



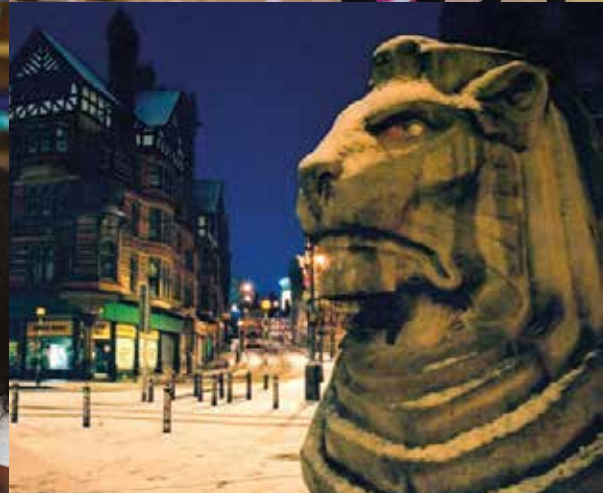
Homes fit for the future

Nottingham's Housing Strategy, 2024-2028



Nottingham
City Council

Housing
Services



Foreword

As the Portfolio Holder for Housing and Planning, it is my pleasure to introduce Nottingham's Housing Strategy for 2024-2028. This document outlines our vision, priorities, and actions for improving the quality, supply, and affordability of housing in our city.

We are committed to driving and enabling regeneration, improving housing standards, and working towards a carbon net zero future. Our goal is to create safe, clean, green communities with good and safe housing where people want to live, and everyone can thrive.

We recognise there are challenges ahead and are determined to meet them head-on. We will continue to work in partnership with our colleagues in the health service, social care, and other agencies to support vulnerable people including older adults, disabled people and those with severe multiple disadvantage, to live independently. We will also strive to prevent and reduce homelessness and rough sleeping, and to make the best use of the available housing stock.

This strategy is aligned with key council strategies such as the Strategic Council Plan, Nottingham's Economic Growth Plan, the Local Plan and strategies covering adults and children's social care. It responds to the national and local context of housing challenges and opportunities and sets out a clear path for achieving our vision to be a city where homes meet the aspirations and needs of our current and future residents.

We are excited about the opportunities and ambitious in our goals. We believe that by working together, we can create a brighter future for housing in Nottingham, and I invite you to join us on this journey.

Councillor Jay Hayes, Portfolio Holder for Housing and Planning





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Executive summary



Nottingham is a diverse, growing and successful city with a strong sense of community and an exciting cultural, heritage, and sporting offer, making it a great place to live, work, and study.

Meeting these growing needs within a footprint of 28.8 square miles, Nottingham City Council is committed to driving and enabling regeneration. We are determined to improve housing standards whilst working towards a carbon net zero future. This includes driving housing growth, enabling housing delivery and regeneration for a green and prosperous Nottingham, and supporting the development of affordable homes for local people. The council is dedicated to working with partners to create safe, clean, green communities with good quality, safe housing where people want to live, and everyone can thrive.

Nottingham is home to a diverse range of people with varying and evolving needs associated with age, health, disability, and levels of vulnerability. We will continue to work with partners to make sure the city has the right mix of housing options and support services that will enable people to live as independently as they can.

This document presents Nottingham's Housing Strategy for 2024-2028, which outlines the vision, priorities, and actions for improving the quality, supply, and affordability of housing in the city.

The strategy is aligned with key council strategies such as the Strategic Council Plan, Nottingham's Economic Growth Plan, the Local Plan, and strategies covering adults and children's social care, and responds to the national and local context of housing challenges and opportunities.

The vision for housing in Nottingham is that:

Homes in Nottingham meet the aspirations and needs of our current and future residents. People live in safe, warm homes, that they can afford, in vibrant local neighbourhoods where everyone can thrive.

To achieve this vision, the strategy identifies four key priorities:

1. Strategically enabling housing led delivery and regeneration and improving housing standards while continuing the progress towards a carbon net zero future.
2. Making the best use of the available housing stock and supporting the development and acquisition of more affordable homes.
3. Preventing and reducing homelessness and rough sleeping.
4. In partnership with health services, social care and other partner agencies, supporting vulnerable people to live independently.

For each priority, the strategy sets out the current situation, the progress made to date, and the actions planned for the next four years. The strategy also outlines the resources and partnerships that will enable its delivery. An Implementation Plan, which will be subject to the scrutiny of the council's Housing and City Development Scrutiny Committee, drives the delivery of the strategy and gives further detail on the indicators to measure success.

Whilst this document sets out the strategic direction, it is very much a living document that is agile enough to adapt to changes. The City Council has started to maximise opportunities from the new East Midlands Combined County Authority and will continue to be an active partner going forward.

In February 2024, the council revised the Strategic Housing Forum, which is made up of local social housing providers. The council will chair these meetings as the strategic partner and enabler, as well as participating as the major landlord in the Nottingham area.

Furthermore, with the management of council homes returning in-house, there is an exciting opportunity to reboot the relationship with, and accountability to, the tenants and leaseholders-led Housing Assurance Board (HAB).



Framing the context

Our city



Nottingham City Council covers the urban core of a larger conurbation of more than **850,000** people who live, work, study, shop and socialise in the City.

Less than **40%** of this wider population live in the City Council area.



Just over half (**51%**) of people who work in the city do not live in it.

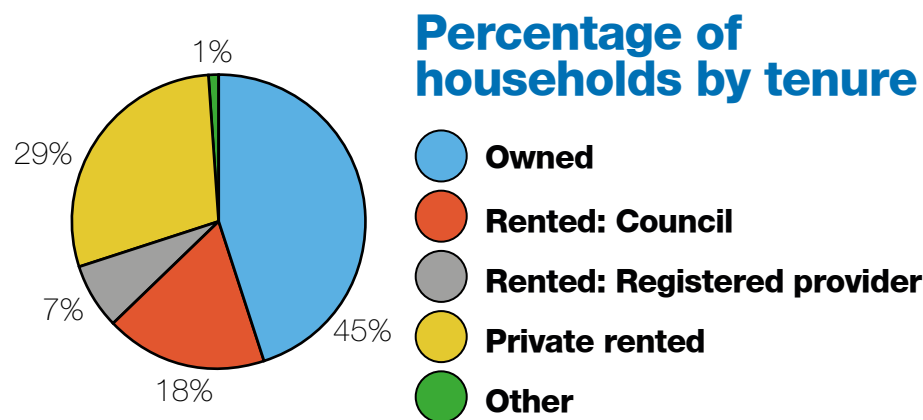


In 2021, **33.7%** of the city's CO₂ emissions originated from its homes.



Two global universities

Around **one in seven** of Nottingham's residents is a student at one of the two universities in the city.



Single households

54.5% of the over 16 year old population in Nottingham live alone compared to **45.5%** in England and Wales.

Healthy life expectancy in the city is **57.4** years for men and **57.1** years for women.



This is six years less for men and seven years less for women, compared to the England average.



Nottingham's net social housing declined by **20.4%** between 1997 and 2023.



Nottingham has **seventh highest** population density outside London. The city's population density is **10 times higher than the average** population density for a local authority area.

The need for homelessness support has increased over the last five years.



Households requesting homelessness support increased by **40%***



Families placed in temporary accommodation, including Bed and Breakfast increased by **231%***



An average of **2,560** households were owed a duty each year*

*In the five years up until April 2023



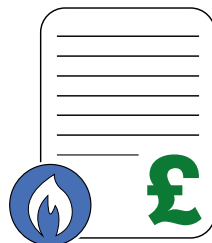
Ethnic minority groups make up 42.7% of Nottingham's population:

- **29%** of homeowners are from ethnic minority groups.
- **34%** of social housing tenants are from ethnic minority groups.
- **48%** of private rented sector tenants are from ethnic minority groups.

Overall 6.0% of homes are overcrowded in Nottingham compared to **4.4%** in England.

7.2% of private rented
8.9% of socially rented
3.7% owner occupation

homes are overcrowded



18.1% of households in Nottingham experienced fuel poverty compared to **13.1%** in England (LILEE, 2021)
20.6% 2020.

Adult Social Care supports around 5,600 people, including:



24% in residential or nursing homes.



29% supported in their own home.



19% through Direct Payments allowing them to shape their own support.



29% supported in other community settings.



Nottingham has the UK's third-lowest Gross Disposable Household Income of **£15,015** compared to the UK average of **£21,679**.



36% of Nottingham households have at least one person with a disability living there.

The England average is **32%**.



Around 100 eighteen year olds leave care placements each year, and require support with finding and maintaining a home.

Our vision

Having good quality safe homes for everyone in our city is important for many reasons. Where we live affects our health and wellbeing, our quality of life, and can shape our children's futures. People who are well housed find it easier to access the services they need and stay independent. It also gives households stability, a sense of identity and is part of making thriving and safe communities.

Housing is also a key factor for economic growth and regeneration – when more houses are built, more local jobs are created and sustained. This also boosts the demand for other goods and services in the economy. Improving the quality and condition of housing can also help to renew urban areas.

As well as meeting residents' needs, homes should meet their aspirations. We recognise the variety of housing needed by an increasingly diverse population, whether that be families putting down roots, graduates and young people seeking their first jobs in the city, young people leaving care, disabled and older people wishing to live independently, or the many other households that call Nottingham home.

We want our neighbourhoods to be safe, clean, green communities with good quality, safe housing where people want to live, and everyone can thrive.

This strategy presents our vision for housing in the city and outlines our plans over the next four years to achieve this.

Our overall ambition for housing in Nottingham:

Homes in Nottingham meet the aspirations and needs of our current and future residents. People live in safe, warm homes, that they can afford, in vibrant local neighbourhoods where everyone can thrive.

In order to achieve this vision, we have identified four key priorities as follows:

Key priorities

1. Strategically enabling housing led delivery and regeneration and improving housing standards while continuing the progress towards a carbon net zero future.
2. Making the best use of the available housing stock and supporting the development and acquisition of more affordable homes.
3. Preventing and reducing homelessness and rough sleeping.
4. In partnership with health services, social care and other partner agencies, supporting vulnerable people to live independently.

How we will deliver on these priorities is explored in more detail in the section, **Our Priorities**.

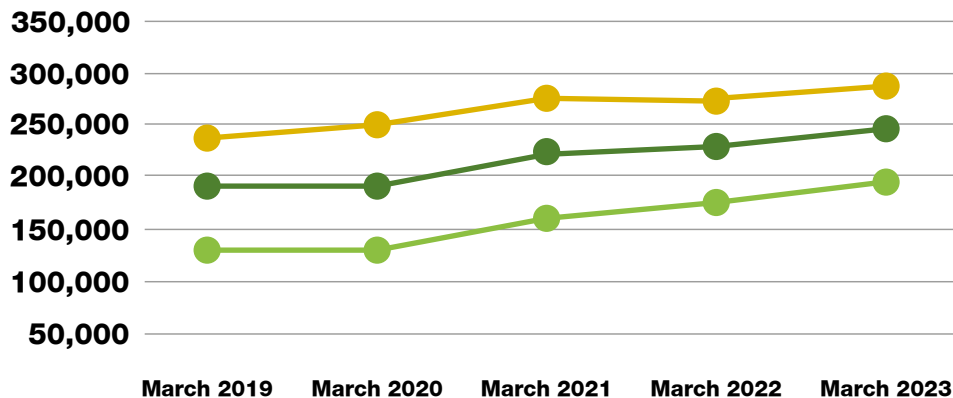


The housing market

The housing market has changed nationally and locally over the last few years. House prices and rents have increased, and the tenure mix of homes has also shifted locally.

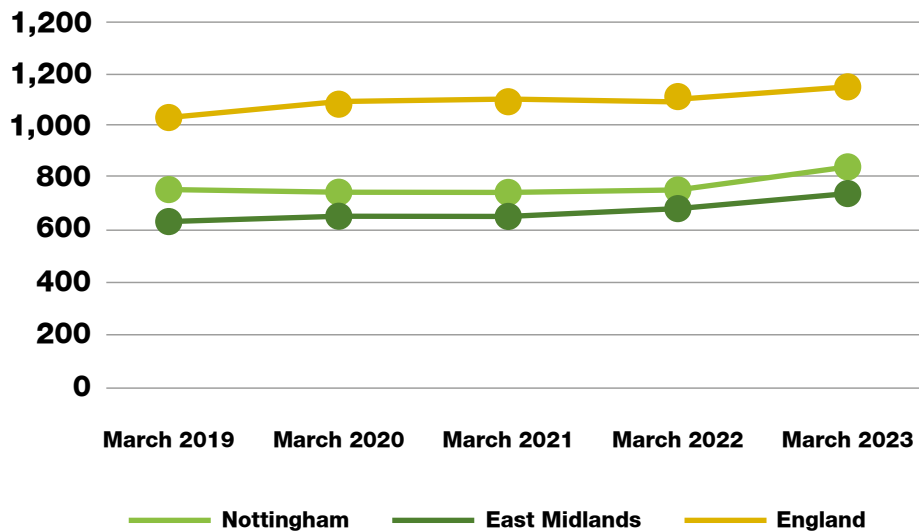
Changes to house prices and rents

Average (median) house prices



Source: ONS House Price Statistics for Small Areas (HPSSAs)

Average (median) monthly rent cost



Source: ONS Price index of private rents

While local rents are below the national average, this has to be seen in the context of average earnings, which are lower in Nottingham and therefore make the private rented sector less affordable here than nationally.

Private rental affordability

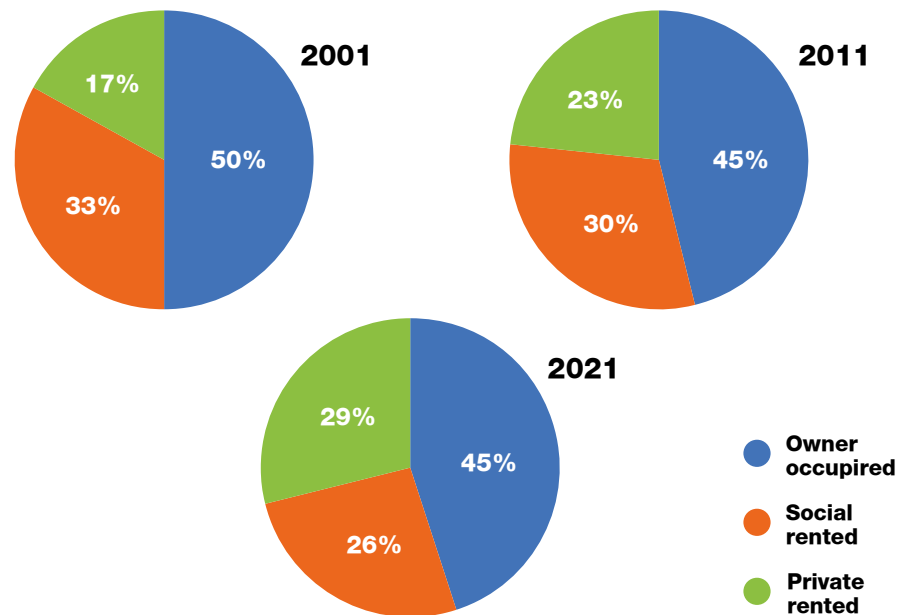
Area	Annual median earnings ¹	Annual median rent costs ²	Proportion of income spent on rent
Nottingham	£23,377	£8,700	37.2%
England	£29,919	£9,900	33.1%

1 – ONS: Private rental market summary statistics in England

2 – ONS: Earnings and hours worked, place of residence by local authority: ASHE Table 8

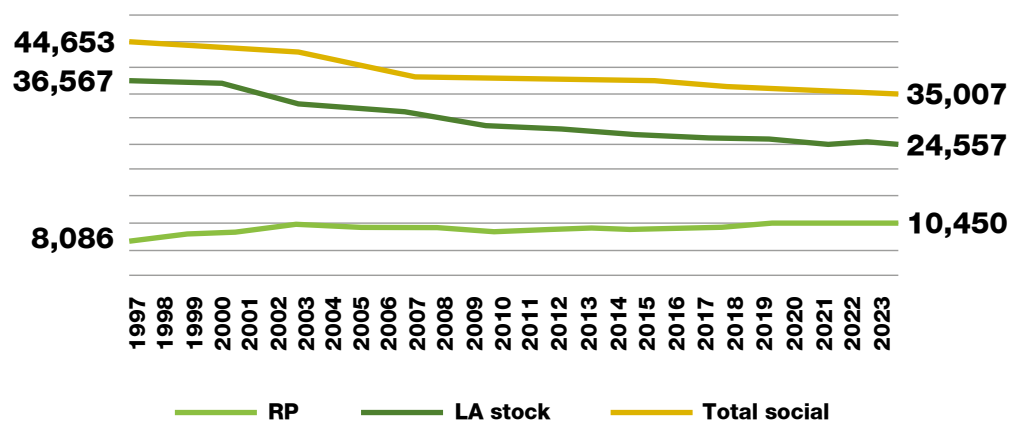
Changes to the tenure profile of the city's homes

Tenure profile in the city over time



Source: Census

Social housing stock in Nottingham



Source: DLUHC

New homes built in Nottingham from 2018 to 2024

Financial year	Number of additional homes	Change to stock of registered provider homes	Change to stock of council homes	Change to social housing stock
2018/19	1,456	69	-510	-441
2019/20	1,806	123	-146	-23
2020/21	1,407	110	-58	52
2021/22	1,722	-40	-202	-242
2022/23	1,943	35	-339	-304

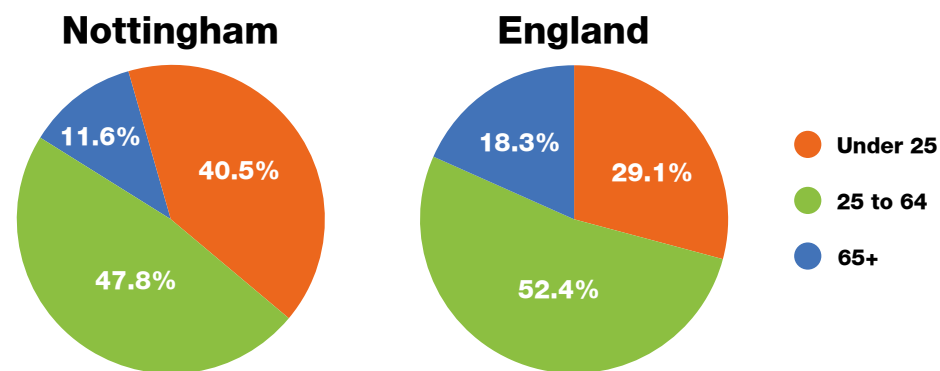
Source: Nottingham AMR report, DLUHC

Population

Nottingham has a relatively high proportion of young adults (under 25 year olds) reflecting the presence of two universities and a relatively low proportion of adults aged 25 to 64 and older people aged 65 and over¹.

The population in Nottingham is projected to increase by **more than 56,000** people by 2041, with the strongest growth being in the 65 and over age band².

Age profile of population



Source: Census 2021

The city is home to a diverse range of people with varying and evolving needs associated with age, health, disability, and levels of vulnerability. The City Council has a responsibility to offer housing provision which is responsive to these needs.

Many people are on low incomes and the city has high levels of deprivation compared to the national average, which can limit the housing options that people have available to them.

1 Office for National Statistics - Census 2021

2 <https://www.gnplan.org.uk/media/5xqcj1bw/iceni-greater-nottingham-and-ashfield-housing-needs-update-2024.pdf>

The level of demand for homelessness support in Nottingham is high and increasing, with the council having to place significant numbers of people into temporary accommodation to meet its duties.

The use of temporary accommodation per thousand of population is currently slightly higher in Nottingham than the average for England, having increased significantly in the last three years.

Total number of households in Temporary Accommodation per 1,000 population

Area	March 2023	March 2020	Percentage increase
England	4.35	3.92	11%
East Midlands	1.33	0.9	48%
Nottingham	4.57	2.68	71%
Manchester	13.02	10.02	30%
Sheffield	1.99	0.59	237%
Birmingham	10.03	7.4	36%
Derby	1.84	0.82	124%
Leeds	0.47	0.1	370%
Greenwich	13.27	11.68	14%

Source: DLUHC Households in temporary accommodation at end of quarter

Housing need and supply

Nottingham is a vibrant, well-connected, ambitious city with a strong sense of community and an exciting cultural, heritage and sporting offer making it a great place to live, work and study. Home to around 323,700 people the city is also the urban core of a larger conurbation of more than 850,000 people who live, work, study, shop and socialise in the city.

Working alongside our partners, the council has striven to meet the city's housing aspirations in recent years, supporting new development for a variety of markets, and helping to diversify the housing offer available for present and future residents. This has included city living, the creation of new neighbourhoods, and the construction of high-quality new council homes.

By encouraging 'city living' the number of people living in the city centre has doubled in the last ten years. Recent city centre development includes newly constructed flats and the redevelopment of previously redundant buildings. Built at density, these homes have made best use of the city's existing buildings and available land. Institutional investors have been attracted to help develop homes to rent, and the city has seen significant investment in new purpose-built student accommodation to help meet the needs of those who choose Nottingham as their place of study.

New family homes for sale have been developed in residential neighbourhoods, and the City Council has delivered a significant number of new council homes for rent to help meet the city's affordable housing need. A new riverside neighbourhood at Trent Basin has been created. These developments have often been part of important regeneration schemes, bringing underused and brownfield land into use and playing a wider role in creating and sustaining attractive neighbourhoods. This has helped meet the city's dynamic housing requirements, while making best use of our available land.

There are approximately 125,000 dwellings in Nottingham, and a population of 323,700 people, rising to a projected 337,360 by 2028. The National Planning Policy Framework (2023) establishes a requirement to 'significantly boost' housing delivery and meet assessed needs. We use the Government's standard method to measure housing need, which uses household projections and an affordability ratio to calculate housing delivery targets.

For the twenty largest urban areas in England, which includes Nottingham, the methodology adds a 35% uplift. The 2024 annual housing need figure for Nottingham is 1,845 additional houses which equates to 7,380 homes over the period 2024/25 to 2027/28. (Note that going forward, the Government's standard method will result in a different figure being calculated each year).

Housing tenure and condition

The pattern of housing tenure in Nottingham has changed over the last twenty years. The private rented sector has increased over this period and has now become the largest rented tenure, having overtaken the social sector which has declined in size.

Home ownership, although still the largest tenure, has also been in decline. Compared to the rest of the country there is a relatively high proportion of social rented and private rented housing in the city, and home ownership is some way below the country's average.



Comparison of tenure profile



Source: Census 2021

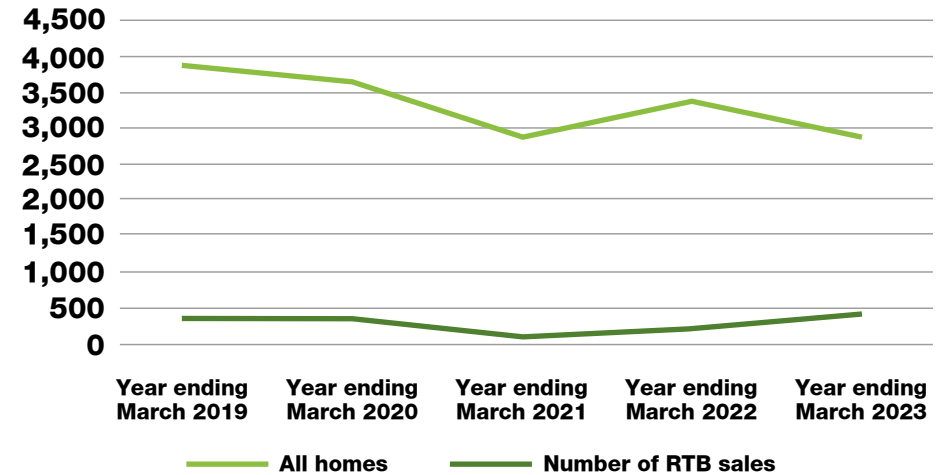
In Nottingham's private rented sector (PRS) rents are rising faster than wages and over the last few years have been rising faster than the UK average. Properties in this sector are also more prone to hazards including electrical, gas, fire safety and damp and mould issues. To help tackle this the council has exercised its powers to introduce discretionary licensing schemes to help improve conditions in this tenure.

For people looking to buy, house prices are relatively low compared to many areas of the country. Even when taking local earnings into consideration the affordability ratio shows that houses in Nottingham are relatively affordable compared to the national average. The city's Housing Needs Assessment³ found that local barriers to accessing homeownership are not just about income or the cost of housing. Factors such as restricted access to capital for deposits or difficulties obtaining a mortgage (for example due to a poor credit rating or insecure employment) are also significant barriers, particularly for first-time buyers.

3 <https://www.gnplan.org.uk/media/5xqcj1bw/iceni-greater-nottingham-and-ashfield-housing-needs-update-2024.pdf>

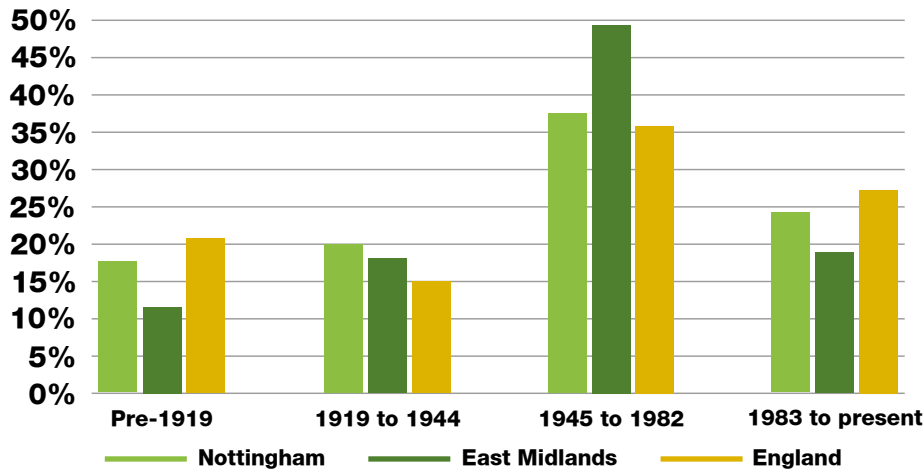
The total number of property sales per year has generally declined over the last five years, however the number of Right to Buy sales have stayed fairly constant although there was a reduction in transactions over the Covid pandemic.

Number of homes purchased in the city each year



Source: ONS

Age profile of the city's homes



Source: VOA, 2023

Broadly in line with the national position over a quarter of the city's houses are older than 100 years old and over half of them are more than 50 years old. Many of these homes do not meet adequate standards of energy efficiency contributing to higher than national average fuel poverty rates in the city.

Comparison of EPC ratings, 2023



Source: ONS and ODC data

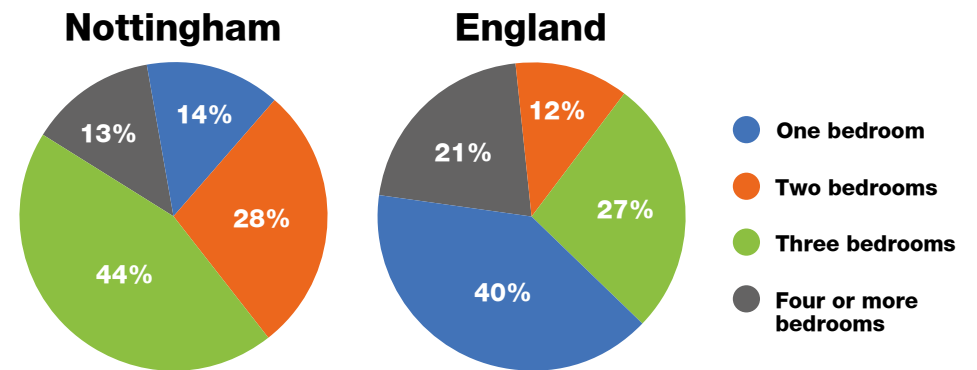
Energy Performance Certificate (EPC) data indicates that Nottingham's housing market has a higher percentage of homes achieving top energy efficiency ratings (A-C) compared to regional and national averages. The social rented sector performs particularly well, with 60% of homes attaining an A-C rating, matching the national average. However, it is the private rented sector that boosts the city's performance above the national average, with 49% of homes achieving an A-C rating, compared to 36% regionally and 41% nationally.

Housing mix

Planning polices encourage the development of larger homes and the stock of homes in the city with three or more bedrooms has increased from 55.6% in 2011 to 57.4% in 2021. Furthermore, the investment in purpose-built student accommodation has reduced the pressure to convert larger homes into houses in multiple occupation.

The proportion of three-bedroomed houses is slightly higher in Nottingham than the national average, but the proportion of four-bedroom houses is some way below the national average.

Number of bedrooms per home



Source: Census 2021

Having a lower portion of larger homes also partly accounts for the fact that 63% of homes in Nottingham fall into the lowest council tax band compared with 24% of homes nationally.

Nottingham City Council has a relatively small geographic administrative area with limited land available for new housing delivery to meet the diverse housing demands of our growing population.

While more than 6,300 new homes were delivered in Nottingham between 2018 and 2022, without further brownfield sites being developed (which will require expensive detoxification), future sites will largely come from regeneration. Densification of existing sites also presents an opportunity for further housing delivery within our limited city footprint.





Strategic context

Governance and operating context

Like many local authorities around the country, Nottingham City Council faces significant financial challenges. To deliver this strategy we will maximise external funding and pursue opportunities for partnership working. It is vital that the council plays its role in enabling and commissioning work that makes sure public services deliver value for money.

A new Combined County Authority has been established for Derbyshire, Nottinghamshire, Derby City and Nottingham City. We will make sure Nottingham benefits from the devolution of housing related powers and funding from Central Government that are set out in the East Midlands Devolution Deal⁴.

In 2023 the City Council brought the management of council homes back in-house. Since 2005, council homes had been managed by Nottingham City Homes (NCH), a wholly owned subsidiary of the council, which was established for the purpose of managing our stock. The council's housing stock was not transferred to NCH ownership; who had previously provided management services for a fee.

The management of these homes has now been brought back to be managed by the council and work is on-going to integrate the services and establish a positive culture for the Housing Service. NCH has retained a small number of properties in its own ownership and management, which deliver some services for the council including temporary accommodation.

For over two years the council had been engaged in a Government intervention which included an Improvement and Assurance Board with statutory powers to help improve our financial standing. The council issued a section 114 notice in November 2023, indicating that we could not deliver a balanced budget for the year 2023/4.

Following this announcement, the Government appointed Commissioners to the City Council who have now started their work and are expecting to be here for the next two years. A key milestone has been the publication of the Nottingham City Council Improvement Plan⁵ in summer 2024. Developed in liaison with the Commissioners the Plan sets out the work involved to ensure the council is a financially sustainable, well-run organisation with a clear direction and purpose.

Our financial constraints will have consequences in terms of the resources available to tackle some of the challenges identified in this strategy, but we remain committed to delivering on our ambition within the context of our financial affordability.

This four-year strategy is both aligned with and deliverable within the context of our rolling four-year budget plan, our statutory duties, and grant funding that covers programmes and projects within the period of 2024 to 2028. The Implementation Plan which gives further detail as to how we will use our resources, will be kept under review, to reflect any future directions of Commissioners and our Improvement Plan.

4 <https://www.eastmidlandsdevolution.co.uk/housing-2/>

5 <https://committee.nottinghamcity.gov.uk/documents/s162777/Draft%20Improvement%20Plan%20-%20for%20Executive%20Board%20160724.pdf>

Strategic Council Plan

The Strategic Council Plan sets out ten high-level outcomes which “*are based on the interventions we think will have the most significant impact on the long-term challenges the city faces, on the things that you tell us matter most to local people, and on the things that we are committed to delivering in 2024 and beyond, within the funding and resources available to us*”.

Our high-level outcomes for Nottingham are:

People

- Child-friendly Nottingham
- Living well in our communities

Neighbourhoods

- Green, clean and connected communities
- Better housing
- Safer Nottingham

City

- Carbon neutral by 2028
- Keeping Nottingham working
- Keeping Nottingham moving
- Improve the city centre
- Serving people well

Under each of these ten outcomes sit several statutory duties which our services are built around.

These include several housing related activities outlined below:

- Local Planning Authority – developing a local plan to guide future development
- The provision and maintenance of safe social housing
- Provision of housing benefit
- Management of building control and planning applications

This Housing Strategy directly supports the vision and themes of the Strategic Council Plan, and seeks to contribute to the goal of making Nottingham residents safe and satisfied in their homes and feeling part of a thriving local community.

Nottingham’s Economic Plan for Growth

Nottingham’s Economic Plan for Growth sets out the city’s plans for achieving economic growth by 2030. The plan centres around a unifying vision to “*Deliver a vibrant, sustainable, and investment-friendly Nottingham that promotes inclusion, secures resilience, and unlocks prosperity for both residents and businesses.*” This vision is grounded in the belief that a truly successful economy benefits all members of the community, not just a select few.

One of the twelve priorities in this plan is to drive housing growth and the plan outlines the following two key actions to achieve this:

- Unlock Nottingham’s potential through innovative use of space, densification, and enhanced collaboration.
- Encourage land assembly.

There is also an aspiration to secure £4bn of regenerative investment into the city to enhance the liveability of the city and improve the city centre and neighbourhoods.

This Housing Strategy directly supports the vision and objectives of the Economic Plan for Growth and contributes to making Nottingham a wealthier city where people want to live and work.

Nottingham City Local Plan

In Nottingham the Local Plan comprises of the Nottingham City Aligned Core Strategy 2014 (Part 1 Local Plan) and the Land and Planning Policies Document 2020 (Part 2 Local Plan).

The Core Strategy sets the overall number of new homes needed and the headline affordable housing target. Although it should be noted that the Government's housing delivery target has now superseded the Core Strategy targets.

Our Core Strategy seeks the provision of 10% affordable housing on developments of 10 to 14 homes and 20% affordable housing on developments of 15 or more homes, subject to viability. This provision requirement is being reviewed and will be updated in the next Greater Nottingham Strategic Plan in due course.



The Land and Planning Policies Document sets out our strategic planning context:

“A key aim of the City Council and its partners is to make sure that the city can provide good quality homes to meet present and future needs and to support the economic development of the city. The city’s housing stock should also help people to meet their aspirations by providing high quality homes from which households can take advantage of economic, educational, social and cultural opportunities.”

“The city’s housing infrastructure currently, however, faces a series of challenges. The city has a relatively high proportion of young adults (aged 15 to 29) reflecting the presence of two universities and a relatively low proportion of adults aged 40 to 64.”

“Many students who live in the city do so in traditional family housing stock, which contributes significantly to the shortage in quality family housing available. In addition, there is a relatively high proportion of social rented and private rented housing in the city and much of the city’s housing is low value with some in poor repair, including some large social housing estates.”

“In addition, despite this, affordability is still a problem as many residents are on low incomes as the city has high levels of deprivation compared to the national average.”

Furthermore, Nottingham is home to a diverse range of people with widely differing and changeable needs associated with age, health, disability and levels of vulnerability and the City Council has a responsibility to offer housing provision which is flexible and reflective of this.”

Carbon Neutral Action Plan, 2020-2028

Nottingham City Council declared a climate emergency in 2019 and developed The Carbon Neutral Action Plan which sets out high level objectives and actions to be a resilient and sustainable carbon neutral Nottingham by 2028.

The built environment, including the city's homes, forms a significant chapter of this action plan and contains several key actions which the council is pursuing as far as possible within available budgets.

Changing Futures: Tackling Severe Multiple Disadvantage

Nottingham city is one of 15 areas in the country to take part in the national Changing Futures programme aimed at improving the experiences and outcomes of people experiencing severe multiple disadvantage (SMD).

The programme aims to develop a system-focused approach and to improve co-ordination between health, social care, housing and the criminal justice service. By bringing together people with lived experience and a range of organisations from the voluntary, community and statutory sector, it fosters collaboration. Changing Futures Nottingham is a vital part of our programme to support people who experience SMD and to deliver this much needed system approach.

Joint Health and Wellbeing Strategy for Nottingham

The Joint Health and Wellbeing Strategy (2022-2025) sets out a shared vision, principles, and priorities for action over the next three years to improve health and wellbeing and reduce health inequalities.

The strategy supports a collaborative approach to addressing the wider determinants of good health, of which housing is one of the most important, and enabling people to make healthy decisions.

Better Lives, Better Outcomes: A Strategy for Adult Social Care in Nottingham

The Better Lives, Better Outcomes strategy outlines the council's commitment to developing housing and support solutions that enable people with disabilities or long-term health conditions to live at home and have the skills and support to sustain this.

The strategy has four themes which underpins its approach:

- **Prevention** – promoting healthy lifestyles and early intervention to avoid crisis and loss of independence.
- **Community Connections** – making sure citizens can connect with support and resources in their local neighbourhoods to prevent social isolation and loneliness.
- **Independent Lives** – supporting personal and community resilience, strengths, and resources to reduce dependence on council funded support, where possible.
- **Choice and Control** – shaping solutions around outcomes that matter for the individual.

Children and Young People's Plan

The Children and Young People's Plan aims to make sure that Nottingham is *“a city where every child can enjoy their childhood in a warm and supportive environment, free from poverty and safe from harm – a city where every child grows up to achieve their full potential”*.

The plan brings together a variety of partners to ensure children, young people and families will be:

- heard and included
- happy and healthy
- safe and supported
- learning and achieving.



The national regulatory context



The recent updates to the consumer standards and the new responsibilities of the Regulator of Social Housing and the Housing Ombudsman are set to have a significant impact on both social housing landlords and tenants.

Here is a summary of the changes:

Consumer Standards

The Regulator of Social Housing has introduced four revised consumer standards, which will be effective from April 2024:

1. **Safety and Quality Standard:** Makes sure that tenants' homes are safe and of good quality. This includes outcomes related to the safety and quality of tenants' homes.
2. **Transparency, Influence and Accountability Standard:** Focuses on providing tenants with clear information, influence over services, and mechanisms to hold landlords accountable.
3. **Neighbourhood and Community Standard:** Aims to foster a sense of community and make sure that neighbourhoods are well-maintained and safe.
4. **Tenancy Standard:** Addresses the rights and responsibilities of tenants and landlords, promoting fair treatment and respect for tenants.

Impact for Tenants: These standards are designed to improve the living conditions of tenants by making sure their homes are safe and well-maintained. Tenants will have more influence over their housing services and can expect greater transparency and accountability from their landlords.

Regulator of Social Housing

The Regulator's new responsibilities include:

- Conducting regular inspections of social housing providers.
- Scrutinizing data about tenant satisfaction, repairs, and other relevant issues.
- Using a range of tools, including new enforcement powers, to ensure compliance with standards.

Impact for Local Authorities: The Regulator's enhanced role will increase the scrutiny of local authorities' housing services, requiring them to maintain high standards and potentially leading to financial implications if standards are not met.

Housing Ombudsman

The Housing Ombudsman's responsibilities include:

- Addressing individual complaints made by tenants about their landlords.
- Considering wider systemic issues responsible for generating complaints.
- Making recommendations to individual landlords and sharing learning with all landlords through publications.

Impact for Tenants: The Ombudsman's expanded role will provide tenants with a more robust mechanism for resolving complaints and ensuring their voices are heard, leading to improved services and living conditions.

These changes reflect a concerted effort to raise the standard of social housing in the UK, ensuring tenants live in safe, good quality homes and have the necessary protections and avenues to address any issues with their housing providers. Our Housing Service will need to adapt to these changes, making sure we meet the new standards and effectively manage the financial implications of doing so.

A round up of recent legislation and significant changes for the housing sector

Homelessness Reduction Act 2017

- **Effective Date:** Implemented on 3 April 2018.
- **Details:** This Act introduced new duties for local authorities to prevent and relieve homelessness. It mandates early intervention to prevent homelessness within 56 days before it is likely to occur and requires local authorities to help secure accommodation for those who are already homeless.
- **Implementation:** The Act has been in force since its implementation date, with ongoing responsibilities for local authorities to adhere to the prevention and relief duties outlined.

Domestic Abuse Act 2021

- **Effective Date:** 29 April 2021.
- **Details:** The Act created a statutory definition of domestic abuse, emphasising that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse. The Act placed a duty on local authorities to provide accommodation related support to victims of domestic abuse and their children.
- **Implementation:** The Act was implemented in 2021. Relevant aspects included ensuring that eligible homeless victims of domestic abuse automatically have 'priority need' for homelessness assistance.

Building Safety Act 2022

- **Effective Date:** 1 April 2023.
- **Details:** This major legislation was brought forward following the recommendations of the 2018 review of fire safety and building regulations led by Dame Judith Hackitt after the Grenfell Tower fire. The intention of the Act is to help people feel and be safer in their homes and it changes the way buildings are designed, constructed, and managed. The new roles of Building Safety Regulator and Accountable Person(s) were created.
- **Implementation:** From 1st October 2023, the new regime of the Act came into law, including changes to the requirements for higher-risk buildings, increased responsibilities for building owners, and changes to the fire safety legislation.

Social Housing (Regulation) Act 2023

- **Effective Date:** 20 July 2023.
- **Details:** This Act strengthens the Regulator of Social Housing's powers, including requiring Performance Improvement Plans from landlords and issuing financial penalties for non-compliance. The Act provides for a pro-active consumer regulatory regime with new consumer standards, refinement of the economic regulatory regime, powers of inspection and accountability, and the power to intervene to rectify serious hazards.
- **Implementation:** The majority of changes commence in April 2024, but social housing providers have been preparing for the new powers during 2023, putting in place relevant processes and systems to meet the Act's requirements.

Awaab's Law

- **Effective Date:** Introduced on 20 July 2023 through Clause 42 of the Social Housing (Regulation) Act.
- **Details:** This law mandates social landlords to address and repair reported serious health hazards within specified timeframes, becoming an implied term in social housing tenancy agreements. Failure to do so will allow tenants to hold their landlords to account by taking legal action through the courts for a breach of contract.
- **Implementation:** Expected to come into force during 2024.

New Consumer Standards for Social Housing

- **Effective Date:** To be reported on from April 2024.
- **Details:** The new standards include Safety and Quality, Transparency, Influence and Accountability, Neighbourhood and Community, and Tenancy.

Tenant Rights and Complaints

- **Effective Date:** New requirements come into force in April 2024.
- **Details:** The Regulator of Social Housing will set a standard requiring providers to inform tenants about their rights, the ability to complain and the expectations of how complaint procedures should operate.
- **Consequences for Tenants:** These powers aim to improve the system for social housing tenants by increasing transparency and providing access to redress services, ensuring better standards of consumer protection for residents in social housing.

Supported Housing (Regulatory Oversight) Act 2023

- **Effective Date:** came into force on 29 August 2023.
- **Details:** The Bill makes provisions to regulate, provide oversight, and give enforcement powers of supported 'exempt' accommodation through two main processes: introduction of national supported housing standards and local authority delivered licensing regulations. This was following concerns about poor levels of service provided to vulnerable people in need of support, and abuse of the Housing Benefit payment system by some providers of such accommodation.
- **Implementation:** The Government will be carrying out a wider consultation on the relevant regulations in 2024. It is anticipated that councils will be expected to enforce the Act in 2025. The legislation also requires local housing authorities to carry out a review of the need for supported accommodation in their areas and produce a supported housing strategy for their area.

The Levelling-up and Regeneration Act 2023

- **Effective Date:** 26 October 2023.
- **Details:** The Act largely provides a framework for a raft of changes to the planning system, designed to help ensure homes are built where needed, are of suitable quality, and supported by appropriate local infrastructure.

The Government stated that the Act intends to ensure new development *"is shaped by local people's democratic wishes, enhances the environment, and creates neighbourhoods where people want to live and work"*.

The Act also seeks to deliver further intervention measures to support regeneration in left behind communities.

Local Housing Allowance Increase

- **Effective Date:** April 2024.
- **Details:** Local Housing Allowance, LHA (Housing Benefit paid to private sector tenants on low incomes) has been frozen in recent years with the result that LHA payments have not kept pace with rent rises.
- **Implementation:** In the 2023 Autumn Statement the Chancellor of the Exchequer announced that LHA rates will be lifted in April 2024 for one year. This change will increase the amount of financial support LHA recipients can receive to assist with rent payments for private rented homes.

Renters Reform Bill

- **Introduction:** Introduced to Parliament in May 2023.
- **Details:** This legislation aims to make significant reforms that will apply to the private rented sector. This includes the abolition of 'no fault' evictions; making it illegal for landlords to refuse to rent property to people in receipt of social security benefits or who have children – the creation of a National Landlord Register and a new property portal designed to give renters the information they need before entering into a tenancy agreement. Instead of the section 21 'no fault' eviction process, landlords will be given strengthened powers to evict tenants in rent arrears, or in cases of anti-social behaviour, or when landlords wish to sell their property or live in it.
- **Implementation:** At the time of writing the Bill has not yet passed into law, and is thus subject to amendment in Parliament. Commentators have indicated it may become law in Autumn 2024.

Our priorities



This strategy sets out how we will use our land, funding, partnerships, powers and expertise to achieve our key priorities.

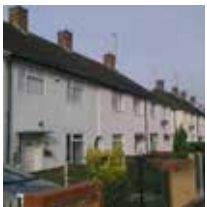
Key priorities:



Priority one: Strategically enabling housing led delivery and regeneration and improving housing standards while continuing the progress towards a carbon net zero future.



Priority two: Making the best use of the available housing stock and supporting the development and acquisition of more affordable homes.



Priority three: Preventing and reducing homelessness and rough sleeping.



Priority four: In partnership with health services, social care and other partner agencies, supporting vulnerable people to live independently.

Throughout this section we will be considering the most pressing challenges in the city's housing market in more detail and focussing on interventions and actions to tackle these pressures and offer best value to Nottingham residents.



Priority one: Strategically enabling housing led delivery and regeneration and improving housing standards while continuing the progress towards a carbon net zero future.

Enabling housing delivery and regeneration for a green and prosperous Nottingham

Over the last five years, Nottingham has seen on average a net increase of more than 1,600 homes per year which has more than met the previous annual housing delivery target of 1,170 homes set in the city’s Local Plan.

Overall supply has increased through a mixture of new build, conversions (for example, a house to several flats) and changes of use (for example, former offices changed to residential use), with new purpose-built student accommodation making a notable contribution to this figure.

New homes will need to continue to be built, to support our growing population. The Government’s ‘standard method’ has now superseded the current Local Plan’s target. Together with the instruction (September 2021) to England’s twenty biggest cities and towns to increase their housing targets by 35% on top of their housing need calculation, the city’s annual target is now 1,845⁶ homes: 7,380 new homes over this strategy period.

However, as well as meeting our delivery targets we need to get the balance of tenures and affordability right. Nottingham’s housing market faces various demands including an acute need for affordable housing (explored further in our priority – Making the best use of the available housing stock and supporting the development and acquisition of more affordable homes), an ageing population, health inequalities, a high student population and diverse communities and cultures. All of which will require a degree of strategic intervention to make sure these demands are met.

6 Housing delivery target as calculated in 2024.

New housing delivery can also help address existing imbalances between the availability and demand for different sizes of home, to help tackle both under and over occupation in the city’s housing market.

The table below shows the Housing Needs Assessment’s suggested modelled mix of housing, for consideration when planning for future housing delivery.

Recommended housing mix by tenure and type

	One bedroom	Two bedrooms	Three bedrooms	Four+ bedrooms
Market housing	7%	33%	42%	17%
Affordable home ownership	18%	41%	31%	11%
Affordable housing (rented)	30%	37%	27%	6%

Source: HNA, 2023

However, new housing delivery in Nottingham is hampered by a shortage of available land and viability constraints as outlined in the recent Assessment of Housing Need and Capacity in Nottingham City. The shortage of housing contributes to a range of social and economic problems in Nottingham, including house purchase and rental affordability, homelessness, displacement of certain types of households from communities and support networks, and a range of health and wellbeing factors.

We will need to maintain our strong record of partnership working, securing funding and private investment, and maximising the use of our own assets to support the delivery of new homes.

Housing Needs Assessment

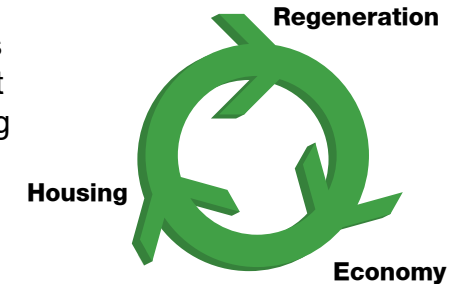
To better understand local housing pressures, the council periodically commissions a Housing Needs Assessment (HNA). The latest version was commissioned in 2023 and looks in detail at a number of current and projected needs including market housing, affordable housing, older people's accommodation, housing needs for people with disabilities, student housing and the private rented sector.

The HNA informs this strategy as it is a key piece of evidence used to ascertain the needs and priorities for the city's housing.



Supporting regeneration and economic growth

Driving housing growth is one of the twelve economic priorities highlighted in Nottingham's Economic Growth Plan. Housing development and regeneration will be essential to supporting the plan's vision for economic growth. Having an attractive and well-balanced mix of homes of the right type and tenure will enable the city to attract and retain the skills, talent, and businesses it needs to thrive.



An appropriate mix of housing designed to attract first time buyers will help to encourage people to settle in the city and large family homes are important to retain them as they move up the housing ladder.

Demand for private rented homes in Nottingham remains high and the city is increasingly attracting institutional investment into the private rented sector via build-to-rent / co-living schemes. These have provided high demand rental homes and have helped to drive the regeneration of city centre sites. This has also included city living options attractive to new graduates and young professionals.

As well as helping the city meet its housing needs, house building creates jobs both directly in construction and indirectly by improving the local economy. This attracts new businesses to the city and creates further benefits including greater consumer spending and an improved tax income for the council.

Opportunities exist for continued housing growth in Nottingham through the success of the Waterside and Southside Regeneration Zones, and as part of mixed-use delivery within the Greater Broad Marsh and Island Quarter redevelopments. Collectively, these developments provide huge opportunities for investment into the heart of Nottingham and will transform the city centre.

Housing also has a vital role to play in neighbourhood regeneration. New housing can tackle underused and derelict sites, support local economies and boost the desirability of Nottingham's neighbourhoods. This creates a climate for further investment and a sense of pride for local communities. Such regeneration helps areas in the city play a more successful role in the local housing market and the city's wider economy.

Key progress to date:

- a) Adopted an Economic Recovery and Renewal Plan in the aftermath of the Covid-19 pandemic.
- b) Utilised our land assets and worked with partners to enable mixed tenure housing delivery, through direct development, disposals and development agreements.
- c) Following market challenges to deliver regeneration, the City Council directly intervened in the Waterside Regeneration Area which has stimulated a range of quality housing developments and wider regeneration.
- d) Took control of the Broad Marsh site initiating public engagement resulting in a vision for the site which will ultimately deliver more than 1,000 additional homes as part of the development mix.
- e) Worked with a range of developers to deliver significant transformation of the Southside Regeneration Area including large numbers of new residential units.
- f) Worked with the owners of the Island Quarter to see the first phase of mixed-use development after many years of the site standing vacant.
- g) Launched the Design Quality Framework to set out the design standards that meet Nottingham's needs.
- h) Delivered a range of neighbourhood regeneration schemes through direct council intervention, working with partners or by private sector investment.

Over the term of this strategy, we will:

- a) Continue to use our planning powers, access to funding and direct investment to deliver new house building and quality new neighbourhoods.
- b) Work proactively with investors and developers to bring forward new housing and quality new neighbourhoods through partnership led delivery.
- c) Continue to utilise the council's land assets to secure residential development and quality new neighbourhoods.
- d) Encourage land assembly to secure better development outcomes and attract investment
- e) Launch Nottingham's new Economic Growth Plan
- f) Maximise external funding including from the Government, Homes England and the East Midlands Combined County Authority to develop brownfield sites.
- g) Work with partners to secure place-based investment in neighbourhoods.
- h) Continue to use local businesses and supply chains in our housing schemes through our procurement practices.
- i) Work with housing developers to allocate section 106 monies via the Nottingham Jobs Hub to secure employment and skills opportunities.
- j) Make sure Nottingham's housing needs are reflected in the East Midlands Combined County Authority's priorities.
- k) Continue to support the development of the Island Quarter with a focus on making sure further housing is developed to meet local needs.
- l) Supporting the principle of self-build and custom build on suitable sites.
- m) Agree a viable delivery plan for the redevelopment of Broad Marsh including a significant new residential element.

Encouraging age-friendly and health-promoting homes and neighbourhoods

The 2021 census reported that nearly a quarter of Nottingham's population had a disability or long-term health condition, and a third of the city's households has at least one person with a disability.

In addition to this, the city is facing an increasing older population, by 2041 our population aged 65 years and older is projected to grow by 38%⁷. We celebrate the increase in average life expectancy, but one of the consequences is that people are living longer with care and support needs and with complex disabilities. Consequently, we need to ensure our housing offer meets the needs of people with lifelong disabilities and their families and the needs of people as they age and their circumstances change.

Some people will require specialist housing provision which is explored further in our priority – In partnership with health services, social care and other partner agencies, supporting vulnerable people to live independently. However, most people with support needs do not need specialised housing but may require an accessible and / or an adaptable home. We will seek to increase the number of homes that incorporate features that make them suitable for a wide range of occupants, including older people and people with reduced mobility, through our current and emerging planning policies in the Local Plan.

Most older people want to live in mainstream housing and be part of their community, so it is important that we increase the supply of new age-friendly, accessible housing to meet this demand. Having attractive housing options available will encourage people to 'rightsize' as they age which will also help to reduce underoccupied housing in the city.

⁷ HNA 2023, Projected population change 2023 to 2041 by broad age bands

Nottingham has poorer health and life expectancy when compared with national figures. With the quality of housing and neighbourhoods being well established as a key determinate of health and wellbeing, we know that the city's homes and neighbourhoods have an important part to play in improving overall health.

We want our neighbourhoods to be places where people want to raise their families and children can reach their full potential. The council is partnering with the UK committee for UNICEF (UNICEF UK) in a bid to be recognised as a UNICEF UK Child Friendly City. This work will enable the council to improve how we work with and for children, including taking a child rights-based approach to housing and city development at a local level.

The benefits of contact with nature for good health are now widely recognised and accepted. Many of our neighbourhoods have green space designed in, to provide room for exercise, fresh air, natural sunlight and play space. Setting local requirements for greenspace and increased biodiversity in new residential schemes are considered in the next action, Building homes and neighbourhoods for a greener Nottingham.



Key progress to date:

- a) Supported the delivery of new homes to Nationally Described Space Standards⁸ (NDSS) including in new social housing.
- b) Made sure our planning policies encourage the delivery of accessible and adaptable new-build dwellings.
- c) Actively promoted the delivery of mixed communities that support integration.
- d) Set out our expectations around the quality of housing and outdoor space in the Design Quality Framework⁹.
- e) Produced a Wellbeing Design Guide as part of the Design Quality Framework¹⁰.

Over the term of this strategy, we will:

- a) Design inclusive places for children, families and older people within new developments, including accessible and safe areas.
- b) Design new developments with connectivity to safe and attractive walking, cycling, and public transport networks.
- c) Continue to improve our public realm spaces so that neighbourhoods as well as homes are where people want to live.
- d) Increase the number of homes that are accessible and adaptable for people with disability needs across all tenures in line with local planning policy.
- e) Encourage developers to engage with local schools and to consult young people as part of local plan development in an effort to support our ambitions to be a child-friendly city.
- f) Complete the development of the Broad Marsh Green Heart area.

Building homes and neighbourhoods for a greener Nottingham

Housing creates significant carbon emissions. Homes in Nottingham are responsible for 34% of the city's CO₂ emissions and produce more than 375,000 tonnes of CO₂ per year¹¹.

Inevitably building new homes will create carbon emissions – in their construction and by the households living within them. It is important we meet our targets for new homes in ways that minimise further impact on the environment. We want our new homes to be built to high energy efficiency standards, be climate smart in their design and affordable to run.

The cost of delivering greener homes will decrease as industry familiarity with more efficient forms of buildings increase. The council has been facilitating this progress by increasing the energy efficiency of our own new-build council homes and through planning policies that support high standards.



⁸ <https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard>

⁹ <https://www.dqfnottingham.org.uk/housing-design-criteria-23>

¹⁰ <https://www.dqfnottingham.org.uk/carbon-neutrality-criteria-23>

¹¹ <https://www.gov.uk/government/statistics/uk-local-authority-and-regional-greenhouse-gas-emissions-national-statistics-2005-to-2021>

Increasing the city's biodiversity is also an important part of the city's environmental and climate change response. As well as reducing and even storing carbon, increasing biodiversity will help restore lost habitats, and achieve wider natural capital benefits, such as flood protection, recreation and improved water and air quality.

With over a fifth of Nottingham being dedicated greenspace, our green spaces including award winning parks, communal land and people's gardens already contribute towards this and the city is well placed to increase biodiversity from this position.

Nottingham's Greenspace Strategy¹² will inform greenspace and biodiversity considerations for future developments including prioritising areas of the city where there is a deficit of open space to improve access for all citizens. The Local Plan and emerging planning policies will set out the requirements for greenspace and increased biodiversity for new residential schemes.

Key progress to date:

- a) Nottingham City Council declared a climate emergency in 2019 and developed 'The Carbon Neutral Action Plan' which includes a chapter on the Built Environment.
- b) Produced a Carbon Neutral Design guide¹³ as part of the Design Quality Framework.
- c) Established the first Carbon Neutral Review Panel in the UK consisting of an independent panel of experts and a Carbon Neutral checklist for all major projects.
- d) The City Council adopted The Reduction of Carbon in New Development Informal Planning Guidance¹⁴.
- e) Delivered new-build council homes at energy performance SAP A rating.

- f) Encouraged new developments and neighbourhoods which support sustainable forms of travel.
- g) Required sustainable drainage features within estate design.

Over the life span of this strategy, we will:

In our role as an enabler

- a) Implement the outputs of the council's new 25-year Green Space Strategy – Greener Healthier Happier – to deliver new environment legislation including Biodiversity Net Gain across the city.
- b) Make sure our emerging planning policies deliver the Biodiversity net gain requirement of the Environment Act and that biodiversity net gain happens in the city wherever possible.
- c) Deliver a Low Carbon Supplementary Planning Document (SPD) to influence more sustainability in the design and technology to be used in new builds.
- d) Formulate new policies in the emerging Greater Nottingham Strategic Plan (Local Plan Part 1), which will secure increasingly sustainable and carbon neutral development.
- e) Enforce energy efficiency planning conditions to make sure of compliance with the Low Carbon Supplementary Planning Document.
- f) Make sure there is provision of electric vehicle charging points on new developments and encourage developers to go above the required national requirement.

In our role as a landlord and landowner

- a) Make sure new council homes are designed and built to achieve an 'A' rating SAP result where we control the design and build of the scheme (this may be impacted by the Future Homes Standard and / or Government policy)
- b) Deliver new and upgrade the biodiversity of green spaces for environmental gains.

12 Insert Greenspace Strategy when published

13 <https://www.dqfnottingham.org.uk/carbon-neutrality-criteria-23>

14 <https://www.nottinghamcity.gov.uk/carbon-ipg>

Bringing empty homes back into use

The demand for housing in Nottingham far exceeds supply, as witnessed by rising sale prices, growth of the private rented sector, and the increasing number of people on the waiting list for social housing. Making the best use of the city's existing homes by minimising the number of empty homes and reducing the amount of time a socially rented home is vacant plays an important role in meeting Nottingham's growing housing need.

Moreover, high levels of empty homes have a negative impact on the neighbourhoods around them. As the number of empty homes within an area increases, so can the incidence of vandalism, crime, and other forms of anti-social behaviour.

Local council tax records from 2022 indicate that there were 1,747 long-term empty homes (empty for more than six months) within Nottingham, this is a 32% increase over the last five years¹⁵. While the overall percentage of empty homes is still small in comparison to the number of homes in use, bringing these properties back into use will make a valuable contribution to increasing the supply of available housing in the city.

Tackling empty homes will also play an important role in helping neighbourhood regeneration and creating the right environment for further investment.

Key progress to date:

- a) Adopted an Enforced Sales Policy to make the optimal use of the powers available to bring empty homes back into use.
- b) Rolling program to contact all empty (over six months) homeowners to try to persuade them to bring the property back into use.
- c) Approved the use of the empty homes premium, levying a higher charge on long term empty homes via an increased council tax charge up to the maximum levels permitted by Government.

Over the term of this strategy, we will:

- a) Maintain our work on empty homes to bring these back in to use as far as possible within the council's budget constraints.
- b) Where appropriate and viable, consider purchasing empty homes for use as social housing through the city council's role as a landlord.
- c) Bring council owned long term empty homes back in to use.



15 <https://www.gov.uk/government/statistical-data-sets/live-tables-on-dwelling-stock-including-vacants>

Achieving the right balance of student housing

The two universities located within Nottingham are vital to the city's economy. They attract substantial investment, support employment growth across a range of sectors and give the city a positive international reputation. In addition, they attract domestic and international students into the city, which adds to Nottingham's cultural diversity, vibrancy, and skills base.

Nearly one in seven of Nottingham's population are students. The number of students requiring accommodation in the city has grown by more than a quarter since 2016/17, from approximately 40,000 to 51,000 people.

Many students live in Houses of Multiple Occupation (HMOs) – traditional family houses converted for groups to share. This contributes to the shortage of available homes for families within the city. Where these are concentrated it can have a detrimental impact on neighbourhood balance as well as creating challenges for amenities and facilities in a local area.

HMOs can create stress for local service provision relating to issues of population density, waste management and property condition. This can create problems of community cohesion as well as housing affordability issues. The effects of this are particularly evident in the neighbourhoods of Lenton, Dunkirk, The Arboretum and parts of Radford and Wollaton.

Adopted by the City Council, University of Nottingham and Nottingham Trent University in 2023 the Student Living Strategy¹⁶ has been created to help tackle these issues and to maximise the benefits of having a large student population.

There has been significant delivery of purpose-built student accommodation (PBSA) in recent years, taking the total bedspaces in this type of student accommodation to over 31,000. This has given students more choice of accommodation and relieved some of the pressure on traditional family homes. As the volume of purpose-built student accommodation increases it will be vital to ensure the accommodation is designed to meet the needs of the student population.

Currently, Nottingham has a higher proportion of studio style purpose-built student accommodation compared to the national average. Feedback from the universities and students indicate that students prefer living in cluster style accommodation rather than studios.

16 www.nottinghamcity.gov.uk/nottinghamstudentlivingstrategy

Key progress to date:

- a) Supported growth of purpose-built student accommodation to meet rapidly growing student numbers, in appropriate locations through planning approvals.
- b) Controlled the expansion of Houses of Multiple Occupation using our planning powers to stop the loss of family homes.
- c) Approved a purpose-built student housing developer contribution Supplementary Planning Document to ensure that developer contributions are received from purpose-built developments to be used toward the delivery of affordable homes for Nottingham people.
- d) Adopted a nationally acclaimed Student Living Strategy to make sure of an integrated and sustainable approach to student living.



Over the term of this strategy, we will:

- a) Work with the Universities and Student Unions to implement the Student Living Strategy and address issues arising from concentrations of student housing.
- b) Continue to secure and utilise affordable housing contributions from new purpose-built student accommodation to help deliver more affordable homes in the city.
- c) Continue to encourage purpose-built student accommodation in line with the growth in student numbers in places where it reduces pressure on family housing.
- d) Ensure that future purpose-built student accommodation is meeting student needs, especially the needs of returning students, by undertaking market research with the student population, and preparing planning guidance to address needs as a result.
- e) Continue to promote suitable accreditation schemes, including the Nottingham Rental Standard, to improve standards of student accommodation in Nottingham.



Driving up Excellence in Housing Standards and Services across all Tenures

This section focuses on how we will improve and make the best use of our existing homes to support our ambitions for safe, health-promoting, inclusive and greener neighbourhoods. Following the Grenfell Tower tragedy in 2017, and more recently the increased national focus on damp and mould, issues of safety and quality have rightly come to the fore across all tenures.

It is estimated that 18% of Nottingham's homes, across all sectors, are non-decent¹⁷. This nationally modelled data indicates that the private rented sector had the highest proportion of non-decent homes (24%), followed by owner-occupied homes (17%). To be considered non-decent a home may present a hazard or immediate threat to a person's health, not be in a reasonable state of repair, be lacking modern facilities or not effectively insulated or heated. The social rented sector has long had a decent homes target to meet, and the Government is reviewing this.

It is likely that a new standard will emerge for social housing, creating new obligations to meet. The Government has also announced the intention to apply a decent homes standard to the private rented sector.

As the city's largest landlord, we will ensure that our council homes and the neighbourhoods in which they are located are invested in, keeping them compliant, safe and well maintained. We are also committed to shaping our services around our tenants' needs, placing their voice at the heart of what we do. In our wider role, we will encourage and work with our registered provider partners to help achieve the same, maintaining the ambition that all social homes within Nottingham are safe and provide good quality homes and neighbourhoods for our residents.

We have seen significant growth in the private rented sector which has now become the largest rented tenure in the city. Councils are responsible for regulating the sector and protecting tenants by making sure landlords and agents comply with the relevant obligations and legislation.

We will help tenants and landlords to understand their role and responsibilities, and when necessary, intervene – using our regulatory powers to maintain expected standards within the sector.

Most of Nottingham's domestic housing stock is over fifty years old and its energy efficiency poses a key challenge for carbon neutral and fuel poverty targets. Rising energy prices are compounding this issue and putting more people in fuel poverty. For tenants in the private rented sector rising rents are also contributing to cost-of-living issues.



¹⁷ <https://www.gov.uk/government/statistics/english-housing-survey-local-authority-housing-stock-condition-modelling-2019>

Improving the energy performance of the city's homes can safeguard against further energy price pressures in the future as well making an important contribution towards reducing the city's carbon emissions.

Many low-income households in energy inefficient homes find themselves in fuel poverty. In 2016 council departments and local organisations working on this issue formed a network, currently called the Fuel Poverty Strategy Group, to work closer together on this. The group works across all tenures to deliver energy efficiency and fuel poverty measures including utilisation of Central Government and Energy Company Obligation funding.

Greener HousiNG is the council's delivery arm for domestic energy efficiency measures. The scheme has made improvements to both social and private sector homes. These upgrades include insulation, solar panels, and air source heat pumps.



It is important that the city's neighbourhoods are attractive and desirable places to live. This requires the provision of high-quality services that help maintain neighbourhoods allowing residents to lead good quality lives. This includes the standards of green and open spaces as well as issues relating to tackling crime, nuisance and anti-social behaviour.

Housing providers actively contribute to multi-agency neighbourhood working designed to address these issues, helping to deliver the objectives of the Nottingham Community Safety Partnership strategy¹⁸. There will be an important and continuing role for housing organisations in this area, working together and alongside other partners who lead in these activities.



18 <https://www.nottinghaminsight.org.uk/d/acEoEq2b>

Improving neighbourhoods, homes, and services for our tenants

We want our council homes to be safe, warm, weatherproof and good quality places for our tenants, leaseholders and their families to live in. We also want to provide effective services which are shaped around our tenants' needs and create quality, accessible neighbourhoods.

Nottingham City Council has brought its housing management services back in-house and renewed its commitment to improving core functions; keeping homes safe, warm and dry and well maintained, with quality management and maintenance that delivers tenant priorities.

The council will engage directly with tenants and residents over both service priorities and performance as we respond to the new social housing regulatory requirements. We will create accessible and inclusive opportunities for tenants to influence decision making about the homes and neighbourhoods they live in and the services we provide.

Working with TPAS (Tenants Participation Advisory Service) the council is setting up a Housing Assurance Board (HAB). Recruitment is currently underway to recruit 12 representative members to serve on the HAB. Ten of the Board will be tenants, and the remaining two will be leaseholders. An independent advisor has been used to recruit the board members to ensure they are representative of the communities they serve and are independently recruited. They will become active in Autumn 2024, monitoring service outcomes and providing critical feedback about the services we offer.

The council's new Housing and City Development Scrutiny Committee will also play a key role in this scrutiny, oversight and accountability. Tenants will be surveyed in line with the new national system of Tenant Satisfaction Measures introduced by the Regulator of Social Housing.

The sector recognises this new methodology may initially lead to different satisfaction rates, as predicted for the whole sector, which all social landlords will need to respond to. However, the new satisfaction measures should create a robust and more accurate basis on which to assess and understand tenant's views, and to be able to appropriately respond to their concerns.

We know the social housing landscape and our tenant's expectations will continue to evolve over the course of this strategy. As such, in dialogue with residents, we have sought to set high level priorities, supported by action plans that will respond to these changing needs and requirements.

Key progress to date:

- a) Completed the transfer of the City Council's housing management function in-house.
- b) Invested over £6m to make our high-rise blocks safe, including the installation of sprinkler systems, and new alarm and intercom systems.
- c) Delivered a 'Decent Neighbourhoods' programme, making environmental improvements to a number of estates.
- d) Supported the delivery of whole house retrofitting of energy saving solutions to some of our worst insulated homes.
- e) Continued our programme of investment to make sure the City Council's homes meet the required Decent Homes Standard.
- f) Provided adaptations and alterations for our disabled tenants.
- g) Delivered an extra-care scheme and upgraded the communal areas of our sheltered housing schemes.
- h) Supported residents into work by offering advice, work experience, apprenticeship opportunities and delivered a tenant learning academy.
- i) Progressed digital delivery to realise efficiencies and improve services for tenants and launched our Housing Online self-serve portal.
- j) Set up the Housing and City Development Scrutiny Committee.

Over the term of this strategy, we will:

- a) Plan our route to achieve second quartile or better performance in the new Tenant Satisfaction Measures.
- b) Make sure the council's new governance structure gives residents a key role in service design and scrutiny of service performance.
- c) Drive improvements in our repairs and maintenance services.
- d) Undertake a full Stock Condition survey to better understand our properties
- e) Ensure we are an intelligence driven and agile service.
- f) Ensure learning from customers makes a difference to how services are delivered.
- g) Review our Leaseholder Recharge Policy.
- h) Install domestic energy efficiency measures where possible to make sure the homes we manage achieve an EPC band C rating by 2030 and to tackle fuel poverty.
- i) Take action to minimise damp and mould and to address any complaints of damp and mould as a matter of urgency.
- j) Continue to deliver our Decent Neighbourhoods Programme to foster cohesive, attractive and thriving estates.
- k) Continue to deliver our Neighbourhood Management Policy so that by working in partnership with other council departments, the police and other agencies we will have a positive impact on individuals and communities across Nottingham.

Making sure social housing landlords invest in their homes and in neighbourhoods in Nottingham

We welcome the contribution that Registered Providers will make, to help us deliver on our priorities, including developing new homes and investing in their existing homes and neighbourhoods. Registered Providers bring a wealth of experience, knowledge, and resources to the table, and their involvement is crucial in ensuring the success of this strategy.

The plurality and options that Registered Providers bring to the market allow for a more diverse and comprehensive approach to tackling homelessness and housing need. Registered Providers have more than 10,000 social homes within the city, providing a significant and vital source of accommodation. These organisations vary considerably in size, scale, and presence.

Like the City Council, Registered Providers are working to ensure they can respond effectively to the new requirements set by the Regulator of Social Housing in relation to consumer standards, safety and service quality.

We want to work in partnership with Registers Providers to:

- value the importance of local tenant voices, to shape local services.
- invest in properties to maintain the decent homes standard, including tackling damp and mould and improving energy efficiency.
- invest in neighbourhoods, by maintaining, improving and creating attractive and accessible outdoor spaces.
- strengthen joint working with the council and other partners to contribute to addressing neighbourhood priorities.
- use our choice-based lettings service to help allocate homes to those most in need.
- develop new homes, helping to increase and diversify the choice of affordable housing available to Nottingham people.

Key progress to date:

- a) Coordinated regular partnership meetings to foster good working relationships between the council and providers of social housing.
- b) Refreshed the council's Tenancy Strategy in 2023 to make sure that Nottingham's tenants retain safe and long-term secure homes.
- c) Social Housing Providers have improved the energy efficiency of their homes in the city, 61% of them have an A-C rating.
- d) Over 250 new Affordable Homes have been delivered or started on site by Registered Providers since 2018, supporting the regeneration of important sites in city neighbourhoods.

Over the term of this strategy, we will:

- a) Engage with Registered Providers to tackle the city's housing priorities – homelessness, housing conditions, neighbourhood issues and improving the energy efficiency of their homes.
- b) Acting as a strategic enabler and partner by supporting Registered Providers to develop affordable housing.
- c) Encourage a collaborative approach in multi-tenure neighbourhoods, especially where it is needed to tackle deep-rooted issues.
- d) Continue to promote local, regional and national funding opportunities that social landlords can take advantage of to improve their properties in the city and deliver additional homes where possible.
- e) Explore and maximize any opportunities which come from the new East Midlands Combined County Authority which came into being in March 2024.
- f) Renew and strengthen the Social Housing Forum.



Ensuring homes in the private rented sector are high quality, sustainable, and secure

The private rented sector (PRS) plays a pivotal role in Nottingham's housing market. It provides homes for over 30,000 households throughout the city, catering for many differing types of people and their housing needs, across a range of price points. The PRS is also an important resource in making sure the council meets its homelessness duties and provides accommodation for people who need support meeting their housing needs. The council works in partnership with responsible landlords to help deliver a quality private rented sector.

While most tenants have a good experience of renting, those who do not can end up with serious illness, financial issues or homelessness. Some of the worst housing conditions are seen within this sector and issues around the quality and safety of some homes is a serious concern. We want to ensure privately rented homes in the city are well managed and maintained, of high quality, and provide a home of choice for our residents. Licensing and accreditation schemes in the private rented sector help tackle poor quality housing in Nottingham and drive up standards of property condition and management.

The overall policy and regulatory framework is set by the Government, with councils being responsible for regulating the sector and making sure landlords comply with legal obligations. The Renters Reform Bill will bring new government regulations to this sector which will oblige landlords to make certain improvements and give councils further enforcement powers to improve standards in the private rented sector.

The private rented sector in the city is expected to remain stable in size. However, we know landlords are facing a combination of challenges including anticipated changes to regulation and standards, mortgage and interest rate rises and increasing costs of maintenance.

We are committed to working with the city's landlords and letting agents to achieve a sustainable rented sector that meets the needs of the diverse tenants and landlords who live and work within it.

Key progress to date:

- a) Delivered large-scale schemes of discretionary and mandatory private rented sector licensing, improving property standards and supporting landlord performance.
- b) Provided advice and assistance to landlords and tenants to help them understand their roles and responsibilities.
- c) Held regular landlords' and agents' forums to better understand the issues facing landlords, keep them informed and support them through change.
- d) Continued, with our private rented sector accreditation partners DASH, Unipol and ANUK, to promote 'The Nottingham Rental Standard'¹⁹, which sets the minimum standards of housing for accredited landlords.
- e) Used our regulatory powers of enforcement where serious hazards have been discovered within the home.
- f) Used our planning powers to restrict the expansion of Houses in Multiple Occupation in areas where these types of homes are already highly concentrated and to prevent adverse impacts on neighbourhood balance and community cohesion.

¹⁹ <https://www.nottinghamrentalstandard.org.uk/>

Over the term of this strategy, we will:

- a) Continue to engage with landlords and support them to meet their legal requirements.
- b) Continue to give advice and support to tenants to develop their understanding of their rights, responsibilities, and expectations. Empowering them to take action where necessary.
- c) Proactively drive-up standards through Additional and Selective licensing schemes where the evidence shows they are needed.
- d) Encourage self-regulation for landlords through the promotion of the Nottingham Rental Standard.
- e) Use our housing licensing schemes to help tackle nuisance and anti-social behaviour.
- f) Promote opportunities for private landlords to improve the energy efficiency of their properties.
- g) Apply new powers and responsibilities arising from the new Renters Reform Bill.



Supporting owner occupiers with low incomes to maintain their homes

Despite the rate of home ownership being lower in Nottingham than the England average, over 56,000 homes are owner occupied which makes it the largest tenure in the city. A good quality home supports good health, wellbeing and independence. Yet our knowledge of the condition of owner-occupied homes and their impact on the people who live within them is the most limited of all the tenures.

The primary responsibility for the upkeep of owner-occupied homes remains with the owner. However, some owners lack the resources necessary to carry out essential repairs, improvements to the energy efficiency of their home, or to make their homes more suitable for them as their needs change. This can have significant implications for the demand on other statutory services. By supporting interventions in the home environment, in instances where owners do not have the means to, we can prevent the need for more costly care and promote continued independence.

As a local authority we have discretionary powers via the Regulatory Reform (Housing Assistance) (England and Wales) Order 2002 (RRO) to provide assistance for housing renewal, including home adaptations. The types of financial assistance available from the City Council and the eligibility criteria are outlined in the council's Private Sector Housing Assistance Policy. This policy enables the council to help owners with adaptations and essential repairs in priority cases utilising third party funding. We will continue to look for external funding opportunities to support this work.

Analysis undertaken by the Office for National Statistics concluded the age of a property is the most significant factor associated with energy efficiency, ahead of fuel type and property type²⁰.

Nearly a quarter of owner-occupied houses in Nottingham were built before 1930 and just under 80% are more than 50 years old. Homes in this sector have the worst energy performance in the city with almost 70% of them having an Energy Performance Certificate rating of D or lower.

Supporting owner occupiers to improve their energy efficiency will also make an important contribution to the city's fuel poverty and carbon neutral targets.

Key progress to date:

- a) Worked in partnership with voluntary services, particularly Age UK and Nottingham Energy Partnership to help deliver home improvements and energy efficiency work, maximising the impact for citizens and communities.
- b) Through the cross-tenure Fuel Poverty Strategy Group provided advice and practical assistance to improve the energy efficiency of some of the city's poorest performing homes housing people with limited resources.
- c) Approved Energy Company Obligation (ECO) Help to Heat 'LA Flex' work on over 2,500 private sector homes since February 2019 for energy efficiency interventions.
- d) Helped people to stay living independently in their homes through equity loans, grant assistance, adaptations and the provision of assistive technology by Nottingham on Call.
- e) Secured grant funding to enable the installation of free solar panels and whole-house retrofitting of energy saving solutions to eligible households across the city.

Over the term of this strategy, we will:

- a) Work with the Place-Based Partnership to improve collaboration between health and wellbeing partners, to ensure opportunities to improve or adapt vulnerable owner-occupied homes are maximised.
- b) Continue to maximise opportunities to secure government funding to deliver energy efficiency and other measures to homeowners.
- c) Assess the findings of research we have commissioned into opportunities to help homeowners secure lower cost financial support to carry out adaptations and energy saving measures to their homes.
- d) Increase opportunities for owner occupiers to benefit from assistive technology to help them live independently at home.
- e) Continue to recycle funds received from the equity loan scheme to help eligible owner occupiers improve conditions of their home.
- f) Continue to administer the Disabled Facilities Grant.



20 <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/ageofthepropertyisthebiggestsinglefactorinenergyefficiencyofhomes/2021-11-01>



Priority two: Making the best use of the available housing stock and supporting the development and acquisition of more affordable homes.

The demand for housing exceeds the supply. This does not apply to every type of home, but generally speaking there are substantially more people looking for homes to buy or rent than are available.

This is evidenced in market housing by the almost continuous rise in sale prices and the growth in the size of the private rented sector. In social housing it is evidenced by the high numbers on the Housing Register. Because there are not enough homes for everyone that wants them, making best use of the city's existing homes must play a central part in meeting housing need.

Making the best use of affordable housing

The social housing sector in Nottingham consists of around 35,000 homes. About two thirds of these are owned by the council, with the remainder being owned by Registered Providers.

Over the last five years through relets, new build and acquisitions the council has generated around 800²¹ new tenancies a year for general needs tenants. Registered Providers have generated around 300²² per year. With over 10,000²³ people on the local Housing Register and waiting for social housing there is insufficient supply to meet the demand from the waiting list. The following outlines three key areas where we can make best use of our stock of homes.



21 <https://www.gov.uk/government/statistical-data-sets/live-tables-on-rents-lettings-and-tenancies>

22 <https://www.gov.uk/government/statistical-data-sets/live-tables-on-rents-lettings-and-tenancies>

23 As at November 2023

A. Allocations

We have an Allocations Policy which ensures those in the greatest need are prioritised for the available housing. This inevitably means many people who want social housing will not be able to access it.

When people approach the council for social housing, we assess their level of need. Households that are currently homeless or at risk of homelessness, or living in unsafe or over-crowded housing, are considered to be in the greatest need. Where social housing is not a viable option for a household, the council will signpost to other options such as renting privately and provide advice and assistance about how to go about this.

In addition to the reduced total stock of social housing, the proportion of existing stock that becomes available for relet has also fallen. Since 2018 the turnover rate for social housing has fallen from 7.5% to 5.7%, at the same time the housing register has seen an increase of nearly 2,000 additional households.

Social housing re-lets rate compared to number of Housing Register Applicants

	Proportion of social stock re-let (%)	Housing Register
2022/23	5.7%	9,420
2021/22	6.1%	8,207
2020/21	5.6%	7,862
2019/20	7.1%	8,540
2018/19	7.5%	7,593

Source: DLUHC / CORE

With the scarcity of social housing and the large numbers of people in need and on our housing register, we must make the best use of our existing social homes to meet demand for those whose needs cannot be readily met by the market. This includes how we allocate these homes, how we manage and minimise the length of time they remain empty, and how we review and appraise any properties in low demand.

Our Allocations Policy will be reviewed and updated in 2024 to reflect the pressures on housing supply and the need to make best use of our stock of homes. Further revisions will be undertaken when necessary following changes in market conditions or legislation.

B. Mutual Exchange

Nottingham's mutual exchange service is delivered through the national 'Homeswapper' system. This gives all HomeLink partners and customers free access to the nationally based system, allowing exchanges to take place beyond the City's boundary.

C. Under Occupation and Downsizing

It is often the case that larger family homes become under-occupied once any children have grown up and left home. Freeing up these larger under-occupied properties is an important way of providing homes for those who are presently living in unsuitable, over-crowded conditions. New initiatives are being developed to encourage people to consider downsizing from a larger home.

Key progress to date:

- a) Supported social housing tenants who are under-occupying their homes to move, through priority banding on the Housing Register, advice, and relocation assistance.
- b) Supported tenants who wish to move through mutual exchanges, encouraging best use of our homes.
- c) Developed the Allocations Policy and nominations agreements in conjunction with other social landlords, making sure there is a consistent way of letting social homes in the city through Nottingham HomeLink.
- d) Worked with our social housing partners to maximise the number of social homes they advertise through Nottingham HomeLink.
- e) Developed and refreshed nominations agreements for Registered Providers who are not Nottingham HomeLink partners.
- f) Completed a review of voids and re-let timescales within the council's stock of homes and considered the resources required to improve performance in this area.

Over the term of this strategy, we will:

- a) Review our Housing Allocations Policy to ensure best value from our social housing resources.
- b) Strengthen our relationship with registered social housing provider partners to maximise their contributions to meeting housing need within the city.
- c) Reduce overcrowding and under-occupation.
- d) Explore housing options that enable social housing tenants to move home, including further promotion of Mutual Exchange.

In our role as a landlord, we will:

- a) Continue to monitor and review empty council properties and work to reduce the time it takes for us to re-let homes.
- b) Consider short, medium, and long-term plans for low demand properties within the council's Independent Living Schemes.
- c) Seek new uses for under-used HRA land such as garage sites.



Supporting the development and acquisition of affordable homes

Affordable housing provides homes for sale or rent at below market cost and is for people whose needs are not met by the private market. The Housing Needs Assessment (HNA)²⁴ concluded that over the strategy period there will be a need for an additional 921 social / affordable rented homes per year in the city. This need is predominantly for social rented homes, as even affordable rent levels were found to be unaffordable for many households.

Pipeline of affordable housing development

Year	Assessed need for affordable housing	Planned delivery of council houses	Forecasted acquisition of council houses	Planned delivery of Register Provider homes	Forecasted RTB sales of council homes
2024-25	921	140	40	130	260
2025-26	921	24	20	39	260
Pipeline	921 per year	39	-	131	260

Source: DLUHC / CORE

There are several funding options for Affordable Housing delivery. For council's, Right to Buy replacement receipts matched with Housing Revenue Account resource, is the most usual and viable approach for delivering new council houses both new build and acquisitions.

Homes England funding through the Affordable Homes Programme (AHP), is the main delivery subsidy used by Registered Providers.

In February 2023, Homes England announced that the AHP would shift its priority focus from affordable rent and shared ownership to social rent through social rent-specific grant rates. This is a welcome alignment with Nottingham's housing needs, and we will work with Registered Providers to maximise AHP monies for Nottingham.

Funding for affordable homes can also be generated from private developers through the planning system. Presently we expect 10% of new schemes to be affordable homes if the scheme is between ten and fourteen dwellings, that rises to 20% for schemes with 15 or more dwellings.

If homes cannot be delivered on-site, then a commuted sum is paid to the council which can be used towards the cost of delivering affordable housing elsewhere in the city. Given the level of housing need locally, the council keeps these proportions under review, to ensure they are in line with our market conditions and the approach of our peers.

Currently, neither the council nor Registered Providers can access the level of resource, land or finance required to meet the need for affordable housing calculated in the Housing Needs Assessment. The council's current position is even more severe, given its financial constraints and voluntary prohibition on any borrowing, including HRA borrowing for building or acquiring more council homes. However, the Council is exploring opportunities to support Registered Providers to maintain a supply of new affordable homes through the passporting of unmatched housing delivery funds and offsetting receipt expectations against social value considerations for council land and building assets.

24 <https://www.gnplan.org.uk/media/5xqcj1bw/iceni-greater-nottingham-and-ashfield-housing-needs-update-2024.pdf>

Key progress to date:

- a) Delivered 1,000 new affordable homes (including homes for the homeless) since 2019.
- b) Supported the delivery of affordable homes through our registered provider partners and on market-led sites via section 106 agreements.
- c) Purchased former council homes, converting them back into social housing.
- d) Adopted new planning guidance to maximise developer contributions that can be used towards the delivery of new affordable developments.
- e) Utilised Right to Buy replacement funds to maximise delivery of affordable housing.

Over the term of this strategy, we will:

- a) Aim to create 350 additional council homes (subject to adequate funding).
- b) Support Registered Providers to deliver 400 social and affordable homes.
- c) Review the proportion of affordable homes developers will be expected to deliver on new schemes.
- d) Establish a clear preference for new affordable housing for rent (such as social rent) in the council's future section 106 agreements.

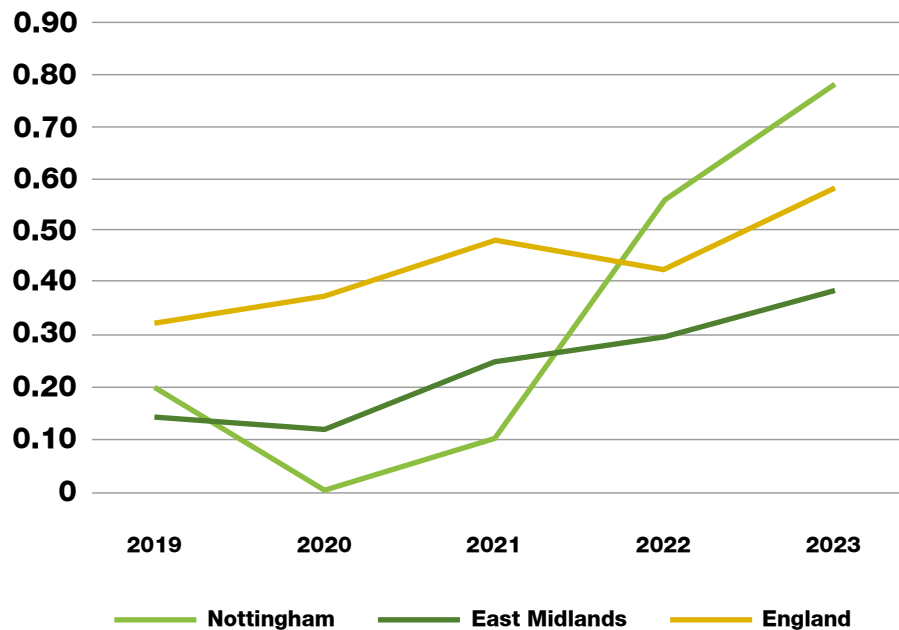




Priority three: Preventing and reducing homelessness and rough sleeping

There is a national crisis in homelessness and rough sleeping that has seen a rise across the country of homeless presentations, use of bed and breakfasts (B&Bs) and rough sleeping.

Number of bedrooms per home



Source: DLUHC

We have also seen a rise in homelessness and rough sleeping in Nottingham. However, through our partnership working, the Changing Futures programme and with a renewed Homelessness Strategy expected to be published in 2024, our ambition is to sustainably reduce both homelessness and rough sleeping during the term of this strategy.

As the availability of social housing has declined the private rented sector is playing an increasingly important part in providing homes for homeless households. However, in a climate of rising house prices and rents, finding suitable and affordable settled accommodation is becoming more difficult. This has led to more households than ever before placed in temporary accommodation under a homelessness duty, having to stay for increasingly long periods.

Although we have increased the supply of temporary accommodation, the continued rise in demand has led to the use of unsuitable and expensive emergency hotel rooms. This is particularly unsuitable for families and a significant cost to the council. We are committed to ending the routine use of B&Bs for families with children by 2025.

Rough sleeping is the most visible and severe form of homelessness. It is a highly complex issue. As well as being damaging for the individual experiencing it, it also brings challenges for local areas where rough sleepers are present. The long-term trend is that rough sleeping is on the rise in the city, often in more noticeable locations. The perception of rough sleeping in the city has been compounded by begging by individuals who present as rough sleepers but who are in fact housed.

Homelessness and rough sleeping are more likely amongst people who experience wider inequalities, including care experienced young people, people with severe and multiple disadvantages and people with experience of the criminal justice system.

Through our new Homelessness Prevention Strategy, we will build on progress establishing a coordinated response to the needs of specific groups; bringing together council services and external partner organisations to maximise any available funding and ensure best value for service users.

Care experienced young people often face huge challenges as they grow towards adulthood, leaving them significantly at risk of homelessness. Young people leaving the care system are almost four times more likely to not be in education or employment than their peers and a lack of a stable home life can hold them back from learning how to live independently.

There are about 400 care leavers aged 18-21 in Nottingham and each year around a hundred young people who on reaching 18 years old are leaving care and require suitable accommodation to prevent homelessness. Council services are committed to working together and with external partners to ensure appropriate housing options for this group, with suitable support where needed for care leavers to maintain their tenancies and to reach their potential. The council's Placements Commissioning and Sufficiency Strategy for Looked After Children and Care Leavers 2023-2028 gives further detail on activity underway to meet the needs of these young people.

Once granted refugee status refugees are given very limited time to quit their Home Office funded accommodation and then need to find their own accommodation. People seeking asylum will have been dispersed to Nottingham and other towns and cities by the Home Office and many will want to remain in those areas.

Those who cannot find new accommodation may be eligible for homelessness support from the council, adding pressures when demand is already high. Sponsorship breakdowns in the Homes for Ukraine scheme are also adding to homelessness in the city.

Over the last five years, domestic abuse has been the third most common cause of homelessness in the city. The Domestic Abuse Act 2021 places a statutory responsibility on local authorities to provide safe accommodation to people having experienced domestic abuse and on social landlords to work with local councils on this issue.

The council launched its Safe Accommodation Strategy²⁵ in response to this which sets out how we work with partners to provide a range of housing options and, support services. To help survivors of domestic abuse to remain in their own homes and feel safe the council has developed a cross-tenure sanctuary scheme. This scheme presents an alternative to specialist or temporary accommodation of which there is a shortage.

Ensuring Housing Services support the prevention of homelessness, alongside enabling an adequate supply of affordable and suitable homes is key to tackling the issue. We remain committed to preventing homelessness whenever we can, and where homelessness does occur, make sure we can effectively and efficiently respond to it.



25 <https://www.nottinghaminsight.org.uk/d/abezPwy7>

Key progress to date:

- a) Secured over £10million of external funding to boost resources required to tackle rough sleeping and homelessness in the city over the last five years.
- b) Created a hospital discharge scheme specifically for rough sleepers to facilitate hospital discharge for this group.
- c) Successfully delivered a programme of housing-led accommodation with holistic, wraparound support for rough sleepers.
- d) Commissioned multiple community and accommodation-based projects, including the Somewhere Safe to Stay hub – the first of its kind in the country – with support options for single homeless households.
- e) Increased the amount of temporary accommodation available to families five-fold since 2017.
- f) Increased the support and accommodation options for households becoming homeless due to domestic abuse.
- g) Set up Nottingham Private Rented Sector Assistance Scheme (NPRAS) to enable better access to good quality homes in the Private Rented Sector for people facing homelessness.
- h) Successfully bid for over £800K of New Burdens funding in 2021/2022 from Central Government to implement the statutory duties within the Domestic Abuse Act 2021.
- i) Accessed funding to support options for move-on from supported housing, such as deposits to secure private rented accommodation.
- j) Twelve second stage move on houses were supported by Homes England in a partnership between Nottingham Community Housing Association and Housing Services and the women's refuges.

Over the term of this strategy, we will:

- a) Prevent and reduce homelessness, and end the routine use of B&Bs for families with children.
- b) Work with private sector landlords and Registered Providers to increase the supply of all forms of suitable alternative homes for people who become homeless.
- c) Develop a cost effective, flexible and dynamic temporary accommodation portfolio.
- d) Increase the involvement of partner agencies and work closely with other statutory bodies to prevent homelessness and protect vulnerable people.
- e) Prevent people from rough sleeping in the city by tackling the causes of their homelessness.
- f) Support the delivery of additional safe accommodation for people experiencing domestic abuse, in particular focussing on the need for dispersed accommodation.
- g) Harness all opportunities for funding to support the expansion of move-on accommodation and specialist services.
- h) Enable people who have experienced domestic abuse to remain in their homes, where appropriate and safe to do so.
- i) Support the delivery of the Care Leavers Pathway and Protocol for accommodation.

In our role as a landlord:

- a) Proactively support tenancy sustainment to prevent homelessness and repeat homelessness.
- b) Achieve the Domestic Abuse Housing Alliance accreditation to make sure our domestic abuse service is of the highest possible standard.

Priority four: In partnership with health services, social care and other partner agencies, supporting vulnerable people to live independently.



Vulnerable groups such as people with mental or physical health issues, learning disabilities, severe multiple disadvantage (SMD), or those facing domestic violence, homelessness and care experienced young people, often have housing requirements that are not readily catered for in the conventional housing market.

They may find it difficult to access affordable and suitable housing in the first place or may be experiencing circumstances that make it difficult to remain where they are without support.

Making sure people with support needs have access to appropriate good quality housing and joined up support services helps them retain their independence, health, and wellbeing for longer. In turn this can reduce the cost of health and care services required and delay or avoid the need for more expensive interventions in the future.

Adult Social Care currently supports around 5,600 people, with demand for services set to increase. The council's adult social care strategy²⁶ considers future demand for services and it estimates a 50% increase in the number of older people and a 4% increase in the number of people aged 18 to 64 requiring care and support by 2035.

The anticipated increase in the number of people aged 18 to 64 needing care and support will be driven by an increase in the number of people with moderate and severe learning disabilities, who are more likely to need higher-cost adult social care provision.

In addition, Nottingham has one of the highest rates in the country of people experiencing SMD with more than 4,500²⁷ people identified as requiring complex care provision. Most people that are experiencing SMD will be facing housing issues including homelessness.

Nottingham currently offers a diverse portfolio of housing options for people with support needs. The sector ranges from specialist supported accommodation for people with very high, long-term needs who receive large, commissioned packages of care through to support delivered by non-commissioned supported accommodation providers often to meet a temporary need.

The council's aim is to enable all older and disabled people, including those with mental health needs, to live as independently as they can, with most people living in mainstream housing. Current and anticipated future demand for the city's housing options for people with support needs is detailed in the City Council's Market Position Statement²⁸ which sets out opportunities for providers, partners and stakeholders to develop services including providing housing and accommodation.

We are also undertaking a review of our independent living schemes to make sure they remain relevant and appropriate to the needs of our older residents.

26 <https://www.nottinghamcity.gov.uk/media/0frjip3a/adult-social-care-strategy-full.pdf>

27 <https://notts.icb.nhs.uk/wp-content/uploads/sites/2/2021/10/NN-CCG-Homeless-SMD-LES-2122-v1.5.pdf>

28 <https://www.nottinghamcity.gov.uk/information-for-business/business-information-and-support/commissioning/>

Adaptions and improvements to the home environment including the use of digital technology and care-enabled devices are also offered to support people with health and care needs to live independently.

We will continue to work with our colleagues in health and social care to make sure the city has the right mix of housing and support services to meet the varied needs and aspirations of people now, and as their needs change.



29 <https://www.nottinghamhomelink.org.uk/section/housing-to-health/>

Key progress to date:

- a) Delivered extra care schemes, the most recent facility being part of the reconfigured Winwood Heights complex.
- b) Continued to deliver the Housing to Health Scheme²⁹ to free up hospital bed spaces by speeding up hospital discharge or prevent admission into a care setting due to poor living conditions.
- c) Prepared for the digital transition of our Nottingham on Call care alarm service which completes in 2025.
- d) Worked with private developers to deliver new supported living accommodation to help achieve our Transforming Care programme.
- e) Improved intelligence of local non-commissioned supported accommodation providers and support standards and produced a good practice guide.
- f) Secured Government funding to create a new service to improve and enforce property standards and the provision of support across the growing non-commissioned supported accommodation sector.

Over the term of this strategy, we will:

- a) Work with the Place-Based Partnership to enable integrated partnerships between health, housing, and social care to promote investment in housing and our collectively identified priorities.
- b) Work in partnership with health and social care colleagues, Registered Providers and private developers to enable new specialist provision to come forward.
- c) Deploy emerging technology and preventative digital assistive technology solutions to enable people to maintain their independence and better coordinate and personalise their care.
- d) Work in partnership through the Changing Futures programme to support people with SMD
- e) Monitor property and service standards and enforce when necessary to make sure of quality provision in the non-commissioned supported accommodation sector.
- f) Work with our health partners to get people out of hospital and back into their community, maintaining independence as soon and as much as possible.
- g) Improve access to and take-up of occupational therapy, equipment and adaptations to allow people to continue to live in their own homes.

Meeting the needs and aspirations of minority community groups

Nottingham is an ethnically and culturally diverse city. The 2021 Census showed that people from minority ethnic groups³⁰ make up 42.7% of the city's population, in comparison 26.5% of the population in England is from an ethnic minority group.

National data³¹ shows that minority ethnic groups repeatedly, and disproportionately, lack access to good quality, genuinely affordable homes and are more likely to live in overcrowded and poor-quality housing that fails to meet their needs. They are also more likely to work in lower-paid jobs and spend a higher proportion of their income on housing costs. These disparities within the housing system are not new, and the Covid-19 pandemic highlighted further aspects of the growing health and wealth inequalities within our minority ethnic communities.

In Nottingham, census data shows that minority ethnic groups are underrepresented in owner-occupied and social housing tenures and overrepresented in the private rented sector.

30 'Ethnic minorities' refers to all ethnic groups except the white British group

31 <https://www.ethnicity-facts-figures.service.gov.uk/uk-population-by-ethnicity/demographics/people-living-in-deprived-neighbourhoods/latest>

Tenure split for ethnic minority groups compared to the general



An overrepresentation in the private rented sector can be partly explained by Nottingham's status as a university city and by patterns of more recent migration. The private rented sector will have people living in this tenure who are from all over the world and have come to the city to study. Also, recent migrants are more likely to be accommodated in the private rented sector than other tenures.

While preparing this strategy the council held a 'Have Your Say on Housing – Focussing on ethnic minority communities' event. Findings from the event have informed the development of this strategy. Drawing upon the diverse membership of the Housing Assurance Board, and the local Social Housing Forum, we will work to understand more about the housing experience of our minority ethnic groups so we can make sure the council and our partners are delivering equitable housing services.

We are committed to working positively with all our communities, including those which are hard to reach, to understand and meet their needs and aspirations.

There is evidence³² to suggest that Gypsy and Traveller communities are one of the most marginalised and disadvantaged of all minority groups in the country. Nottingham is home to a small number of permanent privately owned gypsy and traveller sites.

The Gypsy and Traveller Accommodation Assessment (GTAA)³³, 2020-2038, identified a need across the city for additional pitches. This research was completed during the Covid-19 pandemic which limits the reliability of the data as the above figures were generated with reliance on a small amount of data, and more anecdotal information. This will therefore need to be revisited and reviewed in due course. A key barrier to delivering new Gypsy and Traveller provision is a lack of suitable and affordable land within the city given wider land supply constraints.

We will work to enhance our understanding of the diverse housing needs and experiences of minority ethnic communities and other minority community groups living in Nottingham. This will enable us to make sure we shape our housing offer accordingly and tackle any barriers to accessing housing related services.

Through engagement with the city's minority communities, we will make sure their voices are heard and that we work in partnership to achieve positive outcomes including providing inclusive housing solutions.

32 <https://publications.parliament.uk/pa/cm201719/cmselect/cmwomeq/360/report-summary.html>

33 <https://www.gnplan.org.uk/media/tznhsuhw/greater-nottingham-ashfield-gtaa-report.pdf>

Key progress to date:

- a) Worked with researchers at the University of Nottingham to better understand barriers to good housing faced by minority ethnic communities.
- b) Facilitated initial dialogue on a range of housing issues through the 'Have your say on Housing' event that focused on ethnic minority communities, with representation from public, voluntary and other organisations.
- c) Completed a study into the future accommodation needs of Gypsies and Travellers to inform our plans.
- d) Made sure that our planning policies enable sufficient sites for Gypsies and Travellers to come forward, both now and into the future, and that the existing sites are safeguarded.

Over the term of this strategy, we will:

- a) Review our housing register to understand the need for social housing from the different equality strands.
- b) Review our lettings data to make sure it is reflective of those on the housing register.
- c) Work in partnership with our minority ethnic communities and other minority community groups to make sure we are meeting their needs and aspirations.
- d) Make sure that our planning policies enable sufficient land supply to address identified needs for Gypsy and Traveller sites as identified through an updated Gypsy and Traveller Accommodation Assessment.



Resources to Deliver this Strategy

This strategy involves the City Council working closely with our partners, such as other social landlords, private landlords and developers and the voluntary sector. The council will play its role in supporting delivery as an enabler and provider utilising our regulatory and statutory powers.

Nottingham continues to be under significant financial pressure. Over the course of the past few years, the council has been on a significant change journey through our Together for Nottingham Plan to make sure our services offer best value for our citizens under the Improvement and Assurance Board.

This strategy has been developed in line with the Together for Nottingham Plan's objectives. These make sure the council moves towards a sound financial footing with strong governance of its Capital Investment Strategy. This will affect how we take decisions about investment in housing and how we commission housing services.

This strategy recognises the constraints on the council's spending will continue for several years. Therefore, we will make the best use of existing resources and look to leverage external resources, and make sure that any new major capital expenditure is based on a robust business case and best value.

Housing Revenue Account

We will make the best use of our Housing Revenue Account (HRA) in order to make the appropriate investment decisions to keep council homes safe, warm and modern. This will involve the refreshed 30-year HRA business plan which will guide expenditure based on the evolving needs of the homes owned by the council.

We have an ambition to build more social homes. This will require additional borrowing within the HRA which will need to be fully modelled in order to ensure viability and value for money. We will make the best use of the council's own, limited available land for building.

Devolution

Nottingham City Council along with Derby City Council, Derbyshire and Nottinghamshire County Councils and respective district councils have successfully entered a devolution agreement with the Department for Levelling Up, Housing and Communities for the East Midlands Combined County Authority.

The agreement commenced in 2024/25 and is supported by a thirty-year investment funding programme that includes significant housing commitments. As part of this, Nottingham City Council will look towards securing investment for several key projects and sites to bring them forward for timely housing delivery.



Central Government

We will engage with Homes England to secure grant funding for new homes and regeneration, and further opportunities likely to emerge from the devolution deal, including attracting new investors to the city. We will also actively engage with the private sector to seek out areas of mutual benefit and cooperation on areas of renewal, regeneration, or redevelopment.

A large proportion of the energy improvements that have been carried out on our housing stock in the last 10-15 years have been using Government or European Union funding programmes. Such funding is scarcer now; however, we will continue to seek to secure grant for retrofit programmes where there is a clear business case, and the necessary match funding is available. This will be done in partnership with other local authorities and organisations to ensure efficient use of resources. We have achieved this with the successful Midlands Energy Hub bid into the Government's Social Housing Decarbonisation Fund.

Alongside core budgets, Nottingham benefits from substantial government grants. Whilst most welcome, they are often short-term in nature and problematic for the long-term sustainability of projects. In these cases, we will seek to work with the voluntary and third sector to ensure these funds are used as effectively and efficiently as possible.

The strategy has been developed at a time when the country is experiencing a change in Government and the council will ensure that Nottingham stands to benefit from any new housing initiatives or legislation announced.

Private Rented Sector Licensing

Government legislation calls for private sector licensing when conditions are met. While our statutory housing enforcement duties are funded from the council's core budget, licensing schemes are funded from the licence fee income for each scheme.

The rules around the use of this ring-fenced income determine where and how it can be utilised – however, it is the case that the use of licensing has the effect of saving costs to the core budget because of the proactive and preventative improvements to dwellings that licensing brings.

Cross-council effort

One of the most important resources we have is our staff. The council's new Housing Division aims to make sure that we are deploying our staff resources to the maximum benefit of our citizens across all tenures and maintain a dynamic, professional and well-trained housing workforce at all levels.

We also recognise the important work from service teams from across the council including social care, planning, housing licensing, environment and sustainability and biodiversity and green spaces that will help to make sure the city's homes and neighbourhoods can meet the needs of our population into the future.

Implementation Plan

This strategy is supported by an implementation plan which details how our aims and commitments will be achieved, including information on targets and timescales where applicable. Delivery will be subject to the scrutiny of the council's Housing and City Development Scrutiny Committee.

Thank you to Blueprint, Nottingham Community Housing Association and Tuntum for the images that they have provided for this document.



Engaging with the Housing Strategy

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