

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

April 2017

City of Bradford Metropolitan District Council

Section 1 – Local energy efficiency ambitions and priorities

Domestic carbon figures for the Bradford District

The latest available figures show that the total domestic carbon emissions in the Bradford District in 2014 were 867 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.

Energy efficiency work in the district

Bradford Council has worked with partners to deliver a total of 265 domestic energy efficiency measures in the Bradford District in the period from 01 April 2015 to 31 March 2017, saving a total of 10,974 lifetime tonnes of carbon dioxide (Mt CO₂) and generating £1,973,951 worth of investment in the local dwelling stock (please see Section 3 below for details).

Energy Company Obligation and previous national funding programmes

In the period from January 2013 to September 2016, there were a total of 51,339 domestic energy efficiency measures delivered in the Bradford District funded by the Energy Company Obligation (ECO) programme. This work in the district accounts for 2.6% of all ECO measures installed throughout Great Britain.

This work has included 5,932 measures delivered under the Carbon Emissions Reduction Obligation (CERO), 13,604 measures by the Carbon Saving Community Obligation (CSCO) and a further 31,803 measures (predominantly replacement boilers) by the Home Heating Cost Reduction Obligation (HHCRO). The level of work delivered in Bradford by the ECO programme reflects the need for energy efficiency improvements in the dwelling stock, especially the means tested HHCRO scheme targeted at some of the most deprived households.

Bradford also benefited from the schemes that operated previously to the ECO programme that used funding from energy companies to deliver domestic energy efficiency measures. These included 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 20,552 measures provided by the Council backed Bradford Community Warmth Programme that operated from September 2008 to January 2011.

Fuel Poverty

Fuel poverty continues to be a significant issue in the Bradford District. The latest figures available from the Department of Energy & Climate Change (DECC) show that 26,621 households (13.2%) in the District were considered to be in fuel poverty in 2014 (slightly down from 14.1% in 2013).

Fuel poverty in the Bradford District is higher than both the regional and national averages. 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.

The Fuel Poverty Framework for Action for the Bradford District and the related Programme of Work was adopted by the Council in September 2015. An updated work programme for the 2016 to 2018 period has been approved by the Environment and Waste Management Overview & Scrutiny Committee in October 2016.

Bradford Council has always had a proactive approach to dealing with fuel poverty in the District. This includes direct support to vulnerable households; working with private sector partners to improve the homes that residents vulnerable to fuel poverty live in (utilising external funding from central government, energy companies, Local Growth Fund, etc); working with an energy supply company to offer fairer tariffs to local residents; offering loans (and other financial assistance) to enable eligible households to afford energy efficiency improvements to their homes; and enforcing legislation to remove excess cold hazards in private rented stock.

The Council works closely with the voluntary sector to tackle fuel poverty.

Minimum Energy Efficiency Standards in the Private Rented Sector

The Council will continue to utilise the Housing Health and Safety Rating System (HHSRS) to identify and address excess cold in the private rented sector and to request evidence of compliance with Energy Performance Regulations.

In West Yorkshire it is the duty of the local Weights and Measures Authority, the West Yorkshire Trading Standards Services (WYTSS) to enforce the Energy Performance of Buildings (Certificates and Inspections) Regulations rather than the Local Authority. The Council will work with WYTSS to identify and agree the most effective approach to achieve compliance with the relevant standards.

Bradford Council is seeking to encourage private sector landlords to improve the domestic energy performance of their rental properties. The private rented sector is recognised as having the highest levels of fuel poverty. Research from the Energy Saving Trust in 2013 has shown that tenants in private rented housing have been the least likely to benefit from uptake of energy efficient, money saving upgrades to their homes provided by the ECO scheme and similar previous initiatives.

Smart Meters

Bradford Council has recently entered into partnership with White Rose Energy, a new energy services company providing a fair energy offer to residents throughout the district. As part of their work, White Rose Energy will offer smart pay-as-you-go (PAYG) alternatives as a matter of course to customers on prepayment meters. If a Customer stays out of their emergency credit facility for a continuous three month period, they will be eligible to have their meter switched to credit mode, a process that can be undertaken remotely and will come into effect immediately. If a customer chooses to take up this option, they may then be in a position to access cheaper deals. This is an innovative approach compared to the market standard, which routinely relies on credit checks and imposes substantial costs to swap out meters.

The Council would also welcome the opportunity to engage with local community groups wishing to participate in the Smart Energy GB Partnership Programme to

promote the take up of smart meters, especially to encourage the introduction of the Smart Metering Equipment Technical Specifications 2 (SMETS2) meters in the next few years.

Regional approach to tackling domestic energy efficiency and fuel poverty

Bradford Council works with the other local authorities in the Leeds City Region (Barnsley, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield and York) to take a regional approach to tackle fuel poverty and improve domestic energy efficiency.

Priority 3 of the Leeds City Region Strategic Economic Plan (Clean Energy and Environmental Resilience) sets out a long term ambition to become a resilient zero carbon energy economy underpinned by high quality infrastructure. This plan particularly emphasises the ambition to: deliver improvements that make homes across the Leeds City Region warmer and reduce fuel poverty and; develop partnership and funding models with the health sector to deliver collaborative interventions that reduce extreme cold and damp and improve health.

As part of this regional approach, the West Yorkshire Combined Authority and all ten of the Leeds City Region local authorities have contracted with Keepmoat and Fortem to deliver the Better Homes Yorkshire programme. This long-term project will provide domestic energy efficiency measures to householders, as well as secure supporting ECO funding (or funding from any successor scheme) until 2022.

Energy Company Obligation – ‘Flexible Eligibility’

The new Energy Company Obligation Regulations 2017–2018 (ECO2t) have 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 10% 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) intends to adopt a city region wide approach to implementing the forthcoming Flexible Eligibility policy initiative within the 2017/18 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:

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

Although the target is limited in ambition (10% of the overall ECO target) the initiative is welcomed as a step towards increased local control over tackling fuel poverty and improving domestic energy efficiency. The following principles underpin the

initiative. Eligibility criteria are to be as streamlined and simple as possible.

- 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, within the geographic boundary of the Leeds City Region, 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, 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.

Section 2 – Measures that take advantage of financial assistance and other benefits offered by central Government initiatives, to promote significant energy efficiency improvements of residential accommodation

The following central Government initiatives have been delivered in the Bradford District in the past two years:

Green Deal Communities Fund

The partnership of local authorities working with the WYCA Better Homes Yorkshire programme manager put in a successful joint bid to the Green Deal Communities (GDC) Fund in December 2013. This led to the delivery of two successful projects in relatively deprived areas within the Bradford District, delivering 197 External Wall Insulation measures to 'Right To Buy' private sector homes on peripheral estates. In addition, Bradford was also in a position to take advantage of underspend from other Green Deal Communities schemes throughout the country that allowed an additional 31 inner-city households in fuel poverty to benefit from energy efficiency measures (mainly 'room in the roof' insulation).

Central Heating Fund

There was also a successful joint bid to the national Central Heating Fund, which has provided gas central heating systems for 46 households in fuel poverty in Bradford that previously did not have a gas central heating system as their primary heating method. In addition, residents who benefitted from this scheme were also offered aftercare visits to demonstrate how to operate and programme the system, advice on a healthy heating temperature, choosing an energy supplier and how to save energy at home. This offer was taken up by 39 households in the Bradford District.

There are also several other on-going initiatives in the Bradford District that are not directly funded by central government initiatives. These include:

Tackling Fuel Poverty Programme

The Better Homes Yorkshire Partnership successfully bid for £5M from the Local Growth Fund (LGF) in July 2016 to deliver the Tackling Fuel Poverty Programme, which will enable delivery of domestic energy efficiency measures to fuel poor households throughout the Leeds City Region.

Phase 1 of the Tackling Fuel Poverty Programme includes funding of £1.2M for schemes to provide external wall insulation (EWI) for households in deprived parts of the Bradford District. All works will be delivered by the Better Homes Yorkshire framework with a locally based specialist contractor, Hamiltons Building Services Ltd, as the delivery agent. The initiative has a target of improving a minimum of 120 properties suitable for EWI measures.

The Tackling Fuel Poverty Programme includes:

- An 'able to pay' scheme for 60 households in Thorpe Edge to clear the waiting list generated by the previous Green Deal Communities Phase 2 scheme
- A further scheme for external wall insulation (EWI) for private sector fuel poor

households (high energy cost / low income) targeted at the Bierley estate and a further area to be identified

As of 31 March 2017, the Tackling Fuel Poverty Programme has delivered EWI measures to 60 homes in Thorpe Edge and 38 homes in Bierley (with a further 12 measures to be installed in the first quarter of 21017/18). Contractors are currently investigating the feasibility of an additional scheme to deliver a further 20 EWI measures in the Lower Grange area in the first quarter of 2017/18.

White Rose Energy

In January 2017, Executive approved Bradford Council to enter into a partnership with Leeds City Council to promote White Rose Energy, a not for profit energy services company providing fair energy prices to residential properties across the region. This will offer consistently low cost 'fair' energy tariffs alongside high levels of customer service. White Rose Energy will also enable residents on pre-payment meters to switch to one of the fairest pre-payment tariffs available on the market, with the ability to switch to a credit meter to make further savings.

Energy Repayment Loans

The Council has also been working on a regional basis to develop a new loan product called an Energy Repayment Loan (ERL) which, following approval at Executive in December 2016 is now available to eligible homeowners. The scheme will offer an interest free loan to enable them to access energy efficiency measures through national and local programmes.

Private Sector Housing

The Council's Housing service uses the statutory Housing Health and Safety Rating System (HHSRS) tool to assess homes for health and safety hazards. One of the 29 hazards assessed using the tool is excess cold. Of the 1,174 hazards identified in 2015/16, there were 121 related to excess cold. The Housing service uses a number of approaches to address such hazards in people's homes; these include enforcement powers (mainly in the private rented sector) and financial assistance such as Home Appreciation Loans and Health and Safety grant assistance for vulnerable homeowners.

District Heat

Bradford Council is currently developing plans to establish a district heat network in the city centre to reduce carbon emissions from the civic estate. The Department for Business, Energy and Industrial Strategy (BEIS) has provided technical and financial support to produce a feasibility study, detailed design work, financial modelling as well as support on legal and commercial development.

It is proposed that a district heat network will be established by late 2020 to supply to twelve public sector buildings in the city centre, as well as a further five private sector buildings. It is intended to extend the network to cover domestic and non-domestic properties wherever opportunities arise.

Section 3 – Measures that an authority has developed to implement energy efficiency improvements cost-effectively in residential accommodation by using area based / street by street roll out involving local communities and partnerships (e.g. social housing partners, voluntary organisations and town/parish councils, wider partnerships/innovation and procurement)

Bradford Council recognises the advantages of partnership working and has always sought to work closely with partners from the private as well as the public and voluntary sectors. The following are the major partnerships that Bradford Council is currently working with on the domestic energy efficiency / fuel poverty agendas.

Warm Homes Healthy People

The Bradford Council Environment & Climate Change Unit and Public Health teams work closely with local third sector partners in the Warm Homes Healthy People (WHHP) programme to deliver a 'Keeping Warm' programme, which includes direct support to vulnerable households in relation to affordable warmth and food as well as a range of other practical support needs.

Better Homes Yorkshire

Bradford Council has been working in partnership with the Leeds City Region (LCR) Better Homes partnership, set up by the West Yorkshire Combined Authority (WYCA), consisting of 10 local authorities (Barnsley, Bradford, Calderdale, Craven, Harrogate, Kirklees, Leeds, Selby, Wakefield & York), and a private sector partner, Keepmoat in partnership with Fortem. This partnership delivers the Better Homes Yorkshire programme.

Better Homes Yorkshire is a local authority backed programme across the Leeds City Region that exclusively offers council approved advice, home surveys and a range of energy efficiency, heating and renewable energy measures to all owner occupier and privately rented homes across the participating Local Authority areas and also offers householders access to funding (where eligible) through the Energy Company Obligation (ECO) scheme and other sources, such as central government funding (Green Deal Communities Fund, Central Heating Fund, etc) and the successful bid to the Local Growth Fund.

Better Homes Yorkshire have delivered a total of 214 energy efficiency measures in 210 homes in the Bradford District since 01 April 2015, with a total value of £1,540,451 saving 8,583 tonnes of carbon emissions. This will save the residents who have benefitted from these works nearly three million pounds off the cost of their home energy bills.

In addition, the lead Better Homes Yorkshire partner (Keepmoat Regeneration Limited) has improved a further 51 homes in this period under the earlier Bradford bwarm contract framework. This work was worth £433,500 and saved 2,390 tonnes of carbon emissions as well as more than £670,000 off householders' energy bills.

Domestic energy efficiency measures installed – Better Homes Yorkshire programme & Bradford bwarm scheme (April 2015 to March 2017)

Type of measure	Number of measures installed	Average lifetime cost savings per measure	Average lifetime carbon savings per measure (Mt CO2)
External wall insulation	171	£16,950	48.56
Room-in-the-Roof insulation	23	£13,021	45.56
Replacement boiler	16	£508	1.81
Gas central heating system	51	£8,636	30.81
Cavity wall insulation	1	£3,360	11.08
Underfloor insulation	1	£6,723	22.76
Double glazing (house)	1	£4,807	16.28
Energy efficient door	1	£839	2.85
	265	£13,819	41.53

Better Homes Yorkshire are always mindful of meeting the highest standards and all work is backed by an appropriate guarantee. All work to install a new boiler (or a cooker that also supplies central heating) must meet the latest building regulations and requires approval from the relevant statutory authority, due to safety issues and the need to maximise energy efficiency. Better Homes Yorkshire will only use reputable Gas Safe registered partners and routinely check against Gas Safe registries and request an up-to-date training matrix from installers to ensure that they are up to date with all training requirements.

Signed on behalf of

City of Bradford Metropolitan District Council

A handwritten signature in black ink, consisting of a stylized 'S' followed by a long horizontal stroke that extends to the right.

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Date: 27 April 2017

Position: Strategic Director Corporate Services