

# Quality Homes For All

## Nottingham's Housing Strategy 2018-2021



**Nottingham**  
**City Council**

<b>Contents</b>	<b>Page</b>
<b>Foreword</b>	<b>3</b>
<b>Introduction</b>	<b>5</b>
<b>Review of the last strategy</b>	<b>7</b>
<b>The Policy Context</b>	<b>9</b>
<b>About Nottingham</b>	<b>18</b>
<b>Assessing Housing Need and Ambition in Nottingham</b>	<b>19</b>
<b>Our Partners and Stakeholder Involvement</b>	<b>23</b>
<b>The Themes of this Strategy and key objectives</b>	<b>24</b>
<b>Theme one: Delivering the new homes that will meet Nottingham's needs and ambitions</b>	<b>25</b>
<b>Theme Two: Existing homes: Improving, maintaining good quality and making best use of them</b>	<b>36</b>
<b>Theme Three: The challenge of homelessness prevention and providing specialist and supported housing</b>	<b>47</b>
<b>Theme Four: Using the power of housing to improve health and wellbeing and prevent ill health</b>	<b>56</b>
<b>Theme Five: Housing's role in strong local communities</b>	<b>63</b>
<b>Meeting the diverse needs of the City and ensuring equality; Measuring our success</b>	<b>70</b>
<b>Appendix One: About Nottingham</b>	<b>71</b>
<b>Appendix Two: Assessing future need and ambition-methodology</b>	<b>76</b>
<b>Appendix Three: Building Research Establishment (BRE) main findings</b>	<b>78</b>

## **Foreword**



### **Councillor Jane Urquhart**

#### **Portfolio Holder, Housing, Planning and Heritage**

I am pleased to present Nottingham's new housing strategy. This is a strategy which we have taken some time in developing. The last three years have seen almost unprecedented changes and shifts in housing policy, reflecting changes in key ministerial positions at national government level. It therefore made sense to pause and reflect.

However, since the launch of Nottingham Labour's manifesto for the 2015 Council elections I have been clear in my vision for housing in the city: that all our citizens should be able to enjoy a good quality home, irrespective of what tenure they live in.

This strategy shows how we will work towards that vision. It shows how we will work with our partners to build on the successes of the previous strategy, the "Housing Nottingham Plan" to deliver effective housing interventions across all tenures.

The Government has been very clear that we have a housing crisis in Britain and that there needs to be a step change in housing delivery. The strategy shows how the Council, in partnership with Nottingham City Homes and housing associations will deliver badly needed new housing. However, private developers will need to build the majority of the homes we need, and we need to ensure that the private sector is part of the partnership; that they are clear that Nottingham is "open for business" in terms of their plans as the Government increases the pressure on them to deliver.

We face significant challenges: homelessness is increasing, there is more pressure on the housing's stock, welfare reform is continuing to impact on our citizens, our data shows that there are significant issues with housing conditions in the private rented sector whilst at the same time more and more people are reliant upon it as a source of housing. Our population exhibits a range of health and age-related needs which will require innovative solutions. Pressure on energy supplies and the increasing cost of

heating homes requires us to look at further improving our existing stock whilst ensuring that new homes are as energy efficient and as affordable to run as possible.

All of these challenges are set against a background of ever reducing financial resources to tackle them. We will therefore need to make the very best use of the resources we do have and look to maximise the funding we can bring in to the city to support our housing ambitions. We will also need to ensure that where appropriate we create the right partnerships to achieve our objectives.

The last three years has shown us how quickly things can change in housing. Undoubtedly they will change again in the next three years. We will therefore need to keep this strategy under review and make necessary adjustments to our approach as things change. However, our overriding ambition will not change: to ensure that our citizens enjoy high quality housing, irrespective of tenure.

## Introduction

Welcome to Nottingham's Housing Strategy 2018-2021. In this document we set out the range of activities that the Council and its partners will carry out in the next three years in order to ensure that we deliver our overall vision of **quality homes for all**.

Our last strategy, The Housing Nottingham Plan, finished at the end of 2015. We have consciously not written a new strategy until now as the policy framework has shifted so many times since that time. 2016 saw a change in the leadership of the Government and within housing this led to a decisive shift away from the near total focus of government policy on home ownership to one which recognised the need for a step change in housing delivery numbers and that this could only be achieved through a multi-tenure approach. The Housing and Planning Act 2016, which was enacted by the previous Government leadership, signalled a raft of policies focused on social housing, but has already seen one of its key provisions, "Pay to Stay" dropped. Other policy developments such as the sudden announcement in the Summer Budget 2015 that social rents were to be reduced by 1% over the following four years caused all providers to revisit development plans. June 2017 saw more changes within Government, with an enforced ministerial change. The party conferences in the Autumn of 2017 saw housing rise up the agenda again, with additional resources pledged to increase the delivery of "affordable" housing in its many different guises. Finally, the Government has recently issued a revised National Planning Policy Framework for consultation, outlining how it sees changes to the planning system as the key to getting house builders to build and local authorities enabling this.

Against this background of shifting policy at national level the Council has taken a consistent approach in terms of its strategic housing approach: No matter what tenure they live in, Nottingham citizens should be able to enjoy housing of good quality. We recognise the importance of diversity in tenure and housing choice. Not everyone wants or can afford to buy a home; some need the flexibility of the private rented sector; others need the lower rents, the security and the stability that social housing provides. Our more vulnerable citizens need specialist or supported accommodation. Whatever the tenure or type, the aim is that it should meet quality standards.

The themes of this strategy are not radically different from those of the last plan. The Housing Nottingham Plan's four themes were:

- Increasing the supply of housing
- Improving the standard of housing
- Addressing specialist housing need
- Ensuring housing made an effective contribution in neighbourhoods.

Our analysis of the current housing market, the condition of the city's existing stock, specialist housing need and homelessness, together with the major national and local policy drivers show that these are still the dominant aspects of our strategic approach to housing. The main emphasis continues to be on delivering the new homes that will meet both housing need and housing aspiration in the city. However, in this strategy

we have additionally focused on what we consider to be one of the most important contributions that housing makes to the overall priorities of the city: the way in which housing both improves health and wellbeing and prevents poor health, therefore reducing clinical interventions. This is critical at a time when the NHS and councils are faced with unprecedented demand and pressure on their budgets.

In 2017, Nottingham City Council was recognised as outstanding strategic local authority of the year at the prestigious UK Housing Awards, organised jointly by Inside Housing magazine and the Chartered Institute of Housing. The strength of Nottingham's submission lay in the breadth of our approach, the partnership ethos enshrined within it, and our understanding of the needs of Nottingham's citizens. This plan further builds on that approach, and has as its defining principle the enormous power that housing has to improve people's lives.



## Review of the last housing strategy

The Housing Nottingham Plan, 2013-2015 was delivered within the context of the policies of the Coalition government and the previous Nottingham City Council Plan. It had a particular emphasis on increasing housing delivery, both in order to meet housing need in the city but also to support growth in the local economy as recovery continued following the financial crash of 2008. Here are the major successes of the Housing Nottingham Plan:

### Housing Supply

- 566 homes built by Nottingham City Homes or currently on site
- Over 450 homes built by housing association partners, namely Asra, Derwent, Framework and Nottingham Community Housing Association
- 2611 homes for private sale built or converted by developers
- High quality independent living scheme built at Lenton to replace Newgate Court – the award-winning Palmer Court



### Housing Standards

- NCC Decent Homes programme completed, making all of the Council's 26,000 homes decent
- Additional licensing scheme covering 3000 houses in multiple occupation implemented
- Successful delivery of mandatory and additional licensing. 3496 HMOs licenced (Dec 2017)
- Improved conditions in the private rented sector. 879 licenses with additional conditions issued to HMOs which require improvement to the property. 151 licenses refused.
- Increased interventions with licence holders following ASB complaints.
- The "Nottingham Standard" landlord accreditation scheme introduced, bringing 2500 additional properties into accreditation
- 227 empty homes brought back into use between the financial years 2013/14 & 2015/16 including 35 acquired by the Council using the Homes and Communities Agency's (HCA) grant scheme

- 4,178 NCH homes and 2,500 private sector homes given solid wall insulation and other energy efficiency measures through the Greener Housing initiative jointly delivered by the Council, Nottingham City Homes and Nottingham Energy Partnership
- Reducing fuel poverty –achieving Nottingham Plan target, and Council Plan 2011-15 targets on measures installed
- Effective proactive action tackling rogue landlords as evidenced by 238 Extra inspections / raids supported, 11 Prosecutions, 84 landlords trained at dedicated events and 34 delegates trained from new and emerging communities (2017).

#### Specialist Housing Need

- New five year Homelessness Prevention Strategy implemented, with the delivery group for the strategy, the Homelessness Strategy Implementation Group (SIG) refreshed and strengthened
- Several new schemes for specific vulnerable groups built or created through conversion, for example Framework's supported housing schemes at Bestwood Park, Mapperley and Clifton; and the use of converted accommodation at Benedict Court, Top Valley for people with mental health issues by NCH.
- Increase in the growth of assistive technology and telecare
- Accommodation Broker role developed to provide better housing options for citizens with learning disabilities

#### Neighbourhoods

- Employment and training schemes run by NCH and other housing providers
- NCH's Decent Neighbourhood programme implemented, delivering environmental improvements to estates
- Financial inclusion programmes, most notably "Sound as a Pound", led by Nottingham Community Housing Association
- A partnership approach to mitigate the impact of welfare reform on social tenants, particularly the "Bedroom Tax"
- Involvement of housing association partners in neighbourhood initiatives, e.g. weeks of action
- Council, partnership and community approaches to respond to crime, ASB and community cohesion



## **The Policy Context**

### **1.National**

#### **Housing and Planning Act 2016**

The strategic approach to housing at a local basis will always be significantly driven by national policy. However, we find ourselves uniquely in an era of quite profound instability in terms of national strategy. The EU referendum result not only brought about uncertainty in terms of the potential economic impact on the housing market, it also brought a change of leadership in government which had a significantly different view of housing delivery. The Government elected in 2015 set out its headline approach to housing in the Housing and Planning Act 2016. In its manifesto for that election, a flagship policy was the extension of the Right to Buy (RTB) to housing association tenants. This was part of an overall housing strategy which focused almost entirely on home ownership. The Housing and Planning Act (HPA) contained not only the trailed extension of RTB (to be paid for by a levy on the assumed sale of “high value” council houses), but also changes to planning definitions which now considered “starter homes” to be affordable housing, and placed duties on planning authorities to ensure their delivery.

The HPA also contained a significant policy change in social housing tenure. Whereas the use of “flexible” or fixed term tenancies is currently voluntary for providers, this will now become compulsory. Guidance is awaited on this.

In terms of the private rented sector, there were some very significant new powers to support local authorities in tackling poor landlords, such as Banning Orders and Civil Penalties.

#### **Housing White paper and accelerating housing delivery**

This emphasis changed quite radically following the change of leadership in the fallout from the EU referendum. In early 2017 the government issued a housing white paper entitled “Fixing our Broken Housing Market”. This document, whilst essentially focusing on accelerating housing delivery via the removal of perceived planning obstacles also recognised that in order to address the housing crisis, government needed delivery across all tenures. The White Paper acknowledged the role that councils have as both builders and enablers of new housing, and placed affordable rented housing firmly back on the agenda. It also placed significant emphasis on the role of the private rented sector in future housing growth: not the traditional UK delivery model of buy to let landlords, but institutionally-funded, large scale Private Rented Sector building, some of which should be at lower than market rental levels in order to make the sector more affordable. Overall, the White Paper is a positive, welcomed statement of intent to use all tenures to meet the critical levels of housing need across the country.

The result of the general election in June 2017 and the focus of government energy on the UK’s withdrawal from the European Union has continued the theme of

uncertainty; however it does seem that the Government's intention to significantly increase housing delivery remains in place. The Conservative Party announced at its conference in Autumn 2017 that more grant funding would be available for the delivery of affordable housing (including social housing) via Homes England's programmes. The Government's statements about entering into individual deals with city areas, thus bringing greater flexibility to match local needs will stand Nottingham in good stead.

### **The Role of Social Housing**

The fire at Grenfell Tower in June 2017, the terrible loss of life and the aftermath of the tragedy has brought a renewed focus on the role of social housing in Britain today, how it is perceived, and the people who live in it. The Government has pledged a wide-ranging review of social housing via a Green Paper. This will be of particular significance for a city like Nottingham which has both a higher than average social stock and a high proportion of stock still in the ownership of the local authority.

### **The continued loss of Council Housing through the Right to Buy**

The Government "reinvigorated the right to buy in 2012, increasing discounts in order to boost the number of tenants taking it up. Since the start of the reinvigorated scheme the Council lost 1582 homes from the stock. Although the Council signed an agreement with the Government to receive funds back to replace those homes, it has been insufficient to replace all the properties sold. This is against a background of a growing housing waiting list.

### **Homelessness Reduction Act**

Homelessness is increasing nationally, and Nottingham is no different, seeing a significant increase in families presenting as homeless and in the numbers of people sleeping rough. The Homelessness Reduction Act came into force in April 2018. This landmark piece of legislation places duties on local authorities to place far greater emphasis on the prevention of homelessness. Its key requirement is that authorities take an early intervention approach to homelessness, extending the duty to consider a person threatened with homelessness within 28 days to 56 days, and enhancing the rights of single, non- priority need applicants in terms of local authorities' obligations towards them. It also widens the responsibility of agencies engaged with people threatened with homelessness to be proactive in supporting prevention. Whilst the recognition of prevention as the key to reducing homelessness is welcome, authorities and partners will need additional resources to make it work. The Government announced grant funding for this purpose in the Autumn of 2017; local authorities will face challenges in delivering the provisions of the new act within the funding available whilst homelessness continues to increase.

## **Supported Housing Review**

In 2015, the Government announced an intention to bring supported accommodation rental charges in line with Local Housing Allowance (LHA) rates<sup>1</sup>. In 2016, the Government produced a model outlining their view on how these changes would be implemented. Following widespread lobbying from the housing sector, in October 2017, the Government scrapped these plans and published a renewed set of proposals. Long-term supported accommodation as well as sheltered or extra care housing will remain within the benefits system. The rental charges will not be aligned to LHA rates, but the Government will be working on defining a range of rent levels. The proposals see short-term accommodation removed entirely from the benefit system. The Government will issue a ring-fenced grant to local authorities for the procurement of all categories of short-term supported accommodation (including homeless hostels, refuges and mental health crisis accommodation). The provision of this accommodation is to be informed by a current and projected needs assessment and supported housing plan. This latest iteration of the Government's proposals for the future funding of supported accommodation have been consulted upon and have a planned implementation date of 2020. Many of the alterations made are positive as they give providers more certainty and local authorities further ability to coordinate and ensure quality of provision in their areas. However, the Government must ensure that it provides appropriate levels of resources to local authorities to enable plans to be fulfilled comprehensively.

## **Care Act**

The Care Act 2014 came into force in April 2015 and introduced changes to care and support with the aim of introducing consistency and fairness across the country to ensure support for those most in need and giving greater control and influence to those in need of support. Meetings with professionals and assessments are centred on a person's well-being and will aim to reduce the need for care and support wherever possible as well as the likelihood of requiring it in the future.

The Care Act places a duty on councils to consider citizens' wellbeing when making plans and decisions, including those related to housing. There is strong local and national evidence that the suitability of housing directly impacts a person's health and wellbeing, which has knock on effects upon other areas of people's lives such as education, finance and relationships. Providing suitable housing for our citizens is therefore at the heart of our plans and processes including:

- A selective licensing scheme for (page 37) tackling issues of poorer quality housing within the private sector.
- A commitment to the continued provision of independent living scheme (ILS) accommodation suitable for older people or others with features integral to a person's specific needs and wellbeing. Since the last housing strategy this

---

<sup>1</sup> The Local Housing Allowance rate is the amount of housing benefit a person is entitled to if they rent accommodation in the private sector

approach has led to new ILS schemes at Palmer Court in Lenton and Robin Hood Chase in St Anns, with bungalows being included in general needs housing schemes wherever viability allows, eg The Meadows.

- Closer work between housing and commissioning for specialist/supported accommodation.
- The Local Plan considers the housing needs of our citizens to ensure sites are allocated to provide suitable housing e.g. particularly suitable for occupation by families, wherever possible.
- Nottingham is the first authority in the country to introduce a Memorandum of Understanding between housing, health and social care which contains a regularly monitored 72-point action plan to ensure these sectors work in a cohesive manner, health and wellbeing being central to this document.
- An accommodation broker role which looks to source suitable accommodation for people with learning disabilities and mental health needs to promote independent living.

### **Continuing Welfare Reform and the influence of rent policy**

Since the coming to power of the Coalition Government in 2010 we have seen a continuing programme of welfare reform which has particularly impacted upon social housing tenants, although it has also had important influence on the private rented sector, too. The key policy which has affected social tenants is the removal of the spare bedroom subsidy, better known as the Bedroom Tax. The policy has caused housing providers to put significant efforts into helping people to downsize and provide intensive support to affected tenants. It has caused housing providers to re-think the property sizes they are building as the policy has generally revealed a shortage of smaller properties within the social stock. Whilst the most negative effects of the Bedroom Tax are probably now in the past, it remains a significant problem for many tenants and continues to exert an influence on development policy.

The most significant welfare policy for all landlords will be the full roll out of Universal Credit (UC) in the Autumn of 2018. This will remove the direct payment of housing benefit to landlords, instead housing costs being part of an overall monthly payment, with (apart from certain exceptions and older people) the responsibility shifting to tenants to pay their rent to their landlord. The experience of areas which have already had a full roll out of UC has been a significant increase in rent arrears, placing pressure on collection and financial inclusion/advice services. Furthermore, and perhaps more significantly, it poses considerable risk to the income that providers need to deliver services to their tenants.

Probably the single most important policy influencing the delivery of new social homes is that governing rent setting. In July 2015 the Government announced that all social rents should be reduced by 1% in each of the following four years. This caused many providers to have to rethink or abandon development programmes because of the shortfall in anticipated income (based on annual rent increases in line with inflation) and the unviability of schemes based on lower rents. HRA-holding local authorities

such as Nottingham were forced to revisit the 30 year business plans which were developed following the introduction of self-financing HRAs in 2011. In October 2017, the Government announced that it will revert to the pre -2015 settlement of CPI+1% as the formula for rent setting for the five years from 2020. This now gives somewhat greater certainty about income and thus potential capital investment, but it has been seen already how quickly the picture can change.

### **The Continued Growth of the Private Rented Sector (PRS)**

There has been a definite shift in government policy towards the private rented sector since the 2015 election. Buy to let landlords have been identified as a cause of property inflation, pricing potential homeowners out of the market. To introduce more of a level playing field tax breaks for buy to let landlords have been reduced, and stamp duty on buy to let purchases increased. The government does however recognise the importance of the PRS as a source of housing for those unable to buy or access social housing – but believes that greater delivery of new PRS homes via institutional investors will be needed.

As the PRS has become more important as a tenure, so has its influence on homelessness. One of the biggest causes of homelessness at the moment is the ending of assured short-hold tenancies. Conversely, the PRS is also a solution to homelessness, and the Council seeks to make maximum use of the sector as a source of good quality homes to discharge its homelessness duties.

In terms of regulation, the Housing and Planning Act introduced a range of tools which will help local authorities to take action against poor performing or rogue landlords. These include:

- Banning Orders
- Civil Penalties (avoiding the need for prosecution)
- Rent Repayment Orders
- National Rogue Landlord database.

The government has also now reported on a consultation on the extension of mandatory licensing of HMOs beyond the current definition of 3 storeys and 5 persons. The outcome is that the 3 storeys requirement will no longer apply for mandatory licensing. The same consultation also contained proposals about bedroom size, and in future there will be a minimum size for a room to be considered suitable as room for a person to sleep in.

There was a significant change under the previous government relating to selective licensing schemes. From March 2015 it has been necessary to seek secretary of state permission to introduce a scheme of selective licensing which encompasses more than 20% of the area's PRS, or more than 20% of its geographical area. In February 2018, the Secretary of State for the Ministry of Housing, Communities and Local Government confirmed our proposal for a selective licensing scheme. In Nottingham the scheme will cover approx. 31,000 properties and will be operational for 5 years from the 1st August 2018 to 31st July 2023.

## **Energy Efficiency and the Green Agenda**

In recent years there has been significant intervention by national government in order to improve the energy efficiency of the nation's housing stock. It has continued to oblige energy companies to contribute to help fund this via the Energy Companies Obligation (ECO), launched a high profile funding scheme for homeowners and private landlords to improve their homes via loans (the Green Deal), and encouraged the installation of solar PV panels by offering payments back as a "feed in" tariff (FIT).

These initiatives have been reducing in recent times. ECO has been reducing; The Green Deal reached very few households and has been abandoned. Feed in Tariffs are now much reduced and the incentive to install PV is far less.

A change in the law has meant that from April 2018 most PRS homes must meet a minimum "E" Energy Performance Certificate (EPC) rating presents a significant challenge which is examined more closely in Theme Two.

The home energy efficiency agenda moves rapidly, with new "smart" technologies and funding streams emerging all the time. Nottingham has a track record of delivery in this area and, as will be seen in theme two, is pioneering new approaches, and using intelligence from the Building Research Establishment (BRE) stock survey to target interventions effectively. The Council Plan has an objective to "Promote the benefits of domestic energy efficiency using zero carbon homes projects in Nottingham's most deprived communities", and this strategy shows how we will do this. We have already started this with the highly innovative Remo-Urban Programme, using "Energiesprong" deep retrofit principles.

## **National Planning Policy Framework 2012 (NPPF)**

The NPPF seeks to significantly boost the supply of housing in order to address the gap between the need for more housing and housing delivery. It requires Local Authorities (working with Housing Market Area partners) to meet the full objectively assessed need for housing (both market and affordable), unless there are specific policies in the NPPF which indicate that development should be restricted.

In meeting identified needs, Local Planning Authorities should deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

A draft NPPF was published for consultation in March 2018 and the Government anticipates a final version will be published in the summer of 2018. However, boosting the supply of housing, accelerating housing delivery, and meeting specific housing needs continue to be key themes of new draft NPPF. Significantly, the draft NPPF includes a new definition of affordable housing which widens the scope of affordable housing to include not only starter homes but also discounted market sales housing and "other low cost homes for sale". This represents a significant shift in the provision of affordable housing through the planning system.

## **The Regulatory Reform Order, 2002**

The Regulatory Reform Order 2002 gives a local housing authority the power to provide, directly or indirectly, assistance to people for a number of housing interventions, including adaptations for disabled people and improvement grants. Disabled Facilities Grants (see page 34) are covered by the RRO. All other assistance that the Council offers to citizens for repair and home improvement also fall within these provisions.

## **ASB Crime and disorder**

Local authorities as responsible authorities under the 1998 Crime and Disorder Act have a statutory obligation to consider in all of their policy making the potential impact of crime, ASB, Substance misuse and reoffending. Housing has a key role across all of these areas where poor or even criminal housing practices facilitate organised crime such as the production of illicit drugs, exploitation and the trafficking of human beings as acknowledged by the Government.

Housing and housing policy has an important role in tackling ASB, this is reflected in the powers and responsibilities most recently in the ASB, Crime and Policing Act 2016. Housing and the provision of housing is an integral component of preventing substance misuse which is itself a major driver of crime and ASB, with drugs and alcohol forming 2 of the 8 strategic pillars of the Government's crime reduction strategy. The provision of stable housing is also one of the five key elements of reducing reoffending alongside the recovery from substance misuse etc. and therefore forms a key part in integrated offender management (IOM) which itself focusses on crime types such as burglary robbery and violence.

## **Community Cohesion**

Nottingham has been a dispersal area for asylum seekers since the early 2000s and continues to receive asylum seekers who are accommodated by one of the nationally-contracted housing providers. The City has also seen the arrival of significant numbers of migrants from the European Union. This has brought great diversity to the City; however issues arise over the quality of accommodation in which new communities are residing.

## 2. Local

Against a background of regularly shifting national housing policy, and in some cases the absence of clear national policy, Nottingham has in contrast been consistent in its approach to housing.

### **The Nottingham Plan to 2020**

The Nottingham Plan is the City's sustainable communities strategy and has been in place since 2009. Within the plan there is a theme of Transforming Nottingham's Neighbourhoods, which gives the overall framework for the housing objectives aimed at achieving the City's objectives. The plan has two key housing objectives:

- To deliver 11,500 net new homes from 2008 to 2020
- To eradicate fuel poverty, with a target to become the best performing English core city in terms of reducing fuel poverty.

The Nottingham Plan sets out the City's ambitions across all services, and housing has a role to play in many of these, not least the objectives to improve health and wellbeing and mental health, which, as has already been noted and will be seen in greater detail in this document, forms a major part of our housing strategy.

The main medium term policy driver is the **Nottingham City Council Plan, 2015-2019**. The Council Plan is aligned to the executive's portfolios. For housing, this is Housing and Planning, but housing is also one of the five key objectives of the plan, with the action:

*To build 2500 homes that Nottingham people can afford to buy or rent*

The Housing and Planning theme of the plan has an overall objective for quality described thus:

*Enable Nottingham residents to have access to a high standard of accommodation, whether renting or buying*

Within these two overall objectives of delivery and quality, there are a number of actions which are described in detail in the theme chapters and in the delivery plan. The overriding principle of the approach set out in the Council Plan is that we are clear that all tenures will play their part in delivering our housing ambitions.

A number of other key city strategies and plans have helped to shape the approach of this strategy. They are:

**Nottingham Health and Wellbeing Strategy, 2015:** The Health and Wellbeing Strategy has as one of its key themes the impact of the environment on citizens' health. There is within the plan an Environment theme, in which housing has an integral role. This is articulated in much greater detail in the recently endorsed local Memorandum of Understanding on Housing and Health (MOU). The MOU and its associated action plan form the basis of our approach to housing and health which is described in greater detail elsewhere in this plan.



## **The Local Plan, including the Aligned Core Strategies and the emerging Part 2**

**Local Plan:** These key planning documents inform the numbers of homes the city needs and the sites on which they can be delivered. They include policies to achieve the aims of the NPPF and the City Council in terms of creating mixed and balanced communities. To this end, they have a strong focus on the retention and development of new family homes to provide opportunities for families to stay in the City rather than move out to the surrounding boroughs to meet their housing needs, and diversifying the household mix of areas, particularly those dominated by Houses in Multiple Occupation, concentrations of which can give rise to significant environmental issues. Such housing is often occupied by student households, and the development of new purpose built student housing is an important dimension in maintaining and creating balanced communities, in that it provides the choice of high quality managed accommodation, allowing former Houses in Multiple Occupation to be reused by non-student households. The Local Plan also includes policies for planning obligations towards affordable housing, and for specialist and adaptable housing to meet the needs of specific groups, such as older persons.

### **Other related priorities**

- Cut the victims of crime by a fifth and continue to reduce ASB
- Work with partners to reduce the number of repeat victims of hate crime by 20% and the victims of domestic violence by 10%

## **About Nottingham**

Nottingham is a hugely diverse city which exhibits world-class examples of success, but at the same time contains some of the most deprived areas of Britain. Our strategic approach to housing is very much shaped by this paradox. It aims to contribute to the city's overall aim of bringing a greater share of its prosperity to all of our citizens. In appendix one we show the key demographic, economic and housing data which provides the context for the strategy. The main housing issues for Nottingham are:

- High levels of renting and low levels of ownership
- Rising house prices but low and fairly stagnant earnings
- Higher than average earnings to home value ratio
- High levels of deprivation

Nottingham's housing market is therefore in some need of rebalancing. The next section looks at how need and ambition can be met by the types of housing we deliver.

## **Assessing Housing Need and Ambition in Nottingham**

This section looks at the city's housing need over the next few years and how delivery should be shaped to meet immediate need and broader aspirations and aims. In 2014, the Council undertook a modelling exercise, to see what size and tenure new development in the city should be, if households' tenure choice corresponded to age and employment as it did in the 2011 Census.

The key trends were that owner occupation increased the higher the occupational group, social housing increased the lower the occupational group, and that age as well as employment had little impact on private rented sector demand. Occupational group tended to rise with age, though 25-34 year olds dominate the professional and associated groups, with older age cohorts being more present in skilled trades and process/plant occupations.

This methodology was a move away from the traditional needs-based approach as it was projecting the housing offer that would be required to support different employment scenarios and the ambitions of the City's Growth Plan, rather than making a retrospective assessment of social housing need and those who could not afford to buy.

This approach reflected housing's integral contribution to supporting and sustaining the City's wider growth ambitions and that catering to aspiration as well as need is required to build balanced communities.

The 2016-17 Population Survey indicated that 60% of 16-64 year olds in Nottingham were in employment (students are counted in the overall population but are not counted as being in employment) in occupational groups shown in Appendix three.

The Office of National Statistics (ONS) household projections 2016 (2014 based) estimate that Nottingham's household population will increase by 5,231 between 2017 and 2023, to 138,048, a slight decrease against the 2014 (2012 based) projections.

Single person households and households requiring 1 bedroom housing (minimum) remain the largest group, though the greatest growth has been in households with children and other (e.g. sharers) requiring 2 and 4 bedroom accommodation.

Using Local Land and Property Gazetteer records, in 2016 the Building Research Establishment (BRE) identified 135,399 residential properties in Nottingham, therefore indicating a net requirement to deliver 2,649 additional homes over the next 5 years.

### **Implications for housing delivery**

Data, trends and correlations can provide important insight into household requirements and preferences, both of which need to be considered if an appropriate and sustainable housing offer is to be delivered. However, they only indicate a direction of travel and do not and show whether choice or circumstance are determining factors.

The 2011 Social Attitudes Survey concluded that owner occupation remains the tenure of choice and aspiration, with social rent being preferred to private rent due to standards and security. Private rent is valued for its flexibility but is still not considered a long-term preference among older or settled households.

Furthermore households do not usually confine themselves to minimum size requirements when choosing a property and therefore, if we are looking to rebalance the City's demography, we must look to provide beyond the minimum bedroom requirement and create sustainable homes that can accommodate an element of household growth and a desirable amount of space.

Employment growth can vary by sector, with specific interventions or advances presenting a different potential housing need to attract or sustain the sector's employees. Any linked delivery should be tailored accordingly and not just consider immediate need, but also sustaining residency in Nottingham over the longer term.

A high quality and aspirational ownership offer is key to retaining families and higher earning households in the City; a good quality and well-managed private rented sector provides younger professionals with the flexibility they need as well as increasing the sector's contribution to providing households across the spectrum with a quality home, thus reducing pressures on social rented provision.

Encouraging institutional delivery of private rented properties as well as working to improve the quality of the existing stock will help raise standards in this sector and provision of intermediate ownership and rented products, such as shared ownership will ensure that households can find a suitable home within tenures or transition between them relatively easily as their aspirations, needs, and means change.

Social housing, delivered by the Council, NCH and Registered Providers (RPs) will continue to be a core part of housing delivery. There are currently approx. 6,000 people on the City's housing register: demand and popularity remains high in social housing. Social housing also remains one of the best vehicles for delivering specialist accommodation and has its own role to play in supporting general needs and employment growth. We also want to see social housing as a tenure of choice, not just a "residual" option, where households from a variety of social and economic backgrounds can settle and form communities. This is achievable by continuing to deliver high quality new social homes alongside the maintenance of high standards within the existing stock.

In the light of all this our aim over the next three years will be to deliver homes in all tenures. Our ambition is to meet all needs and choices of homes – both "aspirational" *and* affordable.

## Acute Housing Need

As well as the modelling above, we have looked in detail at housing need at the more acute end of the spectrum. We have recently carried out a considerable review of data as part of the refresh of our Housing and Homelessness Joint Strategic Needs Assessments (JSNAs). Some key indicators for this strategy are:

- The demographic data available (health, income, education etc.) for people living in Nottingham indicates that local people might be at a heightened risk of homelessness than elsewhere nationally. Nottingham is in the bottom 10 local authority areas for disposable income per head, has a comparably high level of worklessness/benefit claimants and lower levels of qualifications that help gain well-paid employment. Of all UK core cities Nottingham's citizens are paid the least – in 2016 the median weekly pay for a full-time worker in Nottingham was £448 (less for females).
- In line with the growth in recent years of the Private Rented Sector (PRS) we are seeing a high number of people presenting as homeless due to being served notice/evicted from a Assured Shorthold Tenancy (AST) in the sector and are in a situation where the sector is both a cause and a solution to homelessness, as social housing becomes scarcer.
- Over the past year there has been a significant increase (150%) in the number of rough sleepers in Nottingham; most recent official estimate being 35. Nottingham's Street Outreach Team regularly monitors the number of people sleeping rough.
- Homeless households have increasing support needs: nearly one fifth of people accessing supported accommodation (families and single people) stating that they have a mental health support need, with many households having multiple support needs. In addition there is a cross-section of homeless households, primarily single people, whose personal issues and resultant support needs are becoming increasingly acute and complex.
- Female survivors (and their children) escaping domestic and sexual violence and abuse are offered a placement in a refuge as emergency accommodation. Analysis of data held by the Homelessness Prevention Gateway shows that from 2014-15 to 2016-17 the number of households moving out of refuge has decreased by 58%, which would indicate a substantial increase in the amount of time single women and families are residing in refuge accommodation.

## **Housing conditions in the private sector: The Building Research Establishment (BRE) survey, 2016**

The previous section looks at the evidence to support and inform future delivery of new housing. We also need to consider what interventions are needed to ensure that the existing stock continues to deliver high quality standards and where necessary is improved. This is particularly the case for the private sector; clearly we have the necessary information and asset management plans in place to ensure this in the social stock.

In 2016 the BRE undertook a comprehensive study of Nottingham's private sector housing stock on behalf of the Council. BRE's methodology is to take a number of data sets pertaining to tenure, energy performance and improvements, environmental health interventions in order to model the likely condition of properties. It is a robust and comprehensive indicator of conditions in the private sector.

The BRE survey has given us considerable evidence as to where resources and actions need to be directed, as well as providing a major source of evidence to support our scheme of selective licensing. The highlight findings of the scheme are shown in Appendix Three.

## **Our Partners and Stakeholder Involvement**

This housing strategy is not just a City Council plan and its objectives will be delivered by a range of partners. The most prominent housing partnership the Council has is that with Nottingham City Homes, as the agency managing its housing stock but increasingly as a developer of new homes of various tenures and a provider of ever more diverse housing products and services such as its market rented arm. The NCH three year Corporate Plan therefore closely aligns to the objectives of the housing strategy.

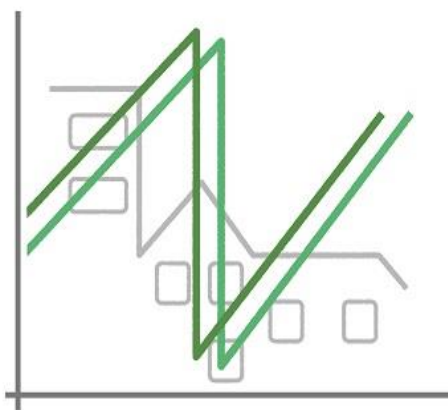
We continue to work closely with the housing associations which work in our city: some are still developing new homes in the city; all are working with the Council in helping to make our communities strong, safe and cohesive.

In delivering our objectives for improving the private rented sector we seek to work with landlords, providing support, encouragement and advice to help them meet their obligations.

The Council either leads or participates in a number of key partnerships which drive forwards our housing ambitions. These include:

- Homelessness Strategy Implementation Group (SIG)
- Health and Housing Partnership Group
- Nottingham Homelink Choice Based Lettings Partnership
- Nottinghamshire Social Housing Forum

Overall, these form part of a strategic housing network which aims to engage as many people in Nottingham's housing agenda as possible. The "Nouse" strategic network has over 2500 stakeholders, and is supported by regular social media output, events and housing market bulletins. By continuing to host and support the network we can ensure that housing issues are high on the agenda in Nottingham and that citizens, stakeholders and partner organisations remain actively engaged.



**@Nottinghamnouse**

## **The Themes of this Strategy and key objectives**

The vision is for Nottingham residents to have access to a high standard of accommodation, whether renting or buying and to respond to the increasing pressure on the housing market by building a substantial number of high quality, new homes in the city, to meet both need and aspiration.

The policy context and the evidence base presented in the previous section lead us to five themes for this strategy. These are:

- 1. Delivering the new homes that will meet Nottingham's needs and ambitions**
- 2. Existing homes: Improving, maintaining good quality and making best use of them**
- 3. The challenge of homelessness prevention and providing specialist and supported housing**
- 4. Using the power of housing to improve health and wellbeing and prevent ill health**
- 5. Housing's role in strong communities**

These themes often overlap. There are also cross-cutting themes. For example, the provision of suitable and appropriate housing for our older citizens is a critical part of each of themes 2, 3, and 4.

Within the themes there are two overriding housing objectives for the City in the next three years:

- 1. To deliver new homes to meet a range of needs, from affordably rented homes to aspirational market sale housing**
- 2. To radically raise standards in the private rented sector by implementing a large scale scheme of selective licensing**



## **Theme one: Delivering the new homes that will meet Nottingham's needs and ambitions**

### **What this theme about**

There are a number of objectives within the Council Plan which are about delivering new homes to meet a range of needs. These are:



- Build (or facilitate) 2,500 new houses that Nottingham people can afford to rent or buy
- Respond to the increasing pressure on the housing market by building a substantial number of high quality, new affordable homes
- Plan, encourage and develop the Waterside between Trent Bridge and Colwick Park for housing use
- Encourage the building of quality aspirational family homes to support young couples and families to stay living in the city
- Ensure developers of new student accommodation build homes that students actually want to live in and consult with them on planning applications that affect them
- Promote the benefits of domestic energy efficiency using zero carbon homes projects in Nottingham's most deprived communities
- Build 100 Council bungalows across the city so older people can move into appropriate quality accommodation whilst staying in their own community (now achieved)
- Deliver housing options to meet the needs of students and young people who want to stay in Nottingham
- Deliver sustainable housing options for those with specialist needs (homelessness, mental health, young people etc.)

The 2500 homes figure is based on what we have assessed is needed and aligns to the housing numbers which our emerging local plan shows are required to be provided to meet future need. However, the city has an aspiration to provide a housing offer which is attractive to households who might look outside the city boundary for “step up” housing, and this section shows how this will be delivered.

The Council Plan takes us to May 2019; however we will be looking to continue to deliver new homes in a similar vein throughout the life of this strategy according to the new priorities identified in the next Council Plan.

Nationally, central government is committed to radically increasing the number of new homes that are built, and the National Planning Policy Framework requires local planning authorities to boost significantly the supply of housing. For Nottingham City, the housing requirement is set out in the Part 1 Local Plan, the Aligned Core Strategy. This envisages a minimum of 17,500 new homes be provided in Nottingham between 2011 and 2018. As at April 2017, some 4,627 new homes had been completed. The

Core Strategy envisages an increasing level of delivery over the plan period, with lower levels in the early years, so this total is slightly ahead of Core Strategy expectations.

In order to meet this requirement, the Part 2 Local Plan includes sites over 0.5 hectares which the City Council considers are suitable for further residential development. Monitoring of the Strategic Housing Land Availability Assessment and production of an annual Housing Land Availability Report demonstrates the City has in excess of a five year housing land supply.

This section shows how the Council and its partners will deliver this priority in Nottingham. It is one of the **key objectives** of this strategy

### **The Challenges**

A continuing theme of this strategy is ensuring that there is a clear link between the economic ambitions of the city and the housing offer that will be needed to support them. Therefore the City's Growth Plan has been used as a key document to inform housing needs and delivery. The main housing needs highlights are shown in the section "Assessing Housing Need and ambition in Nottingham".

Often there is movement from within the City to the suburbs when people have families and want to move up the housing ladder. The Council wants to see the provision of aspirational housing, to prevent this movement to outlying areas. Efforts are being made to ensure that there are new areas of high value potential and new neighbourhoods of choice, for example Waterside.

Another priority for Nottingham is to retain a higher proportion of graduates from the two World-class universities. Currently Nottingham only retains 24.6% of graduates six months after graduation. This is compared to Derby (36.1%) and Manchester 51.7%). As a major economic growth factor, there is a concerted effort to create graduate jobs, however there needs to be a housing offer to complement this.

One of the main impediments in the delivery of much needed homes is the decreasing supply of residential development sites. There are few greenfield sites and it means that the Council has to make the maximum use of brownfield and smaller infill sites. Many of these sites have constraints, for example contamination, access or flooding issues, and the costs associated with remediating issues, within low land value areas, can often lead to a viability gap. This has meant that private developers have often failed to deliver in marginal areas, and the Council has incurred significant costs in its own development programme. Smaller sites do not have the economies of scale seen on larger developments.

Delivering sustainable housing is also a challenge. Changes in energy markets and the depletion of future energy supplies suggests a need to future-proof new homes, and to be aiming for low to zero carbon emissions from the housing stock by 2050. Again, this increases costs and therefore the viability gap.

## The Approach

### *Private sector homes for sale*

As we show below, NCH and housing associations will deliver significant numbers of new homes. However, if the number of homes required is going to be achieved, by far the largest proportion will need to be built by private housebuilders, the majority for market sale. Our assessment of housing need, allied to our growth ambitions as shown in the assessment earlier in this document fully evidences the need for private housebuilders to deliver in the city. The Council will support this through a positive approach to development management negotiations and our regeneration programme.

Over the course of the last housing strategy, a number of key sites were developed out with homes for private sale, most notably Kingsthorpe Close in Mapperley, Stonebridge Park in St Anns, and the former Haywood School site off Edwards Lane. In all these cases ex Council land was used to develop high quality homes for sale. Some key developments on private land were at Woodhouse Way, and Chalfont Drive. The enabling of a range of homes for sale accords with the Council's ambitions to boost home ownership and to provide a high quality housing offer so that people living in the city wishing to upsize do not have to move out in order to do so. At the same time we can attract professional people to come and live in the city.

There are a number of sites on which new homes for sale will be delivered in the course of this plan. Key to these are Melbury, Clifton West, Fairham College and Denewood. Additionally, Nottingham City Homes will enter this market, giving a new dimension to their activities, on former school sites such as Padstow School in Bestwood.

The Council has a 50% share in Blueprint, an innovative housing developer which has a track record of building high quality, sustainable homes in places which have not traditionally been considered for market sale (e.g. Green Street, The Meadows) but through delivery has successfully regenerated neighbourhoods. The Trent Basin development of highly innovative sustainable homes on this formerly derelict industrial site is a flagship development for the City. Blueprint will continue to take this approach with its development of a group custom build scheme at the old Fruit Market near Sneinton Market.



*Trent Basin*

Affordable elements on these new developments continue to be a significant contributor to the supply of rented housing, and we will continue to use s.106 agreements to achieve this where appropriate and practical to do so.

### *Aspirational (Family) Housing*

The City area continues to lose families to the surrounding boroughs due to outmigration, and Nottingham City Council has a particularly low proportion of homes suitable for families<sup>2</sup> when compared to both the Housing Market Area as a whole and the national average. In 2011, only 55.6% of dwellings in Nottingham had three or more bedrooms compared with 63.3% in Greater Nottingham and 60.1% nationally. One of the key headline targets of the Nottingham Plan to 2020 is to increase family housing, however only 45.1% of non-student housing completions since 2011 have had three or more bedrooms, so the proportion of family homes in Nottingham is actually declining.

The lack of larger homes means that the quality and choice of housing is not always available in Nottingham as citizens progress up the housing ladder, causing them to look outside the City Council's administrative area to find a property of choice. This results in less sustainable, inclusive and mixed communities, with consequential impacts across a range of services and facilities, including schools. In order to address this challenge, the City Council is seeking to secure more family housing, and in particular, larger family homes.

In order to address these issues, the Part 2 Local Plan includes policies encouraging the development of family housing on suitable sites, and to control the change of use of family homes to flats, HMOs or other uses.

In addition, Blueprint are developing a range of high quality family homes at several locations around the City, which not only provide for the needs of City residents but are also proving very popular with people moving into the City. Nottingham City Homes are also likely to be building family homes for sale on future developments.

### *Social and affordable rent homes*

The Council firmly believes in the continuing role of socially rented housing as a tenure to meet both need and choice. Council housing remains extremely popular as evidenced by both the size of the housing register, which stands at 6,500 households (as of December 2017) and the satisfaction levels shown with both the quality of homes and the management delivered by NCH.

Since 2012 and the change to self-financing housing revenue accounts (HRA) the Council, in partnership with Nottingham City Homes has sought to make maximum use of the borrowing headroom available within the HRA to build new Council homes at social rent levels. 357 homes have been developed using the HRA and 29 are in

---

<sup>2</sup> For Local Plan purposes, the following definitions for family housing will be used:

Family housing is likely to be of no more than three storeys, have private enclosed gardens, and have three or more bedrooms, two at least of which are capable of double occupancy.

progress. There are an additional 922 planned. We will continue to deliver homes in this way, particularly utilising the receipts from Right to Buy sales for which we have entered into an agreement with the government to use to part-fund new build affordable housing. The Council's refreshed HRA business plan will set out its ambitions for new build homes to be delivered in this way.

NCH has also built homes independently of the HRA, and has now set up a subsidiary to build, own and manage more of its own housing. In the course of this plan it will build over 400 homes in this way, utilising sites bought from various landowners, including the Council. The Lenton and Radford sites are examples of this.



Lenton



Radford

The new houses at both Radford and Lenton schemes achieved Code for Sustainable Homes level 4 and meet or exceed HCA internal space standards. The majority meet the Lifetime Homes standard. The new street layouts meet Building for Life silver standard.

Housing associations will continue to be important partners in the delivery of new homes, where possible making use of the Homes England's Affordable Homes Programme. Historically housing associations have made a huge contribution to the city's social housing provision: they now account for approx. 25% of the city's social stock. Since the last housing strategy, RPs including Nottingham Community Housing Association, ASRA (now PA Living), Framework, Derwent Living and Tun Tum have contributed over 450 new affordable homes to the city's stock. Where housing associations are best placed to deliver, the Council will work with them.

#### Social and affordable homes - Sites to be delivered 2017-2020

Types of homes	Number of homes	
	<i>Delivered by housing associations</i>	<i>Delivered by NCH</i>
Houses	67	230
Bungalows	19	96
Flats	37	111
Property type to be confirmed	-	125

### *Institutionally-funded Private Rented Homes*

As has been seen, the private rented sector (PRS) has increased dramatically in size and importance nationally, and in Nottingham there has been a lot of developer interest, with one PRS scheme now under construction at Hicking Building Phase 2 to the south of the city centre, with more expected to follow. This development is welcomed. For people with limited access to home ownership and social housing it has become the only realistic option. However, PRS is now being viewed as a tenure for new development, which gives the opportunity for it to deliver a higher quality product than might be found in the existing sector.

As was noted earlier in this document, the Government's housing White Paper envisages a significant proportion of new supply to come via new build private rented homes funded through investment institutions such as pension funds. It will not be limited to those organisations though, and it is to be hoped that a number of organisations will look to build this kind of housing in Nottingham, and NCH, already operating a market rent arm will be entering this market with its scheme on the Meadows Police Station site and the purchase of apartment blocks at Arkwright Walk, Meadows, and in Clifton. A significant regeneration scheme in the Arboretum, which will entail the renovation of large subdivided Council-owned buildings will also result in high quality market rent homes in an historic part of the city which is rich in heritage but in need of some improvement.

Previously, this kind of housing had been perceived as largely apartments for professionals, a welcome offer for cities seeking to retain graduates and younger professionals not yet ready to buy. However, the White Paper is suggesting that family houses could be delivered in this way, with longer tenancies offering greater security than the traditional buy to let market.

The challenge for Nottingham remains viability because, despite significant demand rent levels in many parts of the city are relatively low and an untested market. Furthermore, it will almost always be more lucrative for developers to build homes for sale rather than rent. Therefore, the entry into this market of NCH as an organisation not solely driven by the need for significant returns beyond the pay-back for borrowing is particularly important for the city.

### *Design and Sustainability*

Nottingham City Council has adopted Building for Life – a scoring mechanism measuring the quality of housing and place being designed and developed. It relates to the design of the roads, buildings and public realm. It also helps assess the connectivity of the place including walking and cycling routes as well as bus routes. It looks at how well developments are served by services and shops, whether the housing meets tenure needs and if the parking works. The City Council also ensures streets are designed to reflect Manual for Streets: national guidance around street design, ensuring they are designed with pedestrian and cyclist movement as a priority.

Placemaking in terms of estate design is as important as individual house design. To ensure developers know the standard of housing design expected in Nottingham, funding has been obtained from Central Government via the Planning Delivery Fund to produce a Housing Design Guide, which shows examples of good design, locally and nationally. This will include amongst other details: space standards, fenestration, materials, orientation, amenity space and boundary treatment as well as sustainability.

Policies within the emerging Local Plan encourage good design within the city, as does the City Centre Urban Design Guide. Experienced case officers and a well-informed Planning Committee ensure that developers receive early, consistent advice normally leading to planning approval.

In delivering increased numbers of homes we must not lose sight of the need for them to be of good design and as far as possible sustainable and future proof. Not focusing on these factors merely stores up problems for the future.

Theme two shows how the City has made considerable progress in retrofitting existing homes to be more energy efficient, and continues to use innovative approaches to achieve even greater performance in this area. However, the focus must also be on making new homes more sustainable, and there is an aim to work towards homes achieving zero carbon emissions by 2050. The Council and NCH are testing the technologies for this in demonstrator projects such as REMOURBAN (see page 43).

Blueprint's new homes at Trent Basin are built to a highly sustainable level with a community owned energy services company being developed, which include features such as PV panels and battery storage. NCH's properties are also built to Code 4<sup>3</sup>, and have solar PV panels fitted wherever possible. The new NCH development at Eastglade will include homes built using the "Beattie Passivhaus" method, a system which means homes require minimal energy input for heating and cooling.

In trialling these new technologies, value for money and viability must be a consideration. Therefore in the demonstrator projects the Council and NCH are using innovative procurement systems based on outcomes.

### *Use of brownfield sites*

Housing delivery by the City Council in Nottingham is currently focussed on regeneration areas such as the Waterside, or on medium sized surplus Council sites, such as former educational facilities. These are anticipated to support housing delivery in the City over the next 5 to 10 years, developed out by Nottingham City Homes, other registered providers, Blueprint, or by private developers. However, land is in short supply in the City, and the number of large and medium sized sites within the control of the City Council is declining as they get developed out. In order to continue to support housing delivery in the City over the long term, a supply of smaller sites will be required. Most of these sites are likely to be brownfield and not within the

---

<sup>3</sup> The Code for Sustainable Homes is an environmental assessment method for rating and certifying the performance of new homes in United Kingdom.

control of the Council. The Council is developing its Strategic Housing Land Availability Assessment and Brownfield Register to identify and prioritise these small site opportunities. Using the new 'Permission in Principle' consent, and by working with land owners and developers, and pro-actively assembling or acquiring land (using Compulsory Purchase Orders where necessary), a supply of sites can continue to support housing delivery in sustainable locations, making the most of the City's infrastructure, supporting local facilities and minimising the loss of greenfield or Green Belt land in the surrounding boroughs. Crucially, identifying a pipeline of smaller sites should encourage smaller house builders to contribute to delivery, increasing the range and choice of homes available and ensuring greater resilience.

#### *City-specific deals and sub -regional partnerships*

Government ministers have now acknowledged that in order to bring about a step change in housing delivery it must be more flexible in order to address local barriers and specific funding needs. For some years now the English Core Cities have been lobbying government to be seen as the key deliverers of high levels of new homes. That is seemingly now translating into action as Government has indicated that via its funding agent, Homes England (HE) it is willing to enter into individual "City Housing Deals" with Local Authorities and city regions. Nottingham is working with HE to develop a plan which will shape central government funding for housing into a programme that works and delivers for Nottingham. A Metro Strategy has been agreed between Nottingham and Derby that contains a housing delivery element. Nottingham will work with Derby and other partners and agencies, where appropriate, to ensure, bring efficiencies to, and accelerate the development of key housing sites.

#### *New Homes for our older citizens*

Our data shows that we will need to ensure that housing for older citizens which meets their needs for the remainder of their lives is delivered within our overall development plans.

Nottingham is not expected to see a significant rise in the number of older people from the 'baby boomer' generation but it does have a disproportionate number of older people living with long term health problems and disabilities. We therefore need to ensure that we have a strategy in place to offer older people a range of housing options to enable them to live safely and independently for as long as possible.

Nottingham City Homes and our housing association partners manage in excess of 100 independent living schemes across the city for older citizens aged 55 upwards. NCH has completed decent homes works to all of its independent living schemes ensuring that all homes are secure, warm and modern with double glazing, new kitchens/bathrooms and economical heating. NCH have also completed an independent living scheme reorganisation which has re-designated some schemes that were deemed unsuitable or in poor locations for older people



Nottingham City Homes is in the middle of a programme of improvements called 'Grander Designs' to enhance the external appearance and communal areas of schemes around the city.

Nottingham has two extra care schemes, Lark Hill Retirement Village and Seagrave Court which together provide a total of 371 extra care apartments and bungalows. The City also has a further 5 schemes which provide 296 units of enhanced sheltered housing accommodation. The Council and NCH have developed in partnership an award winning independent living scheme called Palmer Court, Lenton which comprises 54 apartments and 16 bungalows. This replaced an energy inefficient sheltered tower block that was demolished on the same site.

The Council is currently delivering a brand new independent living scheme called Strelley Court on the site of the old Stepney Court in Aspley and transforming Woodthorpe and Winchester Court in Sherwood into an extra-care scheme with 44 new care apartments with communal/ recreational facilities. Further opportunities for extra care will be explored.

As part of the Council's 'Building a Better Nottingham' programme NCH has built 100 new council owned bungalows in various locations across the city. These new bungalows, particularly suitable for those with physical disabilities, will enable older people to down-size from and free up family housing. At least 10% of homes on new developments by NCH are built to life time homes standards. This has the positive longer term outcome of enabling older people being able to live at home and independently until the end of their lives and reducing the numbers having to go into care.

### *Specialist housing to meet specific needs*

Theme three of this strategy outlines a renewed cross-sector partnership approach to understanding and meeting local levels of need for supported housing, both now and in the future. Having established the type and level of need we will need to ensure that we have an accessible and flexible mixed range of provision. To do this we will take a planned and coordinated approach to identifying what can be developed, where it can be developed and which partners can deliver it. This will include both new build and conversion of existing homes and buildings.

There is a particular need to review our approach to the housing needs of people with disabilities. A report by the Equalities and Human Rights Commission entitled *Housing and Disabled People: Britain's Hidden Crisis*<sup>4</sup> suggested that there is a shortage of accessible homes and that disabled people are not getting the support they need to live independently. The picture in Nottingham is not clear, and more work needs to be done to have a 'reality check' of what the needs are, how well we are meeting the needs of disabled people and what actions need to follow if necessary. In the meantime, we will seek to deliver new homes which are accessible and meet the

---

<sup>4</sup> Equalities and Human Rights Commission, May 2018

lifetime needs of their occupants and continue to deliver an adaptations service which assists our own tenants, and private owners and renters via disabled facilities grants (DFGs) within the provisions of the Regulatory Reform Order 2002.

### *Student Housing*

Theme five shows that parts of the city have become imbalanced by the number of homes now in use as HMOs, in particular student HMOs. It remains the Council's approach to discourage any further expansion of HMOs or other student housing in these areas, and to support the continued development of purpose built student accommodation (PBSA) in the city centre or other appropriate locations as an attractive alternative.

Accordingly, the City Council has a City-wide "Article 4 Direction" which requires planning permission to be sought for changes of use from houses (C3 dwelling houses) to HMOs (C4 HMOs). In addition, the City Council supports new PBSA in appropriate locations, with the twin aims of accommodating all new increases in student numbers and of providing more choice of housing options to students, thus preventing further imbalances in communities and allowing HMOs formerly occupied by students to be recycled for other households.

There has been good progress in meeting these policy aims with well in excess of 6,000 new bed spaces in PBSA and a 20% reduction in Council Tax exempted homes (i.e. fully occupied by student) between 2011 and 2017. Ongoing monitoring of vacancy rates in PBSA shows that this form of housing is very popular, with very low rates of vacancy. In addition to helping to rebalance communities, the policy has also increased the choice available for students and improved the quality of accommodation, both in the new PBSA and in traditional HMOs which have received more investment in response to increased competition. The new PBSA has also led to redevelopment of large parts of the City Centre with many economic benefits in terms of job creation and supporting services.

### *Graduate retention*

Within the Council Plan there is an objective to "deliver housing options to meet the needs of students and young people who want to stay in Nottingham". Graduate retention is a priority for the city, as compared to other major university cities it has a low retention rate. Whilst the main driver for graduates in determining whether they remain in Nottingham is employment opportunities, it is important that there is also an attractive housing offer. The most likely destination tenure for this group is the private rented sector. Therefore our efforts to improve the quality of the PRS as shown in theme two, and the development of new build to rent homes will contribute to this.

## **Theme One: key actions 2018-2021**

1. Support the delivery of homes for market sale by private developers in numbers which meet Nottingham's projected needs

2. Build at least 600 homes via the NCC/NCH programme
3. RPs to build 53 homes in 2018/19 and to explore opportunities beyond this
4. Build bungalows and a proportion of lifetime homes to meet the needs of older citizens and people with disabilities
5. Support the delivery of market build to rent PRS homes
6. Negotiate with central government for a local housing city deal which will support all our delivery
7. Maximise available resources and powers to unlock complex sites
8. Make the best use of brownfield sites and “permissions in principle” to maximise delivery
9. Seek to make new housing as sustainable as possible by trialling new technologies and encouraging low carbon development
10. Deliver the new Strelley Court and Woodthorpe/Winchester independent living schemes
11. Ensure that the future, longer term housing needs of older people are considered
12. Carry out a ‘reality check’ of how well we are meeting the needs of disabled people now, and explore ways of assessing future need
13. Continue to encourage the appropriate development of attractive purpose built student accommodation as an alternative to converted family homes
14. To deliver a pilot site with NCH, using a Modern Method of Construction (MCC) and encourage the use of innovative new technologies with developers.

## **Theme Two: Existing homes: Improving, maintaining good quality and making best use of them**

### **What this theme is about**



A robust housing strategy needs to not only set out how new homes will be delivered. It needs to address the issues which we face within the existing housing stock, across all tenures, so that it continues to provide high quality homes for our citizens, whether they are renting from a social landlord or private landlord, or own their home. Across the tenures we have an approach to give this assurance, and this section sets this out. There is a significant crossover with Theme Four within this section of the strategy, and Theme Four describes in greater detail the initiatives and interventions which will be delivered with a specific emphasis on improving health and wellbeing outcomes. This theme includes one of our key objectives for the next three years: to implement a major scheme of selective licensing in order to bring about a step change in standards in the private rented sector.

We also need to ensure that we are making the best possible use of the existing housing stock in the city, across tenures. In social housing this means having in place allocations and tenancy policies which respond to housing need effectively. In the private sector our main concern is ensuring we have a quality private rented sector that meets the needs of our existing and new citizens providing safe, healthy and well managed homes. The theme also recognises the importance that houses do not remain empty for long periods of time when they could be providing a home, and also to stop them causing a detriment to local neighbourhoods.

### **The Challenges**

The social housing stock has received considerable investment over the past decade as providers have brought their homes up to the decent homes standard. Although it is impossible for the stock to ever be 100% decent at any one point, we are as close to this in Nottingham as we have ever been. The challenge now is to maintain decent homes standards through effective maintenance services and capital investment. However, as we have seen, the resources to do this have been reduced by the four - year 1% reduction in rents.

The challenges in the private sector, both rented and owned, have been identified through the Building Research Establishment (BRE) stock survey<sup>5</sup>, which gives us valuable data showing the scale and location of issues such as Health and Housing Safety Rating System (HHSRS) hazards, disrepair, poor energy efficiency and fuel poverty.

Our licensing schemes, rogue landlord programmes and responses to citizens reflect what has been found in the house condition survey, and have demonstrated that whilst

---

<sup>5</sup> Available on Nottingham Insight at <https://nottinghaminsight.org.uk/d/184005>

the majority of landlords are good and some excellent, there are criminal landlords operating. There are landlords lacking knowledge of their legal duties and responsibilities and sometimes with an unwillingness to improve and manage properties well. Some landlords have displayed apathy towards the support schemes available such as accreditation.

We are seeing an increased number of vulnerable migrant and transient communities in some neighbourhoods. They are often living in some of the worst private rented homes. We are experiencing growing numbers of cases of modern day slavery and exploitation associated with the PRS.

Sub-letting is becoming more of a common practice amongst criminal landlords to avoid or deflect responsibilities. We often find dangerous living conditions, and overcrowding is common.

As a city we aspire to good quality housing for all and extra powers and resources requiring landlords to be proactive and responsible in their management will strongly assist in making the sector a type of housing of choice.

We have seen how much the private rented sector has grown in the past 15 years, and how it now fulfils a much wider role in the housing market. Given its increasing size and importance it is vital that we improve its quality so that it properly meets the needs of those who rely on it for a source of housing which is accessible and which they can afford. The challenges in the private rented sector are not only ones of property conditions, however. The evidence that has been collected to support a scheme of selective licensing in the city shows widespread problems of ineffective management in the PRS, as manifested by high levels of anti-social behaviour. Furthermore, although the Council has had considerable success in reducing the number of long term empty homes, it continues to be an issue which the Council needs to tackle.

The BRE survey also shows that there are significant levels of disrepair and poor energy efficiency within the owner occupied sector. Whilst it naturally falls to homeowners to remedy this using their own resources, there will be some (mostly older) owner occupiers without the resources to do this and in need of support to help them. In social housing the challenge is primarily to match need to the stock we have available in the light of changing household patterns and the influence of welfare reform.

## **The Approach**

### *A well regulated, high performing PRS*

The BRE survey showed us how much the PRS has grown since the last census. The study suggests there are now 43,000 PRS homes, which means that it is now the second largest tenure in the city after owner occupation. There are a number of reasons why the PRS has grown so much in recent years, but foremost amongst them is the challenges which many people face to achieving home ownership, i.e. rising

prices, high levels of deposit required, and wages not high enough for borrowers to be able to afford loan repayments. Conversely, until recent changes were made to the tax system, buy to let landlords had found it relatively easy to acquire properties to rent out.

The PRS is a vital component of the housing market. It offers easy access and easy exit housing which suits many people's lifestyles. It is generally cheaper in Nottingham to rent than to buy. The sector provides homes for people on benefits and low incomes via the LHA system, and continues (but to a decreasing degree) to house many of the city's university students. However, we are now also seeing more families with children living in the PRS as they find home ownership out of reach. Given these new demands on the sector and the nature of the client group, it is essential that the sector delivers high quality, safe and warm homes.

The BRE survey suggests a sector which generally demonstrates lower property standards than other tenures. Despite many initiatives across tenures there are still issues with excess cold and energy efficiency. The study showed that 21% of homes in the PRS had HHSRS category one hazards, compared to 17% in the owner occupied sector. 14% of PRS homes were in disrepair compared to 6% owner occupied and 3% Social Rented.

There is also evidence that the PRS is not well managed in many parts of the city. This is evidenced by the high levels of crime and ASB which our evidence suggests is closely correlated to the PRS.

**Key Objective: Selective Licensing**

The evidence we have gathered, and the overarching ambition for high quality housing in all tenures has led the Council to believe that in order to bring about the improvement needed in the PRS, and to get landlords to fully carry out their responsibilities, it needs to use powers within the 2004 Housing Act to introduce a selective licensing scheme. The Council has used all of the powers and tools available to it, as well as a number of high profile initiatives (see below) to bring about the required improvement in the PRS, but these have either been insufficient, or require a purely reactive approach and intensive use of scarce resources. Therefore, the complementary tool of licensing is now required. The need for a scheme has been robustly evidenced in line with statutory requirements and Government guidance and was consulted upon in early 2017. Confirmation of the scheme has been received from the Secretary of State for Housing, Communities and Local Government and it will be in place from August 2018. With approximately 31,000 homes covered by it, the five-year scheme will be one of the biggest in England and represents a radical shift in our approach to raising standards in the PRS.

The Council has had a scheme of additional licensing for houses in multiple occupation in force since January 2014. This was five year scheme, and the Council has carried out a full examination of the evidence of problems within the city's large number of HMOs with a view to implementing a new scheme.

As well as the use of licensing schemes the Council believes in using regulatory powers and duties to the maximum in order to achieve improved standards in the PRS and tackle rogue landlords. It uses a 5- stage enforcement model to underpin its use of statutory powers:

- Stage 1 Advise – providing support and / or seeking co-operation
- Stage 2 Warn – warning letters, threat of legal action
- Stage 3 Initial Enforcement – Legal notices, licence revocation / refusal
- Stage 4 Substantive Enforcement – Legal notices, prosecutions, works in default, interim management orders, simple cautions
- Stage 5 Breach – Prosecution, Final Management Orders

The Council will always take a strong stance against landlords who persistently fail to comply with the law using prosecution, civil penalties, licence revocation and reduction as well as management orders; from April 2018 banning orders are available to stop landlords who do not comply with conditions placed upon them from operating. The Council has been making full use of civil penalties within the terms of the Housing and Planning Act 2016 since they were introduced in April 2017. These enable swift action to be taken against landlords without the need for prosecution. Rent repayment orders are also now available to achieve financial compensation for tenants affected by any of the qualifying offences. In the future, it will be possible to place landlords who have committed qualifying offences on the government's national rogue landlord database.

### *Accreditation*



Working together so you can rent with confidence



The city's PRS has a high number of professional landlords who deliver good quality homes. Many of these are accredited via one of the city's two main accreditation providers, Unipol and Decent and Safe Homes (DASH). The two schemes together comprise the Nottingham Standard for PRS accreditation. Accreditation recognises good landlords, gives tenants confidence, and reduces the need for Council intervention. This is recognised in the discount on licensing fees for accredited landlords within the selective and additional licensing schemes. The overall aim is to ensure that good landlords are placed at the "light touch" end of a spectrum which has rogue landlords at the other end. Our resources should rightly be focused on dealing with the landlords who do not comply and in some cases act in a criminal fashion.

### *Nottingham City Homes Market Rent: "LiviNG"*

Nottingham City Homes has a commercial subsidiary, NCH Enterprise Ltd, which is building a portfolio of market rented homes called "LiviNG". By bringing its high standards of housing management and maintenance to Nottingham's PRS, NCH can

provide high quality market rented homes whilst at the same time being an exemplar for the rest of the sector in terms of standards.

### *Supporting landlords, dealing with rogues*

The Council values the PRS and the good landlords in it. There is recognition that as well as regulation, training, information and advice are key tools to moving landlords towards the light touch end of the spectrum. Our strategy will include approaches to enhance the information and communication channels available to landlords and tenants as well as involving them in development of practice and policy. We will be putting in additional guides to good practice and a requirement of our licensing schemes will be basic landlord training. We also hope to be able to offer more officers able to support landlords and tenants directly with advice as well as offering wider training such as dealing with ASB, safeguarding and homelessness prevention.

The City has unquestionably seen rogue landlords continuing to operate in the past few years. It has been a major focus for the Council's Safer Housing Team who, in conjunction with Community Protection Officers and the Police have targeted known criminal landlords for enforcement action. This has been supported by two separate successful bid to the government's Rogue Landlord Fund.

As well as poor property conditions, crime and ASB associated with some elements of the PRS, the sector exhibits an inherent lack of security of tenure for those living within it. Most properties in the PRS are let on six month assured shorthold tenancies (AST), which landlords can bring to an end after the six month term without needing to give any grounds for possession. The ending of an AST as a reason for acceptance as statutorily homeless in Nottingham increased from 25.3% in 2015/16 to 43.4% in 2016/17. With more families with children living in the PRS this is of considerable concern in terms of the instability this causes. One of the main reasons for not renewing an AST is rent arrears, and it may be possible to provide greater support for both landlords and tenants to prevent evictions through earlier intervention. Such support may be possible to provide within the Council's selective licensing scheme.

The Council has been successful in securing funding under the Government's Controlling Migration Fund. Locally this is being called Nottingham Together, and one workstream will be to tackle rogue landlords who are housing and potentially exploiting migrants in some of the worst housing conditions in the city.

### *Supporting Tenants*

Ensuring that tenants have safe and comfortable housing is key to achieving health and wellbeing, preventing deprivation, health inequality and homelessness. There are already numerous links and working arrangements with partners, other organisations and community groups. Some of our proposals include further enhancement of these as well as the development of a signposting scheme for PRS tenants and including the tenant's voice in the licensing process.



## *Tackling Empty Homes*

At a time of extreme housing shortage, empty homes becomes an even more pressing and emotive issue. However, it is not only the waste of empty homes which needs to be tackled: vacant and/or derelict properties can be a blight on a neighbourhood, attract crime and vandalism and can be a health hazard.

The council is proactive in its approach to empty homes, using a tiered approach from encouragement through to enforcement, in the last case scenario pursuing compulsory purchase orders.

Between 2012 and 2015 the council received funding from the HCA to repurchase, refurbish and re-let long term empty properties. A total of 35 homes were acquired in this way, and the scheme focused on former right to buy homes on council estates as this made sense from a housing management perspective and also maintenance, as the properties were types that NCH is experienced in maintaining. Although this programme has now finished, the council can still acquire empty homes using its own resources, particularly right to buy receipts, as mentioned in Theme One.

The aim in the next few years is to continue to make optimum use of the powers we have available to bring empty homes back into use, and tackle some of the most problematic derelict residential properties. It is also proposed to consider how owners can be encouraged to allow suitable properties to be used or sold and linked to initiatives which boost the supply of more homes for homeless people.

## *Keeping social homes well maintained and continuing to meet the decent homes standard*

Enormous strides have been made in the past decade to improve social housing by bringing it up to the decent homes standard. The Council's stock achieved 100% decency in 2015, having received considerable investment of HCA grant and City Council resources. The Council's decent homes programme, delivered by Nottingham City Homes, focused on three key themes: safe, warm and modern:

Safe: to ensure all statutory safety requirements were achieved in our homes

Warm: to ensure that our homes have energy efficient heating systems that allow tenants to keep their homes warm and keep their energy bills as low as possible

Modern: Installing new kitchens and bathrooms

Having achieved high quality standards within the stock, the focus shifts to maintaining it by developing an asset management strategy which assesses the safety requirements that need to be fulfilled, the condition of the stock, the likely lifespan of components with the homes and the ways in which the stock can be made more energy efficient, to help lower customer bills and to reduce carbon emissions.

The resources to deliver the asset management strategy come through the self - financing Housing Revenue Account. Within the HRA there is a capital investment

programme, which sets out in a three year plan the work which will be carried out and the funding required. The overall, long term approach to the management and maintenance of the Council's stock and how it will be resourced is shown within the Council's HRA business plan. The current HRA business plan is a 30 year plan; however its assumptions were heavily undermined when the four year rent reduction was announced. The reduction has an impact beyond the four years of its implementation: it has a cumulative effect on available resources, leaving a considerable deficit in later years. Although a new rent policy of CPI+1% for five years from 2020 has now been announced, it has been necessary to refresh the HRA business plan and make new investment decisions. It is an action of this strategy to complete this work in order to provide as much clarity as possible about investment priorities in the next 10 years or so.

The 2015-2019 Council Plan objective to support housing associations to deliver high quality management and maintenance to their homes will assist the delivery of this part of the housing strategy as it affects the other major providers of social homes in the city. We have developed a performance framework with housing association partners (known as the "Greater Nottingham Standard for Social Housing"), which includes a number of indicators related to repair standards. We want to see higher levels of resident satisfaction with the standard of housing association homes.

#### *Leaseholders*

The Council has over 1,000 leaseholders who live in flats and maisonettes which have been sold under the right to buy. A number of blocks in which there are leaseholders are undergoing or likely to undergo significant work in the future (see REMOURBAN, below). The Council has the right to recharge leaseholders for this work, and it is usually appropriate to do so. However, this has the potential to cause financial hardship, so the Council has put in place a range of options to support leaseholders who might have difficulty making their contribution to the cost of major works.

#### *Making our stock sustainable, energy efficient, tackling fuel poverty, and reducing excess winter deaths*

Nottingham has achieved much in terms of domestic energy efficiency in the past decade across all tenures. It has made full use of funding streams such as carbon emissions reduction target (CERT) and Energy Company Obligation (ECO), Community Energy Savings Partnership (CESP), and Feed in Tariffs for photovoltaic (PV) cells plus invested its own resources via the HRA to retrofit energy saving measures, particularly solid wall insulation via the Greener Housing initiative. Wherever possible private homeowners have been included in these schemes at much lower cost than had they done the work themselves privately. They have been supported by Nottingham Energy Partnership to fund these works. As previously noted, the decent homes programme had "warm" as one of its three work streams, and included the modernisation of heating systems throughout the stock. We have safely insulated high rise blocks (Bentinck, Manvers and Kingston Courts) and brought them onto the district heating system, reducing the energy costs for the residents of

those homes. Overall, the work NCH has carried out has resulted in the achievement of an average “C” energy rating across the stock. The Greater Nottingham Standard includes this indicator, with a target that an average “D” is achieved across the stock. We will want to stretch this target to “C” in future years to match NCH’s achievement.

Nottingham City Homes has developed an environmental strategy which sets out how it will further improve the energy performance of the Council’s homes. We are now moving into an era when the homes left to do are the ones which are particularly hard to treat. To this end, NCH and NCC in partnership are developing innovative retrofit solutions for these properties. The key focus will be the REMO-urban initiative in Sneinton (see below), which is using European Union funding to pilot highly innovative techniques to radically improve the energy efficiency of the non-traditionally constructed homes in this part of the city.

### Case Study: REMOURBAN

REMOURBAN is a project funded by the European Commission, through which Nottingham is developing an integrated replicable urban development plan in the Sneinton area.



Nottingham City Council is receiving 1.8m Euros funding for the works, and more than 150k Euros funding for NCH officer time, to show how we can develop homes which belong in Smart Cities. We are calling them our ‘2050 homes’. Via the scheme 126 solid brick homes in the Windmill Lane area have been insulated, with a methodology which has gained national recognition by the Government, through the Bonfield review, looking at quality, standards and customer care for Energy projects.

An energy retrofit of Newark Crescent has now been completed and work will take place at Morley, Haywood, Keswick and Byron Courts, which will also receive low temperature district heating, PV and battery storage at a communal level. The 2050 homes, which is a pilot of a terrace of ‘William Moss’ (non-traditional, system-built

homes) houses, will use the Energiesprong model, developed in the Netherlands, to procure a supplier who will guarantee the energy performance of the properties once they have been retrofitted, with a target of zero energy consumption after retrofit. Energiesprong homes at West Walk have now been completed, and the receipt of further European funding will support the retrofitting of other William Moss homes across the city.

## Energiesprong

Energiesprong is a radical approach to retrofit and regeneration, which involves wrapping the home to create a super insulated home, which generates as much energy as the consumers require, and which guarantees the energy performance.

The concept, which was developed in Holland, means Energy Leap in English. Because the energy savings and the maintenance are performance guaranteed, money which we would have spent anyway, and a contribution from savings which the tenants will make, can be used to create the Energiesprong solution. After the work has been completed, the tenant will be warm and comfortable, and have a significantly improved home, with lower maintenance, and for this they will pay a set fee instead of a fluctuating energy bill, which will help them manage their budget.

The requirements for an Energiesprong are as follows:

- The work must pay for itself within 30 years (HRA investment and tenant savings)
- It must be installed in less than 10 days
- The solution must have a performance guarantee for the energy savings and the maintenance—this is crucial for us to develop a model where we use our existing investment and use a PAYS (PAY AS YOU SAVE) model for tenants.

The key challenge for the private rented sector will be the requirement that all homes meet the Energy Performance Certificate rating of at least “E”. From April 2018 it will be unlawful to let out properties which have a rating of F or G. Our data shows that in Nottingham this applies to approximately 6,000 homes. We have already started to work with landlords to raise awareness of the change and to support them to raise ratings where it is needed. However, together with a support role, the council will also be charged with enforcing the new rules to ensure that landlords are complying. Our reach through housing licensing, use of HHSRS and visits to private rented homes will assist with raising awareness and implementing these energy requirements.

All the energy efficiency interventions which we carry out or promote are intended to make homes easier and less costly to heat, and thus help to reduce fuel poverty. The fluctuations in our position amongst the Core Cities using the “low income, high cost” measure shows that although we have made progress there remains much to do. The council’s HRA capital investment plan has provision for a programme of energy works aimed at reducing the energy costs of our tenants, whilst also reducing the carbon

footprint of our stock. We also need to ensure that tenants fully understand the best ways to reduce their bills, and NCH have energy advisors to work with tenants to do this. We have a greater challenge to do this in the PRS; however we have in the past and will continue to work with landlords to provide information on schemes from which they and their tenants can benefit.

### *Assisting vulnerable owner occupiers*

Owner occupied housing makes up 42% of the city's stock, and remains the largest tenure in the city, although it is small relative to the national average. It is therefore important that the principles of good quality and decent standards extend to this tenure, for the occupiers' benefit, but also for the city's neighbourhoods.

The upkeep and maintenance of privately owned homes is clearly the owner's responsibility, one which they assume when they enter into ownership, and for which they have to make financial provision. However, for a number of reasons, owners, particularly older householders, may find it difficult or impossible to pay for essential repairs to their homes.

For six years now the Council has offered low interest equity loans to older people who have HHSRS category one hazards in their home. This is a recyclable loan fund, therefore it has been possible to continue to make loans available beyond the original pilot time frame of the scheme. Using this scheme it has been possible to help many people to fund significant works to their homes.

It is intended that the equity loan scheme will continue through the life of this strategy. However, this will need a review of the delivery mechanism and partnerships currently in place.

### **Theme two: key actions 2018-2021**

1. Implement a selective licensing scheme for private rented homes in the areas in which we have evidenced the need for the scheme
2. Undertake the necessary steps to deliver a new scheme of additional licensing for when the existing scheme expires
3. Use advice, regulation, enforcement and licensing to improve private rented sector homes, protect and enhance the lives of tenants and improve neighbourhoods
4. Work with our accreditation provider partners in order to achieve a spectrum of intervention in which accredited landlords receive the lightest touch
5. Explore ways of better supporting landlords and tenants with priorities of seeking compliance with legislation, safe homes, signposting tenants for broader support and preventing evictions and consequent homelessness

6. Tackle rogue landlords improving housing, safeguarding, preventing exploitation, housing related crime and ASB as well as homelessness
7. Have a robust plan in place to ensure the Council's housing stock continues to be well managed and maintained with resources fully identified, by refreshing and implementing the HRA business plan and associated asset management plan
8. Ensure housing associations maintain quality standards in the management and maintenance of their homes via the implementation of the Nottingham Standard for social housing and regular engagement between the Council and housing associations
9. Use a range of interventions in order to bring long term empty homes back into use
10. Continue to improve the energy performance of the City Council's housing stock in partnership with NCH, using innovative methods and maximising available funding streams
11. Develop a comprehensive fuel poverty strategy which identifies and targets hot spots of fuel poverty with advice and support about available schemes and ways of reducing heating bills, and supports behaviour change
12. Run a publicity campaign in partnership with landlords to raise awareness of the changes in EPC rules, and assist the PRS to meet its obligations with practical support
13. Offer equity loans to vulnerable owner occupiers to eliminate HHSRS category one hazards having reviewed the current delivery mechanism and partnerships.

## **Theme Three: The challenge of homelessness prevention and providing specialist and supported housing**

### **What this theme is about**



Themes one and two explore our approach to ensuring that there is an adequate supply of quality housing in the city. Providing shelter is fundamental to meeting basic needs. However, providing a mixed economy of different types of housing can reach much further beyond meeting basic needs by helping to support people in a more personalised way which promotes independence and community based living. We believe that providing housing that appropriately responds to individual support needs is critical if we are to effectively meet the housing needs of all of our citizens.

One of the four equalities objectives of the City's Health and Wellbeing Strategy is to "*Provide inclusive and accessible services for our citizens*". The plan goes on to describe these services as being "*where and when citizens need them*". We also aim to "*enable Nottingham residents to have access to a high standard of accommodation*" and "*be a city that enables health lifestyles, promotes wellbeing and supports community resilience*". Making sure that someone has a home and that it is appropriate for their specialist needs is a way of fulfilling these ambitions.

Recognising specialist housing support needs is a national priority. Through two rounds of the Care and Support Specialised Housing Fund, Government recognised the need for a *buoyant specialised housing market that can respond positively to demand, allowing more people to make the housing choices they want in order to live a more independent life*<sup>6</sup>. It is widely accepted that the benefits of providing appropriate supported housing go beyond the individual. As explained in a 2015 National Housing Federation paper entitled "Supported housing, Understanding Needs and Supply"<sup>7</sup>: "*supported housing improves vulnerable people's health and independence and helps ease the pressure on the NHS and care services. Investing in this type of accommodation delivers a net saving to taxpayers – estimated at around £640m a year across all client groups.*"

### **Types of specialist accommodation in Nottingham**

- Accommodation for older people e.g. Extra Care, Sheltered Accommodation (plus the many homes where residents are supported by the Nottingham on Call alarm service, managed by Nottingham City Homes)
- Specialist adapted supported accommodation for people with physical disabilities
- Supported accommodation for people with learning disabilities or mental health support needs

<sup>6</sup> [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/572454/rr927-supported-accommodation-review.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/572454/rr927-supported-accommodation-review.pdf)

<sup>7</sup> [http://s3-eu-west-1.amazonaws.com/pub.housing.org.uk/Supported\\_housing\\_understanding\\_needs\\_and\\_supply.pdf](http://s3-eu-west-1.amazonaws.com/pub.housing.org.uk/Supported_housing_understanding_needs_and_supply.pdf)

- Direct access emergency accommodation for people who are homeless
- Specialist supported accommodation for people who are not ready for independent living (e.g. people with support needs such as substance misuse, (ex)offenders, young people, teenage parents)
- Refuge accommodation for survivors escaping Domestic or Sexual Violence and Abuse (DVSA)

## **The Challenges**

### *Older people*

There are around 37,500 people aged over 65 living in Nottingham. Life expectancy is increasing and in Nottingham there are a large proportion of adults living in poor health in older age. According to the Nottingham Health and Wellbeing Strategy *Happier Healthier Lives 2016-2020* Nottingham residents will live their last quarter of life in poor health.

A key objective of the Council plan is to *make life better for the 35,000 older persons in the city enabling choice and confidence in the care they receive and the way it is delivered, maintaining dignity, independence and control.*

There are a number of different ways that housing with support enables older people to remain independently in their homes as long as they want to for example, through the provision of Assistive Technology such as Telecare and other aids and adaptations. Additionally, specialist support services are designed to provide support to improve home health and safety, reduce fuel poverty and address social isolation and loneliness.

### *Survivors of Domestic or Sexual Violence or Abuse*

Nottingham City Council is committed to funding services for survivors of DSVAs and has invested significantly in our specialist services balancing a risk and needs led approach with survivors. In 2016, the Crime and Drugs Partnership led on an innovative and robust multi-agency tendering process alongside the Nottingham City Clinical Commissioning Group and Office of the Nottinghamshire Police Crime Commissioner designed to integrate funding and provide prevent, cope and recover services in a more holistic way to survivors of violence. The Sanctuary Scheme, delivered by Nottingham City Homes and co-ordinated by Housing Aid, continues to support a number of survivors of DSVAs to remain safely in their homes through security measures in the home.

In 2015 Nottingham City Council was successful in a bid to the DCLG for funding to deliver accommodation and support for complex needs survivors. Supporting survivors with complex needs is not the only way refuges are developing. Many refuges are facing increased pressure to also become safe forms of accessible



accommodation for women escaping other forms of violence including honour based violence, gang violence, modern slavery and trafficking.

### *Learning Disabilities and Mental Health*

There are an estimated 6,086 adults with learning disabilities resident in Nottingham, of these 1,293 have moderate/severe learning disabilities and 99 have profound multiple learning disabilities<sup>8</sup>. Many adults with learning disabilities are living in inappropriate accommodation such as residential care when they could be living in more independent settings with appropriate support. In 2017 the Council introduced the role of an accommodation broker on a pilot basis to establish pathways into alternative independent living accommodation. The role provides a bridge between service users and their social workers and accommodation providers, assisting moves into suitable accommodation.

There are 3,590 people known to GPs as having a serious mental illness in Nottingham and there are increasing numbers of people being treated for psychosis. The City Council and Nottingham City CCG currently commission four specialist mental health supported accommodation services under block contracts. There are a total of 85 units within a core and cluster model of provision. This is in addition to social care spending on provision of personal budgets, residential and nursing support, and supported living. In 2016, the Council initiated phase one of a strategic commissioning review into the mental health accommodation and support pathway. The review has found that the supported accommodation services are effective in enabling discharge from hospital of people with complex needs and behaviours and they are managing the support and enablement of these highly complex individuals effectively, in order to stabilise and identify their support needs longer term. However, phase two of the review needs to now further understand how this provision sits within a complex, changing system of social care support and NHS treatment services and also how it runs in parallel to homelessness provision in the City. This is particularly important because analysis conducted within the review found that half of the service users had previously accessed supported accommodation; moving from one type to another and almost two fifths of people moved into another form of supported accommodation when they left this provision.

### *Independent Living Support Services (ILSS)*

ILSS are services that are commissioned to deliver tenancy sustainment support activity that will enable a person to successfully maintain independent living in their own home. People are often referred to ILSS services if they are identified as struggling with some aspects of their tenancy or if they have recently been rehoused and need some support to settle into the accommodation. In Nottingham some ILSS are generic and support either families or single people and others employ workers with specialist

---

<sup>8</sup> Nottingham City JSNA, Learning Disability Chapter 2011

expertise to support specific groups of people such as survivors of DVSA, people who with HIV, people who are deaf, and people with mental health support needs.

### *Homelessness*

Nottingham City Council has a strong track record of delivering homelessness prevention services for local people. There has been a continued commitment to funding housing related support and as a result the city still provides services including:

- Rough sleeper reablement
- Homelessness prevention gateway service that enables access to:
  - Direct access and temporary accommodation for households irrespective of whether there is a statutory duty
  - Second stage supported accommodation for people assessed as having support needs (regardless of priority need status) including young people, people with substance and alcohol dependency, teenage parents and people with complex needs
- The aforementioned ILSS and housing advice
- Sanctuary Scheme to support survivors of domestic abuse to remain safely and securely in their homes
- Nottingham Private Rented Assistance Scheme (NPRAS) to help facilitate access to accommodation in the private rented sector

However despite this, the pressures of welfare reform and limited supply of affordable housing have manifested in increasing numbers of households becoming homeless in Nottingham in the same way as most other areas of the country.

In 2016-17, a household approached Nottingham City Council requiring assistance as homeless or threatened with homelessness every 25 minutes. Around two thirds were single people and one third families. Of the single people, two thirds were males, one third was aged under 25 and one quarter was from a Black or Minority Ethnic background. Of the families, three quarters were single parents and nine out of ten of those were female. One parent families were younger and two parent families were more likely to be from a BME background.

Nearly half (48%) of those households presenting as at risk of homelessness received support to remain in their accommodation or they were helped to move directly into an alternative form of accommodation. Almost one quarter (23%) of approaches resulted in a statutory homeless application and about half of those applications were accepted.

The number of people in temporary accommodation (to whom the council has a statutory duty to house) has significantly increased over the past two years. Commissioned provision is no longer sufficient in meeting the demand and at the beginning of October 2017 there were around 130 households in Bed & Breakfast (around three quarters were families with dependent children). This prompted a cross-

Council approach to reducing the use of temporary accommodation, and this has seen numbers in B&B reduce to around 50 in spring 2018. In parallel, NCH and other partners are acquiring properties for use as temporary accommodation when it is needed that enables us to avoid the use of B&B. The aim now is to reduce the use of B&B to zero by December 2018.

The number of rough sleepers in Nottingham was 43 at the last official annual estimate in November 2017<sup>9</sup> which is a 23% increase from the previous year.

One fifth of all households presenting to Nottingham City Council as homeless (or at risk of homelessness) were assessed as having support needs that require a supported accommodation housing solution and they were referred to the Homelessness Prevention Gateway (the service that facilitates access to supported accommodation for homeless people).

Mental health issues are significant amongst our homeless population. Interim findings from research commissioned by Nottingham City CCG and undertaken by Sheffield Hallam University in 2017 has found three quarters of all homeless households have mental health issues and almost two in three of those people have at least one diagnosis of a serious mental health condition

The complexity and multitude of support needs is increasingly evident amongst single homeless people. These are people that should not be reaching homelessness if we can provide them with suitable housing options when they are supported elsewhere in the system. Opportunity Nottingham<sup>10</sup> report that levels of complexity amongst its beneficiaries are far greater than anyone expected at the outset of the eight year programme and although they work with 25% of the most chaotic people there are hundreds of others who would benefit from support.

The demand for the services provided by Opportunity Nottingham and the learning from their developmental work has helped to identify locally a need to work collectively to develop and deliver pathways into accommodation and support for people with multiple and complex needs to prevent them from becoming homeless, to prevent poor health and wellbeing and to help them to live fulfilled lives. Currently the system does not work for these people who fall through specialism thresholds and end up in homelessness provision not equipped to support them or rough sleeping.

In response to the increased demand we are redesigning our system of services. As stated above a cross council project group is currently working through plans to reduce numbers of people in temporary accommodation by improving throughput. The Council is developing a new operational model which will better prevent, manage and reduce homelessness in the future.

---

<sup>9</sup> Each local authority must submit an annual figure at this time to government DCLG

<sup>10</sup> [Opportunity Nottingham](#) is a consortium of 17 agencies funded by the Big Lottery to deliver a systems change programme of support for 470 people with multiple and complex needs

Through our 2017 review of housing related support provision, we are suggesting closer aligning the delivery of Independent Living Support Services (ILSS) with personalised housing plans, putting emphasis on coordination of holistic support and focussing provision towards the private rented sector.

To work within a context where the private rented sector is both the cause and solution to homelessness, we are proposing steps to develop the strategic coordination of existing and enhanced services for private sector tenants and landlords including:

- Early intervention dispute resolution service
- More options to help people access and move accommodation
- Selective licensing which includes tenant liaison officers responsible for identifying support needs and signposting to support
- Private sector housing focus group
- Evaluate the housing pathway pilot and the specific role of Accommodation Broker with a view to setting up a mainstream service.

## **The Approach**

There are two significant changes on the horizon that will require local authorities to review the identification, assessment, facilitation and provision of all supported accommodation for vulnerable citizens.

1. The Homelessness Reduction Act came into force on 3<sup>rd</sup> April 2018 and introduces an emphasis on the public sector working together to protect people from the risk of homelessness.

A new 'duty to refer' requires all public sector services to refer people who they come into contact with who they know to be homeless or at risk of being homeless to a local housing authority. The local housing authority then has a responsibility to carry out a holistic assessment of the household which not only identify reasons for homelessness and establishes their housing needs, but also includes consideration of *what support would be necessary for the applicant and any other relevant persons to be able to have and retain suitable accommodation.*

This new legislation encourages closer partnership systems working across the public and voluntary sector to ensure that people's needs are known and then appropriately matched to support packages complemented by suitable housing options.

2. The second major driver for reviewing systems and provision of supported accommodation is driven by a further government policy announcement. On 31<sup>st</sup> October 2017, government issued a policy statement which announced plans to change the way supported accommodation is funded. The government proposed

a new model which separates supported accommodation into three distinct streams as follows:

- Sheltered accommodation and Extra Care provision
- Long term supported accommodation
- Short term supported accommodation

Sheltered and Long-term accommodation are to remain within the benefit system but short-term accommodation will be removed from the benefit system entirely in 2020 and local authorities will be provided with a ring fenced grant to procure accommodation. Government has issued a National Statement of Expectation which introduces the requirement for local authorities to work across sector to assess local current and future needs and produce 'Supported Housing Strategic Plans' setting out how the grant will be used to deliver short term accommodation for all categories of people who need it.

These new national drivers bring real opportunities for local authorities to redesign systems so that support and accommodation are interconnected and regardless of what type of support needs people have, they are guaranteed access to assessment and appropriate housing and support solutions.

This strategy therefore seeks a vision for the next three years to establish and deliver a local system of early identification and collaborative assessment of housing and support needs and clear and accessible pathways to a range of provision. This will include two fundamental changes:

- A. Introduction of a single route to assessment and access for each of long-term and short-term supported accommodation
- B. Delivery of a mixed economy of flexible accommodation with support provision

The new system will seek to support Better Care Fund metrics (particularly around avoiding unnecessary hospital admission or placement in residential care). It will help to prevent delayed transfers of care and help meet wider Public Health and Adult Social Care outcomes. The system will promote self-care and independence and be inclusive and accessible for all people with support needs. This means that if a vulnerable person with support needs is unsuitably housed in their current form of accommodation or is homeless or at risk of homelessness, that they can be appropriately identified, assessed and supported into accommodation that meets their needs (regardless of who is providing or commissioning the delivery of that accommodation).

Nottingham's successful gateway model (currently operating to facilitate access to homelessness accommodation provision) will be expanded to deliver assessment and entry to all short-term supported accommodation. The model will be replicated within adult social care to deliver a stream-lined and consistent pathway into long-term supported accommodation. Housing and social care staff will work in partnership (collocating where possible and appropriate) within each system to provide the appropriate expertise and to facilitate effective cohesion of the system as a whole.

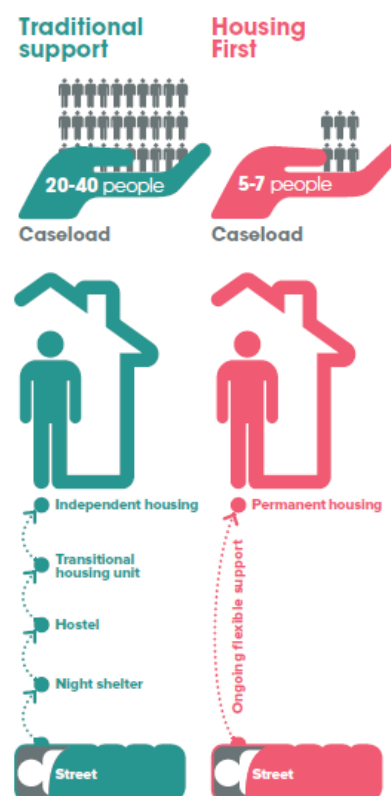
Roles will be defined to avoid situations where social workers are spending time brokering access to accommodation and housing related support workers are trying to assess and meet social care, support or enablement needs.

Our strategy seeks to encourage and support collaborative design and delivery of more flexible types of provision that promote independence. This will include both:

- Purpose-designed accommodation where access to support is available up to 24 hours a day but where the individual has to move on from when they are no longer in need of that level of support
- Standard tenancies in the social and private rented sector but where support can be levered in at a level and frequency that it is required for as long as required and when it is no longer required, or less is needed, it can be withdrawn without the need and upheaval of the individual moving somewhere else

We want to ensure that our system of supported accommodation will enable better access to appropriate accommodation for the increasing number of people with a multitude of complex support needs, for whom the existing system (whereby people are categorised into a housing option according to a defined support need) is not effective.

This strategy commits to a system of assessment and delivery where people are not defined or categorised by a particular support need. The Housing First approach (as pictured right) will be progressed locally as a housing option for people with multiple and complex needs.



Source: Homeless Link

A core element fundamental to the success of the renewed system will be a collectively produced local assessment of current need, projection of future need and development of a partnership plan to meet those needs. This will be supported by a robust plan of targeted work with hospitals, social care teams to identify people who a) are in hospital or residential care and don't need to be b) are at risk of needing residential care or hospital if intervention action is not taken.

We will face a number of challenges in delivering this:

- New territory requires systems change and transformation is not easy – more partnership working including trust, commitment and ownership. Different budgets releasing funding in different ways and according to different timescales need to be brought together.
- Proposing spend to save initiatives and long-term investments such as Housing First at a time when budgets are being pulled towards crisis interventions and firefighting.

- The need to consider what is financially viable for providers and questions over economies of scale and address throughput more broadly – ensuring that there is adequate supply of accommodation to meet a flexible system.
- Risk of insufficient resources made available from government to achieve the requirements of the Homelessness Reduction Act or adequate planning and provision of short-term supported accommodation.

### **Theme Three: key actions 2018-2021**

1. Develop a new homelessness prevention strategy for 2018-23 which fully embeds the principles of the Homelessness Reduction Act, and delivers an operational model which shifts our focus to prevention
2. Develop and embed systems which enable the better management of homelessness, with a headline target to reduce the use of B&B to zero by December 2018
3. Produce a cross sector needs analysis to inform development of a specialist housing plan – including projections for future supply and sufficiency strategy
4. Plan and develop the expansion and rollout of the gateway system for assessment and access to both short-term and long-term supported accommodation
5. Consider the introduction of a multi-agency space (vulnerable persons panel) to discuss the best approach for complex cases
6. Encourage and support providers to bid into the Homes England Shared Ownership and Affordable Homes Programme 2016 to 2021 (and any other appropriate opportunities as they arise) to bring forward new supply of designated housing for disabled and vulnerable people with access to support
7. Work collaboratively with planning, councillors and residents to find appropriate areas and neighbourhoods to locate new supported housing developments
8. Evaluate the Housing Pathway project in order to inform the future approach
9. Embed support within local communities to help people settle into their neighbourhoods
10. Develop a monitoring/reporting/governance structure that ensures specialist housing is looked at comprehensively and issues are highlighted to safeguarding, health and wellbeing, mental health strategy steering group, complex persons panels
11. Include homelessness prevention as part of the role in all PRS interventions

## **Theme Four: Using the power of housing to improve health and wellbeing and prevent ill health**

### **What this theme is about**



Improving our health and wellbeing is a top strategic priority in Nottingham and it is recognised as everyone's business. A key aim of the Nottingham Council Plan is to *be a city that enables healthy lifestyles, promotes wellbeing and supports community resilience*. Housing is a wider determinant of health and is a factor that can drive health equality. Suitable, stable, and decent standard accommodation with appropriate and adequate support in safe neighbourhoods can prolong or improve positive health and wellbeing throughout the life course.

The housing and housing related support sector is a crucial partner of health and social care and if embedded in the integration agenda can make a contribution that will not only improve lives but will also help to reduce the financial costs of poor health and wellbeing.

The housing and support sector hosts a large and wide reaching workforce who is ideally placed with regular contact and communications with people to identify signs of illness and respond to them at an early stage. By providing alternative solutions and appropriate adaptations and support, we can make sure that a person's home remains suitable at every stage of their life. Housing and support can allow people to live with independence in a home of their own choice in the community in which they feel happy for longer, delaying or preventing the need for residential care, stopping people from going into hospital unnecessarily and getting people out of hospital more quickly. A very good example is the "Hospital to Home" scheme, operated by NCH, which has had a significant impact on "bed blocking" by employing dedicated officers who match patients to a new, more suitable home to which they can be discharged.

### **The Challenge**

The Health and Social Care sector are experiencing serious financial pressures and need to make large savings whilst demand for their services continue to increase. There are significant changes underway in the strategic structures underpinning health and social care which focus on efficiency and integration. This theoretically brings a good opportunity to embed the contribution of housing and housing related support into the transforming system. However, there is a danger that in reality crisis management will be such a dominant focus that the housing sector risks not being included and recognised in a meaningful way. Placing this issue as a priority within this strategy will help to ensure that it remains firmly on the agenda.



## The Approach

### *Nottingham Memorandum of Understanding on Housing and Health*

The Nottingham approach to health and housing centres on a document called the [Nottingham Memorandum of Understanding to support joint action to improve health through the home.](#)

In 2016, the Nottingham City Health and Wellbeing Board backed the development of a local Memorandum of Understanding (MoU) as a written agreement between the health, social care, housing and support sectors with commitment to working together to achieve positive health and wellbeing outcomes for local people.

The MoU is modelled on the national model version which was developed to support the Care Act 2014 requirement for better cooperation between services that support the health and wellbeing of those who may be in need of care and support. It is an innovative and progressive piece of work that provides the overarching strategic framework for a wealth of partnership activity to be delivered to improve the health and wellbeing of local people. The MoU seeks to coordinate and combine existing expertise and resources and help maximise what is already being delivered locally. It enables health and housing professionals to be more knowledgeable and support each other to do their jobs effectively and efficiently, all whilst delivering a better service with improved outcomes for local people.

There are two main features of the Nottingham MoU; a pledge and an action plan. The Nottingham pledge has an overall intended outcome that by coordinating housing, health and social care policy and its supporting activity, Nottingham citizens will feel healthier, happier and can live independently for longer. Alongside the partnership agreement, the cross-sector agencies developed a tangible plan of activity focussing on the following five priority areas:

Priority area	What is it about	Example activity
<b>1. Evidencing the need for (and impact of) integrated health, social care and housing interventions</b>	<p>a) establishing exactly what the needs of local people are</p> <p>b) using research of what is out there and monitoring of what we already do to prove what can be achieved through collective activity</p>	<ul style="list-style-type: none"><li>○ Ensure Housing related JSNA's are updated and recommendations implemented</li><li>○ Assess the impact of the Integrated Self-care pilot</li><li>○ Evaluate and publicise the impact housing related projects have on the health and wellbeing of Nottingham Citizens</li><li>○ Analyse how learning from best practice partnerships and service development and delivery elsewhere nationally can be adapted to meet local need</li></ul>

<p><b>2. Collectively developing efficient and innovative working practices, where relevant information is shared, joint activities are undertaken and funding opportunities are maximised</b></p>	<p>a) Sharing information to maximise expertise so partners can together decide what types of initiatives are needed</p> <p>b) Develop and deliver projects and services collectively (including joint commissioning or consortium approaches to bidding for funding opportunities)</p>	<ul style="list-style-type: none"> <li>○ Collectively establish (or further develop), implement and review protocols, assessment processes, referral procedures and monitoring mechanisms between housing, health and social care within specialist / adapted accommodation and support pathways</li> <li>○ Share information regarding grant opportunities for local groups which support health and wellbeing outcomes</li> <li>○ Refresh and re-launch the use of the hospital discharge protocol to prevent homelessness</li> <li>○ Promote and raise awareness of self-care for long term conditions to reduce/ prevent hospital admissions</li> <li>○ Promote and market Assistive Technology solutions and self-care to Nottingham Citizens and professionals as a solution to support independent living. Develop referral pathways</li> </ul>
<p><b>3. Ensuring homes in the private sector are safe, well managed and help to protect the health and wellbeing of residents</b></p>	<p>Raising standards, engaging landlords, enforcement against rogue landlords, promotion of rights and responsibilities and pathways of support</p>	<ul style="list-style-type: none"> <li>○ Utilise regulatory and non-regulatory activity to reach more households and to deliver healthier homes</li> <li>○ Provide support for tenants in the private rented sector to access housing, health and financial help</li> <li>○ Provide a single point of contact for households and stakeholders in relation to private rented housing conditions</li> </ul>
<p><b>4. Developing the financial resilience of Nottingham citizens</b></p>	<p>To mitigate against the impact of welfare reform and help support household economic development</p>	<ul style="list-style-type: none"> <li>○ Contribute to the development, implementation and review of the Financial Resilience Plan for Nottingham</li> <li>○ Take a strategic approach to coordinating promotion of initiatives to tackle fuel poverty</li> <li>○ Train health and social care professionals to improve understanding of how reductions in household budgets may impact negatively on health and wellbeing</li> <li>○ Social Housing Landlords develop Welfare Reform action plans to mitigate the impact of changes</li> </ul>
<p><b>5. Enabling local partners to</b></p>	<p>Understanding how wider work</p>	<ul style="list-style-type: none"> <li>○ Support agencies and providers across the health, housing and social</li> </ul>

<b>identify and fulfil their role in homelessness prevention as well as meeting ...the health and wellbeing needs of homeless people</b>	contributes to preventing the risk of homelessness and that if people do become homeless there will be negative consequences on an individual's health and wellbeing	care sectors to understand their contribution to preventing homeless and how preventing homelessness contributes to improved health and wellbeing <ul style="list-style-type: none"> <li>○ Identify and address barriers to homeless people in accessing health services</li> <li>○ Implement the recommendations developed through the Mental health Homeless task group</li> </ul>
--	--	--

### *Health and Housing Partnership Group*

A new Health and Housing Partnership Group (HHPG) was set up to fulfil and progress the action plan and to track accountability. Members of the group bring strategic and operational oversight from the statutory and voluntary sector and understand what needs to be delivered and take the necessary decisions to make it happen. The group is chaired by the Director of Public Health and driven at a senior level by the Director of Housing at Nottingham City Homes. It has a governance structure which allows it to report to the Health and Wellbeing Board.

Since the inception of the HHPG two sub-groups have been formed to deal with specific areas of work. One has focussed on energy in the home and the other has refreshed the protocol between housing and health to prevent the discharge of people from hospital into homelessness.

The emerging cross-sector connections within the Health and Housing Partnership Group are supporting conversations about what we need from each other to help evidence and decide what should be done in partnership locally to improve health and wellbeing through housing. Furthermore, providing an arena which gets everyone in one place for a focussed conversation is enabling improved coordination of activity and prompted collective discussions that were previously taking place in pockets. However, there is still work to do to improve the functionality of the group and sustain the commitment and momentum that has been achieved so far.

Nottingham was recognised at a national level as one of the first local areas to develop a Memorandum of Understanding. Having a MoU provided the background needed to explain why housing should also feature in the local Health and Wellbeing Strategy (which now contains an environment theme with a housing priority<sup>11</sup>). Though we have established good foundations for the integration of housing with health at a local authority level, we need to ensure this continues to be embedded within a complicated, new and changing wider strategic context.

### *Housing and NHS Sustainability and Transformation Plans*

In 2014, NHS England published the Five Year Forward View, a plan to save the NHS in England £22bn a year. A year later, planning guidance was published which announced the expectation for local authorities and NHS organisations to collectively

---

<sup>11</sup> [Health and Wellbeing Board](#)

develop placed-based Sustainability and Transformation Plans (STPs) to implement the Five Year Forward View locally.

The plans are partnerships between Clinical Commissioning Groups (CCGs), NHS trusts, and local authorities and are designed to transform culture and outline how sectors will work together locally to 2021 to improve care, health and wellbeing for people in their area.

As well as focusing on better integration between health, social care and other local authority services, the STPs cover all aspects of NHS spending. The STPs have been designed to address gaps in health and wellbeing, care and quality, finance and efficiency.

The country has been divided into 44 footprints and Nottingham and Nottinghamshire are joined together within one.

<p>The Nottingham and Nottinghamshire STP was published in 2016 and has five high impact areas as follows:</p> <ol style="list-style-type: none"><li>1. Promote wellbeing, prevention, independence and self-care</li><li>2. Strengthen primary, community, social care and carer services</li><li>3. Simplify urgent and emergency care</li><li>4. Deliver technology-enabled care</li><li>5. Ensure consistent and evidence-based pathways in planned care.</li></ol>	<p><b>Principles for Improving Care and People’s health and Wellbeing</b></p> <p>We have established a number of principles which underpin our Plan:</p> <ul style="list-style-type: none"><li>- People will be supported to be as independent as possible, both adults and children</li><li>- People will remain at home whenever possible</li><li>- Hospital, residential and nursing homes will only be for people who need care there</li><li>- Resources will be shifted to preventative, proactive care closer to home</li><li>- Organisations will work together to ensure care is centered around individuals and carers</li><li>- The mental and physical health and care needs of the whole population will be addressed, making best use of public funds.</li></ul>
---	--

Our Memorandum of Understanding helped raise the prominence of housing as a workstream during development of the Nottingham and Nottinghamshire Sustainability and Transformation Plan<sup>12</sup> and we are now one of the only footprint areas where the importance of social determinants of health are recognised and improving housing and the environment is included as one of the supporting themes. The Nottingham and Nottinghamshire STP states:

“It is critical that people, particularly those who have high levels of need, have suitable accommodation that keeps them warm, safe and secure. We will work with partner organisations to establish clear housing standards and offer suitable housing while improving the housing workforce’s understanding of health issues”

<sup>12</sup> <http://www.nottinghamcity.gov.uk/health-and-social-care/adult-social-care/sustainability-and-transformation-plan-stp/>

**The STP Housing and Environment Theme has the following five strands:**

1. Support people to live independently at home
2. Improve private sector standards
3. Provide healthy takeaway options
4. Integrate planning and development
5. Reduce health impact of air pollution

**There are nine main areas activity within the STP Housing and Environment Theme as follows:**

1. Support health professionals through single point of contact for housing referrals
2. Develop a common hospital discharge scheme
3. Develop a common approach to home adaptations
4. Develop a common referral pathway for assistive technology at home
5. Develop Nottinghamshire Health and Housing profile
6. Expand 'Warm Homes on Prescription'
7. Extend Healthy Option Takeaway Campaign
8. Develop Air Quality Strategy
9. Embed health impact assessments into Local Plan Development

*Accountable Care Systems*

NHS England now expects the Sustainability and Transformation Plans to evolve into Accountable Care Systems as the vehicle for achieving transformation to full integration and to deliver the savings envisaged. In an Accountable Care System (ACS) several healthcare organisations agree to provide all health and social care for a given population<sup>13</sup>. The ACSs will integrate funding for, and be responsible for delivery of, all health and social care within a geographical area. In June 2017, Simon Stevens, NHS England's chief executive, told delegates at the NHS Confederation conference that eight of the most advanced STPs in England would be the first to evolve into ACSs. The Greater Nottingham Transformation Partnership is one of these first eight Accountable Care Systems being developed in the country.

One of the principle drivers behind an Accountable Care System is that it is expected to join up systems that have previously functioned independently. The intended result is that people receive the treatment and care they require as a complete package rather than specific elements being addressed separately. The Accountable Care System seeks to achieve this through the introduction of:

- an overarching contract specifying expectations
- an alliance of commissioners
- a framework of providers who take responsibility for delivering a range of services that meet the needs of a defined local population

---

<sup>13</sup> An Accountable Care Organisation (ACO) is a body that manages the agreements to establish such a system and is accountable for all care. Distinctions between ACSs and ACOs are often overlooked, and the two terms are sometimes used interchangeably. All STPs should become ACSs over the next few years, but it is expected to be several years before the ACSs formally become ACOs.

This shift to a system of enhanced cohesion between service areas, with principles that seek to minimise silo working, provides a unique opportunity for the health and social care sector locally to consider the contribution and role of housing (and particularly housing related support services and supported accommodation provision).

Within the Nottingham Memorandum of Understanding we have clearly articulated that the housing and support sector have a critical role to play in the prevention of poor or deteriorating health and wellbeing, as well as enabling people to live well independently for longer, avoiding the need for costly health and social care interventions.

Therefore, the housing and support sector should be fully engaged in the development of the Greater Nottingham Accountable Care System and invited to participate in the collective exploration of opportunities for the reconfiguring, co-designing and commissioning of services that meet mutual and multiple cross-sector outcomes. It is by involving the housing sector at this stage that a truly comprehensive and preventative system can be introduced and deliver savings to the health and social care sectors in the longer term.

#### **Theme Four: Key actions 2018-2021**

1. To embed housing and housing related support within the developing Greater Nottingham Transformation Partnership
2. To review the Memorandum of Understanding action plan and the functionality of the Health and Housing Partnership Group to ensure that meaningful activity is maximised
3. Refresh the Housing chapter of the JSNA and progress housing and homelessness recommendations
4. Ensure that health and social care colleagues have access to information on housing support / pathways to facilitate social prescriptions and homelessness prevention
5. Promote self-care and home based solutions that support independent living
6. Plan and deliver four themed sessions of the HHPG per year
7. Take a strategic approach to coordination of initiatives to improve energy efficiency and tackle fuel poverty via a new strategy

## **Theme Five: Housing's role in strong local communities**

### **What this theme is about**

“Housing”, as both a physical, dominant presence in the built environment and as a service provided by a range of organisations, plays a major part in the appearance, quality, and attractiveness of the neighbourhood and the overall wellbeing of a local community. However the role it plays can be much more than merely providing places to live. Housing, and housing providers can shape places in a way that greatly improves both the physical quality of the local neighbourhood, but also the quality of lives of the people living within it. This theme sets out the way in which housing providers will play their part in supporting strong, healthy and prosperous communities in the city.



### **The Challenges**

The background information about Nottingham earlier in this document shows that although Nottingham is a prosperous, growing city whose city centre is a popular destination, some of its neighbourhoods are amongst the most deprived in England. The economic effects of the financial crash of 2008, plus welfare policies that have impacted on people reliant on benefits have left many communities in real need of intervention in order to spread the prosperity of the city more evenly.

Although there has been significant investment in the social housing stock through the decent homes programme, some of the neighbourhood environments in which it is located are now tired and themselves in need of a programme to improve the appearance of our estates, particularly boundaries and communal areas. Properties which are not owned by the council can become run down, particularly if they are empty, and undermine a neighbourhood. Many parts of the city have multiple tenures or multiple landlords, which in itself presents a challenge to ensure that all providers or landlords are making a contribution to the upkeep of the local environment.

The effects of two waves of welfare reform have, as noted, had a significant impact on some Nottingham communities. Partners have worked closely together to try to mitigate these, and we will continue to do so. The roll out of Universal Credit, due in June 2018, will be something that will require planning and cross-agency working if we are to ensure that communities are not to be further negatively impacted.

Housing can have both a negative and a positive impact on the environment, and therefore on local communities and neighbourhoods. It should be the aim wherever possible to ensure that new housing enhances the local environment and that its development causes minimal negative impact. New homes should also be sustainable with their energy performance to the fore as we strive for low to zero carbon by 2050.

Finally, Nottingham is a very diverse city and has welcomed wave after wave of new communities over the decades. This process continues, but it presents challenges to

ensure that local communities remain cohesive. The city also has a very large student population, and the housing issues raised by this are felt very keenly in a small number of areas close to the two universities. The housing strategy needs to continue to address this issue, even though data suggests the number of students living in traditional housing which is now shared is reducing.

## **The Approach**

### *The local economy and jobs*

Some of our estates are where employment initiatives are most needed as they have some of the highest unemployment levels in the city. There also low skill levels, making it difficult for people to find jobs. Nottingham City Homes has a tenant academy which, amongst a number of other things, offers employability courses. This gives tenants the skills to enable them to find employment in a range of sectors – including within NCH itself.

NCH has had an excellent record on apprenticeships, particularly linked to its asset management programme, but also across the company and in conjunction with its contracting partners.

NCH's Tenant Academy delivers a programme of free training opportunities and in 2016/17 saw 400 residents take part in 90 courses to increase their confidence, qualifications and skills. In its first year of operation, the Academy helped generate savings for the state of around £38,000 by reducing worklessness and improving qualification levels.

Housing providers are increasingly recognising the role they have to play in assisting their tenants into work. This makes sense in two ways: Firstly, it helps to build stronger communities through more people being in work, and secondly, at a time when welfare reform is negatively impacting tenants' ability to pay their rent it is a way of better securing income. This activity is encouraged and its growth is an action for this strategy. As part of the Care, Support and Enablement (CSE) framework, more jobs are likely to be needed in the care sector, and this could be a particular focus for tenants.

In its new Corporate Plan 2018-21, Nottingham City Homes has as one of its key goals "To diversify our services, re-investing in our communities", and sets out how it will continue to make a significant contribution to the local economy and the communities it serves via activities across the group. Housing and construction is an important sector in the local economy which currently has skill shortages that are likely to be exacerbated by the UK's withdrawal from the European Union. Offering jobs and apprenticeships in house building and construction will have benefits for the industry and local communities.

### *Physical activity and health*

We have already seen in Theme Four the significant impact on health and wellbeing that housing can have through focused interventions. Housing providers can also play



a part in getting people more active and as a consequence healthier. NCH has delivered an award -winning initiative called 'Fit in the Community', which supports tenants to take part in and then run fitness initiatives in their communities. Greater physical activity is also supported by the provision of space for play when building new housing.

### *Improvements to the physical environment*

As noted above, there are a number of estates managed by NCH where the exterior environment has not kept pace with the improvements to the homes that the decent homes programme has achieved. NCH has therefore put in place a “decent neighbourhoods” programme to address this. The programme, funded via the Housing Revenue Account (HRA) capital programme, and also utilising Area budgets is delivering a number of environmental improvements, tackling poor quality boundaries, paths, steps, parking areas and landscaped areas. Through the programme the public realm parts of our estates will be made far more attractive, tidier and easier to maintain. Additionally, other sources of money to support these schemes will be used.



*Decent Neighbourhoods: Duchess Gardens, Bulwell – before and after*

The HRA is responsible for the upkeep of a range of different assets as well as council homes. This includes amenity land, playgrounds and a significant estate of retail units. Some of these are also in need of upgrade and improvement. A HRA shops strategy will be developed to inform investment decisions to improve shop parades and increase footfall/income from the units.

Recent work carried out at the popular shopping centre on Beckhampton Road, Bestwood Park shows what can be achieved through relatively small investment:



*Beckhampton Road shops: before and after*

### *Good Design*

Good design does not have to be an additional cost. A well designed neighbourhood usually follows simple rules and creates places where people want to live, where they feel safe, is well connected to facilities and open spaces and is a balanced integrated community. How can good design achieve this? The relationship of the house and the road is crucial to the feel of the public realm (which includes the design of roads). Streets should not only be a place where people, cyclists and vehicles pass through but should feel comfortable enough for people to pause, gather and integrate. The position of the front door of buildings, and their windows should look over and address the street and help create a safe environment through informal surveillance: the occupiers of the property are the eyes on the street. The design of front gardens should encourage residents to come out and maintain their space, creating activity. Even the positioning of parking spaces, be it on plot or on the carriageway is important in helping create street activity and if well designed can help slow traffic, creating a more pedestrian friendly place. Appropriately positioned street trees can soften the environment, help delineate parking spaces and slow traffic and ultimately encouraging less car use. Interesting, direct routes to shops parks and even bus stops help create more pedestrian activity, and therefore a safer and healthier environment. Building design, for example corner features, a change in building height, size or materials help navigation around neighbourhoods as well as adding visual interest. Houses of varying sizes can also encourage a variety of tenure and encourage families to stay into later life, in turn helping create stable less transient communities, where residents feel they belong, contributing to a sense of place. Good design can also create safer communities and reduce the fear of crime.

### *Housing association contributions*

A key objective in the Council Plan (and therefore in this strategy) is to support housing associations to improve their management and maintenance. The role that housing associations play in delivering affordable homes for people in housing need and making a contribution in neighbourhoods has long been recognised in Nottingham,

and the city has a number of key players with who the Council has long standing partnerships. As part of the desire to see quality across all tenures, social housing providers have signed up to a “Greater Nottingham Standard”<sup>14</sup> for social housing, a framework which sets expected levels of performance for providers in key areas of their operations in order to drive improvement. The Greater Nottingham Standard will enable providers to demonstrate that they deliver in the city and that irrespective of who the landlord is, services to tenants in the city are of a high quality. It will also enable them to highlight the considerable contributions they make beyond their traditional housing role.

#### *Local Area Involvement and collaboration*

Although there are some large housing association estates in Nottingham, quite often their properties are located in parts of the city containing a mix of both tenure type and multiple landlords. It is critical that in these areas the housing providers concerned work in a collaborative way to keep neighbourhoods clean and attractive. It is therefore one of the requirements of the Greater Nottingham Standard that housing associations participate in the regular neighbourhood activity organised by the Council’s Area Teams, such as weeks of action and engage with the multi-agency Neighbourhood Action Team (NAT) meetings. Private landlords also have a role to play here, and the Council’s scheme of selective licensing will increase the level of engagement from landlords, whilst also compelling them to manage their properties effectively and dealing with neighbourhood issues originating from their properties.

#### *Tackling ASB and crime*

Parts of Nottingham unfortunately suffer from high levels of antisocial behaviour (ASB)<sup>15</sup> in various forms such as fly tipping, noise, vandalism and littering. The reduction of crime and ASB is a key objective for the City. Social housing providers have a number of tools available to tackle ASB in partnership with the Police and Community Protection officers. All have targets relating to ASB, and via the GNS their performance in this area will be monitored. Tackling ASB and crime in the private rented sector is one of the main objectives of the city’s selective licensing scheme.

Housing can have a role in crime prevention: better security (eg target hardening) can reduce burglary (the main crime feared by residents), and providers can include certain types of crime which will breach conditions within their tenancy agreements. The Council is introducing drugs, guns and knife crime (an increasing problem) as grounds for possession.

#### *Resilience against the background of welfare reform*

The policy context of this document shows that continuing welfare reform, particularly Universal Credit and the Local Housing Allowance cap poses a significant risk to the

---

<sup>14</sup> It is a Greater Nottingham initiative as many RPs manage homes across the Nottingham conurbation, not just in the city.

<sup>15</sup> Evidence from Selective Licensing proposal

economic and financial health of communities, particularly those with predominantly social housing. Statutory and voluntary agencies will need to work together to mitigate the negative impact, and try to bring a consistency of approach. One of the main concerns must be to support the PRS – both landlords and tenants – so that the advent of UC does not bring a big increase in evictions and homelessness.

### *Community cohesion: Nottingham Together*

Nottingham continues with its strong tradition of welcoming significant numbers of people from around the world, adding to the rich diversity in our area.

In recent years the city welcomed asylum seekers, as well as migrants from eastern Europe, and more recently refugees from Syria, all of whom have contributed towards the diversity of the city, and it is certainly the case that those communities continue to integrate into the economic and cultural life of the city.

We are aware that some communities remain more marginalised and vulnerable to exploitation than others, and this can often manifest in lower housing standards. The Council is committed to addressing poor housing in the City's private rented sector whilst simultaneously ensuring that displaced households have an available housing solution, and in order to help address this the City's Engagement and Cohesion Teams, under the Nottingham Together banner, funded by central government's Controlling Migration Fund, are working to assist our new and emerging communities with those challenges.

### *Student housing and rebalancing*

Some parts of the city, most notably Lenton, have become dominated by student housing over the past twenty years, leading to a situation where communities are imbalanced and the local infrastructure no longer supports families.

The Council has sought to address this by policies such as a city-wide Article 4 Direction requiring planning permission for any new HMOs, and the implementation of an Article 7 Directive on the use of lettings boards, helping to radically improve the appearance of areas with large numbers of student houses. Additional Licensing has brought most student HMOs into a robust regulatory framework.

The Council continues to favour the provision of purpose built student accommodation as a way of providing an attractive alternative to student HMOs. There has been considerable growth in this area over the past few years, and our data shows that it has near 100% occupancy rates. This, it is hoped, will bring back family houses into more mainstream use. As this transition occurs we need to be prepared to support this change. For approximately four years now a small group of partners from the Council and the community have been exploring potential ways in which Lenton can respond positively to the area's changing housing market dynamics as part of a programme called "Changing Lenton". The Council will continue to support such initiatives.

### **Theme five: key actions 2018-2021**

1. Continue to encourage and support housing providers' participation in employment and training programmes
2. Carry out further environmental improvements via the "Decent Neighbourhoods" improvement programme
3. Develop a strategy to sustain the economic viability of HRA shops
4. Improve the management and maintenance of housing association homes through the Greater Nottingham standard
5. Ensure housing association engagement at neighbourhood level
6. Contribute to the City's overall ambitions to reduce crime and ASB
7. Through strong partnerships mitigate the negative impact of welfare reform across all tenures, building financial resilience
8. Ensure that new housing development enhances the local environment and delivers sustainability within neighbourhoods
9. Deliver housing solutions within the Nottingham Together programme
10. Continue to work with the community to support areas experiencing housing market change

## **Meeting the diverse needs of the City and ensuring equality**

The data about Nottingham at the beginning of this strategy shows how diverse the City is in terms of its population. This strategy has shown throughout that the City's housing needs will not be met through a "one size fits all" approach. Therefore the particular needs of specific sections of the community need to be considered. This will be done in some of the following ways:

- Homes that meet the lifetime needs of citizens, particularly those with disabilities
- Age-friendly environments
- Specialist housing to meet specific needs
- Equal access to social housing via allocations policies

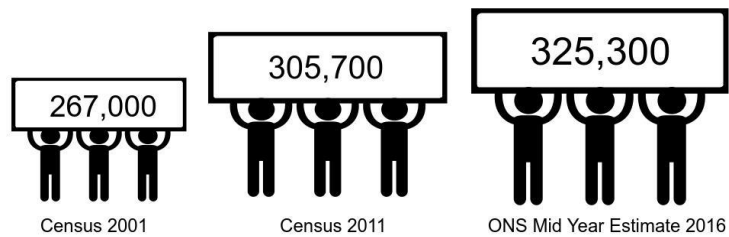
An equalities impact assessment (EIA) has been carried out for the strategy to fully assess the potential positive and negative impacts for Nottingham citizens across the 'protected characteristic' groups. Specific equalities issues were raised during the consultation on the strategy which took place in April and May 2018. These were noted in the EIA and have influenced the final draft of this document.

## **Measuring our success**

The key actions for the strategy have been listed at the end of each theme. The progress in delivering these will be measured by key performance indicators and milestones for each action and regularly monitored.

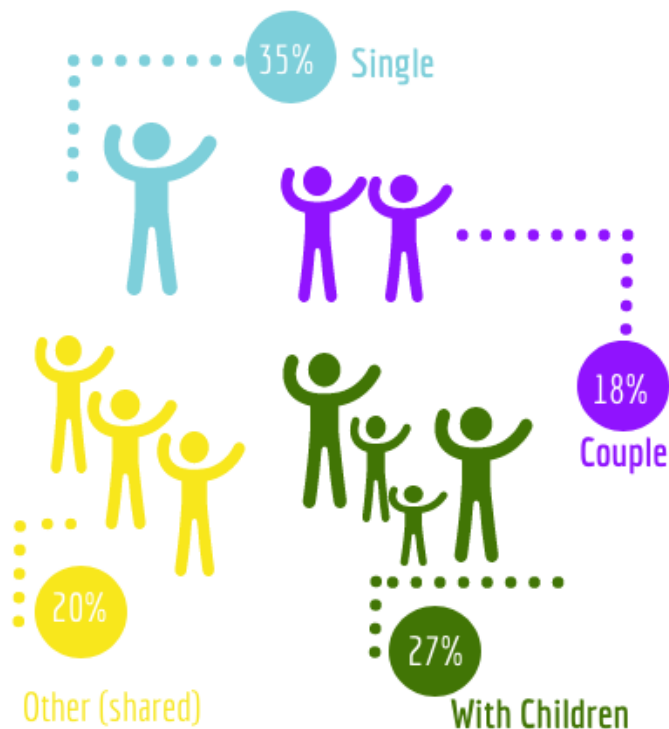
## Appendix One: About Nottingham

### Our Citizens

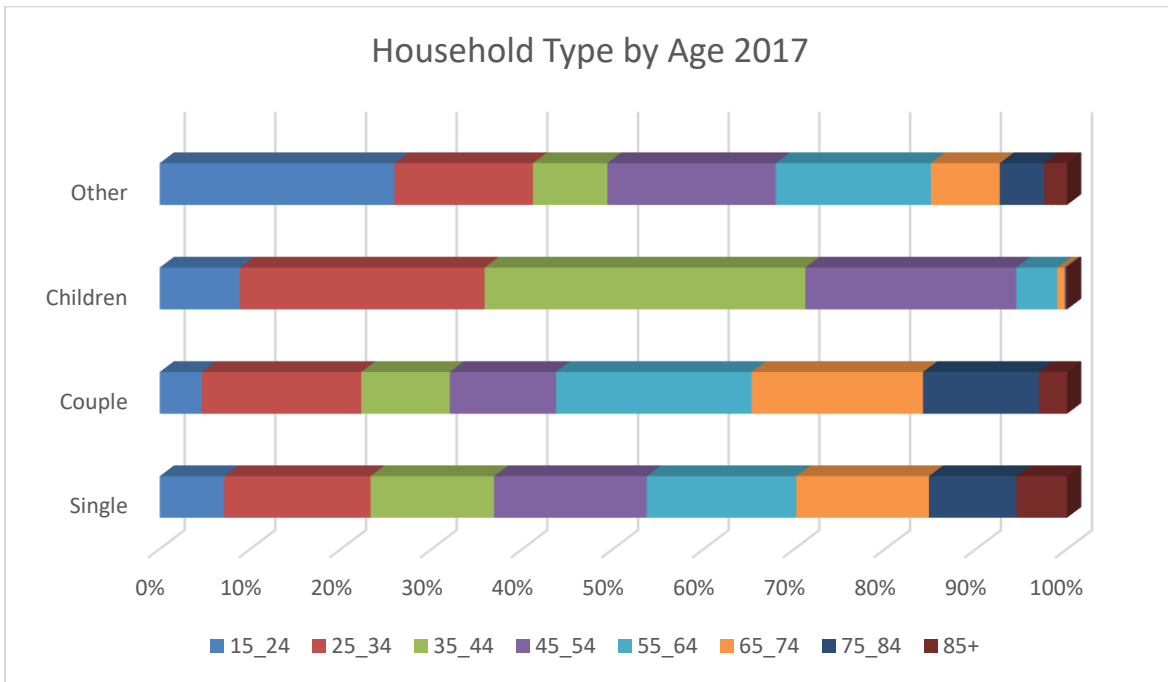


The city's population now stands at 325,300 (ONS mid-year estimates 2016) which is an increase of 22% from the 2001 census and 14.5% since the 2011 census.

Nottingham's population is distributed across 132,811 households (ONS Household Projections 2016), with single person households being the most prevalent.

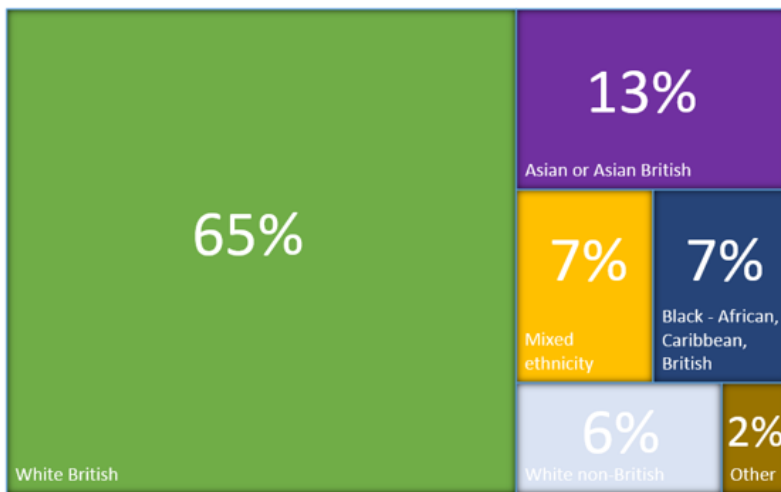


The most prevalent age cohort among single person households is 45 to 54, however there will be many younger single person households sharing accommodation and therefore recorded as “other”, which is also the case, albeit to a lesser degree, for households aged 75 and over.



**Ethnicity:**

At the time of the Census 2011 65% of our citizens are White British, a drop of 16% for the same ethnic group during the Census 2001 evidencing an increasingly ethnically diverse community.



Source: Census 2011

Our two thriving universities result in a median citizen age of just 30.

Source: ONS Mid-year estimates 2016



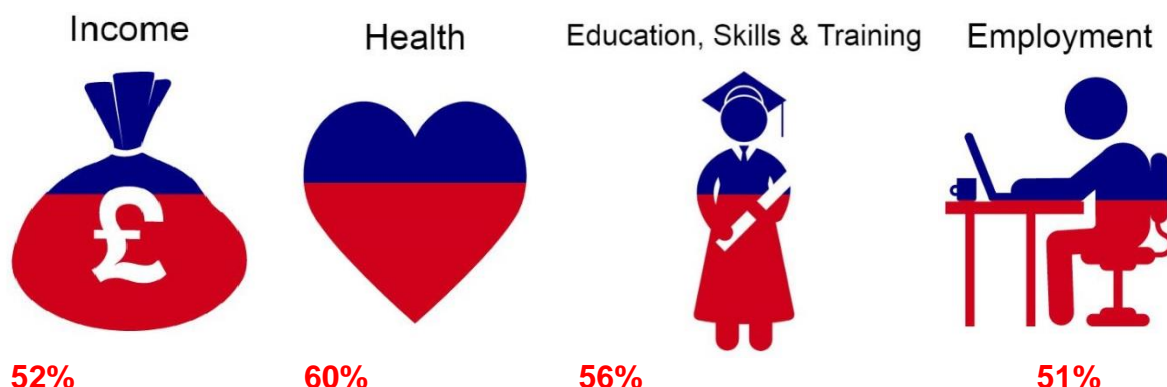
## Households:

### Deprivation & Economy

Nottingham is known to suffer from the high levels of deprivation common in many large UK cities in the midlands and northern regions. Ever since the very first UK Indices of Deprivation (ID) was published in 2000 Nottingham has featured in the top 10% of UK local authorities. The latest ID (2015) saw Nottingham fall to its lowest ranking:



The Indices of Deprivation also provides insight on different facets of deprivation affecting our citizens. Utilising ID data from all Lower Super Output Areas (LSOAs) within the city the images below indicate the proportion of the city suffering from 'extreme deprivation' (i.e. worst 20% in the UK) – shown in **red** by deprivation index.



Nottingham scores better in the 'barriers to housing services' index, although it still has 32% of its LSOAs in the worst 20% of the country. This is also a huge jump from previous ID iterations – less than 5% were in the worst 20% nationally in 2010 - and

serves as a warning that housing and housing services are becoming more difficult to access for many of Nottingham's citizens.

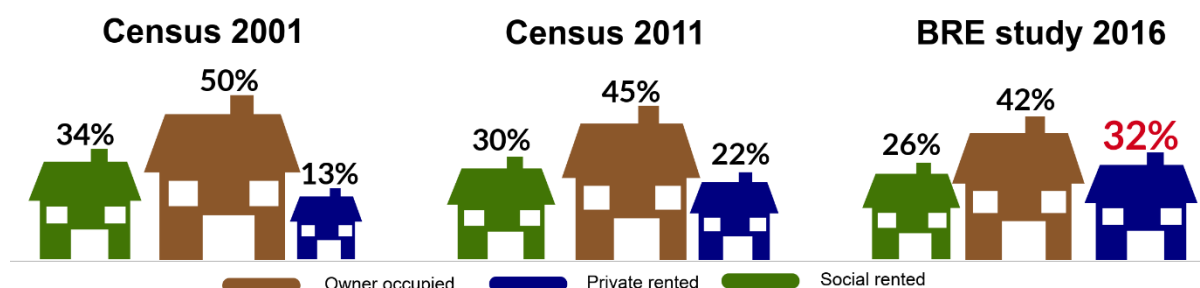
The high levels of deprivation shown in the Indices of Deprivation are underlined by a number of measures that compare unfavourably with the rest of the UK, including worklessness (23.1% in 2016 compared with 15.1% for the UK) and out-of-work benefits claimants, together with low levels of qualifications that can limit the ability to earn or access employment. Nottingham also has a comparatively low proportion of economically active citizens at 66.1%, and of those a high level (7.7%) that are unemployed. Average earnings of those in employment is significantly lower than regional and national levels.

These statistics help illustrate that for many of Nottingham's citizens home ownership is not an option or very limited and/or challenging, Subsequently there is a great dependence upon the rented sector, now dominated by private lets.

### Tenure & affordability

The balance in tenure of Nottingham's 136,000 residential properties has shifted from (excluding owner occupied) social rented to private rented. At the Census 2001 social housing accounted for a third of all homes and private rented just 13%. Fast forward ten years and the private rented sector (PRS) had grown to 22%, outstripping council rented stock for the first time in decades.

This growth of the PRS is akin to that of the rest of the UK, however in Nottingham it has been more pronounced: social housing has decreased while many of the city's residents are not in a position to buy due to low financial resources meaning the PRS has had to plug the gap. The PRS also caters for the city's ever growing student population. In 2016 the council commissioned an independent study by the Building and Research Establishment, which estimated PRS housing made up 32% of all of Nottingham's housing stock.



Since 2012, the Government has continued to implement a range of welfare reform policy measures that have impacted on benefit entitlements and in many cases led to reductions in household income. Over the past five years two major pieces of legislation, the Welfare Reform Act 2012 and the Welfare and Work Act 2016, have been passed by the Government that have significantly altered the way people in England are supported financially by the state and which have reduced the income of a benefit dependent household.

As a result of reduced welfare entitlements including benefit caps, a four year freeze on Local Housing Allowance (LHA) and the spare room (bedroom tax) subsidy, affordability of housing has become more of an issue for many households since the last Housing Plan for Nottingham. This has happened at a time when the amount of lower cost housing available has become more limited, resulting in a distinct disequilibrium between household incomes and housing costs.

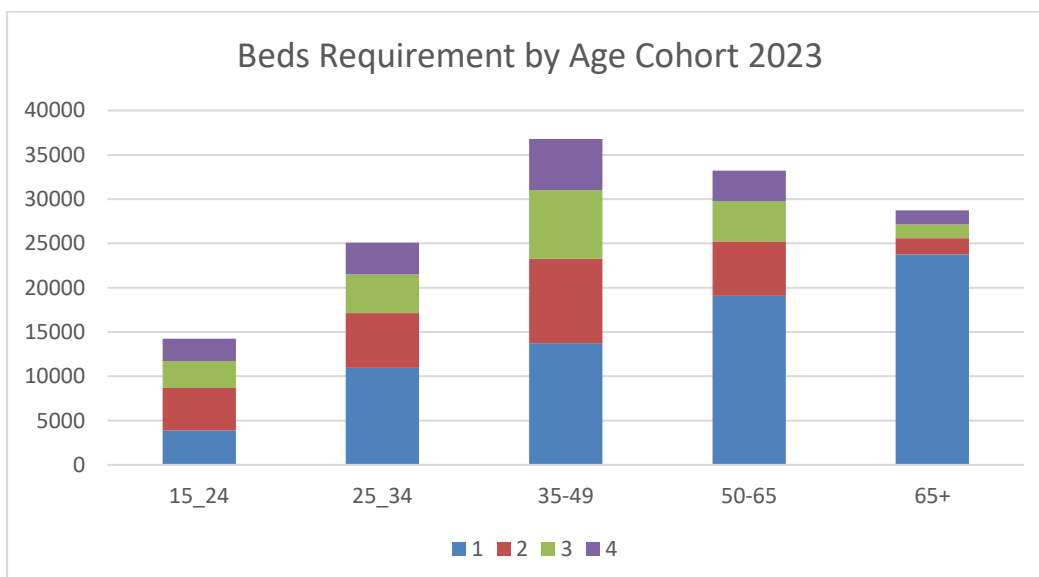
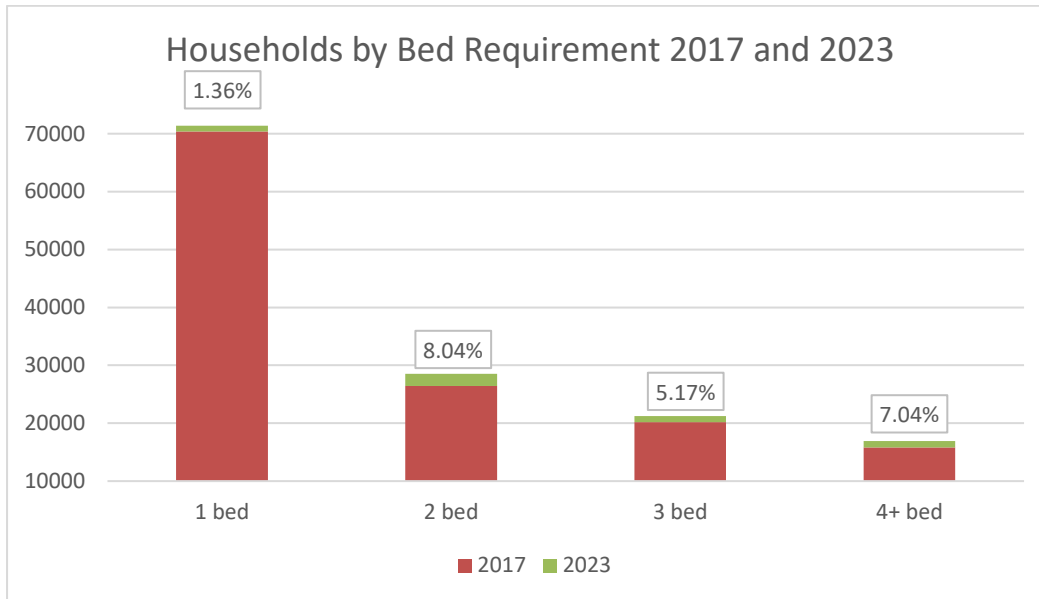
To illustrate this imbalance:

- In September 2017 the average purchase cost of a house was £144,200 (Hometrack 20 Cities Index). This is 5% more than it was in September 2016 but salaries have grown at a lower rate (increasing only 4.6% over 4 years 2012 & 2016) and benefits were frozen and then capped. House prices in Nottingham have recently been growing at a faster rate than most other major cities in the UK.
- Median rents grew between 4% and 7% (varies between property size) between the years to August 2016 and August 2017, with rents for 1 bed properties increasing the most. Again, city incomes are not keeping pace.
- The 30% median rent in the year to August 2017 was £109 per week for a one bed roomed home, £121 for a two bed and £137 for a 3 bed. There is a shortfall in LHA rates (also calculated on the 30<sup>th</sup> percentile of rents) of £13-£18 and rates are frozen until 2019.
- According to Hometrack an average a house would cost 5.6 times the annual earnings of a Nottingham citizen. This is a ratio wider than any reported for Nottingham by ONS since records began in 1997, including the years of housing price boom seen in the mid-noughties.
- Low-cost rented council housing has reduced by 6% over the 4 years between 2012/13 to 2016/17 largely due to an increase in Right to Buy sales and the demolition of problematic stock.

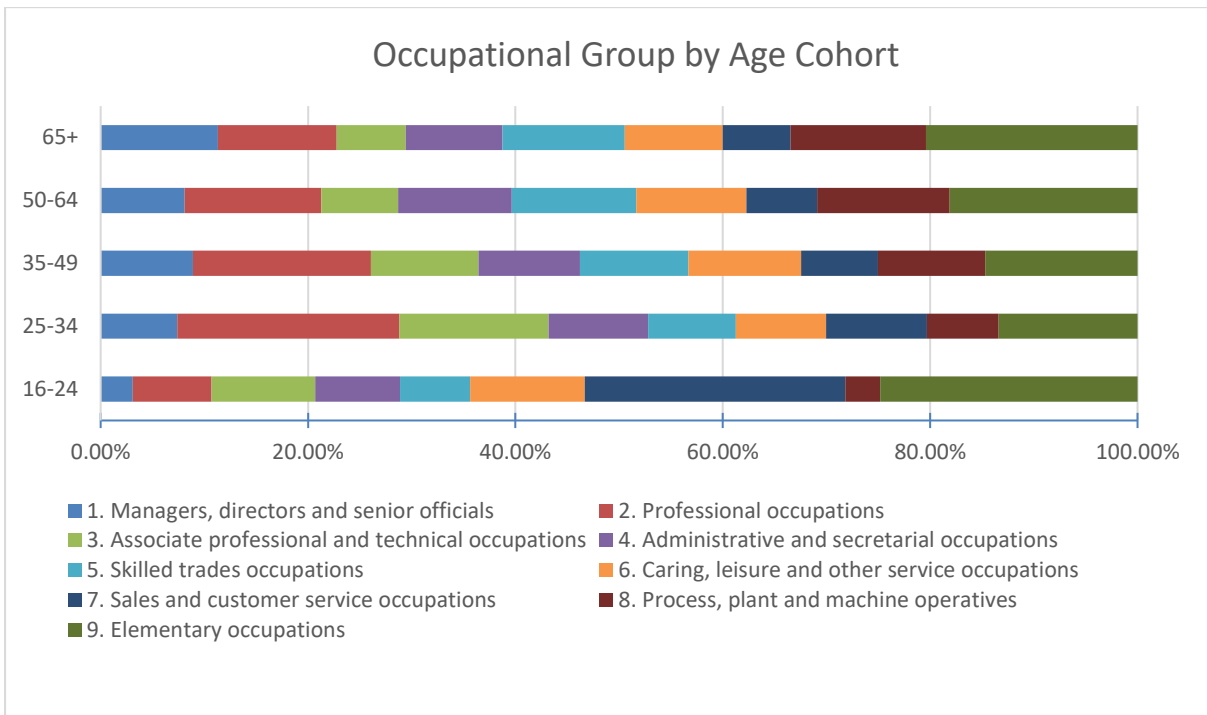
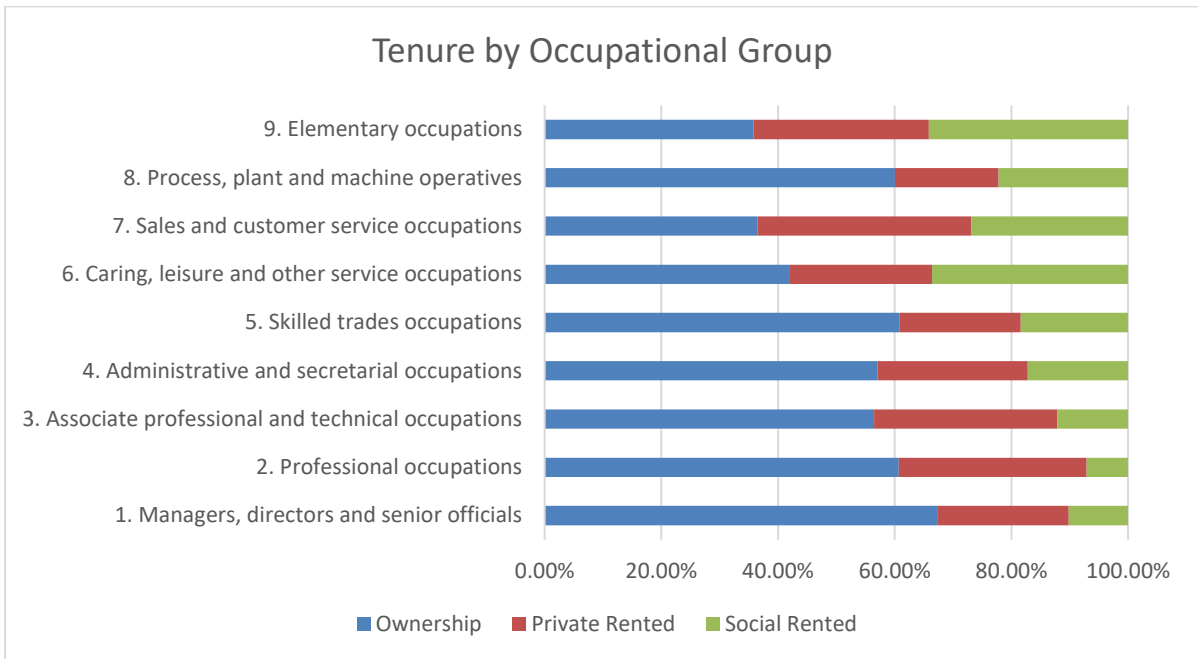
## Appendix Two: Assessing future need and ambition- methodology

Model methodology:

- The model used to forecast the tenure profile required for different employment levels was constructed using household projections and census data.
- The household projections (2016, but based on 2014) provided information of the increase in the number of households, which when taken from the existing stock gives the net requirement. They also provide household composition and age of household.



- Census (2011) data demonstrated the relationship or trends between age, occupational group and tenure.



- Overlaying these relationships on to the household projections, gave the tenure profile that corresponded to the current level of employment in the household population.
- Reducing the percentage of unemployed households and redistributing these proportionately among the occupational groups, gave the tenure profile that corresponded to an increased level of employment.

## Appendix Three: Building Research Establishment (BRE) main findings

The main findings of the BRE stock survey carried out in 2016 were:

- There are 135,399 dwellings in Nottingham, 42% are owner occupied, 32% private rented and 26% social rented.
- 19,413 dwellings in the private sector have category 1 Housing Health and Safety Rating System (HHSRS) hazards. This equates to 19% of properties.
- The BRE HMO model estimates 12,372 HMOs across the city
- 9,307 dwellings in the private rented sector have category 1 HHSRS hazards. This equates to 21% of properties in the private rented sector.
- The highest concentrations of all HHSRS hazards in the private sector are found in the wards of Wollaton East and Lenton Abbey, Dales and Berridge.
- The highest concentrations of fuel poverty (Low Income High Costs definition) in the private sector are found in the wards of Dales, Berridge and Basford and for excess cold the highest concentrations are in Wollaton East and Lenton Abbey, Mapperley and Dales.
- The average SimpleSAP<sup>16</sup> rating for all private sector dwellings in Nottingham is 59, which is better than both England (57) and East Midlands (56). For owner occupied stock the figure is 58 and for private rented stock it is 60.
- The total cost of mitigating category 1 hazards in Nottingham's private sector stock is estimated to be £44.3 million.
- 5.9% (5,881) of *private sector* dwellings and 6.6% (2,880) of *private rented* dwellings in Nottingham are estimated to have an Energy Performance Certificate rating below band E.
- In the private sector stock, there are an estimated 18,014 dwellings with less than 100mm of loft insulation.
- Analysis of the energy efficiency variables indicates that the owner occupied stock has the highest average figures for the majority of variables (SimpleCO<sub>2</sub>, energy and heat demand, energy and heat cost).

---

<sup>16</sup> The **Standard Assessment Procedure (SAP)** is the UK government's recommended method system for measuring the energy **rating** of residential dwellings

