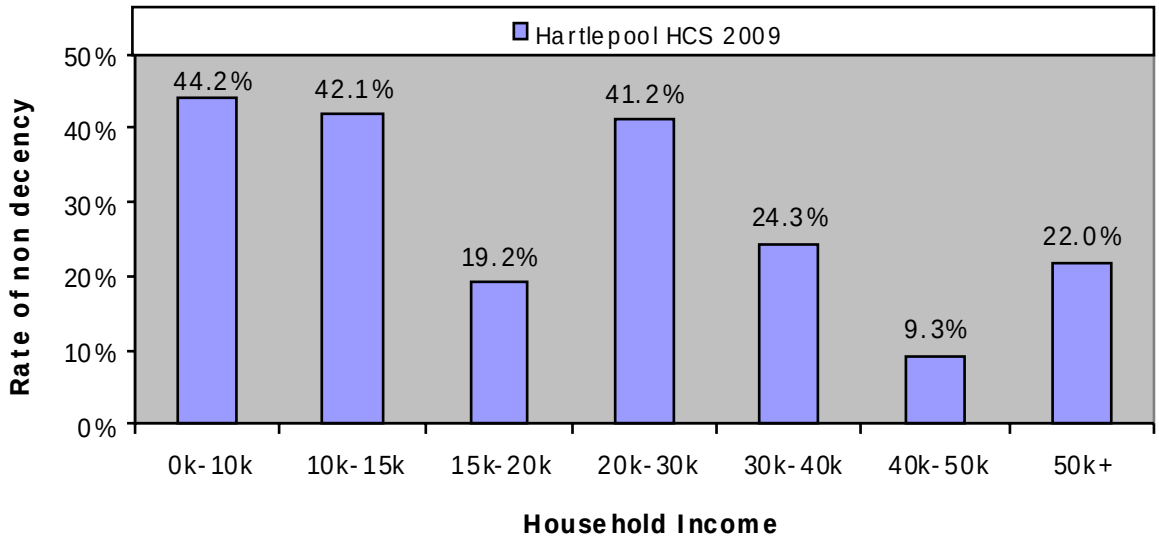


Source: 2009 House Condition Survey

4.9 Household income and non decency

4.9.1 The relationship between income and non decency can be analysed by combining household income figures with failures under the Decent Homes Standard. The largest proportion of dwellings found to be non decent are occupied by residents with an income of between 0k and 10k (44.2%), which has Category 1 hazard and disrepair issues, which are both above the Borough average. The next highest rate is for those on a income of between 10k and 15k (42.1%) followed by those with an income of between 20k and 30k (41.2%).

Figure 4.7 Non decency by annual household income band



Source: 2009 House Condition Survey

4.10 Private sector vulnerable occupier base-line

4.10.1 Up until the 1 April 2008, the government target for achieving decency standards in the private sector was that set by PSA7, where 65% of all dwellings occupied by vulnerable residents should be made decent by 2006/07. In practice, the most challenging target was the 70% to be met by 2010/11. As indicated previously, although the PSA7 target no longer exists, it is still a CLG Departmental Strategic Objective under DSO2, 2.8). It is highly likely therefore, that Regional Housing bodies will continue to apply targeting in respect of vulnerable households in decent homes when making capital allocations.

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

- Income support
- Housing benefit
- Council tax benefit
- Income based job seekers allowance
- Attendance allowance
- Disabled living allowance
- Industrial injuries disablement benefit
- War disablement pension
- Pension credit
- Working tax credit (with a disability element) [total income < £15,460]
- Child tax credit [total income < £15,460]

4.10.3 In Hartlepool, at present there are 13,900 private sector dwellings (owner occupied and privately rented) that are occupied by residents in receipt of one of the benefits listed above. Of these an estimated 5,380 are classified non decent, which represents 38.1% of dwellings occupied by a vulnerable resident. Conversely this means that 61.9% are decent. The EHCS 2006 found that 41.2% of vulnerable households were living in non decent homes.

4.10.4 On this basis Hartlepool met the target for 2006/07 for 65% of vulnerable households to be living in decent homes but has not yet met the 2010/11 70% threshold for decency.

4.10.5 The proportion of non decent dwellings by sub-area has already been considered earlier. The table below gives the numbers of non-decent dwellings within each sub-area with the rate of non decency, and also lists the level of shortfall for each sub-area in terms of meeting the

70% target for vulnerable occupiers in the private sector. Where a minus figure is shown this indicates that the 70% target has already been met.

Table 4.3 Non decent dwellings with vulnerable households by sub-area

Area	Vulnerable households in non decent dwellings	Percent vulnerable households in decent dwellings	Percent vulnerable households in non decent dwellings	Shortfall for vulnerable occupiers
North	1,300	69.9%	30.1%	10
Central	2,900	49.4%	50.6%	1,180
South	1,100	72.0%	28.0%	-80
Rural	80	50.0%	50.0%	30
Total	**5,380**	**61.9%**	**38.1%**	**1,140**

Source: 2009 House Condition Survey

4.10.6 The table shows that the Central sub-area has the largest shortfall (1,180 dwellings) of the 70% target. Unlike the figures for non decency only, the above figures are affected by the proportion of vulnerable occupiers in these areas and not reflect just the rate of non decency.

5 Category 1 Hazards

5.1 Requirement to remedy poor housing

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

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

5.1.3 From April 2006 Part XI of the Housing Act 1985 was replaced by Part 1 of the Housing Act 2004. The new Act repeals the existing housing fitness standard and through statutory instruments and statutory guidance replaces it with the Housing Health and Safety Rating System.

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

5.2 Definition of Hazards under the HHSRS and Category level

5.2.1 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.

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

- *Physiological Requirements* (e.g. damp & mould growth, excess cold, asbestos, carbon monoxide, radon, etc)
- *Psychological Requirements* (crowding and space, entry by intruders, lighting, noise)

- *Protection Against Infection* (domestic hygiene, food safety, personal hygiene, water supply)
- *Protection Against Accidents* (e.g. falls on the level, on stairs & steps & between levels, electrics, fire, collision…).

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

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

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

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

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

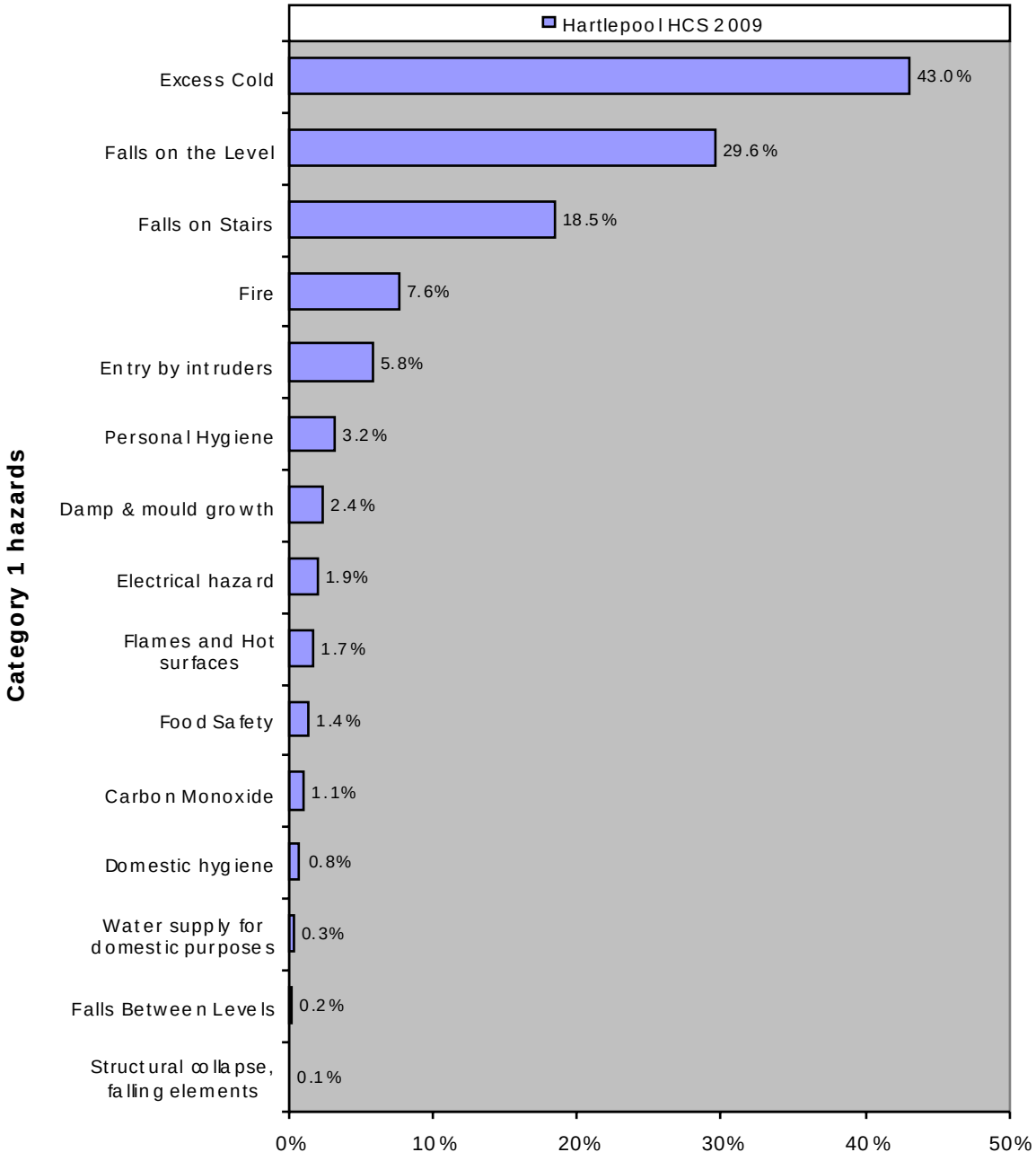
5.3 Overall dwelling conditions

5.3.1 The overall proportion of dwellings with a Category 1 Hazard is 18.5% compared with 23.5% (owner occupied and privately rented dwellings) found in the EHCS 2006. This represents 6,000 dwellings across Hartlepool with 5,500 being houses and 500 being flats.

5.4 Reasons for Category 1 Hazards

5.4.1 The following graph provides a breakdown of the proportions with a Category 1 hazard by type and ranked highest to lowest.

Figure 5.1 Category 1 Hazards by reason, as % of Category 1 Hazards



Source: 2009 House Condition Survey

5.4.2 The proportion of category 1 hazards attributable to excess cold is the highest by a substantial margin, followed by falling on level surfaces and falling on stairs etc. Excess cold is the most common hazard nationally (EHCS 2006) but at national level this is followed by falling on stairs etc and then falling on level surfaces. (Note: the chart excludes those hazards where there was a nil return.)

5.5 Severity of Category 1 Hazards

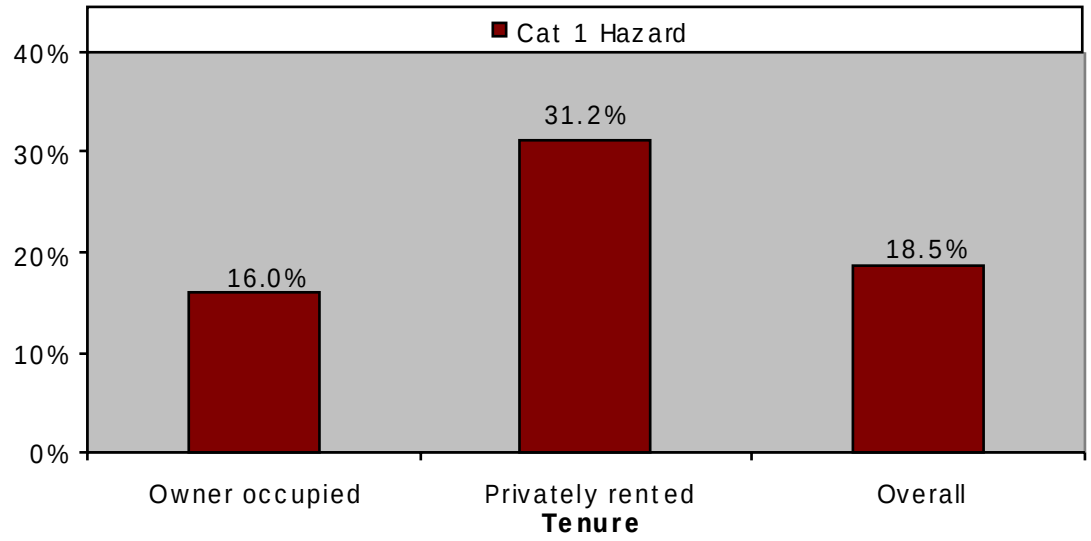
5.5.1 One indication of the severity of Category 1 hazard failure is the number of items that a dwelling fails the standard on. Overall, 11.8% of dwellings have multiple Category 1 Hazards.

5.6 Category 1 Hazards by general characteristics

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

5.6.2 The highest rate of Category 1 Hazard failure is found in the privately rented stock (31.2%), which is higher then the Borough average, with the owner occupied sector being 16.0%.

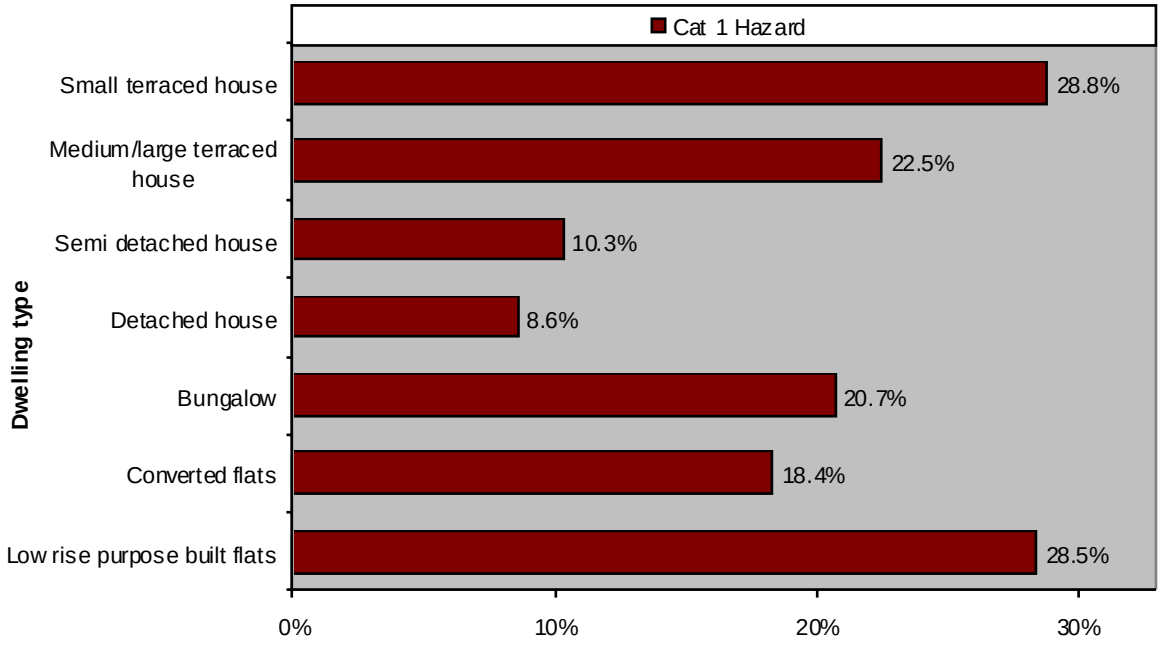
Figure 5.2 Rates of Category 1 Hazards by tenure



Source: 2009 House Condition Survey

5.6.3 The chart below shows the rates of Category 1 Hazards by build type. The highest rate is found in small terraced houses (28.8%) followed by Low rise purpose built flats (28.5%) and medium/large terraced houses (22.5%). The lowest rate is found in detached houses (8.6%).

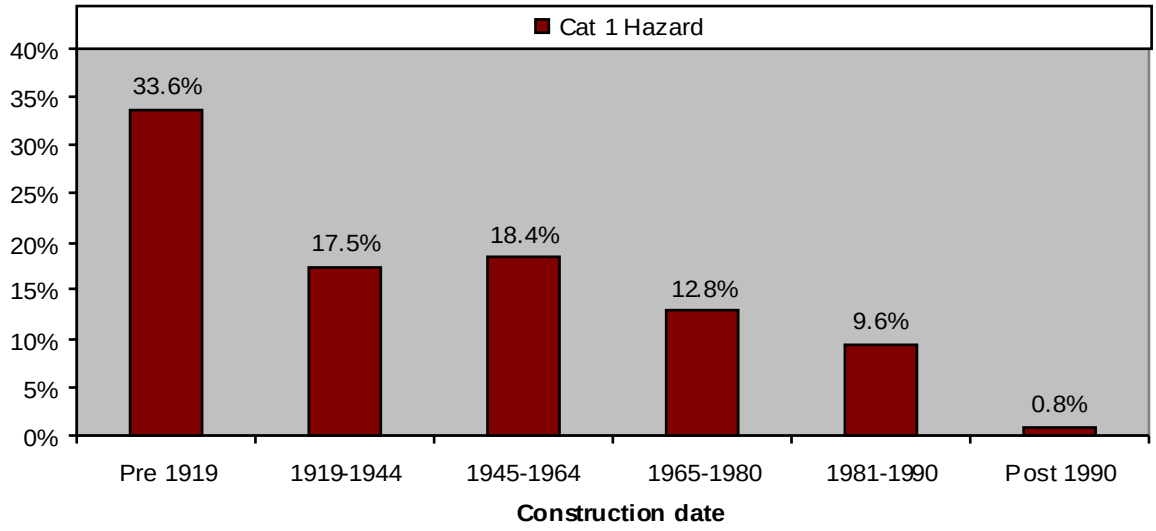
Figure 5.3 Rates of Category 1 Hazards by building type



Source: 2009 House Condition Survey

5.6.4 Category 1 Hazards are generally much less closely linked with the deterioration of building elements, than the former fitness standard, as the HHSRS system is concerned primarily with the effect of deficiencies, which may be due to design faults, as well as disrepair. There is, nevertheless, a general trend of Category 1 hazard rates being more prevalent in older dwellings.

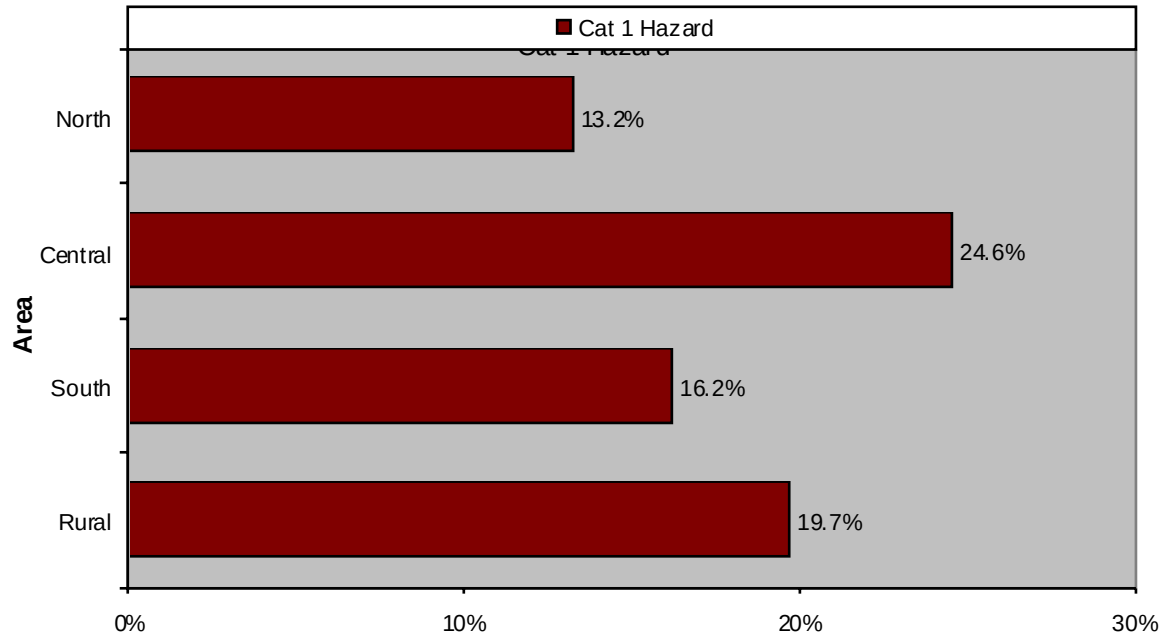
Figure 5.4 Rates of Category 1 Hazards by construction date



Source: 2009 House Condition Survey & EHCS 2006

5.6.5 The final division to be considered are Category 1 Hazard failures by sub-area. The highest rate here is found in the Central sub-area at 24.6% followed by the Rural sub-area (19.7%), the South sub-area (16.2%) and finally the North sub-area (13.2%).

Figure 5.5 Rates of Category 1 Hazards by sub-area



Source: 2009 House Condition Survey

5.7 Category 1 hazards by social characteristics

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

5.7.2 The following table shows that all of the variables have rates that are higher than the Borough average.

Table 5.1 Category 1 Hazards by social characteristics

Group	Category 1 hazard
Income under 10k	34.7%
On Benefit	22.2%
Under 25	18.7%
Over 65	21.7%
Resident with disability	25.1%
Hartlepool average	**18.5%**

Source: 2009 House Condition Survey

5.8 Cost of works to dwellings with Category 1 Hazards

5.8.1 This section seeks to present the cost not only basic failure items, but also the comprehensive cost of repairs in Category 1 Hazard dwellings. Comprehensive repair is the level of repair and improvement needed such that no new work is required to the dwelling, in the next 10 years. This level of work most closely resembles the former mandatory renovation grant regime. The table below shows the basic remedial costs, the cost for urgent works and works required within 5 years and 10 years.

5.8.2 The total cost just to rectify category 1 hazards is an estimated £30.2 million at an average cost per dwelling of £5,100. The average cost per dwelling is highest with privately rented dwellings. The total level of comprehensive repair in dwellings with a Category 1 hazard in Hartlepool is an estimated £114.4 million, an average of £19,400 per dwelling, with privately rented dwellings again having the highest average cost.

Table 5.2 Repair costs in Category 1 Hazard dwellings by tenure

Tenure	Remedial	Urgent[2]	5 year[2]	Comprehensive[2]
Owner occupied (£millions)[1]	**19.0**	**24.2**	**38.1**	**74.2**
Average (£s)	*4,500*	*5,700*	*9,000*	*17,500*
Privately Rented (£millions)[1]	**11.2**	**15.5**	**22.6**	**40.2**
Average (£s)	*6,700*	*9,200*	*13,500*	*24,000*
All tenures (£millions)[1]	**30.2**	**39.7**	**60.7**	**114.4**
Average (£s)	*5,100*	*6,700*	*10,300*	*19,400*

1. Figures given in millions of pounds sterling

2. Figures are cumulative and therefore include the previous column

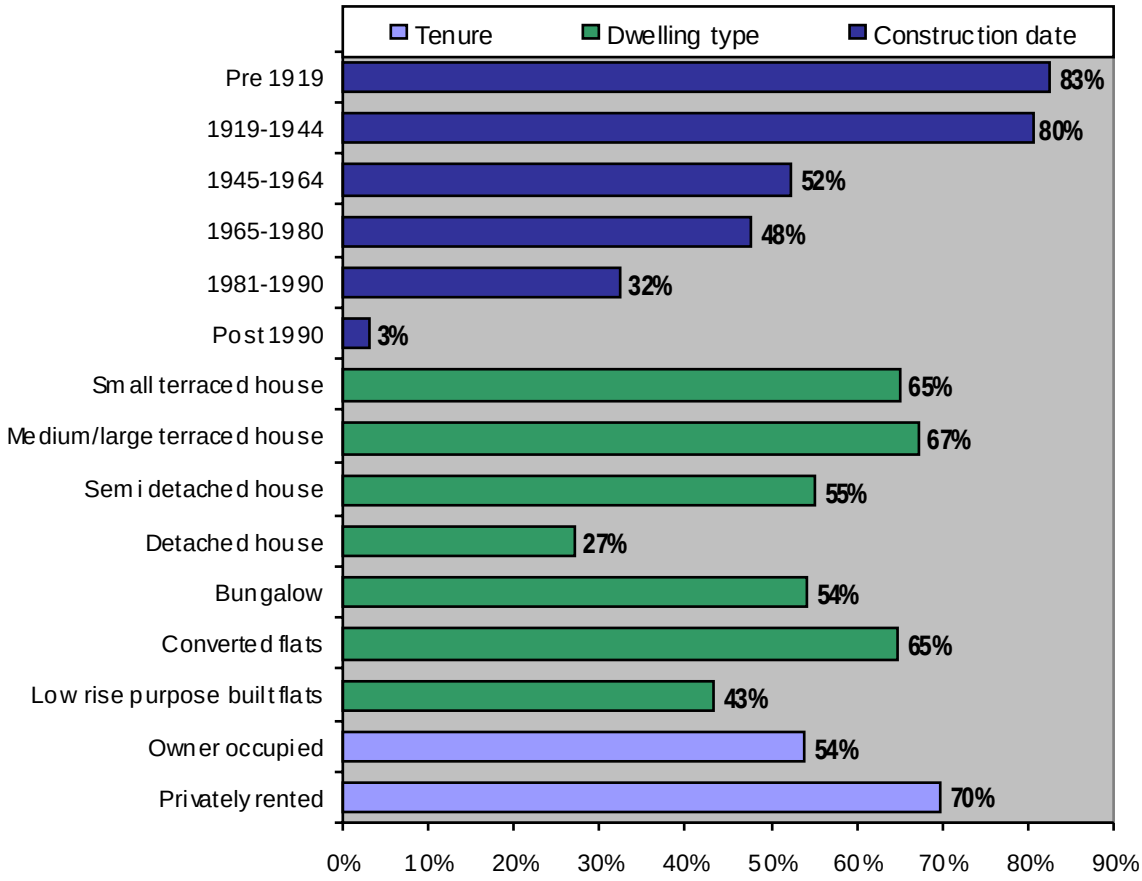
Source: 2009 House Condition Survey

5.9 Category 2 hazards in bands D and E

5.9.1 There are an estimated 18,400 (46.5%) dwellings in Hartlepool that have at least one Category 2 hazard (Bands D and E). Of those 15,500 (84.2%) have no corresponding category 1 hazard.

5.9.2 The following graph illustrates the distribution of category 2 hazards (Bands D and E) by age, building type and tenure.

Figure 5.6 Category 2 hazards by general characteristics



Source: 2009 House Condition Survey

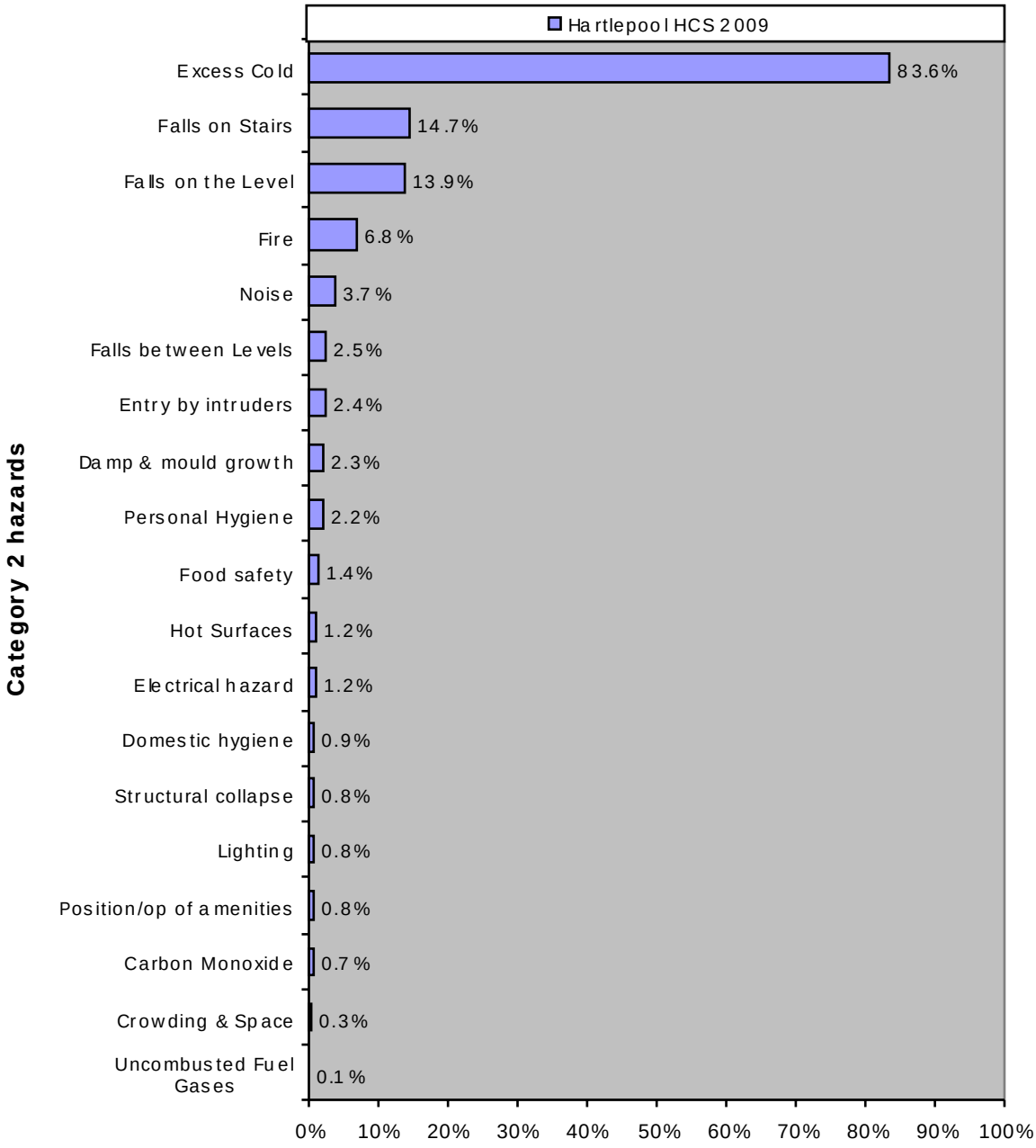
5.9.3 The highest proportion of Category 2 hazards (scoring above average) are found in the pre-1919 age band and then follows the usual pattern of increasing rates as dwellings become older.

5.9.4 Medium/large terraced houses have the highest rate (67%) followed by converted flats (65%) and small terraced houses (65%). Semi detached houses are the next most likely dwelling types to have a Category 2 hazard with at least one atypical hazard.

5.9.5 The highest category 2 hazards (scoring above average) rate by tenure is to be found in the privately rented stock (70%), higher than that for the owner occupied stock (54%).

5.9.6 The following graph illustrates the distribution of category 2 hazards (scoring above average) by hazard type and ranked highest to lowest.

Figure 5.7 Category 2 hazards by hazard type

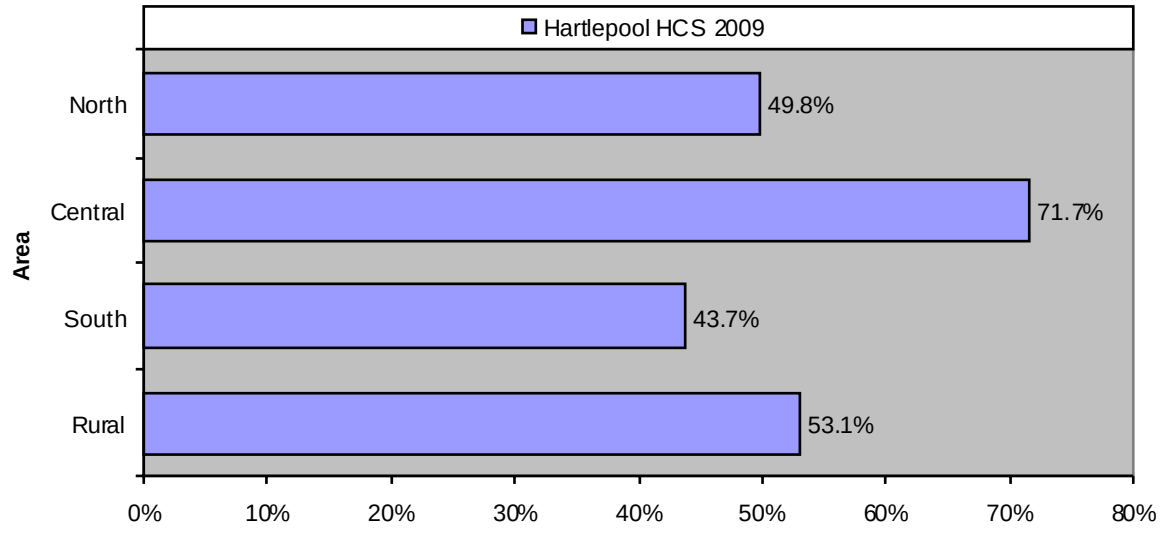


Source: 2009 House Condition Survey

5.9.7 As with category 1 hazards, category 2 hazards (scoring above average) hazards are heavily influenced by Excess cold issues.

5.9.8 The following chart looks at the extent of Category 2 hazards (scoring above average) by sub-area. The highest rate is found in the Central sub-area at 71.7% followed by the Rural sub-area (53.1%). The lowest rate is found in the South sub-area (43.7%).

Figure 5.8 Category 2 hazards by sub-area



Source: 2009 House Condition Survey

6 Disrepair

6.1 Introduction

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

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

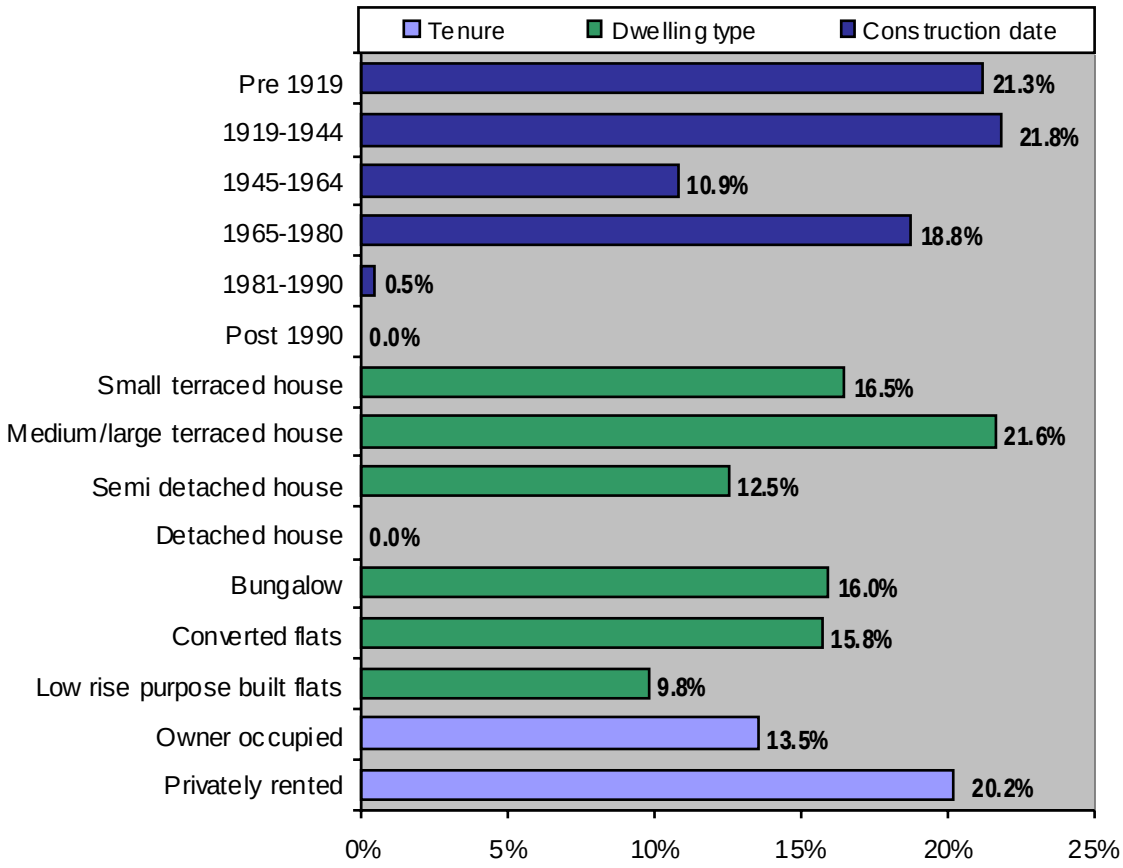
6.1.2 A building that has component failure before the components expected lifespan does not fail the decent homes standard.

6.1.3 In Hartlepool 4,800 dwellings fail this criterion which is above the national level (14.6% compared to 8.3%).

6.2 Disrepair and general characteristics

6.2.1 The overall repair cost within Hartlepool is £21.2 million, an average of £4,500 per dwelling. (This is the cost of simply rectifying failures of the repair criterion of the Decent Homes Standard – it is not the cost of comprehensive repairs which is considered in Part 9 of this report.) The following section gives a breakdown of repair failure by a number of key variables.

Figure 6.1 Disrepair by general characteristics



Source: 2009 House Condition Survey

6.2.2 Repair failure by construction date, in general, follows the usual pattern of increasing rates as dwellings get older, with the exception of the 1965 to 1980 age band, which as reported previously (4.6.4), has a higher rate then the 1945 to 1964 age band.

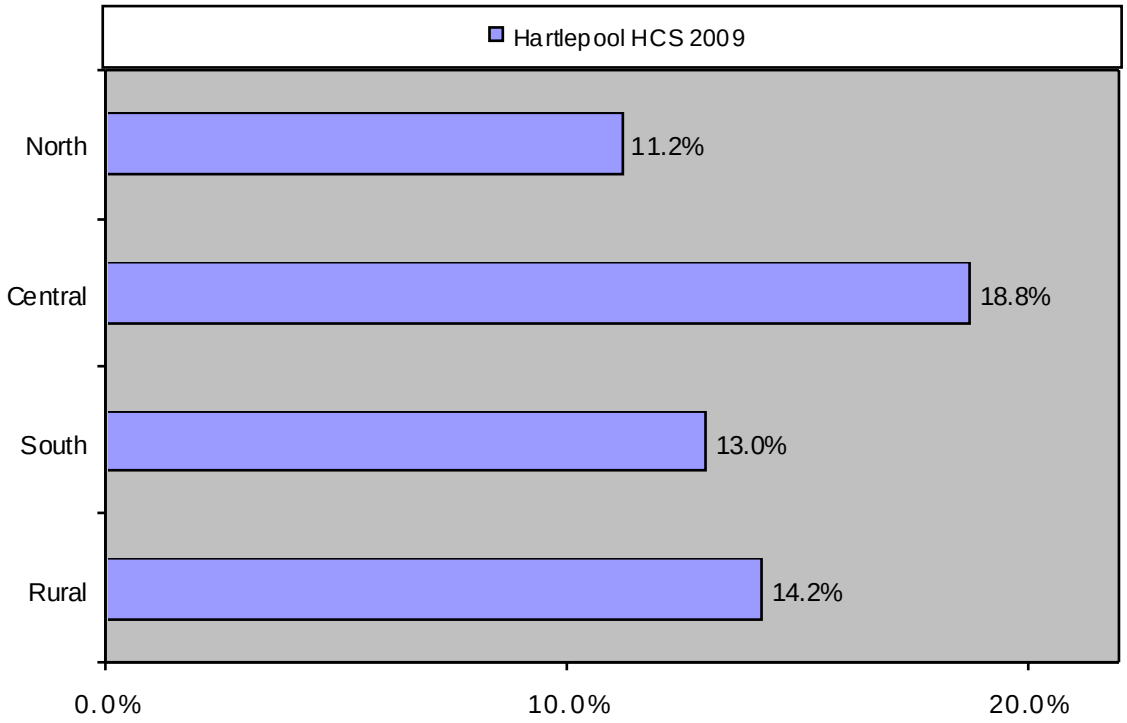
6.2.3 Medium/large terraced houses have the highest proportionate rate at 21.6% followed by small terraced houses (16.5%) and bungalows at 16.0%. The lowest rate is found in detached houses (0%).

6.2.4 By tenure, the highest proportionate rate is found within the privately rented sector at 20.2%, with the rate in the owner occupied sector being 13.5%.

6.3 Disrepair by sub-area

6.3.1 The following chart provides a breakdown of disrepair by sub-area.

Figure 6.2 Disrepair by sub-area



Source: 2009 House Condition Survey

6.3.2 The highest repair failure rate, by far, was recorded in the Central sub-area at 18.8%, followed by the Rural sub-area at 14.2%. The lowest rate is recorded in the North sub-area with a 11.2% return.

6.4 Disrepair by social characteristics

6.4.1 The impact that disrepair has on a range of social variables, including age, benefit receipt and disability, is shown in the following table.

6.4.2 All of the variables have rates that are above the Borough rate apart from the Income under 10k variable which is slightly under (14.4& compared to 14.6%). The highest rate being for properties where the head of household is under 25.

Table 6.1 Disrepair by social characteristics

Group	In disrepair
Income under £10k	14.4%
On Benefit	15.3%
Under 25	20.8%
Over 65	16.4%
Resident with disability	18.7%
Hartlepool average	**14.6%**

Source: 2009 House Condition Survey

7 Modern Facilities

7.1 Introduction

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

7.1.2 Few dwellings within the private sector fail on this criterion at national level (2.1%). In Hartlepool, the rate is substantially lower than the national average with 100 (0.3%) dwellings failing for this reason. The low level of failure nationally, and in Hartlepool, reflects the fact that a dwelling only fails if it lacks *three* or more of the following:

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

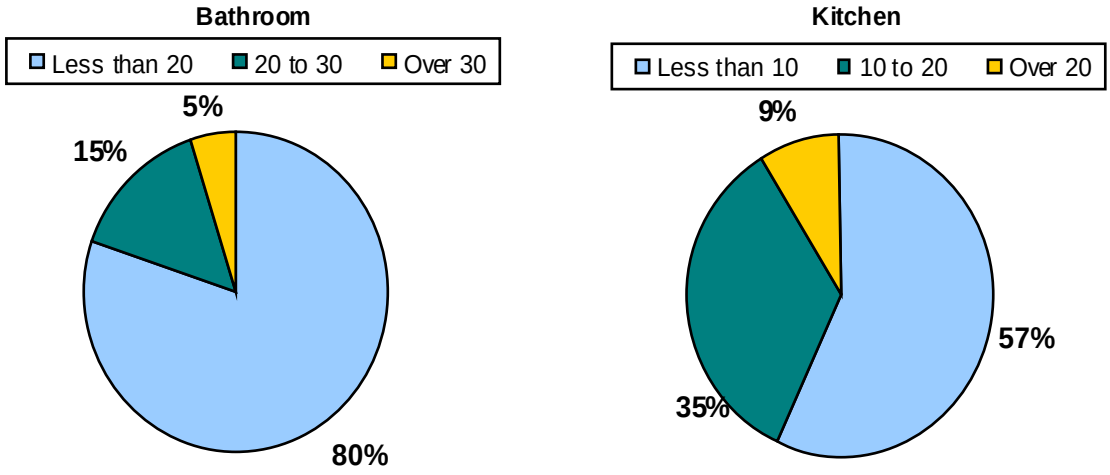
7.1.3 For example, if a dwelling had a kitchen and bathroom older than the specified date, it would not fail unless the kitchen had a poor layout or the bathroom was not properly located. With the geographical make up of Hartlepool, and with a reasonable turnover in the housing stock, failure on this criterion is unusual.

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

7.2 Key amenities bathrooms and kitchens

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

Figure 7.1 Bathroom and Kitchen age



Source: 2009 House Condition Survey

7.2.2 It is possible to see from the two charts that potential for failure under the facilities criterion of the Decent Homes Standard is fairly low with bathrooms as the great majority (80%) are less than 20 years old but greater with kitchens as 44% are either older than the age specified in the criterion or will become so in the next 10 years. For these dwellings to fail, however, it would be necessary that one of the other elements of this criterion be breached (such as inadequate noise insulation). It is unlikely therefore that failure to replace older kitchens and bathrooms will cause any significant increase in non decency.

8 Thermal Comfort

8.1 Thermal comfort failures

8.1.1 Failure of the thermal comfort criterion, and consequently the work required to remedy that failure, is based on the combination of heating system type and insulation present within a dwelling. In Hartlepool 5,000 dwellings (15.4%) fail the thermal comfort criterion compared to the national average of 17.0%.

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

- For dwellings with gas/oil programmable heating, cavity wall insulation (if there are walls that can be insulated effectively) or at least 50mm loft insulation (if there is a loft space) is an effective package of insulation.
- For dwellings heated by electric storage heaters/ LPG/ programmable solid fuel central heating a higher specification of insulation is required: at least 200mm of loft insulation (if there is a loft) and cavity wall insulation (if there are walls that can be insulated effectively).
- All other heating systems fail (i.e. all room heater systems are considered to fail the thermal comfort standard).

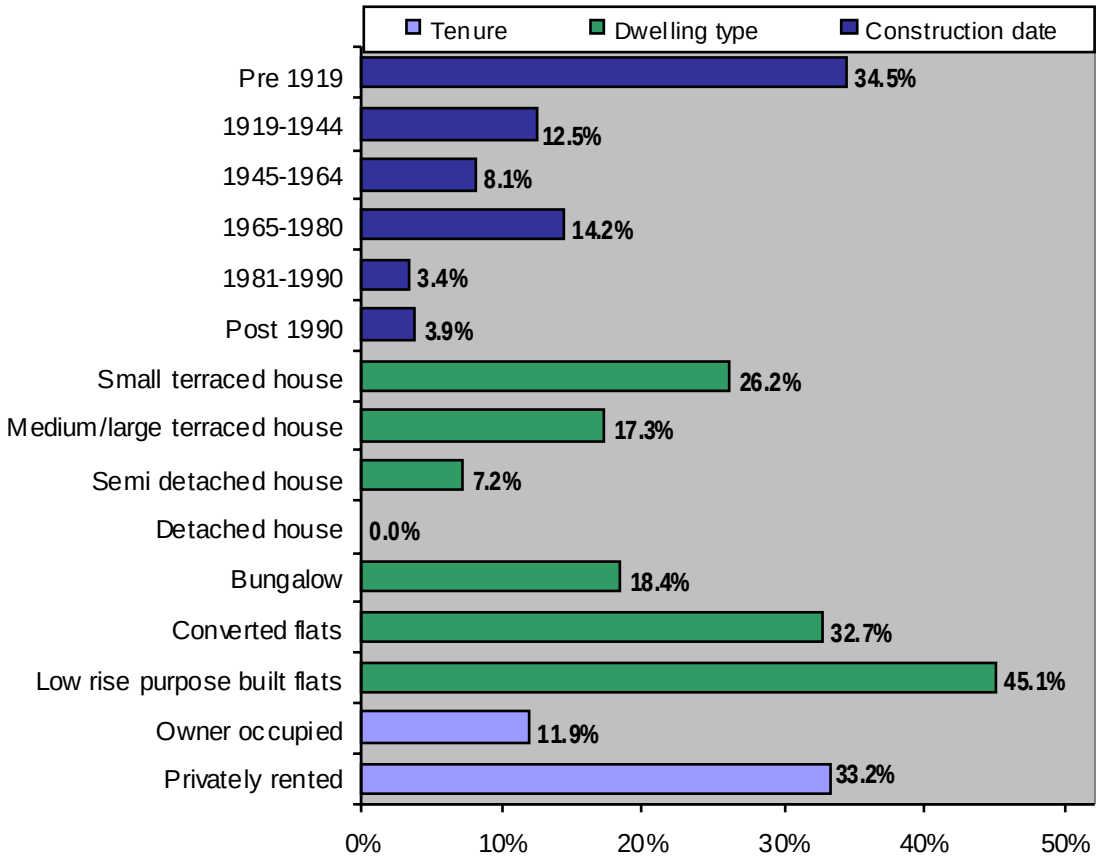
8.1.3 The chart below shows the distribution of thermal comfort failure by age, building type and tenure.

8.1.4 Thermal comfort failure rates usually increase with dwelling age. The dwellings in Hartlepool conform quite closely to this trend with the Pre 1919 age band having the highest rate (34.5%) and then decreasing with newer properties apart from the 1965-1980 age band which has the second highest at 14.2%. The lowest rate is found in 1981-1990 dwellings (3.4%).

8.1.5 The highest rate of failure by dwelling type is found in low rise purpose built flats (45.1%) which has a significantly higher rate, reflecting poor heating and insulation. The lowest rate is found in detached houses where there are no cases of thermal comfort failure.

8.1.6 The privately rented stock has the highest rate (33.2%), with the owner occupied dwellings rate being 11.9%.

Figure 8.1 Thermal comfort failure by general characteristics

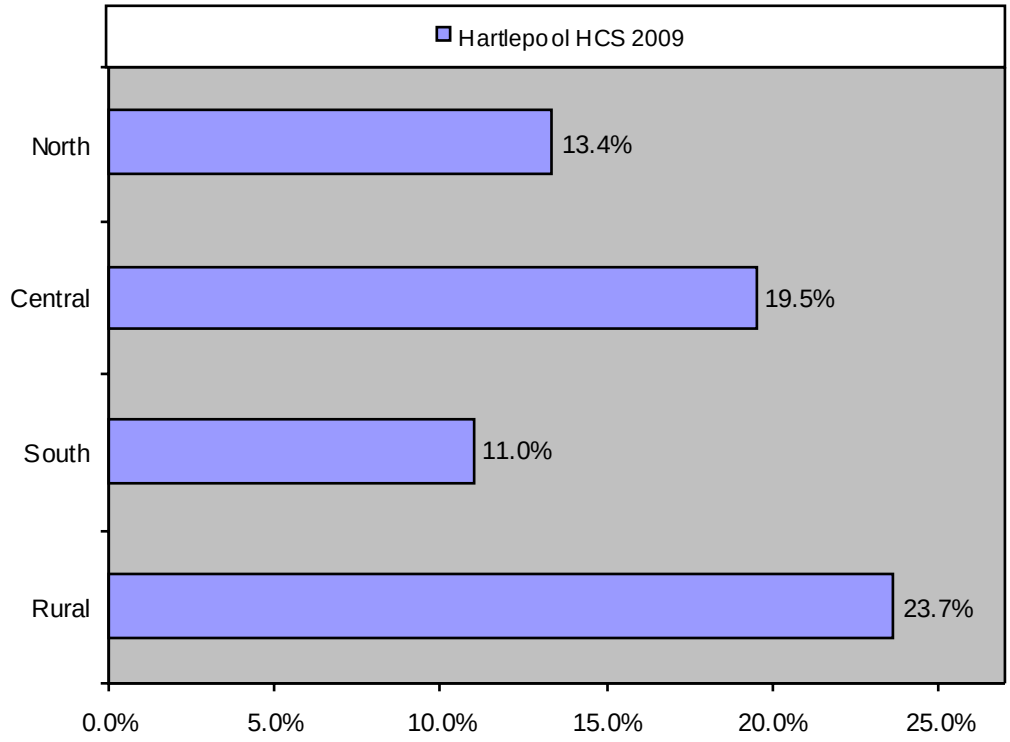


Source: 2009 House Condition Survey

8.2 Thermal comfort failure by sub-area

8.2.1 The following chart provides a breakdown by sub-area.

Figure 8.2 Average thermal comfort failure by sub-area



Source: 2009 House Condition Survey

8.2.2 The highest rate is found in the Rural sub-area (23.7%), followed by the Central (19.5%), North (13.4%) and South (11.0%) sub-areas.

9 Cost of Repair

9.1 Improving the stock

9.1.1 This chapter seeks to examine the extent of work required to rectify further defects in private sector housing. It looks at the wider issues of disrepair in the dwelling stock. In order to do this, three key questions must be considered:

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

9.2 Cost calculation

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

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

9.2.3 Once all costs have been calculated, they are assigned to a time frame. Where a dwelling has a Category 1 hazard, certain works relating to this are indicated as being urgent and these costs are isolated to form the basic remedy costs. The remaining urgent costs represent those works that should be carried out within the next year. All other costs are generated based on the age of element and renewal period of that element. These costs are banded into 5 year, 10 year and 30 year costs.

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

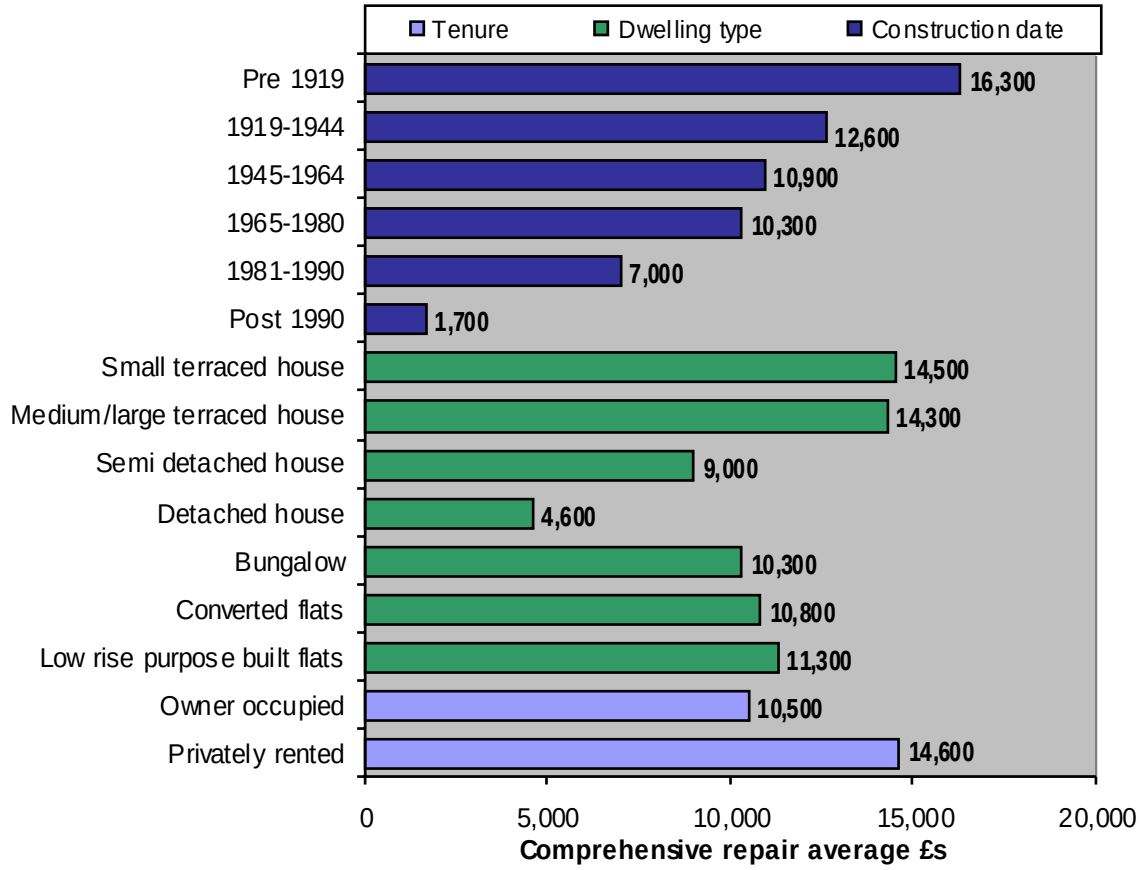
9.3 Overall repair costs

9.3.1 The total comprehensive cost, for all private sector dwellings in Hartlepool, whether they meet the Decent Homes Standard or not, is just under £352.5 million, an average of £11,200 per dwelling. This average reflects the fact there is a very wide range of repair costs with many modern dwellings having only minor repair requirements compared with many non decent dwellings with major repair costs. Repair costs for the dwellings in poorest condition are considered further later in this chapter.

9.4 Repair costs and general characteristics

9.4.1 Repair costs vary depending on the age, type and tenure of dwellings. The following section gives a breakdown of comprehensive costs by a number of key variables.

Figure 9.1 Comprehensive repair cost by general characteristics



Source: 2009 House Condition Survey

9.4.2 The repair by construction date follows the usual pattern of repair costs being higher in earlier construction periods, with the pre 1919 (£16,300) and 1919 to 1944 (£12,600) stock having the highest average costs. The Post 1990 age band has the lowest average repair cost (£1,700).

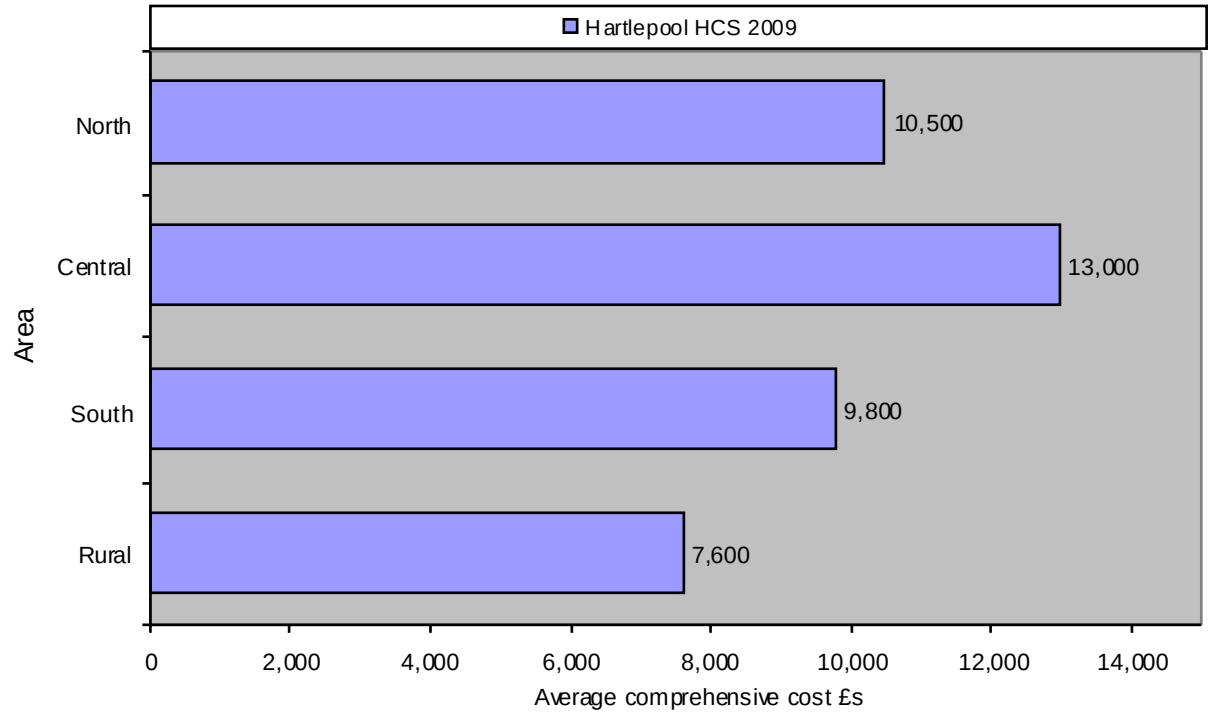
9.4.3 Small terraced houses have the highest average cost (£14,500) followed by Medium/large terraced houses (£14,300). The lowest average cost is for Detached houses (£4,600).

9.4.4 Privately rented dwellings in Hartlepool have the highest average repair costs at £14,600 with owner occupied dwellings at £10,500.

9.5 Cost of repairs by sub-area

9.5.1 Having already examined the various criterion that comprises the Decent Homes Standard, and their impact at sub-area level, it may prove useful to examine the overall repair costs by sub-area, with the following chart illustrating the different repair cost bands by sub-area.

Figure 9.2 Repair cost bands by sub-area



Source: 2009 House Condition Survey

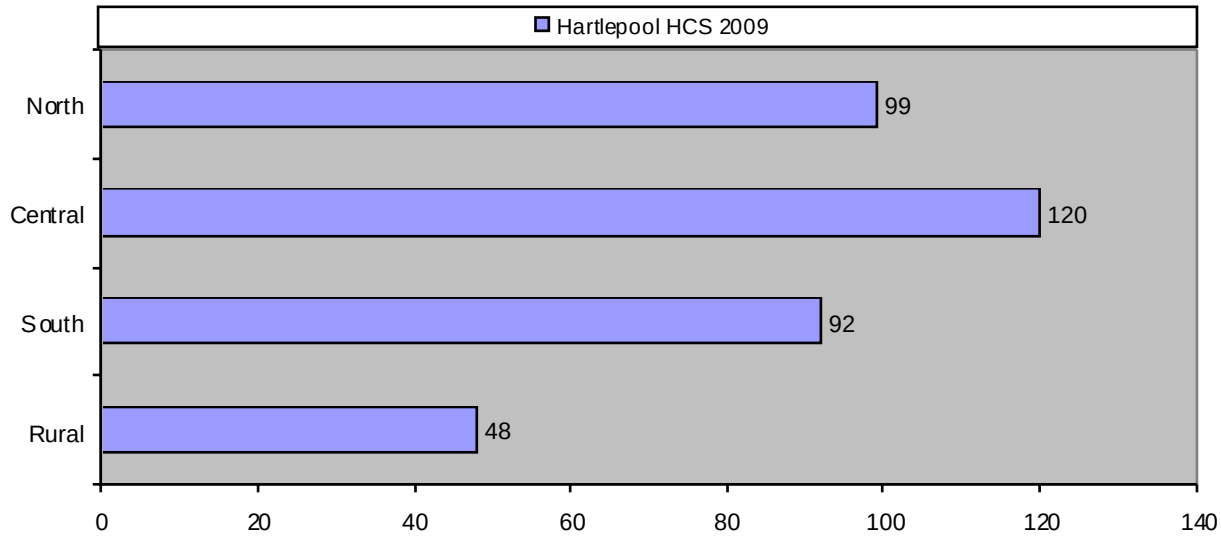
9.5.2 The highest cost by sub-area is recorded for the Central sub-area (£13,000), followed by the North sub-area at £10,500.

9.5.3 The English House Condition Survey (EHCS) uses a form of costs known as 'standardised costs', which are derived from comprehensive costs, divided by the floor area of the dwelling (as a useful indicator of size).

This method is used to 'factor-out' the overall size of dwellings, as larger dwellings tend, inherently, to produce higher costs. If such a calculation is carried out on the dwelling stock within the Borough, the average standardised cost per dwelling is £90 per square metre of floor area.

9.5.4 The standardised costs by sub-area are shown in the chart below:

Figure 9.3 Standardised costs by sub-area



Source: 2009 House Condition Survey

9.5.5 The standardised cost rates show a deviation from the average costs with the Central sub-area having the highest rate and then follow by the North and South sub-areas. This trend follows the trend of the average costs by area as shown in Figure 9.2.

10 Energy Performance

10.1 Energy performance and SAP ratings

10.1.1 The Standard Assessment Procedure or SAP is a government rating for energy efficiency. It is used in this report in conjunction with annual CO2 emissions figures, calculated on fuel consumption, and the measure of that fuel consumption in kilo Watt hours (kWh), to examine energy efficiency.

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

10.1.3 Originally SAP was produced with figures on a scale from 1 to 100, but in 2001 a new calculation was introduced with SAP ratings on a scale of 1 to 120. This revised SAP rating made minor alterations to take into account new dwellings with very high energy efficiency. The software used to calculate SAP ratings for this report uses SAP2005.

10.1.4 Further changes to the calculation of SAP ratings occurred with the introduction of SAP2005. This recalculation of SAP has now been introduced returning to the SAP scale of 1 to 100. As previously mentioned, this report uses SAP2005.

10.2 Distribution of SAP ratings

10.2.1 The average SAP rating in Hartlepool for private sector dwellings is 51. This compares to an average SAP rating of just under 49 nationally, based on the findings of the EHCS 2006, which also used SAP2005.

10.2.2 Table 10.1 shows the energy performance distribution by tenure incorporating the same banding system used by the EHCS 2006. This indicates that the majority for each tenure group are contained within the 39 to 68 bandings, being 89% for owner occupied dwellings and 73.7% for the privately rented stock. The overall stock rate is 86.4% within those bands, which is above the national rate (70.7%).

Table 10.1 Energy performance SAP banded

EPC SAP Range Banded	Owner occupied	Privately rented	Whole Stock	EHCS 2006
Band A (92-100)	0.0%	0.0%	0.0%	0.0%
Band B (81-91)	0.0%	0.0%	0.0%	0.1%
Band C (69-80)	1.9%	7.2%	2.8%	4.4%
Band D (55-68)	44.8%	15.5%	39.9%	26.7%
Band E (39-54)	44.2%	58.2%	46.5%	44.0%
Band F (21-38)	6.4%	17.3%	8.2%	20.0%
Band G (1-20)	2.8%	1.9%	2.6%	4.8%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Source: 2009 House Condition Survey & EHCS 2006

10.3 SAP by general characteristics

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

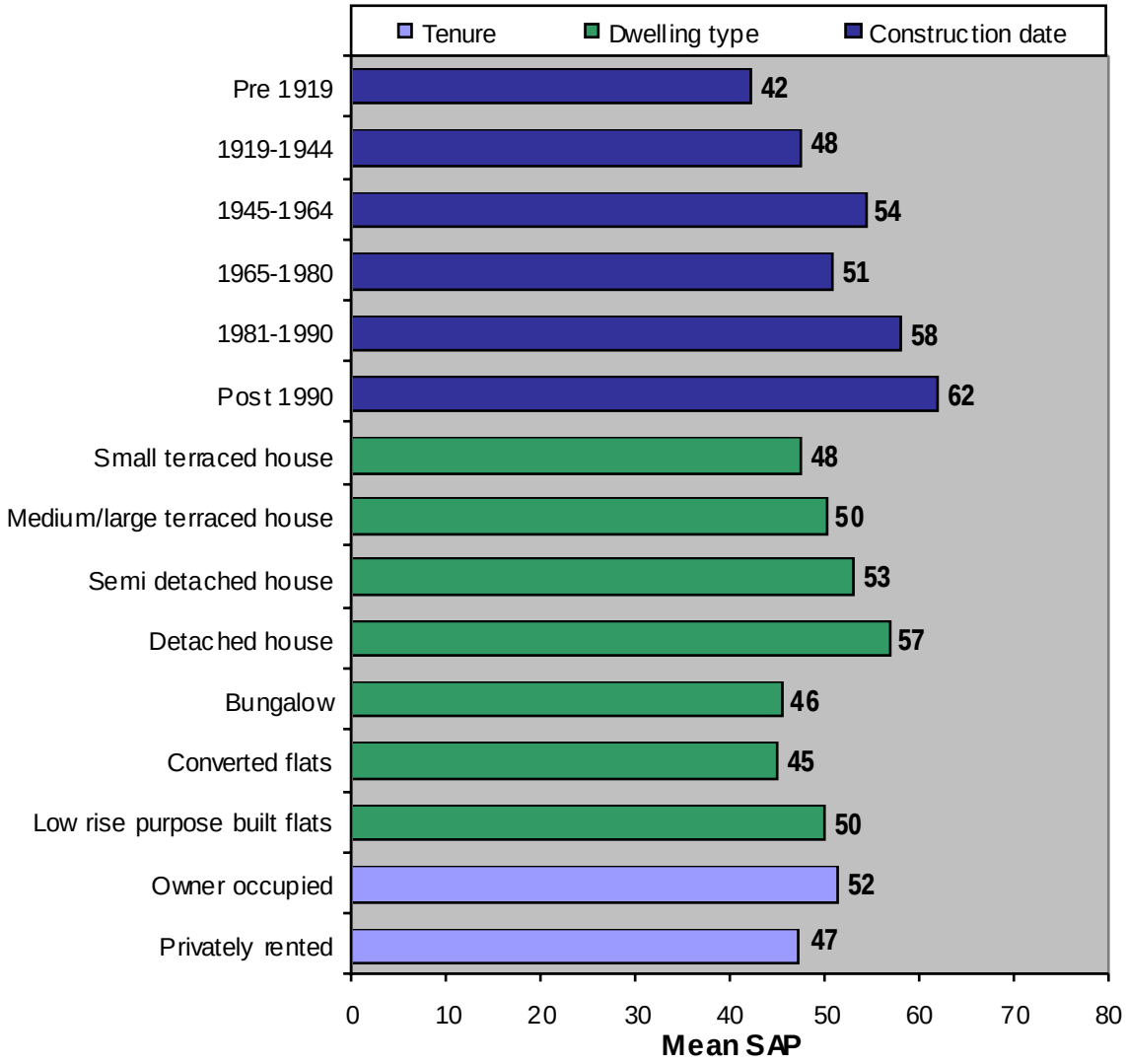
10.3.2 The chart overleaf gives a breakdown of average SAP ratings by construction date, building type and tenure.

10.3.3 Increases in SAP are usually associated with a reduction in dwelling age; the most modern stock has the highest SAP. This pattern is followed in Hartlepool; the lowest mean SAP is for pre-1919 properties at 42 and the highest in post 1990 properties at 62. One slight change to this trend is that the 1945-1964 age band (54) is slightly higher than the age band 1965-1980 (51).

10.3.4 When examining SAP ratings by built form, converted flats have the lowest mean SAP rating (45) closely followed by bungalows (46). The highest rate is found in detached houses (57).

10.3.5 The owner occupied stock has a higher average SAP rating at 52 than the privately rented stock (47).

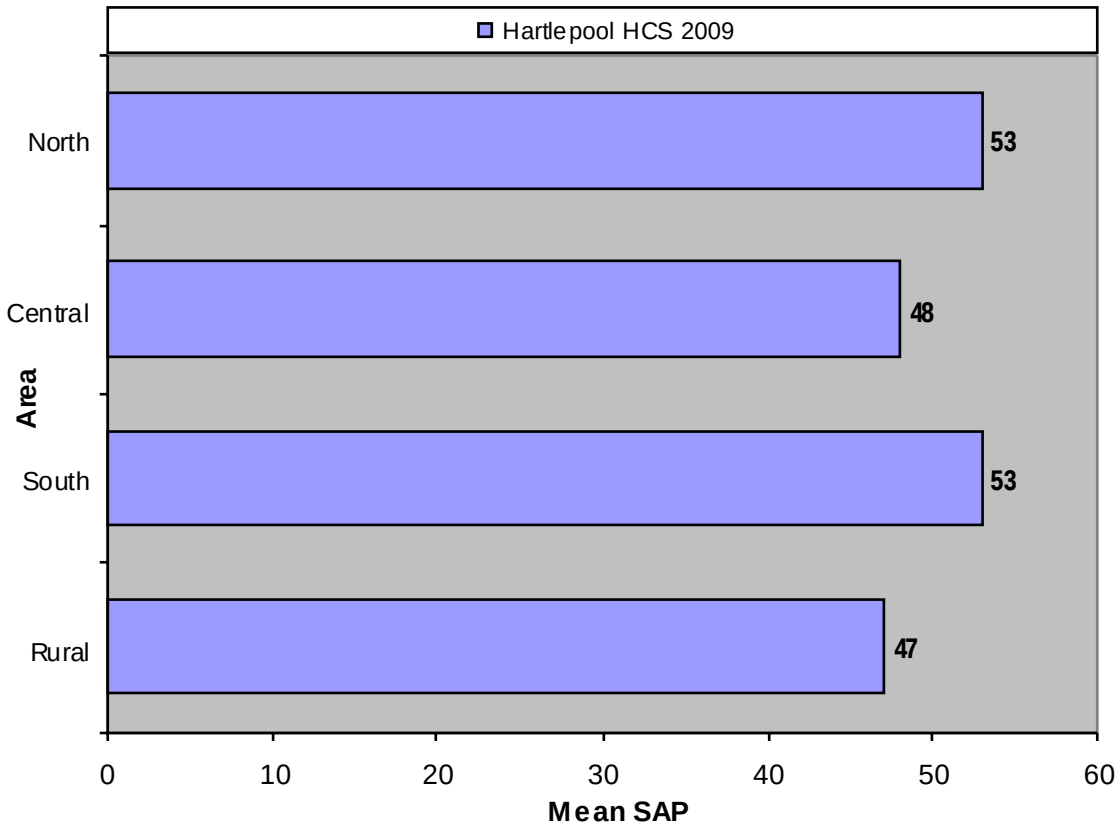
Figure 10.1 SAP by general characteristics



Source: 2009 House Condition Survey

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

Figure 10.2 Mean SAP by sub-area



Source: 2009 House Condition Survey

10.3.7 The Rural sub-area has the lowest mean SAP rating (47), with the Central sub-area having the next lowest rate (48). The North and South sub-areas have the joint highest mean SAP ratings at 53.

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

10.4 Carbon Dioxide emissions

10.4.1 As part of the 2007 Comprehensive Spending Review the Government announced a single set of indicators which would underpin the performance framework as set out in the Local Government White Paper "Strong and Prosperous Communities". To provide a more powerful and consistent incentive to local authorities, to develop and effectively implement carbon reduction and fuel poverty strategies, included within the set of indicators were a per capita reduction in Carbon Dioxide (CO_2) emissions in the Local Authority area and the tackling of fuel poverty.

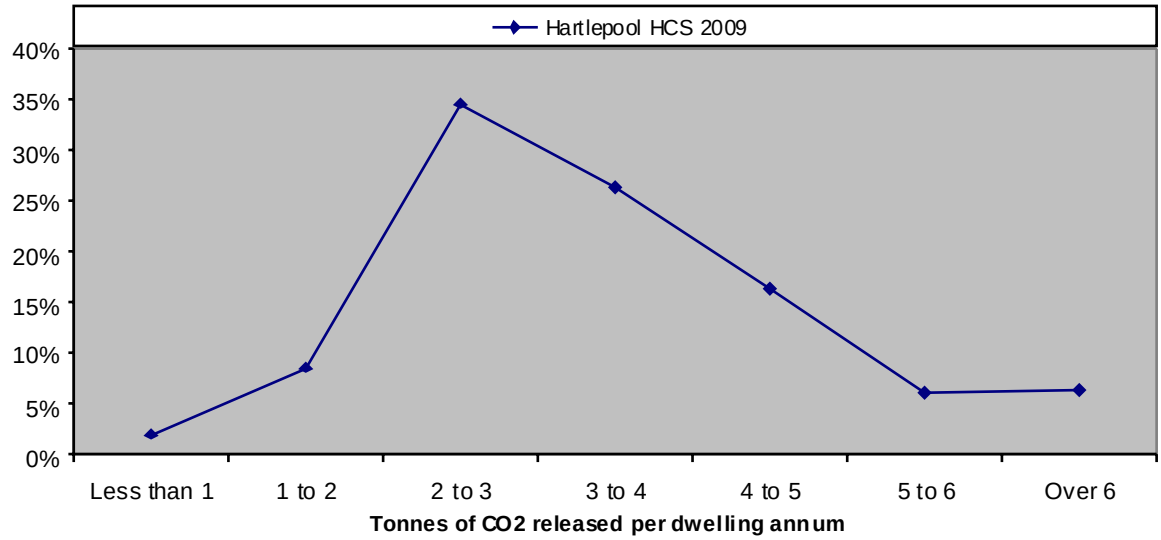
10.4.2 PSA Delivery Agreement 27 (Lead the global effort to avoid dangerous climate change) states that "The overall framework for the Government's domestic action is set out in the Climate Change Bill for

which Parliamentary approval will be sought". This has subsequently passed into legislation on 26 November 2008, through the Climate Change Act 2008, which includes legally binding targets to achieve greenhouse gas emission reductions through action in the UK and abroad of at least 80% by 2050, and reductions in CO2 emissions of at least 26% by 2020, against a 1990 baseline.

10.4.3 The CO_2 data provided as part of this survey indicates that emissions within the private sector stock of Hartlepool are 113,400 tonnes per annum an average of 3.5 tonnes per annum per property or 0.6 tonnes per capita.

10.4.4 The following figure shows the range of dwelling CO_2 emissions released per annum. The majority of dwellings (77.3%) have emissions of between 2 and 5 tonnes per annum, with 12.3% having annual emissions above this, with 6.2% having emissions above 6 tonnes per annum.

Figure 10.3 Annual dwelling CO2 emissions



Source: 2009 House Condition Survey

10.4.5 Emissions per main fuel type are given below; with smokeless fuel having the highest average at 16.9 tonnes followed by coal/wood and on peak electricity, bit at 4.9 tonnes.

Table 10.2 Main fuel CO_2 emissions

Fuel main	CO_2 (tonnes)	Average CO_2 per property
Mains Gas	109,247	3.5
LPG/Bottled Gas	0	0.0
Oil	0	0.0
Coal/Wood	23	4.9
Anthracite	0	0.0
Smokeless Fuel	120	16.9
On Peak Electricity	745	4.9
Off Peak Electricity	3,219	4.8

Source: 2009 House Condition Survey

10.4.6 The following table examines the total CO_2 emissions by each of the survey sub-areas as well as the average CO_2 emissions per dwelling within each area.

Table 10.3 Areas CO_2 emissions

Area	CO_2 (tonnes)	Average CO_2 per property
North	35,740	3.4
Central	47,789	3.9
South	26,735	3.1
Rural	3,089	2.8

Source: 2009 House Condition Survey

10.4.7 The Central sub-area has the highest average emissions (3.9) followed by the North sub-area with average emissions of 3.4 tonnes. The lowest average emissions can be found in the Rural sub-area (2.8) and the second lowest in the South sub-area (3.1).

10.5 SAP and National Indicator 187

10.5.1 Following the 2007 comprehensive spending review guidance was issued on a change in measuring local authority performance through a revised set of indicators. There are 198 indicators covering every aspect of Councils' responsibilities, but of primary interest here is National Indicator 187. NI187 requires local authorities to measure the proportion of households on an income related benefit living in dwellings with SAP ratings below 35 and 65 and above; the intention being to decrease the former and increase the latter. The indicator refers to 'fuel poverty' but the measure is actually a surrogate for fuel poverty (see 10.9). It is anticipated that Councils will measure progress using an annual postal survey.

10.5.2 The following table gives a breakdown of dwellings with SAP ratings below 35 and 65 and over, as well as combining this with information

on income related benefit receipt. This information can be used as a baseline for NI187 against which future progress can be measured.

Table 10.4 SAP bands and NI187

Hartlepool HCS 2009			
	Dwellings total	**Households with an income benefit recipient**	**Rate**
SAP less than 35	2,400	800	33.3%
	7.4%	**6.3%**	
SAP 35 to 64	27,400	10,700	39.1%
	84.0%	84.3%	
SAP 65 and over	2,800	1200	42.9%
	8.6%	**9.4%**	
	32,600	**12,700**	**39.0%**

Source: 2009 House Condition Survey

10.5.3 The figures given in red are those required under NI187. They illustrate that 6.3% of households in receipt of an income related benefit live in a dwelling with a SAP rating below 35 and that 9.4% live in a dwelling with a SAP of 65 and over.

10.6 Energy efficiency improvement

10.6.1 The 1995 Home Energy Conservation Act (HECA) aims to improve the energy efficiency of dwellings across the country. The Act is part of a broader government strategy to reduce the consumption of fossil fuels and thereby reduce the impact of energy use on the environment. The provision of effective insulation and more efficient heating systems (e.g. condensing boilers) reduces the fuel burnt to provide space heating and domestic hot water. The Act places a duty on local authorities as follows:

"It shall be the duty of every energy conservation authority to prepare a report in accordance with this section.

(2) The report shall set out 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.

(3) The report shall include—

(a) an assessment of the cost of the energy conservation measures set out in it;

(b) an assessment of the extent to which carbon dioxide emissions into the atmosphere would be decreased as a result of those measures; and

(c) a statement of any policy of the authority for taking into account, in deciding whether to exercise any power in connection with those measures, the personal circumstances of any person.

Nothing in this subsection shall be taken as requiring the authority to set out in the report energy conservation measures to be taken in relation to any particular dwelling or building.

(4) The report may, if the energy conservation authority considers it desirable, include—

(a) an assessment of the extent of decreases in emissions into the atmosphere of oxides of nitrogen and sulphur dioxide which would result from the implementation of the measures set out in the report;

(b) an assessment of the number of jobs which would result from the implementation of those measures;

(c) an assessment of the average savings in fuel bills and in kilowatt hours of fuel used that might be expected to result from the measures by different types of household in different types of accommodation;

(d) such other matters as it considers appropriate."

10.6.2 The target local authorities were asked to achieve, was a 30% reduction in energy consumption over 15 years (1996 to 2011). As part of this strategy, local authorities were required to implement schemes that would encourage and assist with measures to reduce energy usage, to submit an annual return detailing the amount of energy being consumed by dwellings in their area and to indicate how much of a reduction in consumption has occurred. The energy audit component of the HCS will provide a useful evidence base to determine if measures have been successful and identify new areas that can be tackled in future.

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

10.6.4 However, it should be noted that improving energy efficiency does not necessarily equate to a reduction in energy consumption. In the majority of cases there will be a reduction, but, for example, where a household is in fuel poverty and improvements are made, energy consumption may well go up. In such dwellings the occupiers may well have been heating the dwelling to an inadequate level using expensive fuel. Use of cheaper fuels can create affordable warmth, but also lead to increased energy consumption.

10.7 The cost and extent of improvement

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

- Loft insulation to 270mm
- Cylinder insulation to 70mm Jacket (unless foam already)

- Double Glazing to all windows
- Cavity wall insulation
- Installation of a modern high efficiency gas boiler where none is present
- Full central heating where none is present

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

10.8 Future improvement

10.8.1 If all combinations of improvements listed above were carried out to all dwellings, the total cost would be just over £78.6 million, an average of £2,450 per dwelling, where improvements are required.

10.8.2 The total cost of improvements given above is distributed among 32,100 dwellings, 99.8% of the stock. The majority of these dwellings will have complied with Building Regulations current at the time they were built and realistically most of them will currently provide an adequate level of thermal efficiency. In most cases, however, there is still scope for improvement even if only minor.

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

Table 10.5 All energy efficiency measures that could be carried out

Measure	Dwellings	Percent of stock
Loft insulation	31,300	96.4%
Wall insulation	6,200	19.1%
Double glazing	9,000	27.7%
Cylinder insulation	24,000	73.9%
New boiler	4,200	12.9%
New central heating	700	2.2%
Any measures	**32,100**	**98.8%**

Source: 2009 House Condition Survey

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

10.9 Tackling fuel poverty

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

10.9.2 There are an estimated 6,900 (21.2%) households in fuel poverty in Hartlepool compared to approximately 11.5% based on the findings of the EHCS 2006, although this figures could potentially have been affected by the substantial changes in energy costs seen over recent times.

10.9.3 An appreciably higher proportion than the national average, the 6,900 dwellings represent a substantial number of households that are in fuel poverty and will present issues in terms of both energy efficiency and occupier health. The highest rate of fuel poverty is found in the privately rented sector where 39.6% are in fuel poverty, compared with 17.5% in owner occupied dwellings. Intervention programmes such as Warm Front have been set up to tackle fuel poverty among vulnerable households in the private rented and owner occupied sectors, and provide grant packages to undertake energy efficiency measures for those eligible.

10.9.4 By the very nature of fuel poverty, it is almost always associated with those residents on the lowest incomes. 5,200 households (75% of the households in fuel poverty) were households with incomes below £10,000 per annum, with the remaining 1,700 (25%) having income above £10,000 per annum. This means the rate of fuel poverty in the households with income below £10,000 is 55%.

10.9.5 Fuel poverty is usually associated with dwellings where one or more residents are in receipt of a means tested benefit as such benefits are indicative of low income. In Hartlepool fuel poverty is found in 4,700 households (68% of households in fuel poverty) where a benefit is received, compared with 2,200 households (32% of households in fuel poverty) where occupiers do not receive benefit. This means that 33% of households in receipt of benefit are in fuel poverty.

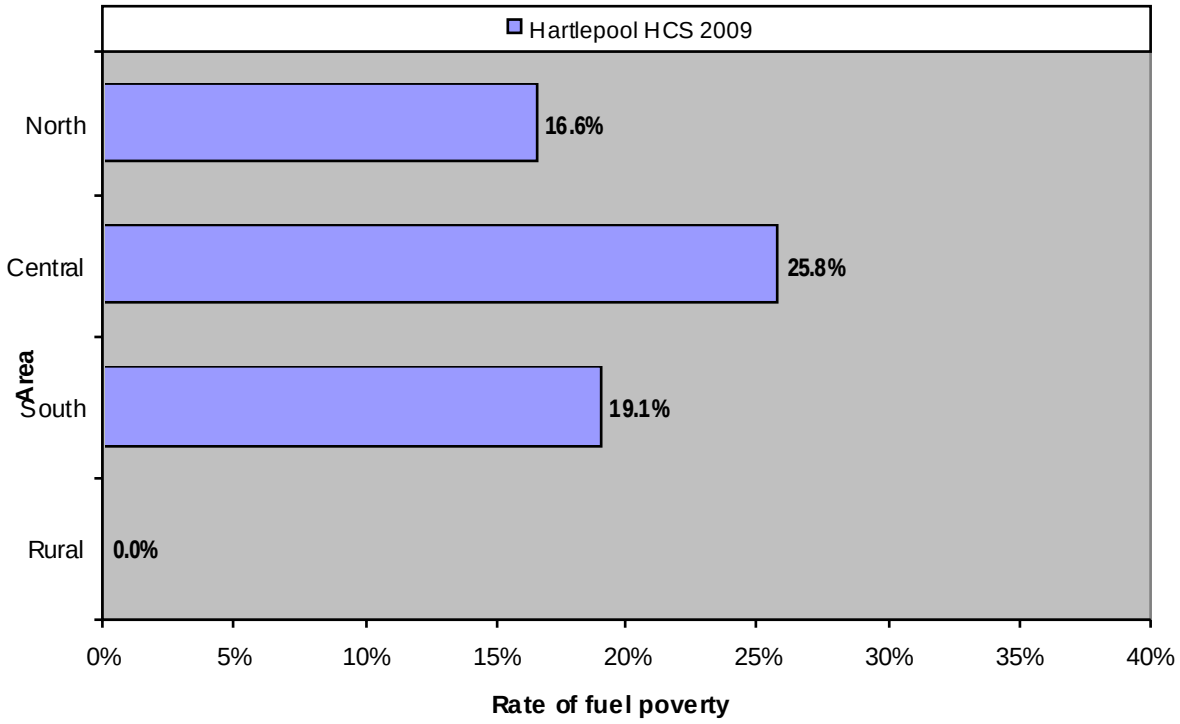
10.9.6 For owner-occupiers, assistance in the form of advice can be given, as well as grants and other partnership schemes with energy efficiency companies and other organisations. The total cost of energy efficiency improvements to dwellings in fuel poverty in the owner-occupied sector, is just under £9.1 million. This expenditure requirement is

distributed between the 4,700 owner-occupied dwellings in fuel poverty where works are possible at an average cost per dwelling of £1,900.

10.10 Area focus on fuel poverty

10.10.1 The chart below shows the proportions of fuel poverty by sub-area. The highest rate of fuel poverty is found in the Central sub-area (25.8%) followed by the South sub-area (19.1%) and the North sub-area (16.6%). The lowest rate is found in the Rural sub-area (0%) this reflects the above average incomes found in this area.

Figure 10.4 Fuel poverty by sub-area



Source: 2009 House Condition Survey

10.11 Beyond fuel poverty

10.11.1 Tackling dwellings where fuel poverty exists helps those least able to afford either to heat their homes properly or to afford the improvement works necessary.

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

10.12 Energy efficiency works to all other dwellings

10.12.1 The cost of carrying out all works to all dwellings where the residents are not in fuel poverty but where potentially improvements could be made is just over £58.9 million. This represents an average expenditure of approximately £2,300 per dwelling in 25,580 properties.

10.12.2 Targeting all these dwellings would not involve selecting any specific areas or types, as it involves the majority of the stock. Perhaps the best targets are likely to be those most in need of improvement, in particular those dwellings that are the least energy efficient at present.

10.12.3 There are 300 dwellings where the household is not in fuel poverty but where the mean SAP is less than 30. To carry out all improvement works required for these dwellings would cost just under £0.55 million, with almost all of this cost being required for the owner-occupied stock. The mean cost per dwelling in the owner-occupied stock would be £1,800.

10.13 Achieving the 30% target

10.13.1 Given the work that has already been carried out on reducing energy consumption since 1996, the target of 30% is achievable. However households that have already improved energy efficiency are likely to be those more able, it is likely that those remaining will be more difficult to identify and therefore the targets will still be difficult to achieve.

10.13.2 To achieve a total reduction in energy consumption of 30% by 2011 will require a comprehensive range of measures to most dwellings where this is possible, although, as previously mentioned, households that have already improved energy efficiency are likely to be those more able and that those remaining will be more difficult to identify and therefore the targets will still be difficult to achieve. It is therefore, likely to prove difficult to locate sufficient dwellings to carry out these works and any strategy will need considerable engagement with residents.

11 Housing conditions and health implications

11.1 HHSRS costs calculator

11.1.1 The Building Research Establishment (BRE) Housing Centre was commissioned by the Chartered Institute of Environmental Health (CIEH) to produce a toolkit to help promote the role of private sector housing and its wider contribution to public health.

11.1.2 The resulting package provides a methodology to help indicate the links between private sector housing and public health at a local level. The aim of the toolkit is to show how links between homes and health can be made and showing, where possible, the cost benefit of some specifically linked housing and health issues.

11.1.3 The number of people living in Decent Homes has been recognised as being not just of benefit to the occupiers but also to the wider community and to society. Use of the Housing Health and Safety Rating System (HHSRS) Costs Calculator will provide a baseline of likely numbers of incidences within local authority areas, together with the health costs and cost of mitigating the hazard. This figure can then be compared against the cost of estimated improvement works linking in with the importance of an increase in Decent Homes and its contribution to improved communities.

11.1.4 From HHSRS data collected as part of the survey, a range of comparisons have been made assessing the financial impact of physical improvement works required to remedy the identified hazard/s, set against the potential financial impact to the Health Service if treatment is required as a direct result of the identified hazard/s.

11.1.5 The first hazard to be considered is that of Overcrowding and Space with the comparisons shown in the following table. This shows that the overall cost to the NHS is estimated to be £140,200 annually, compared with £99,138 to remedy the hazard, giving a payback period of only 0.7 years.

Table 11.1 Crowding and space

Hazard	Class of harm	Dwellings affected	Cost to HNS	Cost of works
Crowding and Spacing	1	1	£50,000	£16,523
	2	1	£50,000	£16,523
	3	2	£40,000	£33,046
	4	2	£200	£33,046
Total		**6**	**£140,200**	**£99,138**
Payback period (years)				**0.7**

11.1.6 The issues surrounding damp and mould growth provide a substantial difference between the cost of remedial works and that of NHS treatment. Overall, the cost to the NHS is estimated t be £34,200 whilst the cost to remedy the damp and mould growth issues, in affected properties, is estimated to be £653,425 giving a payback period of 19.1 years. This highlights the fact that damp and mould problems can require extensive works to remedy at a high cost, but seldom result in sever health problems and thus do not typically present large costs to the NHS.

Table 11.2 Damp and mould growth

Hazard	Class of harm	Dwellings affected	Cost to HNS	Cost of works
Damp & mould growth	Extreme	0	£0	£0
	Severe	1	£20,000	£11,075
	Serious	6	£9,000	£66,450
	Moderate	52	£5,200	£575,900
Total		**59**	**£34,200**	**£653,425**
Payback period (years)				**19.1**

11.1.7 Entry by intruders again shows a considerable imbalance between NHS treatment costs (£443,300) due to the affects of the hazard compared with improvement costs (£1,061,690). However, the payback is only 2.4 years due to the number of dwellings affected, thus action would be more cost effective than in the case of damp and mould growth treatment.

Table 11.3 Entry by intruders

Hazard	Class of harm	Dwellings affected	Cost to HNS	Cost of works
Entry by Intruders	Extreme	0	£0	£0
	Severe	10	£200,000	£10,460
	Serious	102	£153,000	£106,692
	Moderate	903	£90,300	£944,538
Total		**1015**	**£443,300**	**£1,061,690**
Payback period (years)				**2.4**

11.1.8 Excess cold has the highest Category 1 Hazard rate both within Hartlepool and at the national level (EHCS 2006). Comparing the costs of treatment to the NHS (£1,737,400) against that of energy efficiency measures to alleviate the problem (£509,286), it can be seen that, with a payback of only 0.3 years, the remedial works are a cost effective way of reducing some of the financial burden on the NHS. The high cost to the NHS results from the high likelihood of an extreme outcome for excess cold hazards. This is due to the fact that the most vulnerable group (the elderly) are very likely to suffer health problems, resulting in a hospital stay, if they are exposed to cold conditions in their home for prolonged periods.

Table 11.4 Excess cold

Hazard	Class of harm	Dwellings affected	Cost to HNS	Cost of works
Excess cold	Extreme	32	£1,600,000	£159,776
	Severe	5	£100,000	£24,965
	Serious	22	£33,000	£109,846
	Moderate	43	£4,300	£214,699
Total		**102**	**£1,737,300**	**£509,286**
Payback period (years)				**0.3**

11.1.9 Falls on stairs produces a cost to the NHS of £240,300 whilst the remedial cost is significantly less at £34,476, producing a payback of only 0.1 years. In this case, the low cost of remedial works is what drives down the payback period.

Table 11.5 Fall on stairs

Hazard	Class of harm	Dwellings	Cost to HNS	Cost of works
Falls on Stairs	Extreme	2	£100,000	£676
	Severe	5	£100,000	£1,690
	Serious	22	£33,000	£7,436
	Moderate	73	£7,300	£24,674
Total		**102**	**£240,300**	**£34,476**
Payback period (years)				**0.1**

11.1.10 As with falls on stairs, falls on the level show a substantial differential between the estimated cost to the NHS of £656,000 compared with the estimated cost of remedial works (£70,840), again producing a payback of only 0.1 years.

Table 11.6 Falls on the level

Hazard	Class of harm	Dwellings affected	Cost to HNS	Cost of works
Falls on the Level	Extreme	4	£200,000	£1,540
	Severe	18	£360,000	£6,930
	Serious	57	£85,500	£21,945
	Moderate	105	£10,500	£40,425
Total		**184**	**£656,000**	**£70,840**
Payback period (years)				**0.1**

11.2 Conclusion

11.2.1 With the exception of damp and mould growth, and to a much lesser extent, entry by intruders, four of the six criteria show payback periods of less than one year. Even entry by intruders has a payback of only 2.4 years. The overall cost to the NHS for possible treatment emanating from all of the above is just over £3.25m, compared with just over £2.4m for remedying the defects associated with the identified hazards, showing a clear saving of just over £0.8m.

12 Conclusions and Policy Implications

12.1 Introduction

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

12.2 Stock Profile

12.2.1 The age profile of the 32,480 owner occupied and privately rented stock in Hartlepool is very similar to the national average, but the age band 1945-1964 is higher (25.5% compared to 17.8%) and the 1919-1944 age band is lower (14.2% compared with 18.4%).

12.2.2 The building type profile in Hartlepool differs from the national pattern with higher proportions of small and medium/large terraced houses, but lower proportions of detached houses, converted flats and low rise purpose built flats. Bungalows and semi-detached houses are very similar to the national average.

12.2.3 The tenure profile in Hartlepool differs marginally from the national averages with a slightly lower level of owner occupation than that found nationally (65% compared with 70%). The privately rented sector is represented at a slightly higher rate to that found nationally (13% compared with 12%) whilst the overall proportion of social housing is higher at 22% compared with 18% nationally.

12.2.4 The proportion of houses in multiple occupation (HMOs) is estimated to be 60 (0.2%) dwellings, with none being identified as higher risk HMOs, potentially subject to mandatory licensing. However, as this is a sample survey the authority may wish to take steps to confirm the numbers and location of HMOs in particular any which may be subject to mandatory licensing.

12.2.5 The proportion of empty properties was estimated to be 4.6%, above the national average of 4.1%. The proportion of long term empty properties was estimated at 1.9% (620 properties), just above the national average of 1.5%. Under the Housing Act 2004, local authorities have increased powers and responsibilities in relation to empty properties and action to identify and deal with the 620 long-term vacant dwellings may be a priority for the Council.

12.3 Profile of Residents

12.3.1 The proportions of residents in Hartlepool with incomes in the bands below £15,000 are much higher than national averages. Overall benefit receipt is higher than national averages. These indicators suggest that affordability will be a significant issue affecting repair and improvement in the private sector dwelling stock.

12.3.2 House prices are below the national and affordability of housing for younger residents and first time buyers is highly likely to be an issue because of the extent of low incomes found. There may also be maintenance/adaptation issues with 'equity rich cash poor' older owner occupiers.

12.3.3 The majority of households (94.5%) described themselves as White British.

12.3.4 There are an estimated 6,200 households (20.0%) where there is a resident with a disability. The cost of necessary adaptations, after allowing for means testing, is estimated to be £2.1 million.

12.3.5 The overall levels of household income and benefit receipt do have a bearing on the affordability of repairs, meeting decent homes targets, vulnerability and fuel poverty.

12.4 The Decent Homes Standard

12.4.1 An estimated 11,300 dwellings in Hartlepool (34.8% of the stock) are non decent. The majority of dwellings are non decent because of Category 1 Hazards (18.5%) and thermal comfort failure (15.4%). 14.6% of the stock fails the disrepair criterion and only 0.3% because of lacking modern facilities and amenities.

12.4.2 In Hartlepool non decent dwellings are most associated with low rise purpose built flats, the private rented sector and properties built pre-1919. There are also associations with occupiers with a household income below £15k, between £20k and £30k as well as those in receipt of benefit. Non decency is also associated with heads of households aged 16 to 24 and those aged 75+.

12.4.3 The highest non decency score by sub-area is recorded in the Central sub-area at 44.1% followed by the Rural sub-area at 37.9%. The cost to remedy all the items that make dwellings non decent is £59.8 million, an average of £5,300 per non decent property.

12.4.4 Up until the 1 April 2008, the government target for achieving decency standards in the private sector was that set by PSA7, where 65% of all dwellings occupied by vulnerable residents should be made decent by 2006/07. In practice, the most challenging target was the 70% to be met by 2010/11. Although the PSA7 target no longer exists, it is still a

CLG Departmental Strategic Objective under DSO2, 2.8). It is highly likely therefore, that Regional Housing bodies will continue to apply targeting in respect of vulnerable households in decent homes when making capital allocations.

12.4.5 At present it is estimated that Hartlepool failed to meet the 65% target and also falls short of the 70% target by 1,140 dwellings. The Central sub-area has the largest shortfall 20.6% (1180 properties) followed by the Rural sub-area 20.0% (30 properties). The South sub-area has reached the target (72%) and the North sub-area only has an estimated 10 property shortfall (69.9%).

12.5 Housing Health and Safety Rating System

12.5.1 At present 6,000 (18.5%) dwellings are estimated to have at least one Category 1 Hazard. Category 1 Hazards are associated with pre 1919 dwellings, small terraced houses and the privately rented sector. There is an association between Category 1 Hazards and households with a disabled occupant, those in receipt of a benefit, those with an income of less than £10k and those where the head of household is aged 65 or over.

12.5.2 The highest proportion of Category 1 hazards was found in the Central sub-area followed by the Rural sub-area.

12.5.3 The cost to remedy all Category 1 Hazards is £30.2 million, at an average cost of £5,100 per dwelling. If a more comprehensive standard were adopted (no further work required for at least 10 years) to dwellings with a Category 1 Hazard, rather than just remedying the hazard(s), the costs would be £114.4 million at an average cost per dwelling of £19,400 per dwelling.

12.5.4 The main reason for the presence of a Category 1 Hazard is excess cold followed by falling on level surfaces and falls on stairs.

12.6 Repair Costs

12.6.1 Maintaining the repair condition of dwellings is a key requirement of the Decent Homes Standard.

12.6.2 The total requirement for repair in all dwellings that fail under the repair criterion of the Decent Homes Standard is £21.2 million, an average cost of £4,500 per dwelling. Due to the distribution of household income levels in Hartlepool, a significant part of the demand for repairs is likely to come from households where income is below £15,000 per annum and where vulnerable occupiers live.

12.6.3 In addition to making repairs to dwellings that fail the Decent Homes Standard, there are repair, and more particularly renewal, requirements on all dwellings. The total cost of comprehensive repairs,

to include all private sector dwellings in Hartlepool, is £352.4 million or an average of £11,200 per dwelling.

12.6.4 Average repair costs by geographical area are highest in the Central sub-area and also highest in the same sub-area when standardised costs are applied.

12.7 Modern Facilities

12.7.1 100 dwellings, 0.3% of the private sector housing stock, fail the Decent Homes Standard because they provide inadequate modern facilities. This is below the national average of 2.2%. The nature of this criterion of the Decent Homes Standard means that this number is unlikely to increase significantly in the coming years.

12.8 Thermal Comfort and Energy Efficiency

12.8.1 Tackling fuel poverty is an important issue for the Authority as it aids those residents most in need, as well as improving thermal comfort (required under the Decent Homes Standard). It also potentially reduces the number of dwellings where a Category 1 Hazard exists. There are estimated to be 6,900 (21.2%) dwellings which contain households in fuel poverty within Hartlepool. This is significantly above the 11.5% found in the EHCS 2006.

12.8.2 The greatest impact, in terms of reducing fuel poverty, can be achieved by focusing on making energy efficiency improvements to dwellings with: heads of household under 25 or above 65; dwellings with benefit recipients; households on low incomes, households with disabled occupants and the privately rented stock. The Authority may wish to consider how to encourage landlords to improve the energy efficiency of their dwellings in the private rented sector.

12.8.3 In terms of tackling fuel poverty on a geographical basis, the survey indicates that the highest rate of fuel poverty was found in the Central sub-area at 25.8% followed by the South sub-area at 19.1%.

12.8.4 The average energy efficiency level in Hartlepool, using the Government's Standard Assessment Procedure, is 51 (on a scale of 1 to 100). This is slightly above the all England average of 49 from the EHCS 2006.

12.8.5 Achieving targets for energy efficiency is possible, although it is likely to be to become increasingly difficult to maintain the previous rates of improvement. Achieving targets will need to involve all dwellings that can have improvements made and therefore private, as well as public, investment will need to be encouraged.

Appendix A - Index of tables and figures

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

A.2 The following is a list of figures throughout the report which are referenced to the relevant chapter number by the first digit of the table number.

Appendix B - Methodology

B.1 The survey used a stratified random sample of 2,000 dwellings from an address file supplied by Hartlepool Borough Council. The sample was a stratified random sample to give representative findings across the authority and by seven sub-areas. The address file supplied was divided between the seven sub-areas with the objective of gaining as many surveys in each as possible.

B.2 All addresses on the original address list were assigned an ID number and a random number generating computer algorithm was used to select the number of addresses specified within each sub area.

B.3 The survey incorporates the entire private sector stock, excluding registered social landlords (Housing Associations).

B.4 Each dwelling selected for survey was visited a minimum of three times where access failed and basic dwelling information was gathered including a simple assessment of condition if no survey was ultimately possible. To ensure the sample was not subject to a non-response bias, the condition of the dwellings where access was not achieved was systematically compared with those where the surveyors were successful. Where access was achieved, a full internal inspection was carried out including a detailed energy efficiency survey. In addition to this, where occupied, an interview survey was undertaken.

B.5 The basic unit of survey was the 'single self-contained dwelling'. This could comprise a single self-contained house or a self contained flat. Where more than one flat was present the external part of the building, encompassing the flat and any access-ways serving the flat were also inspected.

B.6 The house condition survey form is based on the survey schedule published by the ODPM in the 2000 guidelines (Local House Condition Surveys 2000 HMSO ISBN 0 11 752830 7).

B.7 The data was weighted using the CLASSIC Reports software. Two approaches to weighting the data have been used.

B.8 The first method is used for data such as building age, which has been gathered for all dwellings visited. In this case the weight applied to the individual dwellings is very simple to calculate, as it is the reciprocal of the sample fraction. Thus if 1 in 10 dwellings were selected the sample fraction is 1/10 and the weight applied to each is 10/1.

B.9 Where information on individual data items is not always present, i.e. when access fails, then a second approach to weighting the data is taken. This approach is described in detail in the following appendix, but a short description is offered here.

B.10 The simplest approach to weighting the data to take account of access failures is to increase the weight given to the dwellings where access is achieved by a proportion corresponding to the access failures. Thus if the sample fraction were 1/10 and 10 dwellings were in a sample the weight applied to any dwelling would be 10/1 which would give a stock total of 100. However, if access were only achieved in 5 dwellings the weight applied is the original 10/1 multiplied by the compensating factor, 10/5. Therefore 10/1 x 10/5 = 20. As there are only 5 dwellings with information the weight, when applied to five dwellings, still yields the same stock total of 100. The five dwellings with no data are ignored.

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

B.12 Only those dwellings where a full survey of internal and external elements, energy efficiency, fitness, housing health and safety and social questions were used in the production of data for this report. A total of 989 such surveys were produced.

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

Appendix C - Survey Sampling

Sample Design

C.1 The sample was drawn from the Hartlepool Borough Council address file derived from Council Tax records. The total number of dwellings on the list was 32,487, excluding Housing Association dwellings. These totals constituted all addresses within the Local Authority boundaries. The Council Tax register contains a reference for each individual address, whether or not it is occupied. In addition, there will be a number of dwellings with multiple addresses, such as certain houses in multiple occupation (HMOs), and non-residential address within the register.

Stock total

C.2 The stock total is based initially on the address list; this constitutes the sample frame from which a proportion (the sample) is selected for survey. Any non-dwellings found by the surveyors are marked as such in the sample; these will then be weighted to represent all the non-dwellings that are likely to be in the sample frame. The remaining dwellings surveyed are purely dwellings eligible for survey. These remaining dwellings are then re-weighted according to the original sample fractions and produce a stock total.

C.3 In producing the stock total the amount by which the total is adjusted to compensate for non-dwellings is estimated, based on how many surveyors found. With a sample as large as the final achieved data-set of 989 dwellings however, the sampling error is likely to be very small and the true stock total is likely, therefore, to be very close to the 32,487 private sector dwellings reported. Sampling error is discussed later in this section. Table C.1 shows the response rates to the survey.

Weighting the data

C.4 The original sample was drawn from Hartlepool Borough Council Address file. The sample fractions used to create the sample from this list can be converted into weights. If applied to the basic sample these weights would produce a total equal to the original address list. However, before the weights are applied the system takes into account all non-residential and demolished dwellings. This revised sample total is then weighted to produce a total for the whole stock, which will be slightly lower than the original total from which the sample was drawn.

Dealing with non-response

C.5 Where access fails at a dwelling selected for survey the easiest strategy for a surveyor to adopt is to seek access at a neighbouring property. Unfortunately this approach results in large numbers of dwellings originally selected subsequently being excluded from the survey. These are the dwellings whose occupiers tend to be out all day, i.e. mainly the employed population. The converse of this is that larger numbers of dwellings are selected where the occupiers are at home most of the day, i.e. older persons, the unemployed and families with young children. This tends to bias the results of such surveys as these groups are often on the lowest incomes and where they are owner-occupiers they are not so able to invest in maintaining the fabric of their property.

C.6 The methods used in this survey were designed to minimise the effect of access failures. The essential features of this method are; the reduction of access failures to a minimum by repeated calls to dwellings and the use of first impression surveys to adjust the final weights to take account of variations in access rate.

C.7 Surveyors were instructed to call on at least three occasions and in many cases they called more often than this. At least one of these calls was to be outside of normal working hours, thus increasing the chance of finding someone at home.

C.8 Where access failed this normally resulted in a brief external assessment of the premises. Among the information gathered was the surveyor's first impression of condition. This is an appraisal of the likely condition of the dwelling based on the first impression the surveyor receives of the dwelling on arrival. It is not subsequently changed after this, whatever conditions are actually discovered.

C.9 Where access fails no data is collected on the internal condition of the premises. During data analysis weights are assigned to each dwelling according to the size of sample fraction used to select the individual dwelling.

C.10 The final weights given to each dwelling are adjusted slightly to take into account any bias in the type of dwellings accessed. Adjustments to the weights (and only the weights) are made on the basis of the tenure, age and first impression scores from the front-sheet only surveys.

Sampling error

C.11 Results of sample surveys are, for convenience, usually reported as numbers or percentages when in fact the figure reported is at the middle of a range in which the true figure for the population will lie. It is usual to report these as the 95% confidence limits, i.e. the range either side of the reported figure within which one can be 95% confident that the true figure for the population will lie.

C.12 For this survey the estimate of dwellings with a category 1 hazard is 6.7% and the 95% confidence limits are + or – 1.3%. In other words one can say that 95% of all samples chosen in this way would give a result in the range between 5.4% and 8.0%.

Table C.3 95% per cent confidence limits for a range of possible results and sample sizes

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

Appendix D – Legislative Requirements

D.1 Section 3 of the Housing Act 2004 places a duty on Local Authorities to keep housing conditions under review.

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

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

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

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

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

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

Mandatory Duties

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

With effect from April 2006 replaced by:

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

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

With effect from April 2006 replaced by:

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

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

Now In Addition

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

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

Appendix E - Definition of a Non Decent Home

Measure of a decent home

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

Table E.1 Categories for dwelling decency

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

** Described in more detail below*

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

Applying the standard

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

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

Criterion A:

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

Criterion B:

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

Table E.2 Major Elements (1 or more)

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

Table E.3 Minor Elements (2 or more)

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

Criterion C:

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

Table E.4 Age categories for amenities

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

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

Criterion D:

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

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

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

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

Efficient heating; and

Effective insulation

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

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

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

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

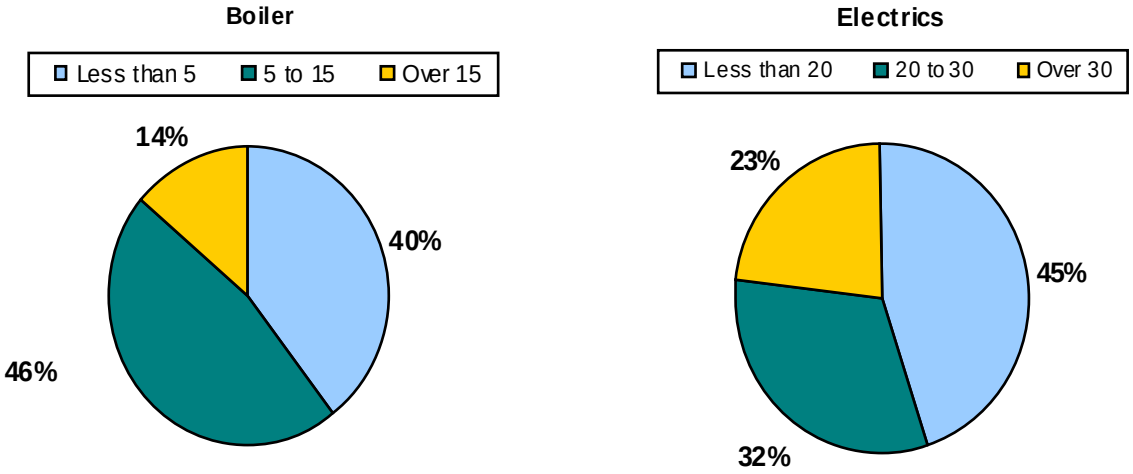
E.13 For the purposes of this study the above definition will be used in calculating the proportion of dwellings that are considered non decent.

Appendix F - Additional amenities

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

F.2 70% of boilers and 55% of electrical systems are either older than the age specified in the criterion or will become so in the next 10 years.

Figure F.1 Electrics and boiler age



Source: 2009 House Condition Survey

F.3 The age bands used in these charts and those used in chapter 7 differ, dependent upon the design life of the amenity in question. The second band in each chart represents where the amenity will become older than its design life during the next ten years.

COMMUNITY SAFETY AND HOUSING PORTFOLIO

Report to Portfolio Holder
10 DECEMBER 2010

Report of: Assistant Director (Neighbourhood Services)

Subject: DEPRIVED AREAS PERCEPTION PROJECT

SUMMARY

1. PURPOSE OF REPORT

This report advises on the Keep Britain Tidy Deprived Areas Perception Project Study (DAPP) carried out in 2009/10.

2. SUMMARY OF CONTENTS

A recurring theme in Local Government research has been the lagging gap between perceptions of place and the reality of local environmental quality issues on the ground. Street cleansing services for example may perform well in terms of service delivery, measured through the National Indicator 195, but they consistently have low satisfaction scores for land being clear of litter and refuse.

In order to understand what else (other than reality) could be driving resident perceptions of place, in 2009/10 Defra commissioned Keep Britain Tidy to undertake a significant piece of work that would enhance our understanding of the factors that affect environmental quality, how perceptions relate to standards, why gaps exist between reality and perception, and how perception data can be used alongside actual standards to make improvements to local areas more effective.

Hartlepool Borough Council was invited to apply and was subsequently selected for inclusion along with 3 other Local Authorities.

The KBT study unsurprisingly identifies that perceptions are heavily influenced by the experience of living in an area, their relationships to their community, and the way they describe the experience of living in a local area to other people.

The study also identifies 7 key drivers of perception together with important differences in the way that perceptions are formulated in deprived and less deprived communities that in turn has implications for how we understand, communicate and engage with those communities on safe, clean and green issues

Residents' perceptions of Hartlepool as a place to live are shaped and perpetuated by five key factors, which were either working simultaneously or in isolation and which are modelled in the Keep Britain Tidy Perceptions Wheel.

KBT recommend that the Perception Wheel should be considered when consulting/engaging and specifically when developing a campaign or raising awareness with regard to a specific service.

The perception wheel may also be used in developing strategies for engagement, in staff training, and development in programme development, and in partnership working. Key messages would include:

- People do not conceptualise "community" in a uniform way
- Motivations to 'get involved' and likely to vary based on levels of deprivation
- People are more likely to get involved if they already think charges are starting to happen
- Deprivation influences how quickly and how far perceptions are likely to travel and deprivation can influence how quickly an Authority is likely to become part of these conversations

3. RELEVANCE TO PORTFOLIO HOLDER

Non key.

4. TYPE OF DECISION

Community Safety and Housing Portfolio meeting on 10 December 2010.

5. DECISION MAKING ROUTE

The Portfolio Holder is response for Neighbourhood Management and Street Cleansing.

6. DECISION REQUIRED

For information.

Report of: Assistant Director (Neighbourhood Services)

Subject: DEPRIVED AREAS PERCEPTION PROJECT

---

1. PURPOSE OF REPORT

1.1 This report advises on the Keep Britain Tidy Deprived Areas Perception Project Study (DAPP) carried out in 2009/10.

2. BACKGROUND

2.1 A recurring theme in Local Government research has been the lagging gap between perceptions of place and the reality of local environmental quality issues on the ground. Street cleansing services for example may perform well in terms of service delivery, measured through the National Indicator 195, but they consistently have low satisfaction scores for land being clear of litter and refuse.

2.2 In order to understand what else (other than reality) could be driving resident perceptions of place, in 2009/10 Defra commissioned Keep Britain Tidy to undertake a significant piece of work that would enhance our understanding of the factors that affect environmental quality, how perceptions relate to standards, why gaps exist between reality and perception, and how perception data can be used alongside actual standards to make improvements to local areas more effective.

2.3 Hartlepool Borough Council was invited to apply and was subsequently selected for inclusion along with 3 other Local Authorities.

3. METHODOLOGY

3.1 At an "A*uthority-wide"* level Keep Britain Tidy worked with four Local Authorities (Nottingham City Council, Hartlepool Borough Council, South Tyneside Council and Waltham Forest Council) comparing and contrasting data where perceptions of the local environment are at a similar level to, or are considerably higher or lower than actual demonstrable delivered and recorded local environmental quality.

3.2 Selection was referenced against set criteria around the Working Neighbourhoods Fund with the four selected Local Authorities being those deemed to be most likely to need support with issues relating to deprivation.

3.3 For each of the Local Authority areas, six focus groups were conducted with residents of six pre-selected areas across the Borough. These areas were selected based on geographical and demographical variations to ensure the views obtained were representative and any differences in opinion determined from across the authority area. (**Appendix 1** highlights those areas in Hartlepool from which focus groups were selected)

4. THE SEVEN DRIVERS OF PERCEPTION AND IMPACT OF DEPRIVATION ON PERCEPTION

4.1 The KBT study unsurprisingly identifies that perceptions are heavily influenced by the experience of living in an area, their relationships to their community, and the way they describe the experience of living in a local area to other people.

4.2 The study also identifies 7 key drivers of perception together with important differences in the way that perceptions are formulated in deprived and less deprived communities that in turn has implications for how we understand, communicate and engage with those communities on safe, clean and green issues.

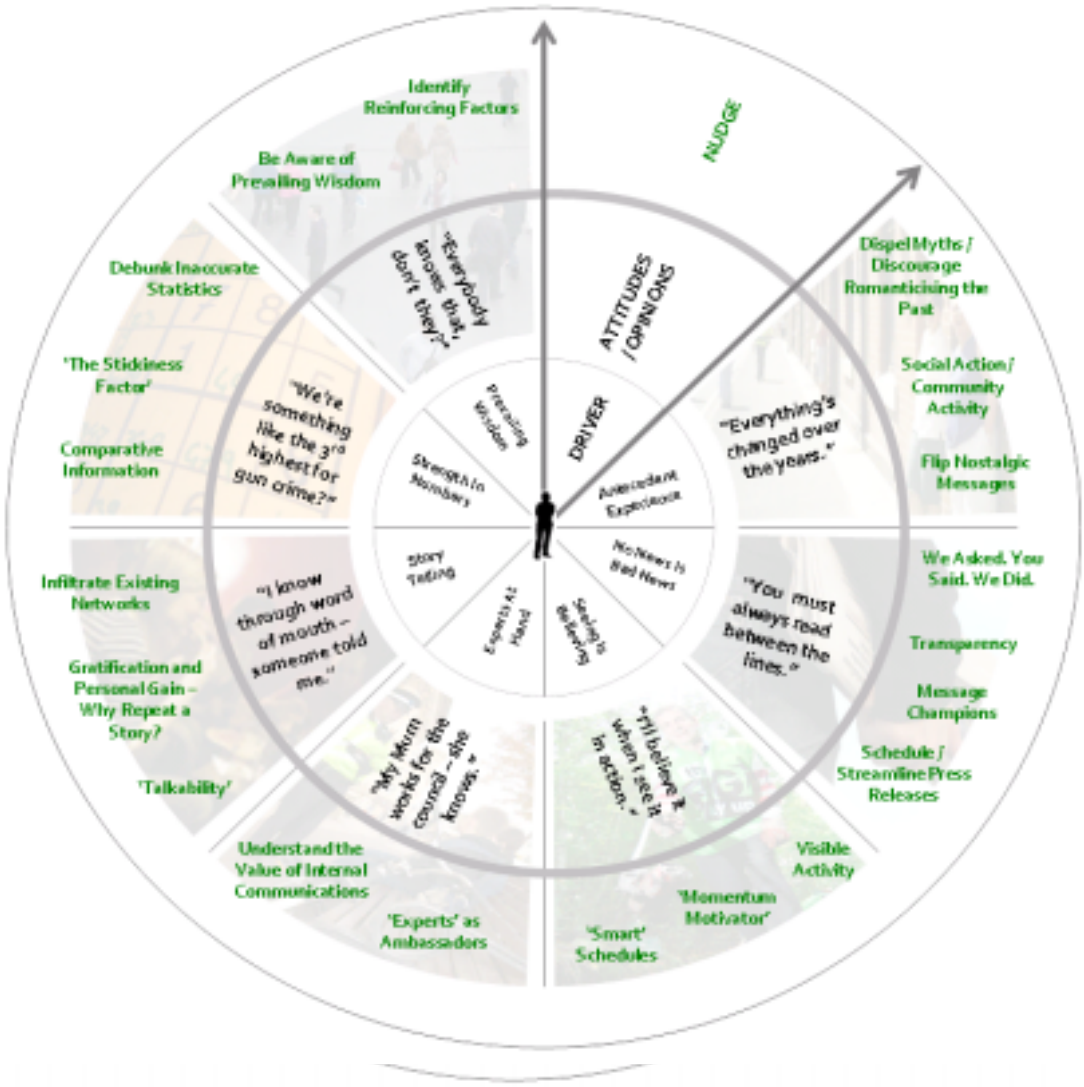
4.3 Key messages in this respect include the following:

- People do not conceptionalise "community" in a uniform way
- Motivations to 'get involved' and likely to vary based on levels of deprivation
- People are more likely to get involved if they already think charges are starting to happen
- Deprivation influences how quickly and how far perceptions are likely to travel and deprivation can influence how quickly an Authority is likely to become part of these conversations

4.4 The Keep Britain Tidy Scale of Deprivation at **Appendix 2** summarises how levels of deprivation can impact on peoples perception of place, and identifies some key differences in the way we might communicate in a different way in less deprived and more deprived areas.

4.5 In an effort to provide Authorities with practical assistance in tackling the reality/perception gap KBT has also developed a model, 'The Keep Britain Tidy Perception Wheel', that is both practical and informative in summarising the: primary drivers of perception of LEQ and related Anti-Social Behaviour; typical attitudes and opinions displayed by residents using that driver; and appropriate methods of communication or 'nudges' to assist in closing the reality/perception gap. This model is demonstrated in Figure 1 below:

FIGURE 1 - KEEP BRITAIN TIDY PERCEPTION WHEEL

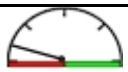
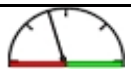


5. THE REALITY/PERCEPTION GAP

5.1 At the beginning of the study in Hartlepool, Keep Britain Tidy mapped Hartlepool residents' responses identified in the Place Survey 2008 as being most in need of improvement in their area in relation to enhancing their quality of life. Levels of crime, clean streets, facilities for young children, activities for teenagers and road / pavement repairs were the issues with the highest levels of need and perceptional impact recorded. (**Appendix 3** illustrates.)

5.2 In order to compare 'perception' and 'reality' for the levels of cleanliness in Hartlepool, data for each indicator was obtained and is shown in the table below.

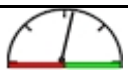
Table 1 Hartlepool: Levels of cleanliness - perception vs. reality

Place Survey 2008: Percentage of people satisfied with public land being clear of litter and refuse (%)	National Ranking for litter satisfaction	% of relevant land assessed as having deposits of litter (NI 195a)	National Ranking for NI 195a
47.7	 In the worst 10%	8%	 Average

5.3 Just under half of Hartlepool's residents were satisfied that public land was clear of litter and refuse, a result which features in the worst 10% nationally, whilst 8% of actual land was assessed as having deposits of litter; an average score nationally, demonstrating this shows that there is no correlation for the 'perception' and 'reality' of levels of cleanliness in Hartlepool.

5.4 The table below shows perception data pertaining to levels of antisocial behaviour in Hartlepool, demonstrates around a fifth of Hartlepool's residents believe that antisocial behaviour is a problem in their local area, which is in line with the national average for that indicator. Just over a quarter of Hartlepool's residents think that the police and public service providers are successfully dealing with crime and antisocial behaviour, which features in the best of results nationally.

Table 2 Hartlepool: Antisocial behaviour

% of people who think antisocial behaviour is a problem in the local area (NI 17)	National Ranking for NI 17	% of people who agree that police and public services are successfully dealing with antisocial behaviour and crime (NI 21	National Ranking for NI 21
20.5	 Average	28.3%	 In the best third

6. KEY DRIVERS OF PERCEPTION IN HARTLEPOOL

6.1 The local study identified that out of the seven key drivers of perception identified nationally, there were five key drivers prevalent among those residents participating.

6.2 The following section details a review of the five main factors driving perceptions in Hartlepool, all of which have gone some way, independently or in conjunction with one another, to impact upon the perceptions of respondents' local areas and the wider borough.

No News is Bad News

6.3 The strongest driver of residents' perceptions in Hartlepool was the *'No News is Bad News'* factor. The role of the media, but predominantly the local media, in forming and driving perceptions was particularly apparent, as many cited it as the 'source' of their perceptions. The Hartlepool Mail newspaper was extremely valued by local residents and was referred to as the main source of information and local news, although there were small references to national newspapers and news programmes.

6.4 Although residents received communications (such as Hartbeat), there was a general agreement that residents were not privy to the information about the Council. This included a range of information pertaining to many different aspects of the Council, such as it's plans for the future, who the key Council officials were, details of the hospital closure, what was being done to tackle the key issues affecting the area (e.g. drugs and unemployment) and what was happening in their neighbourhood. As such, residents felt that the Council was operating 'behind closed doors' and was not operating in a transparent way.

Story Telling

6.5 *Story telling* plays a key role in how perceptions are formed. Story telling or word of mouth was noted to be a common source of local information and was clearly identified as a key contributor to how residents 'make sense of the world.'

6.6 Story telling was at its strongest and therefore most powerful in the more deprived areas, where communities were extremely close knit and ties to the community were stronger. Respondents felt synonymous with their neighbours, which strengthened their bond with the community and created an ideal foundation for story telling and word of mouth to thrive.

Actual Experience

6.7 Respondents frequently referred to their *actual experiences* of living in Hartlepool and how they impacted on their views of the area. Experiences varied from person to person and incorporated incidents where respondents had witnessed something for themselves, times when they had seen the

after effects or the aftermath of incidents and occasions where they personally had been affected or had been the victim of crime. A range of varied and individual experiences were cited, and although they were predominantly negative, a small number of positive experiences also contributed. For example residents discussed positive experiences such as noticing clean streets, seeing road repairs / changes taking place, and seeing a police presence.

Antecedent Experience

6.8 When thinking about living in the borough, respondents recalled historical experiences of living in the borough. These experiences were from 'times gone by', which many respondents recalled were more positive than today. Stories were frequently romanticised or tempered with nostalgia, which brought a negative imbalance to their contemporary views of the area.

Prevailing Wisdom

6.9 When respondents were directed to think about the source of their perceptions, for many respondents, there was an agreement that their perceptions were a reflection of the way things were or that they had been that way for so long, they were embedded into society. In other words, their perceptions were common knowledge and entirely correct.

7. PERCEPTIONS OF HARTLEPOOL AND LOCAL ENVIRONMENTAL QUALITY

7.1 The factors in the Perception Wheel are in many cases interlinked, and the challenges for the Authority and Partners will be to intercept and embrace the drivers of perception identified to tackle and improve perceptions both of Hartlepool as an area, and the services being delivered.

7.2 In terms of local environmental quality dialogue with local residents identified some issues that they perceived as being particularly problematic in the area. These issues were mentioned unprompted by the respondents, and were perceived as those causing the greatest impact on the quality of the local environment, and subsequent adverse perceptions of the Council. These are detailed in **Appendix 4**.

8. CONCLUSIONS

8.1 Residents' perceptions of Hartlepool as a place to live are shaped and perpetuated by five key factors, which were either working simultaneously or in isolation and which are modelled in the Keep Britain Tidy Perceptions Wheel.

8.2 The most prevalent factor driving perceptions was communications (or the lack of communications). This incorporates both the 'No News is Bad News' and the 'Story Telling' segments of the Perceptions Wheel. Indeed media

coverage was seemingly very powerful. Respondents relied heavily on the Hartlepool Mail local newspaper as the key source of local information, which often had a negative impact on residents and their perceptions of the issues being reported. Similarly, it was evident that the absence of knowledge or awareness of Council action and initiatives implied a lack of action altogether.

8.3 Story telling or word of mouth was widespread and was particularly endemic in more deprived neighbourhoods where communities were increasingly homogenous and residents felt a strong sense of belonging. In addition, residents held extremely localised views of their social connections and limited access to cars and high levels of unemployment meant that residents spent the vast majority of their time in their neighbourhood. In line with this, residents in deprived communities needed facilities and amenities to be located in their immediate area in order for them to be useful.

8.4 Community ties, particularly in the more deprived neighbourhoods were very strong. Some similarities were noted between this study and the Joseph Rowntree Foundation study which identified that people in the more deprived areas expressed attachment to the communities in which they lived and to their networks of families and friends, rather than to the physical places. Close knit communities noted a strong sense of social cohesion. Groups of young people hanging around and awareness of antisocial behaviour were felt to be the key contributors to fear for safety. Although there was some acknowledgement that young people were not always 'up to no good', they were certainly contributing to feelings of intimidation and concerns that something may happen.

8.5 KBT recommend that the Perception Wheel should be considered when consulting/engaging and specifically when developing a campaign or raising awareness with regard to a specific service.

8.6 The perception wheel may also be used in developing strategies for engagement, in staff training, and development in programme development, and in partnership working. Key messages would include

- People do not conceptualise "community" in a uniform way
- Motivations to 'get involved' and likely to vary based on levels of deprivation
- People are more likely to get involved if they already think charges are starting to happen
- Deprivation influences how quickly and how far perceptions are likely to travel and deprivation can influence how quickly an Authority is likely to become part of these conversations

9. RECOMMENDATION

9.1 The Portfolio Holder is requested to note the findings of the DAPP study and consider local application of the Keep Britain Tidy Perception Wheel.

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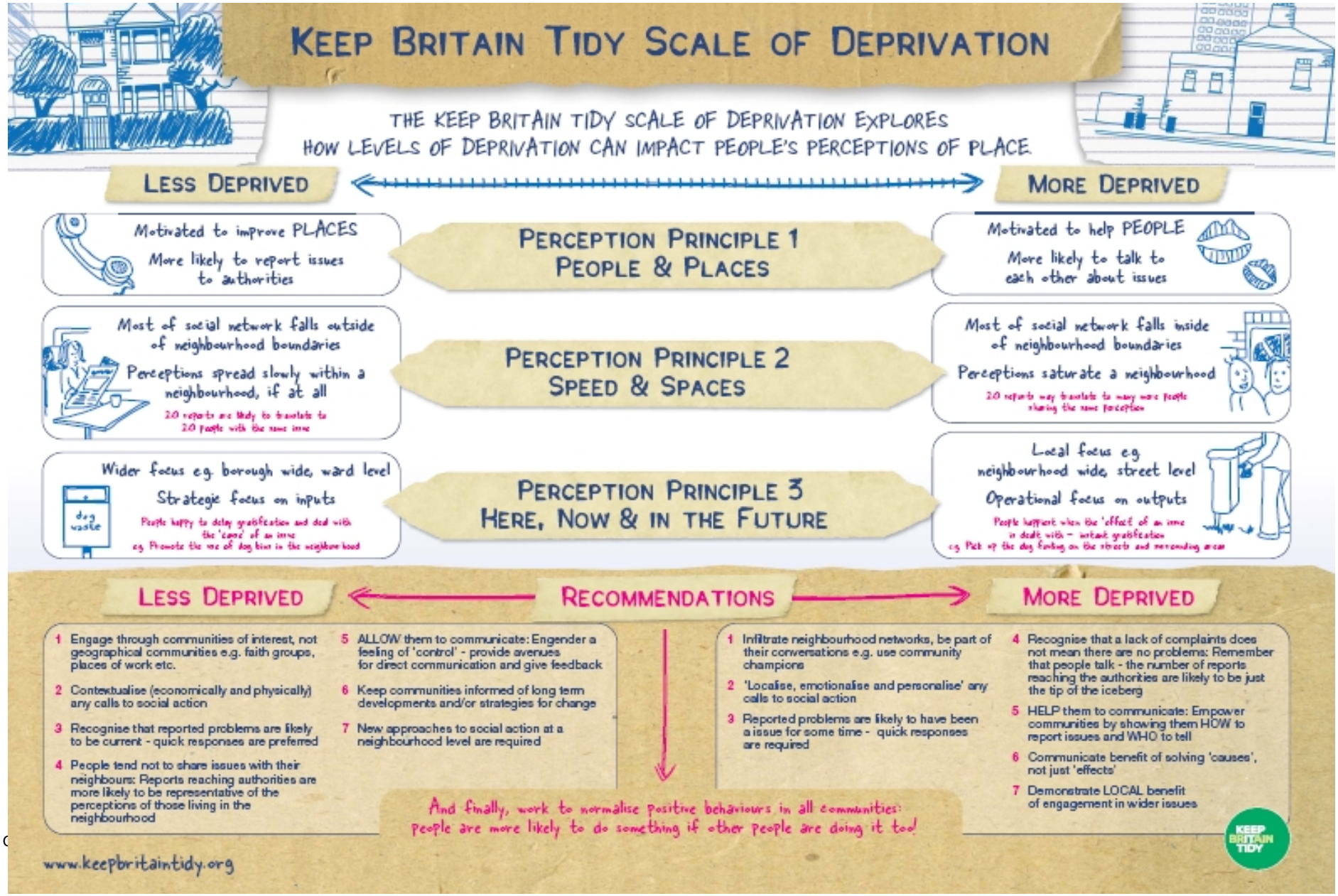
APPENDIX 1 – GROUP DATA

North	Recruitment criteria
Group One	Brus ward (Municipal Dependency households) 50 / 50 gender split, fairly even split between age groups, minimum of one BME resident. At least 2 residents with teenagers living at home, at least a further 3 residents with children of any age living at home and at least 2 with no children / no children living at home
Group Two	Hart ward (Happy Families households) 50 / 50 gender split, fairly even split between age groups, minimum of one BME resident. At least 2 residents with teenagers living at home, at least a further 3 residents with children of any age living at home and at least 2 with no children / no children living at home

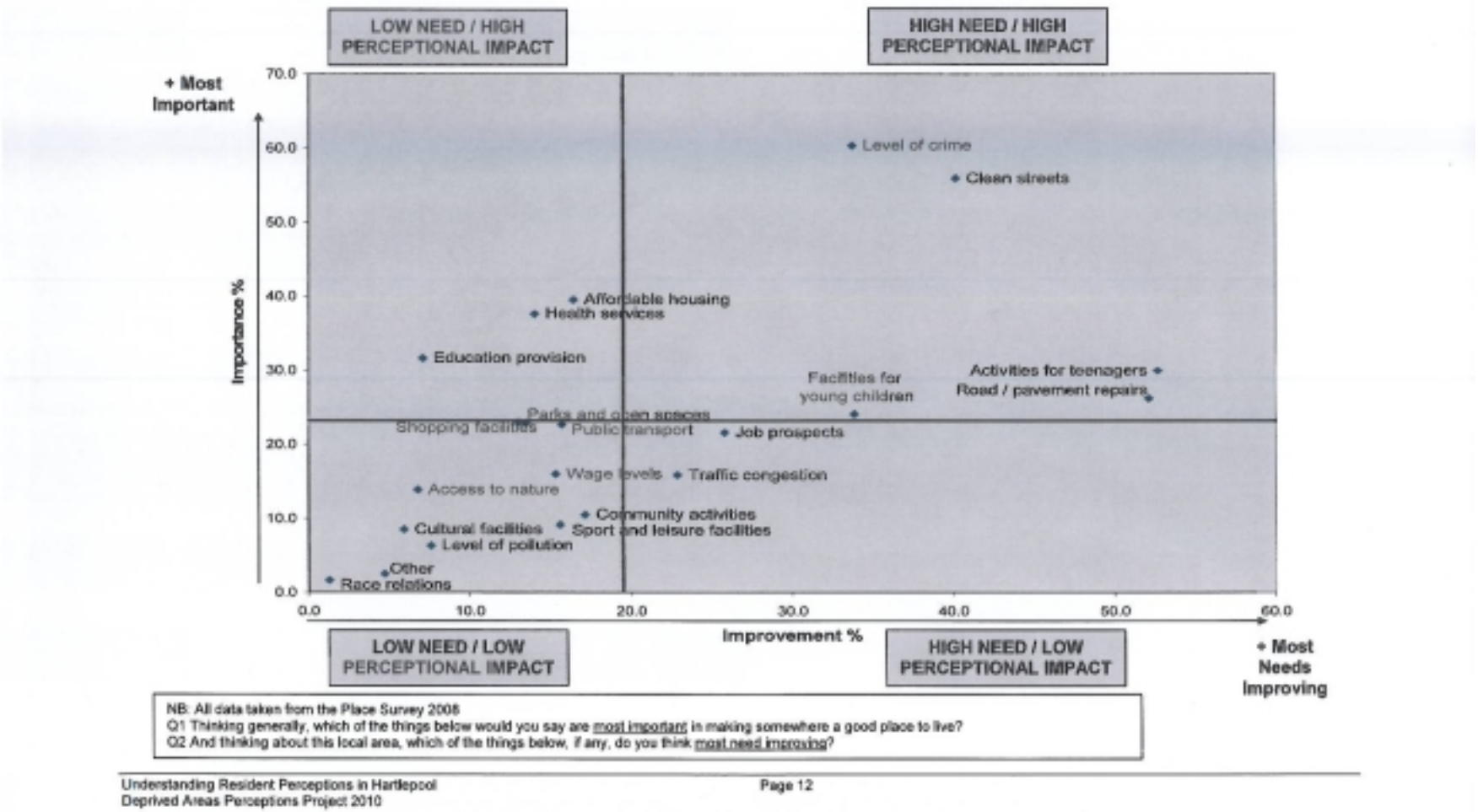
Central	Recruitment criteria
Group Three	Stranton ward (Welfare Borderline households) 50 / 50 gender split, fairly even split between age groups, minimum of one BME resident. At least 2 residents with teenagers living at home, at least a further 3 residents with children of any age living at home and at least 2 with no children / no children living at home.
Group Four	Park ward (Symbols of Success households) 50 / 50 gender split, fairly even split between age groups, minimum of one BME resident. At least 2 residents with teenagers living at home, at least a further 3 residents with children of any age living at home and at least 2 with no children / no children living at home

South	Recruitment criteria
Group Five	Burn Valley ward (Ties of Community households) 50 / 50 gender split, fairly even split between age groups, minimum of one BME resident. At least 2 residents with teenagers living at home, at least a further 3 residents with children of any age living at home and at least 2 with no children / no children living at home.
Group Six	Fens ward (Suburban Comfort households) 50 / 50 gender split, fairly even split between age groups, minimum of one BME resident. At least 2 residents with teenagers living at home, at least a further 3 residents with children of any age living at home and at least 2 with no children / no children living at home.

APPENDIX 2: KEEP BRITAIN TIDY SCALE OF DEPRIVATION

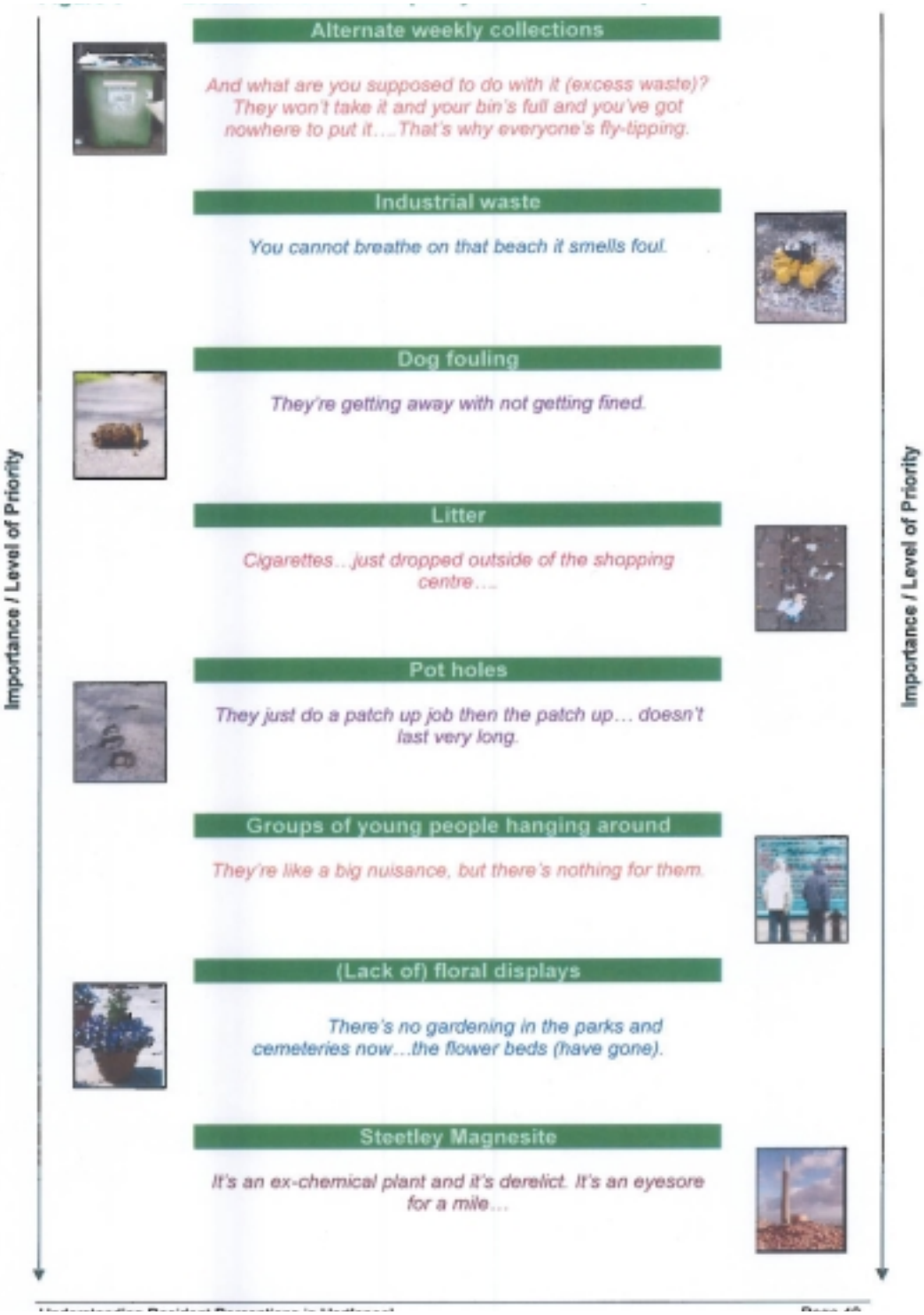


APPENDIX 3: **Perception/impact priority chart**



APPENDIX 4

Local Environmental Quality Issues in Hartlepool



COMMUNITY SAFETY AND HOUSING PORTFOLIO

Report to Portfolio Holder
10 December 2010

HARTLEPOOL BOROUGH COUNCIL

Report of: Assistant Director (Community Safety and Protection)

Subject: CHANGES TO HOUSING BENEFIT SUBSIDY FOR TEMPORARY ACCOMMODATION

SUMMARY

1. PURPOSE OF REPORT

To advise the Portfolio Holder of the financial impact to the changes to Housing Benefit subsidy for the provision of homelessness temporary accommodation.

2. SUMMARY OF CONTENTS

This report sets out the changes reducing the housing benefit subsidy available for provision of temporary accommodation for the homeless and highlights the projected overspend to the temporary accommodation budget.

3. RELEVANCE TO PORTFOLIO MEMBER

Homelessness and the provision of temporary accommodation is within the Portfolio Holder's service area.

4. TYPE OF DECISION

Non key.

5. DECISION MAKING ROUTE

Community Safety and Housing Portfolio meeting 10 December 2010.

6. DECISION REQUIRED

The Portfolio Holder is asked to note the potential for an overspend on the temporary accommodation budget in the region of £30,000.

Report of: Assistant Director (Community Safety and Protection)

Subject: CHANGES TO HOUSING BENEFIT SUBSIDY FOR TEMPORARY ACCOMMODATION

---

1. PURPOSE OF REPORT

1.1 To advise the Portfolio holder of the financial impact of the changes to Housing Benefit subsidy for the provision of homelessness temporary accommodation.

2. BACKGROUND

2.1 On 1 April 2010 Housing Benefit reform was implemented which reduced the level of housing benefit subsidy which could be claimed for clients placed into certain types of temporary accommodation. In Hartlepool the Revenue and Benefit Section within the Council passed on the effects of these changes to the Housing Advice Service from 1 October 2010.

2.2 This new subsidy scheme replaced existing thresholds and caps and links the level of subsidy to the Local Housing Allowance (LHA).The LHA rate is set in January of each year and is weekly. It is a fixed rate according to the size of the property, for example the same rate applies for all one bed roomed properties throughout the town. The weekly subsidy calculation is 90% of the relevant LHA plus £60 for management fee for those in self contained licensed and short term leased accommodation. For customers placed into non self-contained accommodation (board and lodging or licensed), HB subsidy will be limited to the 1 bedroom self-contained Local Housing Allowance (LHA) rate based on the location of the property.

3. SCOPE OF THE CHANGES

3.1 The new subsidy arrangements apply to all customers (existing and new) living in the types of temporary accommodation that were subject to the thresholds and caps arrangements. These are;

- board and lodging (including Bed and Breakfast) accommodation (provided by a local housing authority to discharge a homelessness function under Part 7 of the Housing Act 1996 or Housing (Scotland) Act 1987);

- accommodation held by a local housing authority under licence (provided to discharge a homelessness function under Part 7 of the Housing Act 1996 or Housing (Scotland) Act 1987);
- accommodation held on a lease by a local housing authority for a period not exceeding ten years secured from a private landlord and accounted for outside the Housing Revenue Account (in England, Wales and Scotland).

3.2 Article 17 of the Subsidy Order Amendment determines that the maximum subsidy available per claim is determined by: the one bedroom (self-contained) LHA rate, based on the location of the property. There is no additional amount for management costs for board and lodgings (B&B) and non self-contained licensed accommodation. Also, no extra subsidy is payable in cases where more than one room is occupied by the claimant's household in this type of accommodation.

3.3 In Hartlepool these changes allow for a maximum of £90 per household per week to be reclaimed in housing benefit subsidy for the provision of temporary accommodation in B&B regardless of how many people are in the household.

4. LEGAL CONSIDERATIONS

4.1 The Homelessness Act 2002 and Parts 6 and 7 of the Housing Act 1996 set out the legal responsibilities of Local Authorities in respect of the homeless. A key duty is the requirement to provide temporary accommodation for homeless people in the following circumstances;

- homeless applicants in priority need whilst enquiries are being undertaken in order to establish whether or not a full duty is owed to offer the applicant permanent accommodation;
- applicants where a full duty has been accepted and waiting for a suitable offer of permanent accommodation;
- applicants in priority need who have been assessed as intentionally homeless may need to offered temporary accommodation for a 'reasonable period' whilst they are given assistance to find their own accommodation;
- applicants not in priority need but who are homeless during periods of severe weather, i.e. when the temperature is expected to be below freezing for three consecutive nights.

4.2 The length of stay in temporary accommodation can vary from one or two nights to several weeks whilst waiting for permanent accommodation to become available however the average stay tends to vary between one and two weeks.

5. FINANCIAL CONSIDERATIONS

5.1 The cost of temporary accommodation varies between providers ranging from £150 to £250 per week for a single person and significantly more for families. Prior to 1 October 2010 housing benefit covered the majority of this cost except for the personal charge covering the food and laundry provision. On average this charge amounts to £23 per week which the applicant is expected to pay themselves.

5.2 As the charges for temporary accommodation are invoiced to the Housing Advice Team if there are any problems with the housing benefit claim, if the client fails to pay their personal charge or any shortfall from their housing benefit entitlement the net cost to the authority is covered from the Housing Advice Team budgets.

5.3 Examples of charges for provision of B&B

Charges Prior to 1.10.2010	Charges after 1.10.2010
Single person for 1 week in B&B	
Cost of provision £210 Client charge £23 Housing Benefit £187 Charge to LA nil	Cost of provision £210 Client charge £23 Housing Benefit £90 Charge to LA £97
Family of 5, 2 adults and 3 children for 1 week in B&B	
Cost of provision £560 Client charge £23 Housing Benefit £537 Charge to LA nil	Cost of provision £560 Client charge £23 Housing Benefit £90 Charge to LA £447
Family of 3 ,2 adults 1 child for 1 week in B&B	
Cost of provision £340 Client charge £19 Housing Benefit £321 Charge to LA nil	Cost of provision £340 Client charge £19 Housing Benefit £90 Charge to LA £231

5.4 The implication of this change for the Borough Council is that, based on current and projected use for this year, the shortfall between the amount the Council pays to providers for bed and breakfast and the amount it is able to recoup through housing benefit subsidy will increase by approximately £20,000 (based on average B&B use for 2009/10).

5.5 It is expected that applications for assistance will continue to increase throughout this year and beyond, especially as the further changes due to Housing Benefit reform announced in the June 2010 budget begin to be implemented:

- Set the Local Housing Allowance (LHA) at the 30th percentile of market rents.
- Cap the LHA rates for each property size.
- Index link LHA to the Consumer Price Index (CPI) rather than local rent levels
- Increase non-dependent deductions
- Cut Housing Benefit by 10% for those claiming Job Seekers Allowance for more than one year.
- Limit Housing Benefit for working age claimants in social housing so that it only covers the property size that is judged to be needed.

5.6 To ensure that the projected overspend is kept to a minimum, the Housing Advice Team has overhauled the administration process for booking, invoicing and benefit claims and the assistance given to clients. The team is also looking to enter negations with providers of temporary accommodation to develop service level agreements and aim to reduce costs. However, we still foresee a potential overspend of £10k due to abortive client benefit claims, and coupled with the reduced subsidy estimated to be in the region of £20k we are estimating an overall overspend of £30k by the end of March 2011. This will be reported in the Department's Quarter 3 financial update.

6. RECOMMENDATIONS

6.1 The Portfolio holder is recommended to note the potential for an overspend on the temporary accommodation budget in the region of £30,000.

7. CONTACT OFFICER

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COMMUNITY SAFETY AND HOUSING PORTFOLIO

Report to Portfolio Holder

10 December 2010

Report of: Assistant Director (Regeneration and Planning)

Subject: HARTLEPOOL HOUSING STRATEGY 2011 – 2015 TIMETABLE

SUMMARY

1. PURPOSE OF REPORT

To provide information to the Portfolio Holder on the draft timetable for developing a new Housing Strategy for Hartlepool for 2011 – 2015.

A good housing strategy contributes to the wider well-being of an area. It provides the framework for creation of places where people want to live providing good quality housing and creates the opportunity for people to select the type and tenure appropriate to their needs, aspirations and means. It also makes sure no communities are disadvantaged because of the housing they occupy or have available to them.

2. SUMMARY OF CONTENTS

The report outlines the key dates that will be worked towards during the development, writing and consultation of the Housing Strategy.

3. RELEVANCE TO PORTFOLIO MEMBER

Hartlepool's Housing Strategy falls within this Portfolio.

4. TYPE OF DECISION

Non Key.

5. DECISION MAKING ROUTE

Portfolio Holder on 10 December 2010.

6. DECISION(S) REQUIRED

That the Portfolio Holder notes the timetable and the key dates it contains.

Report of: Assistant Director (Regeneration and Planning)

Subject: HARTLEPOOL HOUSING STRATEGY 2011 – 2015 TIMETABLE

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1. PURPOSE OF REPORT

1.1 To provide information to the Portfolio Holder on the draft timetable for developing a new Housing Strategy for Hartlepool for 2011 – 2015.

1.2 A good housing strategy contributes to the wider well-being of an area. It provides the framework for creation of places where people want to live providing good quality housing and creates the opportunity for people to select the type and tenure appropriate to their needs, aspirations and means. It also makes sure no communities are disadvantaged because of the housing they occupy or have available to them.

2. BACKGROUND

2.1 Hartlepool's current Housing Strategy was adopted in 2006 as a 5 year strategy for the town. It was supplemented by an update in 2008 but needs to be refreshed for 2011.

2.2 The timetable details the key dates for:

- Consulting on identification of the Key Issues
- Development of the first draft
- Consultation on the first draft
- Writing of the second draft
- Consultation on the second draft
- Adoption of the final document

2.3 It is anticipated that the final draft of the Housing Strategy for 2011 – 2015 will be presented to Cabinet during September 2011 for approval.

3. FINANCIAL IMPLICATIONS

3.1 There are no financial implications

4. RECOMMENDATIONS

4.1 That the Portfolio Holder notes the timetable and the key dates it contains.

5. CONTACT OFFICER

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COMMUNITY SAFETY AND HOUSING PORTFOLIO

Report to Portfolio Holder

10 DECEMBER 2010

Report of: Director of Regeneration and Neighbourhoods

Subject: REGENERATION AND NEIGHBOURHOODS DEPARTMENTAL PLAN MONITORING REPORT - APRIL TO OCTOBER 2010

SUMMARY

1. PURPOSE OF REPORT

To inform the Portfolio Holder of the progress made against the Regeneration and Neighbourhoods Departmental Plan 2010/11 over the period April to October 2010.

2. SUMMARY OF CONTENTS

The progress against the key actions and performance indicators, along with latest position with regard to risks contained in the Regeneration and Neighbourhoods Departmental Plan 2010/11.

3. RELEVANCE TO PORTFOLIO MEMBER

The Portfolio Holder has responsibility for performance management issues in relation to some aspects of the Regeneration and Neighbourhoods Departmental Plan, covering those areas which fall within the scope of this Portfolio.

4. TYPE OF DECISION

Non-key.

5. DECISION MAKING ROUTE

Portfolio Holder meeting on 10 December 2010.

6. DECISION REQUIRED

The Portfolio Holder is requested to:

- Note the progress of key actions and performance indicators along with the latest position with regard to risks.
- Approve the proposed Action date change.

Report of: Director of Regeneration and Neighbourhood

Subject: REGENERATION AND NEIGHBOURHOODS DEPARTMENTAL PLAN MONITORING REPORT - APRIL TO OCTOBER 2010

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1. PURPOSE OF REPORT

1.1 To inform the Portfolio Holder of the progress made against the Regeneration and Neighbourhoods Departmental Plan 2010/11 over the period April to October 2010.

2. BACKGROUND

2.1 The Portfolio Holder has responsibility for performance management issues in relation to some aspects of the Regeneration and Neighbourhoods Departmental Plan, coving those areas which fall within the scope of this portfolio.

2.2 The Departmental Plan sets out the key tasks and issues along with an Action Plan to show what is to be achieved by the department in the coming year.

2.3 The Council's Covalent performance management system is used for collecting and analysing performance data in relation to both the Corporate Plan and Departmental Plans. The system is also used to monitor Risk Management across the council as part of the Performance Management Framework.

2.4 Where appropriate more detailed service plans are also produced detailing how each individual section contributes to the key tasks and priorities contained within the Regeneration and Neighbourhoods Departmental Plan and ultimately those of the Corporate Plan. These plans are managed within the department.

3. SECOND QUARTER PERFORMANCE

3.1 This section looks in detail at how the Department has performed in relation to the key actions and performance indicators that were included in the Regeneration and Neighbourhoods Departmental Plan 2010/11.

3.2 On a quarterly basis officers from across the department are requested, to provide an update on progress against every action and performance indicator contained in the performance plans.

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3.3 Officers are asked to provide a short commentary explaining progress made to date, and asked to traffic light each action based on whether or not they will be, or have been, completed within target as set out in the plans. The traffic light system is: -

Completed
On track
Progress acceptable
Intervention required
Target not achieved

3.4 Within the Departmental Plan there are a total of 55 actions and 25 performance indicators for which the Portfolio Holder has responsibility. Table 1, below, summarises the progress made, to the 30th September 2010, towards achieving these actions.

Table1 – Regeneration and Neighbourhoods Departmental Plan 2010/11 progress summary

	Departmental Plan (Community Safety and Housing Portfolio)	
	Actions	**PI's**
	15	5
	30	14
	3	5
	7	1
	0	1
Annual	-	-
Total	55	26

3.5 It can be seen from the above table that 30 of the actions for which the Portfolio has responsibility have been highlighted as being on track to achieve target, with a further 3 actions progressing within acceptable limits.

3.6 Seven of the actions contained within the plan for which the Portfolio holder has responsibility have been identified as Intervention required. It is intended to continue with these actions and as such Officers have revised the due dates of these actions. Details of these actions along with the revised dates can be found in the table below.

Ref	Description	Comments / reason for date change	Revised date
RND CS015	Evaluate impact of Safe in Tees Valley Assertive Outreach Service	The evaluation of this was to have taken place as part of the Place survey. As this survey is no longer taking place, revised due date required in recognition of the fact that communications is an on-going activity.	Mar 11
RND HO010	Implement changes to Common Allocations Policy approved from review	Final approval to Policy changes needs to be agreed by all 9 partners via each of their governing bodies which could take until 31.3.2011, following this software provider will need to make amendments to software provided before implementation can be completed	Mar 11
RND HO011	Review and develop IT software needs for the Housing Options service	From systems already researched with Civica APP, already used within the Council, appearing to be most cost effective option but need to examine their product further.	Mar 11
RND JE011	Negotiate increased employment opportunities for substance mis-users (to include work placements, trials, volunteering) and offenders	Difficulties securing alternative funding following cuts. Job Centre Plus national initiatives delayed	Mar 11
RND SC008	Complete updates of Neighbourhood Action Plans for Dyke House/Stranton/Grange and the Town Centre Communities	The 2010 MORI data is now to be included in the draft Plan for consultation. This has resulted in the timetable being pushed back, as the data from MORI has been delayed. It is anticipated that the next round of consultation will commence in December 2010 / January 2011 with the final draft being agreed towards the end of Q4	Mar 11
RND CS003	Assess supported Panel / Vulnerable Housing process to increase access to housing for substance mis users and offenders	'Changes have been made but there is need to allow time to assess if embedded and realising improved results.' Treatment and criminal justice process altered. Workers receiving information and liaising with housing to improve effectiveness. Additional facilities to be negotiated and included in operation	Mar 11
RND CS008	Undertake efficiency and effectiveness review of treatment and support interventions	Audits of services conducted for completion November. Service User consultation begins October. Release of drug unit costing tool delayed until November.	Dec 10

3.7 The remaining 15 actions have all being marked as completed. Amongst these officers have:

- Implementation of the recommended changes to the operation of the Good Tenant Scheme as identified by the review of 2009 have now been introduced. With the Scheme moved to a new location in the Housing Options Centre at Park Towers.
- Carbon Reduction Commitment Registry (CRC) checks (required to validate data) have been made and registration approved by CRC Registry.

- An action plan in relation to the Neighbourhood Management and Empowerment Plan has been developed and adopted by Cabinet and LSP
- A review of the compact Action plan and community network has been undertaken and presented to the LSP, including a revised Action Plan. The Board endorsed the report and appendix and noted the progress made last year.

3.8 It can also be seen that 14 of the Performance Indicators have been highlighted as being 'on track' with 5 indicators highlighted as progressing within acceptable limits. In addition 5 of the indicators have already achieved their target including:

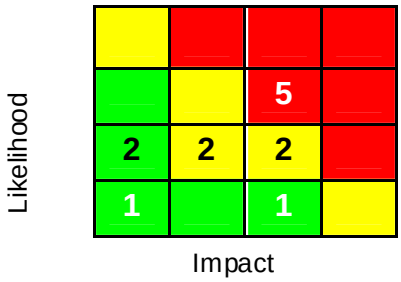
- 55 Community groups engaged in improving the local environment.
- All school in the town have been engaged in environmental initiatives, such as switch off and save and the litter education programme.
- Decent homes target was required to be achieved by 2010 and this has been achieved across the social sector apart from exceptions. (Those properties that will undergo major redevelopment or demolition).

3.9 The remaining indicators have been identified as below target and are detailed in the table below.

Indicator	Outturn	Target	Comments
NI20 - Assault with injury crime rate	4.56	3.57	This indicator is measuring less serious assaults, but continues at a rate above target, albeit at slightly lower gap between target and actual. The Council and partners, through Safer Hartlepool partnership activity, continue to focus on reducing this crime level, and several new activities have been introduced with other initiatives being planned, for example possible alley gates to close off troublesome back alleys.
NSD239 - Number of businesses signed up to the green tourism business scheme	0	4	Efforts have been made to promote the green tourism business scheme; however the financial costs associated with joining the scheme have proven to be prohibitive to attaining the target.

3.10 It is the policy of Hartlepool Council to take an active and pragmatic approach to the management of risks that could prevent the achievement of corporate and departmental objectives. On a quarterly basis responsible officers assess the risks identified within the Department's Risk Register.

3.11 The diagram below shows the distribution of risks according to their risk rating. There are 5 departmental risks relevant to this Portfolio which are identified as being a high red rated risk. These risks are detailed in the table below.



Risk	Comments
RPD R009 - Failure of service providers to focus resources on neighbourhood renewal areas	Significant in -year cuts in WNF allocation has led to a reduction in resources for delivery of community regeneration activities. Details of government policy on Big Society including White Paper still awaited but level of future funding and delivery mechanisms remain uncertain
RPD R013 - Reduction in funding for Housing Investment	The level of risk remains the same for the potential reduction of housing capital investment funding. Further information will be provided following the recent comprehensive spending review.
RPD R038 - Inability to meet very high levels of local housing needs including affordable housing	This risk remains high particularly in view of the recession and the numbers of people on the housing waiting list. Work is ongoing to facilitate the development of new affordable homes.
RPD R039 - Failure to achieve national decent home standard in the private sector	This remains a risk particularly in light of the recession and potential reduction in funding. Work is ongoing to help identify funding to deliver private sector improvements through the Local Investment Plan.
RPD R042 - Effective delivery of housing market renewal affected by external decisions and funding	This level of risk remains the same as funding is required to continue the Councils housing market renewal programme. Full funding has been identified to deliver the Perth Street Area scheme and a funding agreement has been signed.

5. RECOMMENDATIONS

5.1 The Portfolio Holder is requested to:

- Note the progress of key actions along with the latest position with regard to risks.
- Approve the proposed Action date change.

6. CONTACT OFFICER

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