

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

**HOME ENERGY CONSERVATION ACT 1995
2015-17 PROGRESS REPORT**

31 MARCH 2017



Introduction

The Department for Business, Energy & Industrial Strategy (BEIS) issued updated [Guidance to English Energy Conservation Authorities Issued Pursuant to the Home Energy Conservation Act 1995](#) in January 2017 requiring all local authorities to continue to publish a 'Progress Report' in March 2017 on what is being done to improve energy efficiency in all residential accommodation in their area. To promote transparency and accountability, it is a mandatory requirement that local authorities should submit such biennial reports (until March 2027), to the Secretary of State, by electronic link and also publish the reports on their websites in a format and location that is accessible to local residents.

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 its residential accommodation. LB Bromley's [first 'Progress Report'](#) was published in March 2015 and detailed progress against the measures set out in the initial 2013 report. This 2017 report is the second biennial Progress Report.

For information, the [Home Energy Conservation Act \(HECA\) 1995](#) placed a statutory duty on local authorities to produce energy conservation plans of the area's residential stock (privately and socially owned), by up to 30%, within a specified period, and required annual reports to be provided on progress towards implementation of local targets. LB Bromley exceeded its 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the statutory requirement for authorities to designate a Home Energy Conservation Officer and produce annual reports was revoked.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 continued.

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 [Energy Company Obligation](#) (ECO), [Heat Networks Investment Project](#) (HNIP), [Renewable Heat Incentive](#) (RHI), [Energy Performance Certificates](#), [Feed-in-Tariff](#) and [Smart Meters](#). 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. The BEIS will publish the Emissions Reduction Plan in 2017, which will highlight how targets will be met for [Carbon Budgets](#) 4 and 5 and will include opportunities for local delivery.

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)

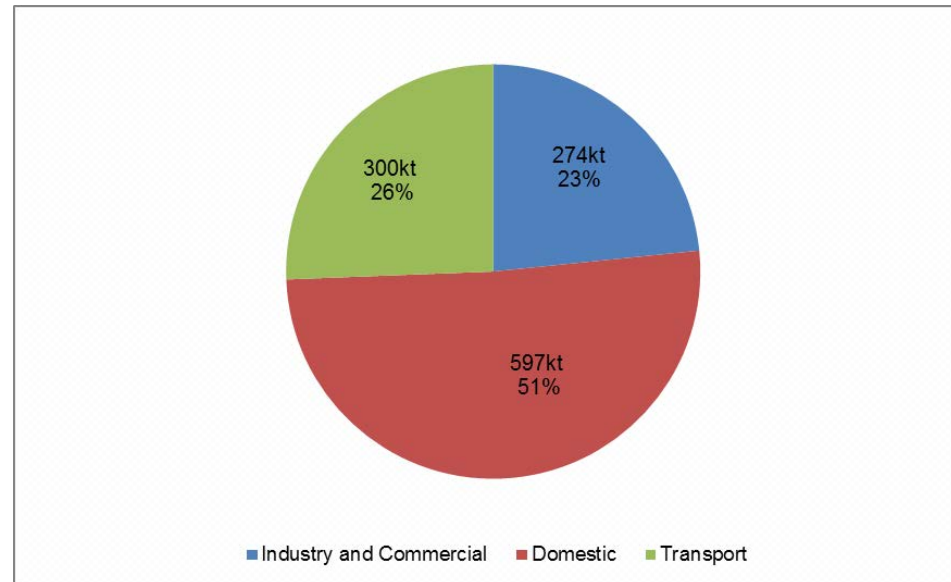
Carbon dioxide emissions within the scope of influence of local authorities

In June 2016, DECC [released national data](#) for 2014 of CO₂ by emissions local authority. This data set is referred to as: 'Carbon dioxide emissions within the scope of influence of Local Authorities.'

In 2014, it was calculated that emissions in Bromley were 1.17Mt CO₂ comprising: domestic emissions at 597kt (51%); road transport emissions at 300kt (26%); and commercial emissions at 274kt (23%).

2014 data

Total CO₂ Emissions by Sector: 2014



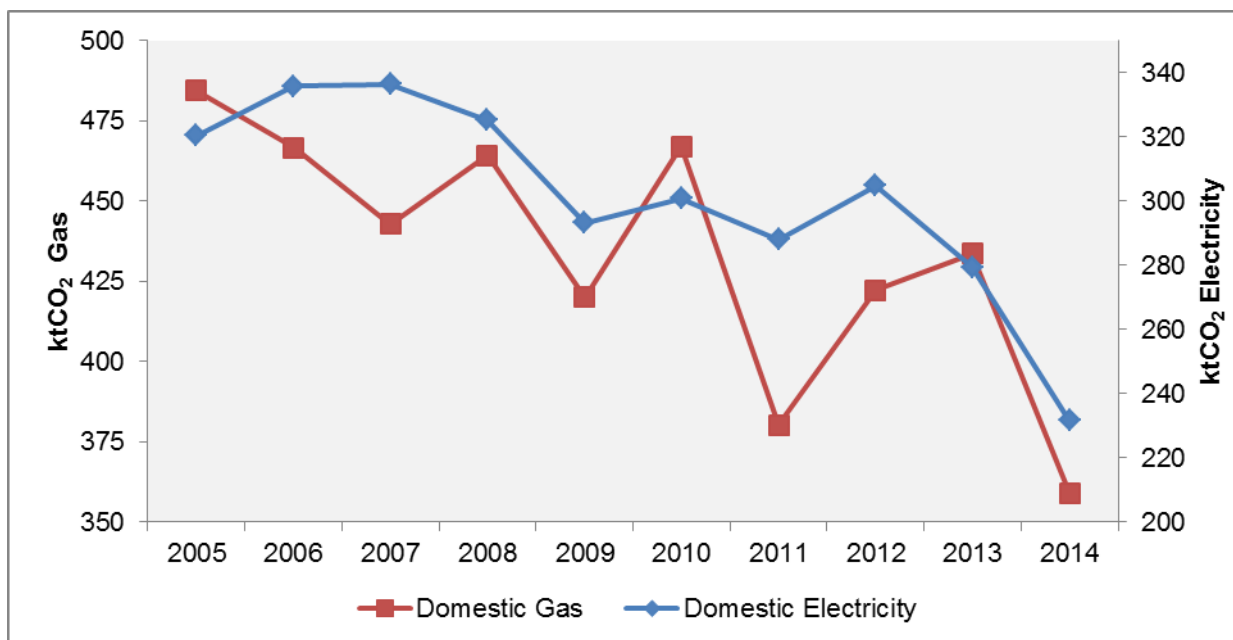
Domestic CO₂ emissions – which reflect both the amount of energy used and the energy efficiency of dwellings – are 1.9t CO₂ per capita in Bromley, which is above the London (1.5t CO₂ per capita) and National (1.7t CO₂ per capita) averages. Indeed, LB Bromley remains the third worst performing of all the London boroughs in terms of domestic emissions.

However, in absolute terms, emissions associated with domestic energy consumption have fallen in Bromley (and nationally) since baseline data has been collated (2005). In 2014, total domestic CO₂ emissions have fallen by 26% since 2005 and 17% since 2013.

2014 Domestic Emissions Comparison (kt CO₂)

	2005 (Baseline)	2013	2014	% Change since Baseline	% Change since 2013
Bromley	812	720	597	-26%	-17%
Great London	17,148	15,094	12,557	-27%	-17%
National Total	153,731	133,045	111,987	-27%	-16%

Domestic Gas and Electricity Consumption in Bromley (2005 – 2014)



There has been a steady decline in domestic electricity consumption since 2005, which may be attributable to better energy efficiency and behavioural change through HECA reported activities. Gas usage has also decreased, although it is extremely weather dependant. There are clear spikes in years where there was a particular cold and long winter resulting in more energy use and higher CO₂ emissions. Since 2005, emissions from domestic electricity use decreased by 38% and domestic gas emissions fell by 35%. Since 2013, emissions decreased by 21% for both gas and electricity.

Reducing domestic emissions is difficult due to the lack of Council resources being devoted to this area and a lack of any specific statutory requirements for property owners to attain or meet specific standards in this respect. Many other 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 (average GLA household income estimate in 2015 was £55k)
- a limited supply of new housing, meaning that the borough has relatively few newly built energy efficient houses (although this has increased since 2003 and the Zero Carbon Home standard will apply to major applications)
- approximately 70% of properties being owner-occupied, which tend to 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 – 2015)

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

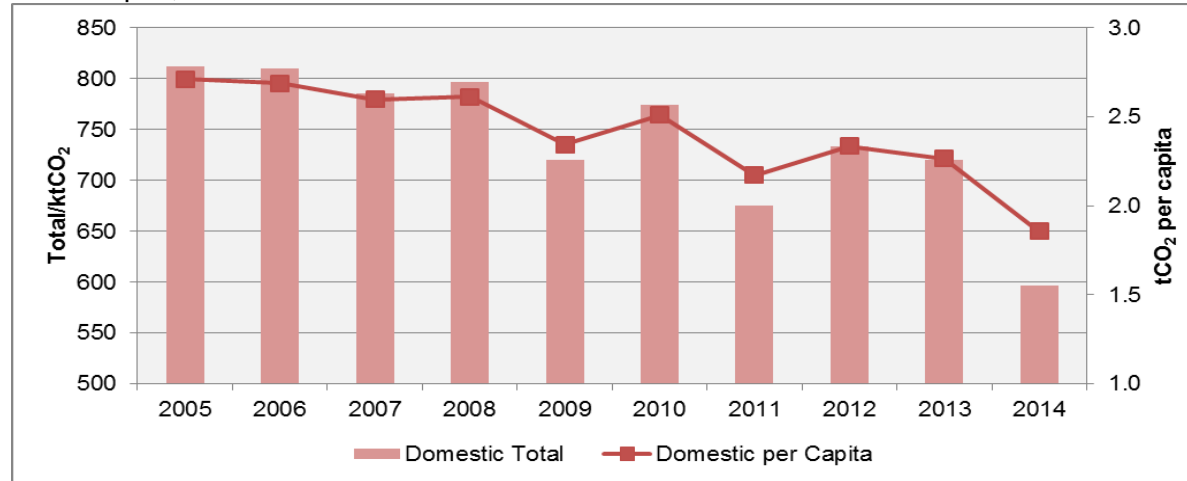
Energy Company Obligation (ECO), “Hard to treat” funding	<ul style="list-style-type: none"> Insulation of several “hard to treat” mixed tenure blocks via several different insulation contractors utilising ECO “hard to treat” funding, resulting in insulation, (primarily of cavity walls – previously precluded), resulting in improved thermal efficiency for large number of flats, providing improved thermal comfort and potentially lower fuel bills for residents. 	2013 - 2015																																																	
DECC Green Deal Community Fund	<ul style="list-style-type: none"> Joint project in conjunction with Lewisham and Bexley, primarily related to uptake of solid wall insulation but also including for cavity wall insulation and associated ancillary energy efficiency improvements. <table border="1" data-bbox="443 395 1789 735"> <thead> <tr> <th>Tenure</th> <th>Bexley</th> <th>Bromley</th> <th>Lewisham</th> <th>Overall</th> <th>GDCF Grant</th> <th>Customer Contribution</th> </tr> </thead> <tbody> <tr> <td>Owner Occupiers</td> <td>24</td> <td>26</td> <td>18</td> <td>68</td> <td>£369,301.47</td> <td>£476,542.69</td> </tr> <tr> <td>Private Landlords</td> <td>1</td> <td>1</td> <td>8</td> <td>10</td> <td>£27,014.25</td> <td>£32,845.43</td> </tr> <tr> <td>Lewisham Homes</td> <td>0</td> <td>0</td> <td>89</td> <td>89</td> <td>£521,743.65</td> <td>£635,420.53</td> </tr> <tr> <td>Affinity Sutton</td> <td>0</td> <td>82</td> <td>0</td> <td>82</td> <td>£415,021.64</td> <td>£510,691.51</td> </tr> <tr> <td>Wandle Housing</td> <td>0</td> <td>2</td> <td>5</td> <td>7</td> <td>£23,898.67</td> <td>£36,140.48</td> </tr> <tr> <td>Total</td> <td>25</td> <td>111</td> <td>120</td> <td>256</td> <td>£1,356,979.68</td> <td>£1,691,640.64</td> </tr> </tbody> </table>	Tenure	Bexley	Bromley	Lewisham	Overall	GDCF Grant	Customer Contribution	Owner Occupiers	24	26	18	68	£369,301.47	£476,542.69	Private Landlords	1	1	8	10	£27,014.25	£32,845.43	Lewisham Homes	0	0	89	89	£521,743.65	£635,420.53	Affinity Sutton	0	82	0	82	£415,021.64	£510,691.51	Wandle Housing	0	2	5	7	£23,898.67	£36,140.48	Total	25	111	120	256	£1,356,979.68	£1,691,640.64	2014 - 2016
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ECO/Green Deal Referrals	<ul style="list-style-type: none"> Advice and referral of landlords and occasionally tenants, (identified through enforcement activity), wishing to carry out energy efficiency works to only remaining funding streams available. 	2013 - 2016																																																	

i) LOCAL ENERGY EFFICIENCY AMBITIONS AND PRIORITIES

Current position and future ambitions / priorities

LB Bromley's 2014 domestic energy emissions and fuel poverty performance

- 1.9t CO₂/capita, a fall in absolute terms of 26% since 2005 and 17% since 2013



- In 2014, BEIS's [Fuel Poverty Sub-regional Statistics](#) (using the 10% rule) show that 8.5% of Bromley households were in fuel poverty. This is a slight increase compared with the 8.2% for 2012; however is the fifth lowest of all 33 London Authorities.

LA Name	Region	Est. number of households	Est. No. of Fuel Poor Households	Proportion of households fuel poor (%)
Bromley	London	131,478	11,160	8.5

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

Green Deal, ECO and other Initiatives

The Council's 2015 [Further Progress Report](#) there were increasing concerns about viability / attractiveness of the schemes. Subsequent reductions in funding and scope for ECO were followed in July 2015 by the government announcement to that there would be no further funding for the Green Deal Finance Company and that the government would stop any future funding releases of the Green Deal Home Improvement Fund.

In effect the Green deal was subsequently scrapped as there was poor uptake; the scheme was very expensive, there were numerous complaints and its introduction led to a reduction in levels of insulation and energy efficiency improvements to the housing stock and associated employment.

Failings were highlighted in a subsequently critical National Audit Office report in April 2016. [NAO Green Deal and Energy Company Obligation Report](#) .

An investigation and report carried out by the Head of BRE Peter Bonfield commissioned in Autumn 2015 was only released under the title [Every Home Counts](#) in December 2016 and it is suggested that any potential replacement scheme/initiative may not be in place until later this year or even 2018.

Bromley Council has continued to liaise with, and where necessary provided support and assistance to, local social housing providers in respect of efforts to better insulate their housing stock or carry out other energy efficiency improvements. Such as Affinity Sutton's Solid Wall Retrofit Project in several areas in Bromley which was recently nominated for a SHIFT award for Best Retrofit Project [Sustainable Homes Awards 2016 Shortlist](#) and Moat Housings Fletchers Close project that won a Greener Living Award in 2016, [Moat Housing Ground Source Heat Pump Scheme Bromley](#)

The Council will continue to investigate opportunities for residents to access schemes/funding for improving the energy efficiency of their homes e.g. By promoting the Mayor Of London's Better Boilers for Winter Warmth scheme on the Council's website [Better Boilers for Winter Warmth](#) 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.

April 2015 - March 2017

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> <p>Energy Savings Trust Feed-in Tariffs, (FITs)</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> <p>Energy Savings Trust Renewable Heat Incentive (RHI)</p>	On-going
Zero Carbon Homes	<p>The London Plan sets out increased carbon reduction targets for new major developments. From 1 October 2016 residential developments were required to be zero carbon. 'Zero Carbon' homes (GLA Energy Planning Guidance: March 2016) must achieve a minimum 35% reduction in regulated carbon dioxide emissions (beyond Part L 2013) on-site. If the remaining emissions (65%) cannot be reduced on-site, they should be offset through a payment to the relevant borough, into a ring-fenced fund, to secure the carbon reduction off-site.</p> <p>In January 2017 the Council approved that payments in lieu will be secured through section 106 agreements and contribute towards funding local carbon reduction projects off-site.</p>	On-going
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.</p> <p>However as a result of cooperation and joint working with neighbouring councils and funding provided via the Green Deal Communities Fund, we were able to acquire previously unavailable EPC data for the Borough in 2014-15. Whilst confidence in the usefulness or accuracy of some of the data was low, this</p>	On-going

	<p>allowed some analysis based on some 70,000 EPC records, (approx. 50% of Borough housing stock), so was statistically useful. Analysis showed 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 but with the majority of the easiest opportunities for improvement already addressed.</p> <p>Some anomalies with EPC data identified were referred to the relevant assessment organisations as well as DECC and DCLG for further investigation, although further anomalies continue to arise.</p> <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>	
Minimum Standards in the Private Rental Sector	<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>	On-going
Smart meters	<p>The Council does not directly own or manage any substantive housing stock and is, therefore, unable to have any great effect on the installation of smart meters. Whilst the earlier suggested timetable for this roll-out has been much delayed, it is now proposed that the Government's goal is that every home will have a smart energy meter by 2020. Smart Energy GB Rollout of Smart Energy Meters</p> <p>There are proposals by Thames water to rollout Smart water Meters throughout the whole of Bromley Borough during 2017. Metering and Smart Energy News Article about rollout of smart water meters in Bromley in 2017</p>	On-going
Policy Development	<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 priorities identified in the Public Health England 2016 Borough Health Profile although the latest borough figures are not significantly different from the national average.</p>	On-going

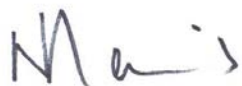
iii) MEASURES WE PROPOSE TO COST EFFECTIVELY DELIVER ENERGY EFFICIENCY IMPROVEMENTS IN RESIDENTIAL ACCOMMODATION BY USING AREA BASED/STREET BY STREET ROLL OUT INVOLVING LOCAL COMMUNITIES AND PARTNERSHIPS

	<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
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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 2019</p>	March 2019
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Signed:



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

27 March 2017