

## **Notice of a public meeting of**

### **Housing and Community Safety Policy and Scrutiny Committee**

- To:** Councillors Fenton (Chair), Pavlovic (Vice-Chair), Baker, Heaton, Hollyer, Vassie and Wells
- Date:** Tuesday, 19 October 2021
- Time:** 5.30 pm
- Venue:** The George Hudson Board Room - 1st Floor West Offices (F045)

## **AGENDA**

### **1. Declarations of Interest**

At this point in the meeting, members are asked to declare any personal interests not included on the Register of Interests, any prejudicial interests or any disclosable pecuniary interests which they may have in respect of business on this agenda.

### **2. Minutes**

(Pages 1 - 4)

To approve and sign the minutes of the Housing and Community Safety Scrutiny Committee meeting held on 14 July 2021.

### **3. Public Participation**

At this point in the meeting members of the public who have registered to speak can do so. Members of the public may speak on agenda items or on matters within the remit of the committee. Please note that our registration deadlines have changed to 2 working days before the meeting, in order to facilitate the management of public participation at our meetings. The deadline

for registering at this meeting is at **5.00pm on Friday 15 October 2021**.

To register to speak please visit [www.york.gov.uk/AttendCouncilMeetings](http://www.york.gov.uk/AttendCouncilMeetings) to fill in an online registration form. If you have any questions about the registration form or the meeting please contact Democratic Services on the details at the foot of the agenda.

### **Webcasting of Public Meetings**

Please note that, subject to available resources, this meeting will be webcast including any registered public speakers who have given their permission.

The meeting can be viewed live and on demand at [www.york.gov.uk/webcasts](http://www.york.gov.uk/webcasts). During coronavirus, we've made some changes to how we're running council meetings. See our coronavirus updates ([www.york.gov.uk/COVIDDemocracy](http://www.york.gov.uk/COVIDDemocracy)) for more information on meetings and decisions.

#### **4. Finance and Performance Quarter 1 Monitor (Pages 5 - 14) 2021/22**

This report provides details of the 2021/22 first quarter monitoring position for both finance and performance across Housing & Community Safety. The paper incorporates data to June 2021, which was reported to Executive on 28 August 2021.

#### **5. Housing Service - impacts of Brexit and Covid (Pages 15 - 20)**

Following the exit from the European Union in January 2020 and the Covid lockdown on 23 March 2020 and the subsequent period of restrictions, services to council housing tenants and homeless people have inevitably been impacted. This report sets out these impacts and the action plan which is being implemented to address the manifold, negative service impacts upon the delivery of housing services.

#### **6. Housing Energy Efficiency Strategy (Pages 21 - 64)**

This report presents a discussion paper which sets out the strategic context, plans, and current programmes delivered by the council in response to the decision to accelerate carbon

reduction through retrofit works in housing stock across all tenures. The Committee are asked to consider and comment on the analysis and proposals working towards a Housing Energy Efficiency Strategy for the City.

**7. Report on the Homeless Winter Night Provision 2021/22** (Pages 65 - 76)

This report updates the Housing & Community Safety Scrutiny Committee on the current homelessness situation and the winter night provision for rough sleepers and single homeless people in York.

**8. Work Plan** (Pages 77 - 78)  
To discuss the committee's Work Plan for 2021/22.

**9. Urgent Business**  
Any other business which the Chair considers urgent.

## Democracy Officer

Robert Flintoft

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For more information about any of the following please contact the Democracy Officer responsible for servicing this meeting:

- Registering to speak
- Business of the meeting
- Any special arrangements
- Copies of reports and
- For receiving reports in other formats.

Contact details are set out above.

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**我們也用您們的語言提供這個信息 (Cantonese)**

**এই তথ্য আপনার নিজের ভাষায় দেয়া যেতে পারে। (Bengali)**

**Ta informacja może być dostarczona w twoim (Polish)  
własnym języku.**

**Bu bilgiyi kendi dilinizde almanız mümkündür. (Turkish)**

**یہ معلومات آپ کی اپنی زبان (بولی) میں بھی مہیا کی جاسکتی ہیں۔ (Urdu)**

** (01904) 551550**

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City of York Council

Committee Minutes

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Meeting	Housing and Community Safety Policy and Scrutiny Committee
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Date	14 July 2021
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Present	Councillors Fenton (Chair), Pavlovic (Vice-Chair), Baker, Heaton, Hollyer, Vassie and Wells
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Apologies	
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### **19. Declarations of Interest**

Members were asked to declare, at this point in the meeting, any personal interests not included on the Register of Interests or any prejudicial or discloseable pecuniary interest that they might have in respect of the business on the agenda. None were declared.

### **20. Minutes**

Members considered the minutes of the previous Committee meeting and requested that prosecution data around hate crimes which was referenced at the 19 April meeting be shared with the Committee.

Resolved: That the minutes of the meeting held on 19 April 2021 be approved and signed as a correct record.

### **21. Public Participation**

It was reported that there had been no registrations to speak under the Council's Public Participation Scheme.

### **22. Affordable Homes on New Developments**

Members were joined by Council Officers and Julia Histon from a York Housing Association and Carbon Homes and Stephen Secker from the York Property Forum. The chair outlined the Committees work since it was requested to consider affordable housing on new developments by the October 2019 Area Planning meeting and outlined the findings and recommendations within the report for the Committees consideration.

The Committee discussed the need to affordable housing noting that consistently York was currently unable to build enough affordable housing to meet demand per year. It was noted that while this was a problem

across the country the Committee agreed that the Council should consider options to try and provide more affordable housing to meet demand in the city.

Members considered the options of tenure types, noting that the Council's current policy meant that schemes were required to offer 20% of properties being available at Social Rent. Officers noted that the Council currently used Social Rent, rather than a number of alternative tenure types for its affordable housing allowance was due to it being the most affordable option for residents requiring affordable housing.

Members discussed the prospect of alternative tenure types such as shared ownership, considering the prospect of providing a wider range of options for those requiring affordable housing against a greater focus on Social Rent due to it providing the best cheapest form of housing and the most likely method to support those on the Gold Band of the Councils Housing Waiting List. Members enquired about whether a focus on Social Rent lead to more developers not delivering the required number of Social Rent properties as outlined in the Council's current policy, officers noted that while this sometimes occurs on mainly brownfield sites in the form of Section 106 agreements, when the full amount of Social Rent properties cannot be delivered, then officers do discuss other options to maximise the use of the specific development.

The Governments White Paper around its First Homes initiative was considered and it was noted that further details would be required to determine its impact on social housing provisions, however, it could alter the percentage of properties the Council could require to be available for Social Rent, or any other proposed tenure type.

The total cost of living was highlighted and Members raised the need to also tackle fuel poverty as an element of affordable housing. Officers agreed and noted that this was considered as part of the Council's Housing Delivery Programme, however, it was also noted that the large majority of homes with poor energy ratings were existing homes and not new builds. Members enquired as to whether the Council's current policies were hampering the delivery of affordable housing such as a commitment to building to a Passivhaus standard? Officers noted that they did not exact figures to around the balance of the decision of price/quality of the build to delivery of affordable housing available at the meeting, however, they noted that one of the largest issues was land value.

Considering recommendation one *'When the First Homes initiative comes to be implemented in York, 75% of homes delivered through developer contributions as part of planning obligations agreed under section 106*



*should be for social rent.* Members noted that without further detail about the First Homes initiative being released by Government, they would not propose a change to the Council's proposed use of homes available under section 106 agreements.

Resolved: That Officers and the Executive consider the following resolutions from the Committee:

- i. We note that there continues to be strong need for social housing in York, that tenure types such as shared ownership and rent to buy are increasing in popularity and that consideration is being given to how the 'First Homes' initiative is to be implemented in York. We recommend that the current council policy - under which 80% of homes delivered through developer contributions as part of planning obligations agreed under section 106 should be for social rent – should be the starting point for any future discussions and any proposal to move away from this must be able to demonstrate how it would better meet identified housing need;
- ii. For future iterations of the CYC Housing Delivery Programme, officers consider a) how the programme can be structured and financed in a way that would deliver an increased proportion of affordable homes and b) opportunities for sale to - or joint working with - RPs for potential sites;
- iii. Officers review what steps could be taken to make it more likely that open space can be managed by CYC, particularly on CYC Housing Delivery Programme sites, including community involvement;
- iv. That officers consider improvements that can be made to the section 106 legal agreement template and steps that could be taken to reduce the risk of post-planning delays;
- v. That officers consider how they might be able to more proactively engage with approaches from developers and RPs for informal discussions at an early stage, prior to a scheme proposal being submitted.

Reason: To support the Council developing policies that can provide more affordable housing.

### **23. Work Plan**

Members considered the Committees workplan and requested that the Winter homelessness provision be brought forward to the Committee meeting on the 19 October 2021 to ensure the item is considered prior to winter.

Resolved:

- i. Winter homelessness provision be brought forward to the Committee meeting on the 19 October 2021;
- ii. Noted the Committee work plan.

Reason: To ensure the Committee has a plan of work for 2021/2022.

Cllr Fenton, Chair

[The meeting started at 5.30 pm and finished at 8.26 pm].




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**Housing and Community Safety Policy and Scrutiny Committee**
**19 October 2021**
**Report of the Corporate Director of Economy and Place**
**Finance and Performance Quarter 1 Monitor 2021/22**
**Summary**

1. This report provides details of the 2021/22 first quarter monitoring position for both finance and performance across Housing & Community Safety. The paper incorporates data to June 2021, which was reported to Executive on 28 August 2021.

**Recommendations**

2. The Committee is asked to note the financial and performance management position across Housing & Community Safety.

Reason: to ensure expenditure is kept within the approved budget and performance is effectively scrutinised

**Financial Monitor 1 2021/22**

3. The table below provides a more detailed breakdown of the forecasts for services within Housing and Community Safety.

Service Area	Expend Budget £'000's	Income Budget £'000	Net Budget £'000	Projected Variance £'000's
Building Maintenance	14,327	-14,847	-520	0
Housing Options and Homelessness	5,051	-3,508	1,543	0
Private Sector Housing	1,153	-957	196	0
Community Safety	792	-81	711	0
<b>Housing and Com. Safety (Gen Fund)</b>	<b>21,323</b>	<b>19,393</b>	<b>1,930</b>	<b>0</b>

4. The Housing and Community Safety service are forecasting a nil variance at quarter 1 on general fund.
5. Housing Options and Homelessness includes the front line services provided to those in need of housing support, the provision of hostels at Peasholme and Howe Hill as well as homelessness initiatives. It is currently assumed the funding will be fully spent.
6. Given the early stage of the year and the overall Council financial position it is important that these service areas are able to manage costs within budget.

### Housing Revenue Account

7. The Housing Revenue Account is forecasting a nil variance. The table below provides a more detailed breakdown along with commentary below.

Activity area	2021/22 Net Budget	Forecast 2021/22	Variance
	£'000	£'000	£'000
Repairs & Maintenance	7,990	7,990	0
General Management	6,628	6,628	0
Special Services	2,668	2,688	+20
Other Expenditure	18,438	17,980	-458
Dwelling rents	-31,731	-31,413	+318
Non Dwelling Rents	-429	-429	0
Charges for Services	-1,329	-1,289	+40
Other Income	-636	-556	+80
<b>Total</b>	<b>1,599</b>	<b>1,599</b>	<b>+0</b>

8. The Housing Revenue Account budget for 2021/22 was set as a net surplus of £1,220k. There were carry forwards of £2,819k agreed as part of the outturn report meaning the revised budget stands as a £1,599k deficit. Overall, the account continues to be financially strong and is forecasting a nil variance against this revised budget.

9. There is a forecast shortfall in dwelling rental income of £318k due to the number of void properties and the work required to bring the properties to a lettable standard. The backlog of repairs which built up during covid has combined with an increased number of council house residents moving home. This has created significant pressures within the repairs and voids team. In response an external contractor is being deployed to help reduce the number of void properties to a more sustainable number. Housing Operations & Building Services are working together to improve the turnaround of void properties. This shortfall in rental income also impacts the service charges income, which has a shortfall of £40k. These pressures will be offset by the interest rate on debt being lower than that forecast in the business plan and land for the Housing Delivery Programme has not been appropriated as planned resulting in a lower level of debt.
10. The working balance as at 31 March 2021 was £28.8m. It was agreed in the outturn report that a total of £2.8m of the 2020/21 underspend would be carried forward to 2021/22 to fund capital financing, repairs backlog due to COVID delays and the financial assistance scheme. A further £0.4m was added to the working balance. Taking all these issues into account, the working balance will reduce to £27.2m at 31 March 2022. This compares to the balance forecast within the latest business plan of £26.8m.
11. The working balance has been increasing in order to start repaying the £121.5m debt that the HRA incurred as part of self-financing in 2012. The current business plan assumes that reserves are set aside to enable to the debt to be repaid over the period 2023/24 to 2042/43.

### **Performance – Service Delivery**

12. In spite of the many challenges that the organisation and City has faced over the last year, performance across the wider organisation, not just the Council plan indicators, has continued to remain high and continues to compare favourably when benchmarked against other areas with similar characteristics to York. Whilst Covid and the actions taken to tackle the global pandemic have in places affected performance in the short-term, the general pattern for data and information monitored by the Council is that levels of resident and customer satisfaction, timeliness and responsiveness, as well as

various directorate and service based indicators, have remained positive.

13. The Executive for the Council Plan (2019-23) agreed a core set of strategic indicators to help monitor the council priorities and these provide the structure for performance updates in this report. The indicators have been grouped around the eight outcome areas included in the Council Plan. Some indicators are not measured on a quarterly basis and the DoT (Direction of Travel) is calculated on the latest three results whether they are annual or quarterly. It is likely that due to impacts of COVID, a number of the Council Plan indicators will see a significant change both in terms of their numbers and their direction of travel in future reporting periods. The majority of the performance measures within the Council Plan have a lag between the data being available, and the current reporting period and therefore impacts will not be immediately seen, and may occur over several years as new data becomes available.
14. Relevant performance items around the Council plan topics “Creating homes and World-class infrastructure” and “Safe communities and culture for all” are reported below, as historically other topics in the Council plan are reported to the other various scrutiny setups.

Creating homes and World-class infrastructure						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
Net Additional Homes Provided - (YTD)	560 (2019/20)	182 (at Q2 2020/21)	➡	Quarterly	Not available	2020/21 full year data available in August 2021
Net Housing Consents - (YTD)	3,466 (2019/20)	950 (at Q2 2020/21)	➡	Quarterly	Not available	2020/21 full year data available in August 2021
Number of homeless households with dependent children in temporary accommodation - (Snapshot)	27 (Q2 2020/21)	19 (Q3 2020/21)	⬇️ Good	Quarterly	Not available	Q4 2020/21 data available in August 2021
Average number of days to re-let empty properties (excluding temporary accommodation) - (YTD)	66.86 (Q4 2020/21)	54.05 (Q1 2021/22)	➡	Quarterly	Not available	Q2 2021/22 data available in October 2021
Energy efficiency - Average SAP rating for all Council Homes	70.60 (2018/19)	70.60 (2019/20)	➡	Annual	Not available	2020/21 data available in November 2021
Number of new affordable homes delivered in York	64 (Q1 2020/21)	19 (Q2 2020/21)	⬆️ Good	Quarterly	Not available	Q3 2020/21 data available in August 2021
Average broadband download speed (Mb/s)	56.1 (2019/20)	147.1 (2020/21)	➡	Annual	National Data 2020/21 68.92	2021/22 data available in December 2021
Superfast broadband availability	93.81% (2019/20)	94.13% (2020/21)	➡	Annual	National Data 2020/21 94.91%	2021/22 data available in December 2021

The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly.  
All historic data is available via the Open Data Platform

### New Additional Homes Provided

15. Between April and September 2020 there were 182 net additional homes completed. This represents a lower level of completions than anticipated earlier in the year and can largely be attributed to the impact of the COVID-19 pandemic on new working practices and building material supply. Of these additional homes:

- 90.1% were completed on housing sites;
- 10.4% were a result of an off-campus privately managed student accommodation block at York Dance Works;
- Changes of use of existing buildings to residential use and conversions to existing residential properties accounted for 13.7% of all completions;
- 22% were on individual sites that saw the construction of five or less dwellings;
- Development sites including Germany Beck, the provision of a new apartment block at Tower Way and the Former Del Monte Site in Skelton all provided notable completions over the year.

#### Net Housing Consents

16. Between April and September 2020, there were 950 net housing consents. This represents a continuation of significant levels of housing consents that have taken place over the previous three full years. Levels of consents can fluctuate based on the approval of large developments. Of these consents the most significant approved sites included;

- 607 consents on the Former Gas Works, Heworth Green;
- 62 on the Vacant Site, Eboracum Way.

#### Number of homeless households with dependent children in temporary accommodation

17. The number of homeless households with dependent children in temporary accommodation remains at a lower level to that seen in previous years. The latest available data shows that there were 19 households with dependent children in temporary accommodation at the end of Q3 2020-21 compared to 27 at the end of Q2 2020-21. It should be noted that these figures are snapshot figures.

#### Average number of days to re-let empty Council properties (excluding temporary accommodation)

18. The average number of days to re-let empty Council properties (excluding temporary accommodation) decreased from 67 days at the end of March 2021 to 54 days at the end of June 2021. The increase in days previously seen during 2020-21 was mainly due to the repairs team being unable to repair vacant properties due to the

COVID-19 restrictions. As restrictions have eased, it is hoped this indicator will continue to improve.

**Energy efficiency – Average SAP rating for all Council Homes**

19. The provisional average SAP rating for all Council homes in 2019-20 is 70.6, which is the same as in 2018-19. At the point of reporting, the Building Services team were in the process of establishing a new method for calculating the SAP figure using a combination of the stock condition data and bulk data from the Landmark EPC register. The figure reported for 2019-20 therefore, was the same as the figure from the stock condition survey carried out in 2019. Data for 2020-21 will be available in November 2021.

**Number of new affordable homes delivered in York**

20. The number of new affordable homes delivered in York remains high, with 83 delivered during the first six months of 2020-21 (compared to 33 during the same period in 2019-20).
21. The latest quarterly planning application data (Q3 2020-21) shows that:
- Major decisions within 13 weeks – York is at 100% and is ranked first regionally (out of 21) and first (out of 15) against CIPFA statistical neighbours
  - Minor decisions within 8 weeks – York is at 91% and is ranked fifth regionally (out of 21) and fifth (out of 15) against CIPFA statistical neighbours
  - Other decisions within 8 weeks – York is at 91% and is ranked eighth regionally (out of 21) and sixth (out of 15) against CIPFA statistical neighbours

**Superfast broadband availability/Average broadband download speed (Mbs)**

22. In 2020-21, 94.13% of properties in York had access to superfast broadband, which compares to 94.91% nationally. The average broadband download speed in York in 2020-21 was 147.1Mb/s, which compares to 56.1 Mb/s in 2019-20. This increase can be attributed to the Council's continued work with service providers to improve infrastructure. The national benchmark download speed is 68.92 Mb/s in 2020-21. This data is provided by an Ofcom panel of consumers so should be treated as an indication rather than actual figures.



Safe Communities and culture for all						
	Previous Data	Latest Data	DoT	Frequency	Benchmarks	Data Next Available
% of Talkabout panel satisfied with their local area as a place to live	84.90% (Q2 2020/21)	84.00% (Q1 2021/22)	→	Quarterly	Community Life Survey 2019/20 75.90%	Q3 2021/22 data available in January 2021
All Crime per 1000 population	11.7 (Q4 2020/21)	5.6 (May 2021)	→	Quarterly	National Data 2020/21 75.9	Q1 2021/22 data available in August 2021
Number of Incidents of ASB within the city centre ARZ	321 (Q4 2020/21)	110 (May 2021)	↓ Good	Quarterly	Not available	Q1 2021/22 data available in August 2021
The DoT (Direction of Travel) is calculated on the latest three data points whether they are annual or quarterly. All historic data is available via the Open Data Platform						

#### % of Talkabout panel satisfied with their local area as a place to live

23. Results from the Q1 2021-22 Talkabout survey showed that 88% of the panel were satisfied **with York** as a place to live, an increase from 86% in Q2 2020-21 and consistent with previous years. 84% were satisfied with **their local area** (a decrease from 85% in Q2 2020-21). A slight decline in satisfaction with the local area can be seen over recent years but York continues to perform well against the latest national figures of 76% (Community Life Survey 2019-20) and 80% (Local Government Association Poll Feb 2021).

#### All Crime per 1000 population

24. Overall crime levels in York have remained stable during 2020-21 with 11.7 crimes per 1,000 population during Q4 2020-21. Figures for the whole of 2020-21 show that there were 52.4 crimes per 1,000 population, compared to 66 in 2019-20. This figure for 2020-21 is the lowest recorded annual number of crimes per 1,000 population since 2015-16. Figures for May 2021 (5.6) indicate that rates are remaining fairly stable into 2021-22.

#### Number of Incidents of ASB within the city centre (Alcohol Restriction Zone)

25. Incidents of anti-social behaviour have remained stable during 2020-21 with 321 incidents during Q4 2020-21. Figures for the whole of 2020-21 (1,410) show a reduction compared to 2019-20 (1,689) and is the lowest number of reported incidents since data has been collected. Figures for May 2021 (110) indicate that incidents are remaining stable into 2021-22.

## Annexes

26. All performance data (and approximately 1,000 further datasets) within this document is made available in machine-readable format through the Council's open data platform at [www.yorkopendata.org](http://www.yorkopendata.org) under the "performance scorecards" section.

### **Consultation**

27. Not applicable.

### **Options**

28. Not applicable.

### **Council Plan**

29. The information and issues included in this report demonstrate progress on achieving the priorities set out in the Council Plan.

### **Implications**

30. The implications are:

- **Financial** are contained throughout the main body of the report.
- **Human Resources (HR)** There are no HR implications related to the recommendations
- **One Planet Council / Equalities** Whilst there are no specific implications within this report, services undertaken by the council make due consideration of these implications as a matter of course.
- **Legal** There are no legal implications related to the recommendations
- **Crime and Disorder** There are no crime and disorder implications related to the recommendations
- **Information Technology (IT)** There are no IT implications related to the recommendations
- **Property** There are no property implications related to the recommendations
- **Other** There are no other implications related to the recommendations

### **Risk Management**

31. An assessment of risks is completed as part of the annual budget setting exercise. These risks are managed effectively through regular reporting and corrective action being taken where necessary and appropriate.

**Contact Details****Authors:**

Patrick Looker  
Finance Manager

**Chief Officer****Responsible for the report:**

Neil Ferris  
Corporate Director of Place

**Report**  **Date** 8/10/21  
**Approved**

**Wards Affected:** All

For further information please contact the authors of the report

**Glossary of Abbreviations used in the report:**

ASB	Anti-social behaviour
CIPFA	Chartered Institute of Public Finance and Accountancy
CPN	Competitive Procedure with Negotiation
CYC	City of York Council
EPC	Energy Performance Certificate
HRA	Housing Revenue Account
ICT	Information Communication Technology
NHS	National Health Service
SAP	Standard Assessment Procedure

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**Housing & Community Safety Policy & Scrutiny Committee****19 October 2021**

Report of Director of Housing Economy and Regeneration

**Housing Service - impacts of Brexit and Covid****Summary**

1. Following the exit from the European Union in Jan 2020 and the Covid lockdown on 23 March 2020 and the subsequent period of restrictions, services to council housing tenants and homeless people have inevitably been impacted. This report sets out these impacts and the action plan which is being implemented to address the manifold, negative service impacts upon the delivery of housing services.

**Background**

2. COVID has had an impact on the ability of staff in housing to undertake their normal duties, as previously unknown restrictions were placed on communities and then varied as the country returned to elements of normality, despite the pandemic continuing. Balancing a need to deliver essential services during a global pandemic has been immensely challenging and staff have worked enormously hard in very difficult circumstances to maintain essential services to many vulnerable customers. However, as the longer-term national impacts of Brexit began to manifest themselves through labour and goods shortages, the ability of the housing service to maintain the standard of customer service has been compromised.

**Key Issues during COVID and post Brexit**

3. The key facets of the perfect storm for housing services caused by Brexit and COVID have been :-
  - Inability to undertake non-essential repairs and maintenance works during lock down

- Time consuming covid safety checks for all work done,
- Impact of the “pingdemic” and incidences of covid among staff
- Release of pent up demand from lockdowns and restrictions
- Supply chain - lack of availability and increased cost of materials
- Recruitment - increased numbers of people leaving and lack of qualified applicants for Housing Management, Housing Options roles and tradespeople
- Vacancy controls during covid have led to understaffing in Housing Management and Building Services and Housing Delivery adversely impacting workloads
- Third party contractors – lack of availability and increased costs
- Inability to undertake formal rent recovery actions, obtain court backed repayment arrangements and carry out evictions (a last resort) during covid
- “Everyone In policy” for rough sleeping increased temporary accommodation requirement and cost
- Increase in demand for social housing due to job losses, people seeking more affordable accommodation and security of tenure
- Social distancing and home working have eroded the close relationship with our tenants
- Covid related delays in implementing the new Housing ICT system to deliver long awaited service efficiencies

4. In addition the following factors were already impacting housing services
- The temporary but significant impact of Housing ICT system implementation - configuration testing and training impacting on every day services
  - Loss of managerial staff
  - Departmental and Senior Management Restructures
  - Cumulative Impact of budget savings / staffing reductions over time
  - Long term pattern of more complex customers
  - Impact of welfare reform
  - Increasing volume of FOIs, MP Letters Cllr enquiries

### **Performance Levels**

5. Below are the headline performance impacts caused by these factors
- Housing waiting list increased by 25% - from around 1500 to 2000 between 2019 and 2021 and a backlog of over 500 new application
  - Homeless presentations have remained high over the last few years at around 800 but have increased in complexity due to the Homeless

Reduction Act requirements, increasingly complex customers and more recently staff moving on.

- The increase in void numbers / length of time void means that there is huge pressure on temporary accommodation, B&B is being used and the service are looking to temporarily re-open Crombie House prior to demolition and future development as supported accommodation for people with mental health problems.
- Inability to meet customer service standards on routine service requests leading to increasing levels of failure demand across the teams.
- Increase in rent arrears from £975K in March '20 to £1.25m currently
- A large backlog of repairs and maintenance work, approximately 6000 jobs, on top of BAU, built up during the first lock down and summer months of 2020. This pressure then hit rapidly between July and September as restrictions eased, overwhelming our capacity which was impaired by Covid-safe measures and staff resource issues.
- Increased number of void properties (unlet homes in need of repair before they can be relet) from average of 72 to current level of 159. This included additional work at the beginning of the pandemic to ensure all street homeless people and emergency moves were accommodated.
- Losing 33.27% of repairs customer service phone requests up from 8.38% average
- Falling behind on planned maintenance programme. Lock down meant our planned maintenance contractors, including those for Tenants' Choice, Standing Water, Painting, Roofing, were off-site for 5 months including the additional time required to mobilise back in a Covid-safe way for tenants, residents, and contractors' staff. However a good recovery has been made to deliver higher productivity across these contracts in subsequent months.
- Contractors are now requesting price uplifts to reflect increased material, labour and prelim costs - 10-12% is typical.
- Inability to progress some essential projects e.g. Glen Lodge re-plumbing, Bell Farm pods asbestos removal due to lack of project management resource

### **Action Plan**

6. The **Building Services** team have developed an action plan to address these performance issues. This includes :-
  - I. Reiterate that we triage repairs to identify and prioritise emergency repairs
  - II. Procure additional contractor support to bring void properties back into a lettable state - currently in conversation with 3 contractors who have

capacity to provide services will require a financial waiver to appoint without tendering to enable rapid deployment. Appropriate safe working practices will need to be evidenced. J Mark who were brought in to do additional voids work last month have now been issued with 20 properties – early indications are good.

- III. Procure additional contractor support for building services planned maintenance
- IV. Prioritise internal staff to housing maintenance away from traded schools repairs and maintenance activity
- V. Recruit staff to fill vacancies – social media campaigns and emphasise full benefits package
- VI. Provide additional temporary resource to handle customer calls for repairs and maintenance
- VII. Focus internal repairs team on reactive repairs to prevent any further increase to the backlog of routine repairs during winter – our busiest period as this will drive complaints and dissatisfaction and it also runs counter to regulatory direction to be listening social landlord – as set out in social housing bill.
- VIII. Complete the current review of the voids process and implement the improvements we have identified.
- IX. Move one of our area repairs team leaders from the reactive side to support the Voids Team leader – and pick up more of the contract management works as more contractors brought on.
- X. Recruitment of a voids coordinator which will mean less administration work for the supervisor and team leader – a recommendation from the voids review.
- XI. Update communications across phone, social media and website to manage expectations of tenants in relation to service demands on repairs.

7. The **Housing Services** team have developed an action plan to address these performance issues. This includes

- I. Triage housing applications to focus on those most in need, providing regular information and advice to those who won't be a priority during the transition to the new York base allocations policy and system,
- II. Ensuring the most urgent cases receive new home offers during the down time between transition to existing IT and allocations policy to the York based IT and allocations policy.
- III. Triaging housing management work to focus on the most urgent issues for customers e.g. letting new homes, progressing urgent moves, supporting people in financial difficulty and taking action on serious ASB.



- IV. Temporary longer SLA response times for housing allocations. (no formal times are stated but we acknowledge applications within 10 days.
  - V. Recruit staff to fill vacancies, using Work With York where traditional recruitment fails – social media campaigns to promote posts
  - VI. Increase the capacity of lettings teams to deal with increased volume of properties being let.
  - VII. Reprofile ICT go live to enable effective testing and training – homelessness and allocations modules deferred to 2022 with a short moratorium on advertising properties immediately before system go live to enable a transition between the new York Allocations System and the old North Yorkshire Home Choice system.
  - VIII. Negotiate to keep families needing temporary accommodation where they are for as long as possible and open up Crombie House.
8. In addition to these actions Housing and Community Safety Scrutiny are requested to review the situation and the proposed action plan.

### **Council Plan**

9. This report links to the following priorities within the Council Plan 2019-23:
- Safe communities and culture for all
  - Good health and wellbeing
  - An open and effective council
  -

### **Implications**

10. In producing this report the following implications have been considered:
- **Financial** –The profile of the capital programme will be impacted but will be managed within existing HRA budgets
  - **Human Resources (HR)**– Difficulties in recruiting to existing posts due to national resource shortages
  - **Equalities**– delays in allocations, adaptations and repairs may impact upon a range of tenants some of whom will have protected characteristics
  - **Legal**) None
  - **Crime and Disorder** – None
  - **Information Technology (IT)** –there are no identified IT implications
  - **Property** – Covered in the report

- **Other** – There are no other identified implications.

### **Risk Management**

11. Failure to address the unavoidable short term degradation in service for housing repairs and allocations will impact on the everyday lives of tenants, reduce the availability of council house accommodation for vulnerable tenants and reduce rental income from void properties.

### **Recommendations**

12. Members are invited to hear from officers within the Housing Service on how the impact of COVID restrictions and Brexit have been met and how the performance issues within the service are being addressed.

### **Contact Details**

**Author:**

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and Regeneration

**Chief Officer Responsible for the report:**

Tracey Carter  
Director of Housing Economy and Regeneration

**Report Approved**  **Date** 11 October 2021

**Wards Affected:** *List wards or tick box to indicate all*

**All**

**For further information please contact the author of the report**



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**Housing and Community Safety Policy & Scrutiny Committee****19 October 2021**

Report of Director of Housing Economy &amp; Regeneration

**Housing Energy Efficiency Strategy****Summary**

1. Following City of York Council recognition of the Climate Emergency on 2019, the ambition was set for York to be a net-zero carbon city by 2030. Domestic buildings account for an estimated 31.8% of total emissions, and in December 2019 Executive approved the recommendations of a report that sought to accelerate carbon reduction through retrofit works in housing stock across all tenures. The attached discussion paper sets out the strategic context, plans and current programmes delivered by the council in response to that decision and seeks responses from Members in working towards a Housing Energy Efficiency Strategy for the City.

**Council Plan**

2. The Community Safety Strategy links to the following priorities within the Council Plan 2019-23.
  - A greener and cleaner city
  - Well paid jobs and an inclusive economy
  - Good health and wellbeing

**Implications**

3. This paper is for discussion which will shape the direction of the Strategy, there are no formal implications of the recommendations to this Committee.

## **Risk Management**

4. There are no identified risks relevant to this report.

## **Conclusions**

5. Decarbonisation of housing through retrofit across all tenures in the City is an essential component of the council's net zero ambition. There is a complex and often interdependent set of challenges and opportunities in setting out a pathway to doing this, examined in the annexed discussion paper. Progressing the actions identified will support the delivery at the scale needed.

## **Recommendation**

6. Members are asked to consider and comment on the analysis and proposals contained in the Annex, "Discussion Paper – City of York Council Housing Energy Efficiency Strategy"

## **Reason**

7. To update Members on the progress and direction of the Housing Energy Efficiency Strategy.

## Contact Details

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Report Approved  Date 11/10/2021

Wards Affected:

All

For further information please contact the author of the report

## Attached Papers

- Annex: Discussion Paper – City of York Council Housing Energy Efficiency Strategy
- Appendix A: Housing energy efficiency funding sources

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**Discussion Paper: City of York Council Housing Energy Efficiency Strategy  
Scrutiny Committee: Housing and Community Safety, 19/10/2021**

## **1. Context**

In December 2019, Executive approved the recommendations of a report that sought to both begin retrofit works and to undertake strategic planning to embed carbon neutrality into housing asset management as well as considering our role in supporting retrofit works across all tenures. This report and the recommendations were shaped and supported by Scrutiny.

Since this report significant progress has been made. The council has successfully attracted grant funding under the LAD 1 and 2 programmes and has submitted further applications under LAD 3 and the Social Housing Decarbonisation Fund. This approach has brought millions of pounds into the authority to support retrofit works on council homes as well as for low income families in the private rented and homeowner sectors. We have also developed a small team leading on this delivery work and hope to supplement this further in the coming weeks. Grant funding has been crucial in supporting this ambition but it is clear that if we are to make a significant impact on carbon emissions in the residential sector that we need to have a clarity of approach and ambition. As such, alongside this work we have been developing plans for a Housing Energy Efficiency Strategy. It is hoped that such a report will be ready for consideration by Executive in early 2022. Our thinking has reached a stage where there is significant value in obtaining the thoughts and insight from Scrutiny to influence the first draft of the strategy. It should also be noted that this strategy will link with the Carbon Reduction, Economic and Skills strategies which are all under development and provide a coherent and wider city level approach which touches upon all areas.

## **2. Introduction and key priorities**

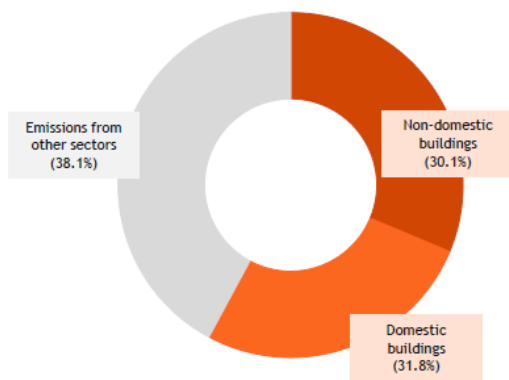
In 2019 City of York Council formally recognised the Climate Emergency and set the ambition for York to be a net-zero carbon city by 2030<sup>1</sup>.

Domestic buildings are the single largest carbon producing sector locally, accounting for an estimated 31.8% of total emissions.

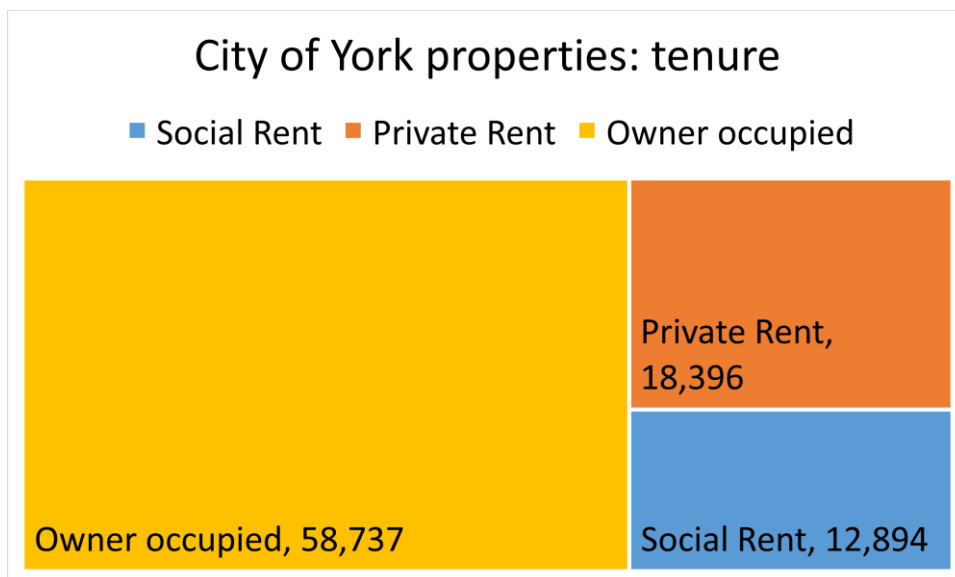
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<sup>1</sup> <https://www.york.gov.uk/ClimateChange>

Figure 5.1.1: SCATTER 2018 inventory for the buildings sector in the City of York.



The development of a Housing Energy Efficiency Strategy is underway, with opportunities and priorities summarised in this briefing. The strategy will cover all tenures, with plans needed for decarbonisation of council, Registered Provider, owner occupied and Private Rented Sector stock. The distribution of the estimated 90,587 properties within the council area is shown below.



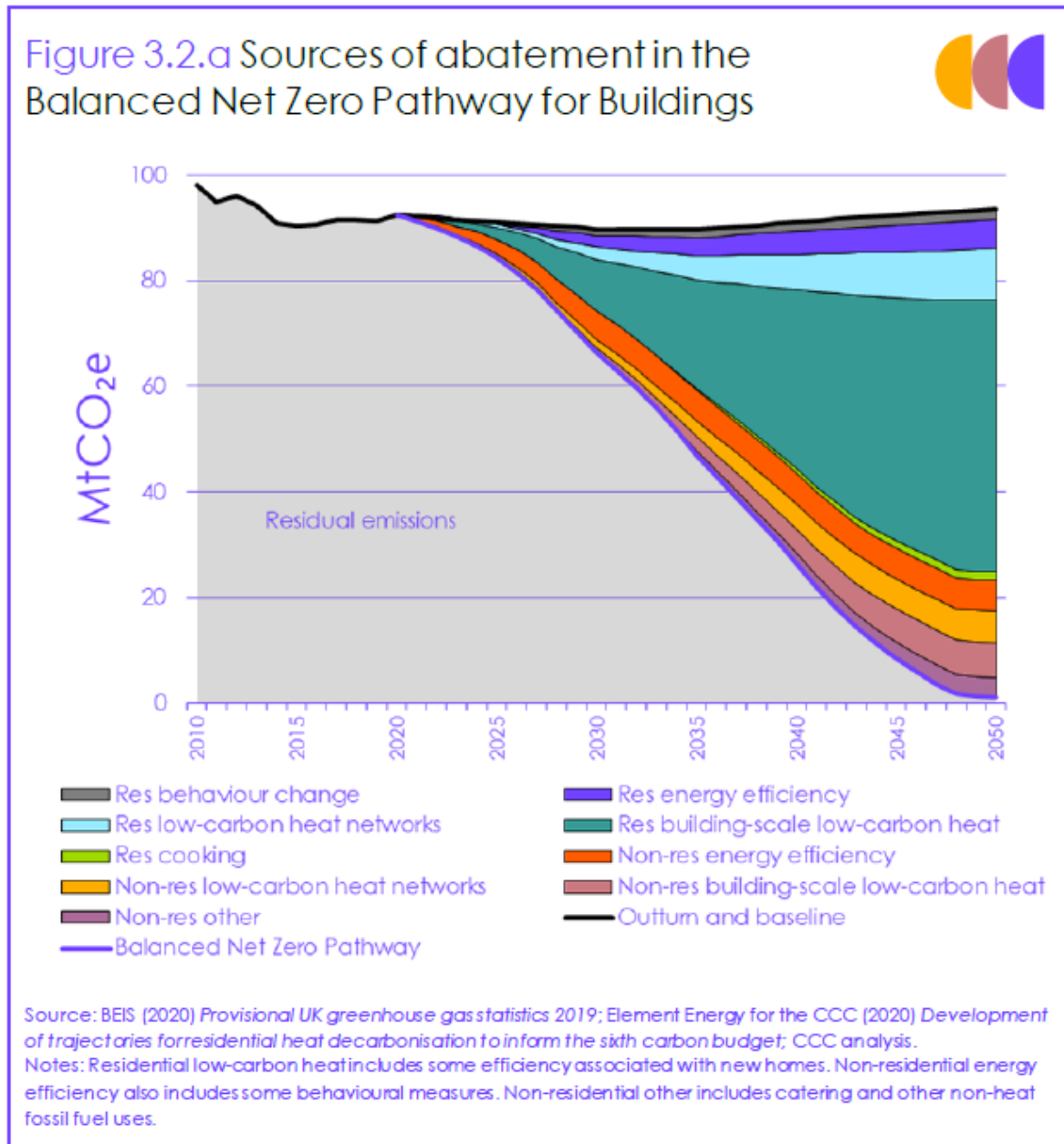
Source: MHCLG data

Domestic buildings are amongst the most significant contributors to emission reductions pathways, as shown in the Climate Change Committee’s *“Sixth Carbon Budget; The UK’s Path to Net Zero”*<sup>2</sup> below. It should be noted that the council’s ambitions are for a more rapid decarbonisation route than the UK, but the figure illustrates the scale of residential energy use reductions needed.

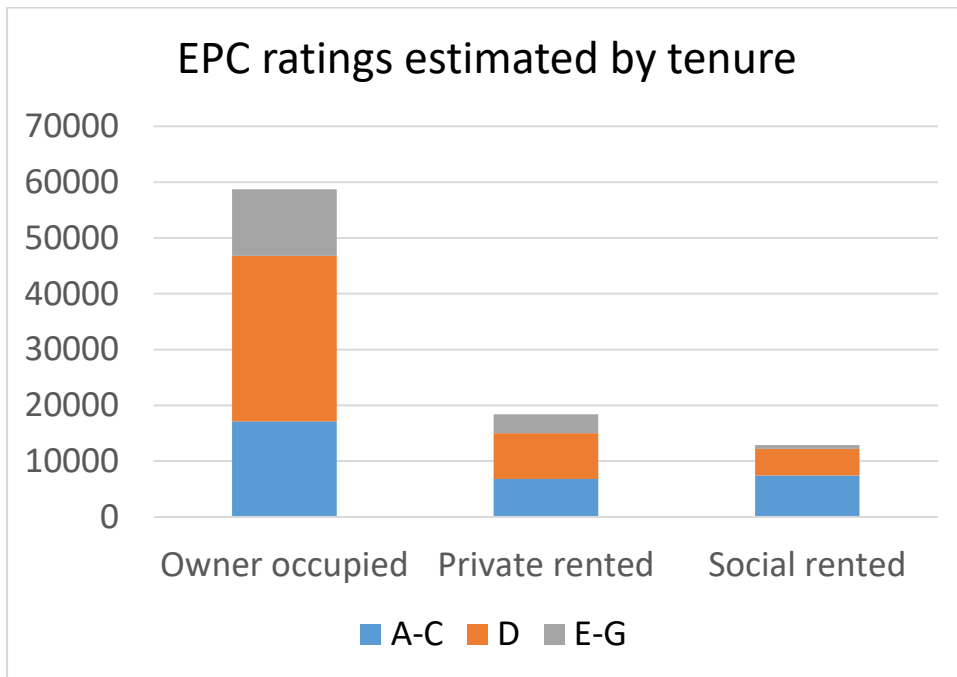
<sup>2</sup> <https://www.theccc.org.uk/publication/sixth-carbon-budget/>



Figure 3.2.a Sources of abatement in the Balanced Net Zero Pathway for Buildings



Analysis of EPC data highlights the extent of the challenge across all sectors. The government have started to use an EPC C rating as the minimum acceptable level, for example through the terms of grant applications and through minimum energy efficiency requirements coming into the private rented sector market in future years. As the graph below demonstrates, many houses within York are outside of an A-C rating.



Source: MHCLG data and Open Communities EPC records

## 2.1 Why retrofit?

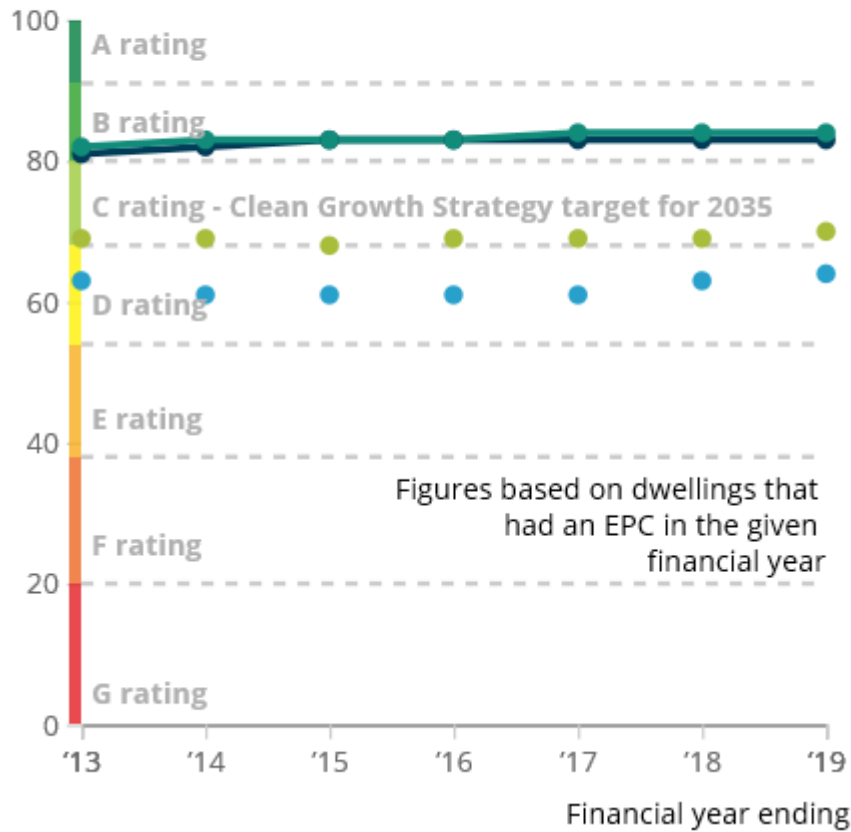
The overwhelming majority of domestic carbon emissions are produced by currently existing properties. New build development fluctuates dependent on market conditions and land availability, but will typically fall within a bound of 0.5%-1.5% of total stock. It is important that the quality of new build properties are driven up as it is most feasible to do this at the construction stage, however the Office for National Statistics (ONS) highlights the potential benefits of improving existing stock energy performance, shown on the following two pages.

Median energy efficiency scores for new and existing flats and houses, financial year ending 2013 to financial year ending 2019<sup>3</sup>

- New houses
  - Existing houses (subset of all existing houses)
- New flats
  - Existing flats (subset of all existing flats)

## England

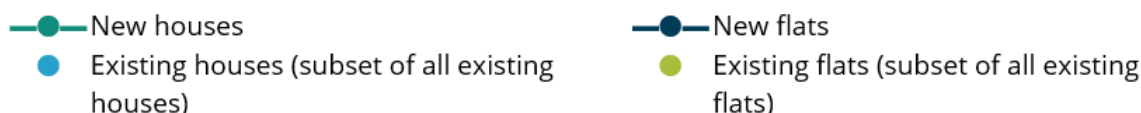
Median energy efficiency score



<sup>3</sup>

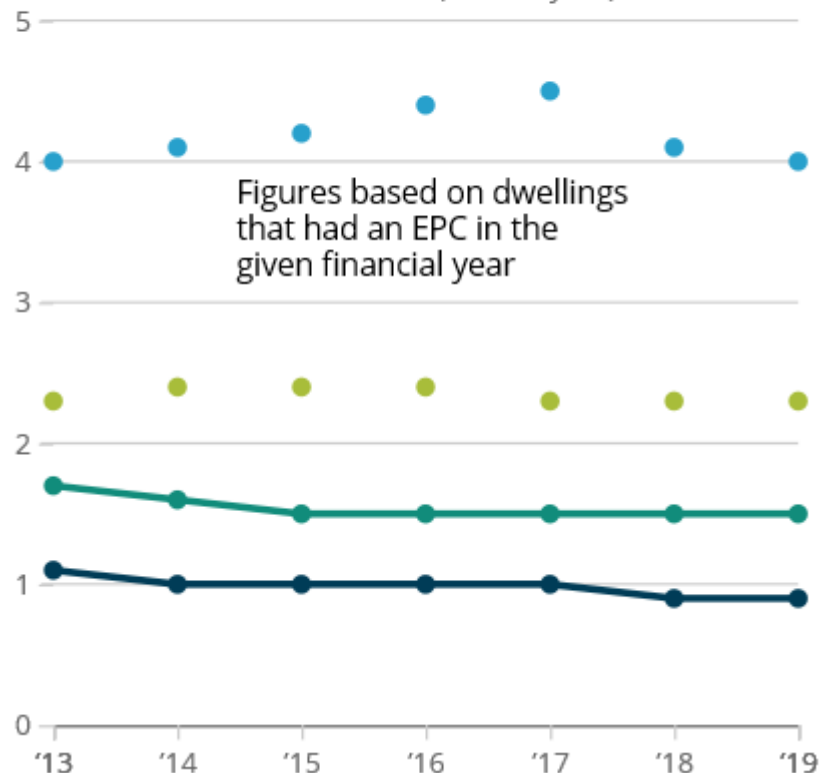
<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/articles/energyefficiencyofhousinginenglandandwales/2020-09-23#energy-efficiency-of-new-and-existing-dwellings>

Median estimated Carbon Dioxide (CO<sub>2</sub>) emissions (tonnes/year) for new and existing flats and houses, financial year ending 2013 to financial year ending 2019



## England

Median estimated CO<sub>2</sub> emissions (tonnes/year)



## 2.2 Energy price rises 2021-22

The economic and social welfare value of energy saving work is particularly heightened by the current context of escalating fuel costs. Much of these will be deferred to Spring 2022 for consumers due to the operation of the price cap, however it is estimated that already the October price cap rise will raise typical bills<sup>4</sup> from £1,138 to £1,277 (direct debit payments) and £1,156 to £1,309 (prepayment): a rise of 12-13%. Measures to reduce domestic energy use can benefit residents greatly in this context.

<sup>4</sup> <https://www.ofgem.gov.uk/publications/record-gas-prices-drive-price-cap-ps139-customers-encouraged-contact-supplier-support-and-switch-better-deal-if-possible>

## 2.3 Links to other strategies and policies

Key elements of an effective approach to decarbonising homes are:

- Fabric improvements as part of a ‘pathway’ to domestic decarbonisation
- Use of energy efficient appliances, including switching from gas to electric
- Behaviour change

Replacement of gas boilers with heat pumps is essential to decarbonise the housing stock. Fabric improvements are a pre-condition to doing this with good thermal comfort. The continual but lower intensity nature of heat pump generation requires homes which retain the heat. Heat pumps support the transition to widespread electrification of sectors currently powered by fossil fuels. On site energy generation (e.g. Solar PV) can also make an important contribution to achieving net zero.

The same approach will be used across all tenures, and building the supply chain, enhancing local skills and increasing the number of high quality jobs in the sector are opportunities for the retrofit programme. However, the resourcing and delivery challenges are distinct between tenures. Development of energy efficiency knowledge and supply chain capacity is also an important area of interconnection between strategies for domestic and non-domestic buildings, with shared challenges and opportunities.

The central government strategy **Sustainable warmth: protecting vulnerable households in England**<sup>5</sup> adds:

- The “worst first principle”, which is tackling the lowest energy performing properties first – improving EPC rated D and especially E/F/G properties to Band C
- A strong emphasis on fuel poverty, defined using the “Low Income Low Energy Efficiency” (LILEE) measure of households that:
  - Have a residual income below the poverty line (after accounting for required fuel costs) and
  - Live in a home that has an energy efficiency rating below Band C

These goals are important, and additionally are built into the government’s funded programme design. However, as explored below, they can create additional challenges to decarbonising York’s housing stock.

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<sup>5</sup> <https://www.gov.uk/government/publications/sustainable-warmth-protecting-vulnerable-households-in-england>

Other linked strategies include:

- Council Plan
- Climate Change Strategy
- Local Plan climate change policies CC1 and CC2
- York Economic Development and Skills Strategy

## 2.4 Meeting the scale required: key challenges

Challenges highlighted below are explored further in tenure-based themes in this paper.

- Responding to the challenge by developing a team with the right knowledge and skills
- Supply chain and local skills development – procurement opportunities. Better Homes Framework comes to an end March 2023. Capacity within the supply chain will mean considering alternatives for LAD3
- Leveraging funding opportunities (a summary of current programmes is shown in Appendix A), however this is predominated by short term funding with limited long term funding investments
- Embedding a whole-house retrofit pathway approach to EPC Band C and then a net-zero end point
- Understanding local stock profiles and setting out a path to net zero
- Partnership working for a sector that is ‘more than the sum of its parts’
- Awareness raising, resident engagement and behaviour change
- Identifying ‘fuel poor’ households and targeting interventions
- Tackling the poorest performing Private Rented Sector (PRS) homes

## 2.5 PAS 2035

PAS 2035 is a national standard aiming to achieve uniformly high quality retrofit work and sponsored by the central government Department for Business, Energy and Industrial Strategy:

The standard drives the 'whole house approach' including the 'fabric first' methodology. It defines the qualifications and responsibilities of individual retrofit roles and respective activities required prior to and post EEM [Energy Efficiency Measures] installation. It also includes a risk assessment process that builds incrementally robust requirements depending on what requirement path (A, B, or C) the retrofit project is assessed to fall within<sup>6</sup>.

The standard specifies a higher level of skills and a certified process to avoid issues that have been experienced in past retrofit work, such as defects, poor

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<sup>6</sup> <https://www.trustmark.org.uk/tradespeople/pas-2035>

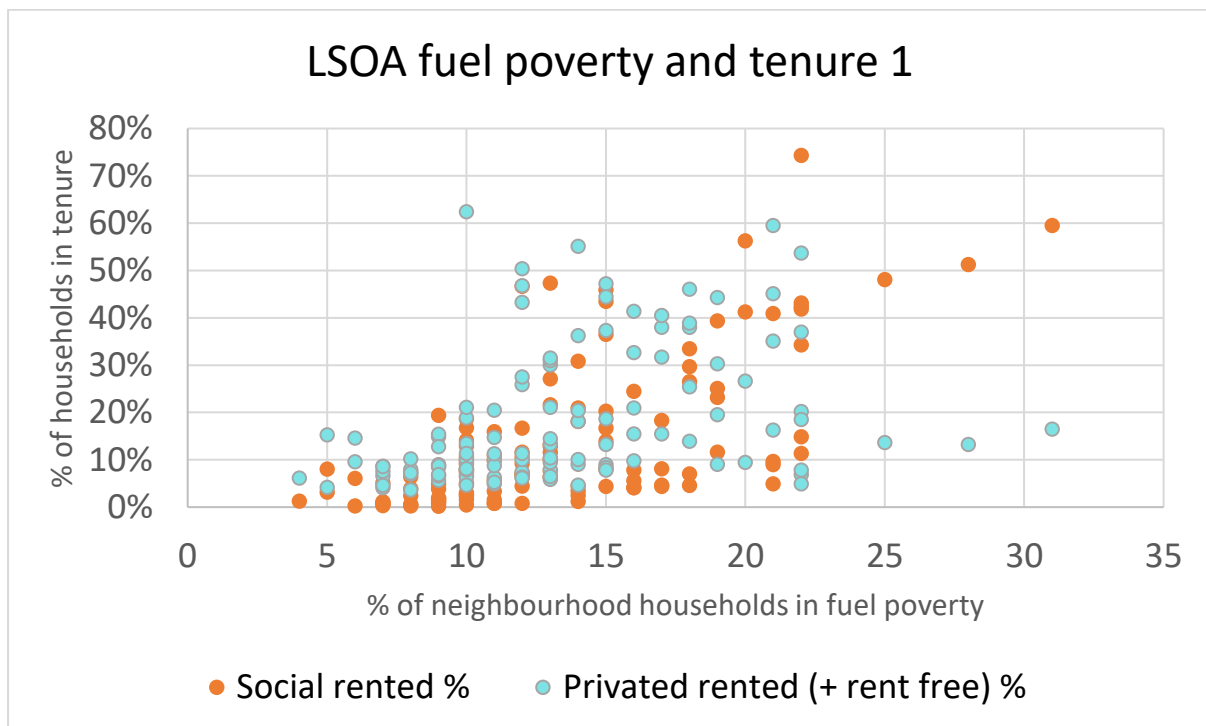
design, and a lower level of energy savings than expected (known as the ‘performance gap’). This introduces additional cost and complexity to projects in the short term, but it is proposed to consider adopting PAS 2035 as a standard for all council whole house retrofit programmes.

## 2.6 Fuel Poverty

The tenure-specific context of fuel poverty in York is explored spatially in later sections. BEIS and other central government programmes are largely operated around eligibility criteria prioritizing households in fuel poverty, consequently this is an important factor in targeting delivery of programmes including Local Authority Delivery rounds 1b, 2 and 3 (LAD1b/2/3), Social Housing Decarbonisation Fund (SHDF) and the Energy Company Obligation (ECO).

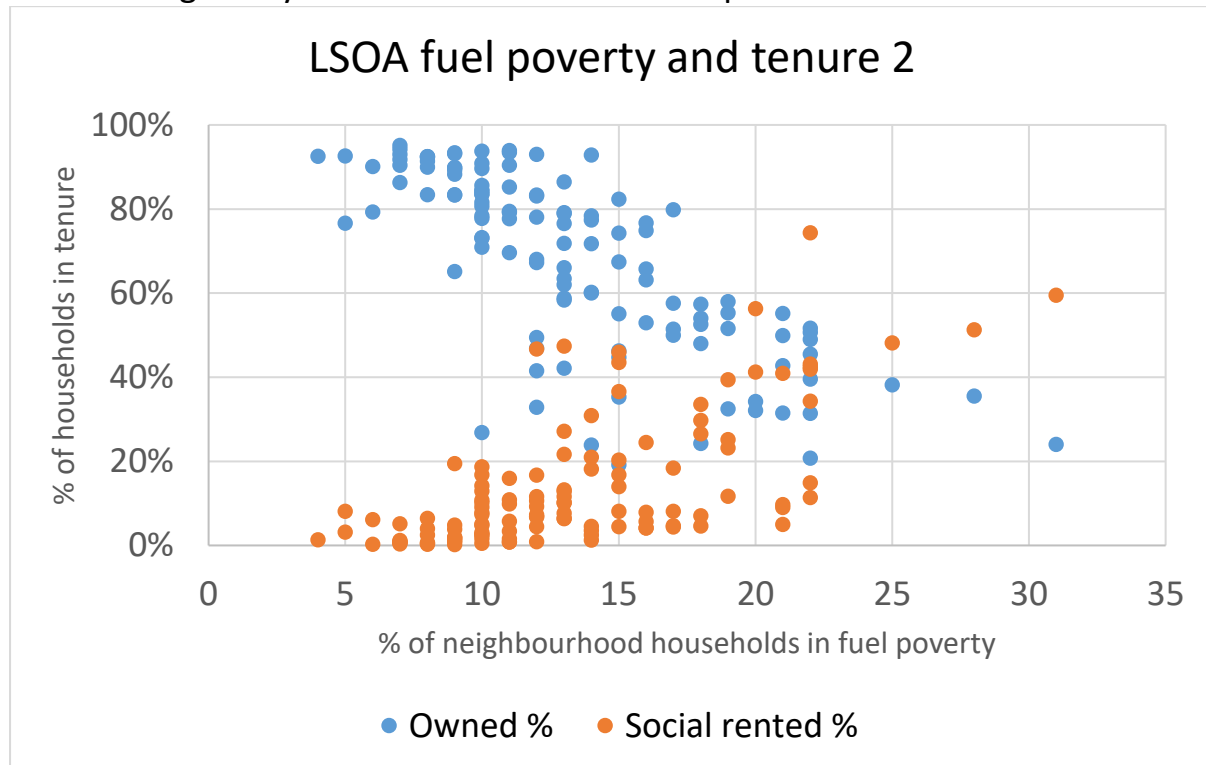
Whilst fuel poverty exists across all tenures in York, the relatively high average incomes amongst home owners and private renters, and the needs-based social housing allocation policies create a distinctive pattern. It is also important to note that, as highlighted above, costs of home energy is an increasing issue for households outside the formal fuel poverty definition as prices rise over 2021-22.

Using Lower Super Output Area (LSOA) neighbourhood-level data shows that fuel poverty is significantly correlated with social rented tenure homes:



Source: MHCLG, analysis of central government fuel poverty modelling

It is also negatively correlated with owner occupied home incidence:



Source: MHCLG, analysis of central government fuel poverty modelling

## 2.7 Actions and future timescale

It is expected that the proposed Strategy document will be taken to the January 2022 Executive Committee meeting. This is anticipated to follow the adoption of the Climate Change Strategy at Executive later in 2021, which will set the overall pathway and inform the details and targets of the Housing Energy Efficiency Strategy. It is intended that further detail on the pathways to net zero will be included. A summary of current actions is shown below.

### Social rented sector

- LAD2 programme delivery across both the council's own stock and through a Registered Provider partner
- Retrofit works to 60 HRA phase 1 properties informing the phase 2 programme
- Develop archetype specific plans for CYC homes to identify the range of works needed for the pathway from current level to EPC C and on to net zero carbon
- Social Housing Decarbonisation Fund delivery across both the council's own stock and through a Registered Provider partner, if bid successful
- Identification of planned capital works opportunities
- Procurement of strategic delivery partner during 2022
- Ongoing skills programme for Building Services staff to build capacity
- Determine target for all properties to reach EPC C minimum as part of pathway to whole-stock net zero ambition



**Private rented sector**

- Delivery of LAD1B, LAD2 and LAD3 (if bid successful) programmes by March 2023
- Proactive engagement with landlords around current and future regulatory obligations, including work with partners towards a “one stop shop” energy advice centre service
- Explore regional loans opportunities with other partners engaged in the sector
- Incorporate PRS properties within HRA stock programmes where possible on a neighbourhood basis
- Explore procurement/direct labour opportunities to build consumer provider market through council programmes
- Set pathway to 2030 with annual EPC-based targets of homes to be improved

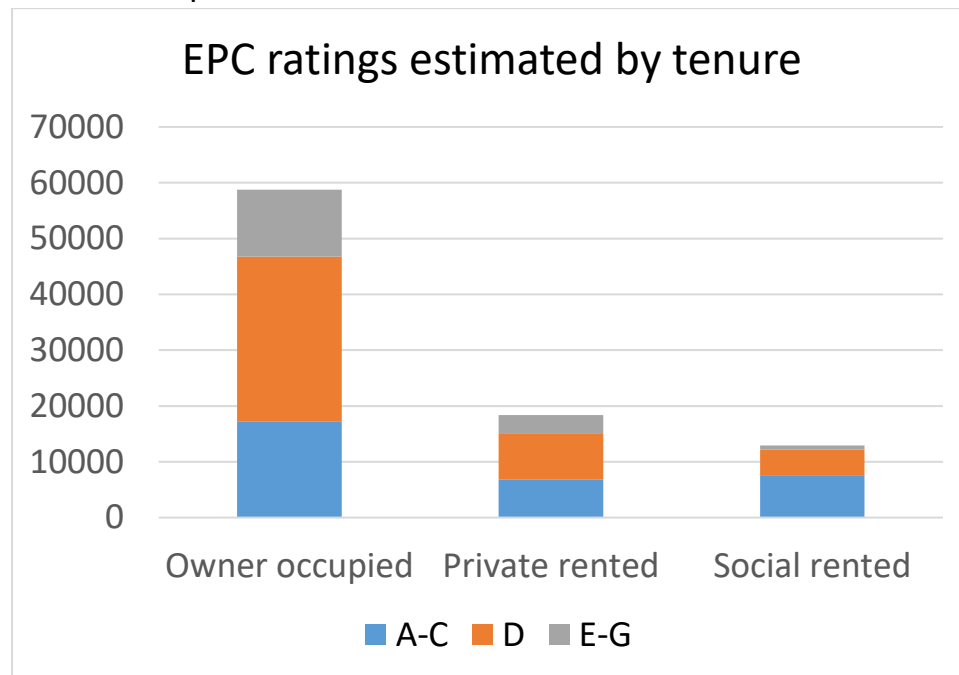
**Owner occupied sector**

- Delivery of LAD1B, LAD2 and LAD3 (if bid successful) programmes by March 2023
- Explore regional loans opportunities with other partners engaged in the sector
- Incorporate owner occupied properties within HRA stock programmes where possible on a neighbourhood basis
- Work with partners towards a “one stop shop” energy advice centre service
- Explore procurement/direct labour opportunities to build consumer provider market through council programmes
- Set pathway to 2030 with annual EPC-based targets of homes to be improved

Full delivery programme details are contained in Appendix A.

### 3. Owner occupier sector

It is clear that a large majority of existing low energy performing dwellings are in the owner occupied sector. Tackling this sector will be essential to a decarbonisation pathway effectively addressing the climate emergency. Using EPC rating data and ONS tenure split estimates, it is estimated that 70% of EPC D rated properties and 74% of EPC E-G rated properties in the City of York are owner occupied.



Source: estimates from combined EPC and ONS tenure data

Homeowners could benefit significantly from reduced energy costs through retrofit investments<sup>7</sup> however research from the UK Green Building Council<sup>8</sup> highlighted that key barriers to realising these benefits include:

- Uncertainty over government grant and other funding eligibility
- Challenges in navigating supplier marketplace
- Limitations of existing financial products

The West Yorkshire Combined Authority “*Scaling Up Better Homes Yorkshire*”<sup>9</sup> identifies the need for a “Customer Journey” that:

Starts with knowledge of what needs improving in each home, informs independent advice to occupants and owners which they can trust putting them on a path to a retrofit that retains that trust.

<sup>7</sup> <https://pcancities.org.uk/energy-and-carbon/york>

<sup>8</sup> <https://www.ukgbc.org/news/ukgbc-publishes-new-insights-into-home-retrofit/>

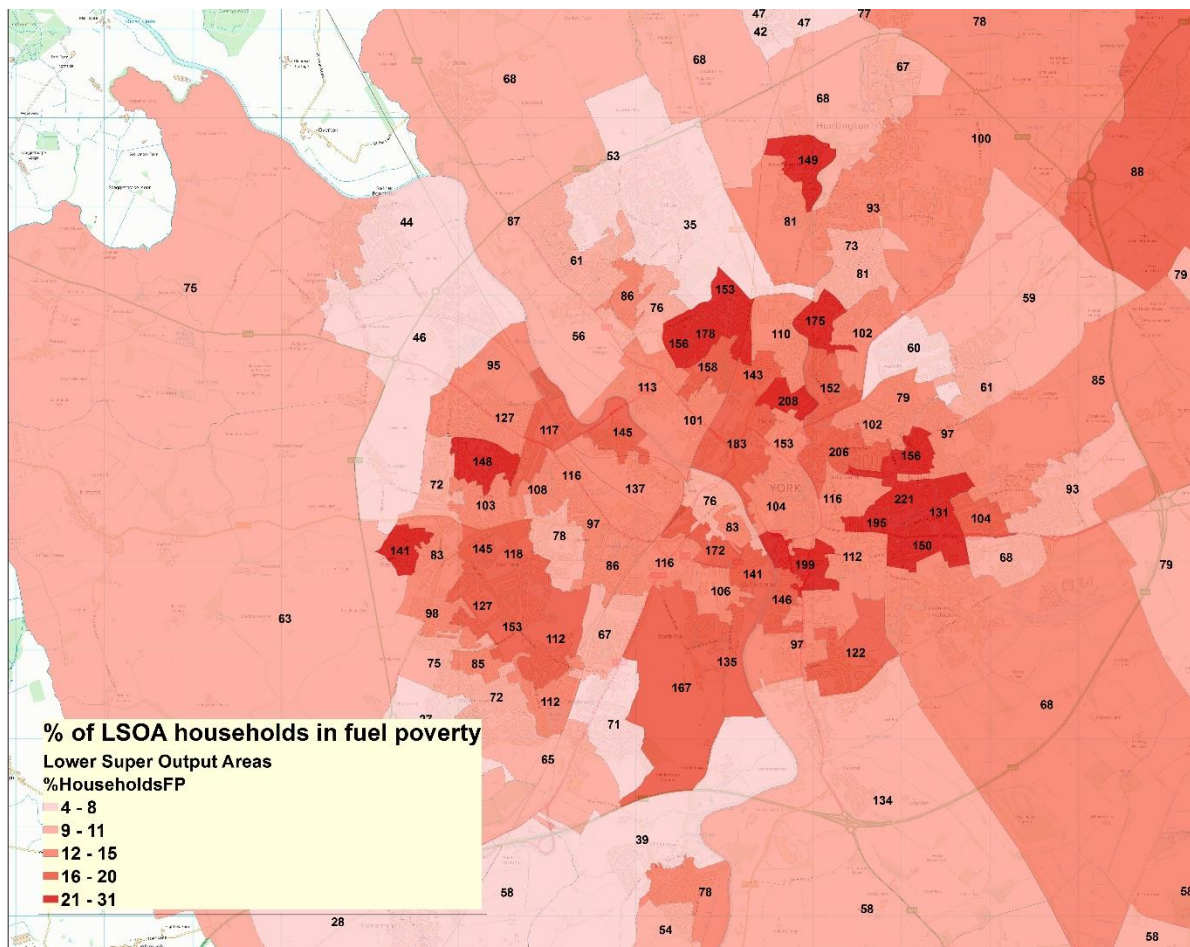
<sup>9</sup> <https://shapuk.files.wordpress.com/2020/12/wyca-final-report.pdf>

These priorities are particularly important given the local demographics of domestic energy efficiency in York, as highlighted below.

### 3.1 Fuel Poverty

Where homeowners in properties with poor energy performance also have a low household income, they may be considered to be in fuel poverty and eligible for grant based schemes. The council has a key role in delivering some government funded programmes and in widening access to others, with details set out in Appendix A.

To meaningfully address carbon emissions in owner occupied properties however, other options will also be needed. Comparison of neighbourhood areas in York with high levels of fuel poverty identified in government statistics<sup>10</sup> illustrates that fuel poor households are concentrated in areas of high social housing or student-oriented private rental tenure such as Acomb, Clifton, New Earswick and Tang Hall.



<sup>10</sup> <https://www.gov.uk/government/collections/fuel-poverty-statistics>

### 3.2 Building a consumer market

The UK Green Building Council research identified a need for an effective consumer market for “whole-house retrofit”. This would encompass both supply and demand. Support for both of these is needed to scale up the improvements in housing stock that are necessary to meet the decarbonisation ambitions and benefit local residents. Demand provides companies with the economic incentives and confidence to improve the retrofit ‘offer’ and deliver a service more in line with customer expectations; this in turn is needed to reduce barriers for homeowners in carrying out the works.

To build a **consumer supply market** both contractors/providers and longer term skills base are important. This would offer a simplified approach for residents without the extensive project management of different contractors currently required. The council can leverage significant influence in this area, through approaches discussed below.

#### **Neighbourhood based retrofit programmes**

Due to the impact of the Right to Buy, HRA stock is largely located in mixed tenure estates including a substantial proportion of owner occupiers. HRA stock programmes will be designed to include an ‘offer’ that residents in other tenures can also benefit from, where possible, on a ‘whole streets’ basis. This may be through a combination of other funding sources or for residents who are self-funding.

#### **Strategic use of procurement and direct labour**

The council will be a significant purchaser, enabler and provider of housing decarbonisation work. This gives an opportunity to use procurement strategically in shaping the market, building supply chains for the future and working with partners to build the local skills base.

Additionally this can support supplier confidence through a ‘pipeline’ of work that give medium-term certainty for private sector investment decisions, supporting the consumer-oriented market that is needed.

There are also significant opportunities to increase **demand for ‘whole-house retrofit’**.

## **“The customer journey”: household tailored advice**

Availability of high quality, property and resident specific advice is essential. York Energy Advice<sup>11</sup> have launched an innovative new service to develop this provision locally, with advice for residents tailored across income maximisation, the energy provider marketplace, and savings through home energy efficiency. Another example is Cumbria Action for Sustainability, who offer a range of services supporting households to understand the options for retrofit solutions including paid-for detailed property appraisals<sup>12</sup>.

Scaling up the availability of these services is core to mass market retrofit in the owner occupied sector, and provision at no or low up-front cost is likely to be important in encouraging take-up. However in the current climate sources of funding are not clear. This can be reviewed when details of the government Energy Company Obligation 4 (ECO4) scheme is released, which will begin in April 2022. Other potential investment may be through engagement with private sector suppliers who have an interest in the development of long term demand for the marketplace.

This would also support broader resident awareness and motivation, and link to the potential for savings as energy prices rise.

## **Access to affordable finance**

The West Yorkshire Combined Authority “Scaling Up Better Homes Yorkshire” report sets out the need for financial products that enable home owners to invest in retrofit and achieve a net return based on energy bill savings.

Access to cheap, patient, flexible borrowing is important to creating an attractive offer to all forms of customer, other than those who can use their own savings. Providing an attractive finance offer enables quality control by specifying approved contractors. If the interest rate is kept low this could create a margin to pay for delivery costs<sup>13</sup>.

Products to avoid up-front costs while increasing resident disposable income include some form of loan which is only paid back against a portion of the resident’s energy bill savings, or an equity loan without ongoing repayments. There is increasing awareness of this in the financial sector, for example

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<sup>11</sup> <https://stnicks.org.uk/get-inspired/our-projects/york-energy-advice/>

<sup>12</sup> <https://cafs.org.uk/?nowprocket=1>

<sup>13</sup> <https://www.ukgbc.org/news/ukgbc-publishes-new-insights-into-home-retrofit/>

Nationwide Building Society recently led a joint call with others across the industry for a “retrofit revolution” including working towards better finance options<sup>14</sup>.

### **3.3 Owner occupied sector: key actions and targets**

- Delivery of LAD1B, LAD2 and LAD3 programmes by March 2023
- Explore regional loans opportunities with other partners engaged in the sector
- Incorporate owner occupied properties within HRA stock programmes where possible on a neighbourhood basis
- Work with partners towards a “one stop shop” energy advice centre service
- Explore procurement/direct labour opportunities to build consumer provider market through council programmes
- Set pathway to 2030 with annual EPC-based targets of homes to be improved

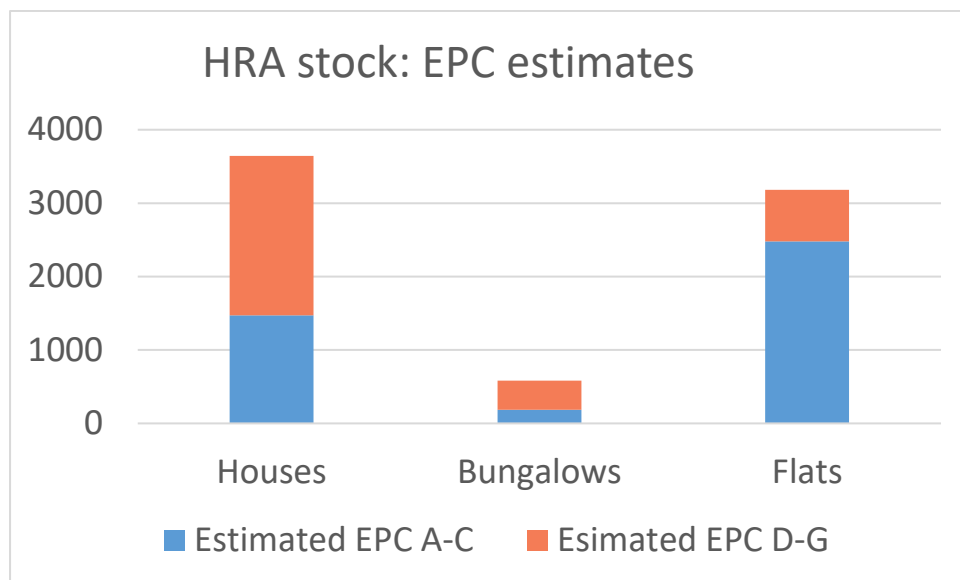
Full delivery programme details are contained in Appendix A.

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<sup>14</sup> <https://www.nationwidemediacentre.co.uk/news/industry-leaders-call-on-government-for-retrofit-revolution-to-hit-crucial-2050-net-zero-targets>

#### 4. City of York Council Housing Revenue Account and Register Provider Stock

EPC survey data shows that the council's HRA stock is better performing than the City's residential stock as a whole, with around 57% estimated to be EPC rating C or above. However, over 60% of HRA houses and bungalows are estimated to be rating D or below:



The council's 2019 HRA stock modelling exercise identified the following key archetypes as retrofit investment priorities (the relevant section from the report is contained in the Annex):

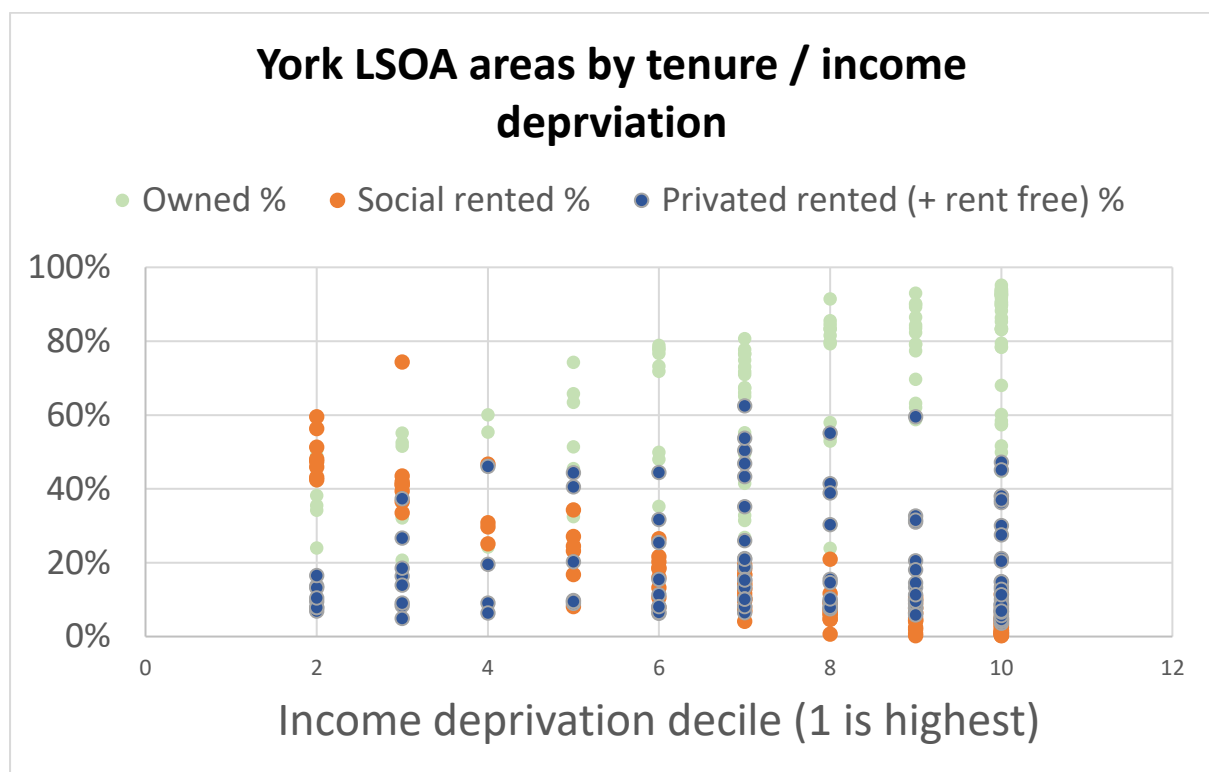
- Pre-1945 small terrace house, 522 properties
- All other pre-1945 houses, 937 properties
- Non-traditional houses, 577 properties
- Bungalows, 474 properties

These priority stock types constitute around 1/3 of the total HRA properties, but a large majority of the lowest energy efficiency performing homes. As explored below, properties across the social rented sector in York are more likely to have a good EPC rating than properties in other tenures.

It is important to note that blocks of flats are generally not exclusively rated D or below, where there are D/E properties this is generally with a mix of properties that are C or above – creating some additional challenges for delivery at speed and scale with funding targeted towards lower EPC rated properties.

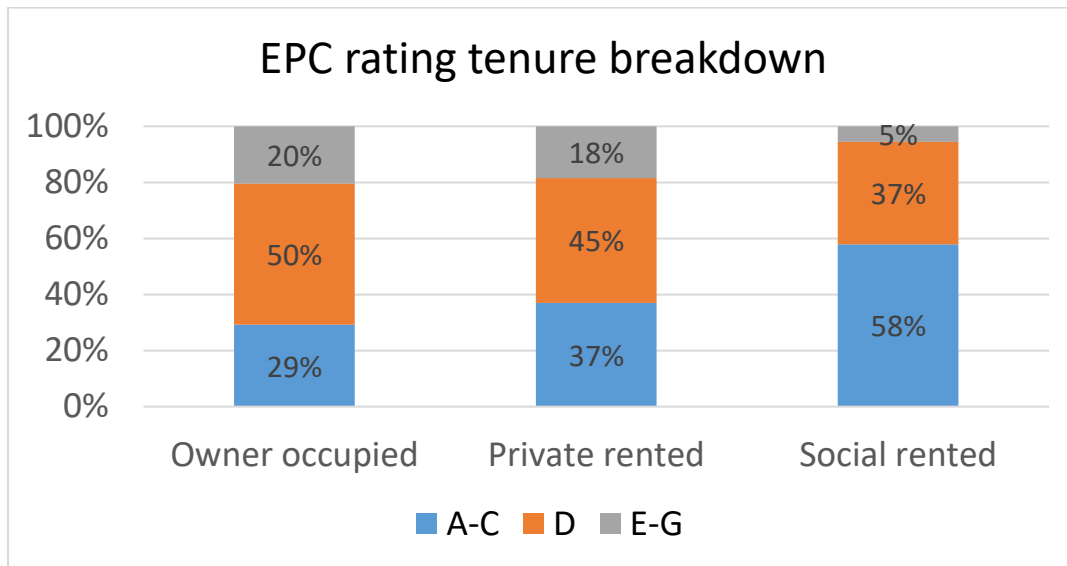
## 4.1 Tackling fuel poverty

A significant proportion of fuel poor residents in the City of York are social rented tenants, with the majority of social rented properties being HRA homes. In neighbouring cities where incomes are lower, fuel poverty may be widespread across all tenures, however in York low income residents are disproportionately likely to live in social rented homes. This is illustrated in the figure below showing strong correlation between neighbourhood income deprivation and social rented tenure properties at the Lower Super Output Area (LSOA) level:



Fuel poverty is also an important consideration for other tenures, as examined elsewhere in this paper. However, due to the essential role of social rented tenure in meeting the most urgent housing needs, the lowest income households are predominantly resident in this tenure. It is also important to note that a far lower proportion of EPC D and below rated properties are found in this sector, which itself reduces fuel poverty levels and enables more low income residents to live in homes with affordable energy bills.



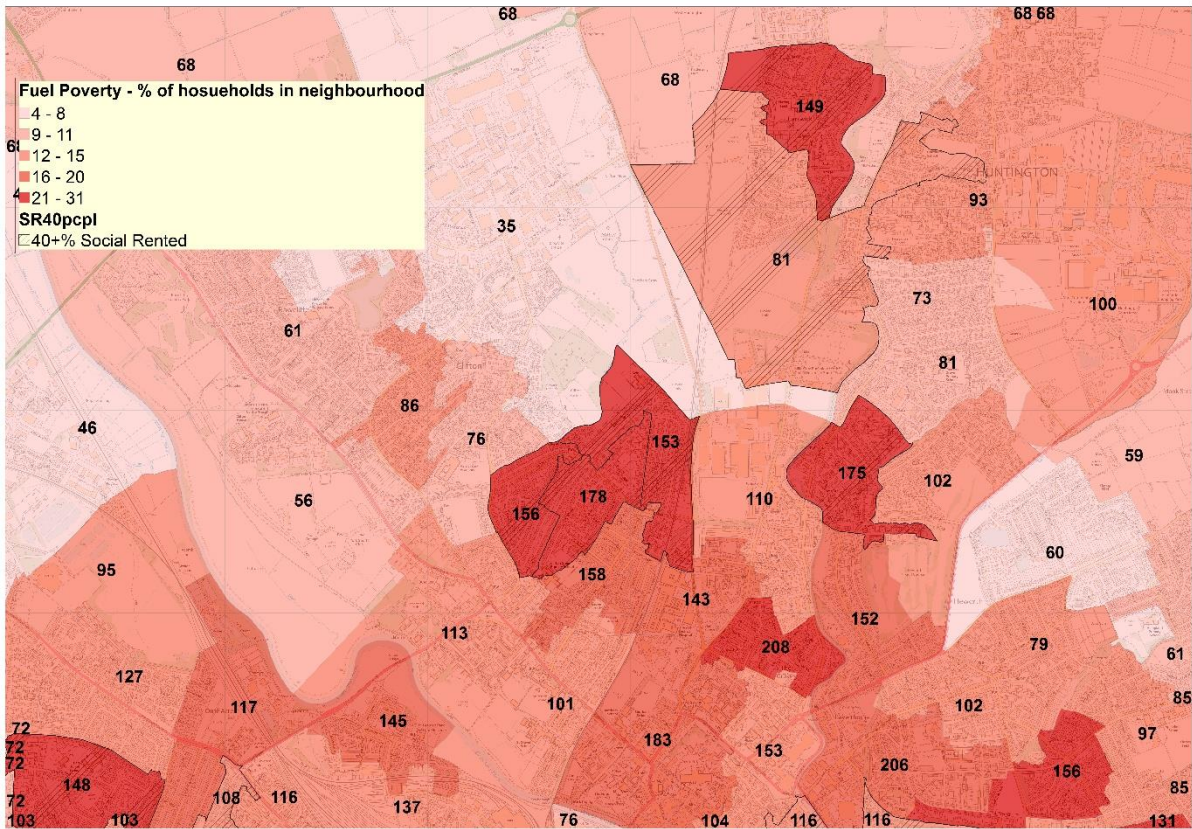


This is highlighted in a comparison of neighbourhood areas in York with high levels of fuel poverty identified in government statistics<sup>15</sup>. Fuel poor households are concentrated in areas of high social housing or student-oriented private rental tenure such as Acomb, Clifton, New Earswick and Tang Hall.

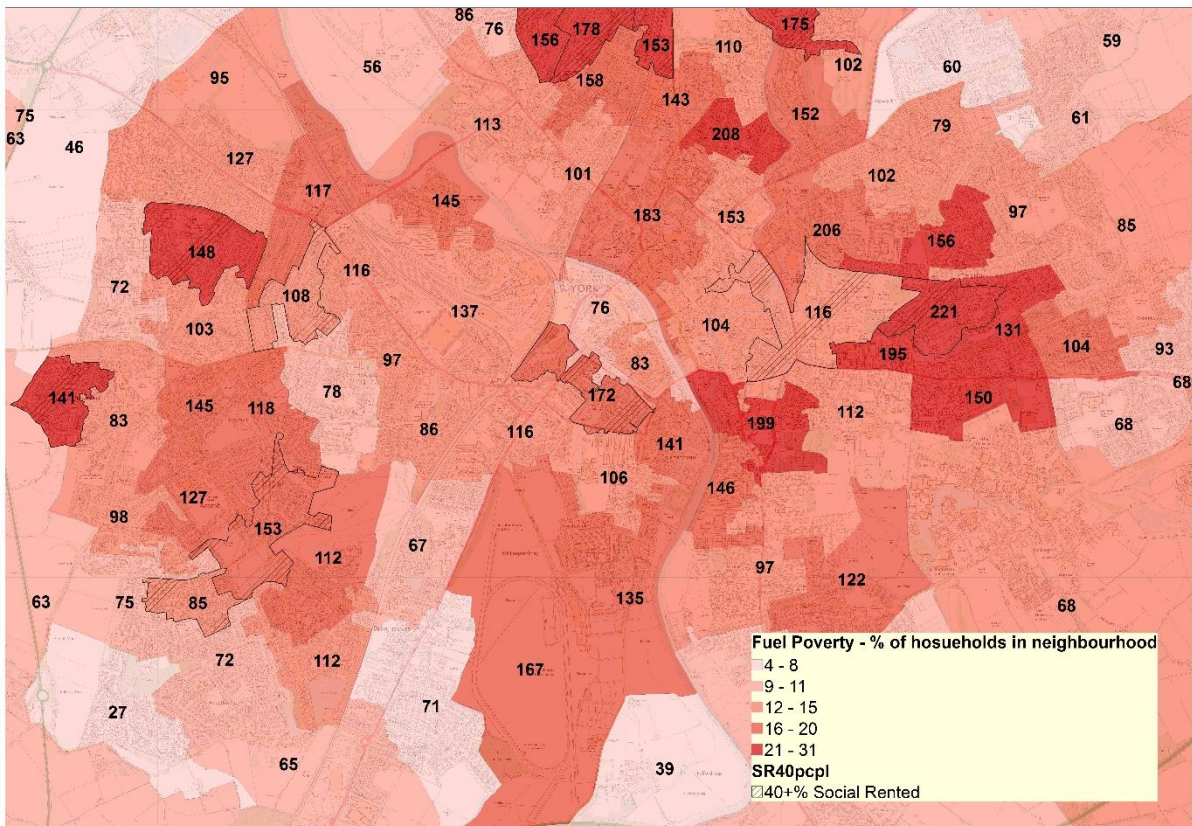
The numbers shown are the number of estimated fuel poor households in each neighbourhood area, the colour intensity indicates the proportion of the total properties this represents. Shaded and outlined areas have 40% of more social rented stock in total.

<sup>15</sup> <https://www.gov.uk/government/collections/fuel-poverty-statistics>

Fuel poverty and social rented sector concentration map: **North York**



Fuel poverty and social rented sector concentration map: **South York**



## 4.2 HRA Investment Programme

it is estimated that at the cost to bring the approximately 2,400 homes currently at EPC D-F up to a C rating, would be £37m at current cost. This is a sum that cannot be achieved within existing budgets whilst continuing with our existing essential refurbishment programmes. As well as energy savings, bringing these 2,400 homes up to an EPC C rating would bring a combined total annual energy savings of £650k.

EPC C is considered a key milestone on the pathway to net zero, but it is essential that works are designed with a decarbonised end point in mind beyond EPC C.

In July 2019, the Executive's Interim Budget established a £1m budget to kick-start a council retrofit programme of increasing the energy efficiency of our housing stock. The February 2020 Budget allocated a further £250k pa in the HRA capital budget for 20/21, 21/22, 22/23, 23/24 bringing the total budget for the Council Housing Energy Retrofit Programme to £2m.

To scale up the works and leverage the council's investments other routes could include:

- Government funding such as the Social Housing Decarbonisation Fund which will be utilised wherever possible
- Use of service charges to generate a revenue stream via "comfort charge", sharing the benefits of energy bill savings with tenants
- Planned capital maintenance works explored below
- Opportunities to 'jump scale' with supply chain, through either procurement or direct delivery, with neighbourhood-based work across all tenures

## 4.3 Planned capital maintenance and other investment opportunities

The stock modelling report also identified significant opportunities to improve energy performance of HRA homes through integrating energy efficiency works with other ongoing maintenance and capital works. For example, 5-year boiler capital costs are estimated at £4.2m to 2026/27, with similar costs for future 5-year periods.

Capital investment items	5-year investment sum (to 2026/27)
Heating system	£4.2m
Kitchen/bathroom Tenants Choice	£10.4m
Standing water project	£3.9m
Roof replacements	£1.2m
Windows	£1.1m
Structural works	£0.96m
<b>Total</b>	<b>£21.8m</b>

Key energy efficiency enhancement opportunities in delivery of these works include:

- improvements to insulation, including potential combination of external wall insulation with roof and/or window works
- installation of energy efficient heat pumps and enhanced energy use monitoring technology
- resident engagement to raise awareness of potential individual and community benefits from other improvements to capital work processes building in energy efficiency enhancements to roofing, windows, flooring and upgrades to kitchens/bathrooms
- Supporting behavioural change

#### 4.4 National good practice examples: social housing

Leeds Council is currently replacing electric heating systems in council-owned apartment blocks with Ground Source Heat Pumps (GSHP)<sup>16</sup>, using a mix of HRA and central government funding sources. While there are no comparable large blocks with these heating sources in York, GSHP or Air Source Heat Pumps (ASHP) may be incorporated into capital investment programmes in York's local context, with property-specific solutions identified.

Nottingham City Homes<sup>17</sup> and Sutton Council<sup>18</sup> are delivering retrofit projects using the Energiesprong model. This uses components that are largely manufactured offsite and require less internal installation work. Consequently, the model is intended to avoid much of the disruption of other retrofitting methods. The capital costs of the works may be paid back over a number of

<sup>16</sup> <https://news.leeds.gov.uk/news/thousands-of-leeds-tenants-to-enjoy-cheaper-energy-bills-as-council-appoints-contractor-to-deliver-gbp-24m-heating-upgrades>

<sup>17</sup> <https://www.nottinghamcityhomes.org.uk/news/news/more-ultra-low-energy-homes-on-the-way/>

<sup>18</sup>

[https://www.sutton.gov.uk/info/200670/environmental\\_sustainability/2291/sutton\\_s\\_zero\\_carbon\\_retrofit\\_pilot\\_project](https://www.sutton.gov.uk/info/200670/environmental_sustainability/2291/sutton_s_zero_carbon_retrofit_pilot_project)

years through a resident comfort plan, which functions as a service charge while guaranteeing lower bills than before the retrofit works as well as enhanced comfort and home health.

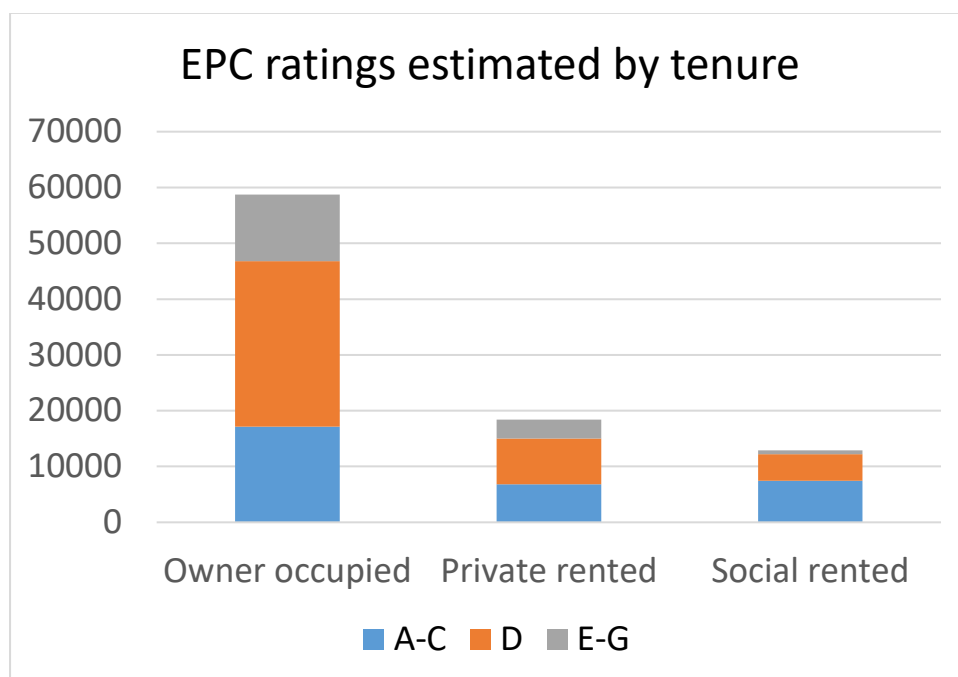
### Social rented sector: key actions and targets

Action	Progress / notes
Retrofit works to 60 HRA phase 1 properties, informing the phase 2 programme	Due to internal capacity issues phase 1 is currently at planning stage – additional resource is underway
LAD2 programme delivery across both the council's own stock and through a Registered Provider partner	Installation of 50 Solar PV panels on CYC properties by March 2022
Social Housing Decarbonisation Fund delivery across both the council's own stock and through a Registered Provider partners, if bid successful	Bid currently under preparation, deadline 15 <sup>th</sup> October 2021; delivery during 2022 if successful
Identification of planned capital works opportunities for example potential for heat pump installation, roofing, windows and other cyclical maintenance programmes	Analysis being carried out to identify property characteristics that may provide specific opportunities, in context of funding programmes where relevant
Procurement of strategic delivery partner during 2022	This will reflect the council's ambitions and learning from programmes to date
Ongoing skills programme for Building Services staff to build capacity	To date, 4 Building Services engineers have attended the BPEC Air and Ground Source Heat Pump Systems Training; Passivhaus tradesperson training also provided
Develop archetype specific plans for CYC homes to identify the range of works needed for the pathway from current level to EPC C and on to net zero carbon	The worst performing properties have been prioritised first
Determine target for all CYC properties to reach EPC C minimum as part of pathway to whole-stock net zero ambition	This will be informed by ongoing work and analysis

Full delivery programme details are contained in Appendix A.

## 5. Private rented sector

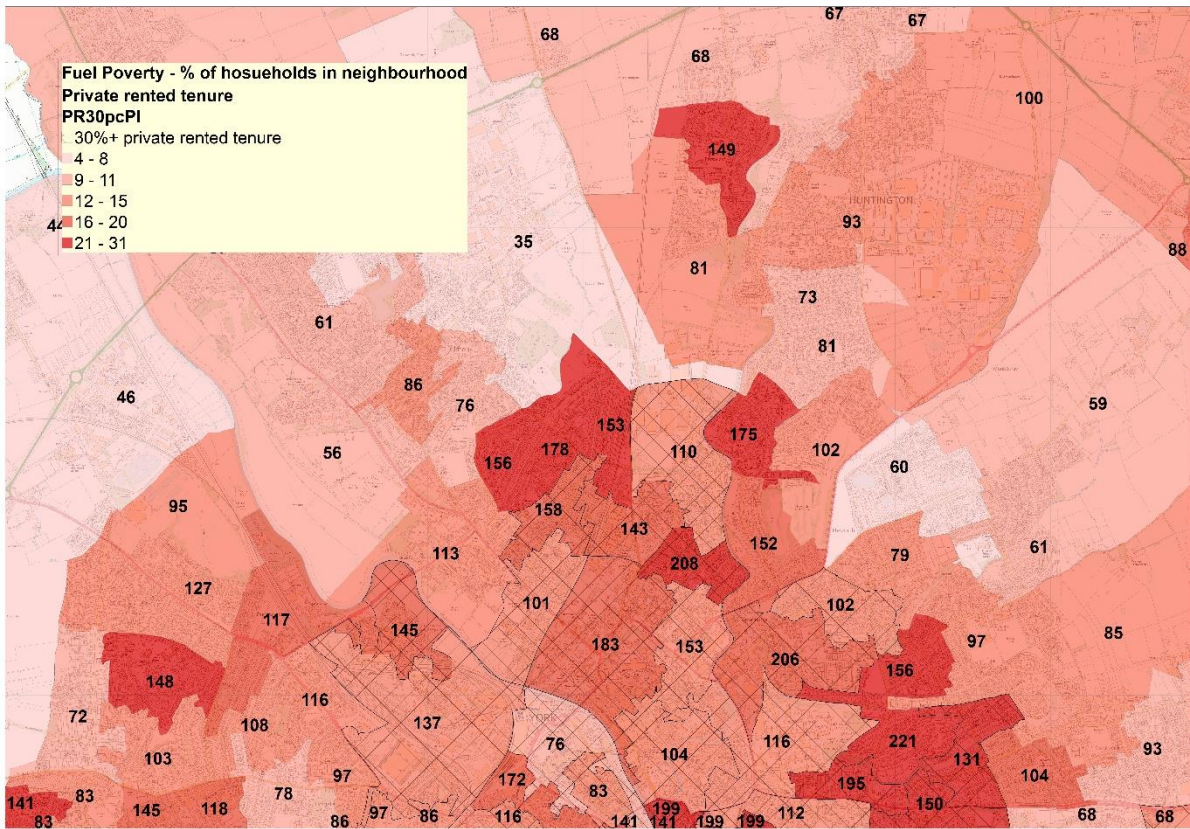
A significant proportion of the properties in York that are EPC rated D and below are in the private rented sector (PRS).



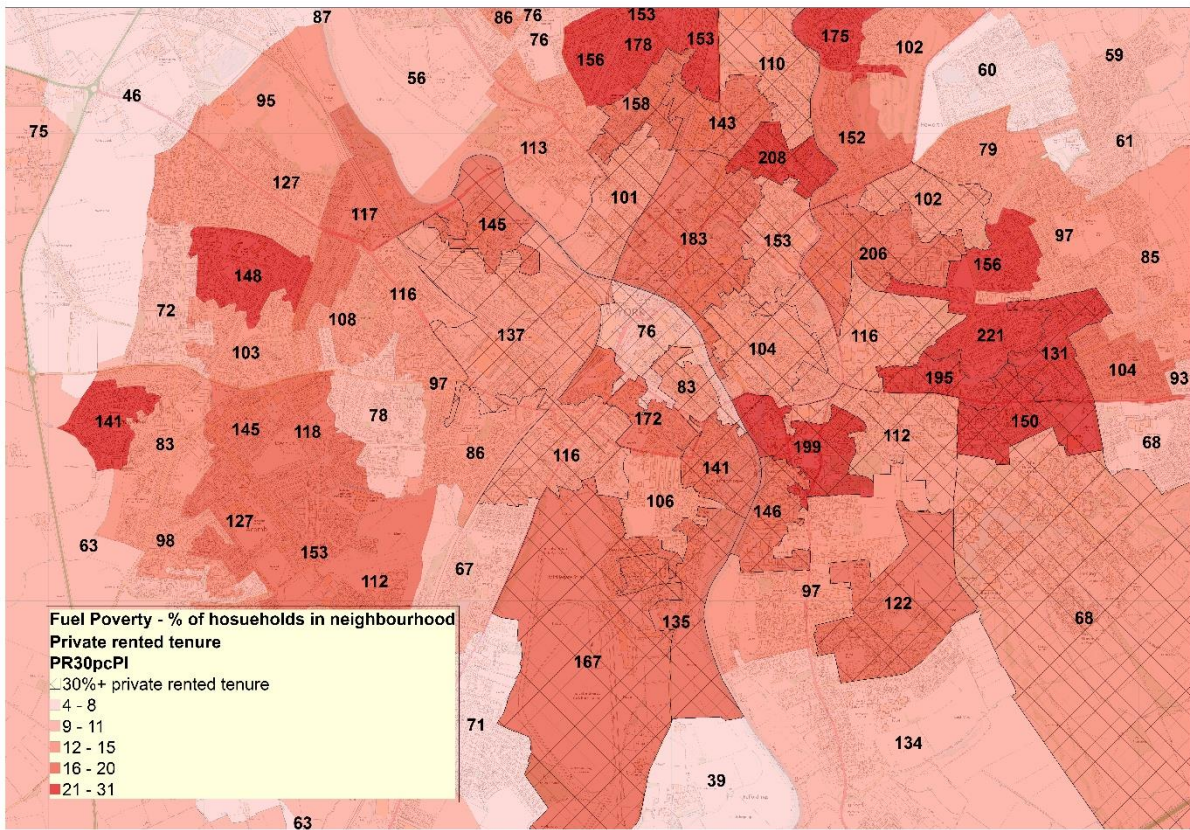
Source: estimates from combined EPC and ONS tenure data

There are also some concentrations of PRS fuel poverty in the City, predominantly located in areas including substantial student accommodation numbers. Identifying fuel poor households in this sector is important as it is usually either a requirement or a priority for central government funding programmes.

Fuel poverty and PRS concentration map: **North York**



Fuel poverty and PRS concentration map: **South York**



To improve energy efficiency in private rented sector homes, there are three areas of opportunity for the council:

- Central government funded schemes and consumer market innovation
- Minimum Energy Efficiency Standards (MEES) and other regulatory changes
- HMO licensing
- Landlord and resident engagement

### **5.1 Central government funded schemes and consumer market innovation**

Government LAD1B/LAD2/LAD3 funded schemes as summarised in Appendix A include delivery of improvements in PRS properties.

The Energy Company Obligation (ECO) programme 2022-25 has recently undergone consultation<sup>19</sup>. The outlined proposals would offer opportunities for some landlords to meet the future MEES as set out below. Another important resource to support this is the provider and finance consumer market innovations outlined in the Owner Occupiers section above.

### **5.2 Minimum Energy Efficiency Standards (MEES)**

Since April 2018 it has been unlawful to rent out residential premises that do not reach a minimum energy efficiency standard of E on a new tenancy. Since April 2019, landlords of domestic properties with an EPC rating below E must carry out up to £3,500 worth of works to improve their energy efficiency even if they cannot obtain third-party funding to meet the costs. Since April 2020 it has been unlawful to let any residential property whose EPC doesn't meet an E as a minimum, unless they have a valid exemption in place.

Councils are responsible for enforcing compliance with the domestic minimum level of energy efficiency. This presents a resource challenge to Local Authorities. To try and find ways of addressing this City of York Council has participated in a central government funded pilot delivering a more proactive enforcement service. Outcomes have been estimated for F & G rated PRS properties where a new, valid EPC has been produced following contact from the project:

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<sup>19</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/1010366/eco4-consultation.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1010366/eco4-consultation.pdf)



- The total amount of CO<sub>2</sub> being produced by 50 properties has reduced by 193.4 tonnes per year;
- The estimated energy used to heat 45 properties has reduced by 243,546 kWh per year, which equates to a saving of £33,900 (based on a cost of 13.92p per kWh for the Yorkshire region)

The Government are looking to further increase the standards required of PRS housing in 2025. This will provide additional challenges at a resource level but new opportunities to tackle the climate emergency, improve the health of our residents and reduce incidences of fuel poverty.

The proposals are to amend the minimum standards so that from April 2025 it will be unlawful to let a residential premises that does not reach a minimum energy efficiency standard of C on a new tenancy and from April 2028 to make it unlawful to let any residential property whose EPC doesn't meet an C. There would be an increased maximum investment amount to a £10,000 cost cap, and some additional powers. Resources would also be needed for Local Authority enforcement.

It should be noted that currently the approach by the government is that government funding should **not** be used to make these properties compliant with existing regulations, but funding may be used in addition to landlord investment to improve the property beyond the minimum legal requirement. There is an expectation for improvements by April 2025 which will present an opportunity to work collaboratively with landlords in energy efficiency improvement programmes to support compliance and maximise benefits of local schemes. Equity loans or other retrofit-oriented finance products may offer substantial value to landlords in meeting regulatory obligations and reduce the burden on the council's enforcement activity.

### **5.3 Houses in Multiple Occupation (HMO) licensing**

Our HMO local implementation policy for licensing requires landlords to provide full Energy Performance Certificates to ensure that they comply with the Minimum Energy Efficiency Standards so that properties with F and G ratings are not being let unless the licence holder has registered their property on the Government Exemption register and has provided the relevant evidence to support the exemption.

Once the EPC has been examined, if necessary, conditions can be attached to the licence requiring recommendations within the EPC or measures that have not been undertaken, such as cavity wall or loft insulation, to be carried out within a set timescale.

### **5.4 Private rented sector key actions and targets:**

- Delivery of LAD1B, LAD2 and LAD3 programmes by March 2023
- Proactive engagement with landlords around current and future regulatory obligations, including work with partners towards a “one stop shop” energy advice centre service
- Explore regional loans opportunities with other partners engaged in the sector
- Incorporate PRS properties within HRA stock programmes where possible on a neighbourhood basis
- Explore procurement/direct labour opportunities to build consumer provider market through council programmes
- Set pathway to 2030 with annual EPC-based targets of homes to be improved

Full delivery programme details are contained in Appendix A.

## **6. Strategy consultation**

The strategy development process to date has been informed by discussion across the council and with key partners such as Registered Providers and energy efficiency social enterprises. In addition the Building Retrofit Roundtable event as part of the Climate Change Strategy has provided important insights.

The draft Housing Energy Efficiency Strategy document will be circulated to partners in the sector to organise further consultation with partners and residents. This will inform the final strategy document and raise awareness of the opportunities to move from this strategy work into improvements in residents' homes.

Scrutiny are asked to consider the content of this briefing document, and the identified action plans for each housing tenure, and provide thoughts on whether they capture the key needs for the improvement of residential energy efficiency.

## 7. Housing energy efficiency summary: key actions and targets by tenure

The common themes and distinct tenure-specific actions are highlighted below.

### Social rented sector

- LAD2 programme delivery across both the council's own stock and through a Registered Provider partner
- Retrofit works to 60 HRA phase 1 properties informing the phase 2 programme
- Develop archetype specific plans for CYC homes to identify the range of works needed for the pathway from current level to EPC C and onto net zero carbon
- Social Housing Decarbonisation Fund delivery across both the council's own stock and through Registered Provider partners, if bid successful
- Identification of planned capital works opportunities
- Procurement of strategic delivery partner during 2022
- Ongoing skills programme for Building Services staff to build capacity
- Determine target for all properties to reach EPC C minimum as part of pathway to whole-stock net zero ambition

### Private rented sector

- Delivery of LAD1B, LAD2 and LAD3 (if bid successful) programmes by March 2023
- Proactive engagement with landlords around current and future regulatory obligations, including work with partners towards a "one stop shop" energy advice centre service
- Explore regional loans opportunities with other partners engaged in the sector
- Incorporate PRS properties within HRA stock programmes where possible on a neighbourhood basis
- Explore procurement/direct labour opportunities to build consumer provider market through council programmes
- Set pathway to 2030 with annual EPC-based targets of homes to be improved

### Owner occupied sector

- Delivery of LAD1B, LAD2 and LAD3 (if bid successful) programmes by March 2023
- Explore regional loans opportunities with other partners engaged in the sector
- Incorporate owner occupied properties within HRA stock programmes where possible on a neighbourhood basis
- Work with partners towards a "one stop shop" energy advice centre service
- Explore procurement/direct labour opportunities to build consumer provider market through council programmes
- Set pathway to 2030 with annual EPC-based targets of homes to be improved

## Annex: Stock Condition Survey Energy Profiling

### 8. Energy Profiling

As part of this survey MDA were asked to collect energy data to provide an accurate assessment of the average energy rating for the stock. MDA carried out RdSAP surveys to all properties where a stock condition survey was completed.

The SAP ratings appear consistent with our expectations, with the overall average SAP rating for the stock being 70.6.

CYC is required to submit annual regulatory statutory returns to 'Housemark', (an organisation designed to help the social housing sector to improve performance and improve value for money).

Currently, the reported average SAP at 'Housemark' rating for social landlords within the UK is 73.2. Therefore, the average noted in the table above is slightly below the 'Housemark' average.

MR A Ref	Archetype	Average SAP Value	Average CO2 Rate (tons)	Average Energy Usage (kj)	Average Lighting Costs (£)	Average Space Heating Costs (£)	Average Water Heating Costs (£)
1	Pre 1945 small terrace houses (small: less than 70 square metres)	68.59	41.07	234.06	61.19	522.46	111.36
2	Pre 1945 semi-detached houses	69.48	39.66	225.66	60.11	524.15	109.72
3	All other pre 1945 houses	68.80	39.22	224.02	66.85	579.41	115.18
4	1945-64 small terrace	70.66	38.08	216.58	57.43	493.53	110.06
5	1945-64 large terrace/semi-detached/detached houses	71.17	36.31	206.60	67.98	542.07	114.41
6	1965-74 houses	69.52	40.51	230.39	59.43	501.13	102.85
7	Post 1974 houses	73.95	32.35	183.74	57.66	475.35	117.12
8	Non-traditional houses	68.69	39.30	224.09	70.43	585.16	114.45
9	Pre 1945 low rise (1-2 storeys) flats	70.10	44.33	253.24	36.63	357.99	90.21
10	Post 1945 low rise (1-2 storeys) flats	71.11	39.78	227.33	47.70	356.88	102.30
11	Medium rise (3-5 storeys) flats	72.84	37.69	214.81	44.87	333.91	95.96
13	Bungalows	67.61	46.59	266.29	45.37	486.12	95.39
<b>Overall</b>		<b>70.61</b>	<b>39.41</b>	<b>224.82</b>	<b>54.00</b>	<b>444.73</b>	<b>104.86</b>

Bungalows, Non-Traditional houses and the oldest (pre-1945) houses achieve the lowest SAP rating with 67.6, 68.6 and 68.8 respectively.

Post 1974 houses achieves the highest SAP rating with just 73.95.

It should be noted that the overall energy cost is £603.59 per year but this only accounts for heating and lighting costs. Domestic costs such as TVs, cookers, fridges etc are not accounted for in these figures.

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## Appendix A: Housing energy efficiency funding sources

### 1. Scheme summary and background

A high proportion of domestic energy efficiency funding is through competitive or other grant bidding opportunities led by the Department for Business, Energy & Industrial Strategy, particularly in tenures outside of CYC stock. Building on experience of successful delivery and maximising local impact of these schemes in a fast-changing context is a key issue for the council's strategy, over both the short- and long-term.

Scheme	CYC access to funding?	Funded by	Beneficiary group	Amounts/other considerations
<a href="#">Social Housing Decarbonisation</a>	Bid under preparation	BEIS (central government)	Local Authorities / low income tenants	CYC bid currently under preparation, delivery up to January 2023 or March 2023 by exception
<a href="#">LAD1B</a>	Yes £535,000 Consortia bid led by CYC on behalf of York Craven, Selby and Harrogate	BEIS	Low income residents	EPC E or below properties, with some D permitted
LAD2	Yes £2.1million Consortia bid led by CYC on behalf of York	BEIS via North East and Yorkshire Energy Hub	Low income residents	EPC E or below properties, some D permitted

Scheme	CYC access to funding?	Funded by	Beneficiary group	Amounts/other considerations
	Craven, Selby and Harrogate			
LAD3	Bid placed Consortia bid led by CYC on behalf of York Craven, Selby and Harrogate  Approximately £2m for York	BEIS	Aimed at properties on the gas grid. EPC D to G, however number of D properties is limited.  Competitive bid placed for around 200 property improvements, awaiting outcome; delivery by March 2023	
<a href="#">ECO</a>	Support for LAD3 programme	Energy companies	The 2022-26 round “will be designed to align with other domestic energy efficiency policies in social housing and the private rented sector. In England, we intend for ECO to primarily focus on insulating the worst-quality homes and improving them as close to an EPC C as is cost effective and suitable for the property.” (England’s Fuel Poverty Strategy)	
CYC HRA programme	Yes	CYC/HRA	CYC tenants, CYC as asset owner	£1million phase 1  £1million phase 2
Home Upgrade Grant (HUG1)	Consortia bid led by CYC on behalf of York Craven, Selby and Harrogate	BEIS	Off-gas-grid homes only.	EPC D to G. Tapered levels of funding depending on EPC rating and type of heating.



Scheme	CYC access to funding?	Funded by	Beneficiary group	Amounts/other considerations
<a href="#">Renewable Heat Incentive</a> – to be replaced by <a href="#">Clean Heat Grant</a>	No current programmes funded	BEIS/Ofgem	Residents purchasing eligible low/zero carbon heat systems	Awaiting details of Clean Heat Grant, to be in place from April 2022. May be opportunities to combine with other programmes, and to promote or install heat pumps in properties with already good insulation.

## 2. Current CYC delivery plans

Scheme	CYC delivery details
<a href="#">Social Housing Decarbonisation</a>	CYC bid currently under preparation, delivery up to January 2023 or March 2023 by exception Maximum grant funding for retrofit works: EPC D = £10k, EPC E = £12k, EPC F/G = £16k. RPs must contribute at least a third of total eligible costs
<a href="#">LAD1B</a>	£535,000 LAD1B successful consortium bid of which approx. £300,000 spend in York for private sector housing only Being delivered by Better Homes Yorkshire/Engie with completion during 2020/21. Improvements to: <ul style="list-style-type: none"> <li>• 37 homes in York with poorly insulated rooms in roof spaces. The grant will pay for the full cost of works for homeowners and up to 66% of works for private landlords.</li> <li>• 40 homes that have inadequate/no loft insulation and 20 homes without cavity wall insulation. This second part of the offer is open to all fuel poor householders across the four local authority areas of York, Harrogate, Selby and Craven.</li> </ul>
LAD2	£2.1 million has been secured for a consortium project. Of which just over £1million is for York, of which: £550,000 for council homes

Scheme	CYC delivery details
	<p>£420,000 for private sector housing            £30,000 for JRHT project            £32,000 to commission housing stock data and research            £30,000 for project admin and staffing costs (York’s allocation)</p> <p>Being delivered by Better Homes Yorkshire/Engie with completion during 2021/22:</p> <ul style="list-style-type: none"> <li>• Insulate a further 81 homes with poorly insulated “rooms in roof” in York, Harrogate and Selby;</li> <li>• Provide loft insulation and draught proofing to 100 homes across all four local authority areas; and</li> <li>• Provide cavity wall insulation to 60 homes across all four local authority areas.</li> <li>• The installation of solar PV panels on up to 50 council owned homes in York with an EPC rating of D or less. Measures such as loft and/or cavity wall insulation will be carried out at the same time if possible.</li> <li>• An external wall insulation (EWI) scheme to improve 10 homes owned by Yorkshire Housing which have an EPC E rating</li> <li>• An air source heat pumps (ASHPs) scheme to improve 6 homes occupied by fuel poor households identified by Joseph Rowntree Housing Trust (JRHT).</li> </ul>
LAD3 including HUG	Consortia bid led by CYC on behalf of York Craven, Selby and Harrogate – competitive bid placed for around 200 property improvements, awaiting outcome
<a href="#">ECO</a>	Better Homes Yorkshire had access to ECO funding via Engie towards central heating and low cost insulation measures however this funded arrangement ended in May 2021. Some ECO resource is planned to support aspects of LAD3 scheme delivery
CYC HRA programme	£1million phase 1 £1million phase 2

## Other delivery programmes

MEES project Round 1	£100k Funding from BEIS July 2020 to July 2021 to participate in a national project (12 councils in total took part) to commence the enforcement of Minimum Energy Efficiency standards (MEES) in the PRS and to contribute to the development of a national toolkit to aid other councils in England and Wales in enforcing the MEES Regulations in the future. The outcome of the project was considered by the Executive Member for Housing and Safer Communities in July 2021.
MEES project Round 2	£300k funding March 2022 from BEIS to work with regional colleagues to enforce MEES in private rented sector and to enable us to continue working jointly with other regional councils to share experience and best practice and to develop a Northern MEES Forum to facilitate this work and add value to future energy efficiency work in the Region
HMO Licensing	Requirement for Landlords to install low level insulation measures in line with their EPC

## 4. Regulatory changes in sector

Summarised in Fuel Poverty Strategy <https://www.gov.uk/government/publications/sustainable-warmth-protecting-vulnerable-households-in-england/sustainable-warmth-protecting-vulnerable-households-in-england-accessible-web-version>

Regulatory change	Type/tenure of properties	Implementation timetable	Standard / notes
Future Homes Standard	New homes: Building Regulations update	2021  2025	“From 2021, new homes will be expected to produce 31% less CO2 emissions compared to current standards.”  “From 2025, the Future Homes Standard will ensure that new homes produce at least 75% lower CO2 emissions compared to those built to current standards” Homes built under the Future Homes Standard will be ‘zero carbon ready’
Housing Health and Safety Rating System	All properties though likely relevant in	Review in 2020/21	“BEIS and MHCLG will work together to ensure the HHSRS review takes account of the most up to date evidence on cold

	lower-standard property types		homes and aligns with wider Government aims on energy efficiency and fuel poverty.”
Minimum Energy Efficiency Standards	Private rented properties	New tenancies from 2025 and all tenancies from 2028 (consultation)	“Raising the minimum energy performance standard to Energy Performance Certificate (EPC) energy efficiency rating (EER) Band C” – this has been consulted on but response to consultation is awaited
Decent Homes Standard	Social housing (owned by councils or RPs)	Not fixed – referred to in Social Housing White Paper 2020	“The review will consider how the standard can work to better support energy efficiency and the decarbonisation of social homes.”

## 5. Note on decarbonisation standards measurement

The Fuel Poverty strategy introduces a new measure, Low Income Low Energy Efficiency (LILEE), which “finds a household to be fuel poor if it:

- Has a residual income below the poverty line (after accounting for required fuel costs) and
- Lives in a home that has an energy efficiency rating below Band C.”

This is important as it is likely to form a basis for BEIS-led work. However separate analysis is needed to identify metrics to understand investment priorities and measure impact.

Term	Explanation	Units
SAP	<p>SAP is the Standard Assessment Procedure. This is the government approved method for calculating energy use in homes to demonstrate compliance with Building Regulations Part L.</p> <p>SAP is used for new build and retrofit where Building Control sign off is required.</p>	Main outputs measured in Kilowatt Hours per square meter per year (kWh/m <sup>2</sup> /year)
RdSAP	<p>Rd SAP is Reduced Data Standard Assessment Procedure.</p> <p>This is the government approved method for estimating energy consumption and for producing Energy Performance Certificates in existing homes that are not undergoing major retrofit.</p> <p>It is used to produce EPCs for lettings and sale of properties and for property benchmarking.</p> <p>Due to it being a simplified method, its accuracy is limited. It is primarily a benchmarking method not an energy performance modelling method.</p>	Main output is an EPC Energy Efficiency Rating on a scale of A to G.
PHPP	<p>PHPP is Passivhaus Planning Package.</p> <p>This is the energy modelling software that is required for Passivhaus, EnerPhit and AECB retrofit standards.</p> <p>It is regarded as being more accurate than SAP as more data inputs are required, and in addition it gives a better indication of summer overheating risk.</p>	Main outputs measured in Kilowatt Hours per square meter per year (kWh/m <sup>2</sup> /year)
Heating/cooling demand	Is a measure of the modelled or actual heating and cooling demand of a building. Typically expressed in m <sup>2</sup> per annum	Kilowatt hours (kWh)
Regulated Energy	This is energy that is covered by the Building Regulations Part L. When a home requires Building Control permission (i.e. major retrofit/refurbishment) SAP energy calculations must be produced to demonstrate compliance for regulated energy use. Regulated	Kilowatt hours (kWh)

	energy is energy used for: heating, cooling, ventilation, water heating and fixed lighting.	
Unregulated Energy	Unregulated energy is also shown in SAP calculations as an estimated figure. Unregulated energy is energy that falls outside of the above, such as energy for cooking, appliances and anything plugged into a 3 pin wall socket. In the Building Regulations there are no limitations on unregulated energy consumption.	Kilowatt hours (kWh)
Primary Energy Demand	Primary Energy Demand takes into account the initial energy source used to produce electricity or heat and the inefficiencies in that process. For fossil fuels this takes account the energy required for of extraction of fuels, processing, transportation etc. It is argued that Primary Energy Demand become less relevant as the electricity grid decarbonises.	Kilowatt hours (kWh)



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## Housing and Safer Neighbourhoods Scrutiny Committee

19 October 2021

### Report of the Director of Housing Economy and Regeneration

#### Report on the Homeless Winter Night Provision 21/22

##### Summary

1. This paper updates the Housing & Community Safety Scrutiny Committee on the current homelessness situation and the winter night provision for rough sleepers and single homeless people in York.

##### Background

###### The Current Homelessness situation

2. City of York Council is currently in a partnership with other organisations across York, working under the 2018-2023 Preventing Homelessness and Rough Sleeping Together strategy. This partnership approach is well established, operating effectively for many years, and continues to work hard to rise to the challenges of tackling all forms of homelessness. These challenges have been further complicated by the covid pandemic and the restrictions imposed on service delivery because of it. Despite this, we continue to provide a high quality Housing Options Service and a nationally recognised advanced Resettlement Service
3. As part of the ongoing response to Covid, the team worked hard to ensure everyone had a place to sleep which was safe and minimised the risk of infection. This was/is supported by funding from central government. This approach remains in place and can be utilised if needed as part of our winter response.

###### 2021-2022 Winter night Provision

4. This year due to Covid and the continuing potential of lockdowns there has been a different response to bed provision in the city. On 1<sup>st</sup> November, we will activate our winter night provision for rough sleepers and single homeless people. This offers direct access to safe and warm accommodation during the winter period from **1<sup>st</sup> Nov '21 to 28<sup>th</sup> Feb '22**. Due to the unique challenges posed by covid, much of this extra provision is

already in place, meaning that the transition into winter is less demanding on the accommodation, services and residents than previous years. The work of service providers this year, whether statutory, voluntary or faith based, is currently keeping the number of people sleeping rough low and this service will continue to house people over winter despite the extra challenges that cold weather brings.

5. The nature of the Covid outbreak means that we have to offer a different form of night provision than pre pandemic. In previous winters we offered up to 29 extra beds over winter. Many of these were in a shared rooms. The ongoing threat of covid means that we have revised our approach to keep people as covid safe as possible. A summary of the previous winter response is presented in the right-hand column of the table below. The left-hand column shows how Covid has limited the capacity of our usual response. Over the 2020-21 winter period we offered 10 extra beds and this year we are increasing to 14 while maintaining safe practice.

<b>Addition winter beds this winter period – 1<sup>st</sup> Nov to 28<sup>th</sup> Feb</b>	<b>Pre pandemic winter bed offer</b>
<b>Peasholme centre</b> – offer of 4 emergency beds, 5 in absolute emergency utilising a back office interview room	7-8
<b>Howe Hill</b> – offer of 3 Emergency beds	7-8
<b>Union Terrace Hostel</b> – Offering 2 emergency beds <b>but do prioritise empty rooms on this basis</b>	7
<b>Robinson Court</b> – 1 emergency bed	1
<b>Yes Below Zero (flat 2 Howe Hill site)</b> – 3 emergency beds	5
<b>Totals</b> <b>14</b>	<b>29</b>

6. In order to fill the gap in provision above we have the following additional options to utilise at short notice if needed:

Ordnance Lane – accommodation for rough sleepers added to emergency capacity this will need to be handed back for development in March 2022	9
We have also worked with our partners in the Salvation Army to provide a POD provision that can accommodate up to 4 rough sleepers in an emergency	4
Hotel Partners – relationships in place and could be utilised if needed	Dependant on availability



The winter provision will provide a reliable supply of emergency accommodation to meet demand and ensure health and wellbeing. A triage approach is undertaken on how and where to place people and those deemed to have complex needs are prioritised into the supported accommodation schemes where skilled staff are on duty 24/7 to support them.

### **Housing Options, Supported Accommodation and Resettlement Services**

7. In addition to providing services as usual extra burdens have been placed on the teams due to the extra covid related requirements. This includes the effect on sickness levels, the 'pingdemic', increased numbers of staff vacancies and difficulties in recruitment. Remote working, lack of person to person peer support and an increase in requests for service from 80 per week pre pandemic to around 200 for the Housing Option team have put increasing pressure on staff and resources.
8. The pandemic, the 'Everyone In' initiative and the additional resources to combat rough sleeping successfully bid for by CYC over the last few years demonstrates the continued commitment locally and nationally to end rough sleeping
9. These efforts have led to a reduction in the number of people sleeping rough in York over the last few years and it is hoped that demand will be lower this winter than previously. In the event of a change in circumstances or an extreme weather event, our approach allows us to provide a significant increase in emergency capacity if required all year round as well as over the winter period.
10. The extra winter provision can also be available through March and April should we have adverse weather during this period.
11. We take a phased approach to closing down the extra winter beds to ensure no one is returned to the streets or made homeless just because the winter is over. The service continues to work on expanding long term provision to support the goal of ending rough sleeping.
12. This year, we are yet to hear about if we will receive any Cold Weather funding from DLUHC to offset the additional cost of an increase in emergency bed provision during winter. Last year we received £6,000.
13. This year we received £560,634 Rough Sleeper Initiative (RSI) funding for a variety of front line workers which has supported our 'in reach' work with rough sleepers currently in accommodation. This has significantly reduced

rough sleeping in the city.

RSI staff support in numbers:

- 1 Rough Sleepers coordinator
- 4 Rough Sleeper Housing navigators
- 2 MEAM workers and personalisation monies (*MEAM Making Every Adult Matter*)
- 2 Outreach workers for our salvation army Early Intervention & Prevention Team
- 2 Private rented Sector officers
- A mental Health Worker.

14. We have successfully worked to accommodate all of York's rough sleepers during Covid in addition to working hard over the last four years to reduce official rough sleeping from 29 in 2017 to 3 last year. We are maintaining this level at present through engaging with the small number of people who sleep rough. Reasons for rough sleeping can be complex and we engage with each individual to address the barriers to them accepting accommodation and support from our services. We have enough capacity to accommodate all rough sleepers at present.
15. Below is a summary of permanent accommodation offers to people in resettlement who have previously been, or are at threat of, rough sleeping. The current high level of voids in our stock means that we are struggling to move people on from our Supported Accommodation (resettlement and homeless) as well as affecting our Housing First (for those most complex people who struggle with shared accommodation) offer.

	<b>TOTAL housed in Resettlement category</b>
<b>2019-20</b>	<b>69</b>
<b>2020/21</b>	<b>76</b>
<b>2021/22</b>	<b>29 Current</b>

16. The Housing Options, Support Workers in our accommodation and Resettlement Services continue to be very busy offering housing advice, working to prevent homelessness as well as accommodating and supporting families and individuals who are often very vulnerable and have multiple complex needs. People and families that need a lot of support present real challenges to our services across and beyond the council. If these needs are left unmet it is unlikely that settled accommodation will not be held on to, resulting in tenancy failure and repeat homelessness.
17. We are having to use more B&B's than in previous years for homeless families and we are currently in the process of re-opening Crombie House (family supported housing) to accommodate families that are homeless that

we can not accommodate at James House which is our main supported accommodation for homeless families. Crombie House is ultimately due for redevelopment to provide part of a pathway of supported accommodation for people who need support around mental health.

18. Creating and maintaining a sufficient supply of ‘move on’ options for people with complex needs continues to be a significant challenge with residents sometimes ending up in our supported accommodation services for too long. We are currently working with the York Human Rights Board to explore further support and move on options around Housing First through organisations and communities across York.
19. There is tremendously high expectation from other services on housing (many of which are facing high demand and financial pressures) to house people including discharge from hospital and prison sometimes without any planning or little notice. Many people presenting have needs that are so complex that they require more support / care than housing can provide. We continue to work with a range of services to share resources and knowledge to ensure as many presentations are planned as possible.
20. Unplanned presentation from people with complex needs often creates short term solutions to long term problems that require more than just housing. In addition we engaged with long term rough sleepers during the pandemic and ‘Everyone In’ initiative and the use of Ordnance Lane for a rough sleeping triage service and extra accommodation there, in addition support resources from our developing Mental Health accommodation pathway have come on line so we can support more people who previously avoided engaging with services or were too chaotic to accommodate in shared supported housing. In response we are creating multi agency packages of support and care by increasing the number of housing first offers with wrap-around support to help move this cohort on to more settled accommodation. It is important to note that housing first is only appropriate for a small cohort of complex individuals and is very resource intense.

Housing firsts accommodated

18/19	19/20	20/21	21/22
1	4	5	2*

\*8 agreed and pending accommodation, 4 waiting on decision from Head of Service

21. We have obtained additional resources to expand our resettlement offer through capital and revenue grant funding (Rough Sleeping Accommodation Programme – RSAP) to purchase 6 long term (available for this specific purpose for 30 years) supported self-contained homes and provide further bespoke support. 4 properties have been identified and the purchase of 1 of these is due for completion before this scrutiny meeting. These are former council homes which have been offered up on Right Tight Buy first refusal

and checked off with the Housing Management team. We are focusing on properties without front doors opening on to internal communal areas. We are actively looking on the housing market for the additional 2. The deadline for completion on purchases is March 2022. Given the current situation with Building Services we are contracting out any repair work. We are currently recruiting to the RSAP support worker post. In addition we are developing 2 shared houses to support our resettlement pathway further in conjunction with adult social care for one and a faith based supported accommodation provider for the other.

22. There has been a recent spike in offenders from out of area being advised Probation Service to present to York. This is presenting further challenges for the homeless service, as these cases would, if we didn't step in, be in danger of rough sleeping in York. In some instances we are ending up with people with no local connection in service beds while we work to secure accommodation in the area where they do have a local connection. We are currently part of a successful joint bid for funding for a 12 month pilot to help ex-offenders access private rented accommodation along with Scarborough, Harrogate, Ryedale and Selby. We are in the process of recruitment to this post.
  
23. Approximately 4 % of customers accessing the service state they are from the LGBTQ community. Since the last scrutiny meeting we have rolled out training across the Housing Options and Support Team and have included this training into the mandatory training for new staff and refresher training. We also provide individualised support packages to support people including around LGBTQ issues.

**Recommendation:**

Scrutiny is asked to note this information and asked to make comment and recommendations on the issues raised.

**Contact Details**

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**Chief officer responsible for this report**

Tracey Carter –Director of Housing Economy and  
Regeneration

**Report Approved**  **Date** 08/10/2021

**Wards Affected:**

**All**

**For further information please contact the author of the report**

**Annexe**

Annex A - Statistics on priority need, last settled accommodation and equalities

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## Statistical Annex to Scrutiny report on Homeless winter provision

<b>Priority Need acceptances</b>	<b>20/21</b>	<b>2021/22 As of 1<sup>st</sup> Oct '21</b>
Households with children or pregnant	45	29
16 and 17 year olds / vulnerable young people	0	0
Old age	1	0
Households with physical illness or disabilities	9	6
Households with mental health issues	19	5
Care leaver	0	1
Learning disability	0	1
Domestic violence	3	5
Emergency / other	0	0
Asylum Seekers	0	0

<b>Reason for loss of last settled home</b>	<b>2020-21</b>	<b>2021-22 as of 1<sup>st</sup> Oct '21</b>
End of private rented tenancy - assured shorthold	136	117
Family no longer willing or able to accommodate	366	158

Friends no longer willing to accommodate	117	44
Domestic abuse	76	47
Non-violent relationship breakdown with partner	99	69
End of social rented tenancy	13	6
Eviction from supported housing	34	12
End of private rented tenancy - not assured shorthold	18	17
Property Disrepair	1	1
Left institution with no accommodation available	61	35
Required to leave accommodation provided by Home Office as asylum support	0	0
Other reasons / not known	198	98
Mortgage Repossession	1	0
Racially motivated violence or harassment	2	1
Non racially motivated/other motivated violence or harassment	6	20



Left HM forces	2	0
Home no longer suitable due to disability or illness	1	6
Fire or flood / other emergency	4	1
TOTAL		

	20/21	21/22 Oct 1st	
Heterosexual	1136	759	
Bisexual	35	13	
Gay	15	10	
Lesbian	9	6	
Prefer not say	179	47	

These LGBTQ stats are collected for all adults on an application, so they are not just the head of the household where more than one adult exists on it.

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## Housing and Community Safety Policy and Scrutiny Committee Work Plan 2021/22 Municipal Year

	Dates of Committee Meetings	Item One	Item Two	Item Three	Item Four
HCS	Tuesday 15 June (Forum)	Work Planning 2021/22 Municipal year			
HCS	Wednesday 14 July	Affordable Housing on New Developments			
HCS	Tuesday 21 September (Forum)	Reflection on the Housing Delivery Program	Older Persons Accomadation		
HCS	Tuesday 19 October	Decent Homes Standard update	Retrofit Strategy Discussion	Winter homelessness provision	Q1 Finance Monitor
HCS	Tuesday 14 December (Forum)	Roundtable discussion with stakeholders to gather information for the scrutiny review into how Housing policies can better support resilient communities			

HCS	Tuesday 18 January	Q2 Finance Monitor	Housing Strategy	Anti-Social Behaviour Report (to include management of ASB from a housing tenancy perspective, and an opportunity to feed in to the review of the Safer York Partnership strategy)
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HCS  
Tuesday 15 March  
(Forum)

HCS  
Tuesday 19 April  
Safer York Partnership Bi-Annual report

1  
**Unassigned Items**  
The Application and Development of Policy in Housing Services