



Report on the progress of the HOME ENERGY CONSERVATION ACT (HECA) 1995 in the Bradford District

May 2019

City of Bradford Metropolitan District Council

Domestic carbon figures for the Bradford District

The latest available figures show that the total domestic carbon emissions in the Bradford District in 2016 were 877.7 kt CO₂ (source: <https://www.gov.uk/government/collections/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics>). Bradford Council has set a target of reducing carbon emissions in the housing sector throughout the Bradford District by 20% on 2010 levels by 2020.

Bradford Council is in the process of developing a wide reaching district energy strategy that will align with the West Yorkshire Combined Authority Energy Strategy and Delivery Plan (ESDP) for the Leeds City Region. This wide ranging energy reduction plan will cover all aspects of carbon emissions from the district, including those from domestic and non-domestic properties. The strategy will enhance and compliment the Bradford Council Local Plan Core Strategy.

Fuel Poverty in the Bradford District

Fuel poverty continues to be a significant issue in the Bradford District. The latest figures available from the Department for Business, Energy & Industrial Strategy show that 29,095 households in the District were considered to be in fuel poverty in 2016, which at 14.3% is significantly higher than the 12.1% figure for the Yorkshire & Humber region and the 11.1% national average for England. Bradford has a relatively high level of fuel poverty due to the high level of deprivation in parts of the District, low household incomes and the poor quality of the dwelling stock.

Bradford Council is part of the Leeds City Region (LCR) Better Homes partnership, set up by the West Yorkshire Combined Authority in April 2015, consisting of 10 LCR local authorities, the WYCA and a private sector partner, Engie. This partnership delivers the Better Home Yorkshire (BHY) programme, which exclusively offers Local Authority backed domestic energy efficiency measures to private sector households throughout the LCR. The Council is also working in partnership with Leeds City Council and Robin Hood Energy to promote White Rose Energy, a not for profit energy services company providing fair energy tariffs to all residents in the district, with the aim of helping all local residents but also to address fuel poverty and promote affordable warmth in the district, including those on pre-payment meters by enabling them to switch to a fairer pre-payment tariff or credit meter.

Work to deliver domestic energy efficiency retro fit programmes to homes within the Bradford District has been significantly affected in the past few years by changes to national policy and the resulting reduction of funding available from the Energy Company Obligation (ECO) scheme. However, Bradford Council has been successful in obtaining additional funding since April 2017 to deliver various initiatives to provide domestic home energy efficiency measures to private sector households. These have included two major projects:

- **Bradford Healthy Heat Programme** – providing heating measures (boiler repairs or replacements to a new heating system) to private sector households containing a person with a chronic cold related condition referred by a suitable health professional
- **Warm Homes Fund Scheme** – funding from the Warm Homes Fund obtained to provide a total of 36 households at risk of fuel poverty with first time gas central heating systems

Bradford has a good record of taking advantage of available funding to improve the energy efficiency of properties in the district, and working with Better Homes Yorkshire attempts to maximise work funded by the Energy Company Obligation (ECO) programme. Bradford also benefited from the various schemes that operated previously to the ECO programme that used funding from energy companies to deliver domestic energy efficiency measures, such as the Carbon Emissions Reduction Target (CERT) scheme that ran between April 2008 and December 2012 and delivered 54,300 'standard' loft and blown fibre cavity wall insulation measures to 45,278 homes in the Bradford District. This included the Council backed Bradford Community Warmth Programme that operated from September 2008 to January 2011, delivering 20,552 'standard' loft and cavity wall insulation measures and was shortlisted for the prestigious and internationally recognised Ashden Awards for Sustainable Energy in 2010.

The result of all of this work delivered by the above schemes has resulted in the majority of the 'traditional' build dwellings in the district having already benefitted from the most cost effective 'standard' insulation measures and that the main issue in the Bradford District is now insulating the remaining 'hard to treat' stock in the district, such as the Victorian stone built terraces that are common in the district and post war system built former social housing units. This issue is intensified as the areas with the highest levels of fuel poverty are concentrated in the inner-city and former social housing estates where these types of dwelling stock are prevalent.

Energy Company Obligation – 'Flexible Eligibility'

The new Energy Company Obligation Regulations (ECO3) has allowed local authorities to set their own criteria for eligibility for funding for domestic energy efficiency measures. Energy companies can spend up to a maximum of 25% of their full obligation within this local authority defined criteria. This funding is aimed at supporting those within a local authority area who are most likely to be at risk of fuel poverty. Local authorities wishing to take advantage of Flexible Eligibility Energy Company Obligation funding must publish a 'Statement of Intent' document on their external website, detailing their approach and the eligibility criteria to be used for the local flexible eligibility policy.

The Leeds City Region (LCR) has adopted a city region wide approach to implementing the forthcoming Flexible Eligibility policy initiative within the Energy Company Obligation (ECO) regulations, through the Better Homes Yorkshire programme. The City of Bradford Metropolitan District Council Statement of Intent fits within this regional framework. It is intended that the focus will be on funding on those most vulnerable and use available funding to increase the uptake of energy efficiency improvements to support the following Council policies:

- Bradford Council Plan 2016-2020 (the relevant priorities are 'Decent homes that people can afford to live in' and 'Better health, better lives')
- Fuel Poverty: A Framework for Action for the Bradford District

This initiative is welcomed as a step towards increased local control over tackling fuel poverty and improving domestic energy efficiency. Eligibility criteria are to be as streamlined and simple as possible with the following principles underpinning the initiative:

- Focus on attracting ECO funding to support Local Growth Fund and other Bradford Council funded schemes
- Working with energy suppliers at an early stage
- Talking to local Members and other partners from the outset
- Eligibility via two routes: (1) Geographical areas based on deprived communities; and (2) Eligibility for funding due to individual circumstances (based on criteria developed and refined already for the Central Heating Fund programme)

This approach has been taken to maximise the potential for funding from the national Energy Company Obligation scheme.

All private tenure households in the district may qualify for funding through the ECO Flexible Eligibility if the qualification criteria are met. The full Bradford Council Statement of Intent, including the qualification criteria for the Bradford District, is published on the Council's website (<https://www.bradford.gov.uk/environment/climate-change/heca-report/>).

However, it should be noted that fitting the criteria within the Statement of Intent does not guarantee that any individual household will benefit from energy saving improvements. This is because the final decision on funding will rest with the obligated energy suppliers and will depend on: the survey carried out and installation costs calculated; the energy savings that can be achieved for a property and; whether suppliers have achieved their targets or require further measures to meet their ECO targets.

The Better Homes Yorkshire programme is the only Council backed energy efficiency and heating offer within the Leeds City Region. All measures receiving ECO subsidy through Flexible Eligibility must be delivered through the Better Homes Yorkshire programme.

HECA REPORTING 2019

Headline and Overview

1. *Does your Local Authority have a current strategy on carbon reduction and / or energy efficiency for domestic or non-domestic properties?*

No

2. *If no, are you planning to develop one?*

Yes

3. *What scheme(s) has your local authority implemented (or is planning to implement) in support of energy saving/carbon reduction in residential accommodation (such as owner-occupied, privately rented and social housing) since 2017?*

Better Homes Yorkshire – is a regional programme with a preferred main contractor (Engie Regeneration) working in partnership with ten local authorities across Yorkshire to improve domestic energy efficiency and help homeowners and private landlords reduce their fuel bills and live in warmer, healthier homes. Better Homes Yorkshire (BHY) is a long-term programme intended to operate for eight years, commencing in March 2015.

Bradford Healthy Heat Programme – providing heating measures (from boiler repairs or replacements to a new heating system) to private residents with a chronic cold related condition, referred by a suitably qualified health professional. Delivered by the BHY framework (September 2017 to April / May 2019).

Bradford Warm Homes Programme – a regional initiative installing a first time full central heating system and efficient boiler in the homes of households vulnerable to fuel poverty without central heating; utilising funding from the Warm Homes Fund. Delivered by the BHY framework (July 2017 to May 2019).

Better Homes Bradford Standard Insulation scheme – part of the BHY programme using a local sub-contractor offering free standard loft and cavity wall insulation to qualifying households living in suitable properties throughout the district; utilising funding from the Energy Company Obligation scheme (March 2019 onwards).

4. *What has been, or will be, the cost(s) of the scheme(s), such as the value of grants and other support made available, plus any other costs incurred (such as administration) as desired?*

The Bradford Healthy Heat Programme has provided heating measures to 41 households with another 5 in progress. The total value of the scheme to date is £135,703: comprised of Bradford Council capital funding of £70,647 and a £65,056 contribution from the Npower Health Through Warmth Crisis Fund. These amounts include an admin fee of £2,955 to the West Yorkshire Combined Authority (WYCA).

The Bradford Warm Homes Programme has provided first time central heating measures to 30 households with another 6 in progress. The total value of the scheme to date is £147,861:

comprised of £96,400 from the Warm Homes Fund, a Bradford Council contribution of £50,000 and £1,461 funding from the national ECO scheme. These amounts include a fee of £3,104 paid to WYCA for admin expenses.

There have been an additional 67 home energy efficiency measures installed by BHY, with a total value of £491,204. This has included ECO funding of £41,487.

BHY have incurred £16,000 in costs promoting the programme and have paid an admin fee of £9,179 to WYCA.

There has been an estimated cost to Bradford Council in this two-year period of £80,000 for administering and promoting domestic energy efficiency initiatives.

5. *What businesses, charities, third sector organisations or other stakeholders do you work with to deliver the scheme?*

Better Homes Yorkshire, local health agencies, the Npower Health Through Warmth charitable foundation, Groundwork UK (Green Doctors scheme), West Yorkshire Combined Authority, Warm Homes Fund, Scarbrook Plumbing and Heating Ltd and JNR Contracting Ltd.

6. *What has been the outcome of the scheme(s) (e.g. in terms of, economic impacts such as job creation, societal impact such as alleviation of fuel poverty and / or improved health outcomes etc.)?*

BHY and its supply chain currently support 25 jobs working on the programme across the Bradford District.

Since April 2017, the work of Bradford Council in partnership with BHY has resulted in savings of domestic carbon emissions of 6,066 tonnes of lifetime carbon savings and estimated lifetime savings of £1,336,081 from households' domestic energy bills.

With the exception of a small number of 'able to pay' measures delivered by BHY, all of Bradford Council's work in this area has been targeted at households considered to be vulnerable to fuel poverty. These initiatives have resulted in alleviating the risk of fuel poverty for 126 households across the Bradford District.

The Bradford Healthy Heat Programme has helped 46 households containing a member with a long term, serious cold related health condition. In addition, the scheme has made an projected saving of £57,000 to local health services, based on NHS estimates that for every £1 spent improving the energy efficiency of a vulnerable person's home there will be a 42p saving for the NHS.

7. *What lessons have you learned from delivering the scheme?*

That there is a significant need for a crisis fund for low income households with a long term cold related health condition who have insufficient heating; there is a demand for first time central heating systems for households at risk of fuel poverty; there are difficulties in engaging with the private rented sector (both tenants and landlords); and that while the ECO scheme is targeted at those in most need, it does not fully fund measures – these

households can't afford to pay the difference and most local authorities do not have the money to provide the gap funding.

Local Communications Strategy

8. *Does your local authority provide any advisory service to consumers (and businesses) on how to save energy?*

Yes

9. *If yes to Question 8, please outline how this is undertaken.*

Bradford Council publishes advice on how to save energy and other sustainability issues on its website. In addition the authority supports the Green Doctors scheme in the district (operated by Groundwork UK), both providing referrals to the scheme and their LEAP / ECHO boiler replacement initiative and in turn, receiving referrals for the Bradford Healthy Heat Programme.

10. *How do you communicate or encourage energy saving amongst local domestic consumers?*

The Council issues regular e-bulletins known as "Stay Connected" to update subscribers on a range of issues, including energy and sustainability. These newsletters contain advice on saving energy for householders and also keep subscribers informed of special offers from Better Homes Yorkshire and White Rose Energy. There are current 6,500 subscribers to the mailing list.

Information about saving energy, fuel poverty and general sustainability issues are also published on the Bradford Council website.

Local Green Supply Chains

11. *Does your local authority promote use of energy efficient products amongst consumers (and businesses)?*

Yes

12. *If yes to Question 11, please briefly detail how this promotion work is undertaken.*

Bradford Council promotes this work primarily by promoting the offers available from Better Homes Yorkshire & White Rose Energy through use of the council website and social media (the Council's Facebook page or Twitter feed); the "Stay Connected" e-newsletter to subscribers; leaflets, posters and other promotional materials distributed at events or at local amenities (libraries, one-stop shop facilities, etc.) and to community organisations; use of free local advertising opportunities such as city centre big screens.

Paid for advertising on local JCdecaux outdoor advertising and radio campaigns on Capital FM & Pulse Radio have also occurred for White Rose Energy.

13. *What engagement (formal or informal) does your local authority have with local businesses/ supply chains involved in promoting energy efficiency products or carbon reduction?*

Bradford Council is part of a regional programme branded as Better Homes Yorkshire with an exclusive contract with a preferred main contractor (Engie Regeneration), which provides a framework that supports a supply chain spread across the region.

Domestic Private Rented Sector (PRS) Minimum Energy Efficiency Standards

14. *Is your authority aware of the PRS Minimum Energy Efficiency Standards that came into force in April 2018?*

Yes

15. *Which team within your authority is responsible for, or will be responsible for, leading on enforcement of the PRS minimum standard (MEES)?*

Bradford Council Housing Standards Team – 8th Floor, Margaret McMillan Tower, Princes Way, Bradford BD1 1NN (telephone: 01274 4520 / email: CHPEnquiries@bradford.gov.uk)

16. *What method or methods does your authority use to communicate with landlords and tenants about the standards and other related issues?*

The Council uses regular bulletins known as “Stay Connected” to update subscribers on a range of issues relating to the private rented sector. These newsletters are targeted at landlords and agents and currently have around 3,000 subscribers. There have been five Stay Connected bulletins promoting help to landlords to improve energy efficiency and referencing requirements under MEES issued in the last year.

Information about MEES is also available on the Council’s website (in the advice for landlords section) and the Council also delivered a one day training session for lettings / management agents which included information on MEES.

17. *Do you directly target landlords of EPC F and G rated properties?*

No

18. *If yes, how? If no, please explain.*

There are no initiatives in place to directly target landlords of EPC F and G rated properties if they are not identified by the work of the Housing Standards Team assessing risk to tenants using the housing health and safety rating system (HHSRS).

Financial Support for Energy Efficiency

19. *What financial programmes, if any, do you have to promote domestic and non-domestic energy efficiency or energy saving? If applicable, please outline the sums, where such funding is sourced, and where it is targeted.*

None

Fuel Poverty

20. *Does your local authority have a fuel poverty strategy?*

The latest fuel poverty strategy for the Bradford District can be found at <https://www.bradford.gov.uk/environment/climate-change/fuel-poverty/>

21. *What steps have you taken to identify residents / properties as being in fuel poverty?*

In 2015, Bradford Council commissioned the Building Research Establishment (BRE) to produce an Integrated Dwelling Level Housing Stock Modelling Report for the Bradford District, which included data and analysis on fuel poverty.

This report informs the work of Bradford Council to identify residents / properties as being in fuel poverty, along with other desktop research and statistics from other sources, including IMD indicators, EPC data, official fuel poverty statistics, etc. In addition, the council utilises local knowledge from partners, contractors and officers to inform work on fuel poverty.

22. *How does fuel poverty interlink with your local authority's overall carbon reduction strategy?*

N/A

23. *What measures or initiatives have you taken to promote fuel cost reduction for those in fuel poverty and if so what partnership with business or energy providers have you undertaken?*

Bradford Council works in partnership with Engie UK to deliver Better Homes Yorkshire, a regional programme that provides a framework of sub-contractors to deliver fuel poverty initiatives. The Council is also part of White Rose Energy; a partnership between Robin Hood Energy, Leeds City Council, Bradford Council and Calderdale Council that seeks to supply fair and competitively priced energy to households throughout the Yorkshire and Humber region with any small margins generated being reinvested into initiatives to reduce fuel poverty.

Other schemes include the Bradford Healthy Heat Programme, Bradford Warm Homes Programme and the Better Homes Bradford Standard Insulation scheme.

24. *Has your local authority published a Statement of Intent (Sol) for ECO flexibility eligibility? If yes, please include a link to your Sol below.*

Yes – link: <https://www.bradford.gov.uk/environment/climate-change/heca-report/>

25. *Please use the following space to provide any further information you feel might be of benefit to BEIS, in helping us to understand ECO Flex delivery in more detail. For example, the number of declarations signed versus the number of households helped.*

Unfortunately, difficulties in accessing significant levels of funding from the national ECO scheme in addition to a lack of available capital funding to provide match finance from other sources (such as the Warm Homes Fund) means that the Council has been unable to take full advantage of the ECO Flex delivery scheme.

As of 29 March 2019, Bradford Council has provided ECO Flex Declarations for 24 households, of which 22 have received help.

Smart Metering

26. *Please provide a brief statement outlining your current or planned approach to: Engage and support your residents (including those in vulnerable circumstances or with pre-payment metering) to promote take up of smart meters and achieve associated benefits (e.g. ability to control energy use, identify best value tariffs)? Please detail any work undertaken or planned with local / community groups, housing associations, micro businesses, Smart Energy GB under their Partnership Programme and energy suppliers.*

N/A

27. *Please provide a brief statement outlining your current or planned approach to: Integrate your approaches to delivering energy efficiency improvements in residential accommodation with the opportunities presented by the installation of smart meters, drawing upon materials from the Smart Meter Energy Efficiency Materials Project or other sources of independent information.*

N/A

28. *Please detail any: Resources / support (e.g. services, funding) available to residents who have had an appliance(s) condemned for safety reasons and cannot afford to replace it (e.g. during visual safety checks conducted during their smart meter installation or otherwise).*

N/A

29. *Please detail any: Existing relationships with energy suppliers to help ensure that the opportunities presented by vacant properties under your control are effectively utilised (i.e. gaining access to install a smart meter).*

Bradford Council works closely with White Rose Energy and where possible domestic properties can be switched when in void to White Rose Energy; however these have been minimal to date as the council does not have its own housing stock. Bradford Council is trying to build relationships with local social housing providers to encourage them to take up the opportunity to also work with White Rose Energy.

Future Schemes or Wider Initiatives

30. *Please outline any future schemes or wider initiatives not covered above that your local authority has carried out or is planning to undertake to improve the energy efficiency of residential accommodation or businesses in your area, for example, within your Local Enterprise Partnership (LEP) Energy Strategy?*

Bradford Council is currently in the early stages of investigating how providing energy efficiency measures to dwellings could potentially contribute to a scheme to improve serious air quality issues in certain defined pollution hotspots within the district by reducing background domestic carbon emissions. Should this initiative go ahead, it will help to reduce the domestic carbon emissions and improve the energy efficiency of a total of between 600 to 1,000 domestic properties.

Signed on behalf of

City of Bradford Metropolitan District Council



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Date: 6 June 2019

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