

**LONDON BOROUGH OF BROMLEY
ENVIRONMENT & COMMUNITY SERVICES**

**HOME ENERGY CONSERVATION ACT 1995
2013-15 PROGRESS REPORT**

31 MARCH 2015



Introduction

The Secretary of State issued [Guidance to English Energy Conservation Authorities Issued Pursuant to the Home Energy Conservation Act 1995](#) in July 2012 (rev. March 2013) requiring a HECA 'further report' in March 2013 and subsequent biennial "progress reports" from March 2015 (to 2027).

As a result, it is now a statutory requirement that local authorities should submit such biennial reports, to the Secretary of State for the Department of Energy and Climate Change, by electronic link and also publish the reports on their public websites.

LB Bromley produced its '[Further Report](#)' in March 2013, identifying those energy conservation measures it considered practicable, cost-effective and likely to result in significant improvement in the energy efficiency of residential accommodation in Bromley borough.

This 2015 report details progress against the measures set out in that initial 2013 report.

For information, the [Home Energy Conservation Act \(HECA\) 1995](#) placed a statutory duty on all English Energy Conservation authorities (in practice all local authorities, including the London boroughs) to produce energy conservation plans for improving the energy performance of the area's residential stock, (privately and socially owned), by up to 30%, (or other figure agreed with relevant Government department) within a specified period, and required annual reports to be provided on progress towards implementation of local targets. LB Bromley exceeded its agreed targets under HECA 1995, as did many other authorities, but subsequently the statutory requirement for authorities to designate a Home Energy Conservation Officer and produce annual reports was revoked. However the Act, itself, remained in force and the provision for the Secretary of State to issue further guidance and require reports remained.

This continuing role for HECA relates to identifying and publicising local action being taken in support of government domestic energy efficiency policy such as the [Green Deal](#) and, more generally, contributing to meeting the national CO₂ reduction targets set out in the [Climate Change Act 2008](#) and the [Carbon Plan](#). The Government has also suggested that such reporting could help to identify where local authorities might require further support.

Energy efficiency activity should also be seen in the context of the cost of energy especially in relation to the 'fuel poor' – those people who spend a disproportionate amount of their income on heating their homes. Following the 2012 [Hills Review of Fuel Poverty](#), the Government issued a new Strategy in March 2015: [Cutting the cost of keeping warm: a fuel poverty strategy for England](#). This Strategy sets a 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 has 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

It should be noted that the Council can seek to influence the uptake of energy efficiency measures in owner-occupied housing (the main tenure type in Bromley) but this is seriously constrained by the availability of resources and there is no dedicated capacity identified to undertake such activity. In addition, the Council does not directly manage social housing provision and has not done so for over 20 years. This makes it difficult to require improvements, except where there are specific statutory requirements (say, in respect of bad landlord practice). The Council does, however, work in partnership with Registered Social Landlords (RSL) in the area – which take the primary lead in these matters for all practical purposes for their stock.

LB BROMLEY BACKGROUND (PAST DATA & PROGRAMMES)

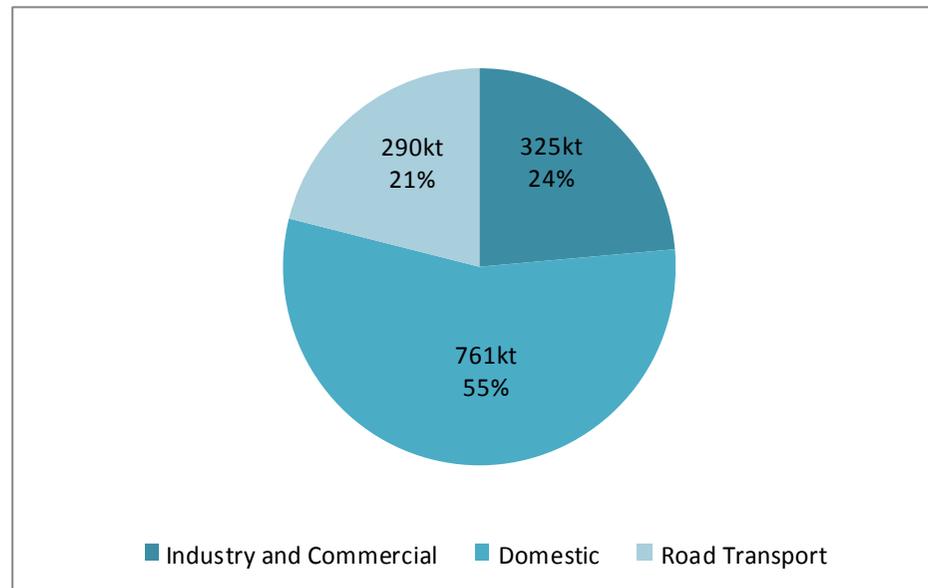
Carbon dioxide emissions within the scope of influence of local authorities

In August 2014, DECC [released national data](#) for 2012 of CO₂ by emissions local authority. This data set is referred to as: “Carbon dioxide emissions within the scope of influence of Local Authorities” and forms part of a broader data set ([Local and regional CO₂ emissions estimates for 2005-2012](#)).

In 2012, it was calculated that emissions in Bromley were 1.38Mt CO₂ comprising: domestic emissions at 761kt (55%); road transport emissions at 290kt (21%); and commercial emissions at 325kt (24%).

2012 data

Total CO₂ Emissions by Sector: 2012



Domestic CO₂ emissions – which reflect both the amount of energy used and the energy efficiency of dwellings – are 2.4t CO₂ per capita in Bromley, which is above the London (1.9t CO₂ per capita) and National (2.2t CO₂ per capita) averages. This relates to the ‘hard-to-treat’ nature of the housing stock and, perhaps, also to the relative affluence of the population.

However, in absolute terms, emissions associated with domestic energy consumption have fallen in Bromley (and nationally) since baseline data has been collated (2005).

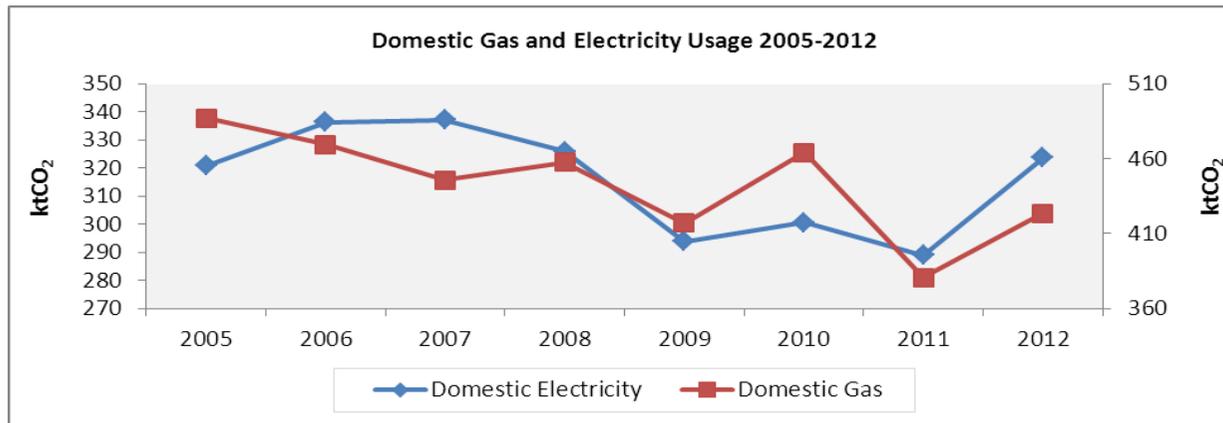
2012 Domestic Emissions Comparison (kt CO₂)

	2005 (Baseline)	2011	2012	% Change since Baseline	% Change since 2011
Bromley	383	310	325	-15%	5%
Great London	20,192	17,574	19,456	-4%	11%
National Total	189,773	150,620	160,000	-16%	6%

Domestic Emissions by Fuel type in Bromley: 2005-2012 (kt CO₂)

	Domestic Electricity	Domestic Gas	Domestic 'Other Fuels'
2005	321	487	14
2006	336	469	14
2007	337	446	13
2008	326	458	14
2009	294	417	14
2010	301	464	15
2011	289	381	14
2012	324	424	14

Domestic Gas and Electricity Consumption in Bromley (2005 – 2012)



Many factors underlie domestic energy consumption in Bromley, including having:

- a significant elderly population, who need to keep warm and are typically at home more than those of working age and therefore use more energy
- relatively affluent households, which can afford to spend more on energy
- a limited supply of new housing, meaning that the borough has relatively few newly built energy efficient houses
- a high proportion of owner-occupied properties, which can be less energy efficient than RSL stock
- around half its housing being detached or semi-detached, which leads to wasted energy through solid walls, high ceilings and large windows
- slightly lower temperatures than inner London, meaning comparatively more energy is used for heating

LB BROMLEY: PAST ACTIVITY (2001 – 2013)

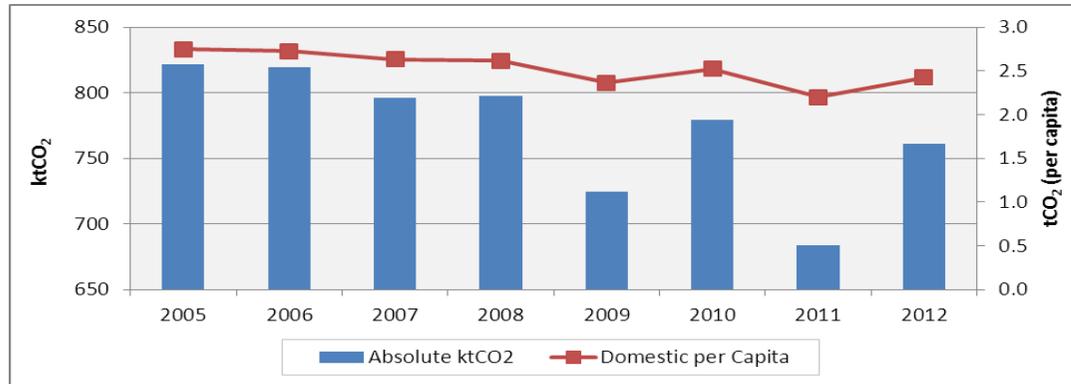
HECA Action Bid	<ul style="list-style-type: none"> Successful bid with neighbouring councils and CEN to run a scheme for improved insulation and heating installations, including 'Warm & Wise' 	2001 - 2009
Solar For London	<ul style="list-style-type: none"> A leading council encouraging residents to consider and install PV and Solar Thermal installations (in partnership with SEA - now Carbon Descent) 	2002 - 2007
EST Key Account Programme	<ul style="list-style-type: none"> The Council Worked with Energy Saving Trust (as part of its Key Account Programme) during 2007 to review energy management in the borough and identify opportunities for improvement 	2007
Coldbusters scheme	<ul style="list-style-type: none"> In conjunction with all SE London boroughs, continued a programme of funding for those in receipt of means-tested benefits or having low incomes for insulation measures and improved heating installations (in partnership with CEN/Climate Energy) 	2004 - 2011
LPSA /Local Area Agreement (LAA)	<ul style="list-style-type: none"> Two successful bids for initial pump-priming and subsequent LPSA reward monies for exceeding stretch targets for improved energy efficiency of housing stock, and cavity and loft insulation. 	2002 - 2005 2007 - 2010
Chatterton Village Low Carbon Zone	<ul style="list-style-type: none"> Application (unsuccessful) to GLA for Chatterton Village Low Carbon Zone (subsequently rebranded RE:NEW) 	2009
Low Carbon Community Challenge	<ul style="list-style-type: none"> Application (unsuccessful) to DECC for bid for Low Carbon Community status 	2010
CESP	<ul style="list-style-type: none"> There are no CESP areas within LB Bromley as no areas met the specific requirements in relation to deprivation for this funding stream 	2009 - 2012
EEC/CERT	<ul style="list-style-type: none"> A great deal of CERT activity has taken place. LB Bromley regularly reported the highest number of CERT installations, following activity across the borough with London Warmzone 	2002 - 2008 2009 - 2012
HEES/Warm Front	<ul style="list-style-type: none"> Both EAGA and subsequently Carillion have continued to install measures under Government-funded HEES / Warm Front Schemes 	1996 - 2013
RE:NEW1	<ul style="list-style-type: none"> 1,600+ visits/assessments and installations under the GLA's RE:NEW Programme 2011/12 	2011 - 2012
RE:NEW2	<ul style="list-style-type: none"> Further visits and installation of measures under the GLA's RE:NEW2 Programme 2012/13, incorporating DECC Affordable Warmth funding 	2012 - 2013
Affordable Warmth	<ul style="list-style-type: none"> See above 	January 2013 - March 2013
CERT	<ul style="list-style-type: none"> No final data on CERT outcomes through energy provider schemes, but significant borough activity 	Finished December 2012
'Health Pot' (Grants for Temporary Heating)	<ul style="list-style-type: none"> Department of Health, (DoH), Warmer Homes - Healthier People monies to assist vulnerable persons with emergency measures etc during the winter months to prevent winter deaths: successful bids for funding in 2011 and 2012 	2011 - 2012 2012 - 2013

i) LOCAL ENERGY EFFICIENCY AMBITIONS AND PRIORITIES

Current position and future ambitions / priorities

LB Bromley's 2012 domestic energy emissions and fuel poverty performance

- 2.4t CO₂/capita, a fall in absolute terms of 11% since 2005 (but an increase compared with 2011)



- In 2012, DECC's [Fuel Poverty Statistics 2012](#) (using the 10% rule) show that 8.2% of Bromley households were in fuel poverty. This is a reduction compared with the 11% figure for 2010.

LA Name	Region	Est. number of households	Est. No. of Fuel Poor Households	Proportion of households fuel poor (%)
Bromley	London	124,708	10,175	8.2

Data provided by the Public Health Observatory (2012), indicates that there are approximately 208 excess winter deaths annually in Bromley which is “significantly worse than the England average”. This may be partly attributable to the borough’s age profile but may also be related to the clear links between fuel poverty and health deprivation, as set out in the [Hills Fuel Poverty Review](#).

The Council has no substantive housing stock and its ambitions are restricted by having no dedicated resource with which to carry out any significant further work to improve energy efficiency / reduce carbon emissions / reduce numbers in fuel poverty (and energy costs and income are outside of the Council’s direct control). However, where opportunities present themselves, the Council will work in partnership (e.g. with RSLs and other boroughs) to improve domestic energy efficiency but only as resources allow.

ii) MEASURES WE ARE TAKING TO RESULT IN SIGNIFICANT ENERGY EFFICIENCY IMPROVEMENTS OF OUR RESIDENTIAL ACCOMMODATION

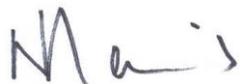
<p>Green Deal and ECO</p>	<p>The Council's 2013 'Further Report', indicated that we had participated in preliminary discussions with the GLA, other London Boroughs and DECC concerning how the Green Deal and ECO should be marketed and promoted within London. At the time, there was considerable uncertainty as to the viability / attractiveness of the proposed schemes and it was not clear how they would operate. Because of this, LB Bromley felt it could not commit to relying on such schemes to improve residential energy efficiency.</p> <p>In practice these concerns proved to be well-founded as the Green Deal (with the notable exception of the Home Improvement Fund) was slow to become established, which necessitated numerous changes to make it more attractive, and ultimately it has proved to be rather disappointing (DECC Select Committee Report September 2015). More generally, replacing most housing energy efficiency funding streams with the Green Deal led to a decline in insulation work and associated employment, leading to the failure of a number of major insulation contractors.</p> <p>On the other hand, the Council has, over the past two years, liaised with several contractors using ECO (hard-to-treat) funding to install insulation in a number of blocks of mixed ownership/tenure flats. There are many such blocks in the borough and these had previously been identified as a priority for insulation works but the eligibility criteria associated with previous schemes often prevented such activity.</p> <p>More recently, the Council has liaised with, and where necessary provided assistance to, local social housing providers regarding better insulating their housing stock. In addition, the Council has also cooperated with neighbouring boroughs to access DECC's Green Deal Communities Fund to offer monies to Borough residents, primarily for solid wall insulation but also for other energy efficiency measures (as well as potentially allowing residents to access other funding schemes).</p> <p>The Council's housing enforcement activity has also identified properties where Landlords or their tenants may be able to access funding via the Green Deal or ECO, to allow necessary improvements to be made.</p> <p>The Council will continue to investigate opportunities for residents to access schemes/funding for improving the energy efficiency of their homes and, if it proves beneficial, consider entering into agreements with specific providers to benefit Bromley residents, provided this is within the service and budgetary constraints.</p>	<p>April 2015 - March 2017</p>
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Feed in Tariff Scheme	<p>The Council has promoted the availability of Feed in Tariffs on bromley.gov.uk but we do not own or manage any substantive housing stock and have not, therefore, directly installed any domestic PV. However, we are aware of a number of installations within the borough, and planning policy requires at least 10% of a development's energy requirements to come from on-site renewables where there is a major development comprising more than 10 dwellings or more than 1,000m² (in line with section 5.2 of the London Plan and Bromley's Draft Development Control Plan).</p>	On-going
Renewable Heat Premium / Incentive	<p>We do not own or manage any substantive housing stock and we have not, therefore, used RPP or RHI payments to fund household renewable heating systems. However, we are aware of a number of installations within the borough, and planning policy requires at least 10% of a development's energy requirements to come from on-site renewables where there is a major development comprising more than 10 dwellings or more than 1,000m² (in line with section 5.2 of the London Plan and Bromley's Draft Development Control Plan).</p>	On-going
Zero Carbon Homes	<p>Government policy is that new homes should be 'zero carbon' by 2016 and it is to set out its response to the consultation on energy efficiency requirements in Building Regulations and what will count as 'allowable solutions' (carbon off-setting towards compliance with the standard). LB Bromley will, therefore, need to ensure that its planning policy and building regulatory activity aligns with this ambition.</p>	By 2016
Energy Performance Certificates (EPC)	<p>We do not own or manage any substantive housing stock and therefore do not generally have ready access to any information about EPCs related to residential accommodation in the Borough. Until recently we have had no resource to purchase such information from Landmark.</p> <p>However as a result of cooperation and joint working with neighbouring councils and funding provided via the Green Deal Communities Fund, we have been able to acquire previously unavailable EPC data for the Borough. Whilst confidence in the usefulness or accuracy of some of the data is low, this has allowed some analysis based on some 70,000 EPC records, (approx. 50% of Borough housing stock), so is statistically useful. Analysis shows a continuing rise in RDSAP for residential stock in the Borough averaging 60.5 in 2013, (the last full year for which data was available). The report indicated that there was general evidence of sustained investment on a diverse housing stock that was already relatively efficient with the majority of the easiest opportunities for improvement already addressed.</p> <p>Some anomalies with EPC data identified have been referred to the relevant assessment organisations as well as DECC and DCLG for further investigation.</p>	On-going

	<p>Whilst further consideration has been given to enhancing the appropriate enforcement of existing EPC legislation, no further progress has been achieved in this respect. Future requirements introduced by the Energy Act in respect of letting property with EPCs lower than bands A-E are due to come into force in 2018 and may be enforced differently.</p>	
<p>Minimum Standards in the Private Rental Sector</p>	<p>The Council continues to assess residential accommodation for Excess Cold Hazards under the provisions of Housing Health and Safety Rating System (HHSRS) Part 1 Housing Act 2004 in line with all published guidance and more generally encourage Landlords to improve conditions in their properties.</p>	<p>On-going</p>
<p>Smart meters</p>	<p>The Council does not directly own or manage any substantive housing stock and is, therefore, unable to effect installation of smart meters (the roll-out of which has been much delayed).</p>	<p>On-going</p>
<p>Policy Development</p>	<p>Both the Bromley Joint Strategic Needs Assessment (which supports health and well-being in the borough) and the borough's draft Local Plan will influence the energy efficiency of residential property and hence help to reduce fuel poverty and carbon emissions.</p> <p>There is an increasing amount of cooperation and joint working between Public Health and Housing staff in Public Protection particularly in respect of work that might help to reduce the level of excess winter deaths as this is one of the key priorities identified for the Borough and highlighted in the Public Health Observatory Borough profile.</p>	<p>On-going</p>

iii) MEASURES WE PROPOSE TO COST EFFECTIVELY DELIVER ENERGY EFFICIENCY IMPROVEMENTS IN RESIDENTIAL ACCOMMODATION BY USING AREA BASED/STREET BY STREET ROLL OUT		
	<p>The Council has no dedicated resource (with which to carry out such works and there is no statutory requirement so to do.</p> <p>We will, however, continue to investigate all appropriate opportunities for improvement to housing stock in the borough and work with neighbouring councils and partner organisations (e.g. RSLs) in respect of these initiatives as appropriate.</p>	On-going
iv) TIME FRAME FOR DELIVERY AND NATIONAL AND LOCAL PARTNERS		
	<p>The Council continues to work with the GLA and other London Boroughs, particularly with Sub-Regional partners, as well as landlords and social housing providers within the borough.</p> <p>The Council has previously partnered with a number of organisations and agencies: however, there are no formal partnerships currently in place.</p> <p>The Council will review the above information and submit a subsequent report by the end of March 2017</p>	March 2017

Signed:



Nigel Davies
Executive Director, Environment & Community Services
London Borough of Bromley

27 March 2015