

Home Energy Conservation Act Report 2015

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1. Background

Levels of fuel poverty in the Eden district are high. Using the Low Income High Cost indicator it is estimated that 2,956 households are Fuel Poor, equivalent to 13% of all households¹, compared to 11.3% of households across the north west as a whole and 11.6% for Cumbria. Many of Eden's households are in rural off-gas areas where solutions to fuel poverty are harder to implement.

Domestic carbon dioxide emissions are 3.2 tonnes per capita² which is higher than the national total of 2.2 tonnes per capita and the regional average of 2.7 tonnes per capita.

The previous HECA Report (March 2013) is reproduced in Appendix 1.

2. Introduction

The Council is uniquely placed to drive energy efficiency improvements in the domestic sector to help make homes warmer and healthier. This involves working to ensure that funding streams such as the Energy Companies Obligation (ECO) can be secured for energy efficiency measures for local households. It is anticipated that ECO along with the Green Deal and any future funding initiatives will help to deliver significant energy efficiency improvements. The Council is working to secure funding and co-ordinate area based delivery through ECO, working with partners and local communities. There is a crucial role for the Council in ensuring that households are aware of, and understand, other energy efficiency incentives that may be available to them so that opportunities to reduce carbon emissions are not missed.

Further reports on how Eden District Council are progressing with the measures identified in this report and how they are impacting on the above emissions and fuel poverty figures will be reported at two yearly intervals.

3. Central Government Targets

There is a new statutory target to "ensure that as many fuel poor homes in England as is reasonably practicable achieve a minimum energy efficiency rating of a Band C by 2030". In addition to the 2030 statutory target, the Government consultation, "Cutting the cost of keeping warm"³ also proposed the following interim milestones:

- As many fuel poor homes in England as is reasonably practicable to Band E by 2020
- As many fuel poor homes in England as is reasonably practicable to Band D by 2025

These targets and milestones reflect a new understanding of fuel poverty, which is based on the low income high costs indicator developed by Professor Hills in his 2012 independent review of fuel poverty⁴, and adopted by Government in 2013.

¹ Fuel Poverty: Subregional Data under LIHC indicator

www.gov.uk/government/statistics/2012-sub-regional-fuel-poverty-data-low-income-high-costs-indicator ² 2005 to 2012 UK local and regional CO₂ emissions

www.gov.uk/government/uploads/system/uploads/attachment_data/file/322823/20140624_Subset_Datatables.xlsx ³ Cutting the cost of keeping warm www.gov.uk/government/consultations/cutting-the-cost-of-keeping-warm-a-new-fuel-poverty-strategy-for-england

⁴ Fuel Poverty Review by John Hills www.gov.uk/government/publications/final-report-of-the-fuel-poverty-review

4. Housing Stock Profile

Across all tenures in Eden district there are 23,043 households of which 3,216 (13.9%) are privately rented and 2,014 (8.7%) are managed by Housing Associations (Registered Providers). This compares nationally with 14.8% in the private rented sector and 8.3% Housing Association properties.

The Eden House Condition Survey 2012 found that private rented dwellings have a significantly higher rate of thermal comfort failure, or poor energy efficiency (28.2%) when compared to owner occupied dwellings (17.5%). This is principally because of the age and dwelling type distribution for this tenure, being associated with pre 1919 hard-to-treat dwellings and converted flats.

5. Fuel poverty Overview

Statistics from the Department of Energy and Climate Change (DECC) for 2012 show the proportion of fuel poor households in Eden to be 13%, second only to Barrow in Furness at 13.1% and higher than the north west region which is 11.3%.

Data can be examined at Lower Super Output Area level (LSOA), highlighting a wide variation in fuel poverty levels across the district between 21.7% for Crosby Ravensworth and 3.9% for Penrith Carleton.

6. Energy Company Obligation (ECO)

The Cumbria HECA Report in March 2013 indicated that ECO was expected to be the main mechanism by which domestic energy efficiency could be improved across the county resulting in reduced carbon emissions. However, changes to ECO funding in December 2013 meant that the obligations on energy companies were reduced and areas like Cumbria with many solid walled, off-gas properties became less attractive to them. This meant that intentions to agree a Cumbria-wide delivery plan through the Cumbria Affordable Warmth Project were stalled.

The Cumbria Affordable Warmth Project ended on September 2014 and since then the Cumbrian districts have been working with an energy company to secure the delivery of an ECO scheme. The scheme should enable residents to access a range of free or subsidised energy efficiency measures including cavity wall and loft insulation, replacement boilers and, in some circumstances, solid wall insulation.

Up to 30 September 2014 only 192 ECO measures had been installed in Eden⁵, the lowest figure for any of the Cumbrian districts and equivalent to only 8.3 measures per 1,000 households. These installations have occurred with little input from the local authority. It is expected that once the Cumbrian ECO scheme is launched the number of installed measures will increase significantly.

Steps being taken to encourage take up of ECO	Timescale
Enter into an agreement with an energy company to deliver ECO in Eden	May 2015
Actively promote ECO for communities and individual households	From start of ECO agreement until March 2017

⁵ DECC Green Deal and ECO statistics to September 2014:

https://www.gov.uk/government/statistics/green-deal-energy-company-obligation-eco-and-insulation-levels-in-great-britain-quarterly-report-to-september-2014

7. Green Deal

A Green Deal Fit for Cumbria was a project delivered by Eden based charity Cumbria Action for Sustainability (CAfS) and commenced in May 2012. It provided training and information to those working in, and supplying to, the construction and housing industry in Cumbria, particularly in traditional buildings.

Training events included information on the new Green Deal scheme, outlining how local businesses could become involved in the supply chain, and training opportunities. This gave them the appropriate knowledge and understanding to undertake energy efficiency refurbishments of our traditional building stock, both within and outside of the then proposed Green Deal scheme.

The project was part financed by the European Agricultural Fund for Rural Development: Europe investing in rural areas and administered by DEfRA and ran until June 2013.

Up to 30 September 2014, 252 Green Deal Assessments⁶ were carried out across Eden district representing 10.8 assessments per 1,000 households which is slightly higher than the average for Cumbria as a whole. There were two Green Deal Cashback Vouchers and one Green Deal Home Improvement Fund (GDHIF) Voucher paid up to 30 September 2014. Only forty-one GDHIF vouchers were paid across Cumbria in total.

Steps being taken to encourage take up of Green Deal	Timescale
Promote Green Deal on the Eden DC website	May 2015
Promote the Green Deal alongside the ECO project in cases where the Green Deal provides a higher level of funding	From start of ECO agreement until March 2017
Find ways of making it easier for householders to find local Green Deal assessors and installers	From summer 2015

8. Feed-In-Tariff

Although the joint Cumbrian further report did not identify the promotion of Feed-in-Tariffs (FiTs) as a priority, advances in technology and the potential for such installations to reduce household CO₂ emissions make it appropriate to take account of these measures going forward. In Eden, 3,743KW capacity⁷ has been achieved mainly from the installation of photovoltaics. Other installations such as hydro schemes and micro combined heat and power (CHP) also have potential to cut carbon emissions, reduce household energy bills and enable householders to receive tax free payment for each kW of energy generated. Of particular interest in Eden is the potential for anaerobic digestion (AD plant) to generate energy from farm waste.

Steps to be taken to increase FiT installations	Timescale
Promote FiT installations on Eden DC website	August 2015

⁶ DECC Green Deal and ECO statistics to September 2014:

https://www.gov.uk/government/statistics/green-deal-energy-company-obligation-eco-and-insulation-levels-in-great-britain-quarterly-report-to-september-2014

⁷ Sub-regional Feed-in Tariff statistics 30 January 2015: https://www.gov.uk/government/collections/feed-in-tariff-statistics

9. Heat Network Delivery Unit

Since the joint Cumbrian further report in March 2013, an application has been submitted to the Heat Network Delivery Unit for funding and guidance to explore heat network opportunities in Eden. The application has been successful and should fund area heat mapping, masterplanning and feasibility studies for potential heat networks across four project areas. If heat networks were developed they would benefit domestic energy users by lowering energy bills and reducing CO₂ emissions, making use of waste heat from commercial/industrial processes and generating heat from renewable fuel sources such as biomass. Heat networks are considered particularly beneficial in off-gas areas where alternative fuels are more expensive.

Steps to be taken to develop heat networks	Timescale
Await outcome of HNDU application	March 2015
Carry out heat mapping, energy masterplanning and feasibility studies	Complete studies by December 2015
Implement viable heat network projects	2016 onwards

10. Private Rented Sector

The Private Rented Sector Energy Efficiency Regulations will set the minimum energy efficiency standard at E Energy Performance Certificate (EPC) rating for all categories of domestic private rented property. A tenant will be able to request consent to energy efficiency measures from their landlord from 1 April 2016 and private sector landlords, from 2018, will be required to carry out improvements to achieve at least an E rating, provided this can be achieved at no upfront cost to the landlord. This essentially means that the measures must be funded through the Green Deal or other funding initiative.

Steps to increase energy ratings in private rented sector dwellings	Timescale
Provide energy efficiency grants (up to £1000) for landlords who have become accredited through the Cumbria Landlord Accreditation Scheme	Ongoing
Provide information to tenants on how to apply for energy efficiency measures	From 1 April 2016
Promote ECO to landlords as part of the local ECO project and through the Cumbria Landlords Accreditation Scheme	From start of ECO project until March 2017 when current ECO scheme is due to end

11. Social Housing

According to the Private Sector House Condition Survey 2012, there were 2,330 dwellings identified as social housing and managed by Registered Providers and representing 9.1% of the housing stock.

Many energy efficiency improvements have already been achieved by Registered providers but where further improvements are still possible every effort will be made to include social housing in ECO and other schemes.

Eden Housing Association have already engaged with the Council in the heat network application submitted to the Heat Network Delivery Unit in November 2014. Now that funding has been granted by HNDU, it may be possible to identify district heating solutions that will reduce fuel poverty in off-gas social housing.

Steps to increase energy ratings in social housing	Timescale
Development of district heating schemes, if feasible	2015 onwards
Build on any opportunities for social housing providers to engage with the Council's ECO partner to deliver energy efficiency measures	From Spring 2015 - March 2017
Promote Affordable Warmth advice service hosted by Eden Housing Association	Ongoing

12. Eden Local Plan 2014-2032

The draft Eden Local Plan sets out objectives that will impact positively on new build and development works.

Local Plan Objectives	Timescale
Achieve high standards of energy efficiency, which will increase standards above those in Part L of Building Regulations, unless it is unviable to do so.	Ongoing
New housing build from 2016 and commercial buildings from 2019 will be expected to meet the zero carbon standard. This will include a provision for onsite renewable energy sources, unless it can be demonstrated that this is unfeasible.	From 2016
Consider the incorporation of monitoring systems which will encourage home and business owners/tenants to reduce their carbon footprint.	Ongoing
Significant developments, including urban extensions and strategic commercial enterprises should investigate the application of district heating, including combined cooling/heat and power in new developments.	Ongoing

Appendix 1

Heading	Action	Timing
Background	Cumbria has six districts that have a reporting responsibly under HECA.	Policy
	It is intend that these districts will report collectively.	2012-2015
	• Any such reporting will cover only those activities over which they either have a direct control over the outcomes, or to those which they can influence through policy.	
	Carbon Saving and Fuel Poverty are identified as a high priority by all the districts and the County Council.	
	• The responsibility for the collection and dissemination of HECA interventions will be placed with the Housing Quality Group, who are a sub-group of the Cumbria Housing Officers Group (CHOG), reporting to the Cumbria Housing Executive Group (CHEG).	
	The remit of these groups covers all housing tenures across Cumbria and has active participation from leading social housing providers, and other stakeholders who make important contributions to the delivery of warmer, safer, and more affordable homes across Cumbria.	
Cumbria	Cumbria's main concern in relation to energy efficiency is its impact on:	Current
Priorities	Fuel Poor Homes	
	Rural Fuel Poverty	
	Effects on Health and Wellbeing, including Mental Health	
	Social Exclusion	
	In order to establish a baseline for future comparison, each district will use the current ECP data from Landmark, to establish a baseline in relation to the current average SAP for their area by lower super output area, this data will be updated on a bi annual basis to demonstrate improvements.	

Heading	Action	Timing
	Each of the districts did apply for the small data packs which when modified should provide this kind of detail for each LSOA area.	
	A B C D E F G H I L K L M N D P D R S	
	1 E0101907 Allerdale E0200397 Allerdale 16UBGM Allerdale 312499 329463 312440 529977 E0101907 165 3621 11601 58.3091 70.3091 2 E0101907 Allerdale E0200397 Allerdale 16UBGM Allerdale 312499 529463 312935 530780 E0101907 154 9438 11276 61.2857 73.2338 3 E0101907 Allerdale 16UBGM Allerdale 312895 530780 E0101907 154 9438 11276 61.2857 73.2338 3 E0101905 Allerdale 16UBGM Allerdale 312825 530742 312711 530532 E0101901 289 16892 20333 58.4498 70.3564 4 E0101905 Allerdale E0200395 Allerdale 16UBGN Allerdale 317395 542147 316570 542145 50101902 289 20099 23628 61.2774 72.0366 5 E0101905 Allerdale E0200395 Allerdale 16UBGN Allerdale 3136	
	The next reporting deadline is 1 March 2015, so in order to compare any area improvements the most recent small data sets should be requested from Landmark.	
	Bulk data requests should be made through the Landmark Data Team: - epcdata@landmark.co.uk See attached information:	
	Accessing Bulk Data	
	Bulk Data Letter	
	Bulk Data Declaration Form	
	Base line and new data sets then need to be compared to see what overall improvements can be demonstrated.	
Measure that	Energy Company Obligation	May 2013
will result in energy efficient improvements	There will be a proactive Cumbria wide program that will identify and deliver measures through direct interventions into homes across the county.	
to residential accommodation	Each district will identify areas of priority and an Area/Community Based Approach will be used to promote installed measures and more within these communities.	
	Particular attention will be given to the promotion and take up of the Home Heating Cost Reduction Obligation (HHCRo) through a proactive referral network across Cumbria.	
	We will seek to work with local community groups, and trusted partners such as CAB, Age UK, and HIA's, and target areas will also benefited from other social interventions such as, advice on Behavioural Change and Financial Inclusion projects such as the Energy Best Deal.	

Heading	Action	Timing
ECO Outcomes	You are all well aware of the outcomes around the efforts to use ECO to achieve the original priorities set out above.	
	Through HCEA there exists an opportunity to express the disappointing performance of ECO to date, and moreover the reasonable indicators are following the government changes to ECO in the Autumn Statement December 2013, have made the possibility of accessing ECO funding in the future even more difficult, as such ECO is no longer fit for purpose in Cumbria.	
	Despite ECO levies of over 8M pounds being taken from resident's energy accounts, very little of this funding has found its way back into Cumbria. Government through DECC does publish the figures around the performance of ECO, and this can be found at:	
	https://www.gov.uk/government/publications/green-deal-energy-company-obligation-eco-and-insulation- levels-in-great-britain-quarterly-report-to-march-2014	
	These should be quarterly reports, but as you can see the latest is March 2014, so if you intend to report on progress using this data then you will need to download the most up to date report available in March 2015.	
	Table 1.11a Provisional number of ECO measures by ECO obligation by administrative area, up to31 March 2014	
	This table gives you the numbers of measures installed under:	
	Carbon Saving Target (CSO)	
	Carbon Savings Community (CSCO)	
	Affordable Warmth (HHCRO)	
	Total Measures	
	Which for Cumbria is reported as 5,942	
	This number is then broken down by each district.	
	It does not however tell you what measures have been installed but in the main:	
	CSO will be external wall insulation	
	CSCO will be loft and cavity wall, and external wall insulation	
	HHCRO will be replacement gas boilers	

Heading	Action	Timing
	It also does not give an indication of the value of the measures so it is difficult to assess how much of Cumbria's ECO levies have been returned into the county.	
	Districts may wish to report on these numbers as positive outcomes from ECO, but it appears to defeat the whole HCA process if all it is doing is reporting back data to DECC that DECC has provided?	
	Green Deal	September
	Cumbria is working with National Energy Action on a DECC funded project that seeks to inform local Councils on the best delivery approach called 'A Green Deal Fit for Cumbria', further funding to help promote this project has been awarded through Cumbria County Council.	2013
	A program for delivery is to be agreed that will, through the local government political processes, allow members to select which method of delivery is best suited to their areas, as described in the LA Green Deal guidance documents, that being:	
	Green Deal Provider	
	Green Deal Partner	
	Green Deal Promoter	
	In the meantime the market will lead in relation to the take up of Green Deal by early adopters.	
Green Deal Outcomes	The report 'A Green Deal Fit for Cumbria' advised that it was not in the interest of the districts to become Green Deal Providers, but that they could and should engage in the promotion and support of Green Deal through the work they were committed to taking forward with the Energy Company Obligation, as such the companies who took part in the procurement process were all able to provide households with Green Deal offerings, including Green Deal assessments.	
	This opportunity was not developed due to the withdrawal of the ECO delivery plan, although the Green Deal offer continued to be promoted to the public who made enquires thorough the Cumbria Warm Homes website.	
	Again although there has been no direct involvement in Green Deal by the districts DECC report the following activity in Cumbria:	

Heading	Action	Timing
	Table 1.6a Number of Green Deal Assessments lodged by administrative area, up to 31 March 2014	
	Total number of Green Deal Assessments in Cumbria 633	
	This number is then divided by each district.	
	It does not inform as to the number or type of measures that may have been installed following the assessments, or the take up of Green Deal Plans generated by these assessments!	
Green Deal Cash Back	Table 1.10a Number of Cashback vouchers paid by administrative area, up to 31 March 2014	
	It does however inform as to the numbers of household who had Green Deal cash back measures installed.	
	The total for Cumbria is 51 , with this total again broken down by district.	
Green Deal Home Improvement Fund	DECC is not as yet reporting on allocation of this 120M pound allocation, and a request for details the allocation in Cumbria, has confirmed that as yet no details are available.	
	Social Housing	On Going
	Residential Providers within Cumbria are already seeking agreement with energy companies to deliver the Energy Company Obligation direct to their tenants, as part of their ongoing commitment to the future improvements to their dwelling stock. This allows both the Provider and the Energy Company to engage in longer term financial and maintenance planning.	
	Providers will also be requested to provide details of other energy efficiency measures improvements such as:	
	Alternative Heating Provision (RHI)	
	Replacement Windows	
	Replacement Boilers	
RSL Reporting	Districts may wish to consider contacting the Social Housing Providers in their area, and requesting details of any insulation of heating improvements that have been undertaken during the period?	
	Alternatively, they could request an update on the EPC SAP ratings of their stock during the period?	

Heading	Action	Timing
	Competent Persons Schemes	On-Going
	Each district will record the number of measures installed under these schemes, through their building control records:	
	Replacement Boilers	
	New Heating Systems	
	Replacement Glazing and Doors	
	External Rendering	
	• RHI	
Building Control	Each building control department should be able to provide a report on the installation of measures under this scheme, much of this work would not require an EPC, replacement boilers for example, and it may be possible to estimate the effect such work would have on improving the overall SAP rating of the property.	
Targeted Delivery Appendix A	The Cumbria districts are working with the Energy Savings Trust and ECO Providers on initiatives that will identify the areas across Cumbria that offer up the highest potential of Carbon Saving Returns, or high concentrations of Fuel Poor households.	
	This work is essential as in order to ensure that these target areas will provide the best carbon yield, offer up opportunities for regeneration, and help to reduce Fuel Poverty.	June-July 2013
	Once identified these areas will be added to the report, under this Appendix A .	
Targeted Outcomes	The intention was to fill in the appendix sheets with the ECO providers as the areas were identified, providing numbers of dwellings, numbers and types of measures, and eventually reporting the outcomes.	
	Of course, ECO has not been delivered so the Appendix A target areas remain unfulfilled.	
Sign Off	This report has been agreed with each of the six districts, approval is through the district Chief Executive Officers, with reporting to the office of the relevant portfolio elected members.	March 2013