Norwich City

Private Rental Sector and Houses in Multiple Occupation: Housing Stock Condition and Stressors Report

December 2025

Executive Summary

Metastreet were commissioned by Norwich City Council to review dwellings in the Private Rental Sector (including Houses of Multiple Occupation) in the region and assess stressors related to the private rented sub-tenure.

The detailed information provided in this report will facilitate the development and delivery of Norwich's housing interventions and enable a targeted approach to tackling poor housing.

The main aims of this review were to investigate and provide accurate estimates of:

- Information on the population of the private rental sector (PRS), including tenure, property type, and energy efficiency.
- Information on the number of Houses in Multiple Occupation (HMOs) as a subset of the private rented sector (PRS).
- Levels of serious hazards that might amount to a Category 1 & 2 hazard (HHSRS) within the PRS and HMO populations.
- Other housing related stressors, including antisocial behaviour (ASB & service demand) linked directly to HMOs and other PRS dwellings.

Metastreet has developed a stock-modelling approach based on metadata and machine learning to provide insights about the prevalence and distribution of a range of housing stressors and factors.

The housing models are developed using unique property reference numbers (UPRN) as a data key, which provide detailed analysis at the property level.

Data records used to form the foundation of this report include but are not limited to:

Council tax	Property licensing	Other council interventions records	Tenancy deposit data
Housing benefit	Private housing complaints and interventions records	ASB complaints and interventions records	Energy Performance data

Key Findings

- The Census 2021 population estimate for Norwich was 144,000, an 8.7% increase from the 2011 figure (132,512).
- The latest available figures (2024) show a population of 147,182, so between 2011 and 2024 the population grew 11.4%.
- There are 69,441 residential properties in Norwich (excluding shell properties), of these, 29.3% (20,330) are PRS.
- The PRS has increased from 23% of housing stock in 2011 to 29% in 2025.
- The PRS has seen a sharp increase in numbers of dwellings since 2011, whereas social housing is broadly static.
- The number of PRS per ward in Norwich ranges from 714 – 2,961.
- The highest number of PRS are in Mancroft (2,961), and Thorpe Hamlet (2,790); the lowest are in Crome (714).
- The percentage of PRS properties in each ward ranges between 13.5% (Crome) and 42.4% (Thorpe Hamlet).
- Of the 13 Norwich Council wards 11 have a higher percentage PRS than the national average (19%).
- Flats (38%) and Houses (55%) make up the majority of PRS property types.
- Maisonettes represent the smallest percentage (3%) of PRS dwellings in Norwich.
- Norwich had an average rented property possession rate of 9.7 claims per 10,000 households in 2024.
- Over the last 12 quarters (to end Sep 2025) the average rented property possession rate was 9.8. The average number of claims for authorities in England for the same 12 quarters was 8.4 per 10,000.
- The overall average rent in Norwich is £1,139 (Oct 2025). The (overall) average for England is £1,416.
- There are 2,286 PRS properties with at least one serious home hazard (HHSRS A–D) in Norwich, which is 11.2% of the PRS stock (the national average is 10%).
- The highest number (376) of PRS properties with serious hazards are in Nelson, whilst the lowest number (39) are in Bowthorpe.

- The housing stock is dominated by EPC ratings C & D (82.5%), with B & E ratings less so (combined 16.7%).
- Norwich has 1,961 PRS properties with EPC records that are E, F, & G rated (10.5% of PRS with EPC ratings).
- In the period 1st April 2020 – 31st March 2025 there were 670 complaints made at PRS dwellings across Norwich.
- Mancroft (90) had the highest number of private housing complaints, whilst the lowest (14) was in Eaton.
- In the period 1st April 2020 – 31st March 2025 Norwich issued 1,690 notices to PRS addresses in the city.
- The highest number of notices served were in University (444), and Nelson (241).
- Over the period 1st April 2020 – 31st March 2025 a total of 664 ASB incidents were recorded at PRS dwellings across Norwich (a rate of 3.3 ASB incidents per 100 PRS).
- University (98) had the highest numbers of recorded ASB incidents, whilst Lakenham (30) had the lowest.
- Overall numbers of HMO (licensed and hidden) are calculated to be 2,343.
- HMO properties form 11.5% of PRS dwellings (20,330), and 3.4% of all dwellings (69,441) in Norwich.
- The highest number of HMOs are in University (541), the lowest (57) are in Lakenham, and Crome.
- There are 1,206 known HMOs (mandatory HMO licence) across Norwich.
- The highest number of licensed HMO are in University ward (420), whilst the lowest are in Crome (10).
- It is predicted that there are 1,137 hidden HMOs across Norwich (48.5% of HMOs).
- The highest number of hidden HMO are in Nelson (142), whilst the lowest are in Lakenham (44).
- Crome has the highest percentage of hidden HMO (82.5%), whilst the lowest is in University ward (22.4%)
- Houses make up most of the HMO stock (96.9%), whilst maisonettes form the lowest (0.4%).

- There are 470 HMO properties in Norwich that are likely to have at least 1 serious housing hazard (HHSRS A – D, 20% of HMOs), the PRS national average is 10%.
- Nelson (89) and University (90) have the highest number of HMOs with serious hazards.
- The overall hazard rate is 20.1 (HHSRS A – D) per 100 HMO properties.
- The highest hazard rate is in Thorpe Hamlet (38.5 serious hazards per 100 dwellings), whilst the lowest is in Bowthorpe (4.6).
- The HMO stock is dominated by EPC ratings C & D (87.4%), with B & E ratings much less so (11.7%).
- Norwich has 249 HMO EPC records that are E, F, & G rated (10.6% of all HMOs).
- In the period 1st April 2020 – 31st March 2025 there were 74 private housing complaints made at HMO (known and hidden) properties across Norwich.
- University (22) had the largest number of complaints at HMOs.
- In the period 1st April 2020 – 31st March 2025 Norwich issued 1,237 notices to HMO addresses in Norwich city.
- The highest number of private housing notices served to HMO properties were at University ward (426), whilst the lowest number were at Crome (12).
- Overall, there were 228 ASB incidents linked to known and hidden/predicted HMOs, a rate of 9.7 ASB incidents per 100 HMO dwellings.
- The most ASB (79) were in University ward, followed by Wensum (24).

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1 Introduction & Project Objectives

Metastreet were commissioned by Norwich City Council to review its housing stock with a focus on the following key areas:

- Private Housing Sector (PRS) dwellings:
    - Distribution of PRS.
    - Housing condition of PRS dwellings.
    - PRS related stressors; including Anti-Social Behaviour (ASB) and service demand.
- Houses of Multiple Occupancy (HMO):
    - Distribution of HMOs.
    - Housing conditions of HMOs.
    - HMO related stressors, including Anti-Social Behaviour (ASB) and service demand.
    -

The report provides the council with the evidence base for developing housing and service interventions. The report also assists with the council's responsibility to review its housing stock as set out under Part 1, Section 3 of the Housing Act 2004.

For the purposes of this review, it was decided that a ward-level summary is the most appropriate basis to assess housing conditions across Norwich, built up from property level data.

Predictive tenure models (Ti) have been developed as part of this project that are unique to Norwich, they include:

- Private Rented Sector (PRS).
- Serious housing hazards (Category 1 and/or high scoring Category 2 hazards, HHSRS A-D).
- Houses in Multiple Occupation (shared amenity HMOs, Section 254).

All data used in this report is taken from Norwich's own service records over the period 1st April 2020 – 31st March 2025 and other open-source property level data. An updated data frame focused on HMOs has been developed specifically for this project.

The appendices to the report contain a summary of the data and a more detailed report methodology.

2 City of Norwich Overview

Norwich City Council is the local authority for Norwich, a non-metropolitan district with city status in Norfolk, England. It consists of 39 councillors, elected to represent 13 wards, each with three councillors. It forms the lower tier of local government in Norwich, responsible for local services such as housing, planning, leisure and tourism[1].

Norwich was an ancient borough and held city status from 1094 when the Bishop of the East Angles moved the seat of the diocese to Norwich. The city was governed by a corporation, also known as the city council. In 1404 the city was made a county corporate with its own sheriffs and quarter sessions, making it administratively separate from the surrounding county of Norfolk.

The city was reconstituted as a non-metropolitan district on 1st April 1974 under the Local Government Act 1972, becoming a lower-tier district authority with Norfolk County Council providing county-level functions to the city for the first time. Currently the 13 administrative wards cover approximately 39 km^2.

2.1 Population/Census

The Office of National Statistics (ONS) Census 2021 population estimate for Norwich was 144,000[2]. This is an 8.7% increase from the 2011 figure (132,512). Mid-year estimates of population[3] show that the population has grown over the past ten years (Figure 1). The latest available figures (2024) show a population of 147,182, so between 2011 and 2024 the population grew 11.4%.

[1] Wikipedia 2025: https://en.wikipedia.org/wiki/Norwich_City_Council
[2] Office for National Statistics – Census 2021: https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/populationandhouseholdestimatesenglandandwales/census2021
[3] ONS Estimates of the population for England and Wales: https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/estimatesofthepopulationforenglandandwales

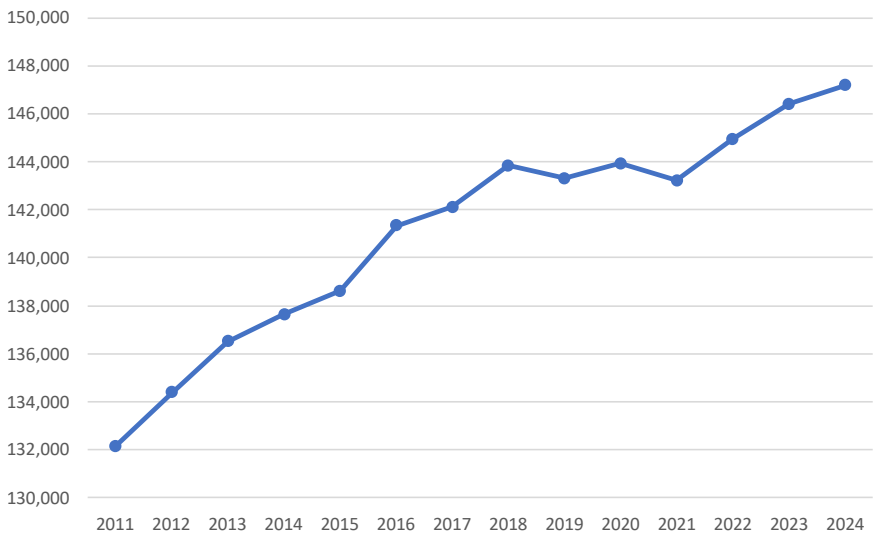


Figure 1. Mid-Year population estimates for City of Norwich 2011 – 2024 (Source: ONS).

The population increase in Norwich averages around 0.8% per year.

2.1.1 Age of population

The median age of the population has seen a small shift upwards since 2011, with the latest estimate being 35.0 (2024), this compares to previous ages of 35.1 (2021) and 34.2 (2011) (Figure 2).

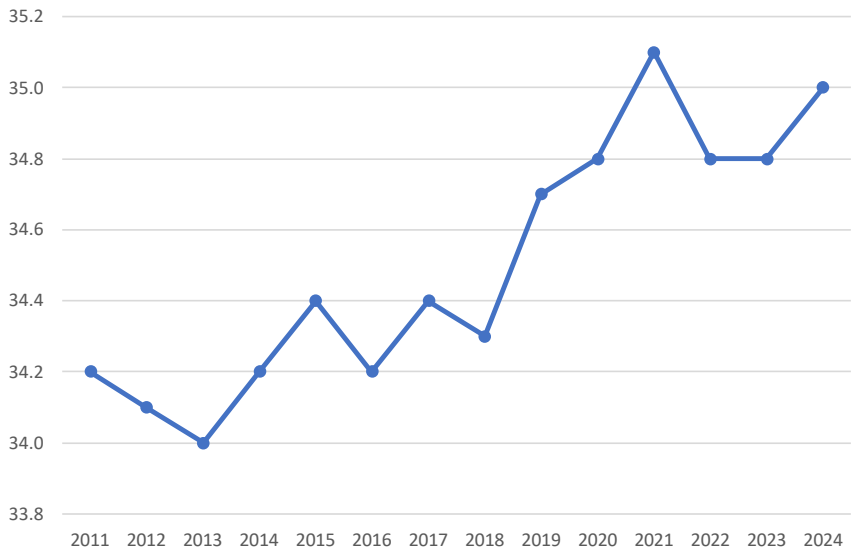


Figure 2. Median age of the population in Norwich 2011 – 2024 (Source: ONS).

The change in median age is 2.3% upwards since 2011.

2.2 Household Size

Household size (all tenures) provides an insight into how dwellings are occupied across the housing authority[4]. The 2021 Census data show that in Norwich there were 64,462 separate households. These varied from 1-person households to 8-persons (Figure 3).

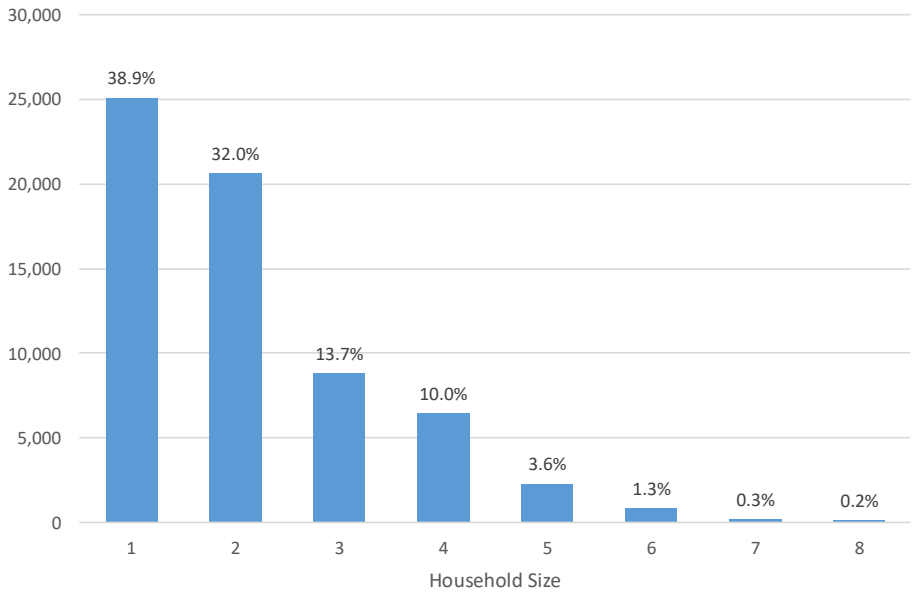


Figure 3. Household size in Norwich at Census 2021 (Source: ONS).

Household sizes in the range 1 – 5 account for over 90% of all households, and 61% of all households have more than one person.

2.2.1 Dependent Children

The composition of households can give an indication of the kinds of services that may be important, for example in 2021 there were 14,880 households with dependent children in Norwich (Figure 4)[5].

[4] Office for National Statistics – Census 2021, https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/bulletins/populationandhouseholdestimatesenglandandwales/census2021

[5] ONS Households containing dependent children 2021: https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/families/datasets/householdscontainingdependentchildrencensus2021

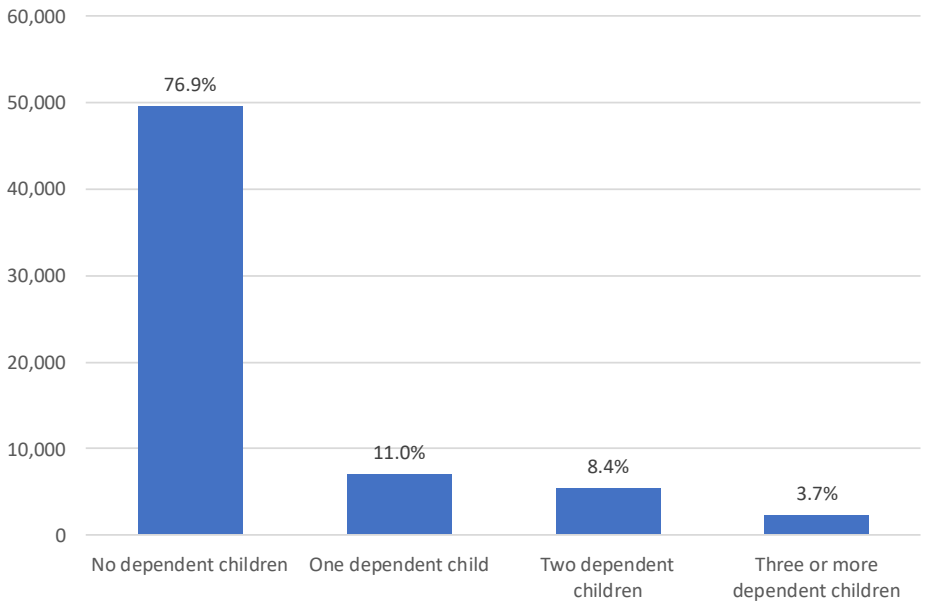


Figure 4. Households with dependent children in Norwich at Census 2021 (Source: ONS).

Around 23% of households in Norwich had dependent children in 2021.

2.3 Property Type

Analysis of property type profile offers an indication of general housing stock makeup, density, and construction type. Inspection data and Energy Performance Certificate (EPC) records have been analysed to assess the proportions of property types of general housing stock in Norwich (Figure 5).

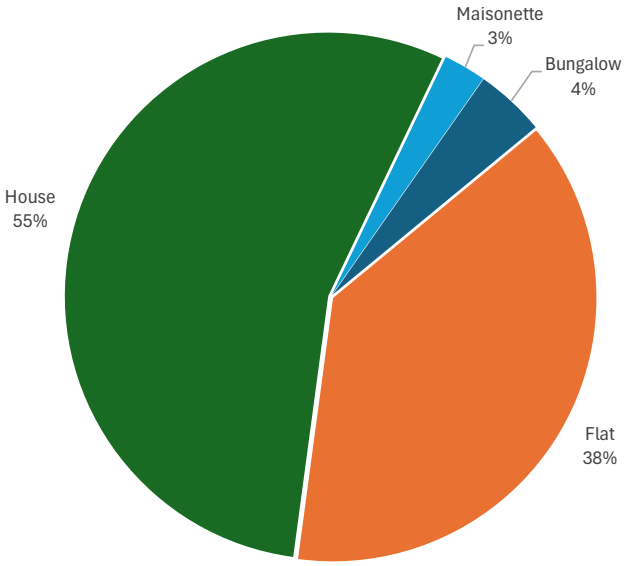


Figure 5. Property types for general housing stock in Norwich (Source: EPC 2025).

Flats (38%) and Houses (55%) dominate the property types, with Bungalows (4%) and Maisonette (3%) being least represented.

2.4 Tenure

There are 69,441 residential properties in Norwich (excluding shell properties, Table 1). Of these, 29.3% (20,330) are PRS (Table 2).

Over the past decade Norwich has seen changes in tenure rates, with the PRS increasing from 23% of housing stock in 2011 (Figure 6) to 29% in 2025 (Figure 7).

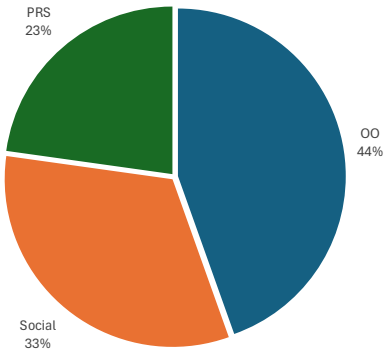


Figure 6. Tenure types 2011 (Source: ONS)

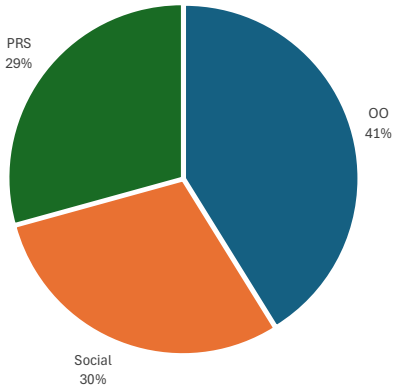


Figure 7. Tenure types 2025 (Source: Ti 2025).

Since 2011 the PRS has shown an increase, whilst the percentage of social housing has reduced (Table 1).

There are differences between Census 2021 figures and Ti 2025 results (Table 1). These differences are likely in part to be a result of distorted response rates in the PRS from the Census data, in part because of the March 2021 government-imposed coronavirus lockdown measures[6,7].

It's important to note that Census tenure data is based on self-reported households, while Ti data is based on known dwellings within a local authority area. Some dwellings have multiple households. Therefore, the number of households should normally exceed the number of known dwellings.

[6] Timeline of UK government coronavirus lockdowns and restrictions, https://www.instituteforgovernment.org.uk/data-visualisation/timeline-coronavirus-lockdowns
[7] On Article (July 2022) https://www.on.co.uk/-councils-briefing-warns-that-census-may-have-significantly-undercounted-capitals-population/

Table 1. Numbers of households and dwellings by tenure type in Norwich 2011—2024 (Source: ONS & Ti 2025).

Tenure	2011 (households)	2021 (households)	2025 (dwellings)
Owner Occupied	26,875	27,472	28,581
Social Housing	19,702	19,518	20,530
PRS	13,742	17,467	20,330
Total:	**60,319**	**64,457**	**69,441**

When viewed as percentage of the total tenure, the trends show more clearly (Table 2).

Table 2. Percentage of households and dwellings by tenure type in Norwich 2011—2024 (Source: ONS & Ti 2025).

Tenure	2011 (households)	2021 (households)	2025 (dwellings)
Owner Occupied	44.6	42.6	41.2
Social Housing	32.7	30.3	29.6
PRS	22.8	27.1	29.3
Total:	**100.0%**	**100.0%**	**100.0%**

In absolute terms, the PRS has seen a sharp increase in numbers of dwellings (Figure 8).

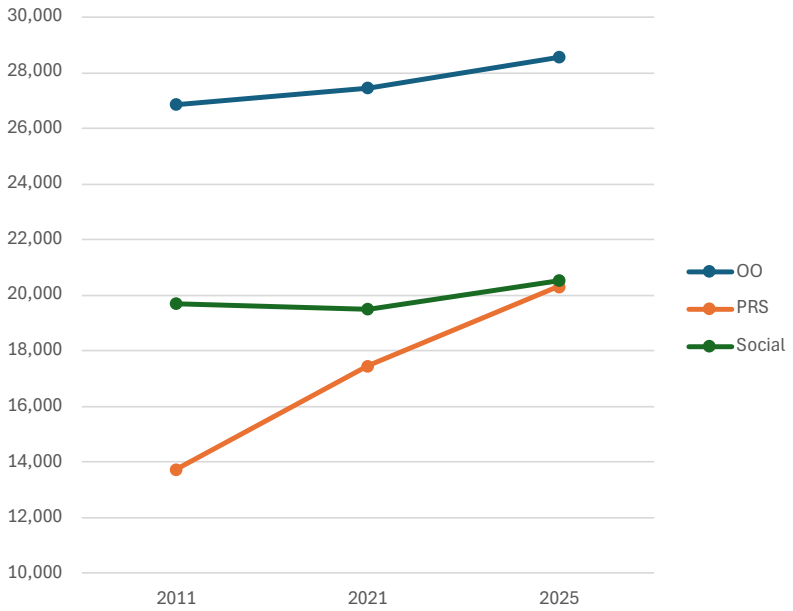


Figure 8. Numbers of dwellings for different tenure types in Norwich city 2011–2025 (Source: ONS, Ti: 2025).

The figures show a modest increase in owner occupied dwellings, whereas the stock of social housing is largely static.

2.5 Deprivation (IMD)

The Indices of Multiple Deprivation 2025 (IMD 2025) provide a set of relative measures of deprivation for LSOAs (Lower layer super output areas) across England, based on seven domains of deprivation[8].

To produce the ward level IMD 2025 data, government guidance and methodology to convert the data has been used[9]. LSOAs have been matched to ward names using Open Geoportal lookup tables. IMD 2025 scores have been ranked (deciles) and weighted for population.

Weighted average IMD 2025 decile across Norwich wards shows values ranging from 2 – 8 (Figure 9, Table 9). Low values indicate the most deprived areas, whilst high values indicate the least deprived.

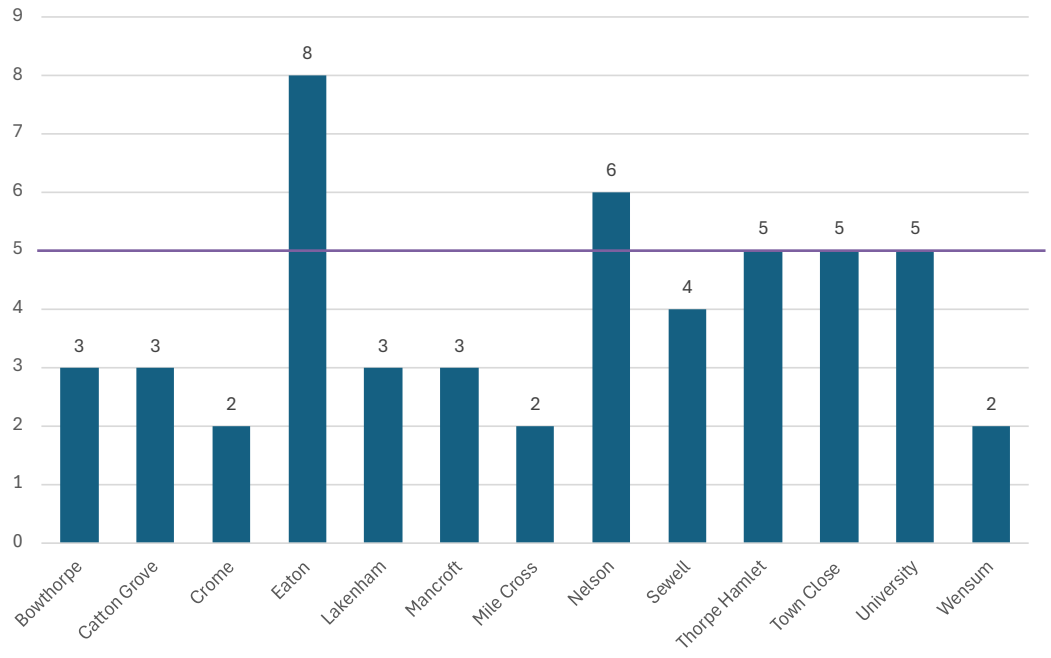


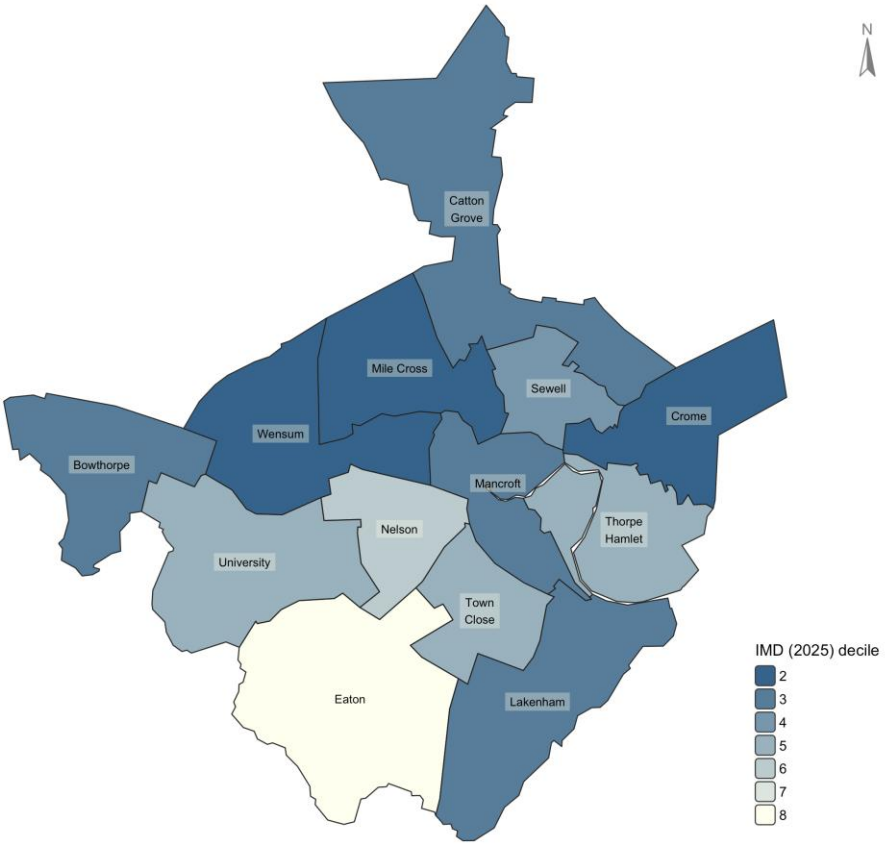
Figure 9. Average IMD (2025) decile in Norwich by ward (Source: IMD 2025).
Horizontal line shows national average (decile 5).

On the graph a value of 1 represents the most deprived 10% areas and 5 represents 50% most deprived (national average).

[8] ONS 2025 https://www.gov.uk/government/statistics/english-indices-of-deprivation-2025
[9] MHCLG 2019 https://assets.publishing.service.gov.uk/media/5d8b364ced915d03709e3cf2/IoD2019_Research_Report.pdf

In Norwich 8 out of 13 wards are below the national average, Thorpe Hamlet, Town Close, and University are at the national average (5), whilst Eaton is the least deprived (8). The most deprived are Crome, Mile Cross, and Wensum (2).

The geographical pattern of deprivation shows the most deprived wards tending to be in the northern and eastern wards (Map 1).



Map 1. Distribution of Average IMD (decile) in Norwich by ward (Source: ONS 2019, Map by Metastreet).

The most deprived wards are Crome, Mile Cross, and Wensum (decile 2).

2.6 Fuel Poverty

Fuel poverty is defined by the Warm Homes and Energy Conservation Act. A household is fuel poor if they have required fuel costs that are above average (the national median level);

and were they to spend that amount, they would be left with a residual income below the official poverty line.

The fuel poverty score was produced by the Department for Energy Security & Net Zero using 2023 data and published in 2025. Over the coming years these figures are likely to change significantly because of acute fuel price increases during much of 2023/24. Norwich has a higher proportion in fuel poverty (12.4%) than the national average (11.4%, Figure 10)[10].

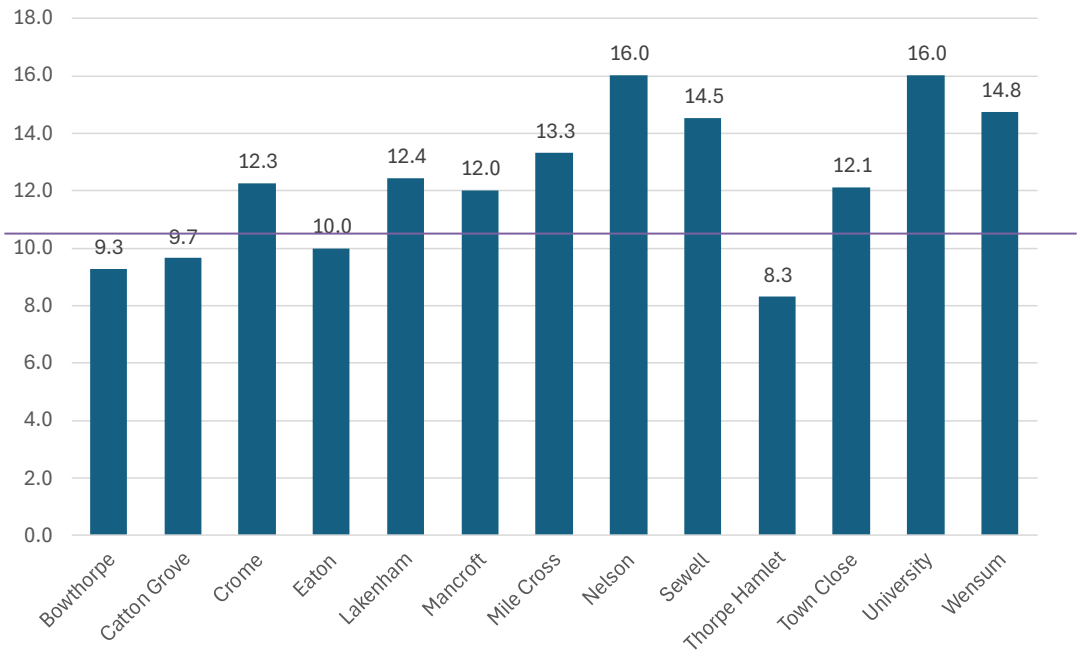


Figure 10. Percentage of households in fuel poverty by ward in Norwich (After Housing Costs, Source: Dept. for Energy Security & Net Zero 2025). Horizontal line shows national average (11.4%).

The highest fuel poverty (16.0%) is in Nelson, whilst the lowest (8.3%) is in Thorpe Hamlet.

[10] Department for Energy Security & Net Zero 2025: https://www.gov.uk/government/statistics/sub-regional-fuel-poverty-data-2025-2023-data

Nine of the wards in Norwich have values above the national average (Table 3). Note that fuel poverty data is collected by LSOA. Ward-level values have been calculated using LSOA to Ward lookup tables from the ONS.

Table 3. Percentage of households in fuel poverty across wards in Norwich (After Housing Costs, Source: Dept. for Energy Security & Net Zero 2025).

Ward	Fuel Poor Percent
Bowthorpe	9.3
Catton Grove	9.7
Crome	12.3
Eaton	10.0
Lakenham	12.4
Mancroft	12.0
Mile Cross	13.3
Nelson	16.0
Sewell	14.5
Thorpe Hamlet	8.3
Town Close	12.1
University	16.0
Wensum	14.8
Overall Average	12.1

Thorpe Hamlet has the lowest fuel poverty (8.3%), and Nelson the highest (16.0%).

2.7 Child Poverty

PRS rents have been identified as a key driver of poverty. With greater numbers of children living in the PRS, understanding child poverty levels help us to understand the wider impacts of the PRS[11].

Estimates of child poverty for the period 2023 – 2024 give a national average of around 31%.

The percentage of children living under the poverty line in Norwich in the period 2022 – 2023 show that Norwich has above average child poverty (35%, Figure 11)[12].

[11] Joseph Rowntree Foundation 2024, https://www.jrf.org.uk/housing/housing-costs-and-poverty-private-rents-compared-to-local-earnings

[12] End Child Poverty 2025, https://endchildpoverty.org.uk/publications/

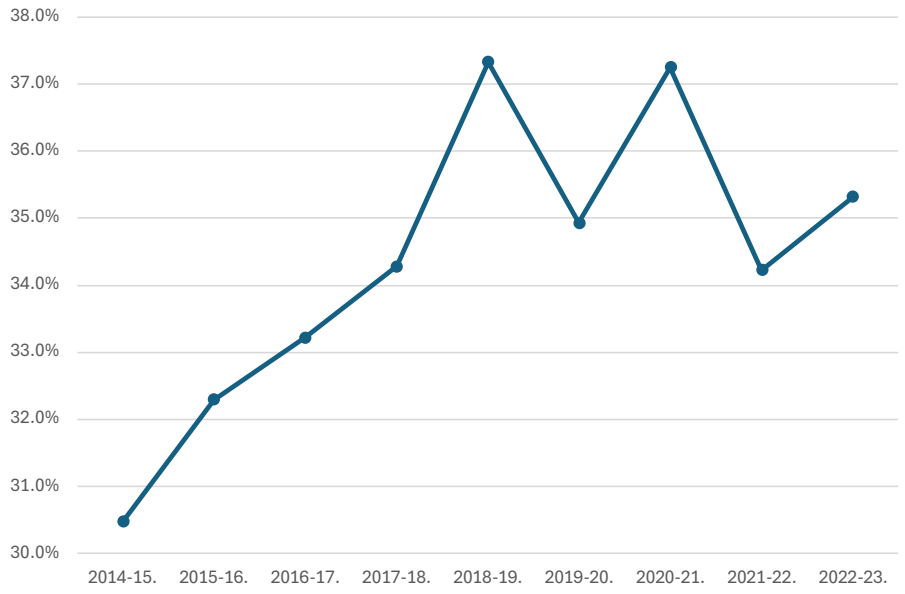


Figure 11. Percentage of children living in poverty (after housing costs) in Norwich 2014 – 2023 (Source: End Child Poverty 2025).

Child Poverty in Norwich has risen from 30.5% in 2014-15 to 35.3% in 2022-23.

3 Methodology

Tenure Intelligence (Ti) uses council held and publicly available data to identify tenure and analyse property stressors, including property conditions and anti-social behaviour. Metastreet has collaborated with the council to create a residential property data warehouse focused on the PRS and the known and predicted HMO population. This has been developed by using a mixture of licence holder and application flags held by the authority and predictive models.

The project has included linking large amounts of council and externally held data to unique property references (UPRN).

Machine learning has been used for property level predictions based on training data taken from a contemporary sample of known outcomes. Results are analysed to produce a summary of housing stock, predictions of Category 1 and/or high scoring Category 2 hazards, HHSRS A-D.

Different combinations of risk factors were systematically analysed for their predictive power in terms of key outcomes. Risk factors that duplicated other risk factors but were weaker in their predictive effect were systematically eliminated. Risk factors that were not statistically significant were also excluded through the same processes of elimination.

It is important to note that this approach can never be 100% accurate as all large datasets and statistical models include some level of error. A more detailed description of the methodology and the specific factors selected to build predictive models for this project can be found in Appendix 2.

All specified and requested council held longitudinal data is from 1st April 2020 – 31st March 2025 unless otherwise specified.

4 Private Rental Sector (PRS) in Norwich

The Private Rental Sector (PRS) covers properties where the dwelling, or part of it, is occupied by a private tenant paying rent (rather than a mortgage or outright ownership).

4.1 PRS Population

There are 69,441 residential properties in Norwich (excluding shell properties). Norwich's PRS is now calculated to be 29.3% (20,330) of housing stock. This compares to 21.5% (13,592) of households in in 2011 (ONS)[13]. This follows the nationwide trend. The PRS in the UK has grown from 9.4% of housing stock in 2000[14] to 19% in 2023[15]. It is now the second largest housing tenure in England, with a growing number of households renting from a population of around 1.5 million private landlords[16].

The PRS in Norwich are distributed across all 13 wards (Figure 12). The number of PRS per ward ranges from 714 – 2,961.

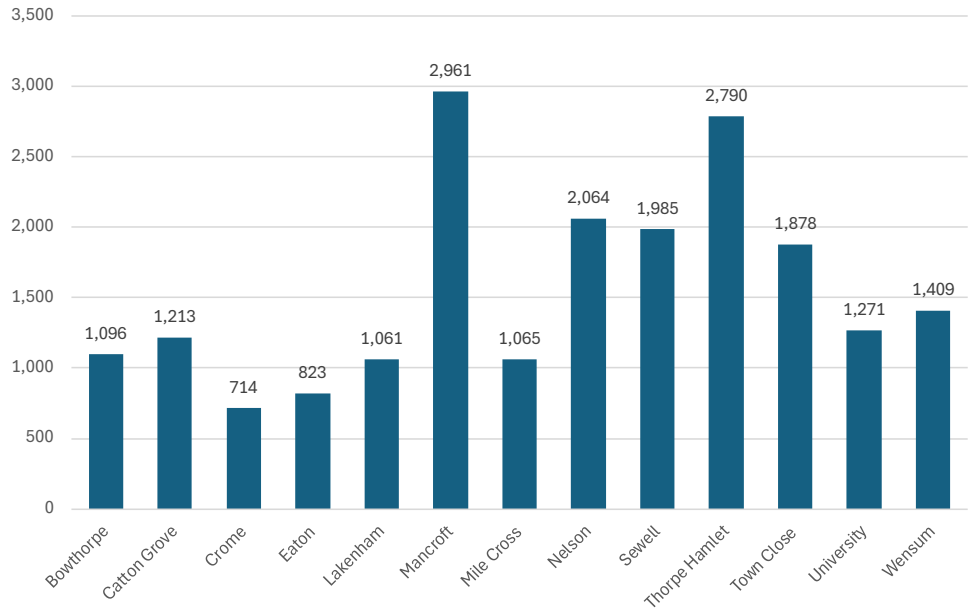


Figure 12. Number of PRS by ward in Norwich (Source: Ti 2025).

[13] ONS Census 2011, https://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/003049ct02592011censustenureofdwellingbyaccommodationtypeofdwellingalldwellingsnationaltolocalauthority

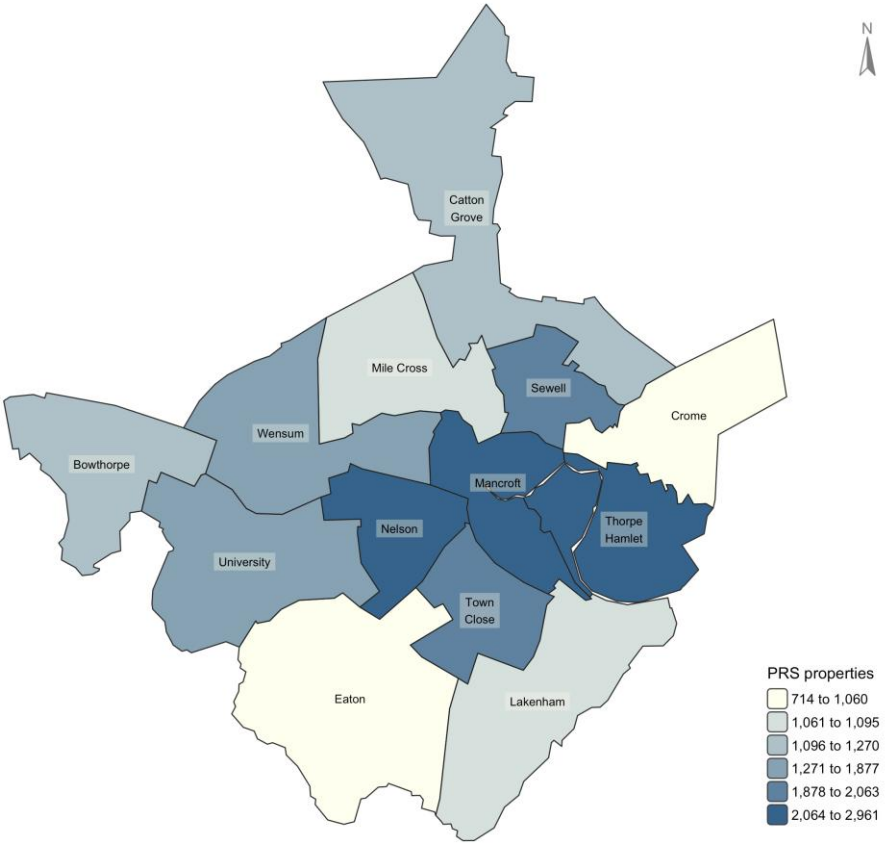
[14] The profile of UK private landlords Scanlon K & Woodhead C CML research. LSE . December 2017, www.cml.org.uk

[15] EHS Headline July 2025, https://www.gov.uk/government/collections/english-housing-survey

[16] Landlord Licensing. Interim report-overview of the incidence and cost of HMO & discretionary schemes in England. February 2015, www.landlords.org.uk

The highest number of PRS are in Mancroft (2,961), and Thorpe Hamlet (2,790). The lowest are in Crome (714).

The distribution of PRS dwellings across Norwich City Council shows concentrations in the central/eastern wards (e.g. Nelson, Mancroft, Thorpe Hamlet, Map 2).



Map 2. Distribution of PRS dwellings in Norwich by ward (Source: Ti 2025, Map by Metastreet).

The percentage of PRS properties in each ward ranges between 13.5% (Crome) and 42.4% (Thorpe Hamlet, Figure 13). Of the 13 Norwich Council wards 11 have a higher percentage PRS than the national average (19%)[17].

[17] English Housing Survey 2025 https://www.gov.uk/government/collections/english-housing-survey

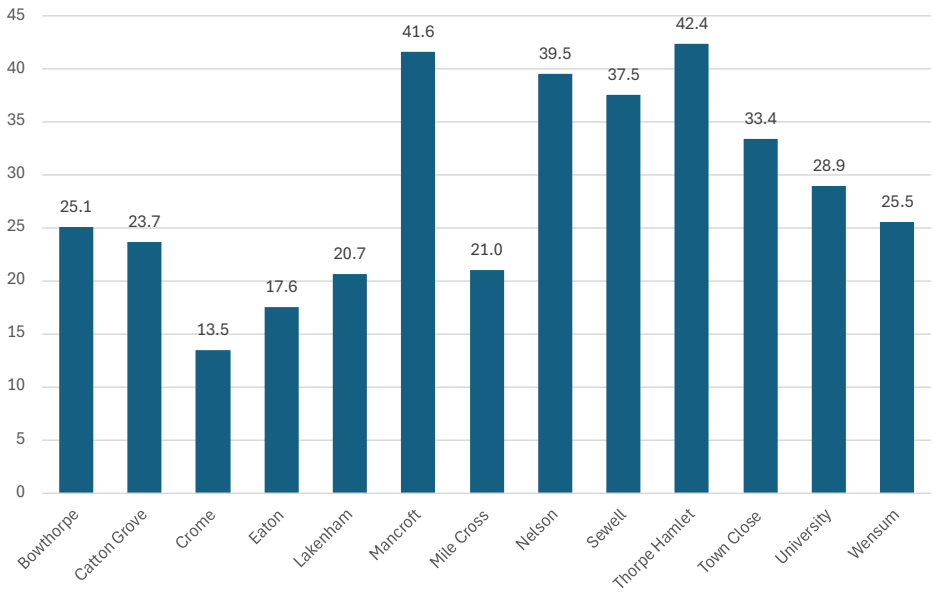
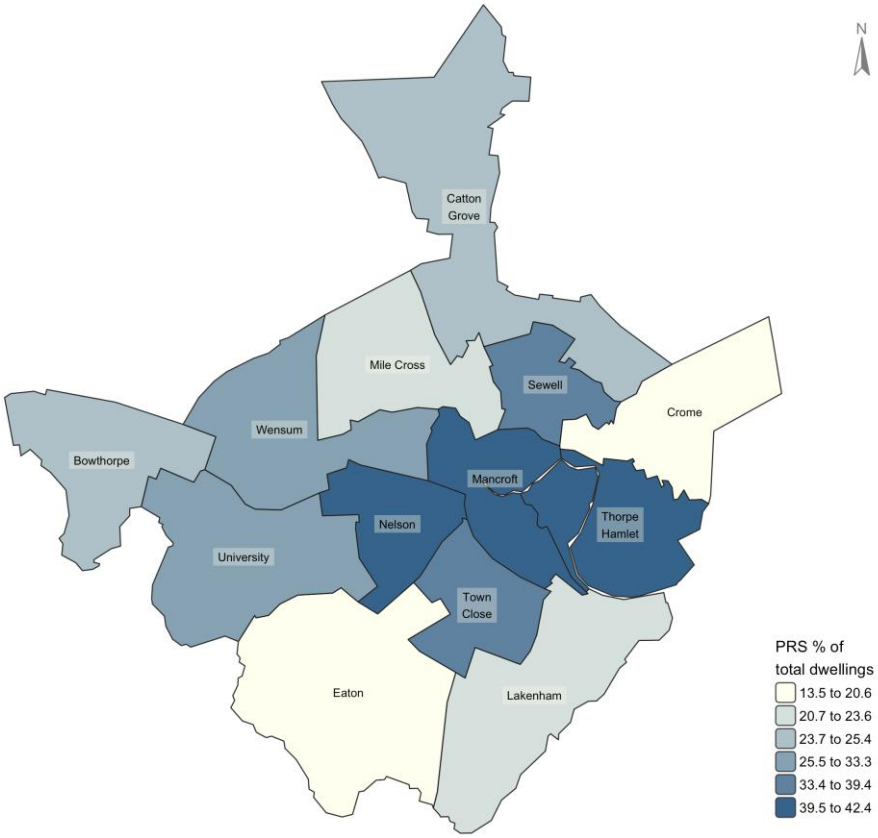


Figure 13. Percentage of PRS across wards in Norwich (Source: Ti 2025).

The percentage of dwellings that are PRS varies across Norwich City Council (Map 3).



Map 3. Percentage of PRS dwellings (as a proportion of total housing) by ward in Norwich (Source: Ti 2025, Map by Metastreet).

Higher percentages of PRS are seen in some central/eastern wards (e.g. Nelson, Mancroft, Thorpe Hamlet).

4.2 Property Type

Analysis of property type profile offers an indication of PRS makeup, density, and construction type, and other social-economic indicators across an area.

Inspection data and Energy Performance Certificate (EPC) records have been analysed to assess the proportions of property types of the Private Rental Sector in Norwich (Figure 14).

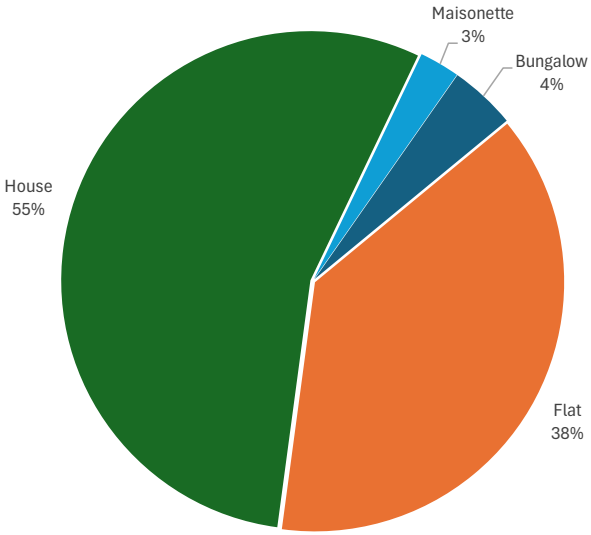


Figure 14. Property types for PRS dwellings in Norwich 2024 (Source: EPC 2024, Ti 2025).

Flats (38%) and Houses (55%) make up the majority of PRS property types. Maisonettes represent the smallest percentage (3%) of PRS dwellings in Norwich.

4.3 Rented property possession claim rates

Norwich had an average rented property possession rate of 9.7 claims per 10,000 households in 2024[18] (Figure 15). Over the last 12 quarters (to end Sep 2025) the average was 9.8. The average number of claims for authorities in England for the same 12 quarters was 8.4 per 10,000.

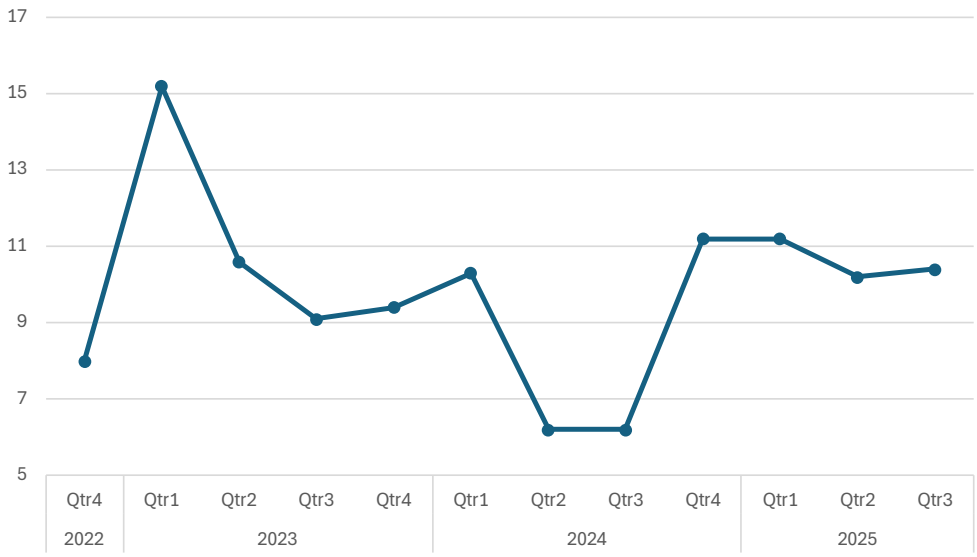


Figure 15. Number of possession claims issued by landlords per 10,000 households in Norwich (Source: MOJ 2025).

The property possessions rates in Norwich were higher than for the average English authority, over the last 4 quarters (to end Sep 2025) the average was 10.8 (compared to 8.3 for all authorities).

[18] MOJ Possession claims by local authority (2025) https://lginform.local.gov.uk/reports/lgastandard?mod-metric=3498&mod-area=E06000031&mod-group=AllSingleTierAndCountyLaInCountry_England&mod-type=namedComparisonGroup

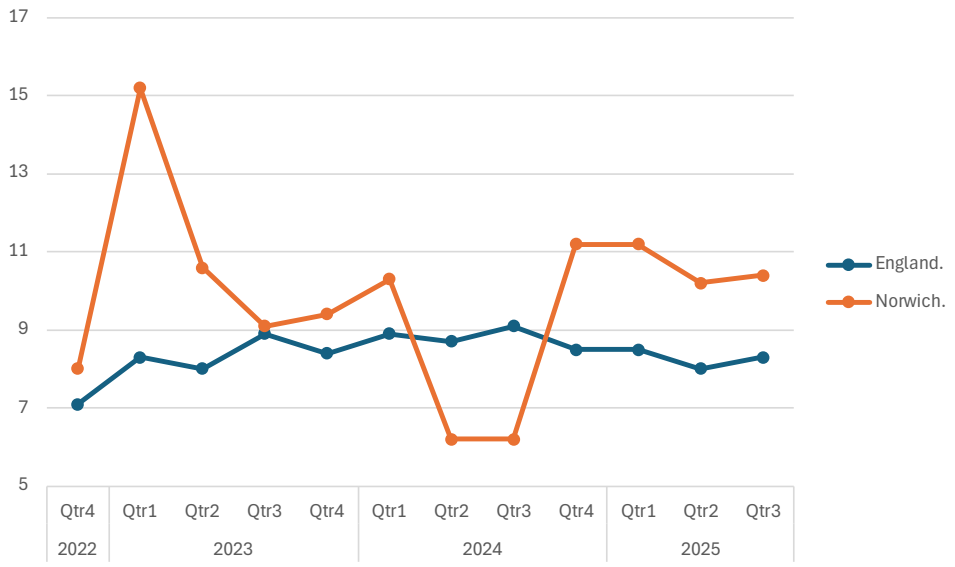


Figure 16. Number of possession claims issued by landlords per 10,000 households for Norwich, all English Authorities, and Cities (Source: MOJ 2025).

The number of landlord possession claims in Norwich has been variable over the last 12 quarters, with a high in early 2023, and a low in the middle of 2024 (Figure 16).

4.4 Rents and affordability

Private rents vary by area. As this report is concerned with housing conditions and other housing stressors, the average (median) rents for different dwelling types were examined[19]. Overall, Norwich average rents are £1,139 (Oct 2025, Figure 17).

Figure 17. Median monthly rents (£) Oct 2025 for Norwich (Source: ONS Nov 2025).

The overall average (Oct 2025) in Norwich is £1,139, which is lower than the (overall) average for England (£1,416).

[19] ONS Private rent and house prices 2025: https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/privaterentandhousepricesuk/august2025

4.5 Housing conditions (HHSRS hazards)

The Housing Health and Safety Rating System (HHSRS) is a system for assessing housing conditions. A hazard is any risk of harm to the health or safety of an actual or potential occupier of accommodation that arises from a deficiency in the dwelling, building or land in the vicinity.

Currently the HHSRS assessment identifies 29 hazard types that give rise to hazards, under 4 main public health categories; physiological requirements; psychological requirements; protection against infection; protection against accidents[20]. Serious hazards (Category 1 & 2, HHSRS) hazards have a physiological or psychological impact on the occupant and may result in medical treatment[21].

In 2024, 10% of private rented dwellings in England had at least one Category 1 hazard; this was a higher proportion than the average for the total housing stock (7%), and significantly higher than owner occupied dwellings (8%) or social rented dwellings (4%). Furthermore, the private rented sector had the highest proportion of non-decent homes (21%)[22].

Using a sample of properties that are known to have at least one serious housing hazard (see above), it is possible to predict the number of PRS properties with at least one serious hazard (Category 1 and/or high scoring Category 2 hazards, HHSRS A-D) across the PRS population. Further details of the methodology can be found in Appendix 2. Using this methodology, it is predicted that there are 2,286 PRS properties with at least one serious home hazard in Norwich (Figure 18). This represents 11.2% of the PRS stock, which is higher than the national average (10%).

[20] HHSRS operating guidance, https://www.gov.uk/government/publications/hhsrs-operating-guidance-housing-act-2004-guidance-about-inspections-and-assessment-of-hazards-given-under-section-9
[21] Housing Health and Rating System, Operation Guidance, 2006, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/15810/142631.pdf
[22] EHS Headline 2023-2024, https://www.gov.uk/government/collections/english-housing-survey-2023-to-2024-headline-findings-on-housing-quality-and-energy-efficiency

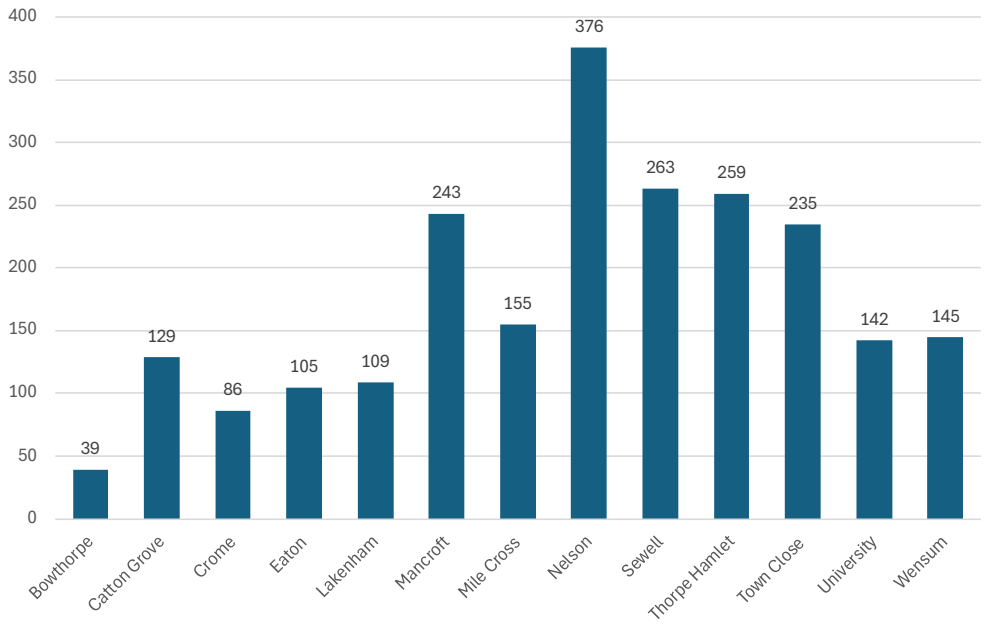
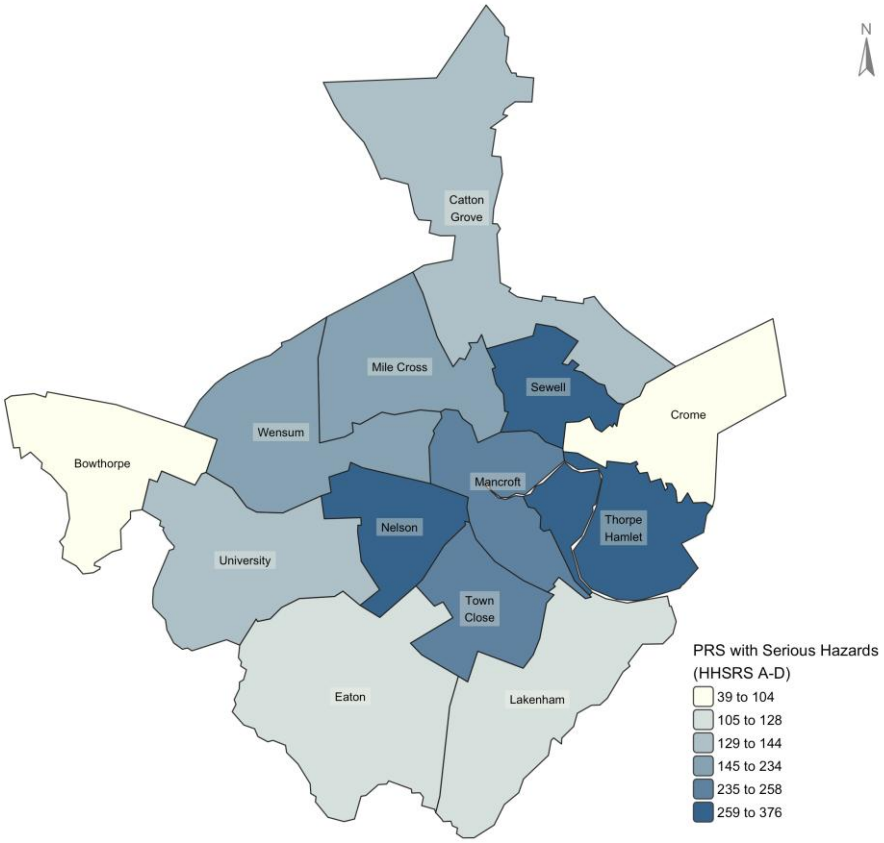


Figure 18. PRS properties with serious hazards (HHSRS A-D) across Norwich (Source: Ti 2025).

The highest number (376) of PRS properties with serious hazards are in Nelson, whilst the lowest number (39) are in Bowthorpe.

PRS properties with serious hazards are distributed throughout the City of Norwich (Map 4).



Map 4. Distribution of PRS properties with serious hazards (HHSRS A-D) across Norwich (Source: Ti 2025, Map by Metastreet).

Central/eastern wards generally have higher numbers of PRS with serious hazards (e.g. Nelson, Thorpe Hamlet, Sewell), but Crome is an exception.

4.5.1 Hazard rates

The number of serious hazards alone provides an important but incomplete picture. The serious hazard rate (serious hazards per 100 properties) gives a different impression regarding the general standard of PRS accommodation (Figure 19).

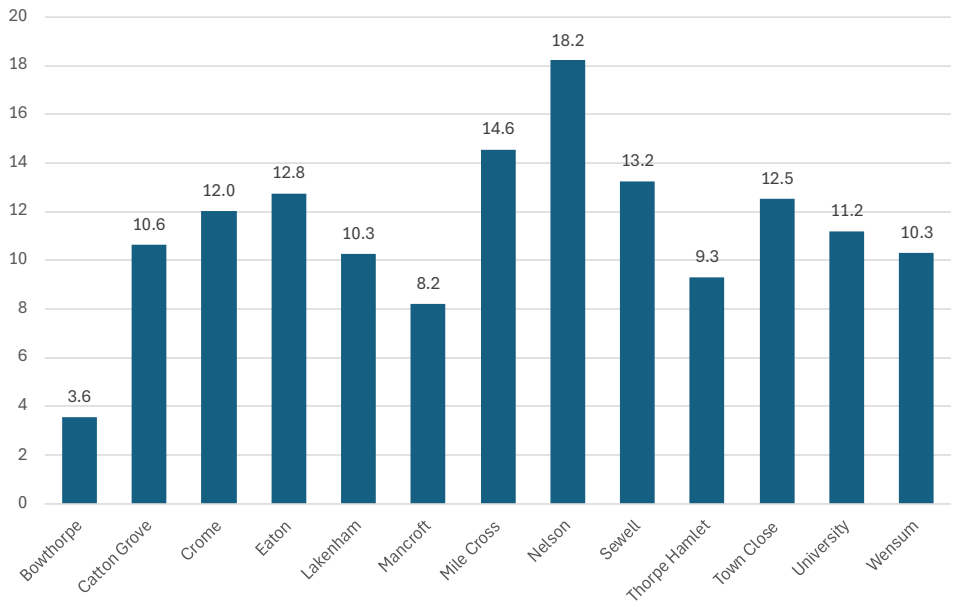
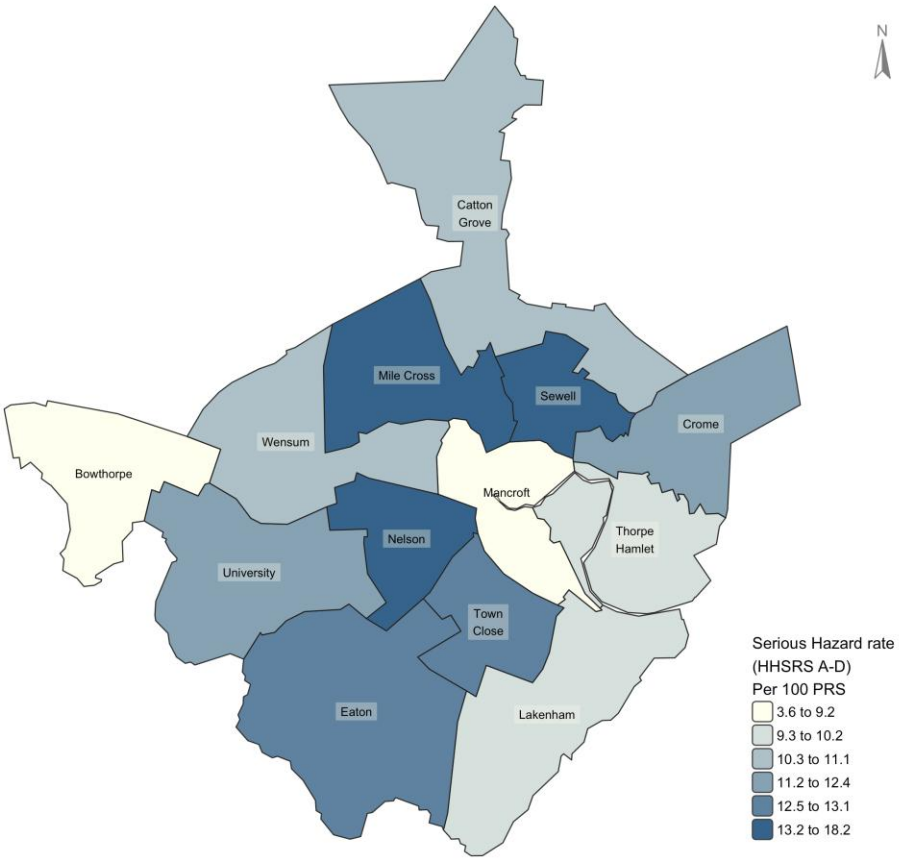


Figure 19. Serious hazard rate (HHSRS A-D per 100 properties) at PRS across Norwich (Source: Ti 2025).

The highest hazard rate is in Nelson (18.2 serious hazards per 100 dwellings), whilst the lowest is in Bowthorpe (3.6).

The serious hazard rate varies widely across Norwich (3.6 – 18.2), showing an interesting geographical pattern (Map 5).



Map 5. Distribution of serious hazard rate (HHSRS A-D per 100 properties) at PRS across Norwich (Source: Ti 2025, Map by Metastreet).

There is no obvious geographical pattern, with higher hazard rates in some northern wards (e.g. Mile Cross, Sewell), and in the central/southwest (e.g. Nelson, Eaton).

4.6 Energy Efficiency

An EPC rating is an assessment of a property's energy efficiency. It is primarily used by buyers or renters of residential properties to assess the energy costs associated with heating a house or flat. The rating is from A to G. A indicates a highly efficient property, G indicates low efficiency.

The energy efficiency of a dwelling depends on the thermal insulation of the structure, on the fuel type, and the size and design of the means of heating and ventilation. Any disrepair or dampness to the dwelling and any disrepair to the heating system may affect efficiency. The exposure and orientation of the dwelling are also relevant.

As part of this study, 18,673 EPC ratings were matched to known PRS properties (92% of PRS properties had an EPC rating). All figures have been modelled from this group (Figure 20).

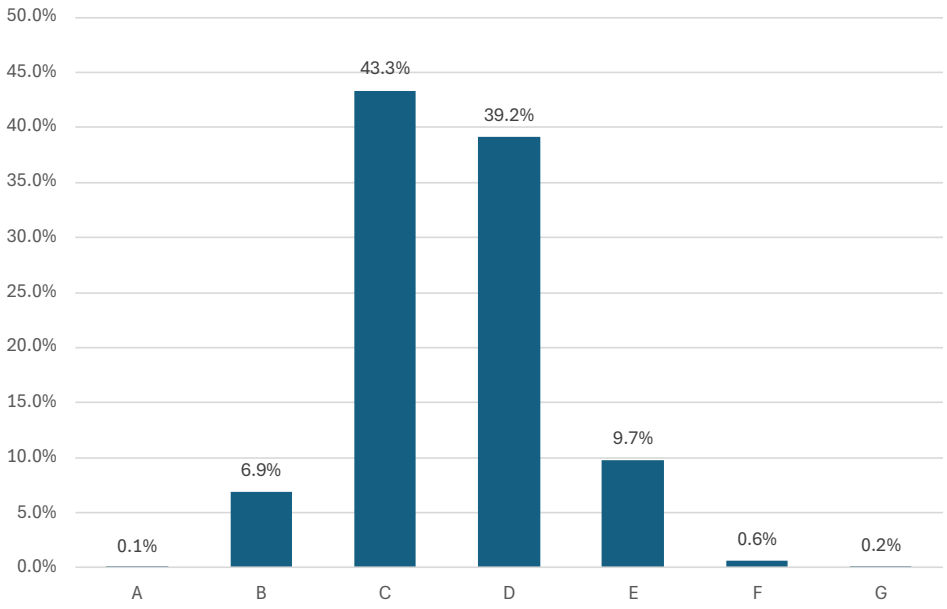


Figure 20. EPC ratings for PRS properties in Norwich (Source: Ti 2025).

The housing stock is dominated by EPC ratings C & D (82.5%), with B & E ratings less so (combined 16.7%). The A, F & G ratings are the least common (combined 0.8%).

4.6.1 Energy Efficiency and property type

When EPC ratings are split according to property type, comparisons can be made more easily (Table 4).

Table 4. EPC Ratings for PRS dwellings in Norwich by property type (Source: Ti 2025).

EPC Rating	Bungalow	Flat	House	Maisonette	Grand Total
A	0.7%	0.1%	0.0%	0.0%	0.1%
B	1.8%	13.0%	2.8%	4.0%	6.9%
C	30.8%	53.2%	36.4%	45.9%	43.3%
D	48.0%	25.8%	48.7%	36.4%	39.2%
E	17.2%	7.2%	11.3%	11.5%	9.7%
F	1.1%	0.5%	0.6%	1.6%	0.6%
G	0.4%	0.2%	0.1%	0.6%	0.2%
Grand Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Ratings by property type show that bungalows fall mainly in the C—E categories. Flats fall in the B—D ratings. Houses show a narrower range, with most ratings C—E. Maisonettes fall in the C—E range.

The PRS is dominated by Houses and Flats, which make up 96% of PRS dwellings that have EPC ratings (houses make up 56%).

4.6.2 Energy efficiency and property age

There is a notable gradient of risk with age of the property, the risk being greatest in dwellings built before 1900, and lowest in the more energy efficient dwellings built after 1980[23].

A council's property age profile can have an impact on housing conditions. A large proportion of residential housing stock in Norwich was built pre-WWII (39.0%). Building over the last two decades accounts for around 14.9% (Figure 21)[24].

[23] Housing Health and Rating System, Operation Guidance, 2006, https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/15810/142631.pdf
[24] Valuation Office Agency 2019: https://www.gov.uk/government/statistics/council-tax-stock-of-properties-2019

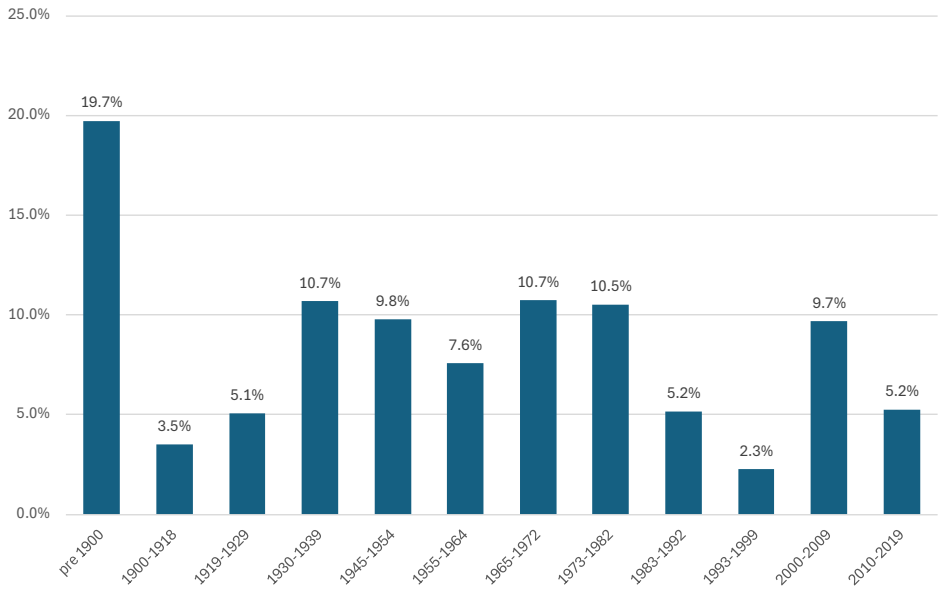


Figure 21. Percentage of properties by build period in Norwich (Source: VOA 2024).

Properties built in the post-war period 1945 – 2019 account for 61.0% of current stock.

4.6.3 Poor energy efficiency

Norwich has 1,961 PRS properties with EPC records that are E, F, & G rated. This represents 10.5% of PRS properties for which there are EPC ratings in Norwich. EPC ratings E, F, & G represent properties with the least energy efficiency (Table 4, Figure 22).

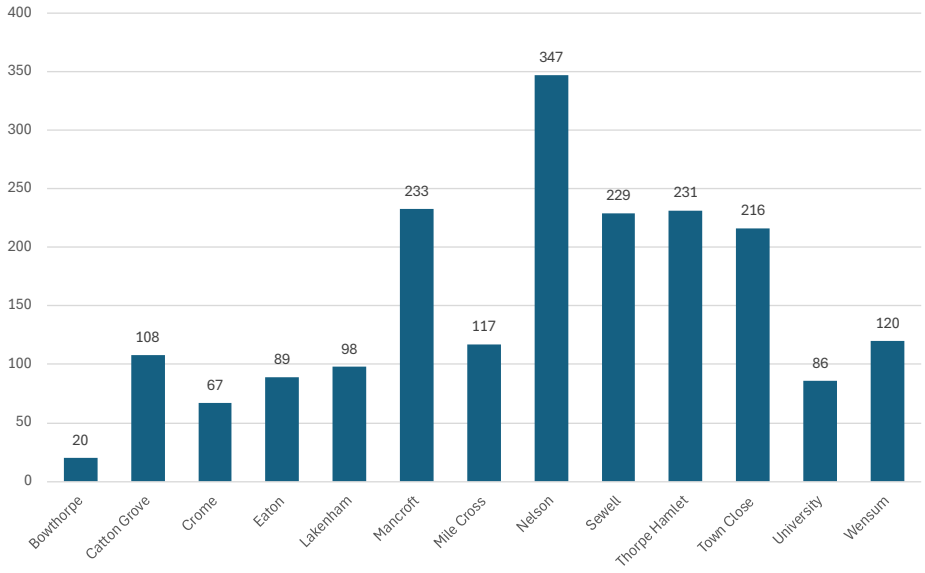


Figure 22. PRS properties with EPC ratings E—G by ward in Norwich (Source: Ti 2025).

The Minimum Energy Efficiency Standard (MEES) came into force in England and Wales on 1 April 2018. The regulation applies to PRS properties and mandates that all dwellings must have an EPC rating of E and above to be compliant. It has been calculated using the matched addresses that 0.77% (143) of PRS properties in Norwich have F and G rating. It is possible that these properties have been excluded from the MEES regulation requirements on technical grounds.

4.7 Private Housing Complaints

Complaints made by tenants and others to Norwich council regarding poor property conditions and inadequate property management are a direct indicator of low quality and poorly managed PRS dwellings. In the period 1st April 2020 – 31st March 2025 there were 670 complaints made at PRS dwellings across Norwich (Figure 23).

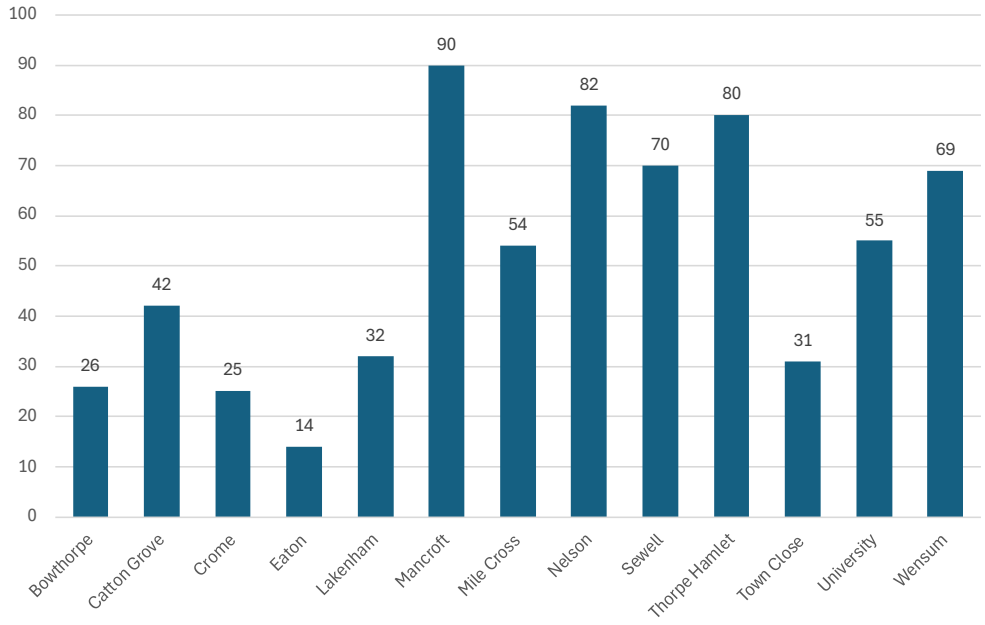
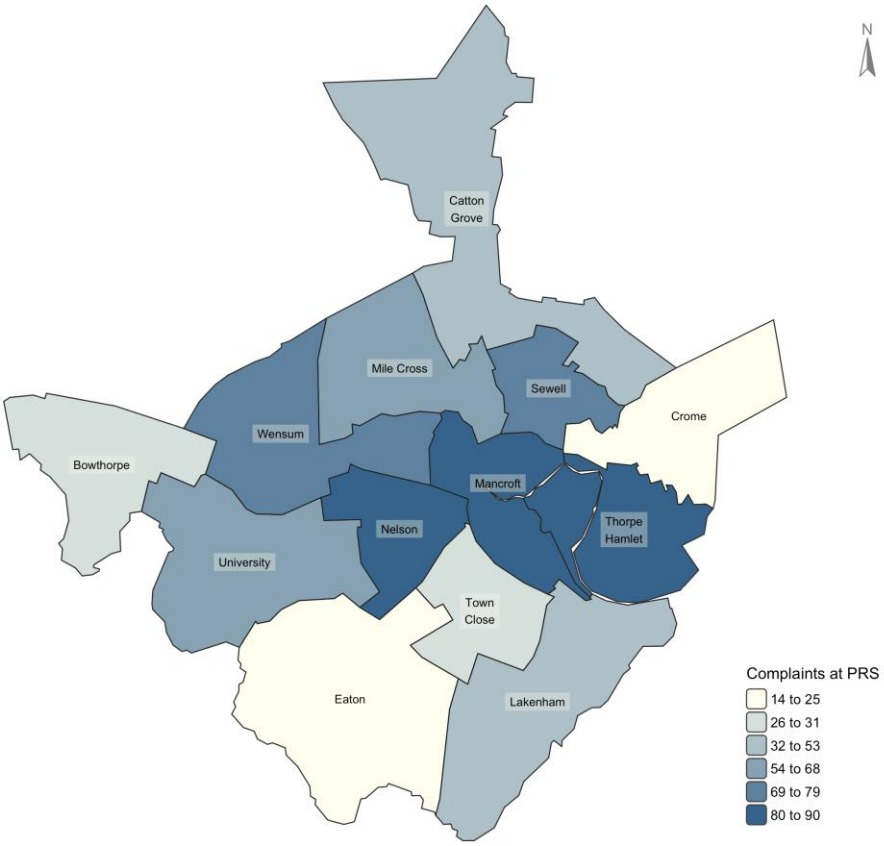


Figure 23. Private Housing Complaints at PRS dwellings across Norwich wards September 2020 – October 2025 (Source: Ti 2025).

Mancroft (90) had the highest number of private housing complaints, whilst the lowest (14) was in Eaton.

The level of service demand that the PRS places on the council, including pest treatments, inspections and enforcement interventions to tackle housing hazards, varies across the city (Map 6).



Map 6. Distribution of Private Housing Complaints at PRS across Norwich for the period September 2020 – October 2025 (Source: Ti 2025, Map by Metastreet).

Private housing complaints arise across the city, with higher numbers in some central/eastern wards (e.g. Nelson, Mancroft, Thorpe Hamlet).

4.8 Private Housing Notices

Norwich uses a range of interventions to improve standards in the PRS, including enforcement and regulation. Enforcement includes using Housing Act and other public protection legislation to enforce standards and includes civil penalties and prosecutions.

Interventions can be a result of a complaint being made by a tenant about their accommodation or because of a proactive inspection. Regulation includes sector intervention using statutory housing and public health notices to address poor housing standards in the PRS sector. This includes notices to have PRS dwellings repaired through to the prohibiting the use of some or all parts of a property.

In the period 1st April 2020 – 31st March 2025 Norwich issued 1,690 notices to PRS addresses in the city (Figure 24).

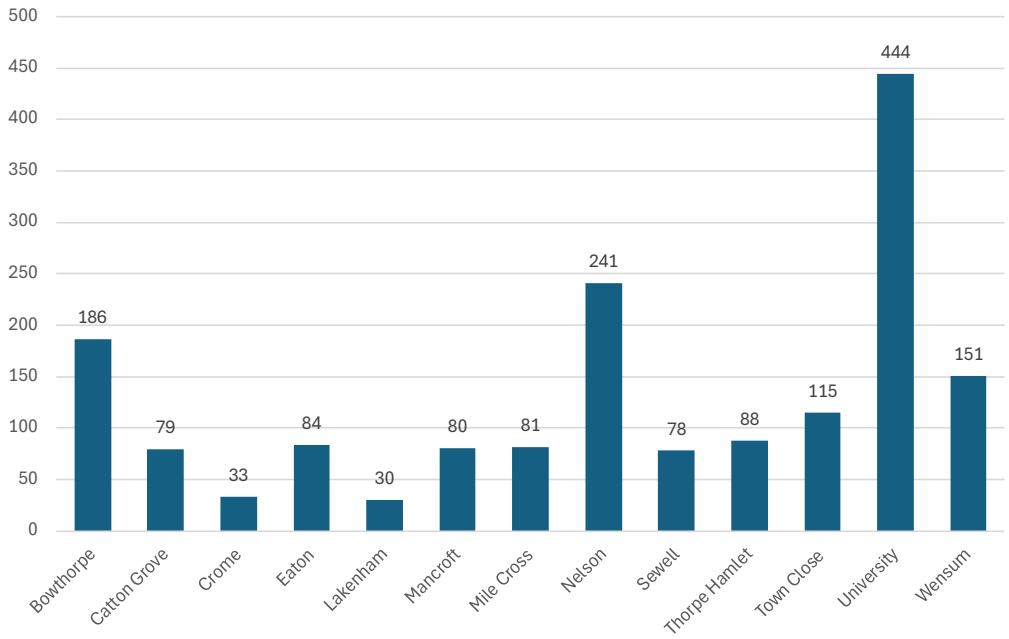
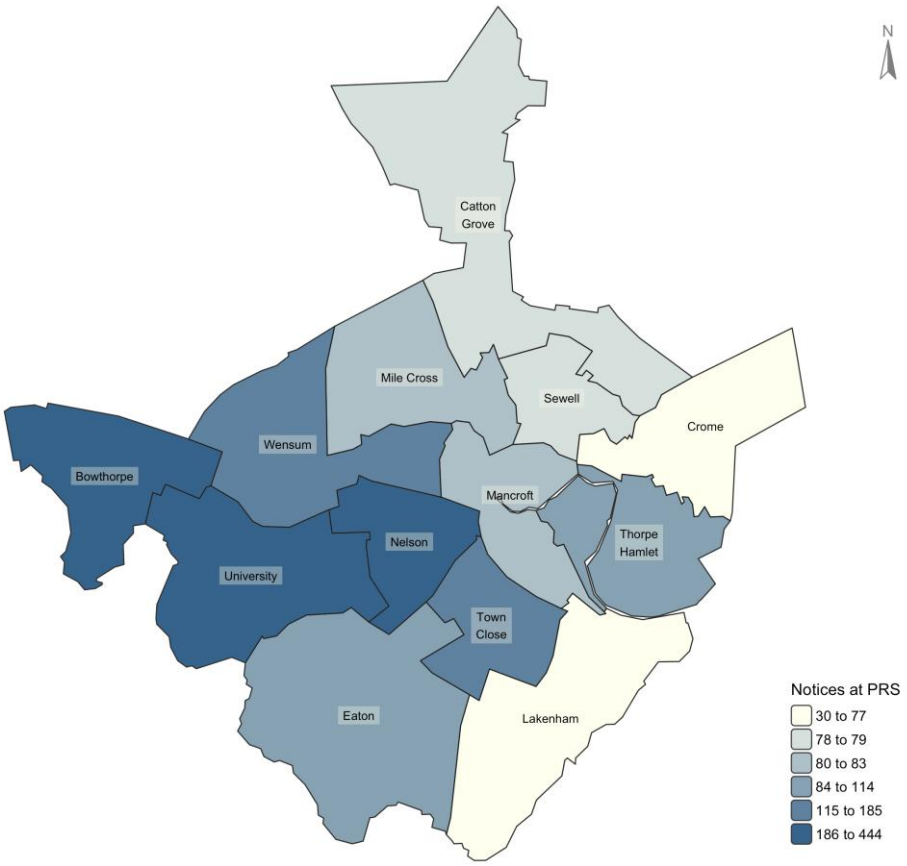


Figure 24. Notices served to PRS properties at wards across Norwich in the period 1st April 2020 – 31st March 2025 (Source: Ti 2025).

The highest number of notices served were in University (444), and Nelson (241).

Notices were served at wards across Norwich (Map 7).



Map 7. Distribution of notices served to PRS properties 1st April 2020 – 31st March 2025 at wards across Norwich (Source: Ti 2025, map by Metastreet).

Higher numbers of notices are seen generally towards the western/central wards (e.g. Bowthorpe, University, Nelson).

4.8.1 Notice types

Understanding the prevalence of different enforcements (notices) can help to understand underlying issues and help target services toward prevention (Figure 25).

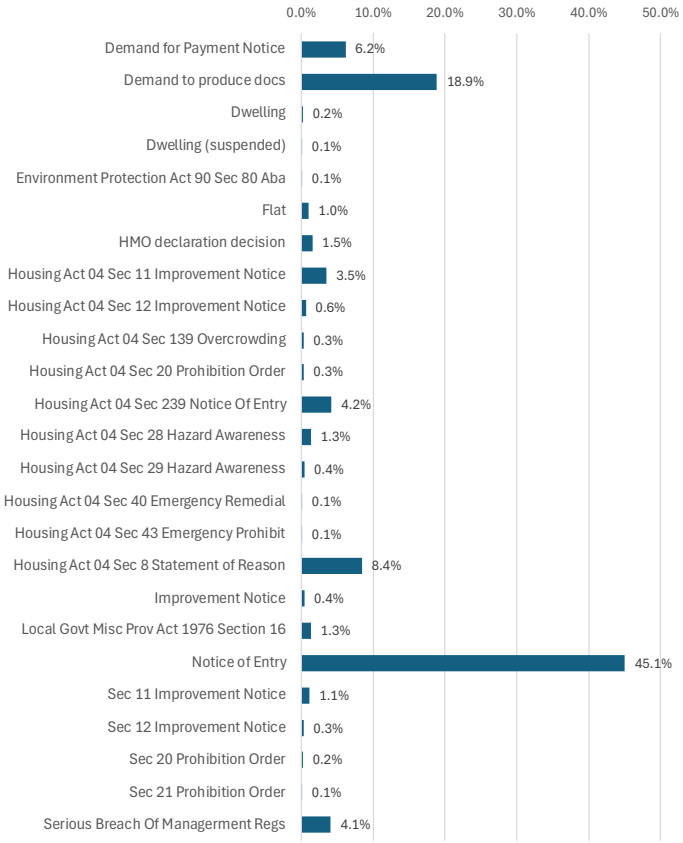


Figure 25. Notice types as percentage, across Norwich 1st April 2020 – 31st March 2025 (Source: Ti 2025).

The most prevalent category of notice served over the period 1st April 2020 – 31st March 2025 was Notice of Entry (45%).

4.9 Anti-Social Behaviour (ASB)

ASB incidents, recorded by the council over the period 1st April 2020 – 31st March 2025 have been linked to PRS properties and analysed. Understanding ASB emanating from PRS dwellings helps support the development of strategic interventions.

It is important to note, where incidents could not be matched directly at the property level, ASB incidents have been discarded from this study. For example, ASB incidents investigated on a street corner that cannot be directly linked to an PRS property have been excluded.

The total number of ASB incidents includes PRS properties where there were multiple incidents. As such the data show the levels of anti-social behaviour across Norwich.

Over the period 1st April 2020 – 31st March 2025 a total of 664 ASB incidents were recorded at PRS dwellings across Norwich (Figure 26). This corresponds to a rate of 3.3 ASB incidents per 100 PRS dwellings.

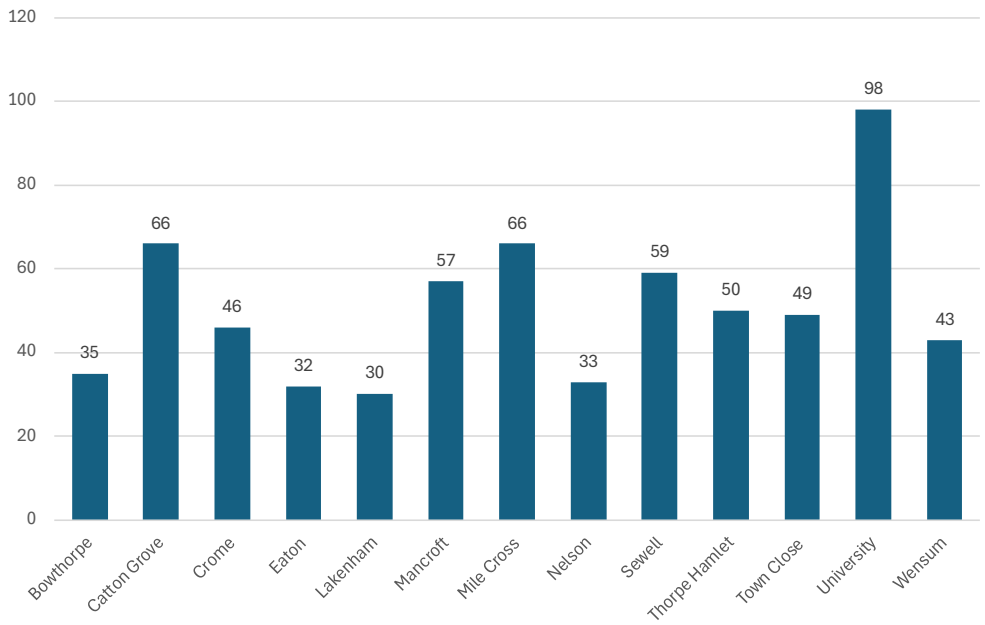
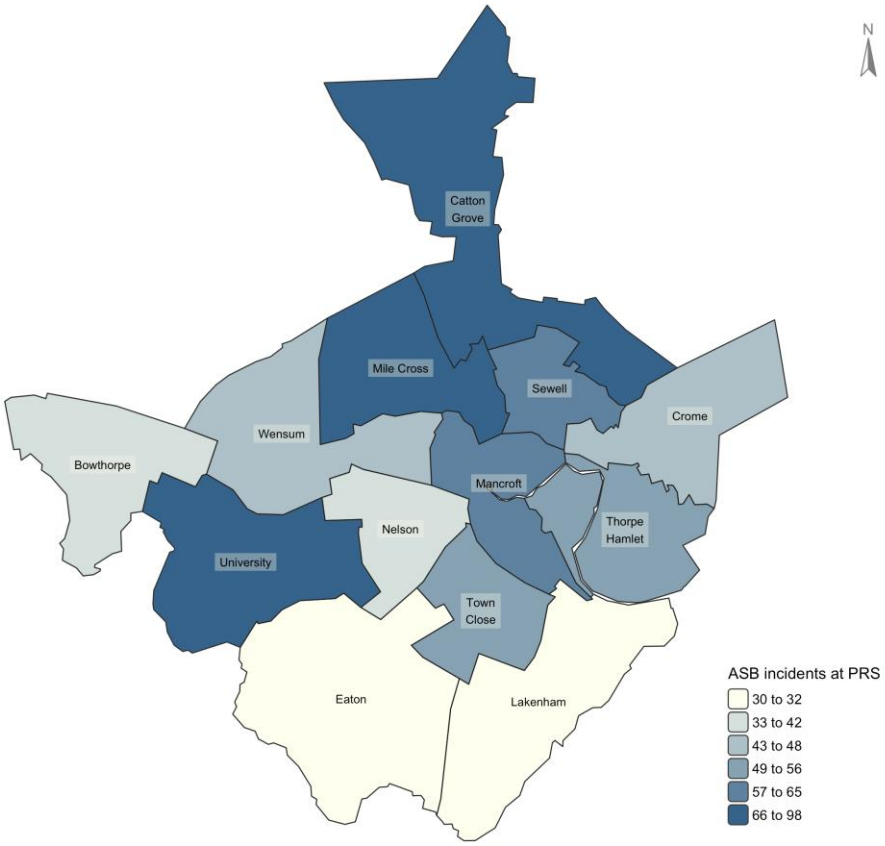


Figure 26. Anti-Social Behaviour (ASB) incidents (total over the period 1st April 2020 – 31st March 2025) at PRS dwellings in Norwich wards (Source: Ti 2025).

University (98) had the highest numbers of recorded ASB incidents, whilst Lakenham (30) had the lowest.

ASB incidents were recorded across all Norwich wards (Map 8).



Map 8. Distribution of ASB incidents (1st April 2020 – 31st March 2025) at PRS dwellings in Norwich (Source: Ti 2025, Map by Metastreet).

ASB incidents were more prevalent in some of the northern wards (e.g. Mile Cross, Catton Grove), and at University, in the west.

4.9.1 Categories of ASB

Antisocial behaviour incidents are separated by Norwich into various categories. Some categories of ASB are more frequent than others (Figure 27).

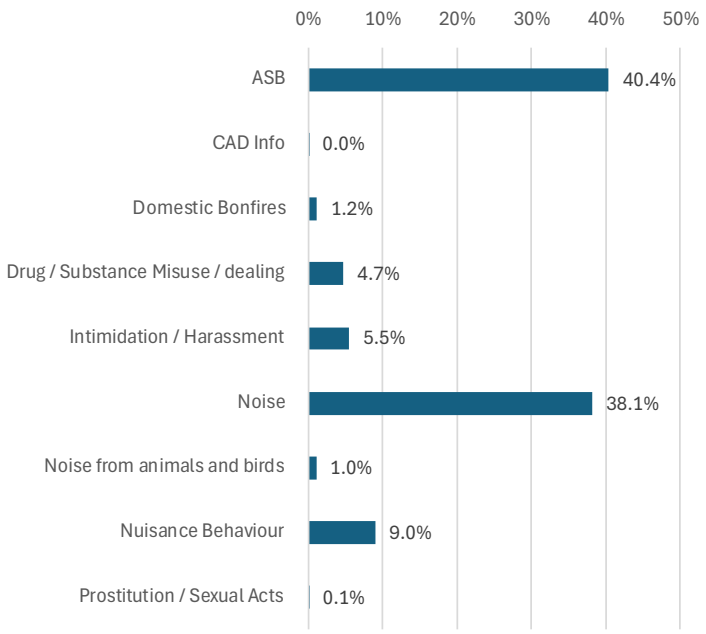


Figure 27. Percentage of ASB at PRS properties in Norwich, by category of incident 1st April 2020 – 31st March 2025 (Source: Ti 2025).

Antisocial Behaviour was the most prevalent category during the period 1st April 2020 – 31st March 2025 (40.4%). Other notable categories include Noise (38.1%), and Nuisance Behaviour (9.0%).

5 Houses of Multiple Occupancy (HMO) in Norwich

Houses in Multiple Occupancy are described in various ways by the Housing Act (2004). For the purposes of this study all HMO types are considered simply as HMO.

This study is focused on HMOs that share basic amenities (Housing Act 2004, Section 254) that have been licensed under **Mandatory** licensing powers.

Any HMO meeting the following criteria requires a **Mandatory licence**.

- Dwellings inhabited by five or more occupiers, residing in two or more distinct households, and sharing common amenities like a kitchen or bathroom. This regulation applies irrespective of the number of floors.
- Self-contained flats located within a building comprising up to two flats. If either or both flats are inhabited by five or more individuals from two or more separate households, licensing is Mandatory.

It is important to note, there are a number of exemptions from HMO property licensing, including:

- Buildings managed by a local housing authority, registered social landlord, police, fire & rescue authority or health service body.
- Buildings already regulated under certain other statutory provisions (Schedule 1 to SI 2006 Number 373).
- Certain student halls of residence.
- Buildings occupied principally for the purposes of a religious community whose principal occupation is prayer, contemplation, education or the relief of suffering; and
- Building's owner occupied with no more than two lodgers.

Therefore, it should not be assumed that the number of HMOs is equal to the number of licensable HMOs in any given area.

Some properties may be HMO but without any kind of licence, even though they may require one. These **hidden** HMO share basic amenities (Housing Act 2004, Section 254) but have not been licensed under Mandatory licensing powers. It is assumed that this group of

properties is inhabited by three or more occupiers, residing in two or more distinct households, and sharing common amenities like a kitchen or bathroom.

Predictive tenure models (Ti) have been developed as part of this project that are unique to Norwich. The Ti modelling allows for potentially unlicensed HMOs to be identified. All results pertaining to HMO properties in this study relate to both known and predicted/hidden HMOs.

5.1 HMO population

For the purposes of this report, HMOs have been divided into two main groups, known HMOs (licensed by the authority under Part 2, Housing Act 2004,) and predicted/hidden HMOs (shared amenity HMOs with 3 or more occupants).

Overall numbers of HMO (licensed and predicted/hidden) are calculated to be 2,343 (Figure 28). This represents 11.5% of PRS dwellings (20,330), and 3.4% of all dwellings (69,441).

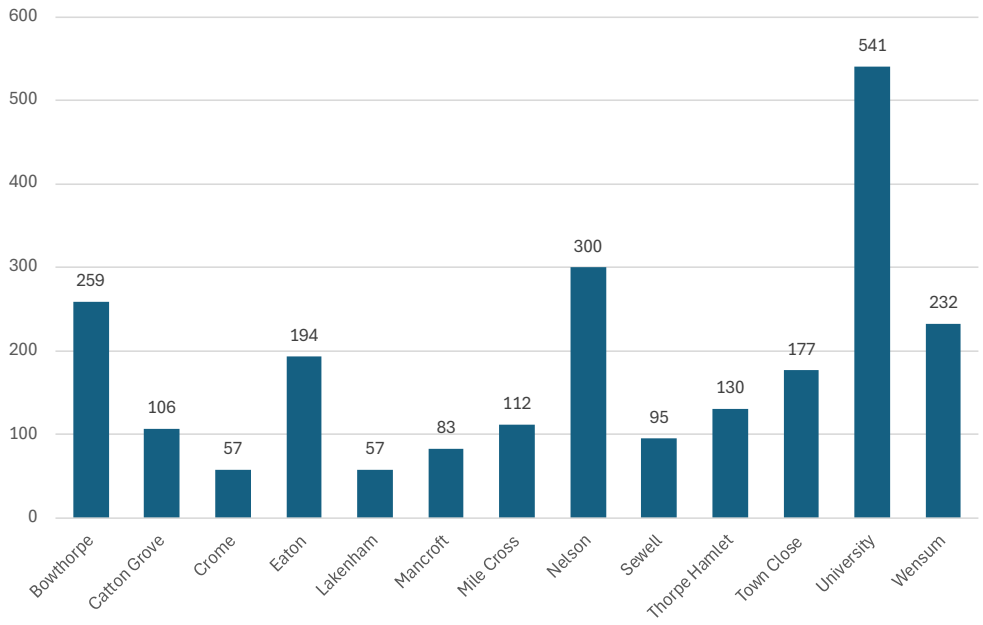
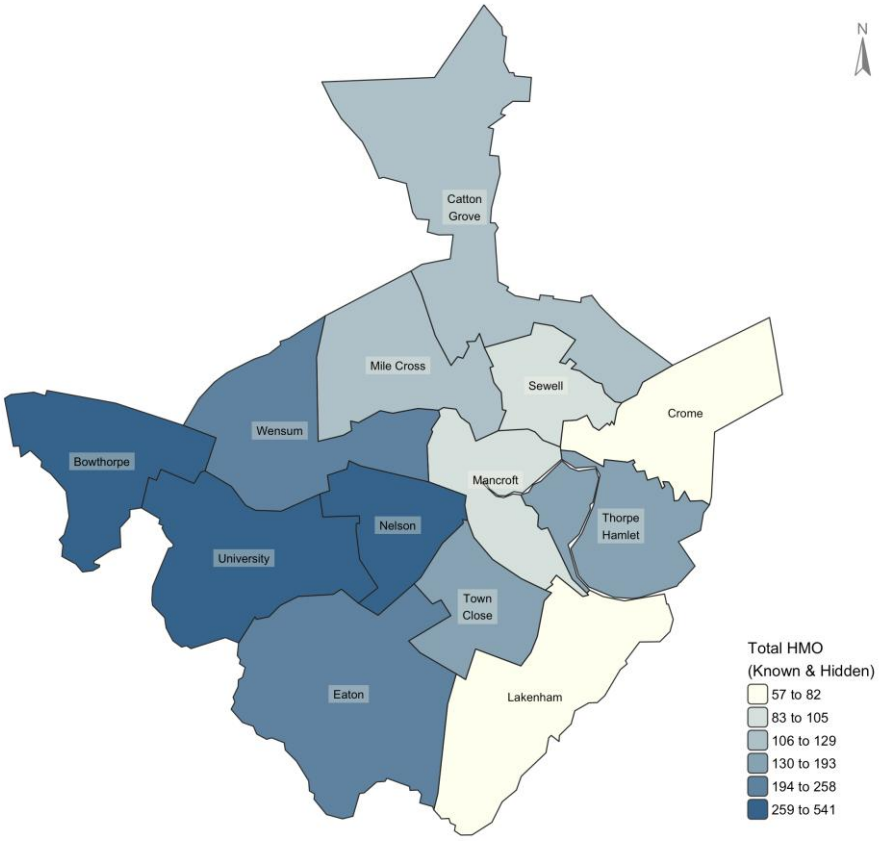


Figure 28. Number of all HMO properties (known and predicted/hidden) by ward in Norwich (Source: Ti 2025).

The highest number of HMOs are in University (541), the lowest (57) are in Lakenham, and Crome.

HMOs are distributed across the City of Norwich (Map 9).



Map 9. Distribution of all HMO properties (known and predicted/hidden) across Norwich (Source: Ti 2025, Map by Metastreet).

There are HMOs in every ward, with higher numbers in western wards (e.g. Bowthorpe, University, Nelson).

5.1.1 Known (licensed) HMO

There are 1,206 known HMOs across Norwich (Figure 29). These are properties which are licensed (mandatory HMO).

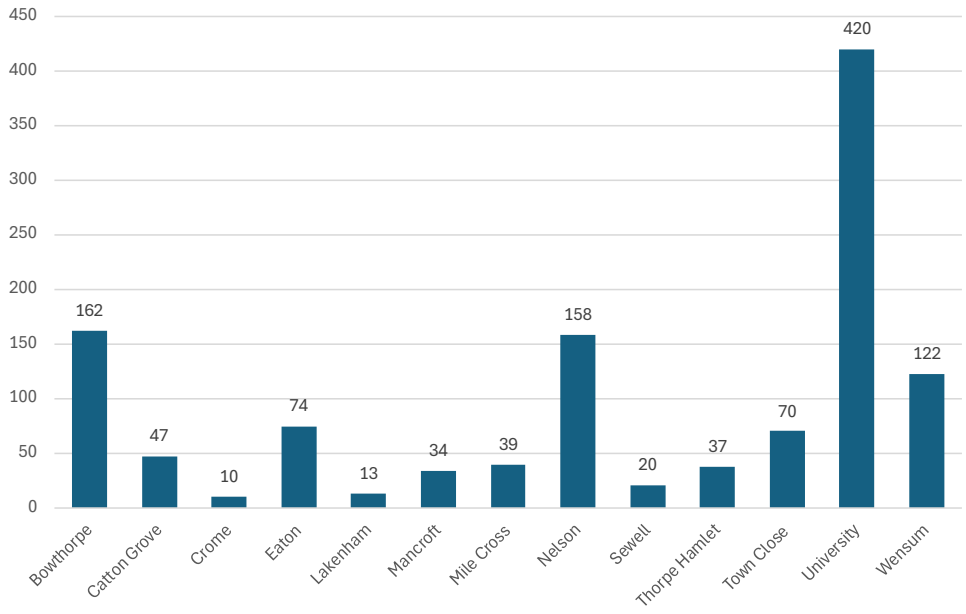
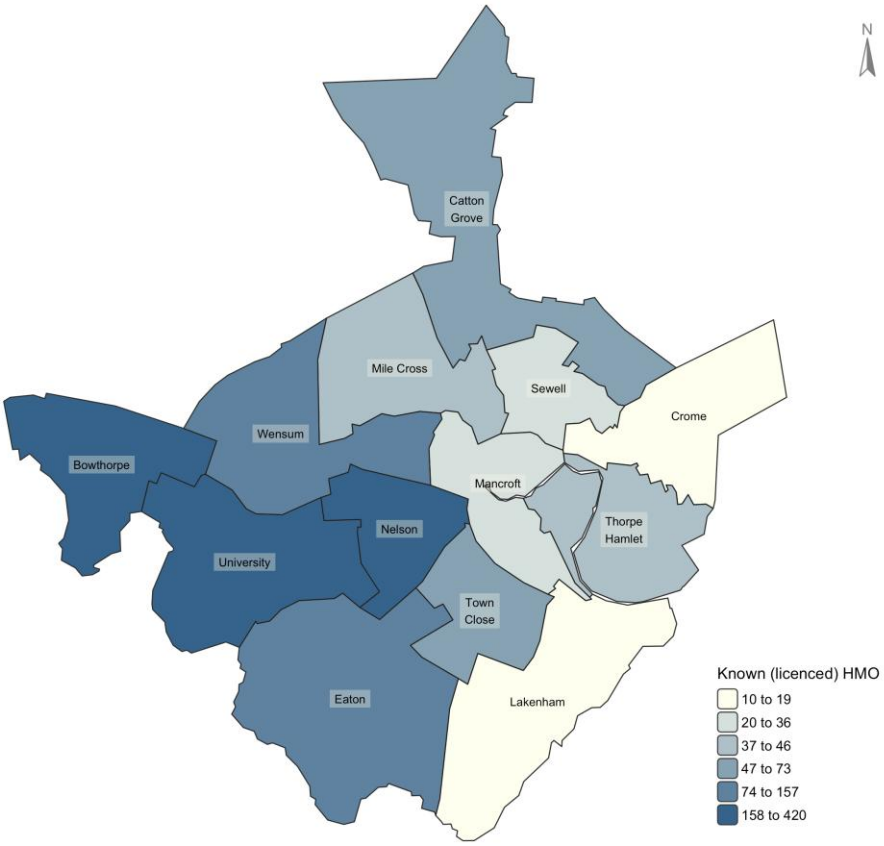


Figure 29. Number of known (licensed) HMO properties by ward in Norwich (Source: Ti 2025).

The highest number of licensed HMO are in University ward (420), whilst the lowest is in Crome (10).

Licensed HMOs are unequally distributed throughout Norwich (Map 10).



Map 10. Distribution of known (licensed) HMO properties across Norwich (Source: Ti 2025, Map by Metastreet).

There are HMOs in every ward, with higher numbers in western wards (e.g. Bowthorpe, University, Nelson).

5.1.2 Hidden HMO

It is predicted that there are 1,137 hidden HMOs across Norwich (Figure 30).

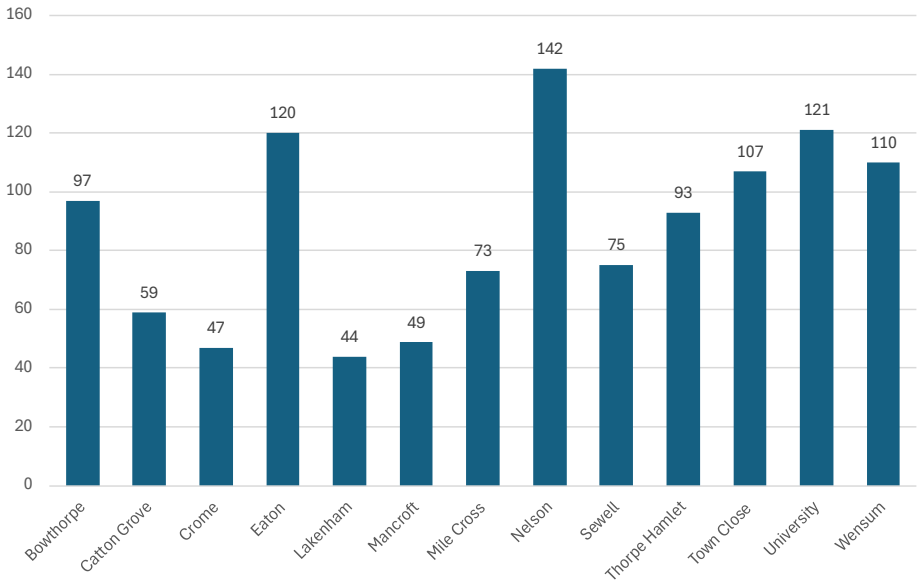
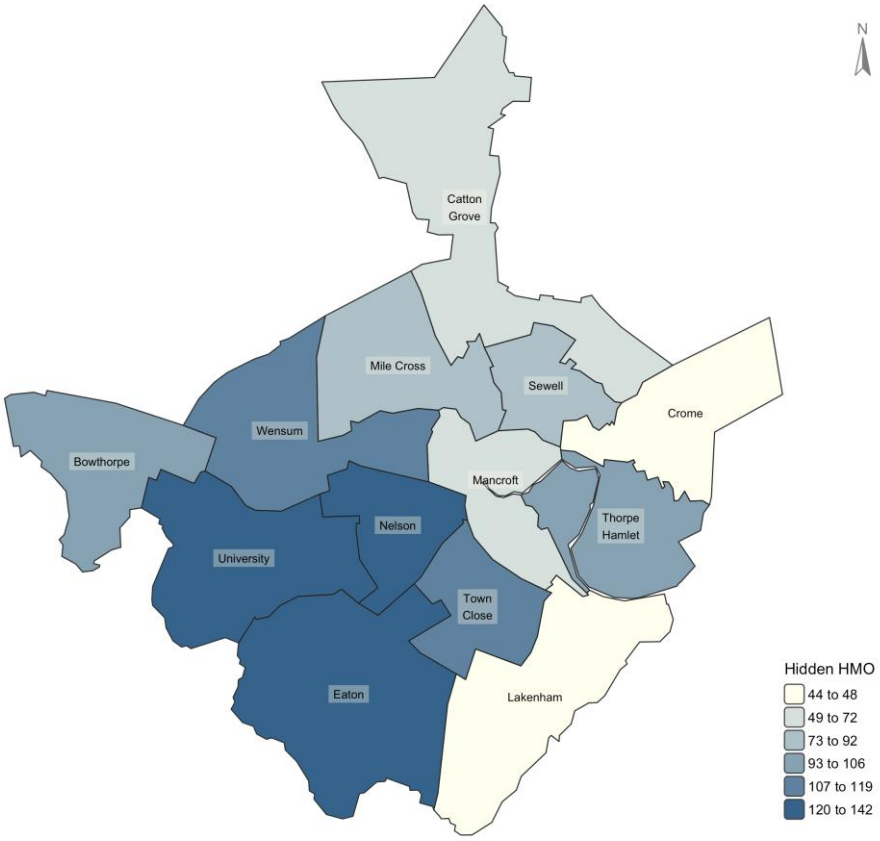


Figure 30. Number of hidden (predicted) HMO properties by ward in Norwich (Source: Ti 2025).

The highest number of hidden HMO are in Nelson (142), whilst the lowest are in Lakenham (44).

Hidden HMOs are present in all wards across Norwich (Map 11).



Map 11. Distribution of hidden (predicted) HMO properties across Norwich (Source: Ti 2025, Map by Metastreet).

Higher numbers are seen in the southwestern wards (e.g. Eaton, University, Nelson). There are many reasons why an HMO might not be licensed; it may have an exemption, it may not require a license, or it may simply not have a license.

5.1.3 Hidden vs. known HMO

There is a difference between number of licences issued and the predicted number of HMO properties. The number of licenses (1,206: 51.5%) represents the known HMOs, whilst the others (1,137: 48.5%) are predicted/hidden HMOs. The differences may be because properties are exempt, don't require a license, or simply don't have a license.

The proportions of HMO that are hidden (unlicensed) compared to licensed HMO varies across the wards in Norwich (Figure 31).

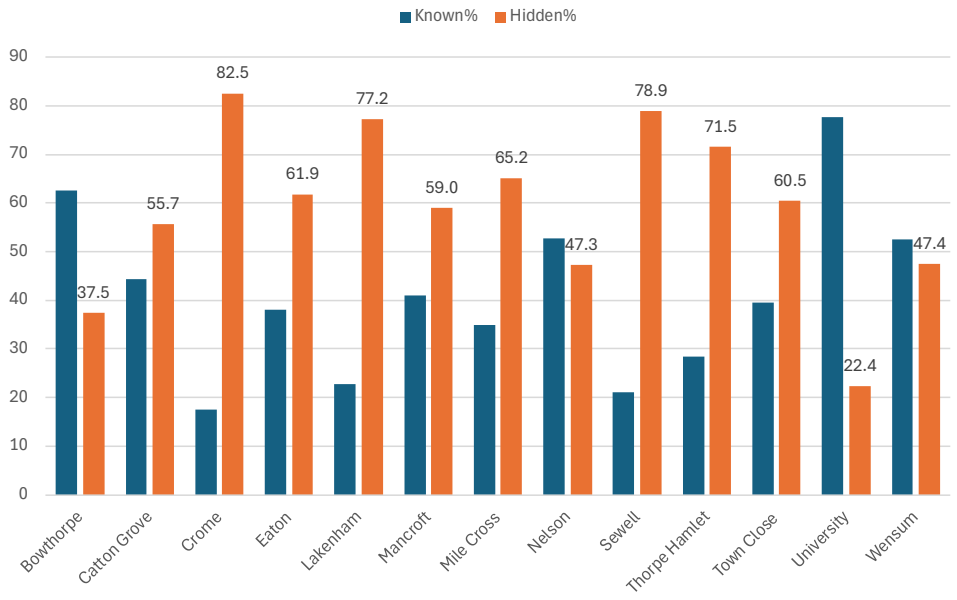


Figure 31. Proportions of unlicensed (hidden) HMOs compared to licensed HMO by ward in Norwich (Source: Ti 2025).

Crome has the highest percentage of hidden HMO (82.5%), whilst the lowest is in University ward (22.4%).

There are many reasons why an HMO might not be licensed; it may have an exemption, it may not require a license, or it may simply not have a license.

5.1.4 Property type

HMO property type profile offers an indication of HMO makeup, density, and construction type. Inspection data and Energy Performance Certificate (EPC) records have been analysed to determine the proportions of different property types in the HMO sector (Figure 32).

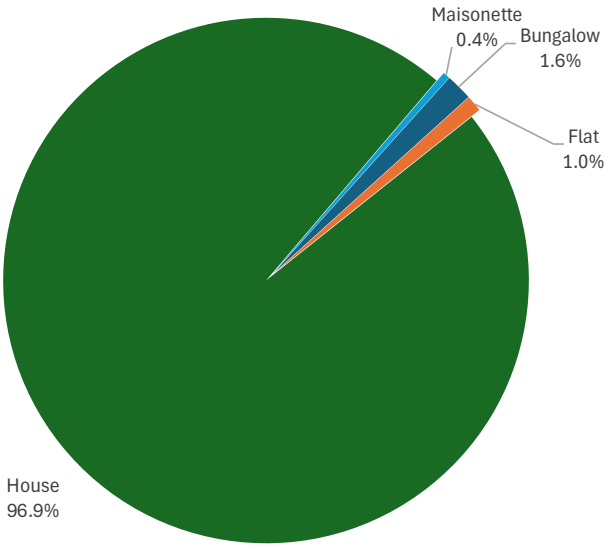


Figure 32. Property types for HMOs (known and hidden) across Norwich (Source: EPC 2024, Ti 2025).

Houses make up most of the HMO stock (96.9%), whilst maisonettes (0.4%) form the lowest percentage of HMO stock.

The high proportion of houses as HMO is typical of the sector. Houses generally have more space and lend themselves to being HMOs.

5.2 HMO Standards & Management

Housing conditions are affected by the level of maintenance, quality of repair and management, the age of the property, thermal efficiency, and type of construction.

Proper management of HMOs is necessary to safeguard the tenants and the wider community. The HMO Management Regulations require the manager to keep all parts of the HMO safe, clean and well maintained. They also place a duty on tenants of HMOs to cooperate with the manager and not damage any fire safety equipment[25]. HMOs can exhibit

[25] The Licensing and Management of Houses in Multiple Occupation (Additional Provisions) (England) Regulations 2007, https://www.legislation.gov.uk/uksi/2007/1903/contents/made

some of the poorest housing conditions of any tenure if poorly managed. Therefore, HMO managers are required to comply with licence conditions and HMO Management Regulations. These include space standards, repair obligations, fire precautions and testing, waste management and tenancy management[26].

5.2.1 Housing conditions (HHSRS hazards)

The Housing Health and Safety Rating System (HHSRS) is a system for assessing housing conditions. A hazard is any risk of harm to the health or safety of an actual or potential occupier of accommodation that arises from a deficiency in the dwelling, building or land in the vicinity.

Using a sample of properties that are known to have at least one serious housing hazard, it is possible to predict the number of HMO properties with at least one serious hazard (Category 1 and/or high scoring Category 2 hazards, HHSRS A-D) across the HMO population (known and predicted/hidden). Further details of the methodology can be found in Appendix 2.

There are 470 HMO properties in Norwich that are likely to have at least 1 serious housing hazard (Figure 33). This represents 20% of the HMO population, which is higher than the PRS national average (10%)[27].

[26] Regulating the Privately Rented Housing Sector, Evidence into Practice, Edited By Jill Stewart, Russell Moffatt, (2022) https://www.routledge.com/Regulating-the-Privately-Rented-Housing-Sector-Evidence-into-Practice/Stewart-Moffatt/p/book/9781032159690

[27] English Housing Survey 2023-2024, https://www.gov.uk/government/collections/english-housing-survey-2023-to-2024-headline-findings-on-housing-quality-and-energy-efficiency

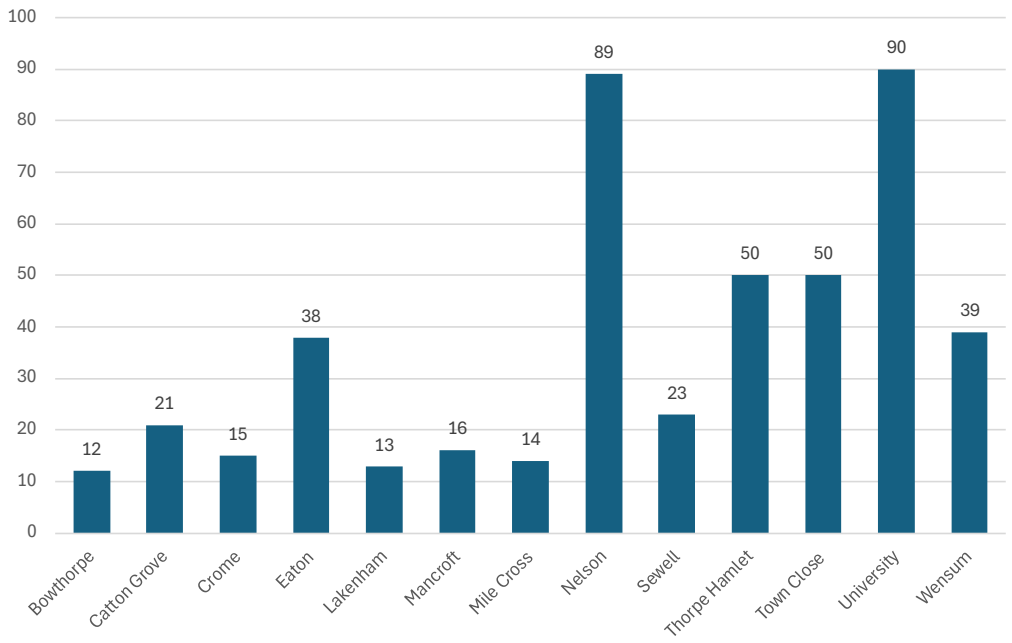
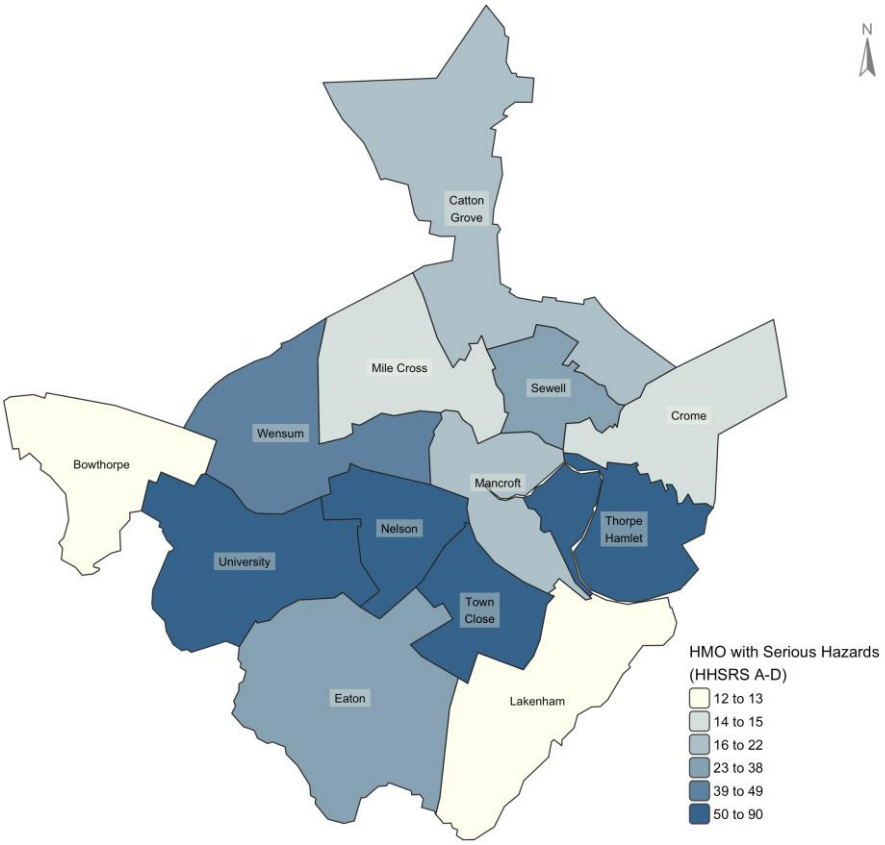


Figure 33. HMO properties (known and predicted/hidden) with serious hazards (HHSRS A—D) by ward in Norwich (Source: Ti 2025).

Nelson (89) and University (90) have the highest number of HMOs with serious hazards.

HMO properties with serious hazards occur throughout Norwich (Map 12).



Map 12. Distribution of HMO (known and predicted/hidden) with serious hazards (HHSRS A—D) across Norwich (Source: Ti 2025, Map by Metastreet).

Although HMOs with serious hazards occur across Norwich, higher values are seen in some central wards (e.g. University, Nelson, Town Close, Thorpe Hamlet).

Hazard rates

The number of serious hazards alone provides an important but incomplete picture. The serious hazard rate (serious hazards per 100 properties) can give a different impression regarding the general standard of HMO accommodation (Figure 34).

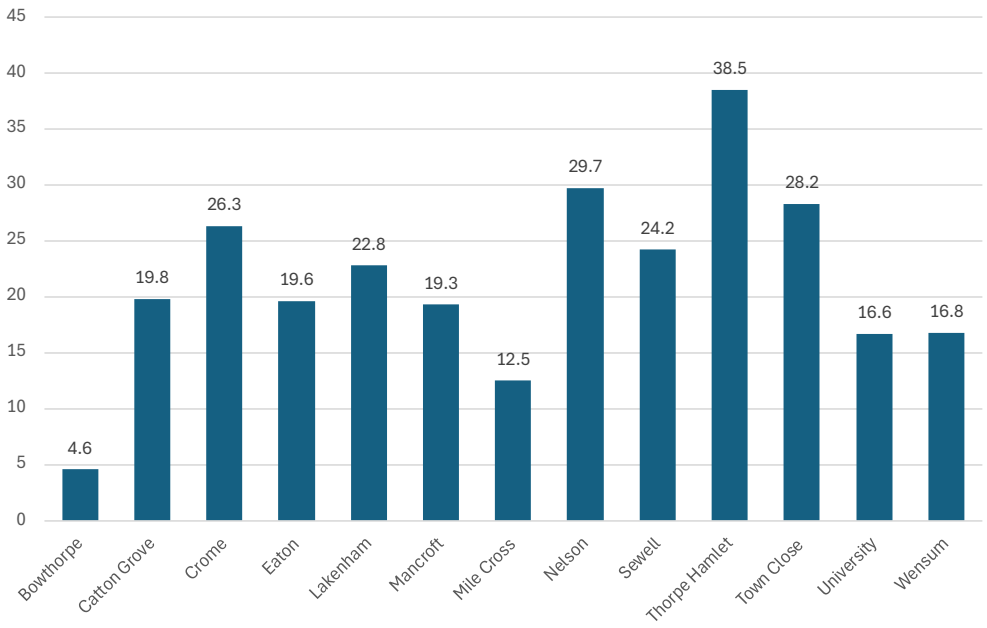
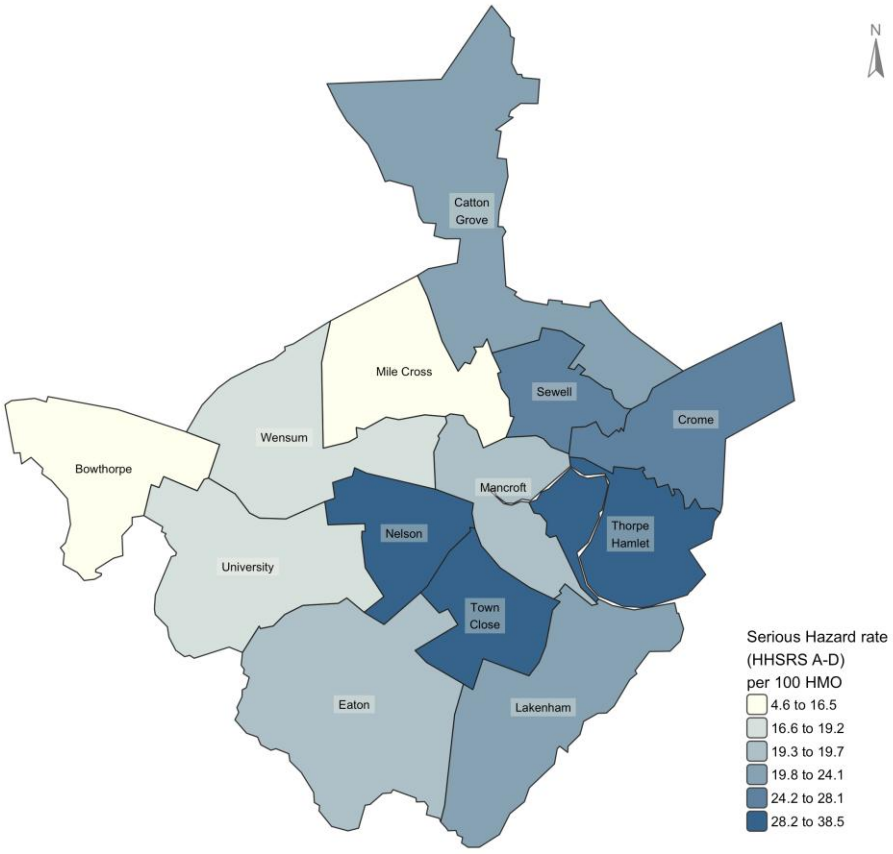


Figure 34. Serious hazard rate (HHSRS A-D per 100 properties) at HMO across Norwich (Source: Ti 2025).

The highest hazard rate is in Thorpe Hamlet (38.5 serious hazards per 100 dwellings), whilst the lowest is in Bowthorpe (4.6). The overall hazard rate is 20.1 per 100 HMO properties.

The serious hazard rate varies widely across Norwich (4.6 – 38.5), showing an interesting geographical pattern (Map 13).



Map 13. Distribution of serious hazard rate (HHSRS A-D per 100 properties) at HMO across Norwich (Source: Ti 2025, Map by Metastreet).

Hazard rates at HMO properties vary widely between the wards in Norwich. Higher rates (per 100 dwellings) are seen in some central and eastern wards (e.g. Nelson, Town Close, Thorpe Hamlet).

5.3 Energy Efficiency

An EPC rating is an assessment of a property's energy efficiency. It is primarily used by buyers or renters of residential properties to assess the energy costs associated with heating a house or flat. The rating is from A to G. A indicates a highly efficient property, G indicates low efficiency.

The energy efficiency of a dwelling depends on the thermal insulation of the structure, on the fuel type, and the size and design of the means of heating and ventilation. Any disrepair or dampness to the dwelling and any disrepair to the heating system may affect efficiency. The exposure and orientation of the dwelling are also relevant.

As part of this study, 2,316 EPC ratings were matched to HMO properties (Figure 35). Most (99%) HMOs had EPC ratings.

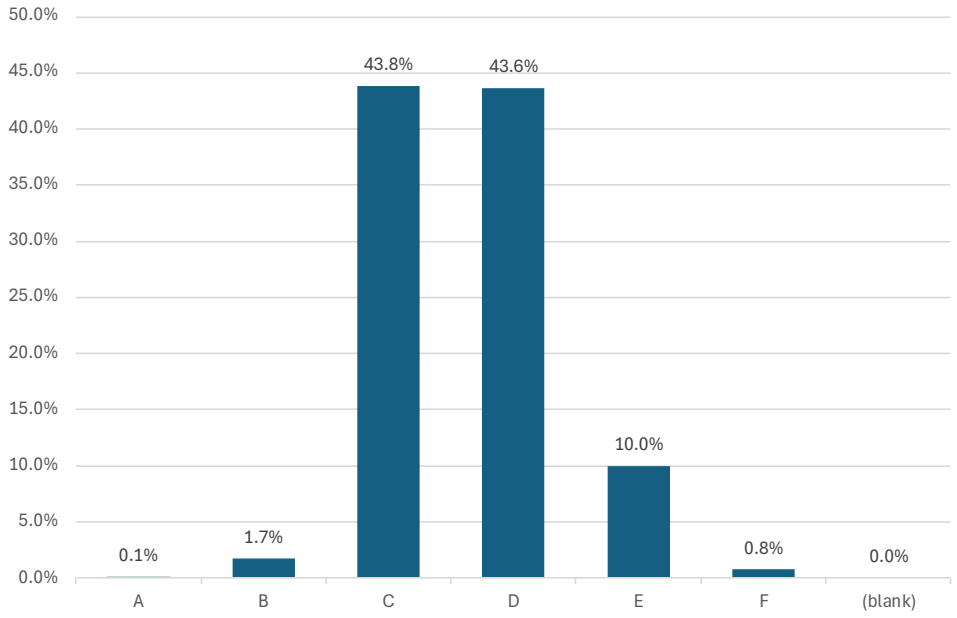


Figure 35. EPC ratings for HMO (known and hidden/predicted) properties in Norwich (Source: Ti 2025).

The HMO stock is dominated by EPC ratings C & D (87.4%), with B & E ratings much less so (11.7%). The A, F & G ratings are the least common (0.9%).

5.3.1 Energy Efficiency and property type

When EPC ratings are split according to property type, comparisons can be made more easily (Table 5).

Table 5. EPC rating by property type for HMOs (known and hidden/predicted) in Norwich (Source: Ti 2025).

EPC Rating	Bungalow	Flat	House	Maisonette	Total
A	2.6%	0.0%	0.0%	0.0%	0.1%
B	2.6%	4.3%	1.7%	0.0%	1.7%
C	31.6%	39.1%	44.1%	30.0%	43.8%
D	47.4%	43.5%	43.6%	40.0%	43.6%
E	15.8%	13.0%	9.8%	30.0%	10.0%
F	0.0%	0.0%	0.8%	0.0%	0.8%
Total	**100.0%**	**100.0%**	**100.0%**	**100.0%**	**100.0%**

Houses (96.9%) dominate the HMO dwellings that have EPC ratings. Houses with a C or D rating are most common.

Ratings by property type show that all types fall mainly in the C—E categories. There are far more houses (2,245) than flats (23) or bungalows (38). Maisonettes make up the rest (10).

5.3.2 Poor energy efficiency

Norwich has 249 HMO EPC records that are E, F, & G rated (10.6% of all HMOs, known and hidden/predicted). EPC ratings E, F, & G represent properties with the least energy efficiency (Figure 36).

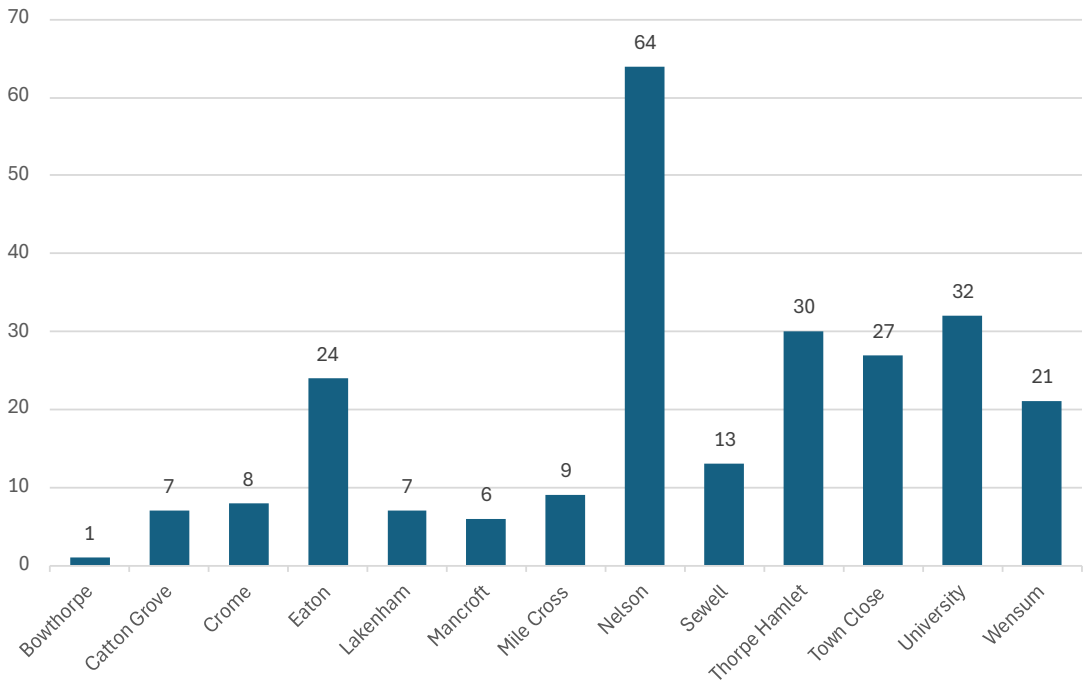


Figure 36. HMO (known and hidden/predicted) properties with EPC ratings E—G by ward in Norwich (Source: Ti 2025).

Nelson has the highest number (64) of HMOs with poor energy efficiency (EPC E—G).

The Minimum Energy Efficiency Standard (MEES) came into force in England and Wales on 1 April 2018. The regulation applies to HMO properties and mandates that all dwellings must have an EPC rating of E and above to be compliant. It has been calculated using the matched addresses that 1.25% (29) of known HMO properties in Norwich have F and G rating. It is possible that these properties have been excluded from the MEES regulation requirements on technical grounds.

5.4 Private Housing Complaints

Complaints made by tenants and others to Norwich council regarding poor property conditions and inadequate property management are a direct indicator of low quality and poorly managed HMOs. In the period 1st April 2020 – 31st March 2025 there were 74 private housing complaints made at HMO (known and hidden) dwellings across Norwich (Figure 37).

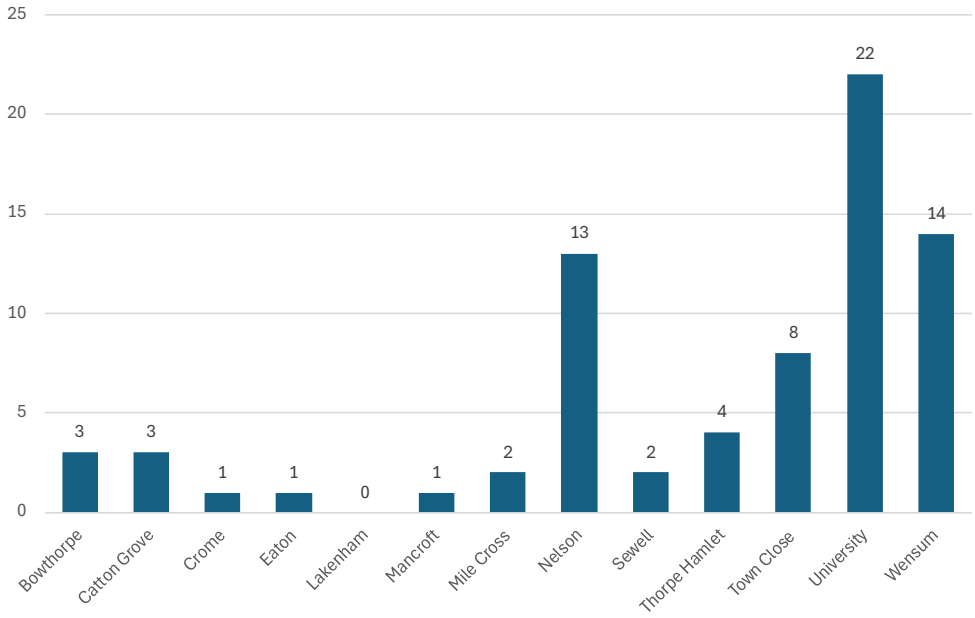
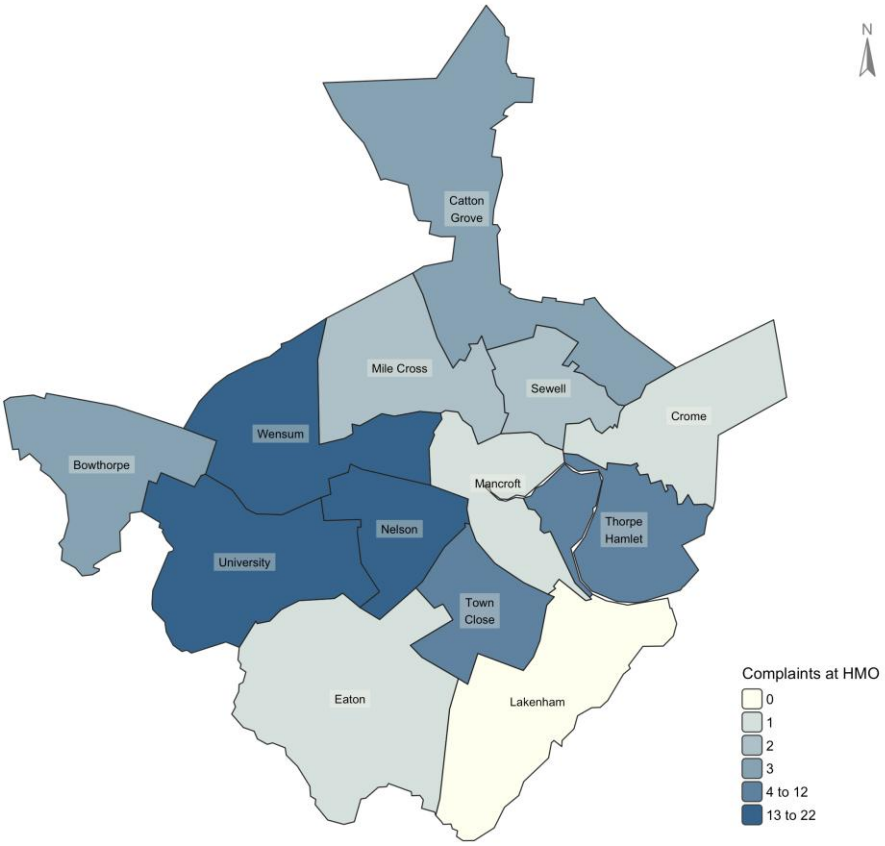


Figure 37. Private housing complaints at HMOs (known & predicted/hidden) across Norwich wards 1st April 2020 – 31st March 2025 (Source: Ti 2025).

University (22) had the largest number of complaints at HMOs.

Private housing complaints at HMOs occurred throughout Norwich city (Map 14).



Map 14. Distribution of private housing complaints at HMOs (known & predicted/hidden) across Norwich 1st April 2020 – 31st March 2025 (Source: Ti 2025, Map by Metastreet).

Complaints appear more prevalent in some western wards (e.g. Wensum, University, Nelson).

5.5 Private Housing Notices

In the period 1st April 2020 – 31st March 2025 Norwich issued 1,237 notices to HMO addresses in Norwich city (Figure 38).

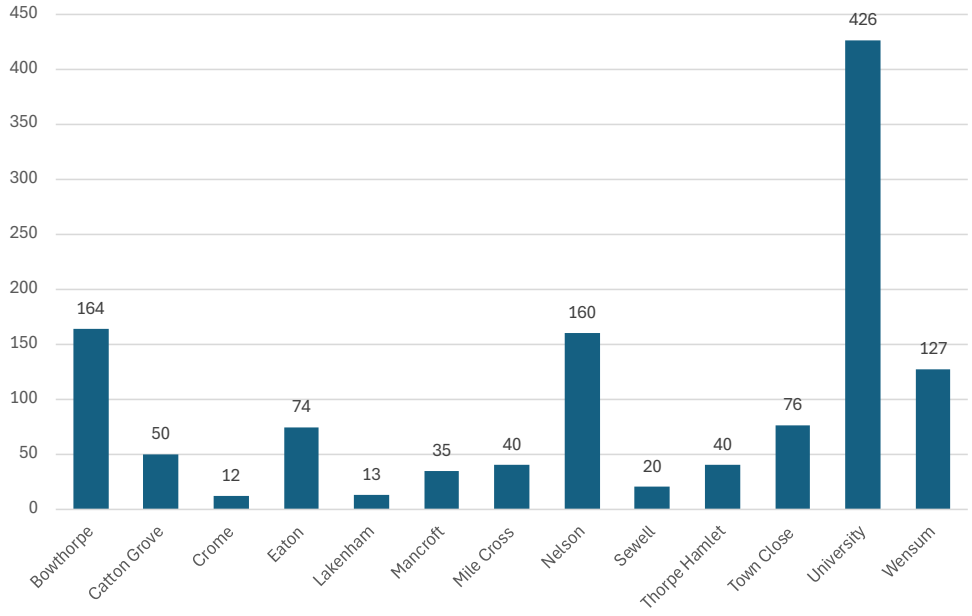
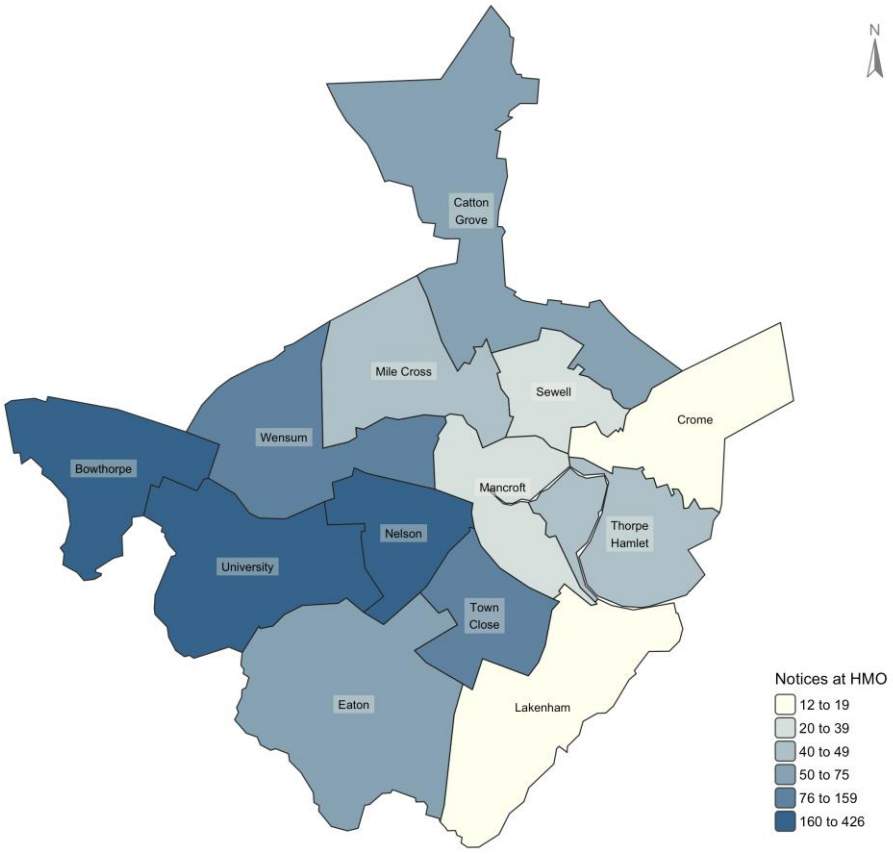


Figure 38. Notices served to HMO properties (known and hidden) at wards across Norwich in the period 1st April 2020 – 31st March 2025 (Source: Ti 2025).

The highest number of private housing notices served to HMO properties were at University ward (426), whilst the lowest number were at Crome (12).

Private housing notices were served to HMOs across all wards in Norwich (Map 15).



Map 15. Distribution of notices served to HMO properties 1st April 2020 – 31st March 2025 at wards across Norwich (Source: Ti 2025, map by Metastreet).

The highest number of notices were served at HMO properties in western wards (e.g. Bowthorpe, University, Nelson).

5.6 HMO Anti-Social Behaviour (ASB)

ASB incidents, recorded by the council over the period 1st April 2020 – 31st March 2025 have been linked to HMO properties and analysed. Understanding ASB emanating from HMOs helps support the development of strategic interventions.

It is important to note, where incidents could not be matched directly at the property level, ASB incidents have been discarded from this study. For example, ASB incidents investigated on a street corner that cannot be directly linked to an PRS property have been excluded.

The total number of ASB incidents includes HMO properties where there were multiple incidents. As such the data show the levels of anti-social behaviour across the City at HMO properties.

Overall, there were 228 ASB incidents linked to known and hidden/predicted HMOs (Figure 39). This corresponds to a rate of 9.7 ASB incidents per 100 HMO dwellings.

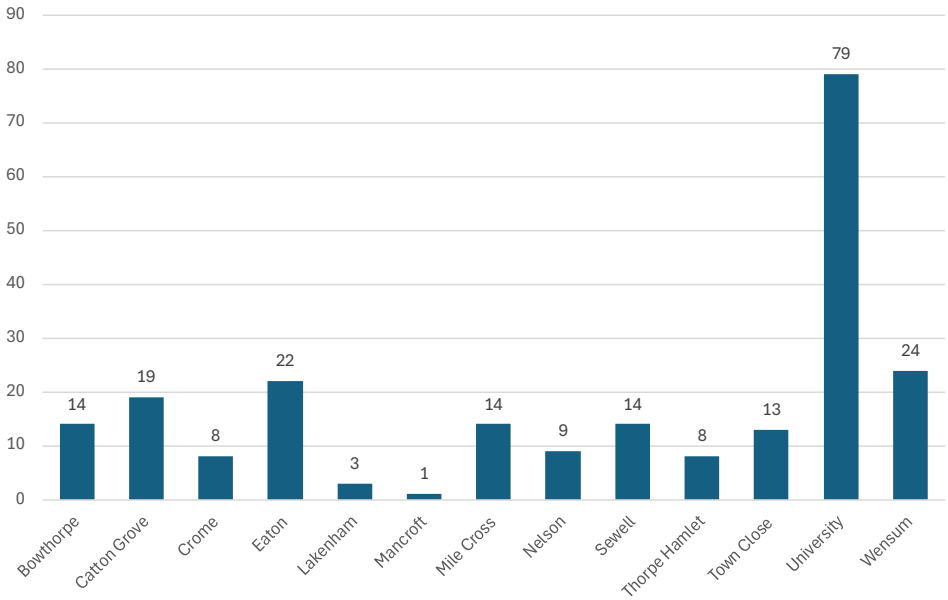
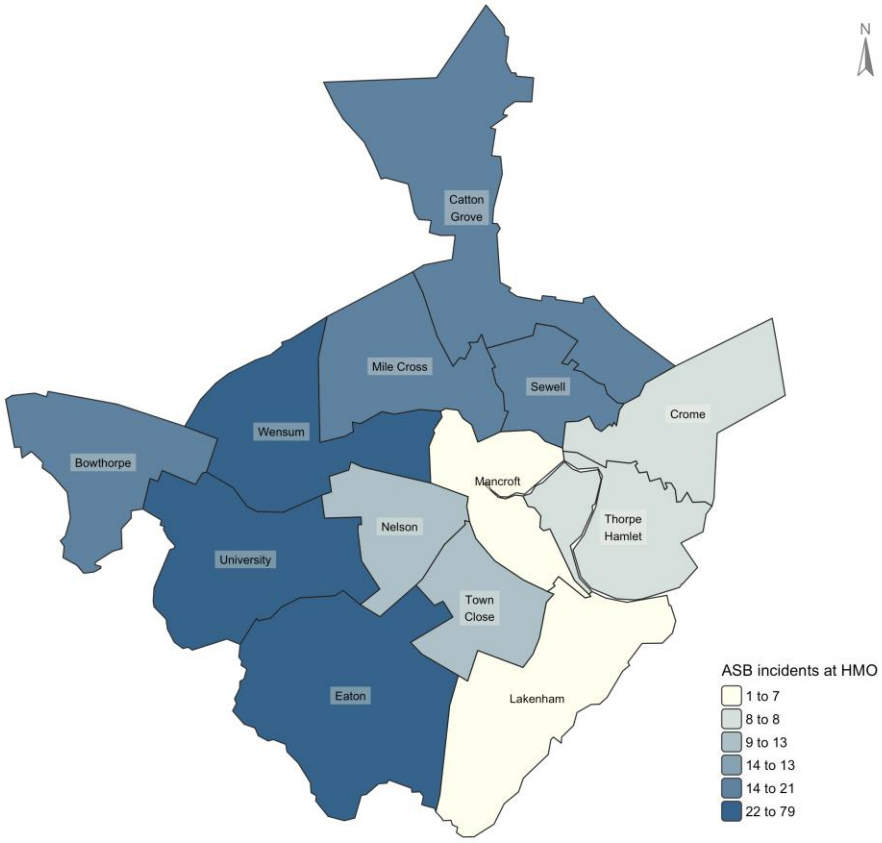


Figure 39. Total ASB incidents over the period 1st April 2020 – 31st March 2025 linked to HMOs (known and hidden/predicted) by ward in Norwich (Source: Ti 2025).

The most ASB (79) were in University ward, followed distantly by Wensum (24).

Anti-Social Behaviour incidents at HMOs were widespread across Norwich City (Map 16).



Map 16. Distribution of ASB incidents over the period 1st April 2020 – 31st March 2025 linked to HMOs (known and hidden/predicted) across Norwich (Source: Ti 2025, Map by Metastreet).

ASB incidents linked to HMOs seem more prevalent in some west and southwestern wards (e.g. Wensum, University, Eaton).

6 Summary

The Census 2021 population estimate for Norwich was 144,000. This is an 8.7% increase from the 2011 figure (132,512). The latest available figures (2024) show a population of 147,182, so between the 2011 and 2024 the population grew 11.4% (Figure 1).

The median age of the population has seen a small shift upwards since 2011, with the latest estimate being 35.0 (2024), this compares to previous ages of 35.1 (2021) and 34.2 (2011) (Figure 2).

The 2021 Census data show that in Norwich there were 64,462 separate households. These varied from 1-person households to 8-persons (Figure 3).

In 2021 there were 14,880 households (23% of all households) with dependent children in Norwich (Figure 4).

Flats (38%) and Houses (55%) dominate the property types, with Bungalows (4%) and Maisonette (3%) being least represented.

Population weighted average IMD 2025 decile across Norwich wards shows values ranging from 2 – 8 (Figure 9, Table 9). In Norwich 8 out of 13 wards are below the national average. Thorpe Hamlet, Town Close, and University are at the national average (decile 5), whilst Eaton is the least deprived (decile 8). The geographical pattern of deprivation shows the most deprived wards (decile 2) tending to be in the northern and eastern wards (e.g. Crome, Mile Cross, and Wensum, Map 1).

Norwich has a higher proportion in fuel poverty (12.4%) than the national average (11.4%, Figure 10). The highest fuel poverty (16.0%) is in Nelson, whilst the lowest (8.3%) is in Thorpe Hamlet. Nine of the wards in Norwich have values above the national average (Table 3).

Norwich has above average child poverty (35%, Figure 11). Child Poverty in Norwich has risen from 30.5% in 2014-15 to 35.3% in 2022-23.

6.1 Private Rental Sector (PRS)

There are 69,441 residential properties in Norwich (excluding shell properties, Table 1). Of these, 29.3% (20,330) are PRS (Table 2).

Over the past decade Norwich has seen changes in tenure rates, with the PRS increasing from 23% of housing stock in 2011 (Figure 6) to 29% in 2025 (Figure 7). In absolute terms, the PRS has seen a sharp increase in numbers of dwellings, whereas social housing is static (Figure 8).

The PRS in Norwich are distributed across all 13 wards (Figure 12). The number of PRS per ward ranges from 714 – 2,961. The highest number of PRS are in Mancroft (2,961), and Thorpe Hamlet (2,790). The lowest are in Crome (714).

The distribution of PRS dwellings across Norwich City Council shows concentrations in the central/eastern wards (e.g. Nelson, Mancroft, Thorpe Hamlet, Map 2).

The percentage of PRS properties in each ward ranges between 13.5% (Crome) and 42.4% (Thorpe Hamlet, Figure 13). Of the 13 Norwich Council wards 11 have a higher percentage PRS than the national average (19%).

Higher percentages of PRS are seen in central/eastern wards (e.g. Nelson, Mancroft, Thorpe Hamlet, Map 3).

6.1.1 Property Type

Flats (38%) and Houses (55%) make up the majority of PRS property types. Maisonettes represent the smallest percentage (3%) of PRS dwellings in Norwich (Figure 14).

6.1.2 Rented property possession claims

Norwich had an average rented property possession rate of 9.7 claims per 10,000 households in 2024 (Figure 15). Over the last 12 quarters (to end Sep 2025) the average was 9.8. The average number of claims for authorities in England for the same 12 quarters was 8.4 per 10,000.

The property possessions rates in Norwich were higher than for the average English authority, over the last 4 quarters (to end Sep 2025) the average was 10.8 (compared to 8.3 for all authorities).

The number of landlord possession claims in Norwich has been variable over the last 12 quarters, with a high in early 2023, and a low in the middle of 2024 (Figure 16).

6.1.3 Rents & Affordability

The overall average rent in Norwich is £1,139 (Oct 2025, Figure 17). This is lower than the (overall) average for England (£1,416).

6.1.4 Hazards

There are 2,286 PRS properties predicted to have at least one serious home hazard (HHSRS A–D) in Norwich (Figure 18). This represents 11.2% of the PRS stock, which is higher than the national average (10%). The highest number (376) of PRS properties with serious hazards are in Nelson, whilst the lowest number (39) are in Bowthorpe.

PRS properties with serious hazards are distributed throughout the City of Norwich (Map 4). Central/eastern wards generally have higher numbers of PRS with serious hazards (e.g. Nelson, Thorpe Hamlet, Sewell), but Crome is a notable exception.

6.1.5 Energy Efficiency

As part of this study, 18,673 EPC ratings were matched to known PRS properties (92% of PRS properties had an EPC rating). The housing stock is dominated by EPC ratings C & D (82.5%), with B & E ratings less so (combined 16.7%, Figure 20). The A, F & G ratings are the least common (combined 0.8%).

6.1.6 Energy Efficiency and Property Type

Ratings by property type show that bungalows fall mainly in the C—E categories (Table 4). Flats fall in the B—D ratings. Houses show a narrower range, with most ratings C—E. Maisonettes fall in the C—E range. The PRS is dominated by Houses and Flats, which make up 96% of PRS dwellings that have EPC ratings (houses make up 56%).

A large proportion of residential housing stock in Norwich was built pre-WWII (39.0%). Building over the last two decades accounts for around 14.9% (Figure 21).

6.1.7 Poor Energy Efficiency

Norwich has 1,961 PRS properties with EPC records that are E, F, & G rated. This represents 10.5% of PRS properties for which there are EPC ratings in Norwich. EPC ratings E, F, & G represent properties with the least energy efficiency (Figure 22).

6.1.8 Private housing complaints

In the period 1st April 2020 – 31st March 2025 there were 670 complaints made at PRS dwellings across Norwich (Figure 23). Mancroft (90) had the highest number of private housing complaints, whilst the lowest (14) was in Eaton.

Private housing complaints arise across Norwich city, with higher numbers in some central/eastern wards (e.g. Nelson, Mancroft, Thorpe Hamlet, Map 6).

6.1.9 Notices Served

In the period 1st April 2020 – 31st March 2025 Norwich issued 1,690 notices to PRS addresses in the city (Figure 24). The highest number of notices served were in University (444), and Nelson (241).

Notices were served at wards across Norwich (Map 7). Higher numbers of notices are seen generally towards the western/central wards (e.g. Bowthorpe, University, Nelson).

6.1.10 Anti-social behaviour (ASB)

Over the period 1st April 2020 – 31st March 2025 a total of 664 ASB incidents were recorded at PRS dwellings across Norwich (Figure 26). This corresponds to a rate of 3.3 ASB incidents per 100 PRS dwellings. University (98) had the highest numbers of recorded ASB incidents, whilst Lakenham (30) had the lowest.

ASB incidents were recorded across all Norwich wards (Map 8). ASB incidents were more prevalent in some of the northern wards (e.g. Mile Cross, Catton Grove), and at University, in the west.

Antisocial Behaviour was the most prevalent category during the period 1st April 2020 – 31st March 2025 (40.4%). Other notable categories include Noise (38.1%), and Nuisance Behaviour (9.0%, Figure 27).

6.2 Houses of Multiple Occupancy (HMO)

Overall numbers of HMO (licensed and predicted/hidden) are calculated to be 2,343 (Figure 28). This represents 11.5% of PRS dwellings (20,330), and 3.4% of all dwellings (69,441). The highest number of HMOs are in University (541), the lowest (57) are in Lakenham, and Crome.

There are HMOs in every ward, with higher numbers in western wards (e.g. Bowthorpe, University, Nelson, Map 9).

6.2.1 Known (licensed) HMO

There are 1,206 known HMOs across Norwich (Figure 29). These are properties which are licensed (mandatory HMO licence). The highest number of licensed HMO are in University ward (420), whilst the lowest is in Crome (10).

There are HMOs in every ward, with higher numbers in some western wards (e.g. Bowthorpe, University, Nelson, (Map 10).

6.2.2 Hidden HMO

It is predicted that there are 1,137 hidden HMOs across Norwich (Figure 30). The highest number of hidden HMO are in Nelson (142), whilst the lowest are in Lakenham (44).

Hidden HMOs are present in all wards across Norwich (Map 11). Higher numbers are seen in the southwestern wards (e.g. Eaton, University, Nelson).

6.2.3 Hidden vs. known HMO

The number of licenses (1,206: 51.5%) represents the known HMOs, whilst the others (1,137: 48.5%) are predicted/hidden HMOs. Crome has the highest percentage of hidden HMO (82.5%), whilst the lowest is in University ward (22.4%, Figure 31).

6.2.4 Property Type

Houses make up most of the HMO stock (96.9%), whilst maisonettes (0.4%) form the lowest percentage of HMO stock (Figure 32).

6.2.5 Hazards

There are 470 HMO properties in Norwich that are likely to have at least 1 serious housing hazard (Figure 33). This represents 20% of the HMO population, which is higher than the PRS national average (10%). Nelson (89) and University (90) have the highest number of HMOs with serious hazards.

Although HMOs with serious hazards occur across Norwich, higher values are seen in some central wards (e.g. University, Nelson, Town Close, Thorpe Hamlet, Map 12).

The overall hazard rate is 20.1 per 100 HMO properties (Figure 34). The highest hazard rate is in Thorpe Hamlet (38.5 serious hazards per 100 dwellings), whilst the lowest is in Bowthorpe (4.6).

Hazard rates at HMO properties vary widely between the wards in Norwich. Higher rates (per 100 dwellings) are seen in some central and eastern wards (e.g. Nelson, Town Close, Thorpe Hamlet, Map 13).

6.2.6 Energy Efficiency

As part of this study, 2,316 EPC ratings were matched to HMO properties (Figure 35). The HMO stock is dominated by EPC ratings C & D (87.4%), with B & E ratings much less so (11.7%). The A, F & G ratings are the least common (0.9%).

Houses (96.9%) dominate the HMO dwellings that have EPC ratings. Houses with a C or D rating are most common (Table 5). Ratings by property type show that all types fall mainly in the C—E categories. There are far more houses (2,245) than flats (23) or bungalows (38). Maisonettes make up the rest (10).

6.2.7 Poor Energy Efficiency

Norwich has 249 HMO EPC records that are E, F, & G rated (10.6% of all HMOs, known and hidden/predicted). EPC ratings E, F, & G represent properties with the least energy

efficiency (Figure 36). Nelson has the highest number (64) of HMOs with poor energy efficiency (EPC E—G).

6.2.8 Private housing complaints

In the period 1st April 2020 – 31st March 2025 there were 74 private housing complaints made at HMO (known and hidden) dwellings across Norwich (Figure 37). University (22) had the largest number of complaints at HMOs.

Complaints appear more prevalent in some western wards (e.g. Wensum, University, Nelson, Map 14).

6.2.9 Private housing notices

In the period 1st April 2020 – 31st March 2025 Norwich issued 1,237 notices to HMO addresses in Norwich city (Figure 38). The highest number of private housing notices served to HMO properties were at University ward (426), whilst the lowest number were at Crome (12).

The highest number of notices were served at HMO properties in western wards (e.g. Bowthorpe, University, Nelson, Map 15).

6.2.10 Anti-Social Behaviour (ASB)

Overall, there were 228 ASB incidents linked to known and hidden/predicted HMOs (Figure 39). This corresponds to a rate of 9.7 ASB incidents per 100 HMO dwellings. The most ASB (79) were in University ward, followed distantly by Wensum (24).

ASB incidents linked to HMOs seem more prevalent in some west and southwestern wards (e.g. Wensum, University, Eaton, Map 16).

Appendix 1 – Ward summaries

The ward summaries show the data used to create the summary graphs and maps for the 13 wards in the City of Norwich.

Table 6. Total dwellings, PRS and HHSRS Hazards (category A – D) at PRS across Norwich 1st April 2020 – 31st March 2025 (Source: Ti 2025).

Ward	Total dwellings	PRS	PRS %	Hazards	Hazard %
Bowthorpe	4368	1096	25.1	39	3.6
Catton Grove	5128	1213	23.7	129	10.6
Crome	5306	714	13.5	86	12.0
Eaton	4689	823	17.6	105	12.8
Lakenham	5136	1061	20.7	109	10.3
Mancroft	7111	2961	41.6	243	8.2
Mile Cross	5070	1065	21.0	155	14.6
Nelson	5227	2064	39.5	376	18.2
Sewell	5289	1985	37.5	263	13.2
Thorpe Hamlet	6580	2790	42.4	259	9.3
Town Close	5619	1878	33.4	235	12.5
University	4395	1271	28.9	142	11.2
Wensum	5523	1409	25.5	145	10.3
Total	**69,441**	**20,330**	**370**	**2,286**	**147**

Table 7. Private housing complaints, Notices served, and ASB at PRS across Norwich 1st April 2020 – 31st March 2025 (Source: Ti 2025).

Ward	Private Housing Complaints	Notices	ASB incidents
Bowthorpe	26	186	35
Catton Grove	42	79	66
Crome	25	33	46
Eaton	14	84	32
Lakenham	32	30	30
Mancroft	90	80	57
Mile Cross	54	81	66
Nelson	82	241	33
Sewell	70	78	59
Thorpe Hamlet	80	88	50
Town Close	31	115	49
University	55	444	98
Wensum	69	151	43
Total	**670**	**1,690**	**664**

Table 8. HMOs (total, known and hidden), Private housing complaints, Notices served, Hazards (HHSRS A – D), and ASB at HMOs across Norwich for the period 1st April 2020 – 31st March 2025 (Source: Ti 2025).

Ward	Total HMO	Known HMO	Hidden HMO	Hazards	Hazard Percent	Complaints	Notices	ASB Incidents
Bowthorpe	259	162	97	12	4.6	3	164	14
Catton Grove	106	47	59	21	19.8	3	50	19
Crome	57	10	47	15	26.3	1	12	8
Eaton	194	74	120	38	19.6	1	74	22
Lakenham	57	13	44	13	22.8	0	13	3
Mancroft	83	34	49	16	19.3	1	35	1
Mile Cross	112	39	73	14	12.5	2	40	14
Nelson	300	158	142	89	29.7	13	160	9
Sewell	95	20	75	23	24.2	2	20	14
Thorpe Hamlet	130	37	93	50	38.5	4	40	8
Town Close	177	70	107	50	28.2	8	76	13
University	541	420	121	90	16.6	22	426	79
Wensum	232	122	110	39	16.8	14	127	24
Total	**2,343**	**1,206**	**1,137**	**470**	**279**	**74**	**1,237**	**228**

Table 9. Index of Multiple Deprivation (IMD 2025), average decile by ward in Norwich (Source: Ti 2025).

Ward	IMD 2025
Bowthorpe	3
Catton Grove	3
Crome	2
Eaton	8
Lakenham	3
Mancroft	3
Mile Cross	2
Nelson	6
Sewell	4
Thorpe Hamlet	5
Town Close	5
University	5
Wensum	2

Table 10. Percentage of predicted/hidden HMOs (unlicensed) and known (licensed) HMO by ward across Norwich (Source: Ti 2025).

Ward	Hidden HMO %	Known HMO %
Bowthorpe	37.5	62.5
Catton Grove	55.7	44.3
Crome	82.5	17.5
Eaton	61.9	38.1
Lakenham	77.2	22.8
Mancroft	59.0	41.0
Mile Cross	65.2	34.8
Nelson	47.3	52.7
Sewell	78.9	21.1
Thorpe Hamlet	71.5	28.5
Town Close	60.5	39.5
University	22.4	77.6
Wensum	47.4	52.6
Total	**767**	**533**

Table 11. Comparison of HMO (known and hidden) and PRS: ASB, Hazards, Private housing complaints, and Notices served, as rate per 100 dwellings in Norwich for period 1st April 2020 – 31st March 2025 (Source: Ti 2025).

Category	PRS	HMO
ASB	3.3	9.7
Hazard	11.2	20.1
Complaints	3.3	3.2
Notices	8.3	52.8
Dwellings	20,330	2,343

Appendix 2 – Tenure Intelligence (Ti) – stock modelling methodology

This Appendix explains at a summary level Metastreet's Tenure Intelligence (Ti) methodology (Figure 40).

Ti uses big data and machine learning in combination with expert housing knowledge to accurately define outcome at the property level.

Council and external data have been assembled as set out in Metastreet's data specification to create a property data warehouse comprising millions of cells of data.

Where necessary, machine learning is used to make predictions of defined outcomes for each residential property, using known outcome data provided by the council.

Results are analysed by skilled practitioners to produce a summary of housing stock, predictions of levels of property hazards and other property stressors. The results of the analysis can be found in the report findings chapter.

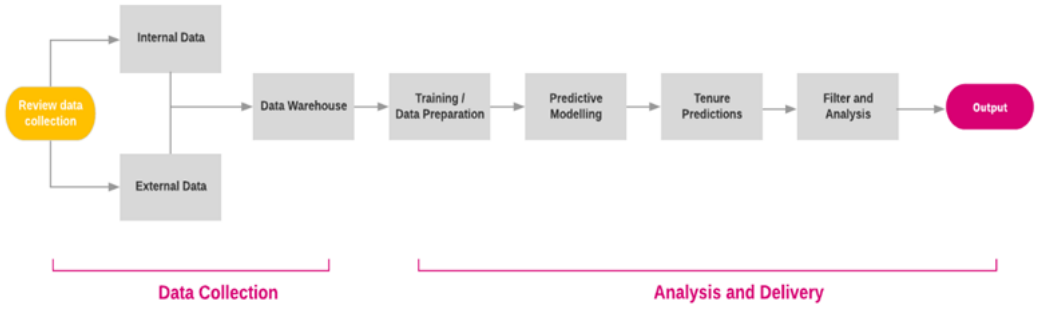


Figure 40. Summary of Metastreet Tenure Intelligence methodology.

Methodology

Metastreet has worked with Norwich City Council to create a residential property data warehouse based on a detailed specification. All longitudinal council held data is 1st April 2020 – 31st March 2025 unless otherwise specified.

Once the property data warehouse was created, the Ti model was used to predict tenure and stock condition using the methodology outlined below.

Machine learning was utilised to develop predictive models using training data provided by the council. Predictive models were tested against all residential properties to calculate risk scores for each outcome. Scores were integrated back into the property data warehouse for analysis.

Many combinations of risk factors were systematically analysed for their predictive power using logistic regression. Risk factors that duplicated other risk factors but were weaker in their predictive effect were eliminated. Risk factors with low data volume or higher error are also eliminated. Risk factors that were not statistically significant are excluded through the same processes of elimination. The top 5 risk factors for each model have the strongest predictive combination.

Using a D^2 constant calculation it is possible to measure the theoretical quality of the model fit to the training data sample. This calculation has been completed for each model. The D^2 is a measure of "predictive capacity", with higher values indicating a better model.

Based on the modelling each residential property is allocated a probability score between 0-1. A probability score of 0 indicates a strong likelihood that the property tenure type is *not* present, whilst a score of 1 indicates a strong likelihood the tenure type *is* present.

Predictive scores are used in combination to sort, organise and allocate each property to one of 4 categories described above. Practitioner skill and experience with the data and subject matter is used to achieve the most accurate tenure split.

It is important to note that this approach cannot be 100% accurate as all mathematical models include error for a range of reasons. The D^2 value is one measure of model "effectiveness". The true test of predictions is field trials by the private housing service. However, error is kept to a minimum through detailed post analysis filtering and checking to keep errors to a minimum.

A continuous process of field testing and model development is the most effective way to develop accurate tenure predictions.

The following tables include detail of each selected risk factors for each model. Results of the null hypothesis test are also presented as shown by the Pr(>Chi) results. Values of <0.05 are generally considered to be statistically significant. All the models show values much smaller, indicating much stronger significance.

Owner occupier model

The owner occupier model shows each of the model terms to be statistically significant, with the overall model showing a "predictive capacity" of around 80% (Table 12).

Table 12. Owner occupier predictive factors.

Risk factors selected	Pr (>Chi)*
Accounts.over.5.years	2.2e-16
TENURE	2.2e-16
Benefit.claims.over.last.5.years	5.625e-06
Length.of.current.account	5.372e-12
Universal.Credit.Claims	5.372e-12
Training sample size	2,342
D2 test	0.797

*** Pr(>Chi) = Probability value/null hypothesis test, ** D2 test = Measure of model fit**

PRS predictive model

The PRS model shows that each of the model terms is statistically significant, with the overall model having a "predictive capacity" of around 76% (Table 13).

Table 13. PRS predictive factors.

Risk factors selected	Pr(>Chi)*
Accounts.over.5.years	2.2e-16
Length.of.current.account	5.372e-12
Student.exemption	2.2e-16
Private.Housing.notice	2.2e-16
Benefit.claims.over.last.5.years	5.625e-06
Training sample size	2,342
D2 test	0.757

*** Pr(>Chi) = Probability value/null hypothesis test, ** D2 test = Measure of model fit**

Serious hazards (HHSRS) model

Numerous properties where the local housing authority has recently taken action to address serious hazards were sampled for training data. Specifically, this included Housing Act 2004 Notices served on properties to address serious hazards. The model results show that each of the model terms is statistically significant, with the overall model having a "predictive capacity" of around 76% (Table 14).

Table 14. Serious hazard (HHSRS) predictive factors.

Risk factors selected	Pr (>Chi) *
CURRENT_ENERGY_EFFICIENCY	2.2e-16
account.balances.for.current.liabilities	1.298e-06
ASB.count	5.616e-07
Private.Housing.complaints.over.5.years	0.0318470
Private.Housing.notice	0.0407430
Training sample size	1,951
D2 test	0.759

*** Pr(>Chi) = Probability value/null hypothesis test, ** D2 test = Measure of model fit**

HMO predictive model

The HMO model shows that each of the model terms is statistically significant, with the overall model having a "predictive capacity" of around 68% (Table 15).

Table 15. HMO predictive factors.

Risk factors selected	Pr(>Chi)*
Account.balances.for.all.liabilities.over.5.years	0.0013709
Current.number.names.registered	2.2e-16
ASB.count	9.583e-10
Private.Housing.notice	0.0014302
Universal.Credit.Claims	0.0284194
Training sample size	2,666
D2 test	0.675

*** Pr(>Chi) = Probability value/null hypothesis test, ** D2 test = Measure of model fit**

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