EXECUTIVE SUMMARY

Prepared on behalf of Stoke-on-Trent City Council by

David Adamson & Partners Ltd.
32 Rutland Square
Edinburgh
EH1 2BW

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1.0 INTRODUCTION

1.1 David Adamson & Partners Ltd. were commissioned by the City of Stoke-on-Trent Council to complete a review of housing and household conditions across the private housing sector. The last survey of housing conditions was completed in 2009. Information from the current study provides an up to date benchmark for private sector housing locally, against national housing conditions and provides a base of information for the review and further development of private sector housing strategies.

1.2 The 2017 study has involved a comprehensive survey programme across a target sample of 2,100 dwellings representing just over 2% of an estimated private sector housing stock comprising 90,258 dwellings. Survey investigation has included physical housing conditions (HHSRS, Decent Homes), energy efficiency (Sap 2012) and the circumstances and attitudes of occupying households.

1.3 The house condition survey was designed and implemented according to national guidelines issued by the Department for Communities and Local Government in England. A sample size of 2,100 dwellings was agreed and designed to permit the reporting of survey findings City-wide and individually for 5 selected focus areas where intervention may be required. The focus areas were located in Hanley Park and Shelton, Etruria and Hanley, Joiners Square, Burslem Central and Moorcroft. Post survey the samples were combined at Ward level to reflect and report on three broad localities across the City-Central, North and South.

### LOCALITY COMPOSITION BY ELECTORAL WARD

<table>
<thead>
<tr>
<th>LOCALITY</th>
<th>ELECTORAL WARD</th>
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<tbody>
<tr>
<td>CENTRAL</td>
<td>Abbey Hulton and Townsend, Birches Head and Central Forest Park, Boothen and Oak Hill, Eaton Park, Etruria and Hanley, Hanley Park and Shelton, Hartshill and Basford, Joiners Square, Penkhull and Stoke, Springfields and Trent Vale</td>
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<tr>
<td>NORTH</td>
<td>Baddeley Milton and Norton, Bradeney and Chell Heath, Burslem Central, Burslem Park, Ford Green and Smallthorne, Goldenhill and Sandyford, Great Chell and Packmoor, Little Chell and Stanfield, Moorcroft, Sneyd Green, Tunstall</td>
</tr>
<tr>
<td>SOUTH</td>
<td>Bentilee and Ubberley, Borton East, Borton West and Newstead, Broadway and Longton East, Dresden and Florence, Fenton East, Fenton West and Mount Pleasant, Hanford and Trentham, Hollybush and Longton West, Lightwood North and Normacot, Meir Hay, Meir North, Meir Park, Meir South, Sandford Hill, Weston Coyney</td>
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### FOCUS AREA COMPOSITION (1)

<table>
<thead>
<tr>
<th>FOCUS AREA</th>
<th>STREET</th>
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<tbody>
<tr>
<td>Hanley Park and Shelton</td>
<td>Ashford Street, Boothey Road, Carlton Road, Chatham Street, Crowther Street, Harcourt Street, Haywood Street, Newlands Street, Salisbury Avenue, Seaforth Street, Spencer Road, Thornford Road, Wellesley Street</td>
</tr>
<tr>
<td>Etruria and Hanley</td>
<td>Etruria Vale Road, Kimberley Road, Ladysmith Road, Lomas Street, Sandon Street, Sun Street, Union Street, Whitmore Street</td>
</tr>
<tr>
<td>Joiners Square</td>
<td>Ephraim Street, Harley Street, Hazlehurst Street, Kiln View, Ridgway Road, Warrington Road, Wellington Street, Hordley Street, Perry Close</td>
</tr>
<tr>
<td>Burslem Central</td>
<td>Blake Street, Federation Road, Maddock Street, Morton Street, Newcastle Street, Sunny Bank</td>
</tr>
<tr>
<td>Moorcroft</td>
<td>Elm Street, Hillary Street, North Road, Sneyd Street, Waterloo Road</td>
</tr>
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(1)Of the 41 streets included in the Focus Areas, surveys were carried out in 38 streets. No surveys were achieved in Hordley Street, Perry Street or Union Street.
1.4 Against the survey target of 2,100 dwellings, surveys were achieved in 2,019 dwellings representing 96.1% of target. 1,783 dwellings were surveyed both externally and internally and household interviews achieved in 1,729 dwellings. An additional 236 full external surveys were completed across vacant property addresses. Information from surveyed dwellings and households has been extrapolated through the use of statistical weights to represent total private sector dwellings and households across the City. Due to the use of sampling techniques estimates presented represent mid point values within a range of sampling error. Accuracy levels associated with the sample survey average ±2% City-wide.

2.0 KEY FINDINGS: HOUSING STOCK AND HOUSEHOLDS

2.1 The City of Stoke-on-Trent contains a private sector housing stock estimated at 90,258 dwellings from Council Tax sources. At the time of survey 83,023 dwellings (92.0%) were occupied; the remaining 7,235 dwellings (8.0%) were vacant. The majority of vacant dwellings (6,331 dwgs – 7.0%) have been vacant under 6 months and are expected to return to occupancy in the short-term. These include dwellings for sale or rent and those currently undergoing major repairs and/or improvements. 904 vacant dwellings (1.0%) were assessed as vacant for over 6 months and are typically regarded as problematic in occupancy terms. Short-term vacancy rates are slightly above normal housing market turnover expectations. Estimates of housing vacancy have been completed by surveyors on-site through visual assessment. Additionally no sample controls were possible on housing vacancy which can lead to over or under representation of the vacant housing stock. Council tax estimates show 3,082 empty properties in 2016 although disincentives to housing vacancy (removal of discounts and introduction of fee charges for long term vacants) may result in non-notification by owners.
2.2 Vacancy rates vary significantly across the housing stock and geographically across the City. Within the housing stock rates of vacancy are higher within the private-rented sector; estimated at 17.2% compared to 4.6% within the owner-occupied sector. Highest rates of vacancy are associated with the pre-1919 and inter-war housing stock, with terraced housing and with flats in converted or mixed use buildings. Geographically, rates of vacancy are higher within the focus areas averaging 15.2% compared to 7.9% in the remainder of the City. At a locality level rates of vacancy are above average in the Central and North areas.

![Vacancy Rates by Area](image)

2.3 The age of a home is strongly associated with its condition and energy performance. The oldest homes (pre-1919) generally perform less well in these respects than newer homes. Private sector housing in the City of Stoke-on-Trent is representative of all building eras but is predominantly of post Second World War Construction. 52,285 dwellings (57.9%) were constructed post-1944. Of these dwellings, 21,649 dwellings or 41.4% were constructed post-1980. 37,973 dwellings (42.1%) were constructed pre-1945. Within this group, 17,308 dwellings (19.5%) were constructed pre-1919; 20,665 dwellings (22.9%) in the inter-war period (1919-1944). Private sector housing stock in Stoke-on-Trent is not significantly different from the national profile for England. Rates of pre-1919 housing are below the national average, rates of inter-war housing above the national average and rates of post-1980 construction above the national average.
2.4 The five focus areas represent concentrations of pre-1919 housing. 1,885 dwellings within the focus areas are of pre-1919 construction representing 84.2\% of total focus area housing stock. This compares with 17.5\% pre-1919 construction across the remainder of the city. Highest rates of pre-1919 construction are associated with Hanley Park and Shelton (93.6\%) and Burslem Central (90.4\%). The Central locality exhibits the oldest housing profile with 31.5\% of dwellings constructed pre-1919 and 60.1\% constructed pre-1945.
2.5 Housing tenure was estimated during the survey by occupier confirmation in occupied dwellings but also through surveyor estimates on site for vacant dwellings. Using data for occupied dwellings only represents the most accurate estimate of housing tenure. This measure also permits direct comparison with the 2009 house condition survey and nationally with the English Housing Survey. Owner-occupation is the predominant form of private sector tenure within the occupied housing stock accounting for 62,706 dwellings or 75.5%; 20,317 occupied dwellings are private-rented (24.5%).

2.6 Housing tenure patterns in Stoke-on-Trent are broadly in line with the national profile for England. 23.9% of occupied private sector dwellings in England in 2015 were private-rented compared to 24.5% locally. Rates of owner-occupation locally of 75.5% compare with 76.1% owner-occupation nationally. Significant national growth in private-rental has been recorded in England since 2003 with the private-rented sector overtaking in size the social rented sector for the first time since 2012-13. Increases nationally have been related to the removal of rent controls, the introduction of assured short-hold tenancies, the growth in buy-to-let and the shortage of affordable properties for purchase. In line with national trends, rates of private-rental in Stoke-on-Trent have increased since 2009 with a consequent reduction in owner-occupation. Rates of private-rental have increased in Stoke-on-Trent within the occupied private sector housing stock from 12.4% in 2009 to 24.5% in 2017. Conversely owner-occupation has fallen from 87.6% in 2009 to 75.5% in 2017.
2.7 1,239 occupied dwellings within the focus areas are private-rented representing 65.3% of total occupied housing stock. This compares with 23.5% of occupied dwellings in private-rental across the remainder of the city. Highest individual rates of private rental are recorded in Hanley Park and Shelton (81.0%), Burslem Central (65.5%) and Moorcroft (67.1%), and in the Central locality (37.5%).

2.8 83,023 occupied dwellings contain 90,196 households and a household population of 211,054 persons. Average household size is estimated at 2.34 persons. 81,459 occupied dwellings (98.1%) are occupied by single households, the remaining 1,564 dwellings are in multiple occupation. Houses in multiple occupation account for 3,419 households averaging 2.2 households per dwelling. Dwellings in multiple occupation are distributed across the city but exhibit a higher concentration in the focus areas representing 20.3% of total housing stock compared to 1.5% in the remainder of the city.

HOUSES IN MULTIPLE OCCUPATION

A/ MULTIPLE OCCUPATION
Occupied Dwellings - 83,023

B/ MULTIPLE OCCUPATION BY AREA
% in Multiple Occupation

INSIDE FOCUS AREAS

CITY REMAINDER

STOKE-IN-TRENT
2.9 Private sector households are typically small in size and in line with national trends exhibit an ageing profile. 22,739 households (25.2%) are single person in size, an additional 35,038 households (38.8%) contain two persons. Only 3,325 households (3.6%) contain five or more persons. The average age of heads of household is estimated at 51 years; 24,777 households (27.5%) are headed by a person aged 65 years and over.

2.10 Significant demographic differences exist between tenures reflecting a younger more mobile private-rented sector against an established owner-occupied sector:

- 34.2% of owner-occupied households have a head of household aged 65 years and over compared to 10.6% of private-rented households
- 12.9% of private-rented households have a head of household aged 25 years compared to 0.4% of owner-occupied households
- 23.6% of private-rented households contain a single person aged under 60 years compared to 7.6% of owner-occupied households
- 35.5% of owner-occupied households contain one or two persons aged over 60 years compared to 11.8% of private-rented households
- 33.0% of private-rented households have been resident in their home under 1 year compared to 4.4% of owner-occupied households
- 45.9% of owner-occupied households have been resident in their home over 20 years compared to 3.0% of private-rented households
- 21.0% of private-rented households will either definitely or possibly move home within the next 12 months compared to 8.3% of owner-occupied households

2.11 57,703 households (64.0%) have a head of household in full or part-time employment; 1,900 heads of household (2.1%) are registered unemployed and 24,388 heads of household (27.0%) are economically retired. 17,272 households (19.1%) are in receipt of means tested or disability related benefits and are economically vulnerable. Working within fuel poverty methodologies households on low incomes are regarded as those with incomes of less than 60% of the median UK equivalised after housing cost (AHC) income. On this definition, 32,776 households in Stoke-on-Trent are on low incomes representing 36.3% of all private households.

2.12 Data from the English Housing Survey indicates median private sector gross household income at £31,315 ranging from £23,421 in the private-rented sector to £33,423 for owner-occupiers. Median gross household income for private sector households in Stoke-on-Trent is estimated at £28,599 (below the national average) ranging from £19,759 in the private rented sector to £33,799 for owner-occupiers.

2.13 Significant differences exist in the social and economic circumstances of households by tenure and within the focus areas. These indicate an older and more residentially stable household structure in the owner-occupied sector and outside the focus areas. The private rented sector exhibits a younger and residentially more mobile household structure as do the focus areas. Indicators of economic disadvantage are significantly worse in the private rented sector and focus areas as a whole. 6.5% of households in the private-rented sector have a head of household unemployed compared to under 1% of
owner-occupied households. 58.6% of private-rented households are on low incomes compared to 27.5% of owner-occupied households while 28.5% of private-rented households are in receipt of benefits compared to 15.4% of owner-occupied households. Higher levels of unemployment and benefit receipt combined with low incomes are also a feature of households within the focus areas.

3.0 KEY FINDINGS – HOUSING CONDITIONS

3.1 Housing conditions against national standards can only be measured fully within the occupied housing stock (83,023 dwellings). 68,906 dwellings (83.0%) meet the requirements of the Decent Homes Standard and can be regarded as satisfactory. The remaining 14,117 occupied dwellings (17.0%) fail the requirements of the Decent Homes Standard and are non-Decent. Within the Decent Homes Standard itself the following pattern of failure emerges:

- 3,220 dwellings (3.9%) exhibit Category 1 hazards within the Housing Health and Safety Rating System (HHSRS)
- 9,353 dwellings (11.3%) are in disrepair
- 234 dwellings (0.3%) lack modern facilities and services
- 4,089 dwellings (4.9%) fail to provide a reasonable degree of thermal comfort
3.2 Information from the English housing survey enables housing conditions in Stoke-on-Trent to be placed in national context. Housing conditions locally with regard to the Decent Homes Standard are better than the national average. Locally, 17.0% of occupied private housing fails the Decent Homes Standard compared to 21.0% of private sector housing nationally (2015). Local conditions with regard to Category 1 hazards, thermal comfort and amenity performance are better than the national average. Levels of disrepair locally (11.3%) are however above the national average (4.8%) and these have implications for potential future deterioration within the private housing sector.

LOCAL CONDITIONS IN A NATIONAL CONTEXT
3.3 Significant improvements in private sector housing conditions have been recorded nationally in England since 2008 witnessing a 36.6% reduction in overall rates of non-Decency which have declined from 34.4% of private housing non-Decent in 2008 to 21.8% in 2014. National trends are mirrored locally with a 69% reduction in overall rates of non-Decency from 49.4% of private housing non-Decent in 2009 to 17.0% non-Decent in 2017.

3.4 Housing conditions in Stoke-on-Trent vary across the housing stock by tenure and housing type. These variations reflect higher rates of non-Decency for:

- Dwellings constructed pre-1919 (36.1%)
- Private-rented dwellings (31.5%)
- Terraced houses (25.2%)
- Flats (44.1%)

Housing conditions with regard to Decent Homes also vary significantly geographically across the City. 606 dwellings within the focus areas are non-Decent representing 31.9% of focus area housing stock. This compares to 16.7% of dwellings non-Decent in the City remainder. Across the focus areas rates of non-Decency are highest in Moorcroft, Burslem Central and Hanley Park and Shelton. Across localities rates of non-Decency are highest in the Central area (22.6%).
3.5 Costs to address non-Decency are estimated at £96.190M net averaging £6,814 per non-Decent dwelling. Costs to improve non-Decent homes range from under £3,000 to £18,000.

4.0 KEY FINDINGS – ENVIRONMENTAL CONDITIONS

4.1 Overall, 9,327 dwellings (10.3%) are located in residential environments experiencing liveability problems. Problems with upkeep affect 8,181 dwellings (9.1%), traffic problems affect 2,187 dwellings (2.4%) while utilisation issues affect 201 dwellings (0.25). As an overall assessment surveyors were asked to grade the visual quality of the residential environment. Surveyors assessed the environment as poor or below average in 13,767 dwellings (15.3%), as average in 58,604 dwellings (64.9%) and as above average or good in 17,888 dwellings (19.8%). Visual environment quality issues are more significant in areas of private-rental and pre-1919 housing. At an area level they are most significant within the focus areas.
5.0 KEY FINDINGS – HOUSING AND HOUSEHOLD CONDITIONS

5.1 Poor housing conditions impact on all household types across the City, but socially and economically disadvantaged households, in particular the young and the elderly are at greater risk of experiencing poor housing conditions.

- Single person households aged under 60 years account for 12.2% of all households but comprise 26.2% of all households living in non-Decent homes
- Households with a head of household aged under 35 years account for 23.7% of all households but comprise 32.4% of all households living in non-Decent homes
5.2 The previous Public Service Agreement (PSA) Target 7 implied that 65% of vulnerable households would live in a Decent Home by 2007, rising to 70% by 2011 and 75% by 2021. While the national target has been removed these previous thresholds still provide an important yardstick for private sector housing strategy. The survey estimates 17,272 vulnerable households representing 19.1% of all private households. Currently 76.7% of vulnerable households live in Decent Homes city-wide exceeding the previous 2021 PSA Target.

6.0 KEY FINDINGS – FUEL POVERTY

6.1 Fuel poverty in England is now measured using a Low Income High Costs framework. Under this definition a household is considered to be fuel poor where:

- They have required fuel costs that are above average, and
- Were they to spend that amount they would be left with a residual income below the official poverty line

Under the definition, 11,605 households in Stoke-on-Trent (12.9%) have low incomes and high fuel costs and are in fuel poverty. Rates of fuel poverty are above the current average for England (10.6%) and slightly above the West Midlands average of 12.1%.
6.2 Demographically, fuel poverty impacts most strongly on the elderly and younger households.

- 6,960 households headed by a person aged 65 years and over are in fuel poverty. This represents 28.1% of such households and 60% of all households in fuel poverty
- 21.2% of all households headed by a person aged under 25 years are in fuel poverty

Economically, fuel poverty as might be expected impacts more strongly on households with low incomes and on the economically vulnerable. 3,588 economically vulnerable households are in fuel poverty representing 20.8% of vulnerable households and 30.9% of all households in fuel poverty. Households in fuel poverty have a median equivalised (AHC) income of £7,633 compared to an all household median of £14,920. Across the housing stock rates of fuel poverty are above average in the private-rented sector (15.1%), in the pre-1919 housing stock (25.6%) and in the focus areas (18.6%). The Central and South localities also exhibit above average levels of fuel poverty.
7.0 KEY FINDINGS – HOUSEHOLD ILLNESS/DISABILITY

7.1 9,209 households in Stoke-on-Trent (10.2%) indicated that at least one family member was affected by a long-term illness or disability. The most common complaints relate to:

- Heart/circulatory problems (53.9%)
- Respiratory illness (35.8%)
- Mobility impairment (64.6%)
Household illness/disability is strongly age related. 6,290 households affected by illness/disability (68.3%) have a head of household aged 65 years and over.

7.2 The majority of households experiencing illness/disability also experience mobility problems within their existing dwelling – 6,643 households (72.1%). The most common mobility problems relate to climbing steps and stairs, access to the home and using bathroom amenities. 1,490 households experiencing mobility problems (22.4%) live in dwellings which have been adapted the remaining 5,152 households (77.6%) live in un-adapted dwellings.
7.3 Households experiencing illness/disability were asked if this had resulted in the use of health service resources during the past year. Health service contact in the past year is significant among households experiencing illness/disability. 7,320 households (79.5%) have made a surgery visit to their GP, a further 2,421 households (26.3%) have arranged a GP home visit, and 6,085 households (66.1%) have attended hospital as an outpatient. Overall, 8,151 households with an illness/disability (88.5%) have had contact with health services in the past year.

8.0 KEY FINDINGS – HOUSEHOLD ATTITUDES

8.1 Housing satisfaction levels are good. 57,855 households (64.1%) are very satisfied with their current home, an additional 29,866 households (33.1%) are quite satisfied. Only 2,309 households (2.5%) expressed direct dissatisfaction with their home. Household satisfaction with their local areas is also high. 52,113 households (57.8%) are very satisfied with the area in which they live, an additional 35,214 households are quite satisfied (39.0%). 2,702 households (3.0%) expressed dissatisfaction with their local area. The majority of households – 73,396 households (81.4%) – regard their area as unchanging over the last five years; 9,087 households (10.1%) think their local area has improved while 7,713 households (8.6%) think their local area has declined. Perceptions of area decline are above average in areas of pre-1919 housing, within the focus areas and for owner-occupied households. Locality variations in perceptions of decline are higher in the Central and South areas.
Households were asked directly if they were aware of any issues within their area. 7,772 households (8.6%) stated that there were issues. While the majority of issues remain minor a number of areas of concern do emerge. These include:

- Anti-social behaviour
- Youth annoyance
- Drug abuse/dealing
- Litter and fly tipping
- Dog fouling
Perceptions of neighbourhood issues are higher with the Focus areas (15.0%) and in particular Etruria and Hanley (29.1%) and Joiners Square (33.4%). They are also higher in the South locality (11.5%).

9.0 OWNER-OCCUPIERS

9.1 7,911 owner-occupied households (12.3%) live in homes which are non-Decent with total outstanding expenditure on Decent Homes improvements of £52.948M. 1,874 households within this sector are economically vulnerable, 2,807 households while not economically vulnerable are elderly. Economic factors will influence the ability of owner-occupiers to improve their homes but other factors will also impact. 64.0% of owner-occupiers in non-Decent Homes are very satisfied with their current home, 70.4% have completed no major repairs/improvements in the last 5 years and 84.3% have no intentions of carrying out repairs/improvements within the next 5 years. 52.1% of owner-occupied households have no existing mortgage or financial commitments on their home. Equity levels within the owner-occupied sector are estimated at £5.209 billion. Among owner-occupied households living in non-Decent Homes 13.1% stated they would re-mortgage for home improvements.

10.0 PRIVATE-RENTED TENANTS

10.1 The private rented sector in Stoke-on-Trent has grown from 12.4% of stock in 2009 to 24.5% of properties in 2017. This reflects a national growth in the private rented sector. Significant demographic differences between tenure are also evident from the survey. The city has a younger more mobile private rented sector and an older more established owner occupied sector.

10.2 The survey shows that there are significant issues within the private rented sector. 31.5% of private rented households live in homes which are non decent with total outstanding expenditure on decent homes improvements of £44.89M net, and £53.87M gross (including VAT). Indicators of economic disadvantage are significantly worse in the private rented sector in the city:

- 6.5% have a head of household who is unemployed compared to 1% in owner occupied properties
- 58.6% are on low income compared with 27.5% in owner occupied properties
- 28.5% of households are in receipt of benefits compared with 15.4% in owner occupied properties

Private rented stock also shows higher rates of fuel poverty 15.1% compared with 10.6% nationally.

10.3 Within the private rented sector 10,482 tenants (40.8%) regarded their dwelling to be in very good or quite good repair condition. 2,108 tenant households (8.2%) regarded repair conditions as poor. 10,766 tenant households (41.9%) have informed their landlord or agent of outstanding repairs. In 3,665 tenant households (34.0%) these issues were being addressed, however in 7,101 tenant households (66.0%) repair issues remain outstanding.
11.0 THE WAY FORWARD

11.1 The survey programme has provided a broad and detailed range of information on the condition of private sector housing and on the characteristics, circumstances and attitudes of occupying households. This report has summarised the key findings to emerge from this study.

11.2 The survey highlights focus areas in the city where investment is required. In the focus areas for the survey 84.2% of housing is of pre-1919 construction. Rates of vacancy, fuel poverty and the number of private rented sector properties are higher in these areas than in other parts of the city.

11.3 Both the growth of the private rented sector in the city and conditions evidence a need for intervention here. Nationally, this is also increasingly seen as an area where intervention is required. The Houses of Parliament Parliamentary Office of Science and Technology published a report in April 2018 (Health in Private Rented Housing, Parliamentary Office of Science and Technology, April 2018) which provides an overview of the quality of housing in the private rented sector in Britain and highlights the links between poor health and housing. The report overview makes the following key points:

- The private rented sector in the UK is growing and has worse conditions than any other sector.
- Conditions such as excess cold and overcrowding can affect physical health and mental well-being throughout life.
- Increasing energy efficiency and removing damp and mould can improve health.
- Tenants may not feel able to request repairs and landlords may not know the standards that are required. Local authorities may lack resources to enforce housing standards.
- Incentivising landlords and encouraging joint working across local authorities, and other providers of health and social care at local levels, may improve conditions.

This report and the findings of this stock condition survey provide a detailed evidence base which the council can use to focus investment.

The benefits to health resulting from housing improvements requires further study both in the city and nationally. Future intervention programmes in the city should seek to measure health outcomes.

11.4 In moving forward, survey data has been provided electronically to the Council permitting ongoing analysis for policy and strategy development.