

Reducing Carbon Emissions Scrutiny Sub-Committee

Reducing Carbon Emissions from York's Public and Private Sector Housing.



For consideration by:

Reducing Carbon Emissions Scrutiny Sub-Committee 13 September 2006

Scrutiny Management Committee 25 September 2006

Executive TBA

Chair's Foreword

Contents

Chair's Foreword	Pg.
Contents	Pg.
Executive Summary and Main Findings	Pg.
Summary of Recommendations	Pg.
Summary of Implications of Recommendations to the City of York Council	Pg.
Final Report	Pg.
Final Comments from the Board	Pg.
Board Members and Contact Details	Pg.
Glossary	Pg.

Executive Summary and Main Findings

This report and review outlines an approach to reducing carbon dioxide (CO₂) emissions from York's public and private sector housing.

Regionally we are one of the last authorities to prepare a Climate Change Strategy and Action Plan. This places us in a weak position to meet our obligations under The UK Climate Change Programme 2006¹. In 2004 the council signed the Nottingham Declaration on Climate Change but it has not set targets or monitored progress against its aims. See Recommendation 1.

The Home Energy Conservation Act 1995 (HECA) obliges local housing authorities to act and report annually as "energy conservation authorities". Reports must identify measures for improving energy efficiency in all residential accommodation – public and private², obliging authorities to ensure citizens access information and grants. Doing so should make homes thermally efficient, reduce CO₂ emissions and improve public health.

With 14.9% of households 'fuel poor', i.e households that spend more than 10% of its income on fuel, the Yorkshire and Humber Region is the second worst nationally according to the 2001 English House Condition Survey (EHCS). The gap between thermal efficiency in Local authority stock and private sector stock has widened. York's take up of national grants for efficiencies work is the poorest in the region whilst some of our Wards are also some of the regions most fuel poor.

The Region has developed a Regional Fuel Poverty Action Plan to try resolve this. York has yet to develop and adopt a Fuel Poverty Strategy. Recommendation 10 proposes the adoption of an Energy Efficiency and Thermal Comfort Strategy which will incorporate Regions' Action Plan.

National Energy Action (NEA) and the National Right to Fuel Campaign (NRFC) see the impact of fuel prices resulting in more than 1 million households still being fuel poor in 2009. They and the Energy Efficiency Partnership 'Homes Fuel Poverty Strategy Group'³ highlight the need to use embedded renewable microgeneration – i.e. domestic scale wind, solar or biomass generation etc - as integral to tackling fuel poverty. York has yet to take a positive 'invest to save' stance on integrating such technologies into its homes. This report suggests approaches to consider doing so which should not divert funds away from other aspects of achieving decent homes standards. See Recommendations 6 and 12.

National Planning Policy frameworks were recently amended to address climate change, CO₂ reduction, insecurity of fuel supply and indirectly fuel poverty. Local Development Documents are now required to incorporate targets ensuring that at least 10% of all energy required is provided from renewable sources in new developments – including domestic – up to 2010 with a rising target for onsite

¹ The UK Climate Change Programme 2006 'Tomorrow's Climate Today's Challenge

² Local Authorities were asked to submit their Ninth Progress Reports to the Secretary of State by 30 September 2005.

³ Fuel Poverty Strategy Group response to the responses to a Department of Trade and Industry consultation exercise re the Microgeneration Strategy and Low Carbon Buildings Programme September 2005.

embedded renewables (15% by 2015, 20% by 2021 etc) thereafter. See Recommendation 2.

Recent amendments to Parts L and F of the Building Regulations emphasise better regulatory practice to maximise energy efficiency opportunities. Local authorities are expected to take a stronger approach to the enforcement of the integration of higher thermal efficiency standards during development and refurbishment. See Recommendations 4 and 5.

York must set targets for renewable energy integration in its developments and work with others to ensure officers are supported to deliver increasingly sustainable homes through its planning and enforcement processes. See Recommendations 2 and 3.

The review supports and encourages the council to monitor, manage and achieve the carbon savings required by international, national, monitoring frameworks and the law as it devolves at regional and local levels. Its findings are also supported by the Audit Commission’s aims for increased sustainability in Comprehensive Performance Assessment (CPA) and Gershon efficiencies reporting⁴. See Recommendations 7, 8, 9 and 11.

This report is structured to provide a top down view of the issues around CO₂ emissions and therefore details research and findings at the following levels:

- Global/International issues
- National responses and issues
- Regional responses and obligations, and
- Local obligations and implications.

Details of these are précised below in Table 1.

Table 1

LEVEL / ISSUE	REQUIREMENT or REMEDY at this LEVEL	EXPECTATION on LOCAL AUTHORITY
GLOBAL/INTERNATIONAL Climate Change Global Warming	Montreal Protocol Kyoto Protocol	Adopt Climate Change Strategy (not done CYC) Sign Nottingham Declaration (Done November 2004)
GLOBAL/INTERNATIONAL End of Fossil Fuel Reserves	International Investment in Renewable Energy Technology	Promote Renewable Energy Technology (not done CYC)
NATIONAL Responding to Obligations re Climate Change including Kyoto Protocol	National Climate Change Programme – Tomorrow’s Climate Today’s Challenge (March 2006) & National Sustainability Strategy Securing the Future Integration of Sustainability into CPA and Gershon	Adopt Climate Change Strategy Sign Nottingham Declaration (Done November 2004) Incorporate Climate Change and Sustainability into Local Area Agreements. (not done CYC) Adopt EMAS (Done)

⁴ for more information regarding CPA and Gershon efficiencies see glossary

LEVEL / ISSUE	REQUIREMENT or REMEDY at this LEVEL	EXPECTATION on LOCAL AUTHORITY
<p>NATIONAL End of Fossil Fuel Reserves</p>	<p>National Investment in Renewable Energy Technology , training and grants structure</p>	<p>Pick up Grants funding in domestic property portfolio; joint working with EEAC to ensure renewables are part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc</p>
<p>NATIONAL Fuel Poverty and Achieving thermal comfort</p>	<p>Home Energy Conservation Act</p>	<p>Obligated to complete annual HECA return which should define areas for improvement. (presently done in partnership with EEAC but some actions not being fully recorded Return could be improved by adoption of Fuel Poverty Strategy and Action Plan for delivery with internal and External Partners</p>
<p>NATIONAL Historically thermally poor approaches to planning, buildings design and construction</p> <p>NATIONAL</p>	<p>Changes to the Planning Policy Framework including targets for renewables to be incorporated into all new build. Changes to Buildings Regs Parts L & F</p> <p>Pressure to Adopt at LA level Higher Sustainable standards of build for own Stock – i.e. EcoHomes Excellent - as Exemplars</p>	<p>Change the present planning framework to incorporate Merton Rule or Higher (See para's 24 & 25) Ensure that Merton Rule or Higher Are embedded in the LDF documents Ensure that Planning Enforcement / Buildings Control Officers are trained to enforce new standards Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p>
<p>REGIONAL Net Energy Exporter – Hence Net CO₂ Contributor Greater than National need to invest in Renewables and Emmisions reduction technology across all Sectors</p>	<p>Strategic targets for devolution under the Regional Energy Strategy and Regional Spatial Strategy</p> <p>Raise awareness in Local Authorities of Reduce and Renewably Source Principals; i.e. Cabinet Energy Champions Project</p>	<p>Ensure that Merton Rule or Higher Are embedded in the LDF documents Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p> <p>Appoint Cabinet Energy Champion (Done Annual Full Council 2006). Ensure Champion works corporately to improve approaches to energy across the authority Appoint a Corporate Energy and Water Management Task group (done) Ensure Cabinet Energy Champion is involved in the work of the Corporate Energy and Water Management Task group (not done)</p>

LEVEL / ISSUE	REQUIREMENT or REMEDY at this LEVEL	EXPECTATION on LOCAL AUTHORITY
<p>REGIONAL Chronic Fuel Poverty 2nd Worst Region Nationally</p>	<p>Regional Fuel Poverty and Action Plan</p> <p>Improved access to advisory bodies for all LA's e.g. NEA</p>	<p>Local Authority Fuel Poverty Strategy and Action Plan with target setting linked to HECA York's and Humber Assembly signed</p> <p>Membership and paid for all LA's in the region 2006</p>
<p>LOCAL Several Wards falling behind the National Standards for thermal comfort. Obligated to complete annual HECA return which should define areas for improvement. (presently done in partnership with EEAC but some actions not being fully recorded</p>	<p>Adoption of Fuel Poverty Strategy and Action Plan in Partnership with PCT, GP's, EEAC and Internal Partners Adopt policy equivalent to Kirklees to ensure new Housing stock with authorities control or ALMO is EcoHomes Excellent</p>	<p>Adoption of Fuel Poverty Strategy and Action Plan in Partnership with PCT, GP's, EEAC and Internal Partners</p> <p>Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent</p>
<p>LOCAL Authority falling behind its peers on renewable energy generation no clear commitment to achieving targets of local government or the region</p>	<p>Ensure that Merton Rule or Higher are embedded in the LDF documents Adopt policy equivalent to Kirklees to ensure new Housing stock with authorities control or ALMO is EcoHomes Excellent Pick up Grants funding in domestic property portfolio; joint working between EEAC & Local Authority to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc</p>	<p>Ensure that Merton Rule or Higher are embedded in the LDF documents Adopt a policy to ensure new Housing stock within CYC control or ALMO is EcoHomes Very Good to Excellent Pick up Grants funding in domestic property portfolio; joint working between EEAC & Local Authority to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc</p>
<p>LOCAL Duty to communicate CO₂ reductions to citizens and plan for sustainable future through Local Area Agreements, CPA Framework, Gershon, Climate Change framework as per National strategy (Tomorrow's Climate Today's Challenge) and LSP framework (National strategy Securing the Future) etc</p>	<p>Ensure Climate Change and Sustainability feature within Local Area Agreements Ensure EMAS and Gershon savings and targets are where ever possible linked Research and Adopt a Climate Change Strategy and Action Plan for York</p>	<p>Ensure Climate Change and Sustainability considered within LAA development. Ensure EMAS and Gershon savings and targets are where ever possible linked to one another and HECA etc Research and Adopt a Climate Change Strategy and Action Plan for York</p>

Summary of Recommendations

1. That Climate Change Strategies and Action Plans are developed as a matter of urgency. This to be done with a view to best practice approaches used by other Local Authorities. Progress on the introduction of such a strategy and action plan be reported to the Scrutiny Management Committee within the next year.
2. That the Local Development Framework and if agreed possible by Planning Officers our present framework includes a Calderdale/Merton Style Target. This target should require developers to ensure that:
 - ◆ at least 10% of all energy required is provided from renewable sources in all new and significantly refurbished developments from this point and up to 2010, including domestic development.
 - ◆ After 2010 the target rises for onsite embedded renewables to be greater than or equal to 15% between 2010 and 2015
 - ◆ Then rises again to be greater than or equal to 20% between 2015 and 2021 etc.
3. That the City of York Council researches planning policies adopted by other local authorities with a view to applying them in York, if appropriate, in order to specifically ensure energy efficiency by design, layout, building orientation and avoid overshadowing. That all plans submitted to the Local authority be tested against these criteria.
4. That an appraisal of the authority's capacity to respond to and enforce Parts L and F of the Building Regulations be conducted as a matter of urgency, highlighting any training and resourcing issues that need addressing.
5. That the Council, through its Elected Member Energy Champion request that the Yorkshire and Humber Assembly and/or Yorkshire Forward facilitate region wide BREEAM assessor training for the region's Development Control (and other appropriate) Officers with the aim of reducing costs to individual Local Authorities.
6. That the City of York Council commit to adopt standards greater than or equal to Ecohomes Very Good Standards for all its funded housing from the present until April 2008 with a rising target thereafter.
7. That as a matter of urgency the Elected Member Energy Champion present a first version of the Regional Assemblies questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's position across all sectors to date.

- 8. That the Elected Member Energy Champion present six monthly updates of the Regional Assemblies questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's progress on energy across all sectors.**
- 9. That the authority adopt a more integrated approach, to recording improvements to Local Authority housing stock utilizing the developing Environmental Management System (EMAS) or similar. That Officers in Housing work with the Authority's Sustainability Officer who should be engaged to advise about targeted improvements in this area and the reporting of targeted outcomes under EMAS.**
- 10. That the Housing Strategy & Enabling Group – Housing Standards & Adaptations Officer and other officers in housing where relevant work with York EEAC officers consult upon, devise and adopt a 'Energy Efficiency and Thermal Comfort Strategy and Action Plan' for the authority commencing this year. And that the action plan use the Regional Action Plan (Annex C) NEA guidance (Annex F) and above quick step pointers as a steer.**
- 11. That the Local Authority ensures that CYC Officer and Member Positions on the Energy Partnership Board are always filled.**
- 12. That Annual and inter-year joint working be conducted between EEAC's Local Authority Support Programme Co-ordinator and CYC Housing Officers to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc**

Summary of Implications of Recommendations for City of York Council

The responses from officers on the various implications associated with the recommendations to be available in time for consideration at the meeting of SMC or earlier if possible.

Implications Recommendation 1.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 2.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 3.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 4.	

Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 5.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 6.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 7.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	

Other	
Implications Recommendation 8.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 9.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 10.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	
Information Technology	
Property	
Other	
Implications Recommendation 11.	
Finance	
Human Resources	
Equalities	
Legal	
Crime and Disorder	

Information Technology	
Property	
Other	

Final Report: Reducing Carbon Emissions from York's Public and Private Sector Housing.

Introduction

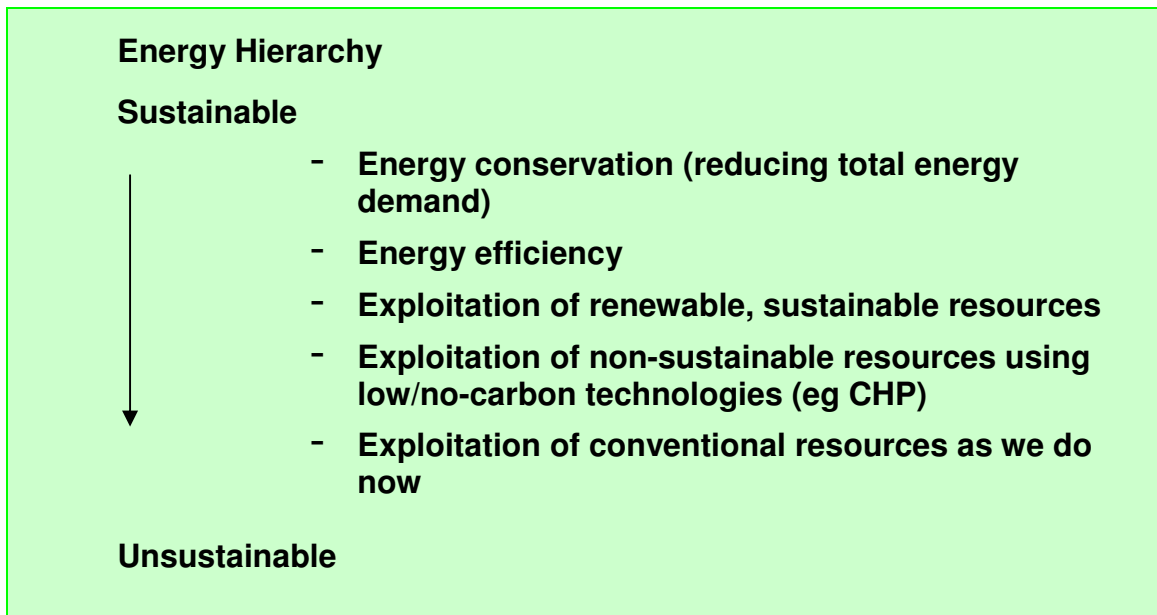
1. Members of the Executive are presented with the final report of the Reducing Carbon Emissions Scrutiny Sub-Committee (formerly Housing Scrutiny Board) delivering their research and findings regarding approaches Local Authorities might take to reducing carbon dioxide (CO₂) emissions from York's public and private sector housing.

Background

2. Between 2005 and 2006 Scrutiny⁵ at the City of York Council advanced the development more robust and holistic strategic approaches to delivering carbon reduction and energy sourcing. These approaches have covered all sectors of the Council's work bar transportation fuel, including;
 - a. Sustainable Planning Guidance
 - b. Reducing managing and monitoring energy consumption in council property
 - c. Ensuring increasingly sustainable supply and embedded micro-generation in council property
 - d. Street Lighting - strategic management & procurement to reduce co2 emissions and waste
3. The housing topic⁶, 'Reducing Carbon Emissions from York's Public and Private Sector Property', was chosen by the Housing Scrutiny Board as complementary to the aims of the other Scrutiny reviews and recommendations supporting the authority to monitor, manage and achieve carbon savings in line with;
 1. The Energy Hierarchy (see box below)
 2. Future development of a Climate Change Strategy
 3. Recent changes to the National Planning Policy framework promoting greater sustainability
 4. The Audit Commission's aims for increased sustainable assessment in the Comprehensive Performance Assessment (CPA); for more information regarding Comprehensive Performance Assessment see glossary
 5. Gershon efficiencies reporting; for more information regarding Gershon efficiencies see glossary
 6. Local Housing Authority obligations under the Home Energy Conservation Act 1995

⁵ Through work of the Boards: Environment and Sustainability and, Planning and Transport

⁶ See Annex A for the topic registration form



Global/International Perspective

4. Planet Earth, seems a vast, safe and robust mass but returned cosmonauts and astronauts see it differently. They described Earth as a tiny blue gem or 'marble' beneath a thin, fragile atmosphere suspended in a silent and endless void.
5. Over the past century, Earth's surface temperature rose by about 1-2 degrees Fahrenheit with accelerated 'global warming' in the past two decades. Evidence indicates that warming over the last 50 years is attributable to human activities altering the chemical composition of the atmosphere and creating a build up of greenhouse gases⁷; including Carbon dioxide (CO₂). In the atmosphere this acts like a thickening blanket, trapping the sun's heat and causing the planet to warm up.
6. Nearly half a century of evidence increasingly reminds us how fragile the planet is.

Global Warning Signs The Last Decade

- Severe floods, including those across our region.
- Heat waves in 2003 cause over 20,000 European in and 1,500 India deaths.
- Tropical forests are dying back. Without them less atmospheric CO₂ is locked up.
- Warmer winters are raising sea levels by melting glaciers and causing early snowmelt.
- Shifts in UK weather patterns are increasing with greater propensity to flooding.

The overall effects of Global Warming and Ozone Depletion are described as Climate Change.

⁷ See Glossary for a definition of Green House Gasses

7. The first global agreement to restrict CFCs was the signing of the Montreal Protocol⁸. The European Community is stricter, agreeing to halt production of the main CFCs from 1995. Tighter deadlines for use of the other ozone-depleting compounds are also being adopted.
8. The UK is one of the signatories to the Kyoto Protocol which commits us to reduce emissions of carbon dioxide and five other green houses gasses.
9. In working on the progression of this topic the Sub-Committee acknowledged the commitment made by the City of York Council to actions mitigating climate change in signing the Nottingham Declaration⁹; See glossary for more about the declaration. The Sub-Committee believe that the research, findings and recommendations in this report should support the City of York Council to fulfil its declaration commitments.
10. As a nation we are still failing to meet what are considered to be weak international targets to mitigate 'Climate Change', our reaction to this very real threat has not been very effective:
 - It has long been the Government's policy to reduce greenhouse emissions by 20 per cent from 1990 levels by 2010. Yet we are now emitting only 7.5%.less than in 1990.
 - Carbon dioxide emissions rose by 1.5% in 2004, and figures released this year showed that carbon dioxide emissions are still continuing to rise."
11. The Scrutiny work on energy and CO₂ reduction the Sub-Committee believe this authority should now adopt a Climate Change Strategy and Action Plan to progress the signing of the Nottingham Declaration. This should done as a matter of urgency and based on best practice adopted by other Local Authorities. This would provide the authority with a framework for target setting and recording progress against the objective aims of the Nottingham Declaration.

Recommendation 1

That Climate Change Strategies and Action Plans are developed as a matter of urgency. This to be done with a view to best practice approaches used by other Local Authorities. Progress on the introduction of such a strategy and action plan be reported to the Scrutiny Management Committee within the next year.

OUR NATION

12. The largest controllable source of CO₂ emissions is energy generation, 28% of total UK energy consumption and carbon dioxide emissions today are domestic¹⁰. Of energy consumed in households 80% is for space heating and

⁸ see also glossary

⁹ For more about the Nottingham declaration please see glossary

¹⁰ See Department of Trade and Industry Sustainable Consumption and Production Indicators - Revised Basket of Decoupling Indicators June 2005

hot water; see Department for Environment, Food and Rural Affairs' (DEFRA) report¹¹.

13. Between 1990 and 2002, UK household energy consumption rose by 18% contrary to a domestic carbon savings target of 4.2 million tonnes by 2010 per annum. DEFRA's report concludes necessary domestic decrease requires approaches to energy efficiency combining insulation and buildings structure improvement with more innovation in, and take up of, energy-saving products for homes¹².
14. The Energy Efficiency Commitment (EEC) requires energy suppliers to achieve domestic energy efficiency promotion targets which can be met by carrying out a combination of approved measures, from installing insulation to providing low energy light bulbs.
15. The Home Energy Conservation Act 1995 (HECA) obliges local housing authorities to act and report annually as "energy conservation authorities". Reports must identify measures improving energy efficiency in all residential accommodation – public and private¹³. After extension of HECA's scope in 1996¹⁴, the aim was to deliver improved energy efficiency of 30%. DEFRA are clear that HECA contributes to meeting the UK's Climate Change commitments.
16. In short, National Guidance links the EEC to HECA by emphasising the need for local authorities to actively ensure CO₂ emissions are reduced across the spectrum of their influence including public and private domestic property. Local authorities are expected to find innovative ways to ensure the domestic sector reduce fuel consumption in line with the energy hierarchy, accessing EEC funds where possible and that these improvements be recorded under HECA.
17. The Audit Commissions revised CPA and voluntary indicator frameworks¹⁵ now also incorporate higher expectations of local authorities in respect of this issue and broader issues of sustainability. Revisions to both frameworks promote delivery of the National Government Sustainable Development Strategy 'Securing the Future'¹⁶. Each monitoring framework emphasises the role of Local Authorities as a catalyst and exemplar for better citizen's awareness regarding reduced energy use and sustainable energy sourcing. An outline to the key messages of the CPA and Voluntary Indicator frameworks can be found in the glossary.

Fuel Poverty, Thermal Comfort and CO₂ Reduction.

¹¹ 'New Sustainable Consumption and Production Indicators' DEFRA 11th April 2005 report outlining progress the UK must make towards economic growth with reduced damage to the environment

¹² See also House of Commons - Environment, Food and Rural Affairs Committee Ninth Report of Session 2004–2005 Volume I 'Climate Change: looking forward' Pg. 32-36 regarding household emissions.

¹³ Local Authorities were asked to submit their Ninth Progress Reports to the Secretary of State by 30 September 2005.

¹⁴ to include the identification of measures to improve the energy efficiency of houses in multiple occupation and certain house-boats.

¹⁵ Local quality of Life Indicators supporting Local Communities to Become Sustainable Audit commission August 2005 covering the delivery of public/private partnership objectives originally agreed at a local level through LA21

¹⁶ HM Government 2005

18. Households needing to spend above 10% of their income on fuel for all uses, to achieve 'thermal comfort'¹⁷ are 'Fuel Poor', those exceeding 20% of their income are classed as **severely** fuel poor. The Governments Fuel Poverty Strategy of November 2001 aimed to end fuel poverty in vulnerable homes by 2010 and all homes by 2016; policy aims reaffirmed in the Energy White Paper of Feb. 2003, which set targets to improve energy efficiency by 20% by 2010.
19. Some experts anticipate that climate change will dramatically lower UK winter temperatures. Rising fuel prices and altered climatic factors are leaving increasing numbers of citizens in health threatening fuel poverty. The health impacts of fuel poverty, including excess winter deaths, rising NHS costs (through treating conditions worsened by living in cold and damp), mental health effects (due to not being able to pay fuel bills, debt, isolation and living with poor health conditions) will increase. For more detail regarding the Health impacts of fuel poverty see the recent HACKW report at Annex B).
20. The Energy Efficiency Partnership 'Homes Fuel Poverty Strategy Group'¹⁸ have highlighted the strategic need to support embedded renewable microgeneration – i.e. domestic scale wind, solar or biomass generation etc - as integral to tackling fuel poverty. National Energy Action (NEA) and the National Right to Fuel Campaign (NRFC) believe the impact of fuel prices on fuel poverty will result in more than 1 million households still being fuel poor in 2009, with almost 90% of these being classed as vulnerable. These bodies regard renewable microgeneration, which was once seen only as a CO₂ reduction measure as a key remedy to fuel poverty in such higher fuel price scenarios.
21. Tackling fuel poverty and CO₂ reduction have become wedded issues. The responses of fuel poverty reduction bodies to the relationship between Fuel Poverty and micro generation (previously seen as primarily a CO₂ reduction measure) are summarised in the table below.

- | |
|---|
| <ol style="list-style-type: none"> A. Typical energy efficiency schemes – insulation, mains gas central heating installation etc – do not benefit many UK properties as construction methods (e.g. solid walls, flat roofs) create 'Hard to Treat Properties' (HTT's). Efficiency measures alone will not alleviate fuel poverty in such homes and alternatives must be sought. B. Proximity to gas networks impacts on fuel poverty; homes that cannot be connected usually rely on more expensive heating methods, such as electricity. C. Microgeneration can alleviate fuel poverty in this context. 'Whole-house' approaches to effective long-term improvements in energy performance and fuel poverty reduction should include strategies promoting microgeneration technologies. D. National government should develop 'approved' training courses for each of the microgeneration technologies for; installers, technicians and producers etc. Building partnerships, training and advice will drive mass-market transformation and fuel poverty elimination development facilitated by relevant |
|---|

¹⁷ Thermal comfort: a satisfactory level of warmth i.e. no less than 21°C in the living room and 18°C in other rooms the level may be higher for the vulnerable or elderly. People with income brackets allowing $\leq 10\%$ spend on fuel for all uses are described as living in 'thermal comfort'.

¹⁸ Fuel Poverty Strategy Group response to the responses to a Department of Trade and Industry consultation exercise re the Microgeneration Strategy and Low Carbon Buildings Programme September 2005.

sector skills councils and trade bodies. The Energy Efficiency Best Practice for Homes programme has developed a qualification regarding energy efficient central heating boilers and control systems (now offered as standard training for gas installers). Such approaches must be used to develop skills and regulate training for the microgeneration sector. With a view to inclusion of renewables in the future Warm Front and similar schemes.

E. Devolved (Regional/Local Government) Administrations should target refurbishment of hard to treat homes with renewables and other innovative low carbon technologies, reducing fuel bills as an objective.

22. In brief the Energy Efficiency Partnership 'Homes Fuel Poverty Strategy Group' the NEA and NRFC recommend that national, regional and local microgeneration strategies must address fuel poverty issues, targeting the refurbishment of hard to treat (HTT) homes with renewables and other innovative low carbon technologies. That refurbishment of hard to treat (HTT) homes programmes should demonstrate reduced fuel bills promoting the wider application of renewables in future Warm Front activities in recognition of the contribution that microgeneration can now make to delivering 'thermal comfort' or affordable heating for all.
23. National Planning Policy frameworks and buildings regulations were recently amended, again reflecting increased awareness of the need to address climate change, CO₂ reduction, insecurity of fuel supply and indirectly fuel poverty. Regional Spatial Strategies (RSS) and Local Development frameworks will be required to incorporate 'Planning Policy Statement 22: Renewable Energy' (PPS22) emphasising the importance of Regional and Local Planning Authorities developing positively expressed policies on integrated renewables.
24. National Government recently announced its expectation that all planning authorities" put in place policies on a par with Merton Croydon and regional exemplar Calderdale. National clarification of PPS22 wording regarding the wider take-up of Merton-type pro-renewables planning policies emphasised that "It is essential that all planning authority's follow this example and all Chief Planning Officers will be written to urging them to do so"¹⁹.
25. Adoption of a Calderdale/Merton²⁰ Style Target will require developers to ensure that at least 10% of all energy required is provided from renewable sources in developments – including domestic – up to 2010 with a rising target for onsite embedded renewables (15% by 2015, 20% by 2021 etc) thereafter. This requirement and the associated targets should be explicit in the developing City of York Council Local Development Framework. A number of authorities are now adopting higher Merton style targets - Chichester has a 50% target, Norwich a 30% target and Milton Keynes a Zero Carbon target.

¹⁹ The Minister for Housing and Planning (Yvette Cooper) Written Ministerial Statements
Thursday 8 June 2006 Communities And Local Government PPS22

²⁰ For more detail about the Merton Rule/Target see Glossary

Recommendation

- 2. That the Local Development Framework and of City of York Council and if agreed possible by Planning Officers our present framework includes a Calderdale/Merton Style Target. This target should require developers to ensure that:**
- ◆ **at least 10% of all energy required is provided from renewable sources in all new and significantly refurbished developments from this point and up to 2010, including domestic development.**
 - ◆ **After 2010 the target rises for onsite embedded renewables to be greater than or equal to 15% between 2010 and 2015**
 - ◆ **Then rises again to be greater than or equal to 20% between 2015 and 2021 etc.**

26. In addition to changes to the planning framework amendments have recently been made to Parts L and F of the Building Regulations. These highlight the importance of establishing better regulatory practice to maximise energy efficiency opportunities prior to integrating or embedding renewable energy within proposals for significant refurbishment and new development. They reflect the findings of the 'Sustainable Buildings Task Group' and EU directive developments. As a result of such changes local authorities will be expected to take a stronger approach to the enforcement of the integration of higher thermal efficiency standards during building.
27. The Office of the Deputy Prime Minister (ODPM) published their proposals for Code for Sustainable Homes in December 2005 (formerly Code for Sustainable Buildings). From April 2006 the Code applies to all new homes receiving Government funding. It establishes a five star rating system, based on six essential elements, including energy efficiency and use of materials. Minimum standards will need to be achieved for each element, with additional, optional, elements for those developments wishing to achieve higher ratings. The Code builds on the existing EcoHomes standard²¹.
28. Housing funded by the Housing Corporation and English Partnerships will be required to achieve a three-star rating - equating to EcoHomes Very Good. The Housing Corporation have already committed to the requirement of Ecohomes Very Good on all its funded housing from April 2006 until 2008. This however, can be seen as a minimalist approach in comparison to many other local authorities who have for some time committed where ever possible to their new homes achieving 'EcoHomes Excellent Standard'.

²¹ For more about the EcoHomes Standard see Glossary

Recommendations

13. That the City of York Council commits to, research and copy planning policies adopted by other local authorities to specifically ensure energy efficiency by design, layout, building orientation and the avoidance of overshadowing. That all plans submitted to the Local authority be tested on these criteria.
3. That an appraisal of the authority's capacity to respond to and enforce Parts L and F of the Building Regulations be conducted as a matter of urgency, highlighting any training and resourcing issues that need addressing.
4. That the Council, through its Elected Member Energy Champion request that the Yorkshire and Humber Assembly and/or Yorkshire Forward facilitate region wide BREEAM assessor training for the region's Development Control (and other appropriate) Officers with the aim of reducing costs to individual Local Authorities.
5. That the City of York Council commit to adopt greater than or equal to Ecohomes Very Good Standards for all its funded housing from the present until April 2008 with a rising target thereafter.

OUR REGION

29. With 14.9% of households 'fuel poor', the Yorkshire and Humber Region is the second worst nationally according to the 2001 English House Condition Survey (EHCS). The relationship between regional fuel poverty and HTT homes is highlighted in the Regional Housing Strategy (RHS) of 2005-2021 as housing structures which are difficult to insulate due to solid (single shell) walls and/or location off the gas mains are cited as contributory factors.
30. The 2001 EHCS found the average SAP (standard assessment procedure) rating across all stock in the region to be 49.9. The regional aim is to increase the rating across all homes to a SAP 65 by 2016. The Regional Housing Strategy proposes the development of policies, practices, and coordinated investment activity targeted initially at properties with a SAP of less than 30, which are otherwise sustainable. With the aim of reducing the percentage of housing with a SAP of 30 or under in 10 years to less than 1% or 2% in social and private housing respectively.
31. Responding to drivers from Government Office, the Region has developed a Regional Fuel Poverty Action Plan (see Annex C) as a way to try and solve fuel poverty. Its development marries well with the fact that most authorities in the region have already developed and adopted a Fuel Poverty Strategy.
32. Figures available showing the take-up of grants for home insulation over the five years from 2000-05 show that York has performed worse than any other significant urban area in the whole of Yorkshire.

County	Authority	Households awarded grants	% of households taking up grant	total households
East Riding of Yorkshire	East Riding of Yorkshire	8,412	6.4%	131,084
	Kingston upon Hull	10,193	9.8%	104,288
North Yorkshire	NYCC	7,338	3.1%	237,583
	York	1,833	2.4%	76,920
South Yorkshire	Barnsley	8,713	9.5%	92,165
	Doncaster	11,810	9.9%	118,699
	Rotherham	7,736	7.6%	102,279
	Sheffield	15,575	7.2%	217,622
West Yorkshire	Bradford	26,699	14.8%	180,246
	Calderdale	6,639	8.2%	80,937
	Kirklees	13,071	8.2%	159,031
	Leeds	17,299	5.7%	301,614
	Wakefield	7,961	6.0%	132,212
Total		143,279		1,934,680

figures from EAGA Partnership

33. The Warm Front grant is provided to homeowners to pay for measures to improve insulation, such as draught proofing, and increase energy efficiency. Figures from the EAGA partnership show that fewer than 2.4% of homes in York had benefited from a Warm Front grant for energy insulation, lower than in any other urban district or principal local authority in Yorkshire. The 2.4% here compares to 8% in Kirklees and 15% in Bradford. Proportionally, more residents in Scarborough and Selby are benefiting than in York. If the City of York Council did more to ensure our citizens accessed this funding twice as many households would benefit. If we were doing as well as the best local authorities some six times as many households would benefit.
34. There are serious problems with homes being poorly insulated. The Government is addressing this by making funding available but York residents are clearly not taking up these funds. It is the Council's role to promote grants like Warm Front in order to reduce emissions and energy consumption through. Later in this report the issue of better strategic approaches to ensuring our citizens are aware of and supported to receive Government grant funding including Warm Front are discussed.
35. The Draft Regional Spatial Strategy (RSS) or 'Yorkshire and Humber Plan' devolves - for incorporation within LA Local Development Frameworks - responsibilities for energy²². This states that;

²² See The Yorkshire and Humber Plan, Draft for Consultation December 2005: Section15 Environment Pages 214-217

The Region – Yorkshire and Humber - will improve energy efficiency and increase installed renewable energy capacity to at least 708 MW by 2010 and to 1862 MW by 2021. All development strategies, plans and decisions will:

- A** Improve energy efficiency and maximise the efficient use of power sources by:
- Requiring orientation and layout of development to maximise passive solar heating
 - Maximising use of combined heat and power systems, especially by development with considerable energy demands
 - Locating development to utilise community heating scheme opportunities near major sources of power generation, especially those at Immingham and near Selby
 - Providing for new efficient energy generation and transmission infrastructure in keeping with local amenity and areas of demand
 - Supporting the use of clean coal technologies and abatement measures
- B** Maximise renewable energy capacity by:
- Delivering at least the sub-regional targets for installed renewable energy capacity to 2010 (Humber 124 MW; North Yorkshire 209 MW; South Yorkshire 47 MW; West Yorkshire 88 MW; other 240 MW) and to 2021 (Humber 350 MW; North Yorkshire 350 MW; South Yorkshire 160MW; West Yorkshire 270 MW; other 690 MW)
 - Helping to develop and deliver local authority targets for installed renewable energy capacity to 2010 in line with those provided in table 15.12
 - Requiring at least 10% of the energy to be used in sizeable new development to come from on-site RE sources.

36. Scrutiny at the City of York Council was instrumental in supporting the Yorkshire and Humber Assembly's production an Elected Member Energy Champions Questionnaire. The Regional Energy Champions initiative aims to engender a better understanding and application of best energy practice and sources of practical and financial help for continuous improvement in this area region wide.
37. The City of York Council appointed Cllr. Christian Vassie as its Elected Member Energy Champion at Full Council on 25th May 2006. As a result of this the Scrutiny Sub Committee hope that the initial responses to the Housing Section of the questionnaire (see Annex D) will be completed shortly and presented to the City of York Council Executive and Regional Assembly Energy. In addition to which updated versions of the full questionnaire will be presented to the City of York Council Executive and Regional Assembly Energy on a six monthly basis to support monitoring of improvements.

Recommendations

7. That as a matter of urgency the Elected Member Energy Champion present a first version of the Regional Assembly's questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's position across all sectors to date.
8. That the Elected Member Energy Champion present six monthly updates of the Regional Assembly's questionnaire to the Executive and thereafter the Regional Assembly, as a record of the authority's progress on energy across all sectors.

OUR CITY

38. In responding to feasibility request for this topic as lodged (see Annex A) the Performance Improvement Team of the City of York Council highlighted the timeliness and particular importance of the authority addressing issues raised in this topic. Their response highlighted to Scrutiny Members the corporate CPA assessment, expected in 2007/2008, which will form a view on the following service and policy areas:
 - Condition of LA housing stock – (cross tenure fuel poverty, energy and resource efficiency are relevant)
 - Evidence that the council with partners are delivering on a 'clean and green liveability' agenda.
 - The topic was also noted as fitting with Corporate Aim 1: **'Take Pride in the City', by improving quality and sustainability, creating a clean and safe environment.**
39. In respect of the Local Authority's own housing stock York's performance can be seen as good – with a SAP rating of 66pts; above the national average but not as good as all other councils in the region. In considering the information returned through feasibility analysis the Board recognised the value of work undertaken by the authority to ensure its own housing stock meets required standards of thermal comfort.
40. Our private sector performance is however falling below this with a SAP of 44pts and mars our record on HECA reports. Improvement to Thermal Comfort within the Local Authority's own housing stock have been subsequent to achieving decent homes standard rather than strategic interventions with the joint aims of achieving thermal comfort and CO₂ reduction.
41. Our Authority has neither a Fuel Poverty and CO₂ Reduction Strategy or Action Plan, this in association with rising energy prices may mean in real terms that the authority's position is now no better than it was some three to four years ago; a snap shot of mapped thermal efficiency giving detail regarding this can be found at Annex E.

42. The average level of fuel poverty (reported in the LASP²³ report) in York is identical to that of our region and the National average at 23%, (i.e. nearly one in four households live in fuel poverty). 12 wards in the LASP region feature within the 'worst' 10% of wards in England, two of which, Westfield and Clifton, are in York.
43. At a regional level York also presents the second highest number of Wards – 5 in total – falling within the worst 10% in the region; Westfield Clifton and Micklegate showing almost one in three households living in fuel poverty.

Table 2

	Ward name	% in fuel poverty	No in fuel poverty	LASP rank lower score indicating higher fuel poverty
Within national worst 10%	Westfield	31	1626	10
	Clifton	31	1499	12
Within regional Worst 10%	Micklegate	30	1553	13
	Holgate	29	1245	19
	Heworth	28	1294	23
Worse than National Average	Fishergate	27	853	28
	Guildhall	27	1004	29
	Tang Hall	24	713	44
	Acomb	23	801	49
NATIONAL SAP AIM				66
	Bishopthorpe	22	249	64
	Fulford	21	223	75
	Dringhouses & Woodth.	20	854	89
	Heslington	20	79	95
	Huntington & New Earswick.	18	776	127
	Osbaldwick	17	217	155
	Heworth Without	16	298	164
	Derwent	16	202	182
	Skelton, Rawcliffe & Clif	16	547	183
	Haxby & Wigginton	14	711	204
	Strensall	14	317	208
	Rural West	14	482	212
	Wheldrake	14	155	218

²³ The Baker & Starling report to York, North and East Yorkshire Local Authority Support Programmes (LASP) entitled '**A profile of fuel poverty in York, North and East Yorkshire LASP Region and Member Districts**'

44. It would be beneficial to the authority to adopt a more integrated approach, to recording improvements which utilized the developing Environmental Management System (EMAS) or similar. The Sustainability Officer for the Authority should be engaged to advise about targeted improvements and reporting under EMAS.

Recommendation

9. That the authority to adopt a more integrated approach, to recording improvements to LA housing stock utilizing the developing Environmental Management System (EMAS) or similar. That Officers in Housing work with the Authority's Sustainability Officer who should be engaged to advise about targeted improvements in this area and the reporting of targeted outcomes under EMAS.

45. A holistic approach to improving thermal comfort and sustainability in relation to domestic energy procurement, in all (including non-LA) housing stock needs to be adopted by the authority in partnership. Relevant partners – i.e. the Energy Efficiency Advice Centre, Primary Care Trust, Health Authority, Private Landlords including Universities and National Energy Action – need to be consulted (see Annex F NEA process outline). Consultation should be made with a view to creating a holistic response to fuel poverty reduction and improved public health and the associated need for CO₂ reduction in response to climate change.
46. Since this scrutiny commenced every local authority in the Yorkshire and Humberside region has been signed up as a member of National Energy Action (NEA) since April 2006. All the subs' for the 22 authorities are signed up on a bulk purchase deal negotiated by the Assembly. The Assembly will be reviewing this towards the end of the year to see what value/use authorities made of NEA membership and to see whether it would be something we might want to continue to support in next and subsequent years should budgets allow.
47. Whilst the NEA's prime function is tackling fuel poverty including obvious linkages with regard to insulation programmes/energy efficiency, the NEA is presently conducting research into use of microgeneration as a method for tackling fuel poverty in off gas network areas. It is vital that our authority make full use of its membership – the present contact Officer at CYC being Asset Manager (Housing Services) – by ensuring that the most appropriate Officers and Members including the Elected Member Energy Champion receive information the information that they provide eg Energy Action magazine and the reduced rates for training courses etc.
48. During the Scrutiny process the authority's Equalities Officer also advised the Board that the absence of a Fuel Poverty and CO₂ Reduction Strategy may

prohibit the authority's capacity to meet the equality concerns raised by the community and hence to achieve the Equality Standard.

49. Inequalities in housing both mirror very closely, and exacerbate, other inequalities in society. Disabled people, elderly people, black and minority ethnic people, young people, single parents etc are more likely to live in poor standard accommodation – with poorer energy efficiency. The Officers considerations being based upon consultation undertaken by the authority with community groups (as part of its work to implement the Equality Standard) which has highlighted many equality issues around housing and poverty related to the topic. The Equalities Officer hoped that recommendations would incorporate strategies making advice and support regarding improved thermal comfort accessible and inclusive to all sections of the community.
50. The former Housing Scrutiny Board felt one of the biggest issues facing the citizens in respect of carbon reduction was understanding what a low emmissive home was comprised of. A notional model was created (in collaboration with Officers from York's EEAC) emphasising measures which could be taken to move existing homes towards the ideal; i.e. without major reconstruction of the buildings fabric. See 'SKETCHING the ENERGY EFFICIENT HOME – How to make a Normal Home a Greener Cleaner Home'. Annex G of this report.
51. In order to help assess the effects of more concerted education/marketing regarding advice to citizens the Board felt the following actions might be helpful;

- a. Do a scaled down version of the paper (4 x A4) for delivery as leaflets direct to householders in one or two of York's most thermally poor Wards as a pilot with a view to explicitly monitoring any improvements in grant take up returns through EEAC. (to be done)
- b. ensure that the fuller version of the report is annually refreshed with the support of EEAC and kept as a data source on the council's website. (to be done)
- c. Contact Elected Members to request a short notice in their Ward Newsletters encouraging people to take up the advice and grants available through EEAC. Newsletters including this at the Boards request were sent to the following wards; Fishergate Jan 2006, Heslington and Fulford Jan 2006, Holgate February 2006, Strensall, Towthorpe, Earswick & Stockton on the Forest February 2006, Dringhouses & Woodthorpe February 2006.
- d. Request that the Deputy Chief Executive send an all staff Email out advising of the same information, this was done first week of December 2005.
- e. Ensure that Streets Ahead (the Council Housing Magazine) incorporates an article on Energy Efficiency Advice

50. As a result of completing limited actions c, d and e Colin Eastwood, Project Manager, Energy Efficiency Advice Centre (EEAC), ²⁴ reported a vast increase in the level of customer contact, and resulting grant take up, with and through the local (EEAC). Further consultation by the Board with the Project

²⁴ Co-Opted Member of the Housing Scrutiny Board, Project Manager York, North Yorkshire and East Riding Energy Efficiency Advice Centre (EEAC)

Manager EEAC, National Energy Action and the Regional Assembly's Energy Policy Manager quickly led to a series of quick step actions that the authority might use as the basis of an Energy Efficiency and Thermal Comfort Strategy and Action Plan. These are tabulated below;

ACTION	WHO	WHEN
Annual refreshing of 'Sketching the Energy Efficient Home' for posting on the council's website with links to Sustainability content and Housing content of the site and reciprocal links to EEAC.	Housing Officers + EEAC personnel	April or as near to date of established annual grants funding changes
Possible short leaflet version of 'Sketching the Energy Efficient Home' for delivery direct to householders in Wards and/or for placement in Doctors Surgeries and other appropriate community locations etc.	Housing Officers +Marketing and Communications EEAC personnel, Health Authority, PCT	Devise Summer; roll out Autumn
Short 'Winter Warmer' notice in Ward Newsletters and or Your City, encouraging people to take up the advice and grants available through EEAC.	All Elected Members, Neighbourhood Pride Team, Marketing and Comms, EEAC personnel,	August/September for phased roll out in letters October through February
Pre-Ward Meeting Information sessions or Energy Bingo Games including give aways – low energy light bulbs, hot water tank jackets sponsored by Power providers	All Elected Members, Neighbourhood Pride Team, Energy Providers, EEAC personnel,	At Ward Members choice in consultation
Single Paragraph Advice link to EEAC in the advertising/information boxes on Council Payslips	Payments Manager, Resources, EEAC personnel,	October and March

ACTION	WHO	WHEN
October 2005 Website page on City of York Council linked through to the EEAC - Advice Centre's webpage as recommended through Scrutiny	EEAC/Housing/Marketing and Comms	October check web links and update information as appropriate
All staff Winter Warmer reminder Email encouraging staff to get the messages to friends and neighbours	Director Of City Strategy. EEAC personnel,	Late November
Benefits Section to facilitate York Energy Efficiency Advice Centre information being enclosed in benefits mail outs. To include a tick box on benefits forms giving claimants the option of been contacted by the Advice Centre if and when applicable grant funding or relevant information became available.	Payments Manager, Resources, EEAC personnel,	To be determined in consultation

51. The government introduces a new standard called the Health and Safety Rating System (The HHSRS) on the 6th April 2006. It is a means of identifying faults in dwellings and of evaluating the potential effect of any faults on the health and safety of occupants, visitors, neighbours and passers-by.
52. The system grades the severity of any dangers present in the dwelling. It also provides a means of differentiating between dwellings that pose a low risk to health and safety and those which pose a higher risk such as an imminent threat of serious injury or death. The system concentrates on threats to health and safety and is not concerned with matters of quality, comfort and convenience; The most significant hazard classified will be excessive cold.
53. HMO licensing - duty to ensure that all Licensable HMOS are free of Category 1 Hazards within a five year period. The City of York Council have included in its grant policy a decent homes grant for tenant measures - we have since 2001 also included in the code of practice energy efficiency measures. New grants were also introduced via the authority for over 75's who fall outside of warm front but live in council tax banded properties A, B or C. Work has been conducted with EEAC to ensure this grant can be delivered by them.

54. The EEAC has also arranged to meet with the York Registered Land Lord's Association to discuss the EEC directive about SAP ratings for tenant properties in September 2006.
55. In March 2005 the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations worked in partnership with the Energy Efficiency Advice Centre (EEAC) targeting the private rented sector to raise awareness of energy efficiency issues both with landlord and tenants - In March we successfully contacted more than 335 landlords and 1000 tenants offering energy efficiency packs (leaflets and low energy light bulbs) More than 200 packs were distributed.
56. In October 2005 the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations worked in partnership with EEAC and HIA - to produce a mailshot to more than 4000 residents (owner occupiers) in receipt of Council tax benefits. Intention to raise the profile of both warm front grants and other energy efficiency measures offered through EEAC and HIA. More than 450 responded, 184 surveys and 87 referrals through to Warm front.
57. The authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations attended the Housing Scrutiny Board meeting of February 2006 with representatives from the Energy efficiency Advice Centre and the EAGA partnership.
58. Since this time, the officer has been trying to arranged a mail shot with EAGA and the energy advice centre which promotes warmfront grants - this has proven difficult but it is hoped that work will be completed soon. The officer is awaiting Council tax to ok the mailshot as per Scrutiny recommendations in line with the approach taken at other Local Authorities. This should take place during September and be paid for by EAGA.
59. In line with other partnership working conclusions of the Board the officer has also worked with EEAC to create new leaflets which have been sent to DR surgeries/ pension service/age concern/CAB and Council receptions. In particular the customer advice centre/ library square/ 9 St Leonard's Place. Press releases with the Energy Efficiency Advice Centre have also been sent out and discussions held regarding training with the EAC for technical officers in the Housing Strategy & Enabling Group - Housing Standards & Adaptations team to be able to calculate SAP ratings.
60. The March and October 2005 activities and post scrutiny work of the authority's Team Manager, Housing & Adult Social Services, Housing Strategy & Enabling Group - Housing Standards & Adaptations should be formally recognised and included in a Fuel Poverty and CO₂ Reduction Strategy and Action Plan to facilitate monitoring and target setting.
61. In respect of their findings and the testing of methods for improvement, the former Housing Scrutiny Board believe that it is now imperative that the authority consult upon, devise and adopt a Fuel Poverty and CO₂ Reduction Strategy and Action Plan. In addition to which they believe measures must be taken to ensure that the authority's relations with EEAC are built upon and further consolidated in partnership with others.

Recommendations

10. That the Housing Strategy & Enabling Group – Housing Standards & Adaptations Officer and other officers in housing as appurtenant work with York EEAC officers consult upon, devise and adopt a Fuel Poverty and CO₂ Reduction Strategy and Action Plan for the authority this year. And that the action plan use the Regional Action Plan (Annex C) NEA guidance (Annex F) and above quick step pointers as a steer.

11. That the Local Authority ensures that CYC Officer and Member Positions on the Energy Partnership Board are always filled.

62. To date The authority has not done any work in respect of improving sustainable sourcing in relation to domestic energy procurement; i.e. microgeneration from embedded renewable sources in its own housing stock. Nor has it taken a strategic stance on the education and support to achieve annually increasing levels of embedded renewable microgeneration in private sector stock. In respect of this the authority area has fallen behind its regional peers²⁵.
63. Authorities such as Kirklees, Harrogate, Bradford and Leeds have achieved significant microgeneration retrofit and new builds within their housing stock. In no small part by capitalising on established positive relations with their Energy Efficiency Advice Centres (EEAC) developed through delivery of Fuel Poverty Strategies. These have then been extended to ensure EEAC's are consulted annually in respect of proposals for upgrading of heating systems, thermal efficiency measures and other buildings fabric improvements prior to recording within Housing Revenue Account Business Plans.
64. This form of consultation has allowed EEAC's and Local Authorities to target grant funding streams and retrofit renewable microgeneration sources into domestic stock. This in turn has facilitated authorities such as Kirklees which is seen Nationally as exemplary in this field to aim for targeted levels of installation recorded under the Environmental management system EMAS.
65. To date the City of York Council has not adopted such a strategy. As a result of the Board's scrutiny however, some preliminary exploratory meetings have taken place between the Head of Housing Services and the EEAC Project Manager.
66. The Head of Housing Services agreed to look into possibilities for replacing (at end of life) standard boilers with heat pumps where this may be cost effective to the Authority and tenant. Although this situation used to be rare where properties have mains gas connections, it will need to be increasingly

²⁵ See 'Mapping Renewable Exemplars – York's And Humber', (provided at by the Environment and Sustainability Scrutiny Board, in respect of the known domestic microgeneration showing increasing levels of LA domestic stock retrofit and new build installation at other authoritys within the region.

considered in reflection of rising fuel prices and will almost certainly prove the best cost benefit fit where off gas network properties are under consideration.

67. EEAC have committed to keeping The Head of Housing Services fully up to date as to Energy Efficient Commitment funding and other funding streams including regional available for heat pumps and other possible microgenerative alternatives as schemes change in 2006. In this way the authority should be better able to capitalise on funding streams available to it.

Recommendation

- 12. That Annual and inter-year joint working be conducted between EEAC's Local Authority Support Programme Co-ordinator and CYC Housing Officers to ensure renewables are incorporated as part of the HRA and Housing Capital Business plan. Consultation should cover improvements scheduled to buildings fabric and/or heating, water systems replacements etc**

Final Comments from the Board

The Housing Scrutiny Board/Reducing Carbon Emissions Sub-Committee would like to acknowledge the invaluable assistance of a number of people for their technical support and advice to the Board throughout various points of the Scrutiny. The Board extends its thanks to each of those listed below.

Steve Waddington	Head of Housing Services
Mark Grandfield	Asset Manager (Housing Services)
Ruth Abbott	Housing Strategy & Enabling Group – Housing Standards & Adaptations
Kristina Peat	Sustainability Officer, CYC
Colin Eastwood	Project Manager York EEAC
Ashley Herbert	Kirklees Energy Services
Ruth Collins	Local Authority Support Programme Assistant, City Strategy, Energy Efficiency Centre
Lance Saxby	Local Authority Support Programme Co-ordinator, City Strategy, Energy Efficiency Centre
Julian Horsler	Equalities Officer, CYC
Lorraine Donaldson	National Energy Action
Andrew Cooper	Yorkshire and Humber Assembly Policy Manager Energy
Graeme Stephenson	EAGA Partnership

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Chair	Cllr. Ceredig Jamieson Ball
Vice Chair	Cllr. Bill Fairclough
	Cllr. P. Blanchard
	Cllr. Janet Greenwood
	Cllr. David Horton
	Cllr. Mark.Hill
	Cllr. Madeleine Kirk
	Cllr. David Livesley
Co-Opted Member	Colin Eastwood
Co-Opted Member	Alderman Jack Archer
Co-Opted Member	Mildred Grundy
Co-Opted Member	Pat Holmes

Background Papers & Publications

Title and Author(s)

CPA 2005 Key Lines of Enquiry for Corporate Assessment (KLOE).

DIRECTIVE 2002/96/EC OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 27 January 2003 on waste electrical and electronic equipment (WEEE)

Draft Environmental Policy And Update On Preliminary Review For The Environmental Management System (EMS).

Environment and Sustainability Scrutiny Board - Energy Use In Council Buildings

Environment and Sustainability Scrutiny Board - Generating the Future
Feedback on the Consultation Exercise for the Best Value Performance Indicators for 2005/2006

Home Energy Conservation Act 1995

Publisher and Date

Audit Commission
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Official Journal of the
European Union 13th
Febrary 2003

CYC Environment &
Sustainability EMAP
20th April 2004

CYC Executive 2nd Feb
2005

January 2006

ODPM May 2005

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Title and Author(s)	Publisher and Date
Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable	ODPM, LGA, DEFRA, AC August 2005
Planning for Renewable Energy A Companion Guide to PPS22	ODPM 2004
Planning Policy Statement 22: Renewable Energy	ODPM 2004
Regional Housing Strategy	Yorkshire and Humber Assembly Crown Copyright July 2004
Releasing resources to the front line Independent Review of Public Sector Efficiency Sir Peter Gershon, CBE	
Review of Sustainable Energy - Beacons sustainable energy theme The UK Climate Change Programme 2006 'Tomorrow's Climate Today's Challenge	June 2005 I&DeA Learning Pages March 2006

Glossary

Broad Leaved Native Trees

Broad Leaved native Trees would generally be agreed to be species of Deciduous (trees which loose their leaves in winter) trees which have grown in England since the last Ice Age. The below list is not comprehensive but provides a guide;

Alder (Alnus glutinosa), Ash (Fraxinus excelsior), Aspen (Populus tremula), Bay Willow (Salix pentandra) Beech ** (Fagus sylvatica), Bird Cherry (Prunus padus), Black Poplar (Populus nigra var betulifolia), Broad-leaved Lime ** (Tilia platyphyllos), Crab Apple ≡(Malus sylvestris), Crack Willow (Salix fragilis), Downy Birch (Betula pupescans), English Oak (Quercus robur), Field Maple (Acer campestre), Goat Willow (Salix caprea), Hawthorn ≡**(Crataegus monogyna) and Midland Hawthorn≡ (Crataegus oxyacantha), Hazel≡ ** (Corylus avellana), Hornbeam (Carpinus betulus), Rowan ≡(Sorbus aucuparia), Sessile Oak (Quercus petraea), Silver Birch≡ (Betula pendula), Small-leaved Lime (Tilia cordata), Service Trees (Sorbus domestica and Sorbus torminalis), White Willow (Salix alba), Whitebeam (Sorbus aria), Wild Cherry (Prunus avium), Wych Elm (Ulmus glabra)

Suitable for smaller gardens

**** Suitable for Hedging or pleatching**

CARBON MONOXIDE: Poisoning and Prevention

Carbon monoxide (CO) is a poisonous gas, which may be given off by heating - both fixed and portable appliances - or cooking appliances that use gas, coal, wood or oil, if they're not working properly, if the flue is blocked in any way, or if the room is not properly ventilated.

More than 50 Deaths from accidental domestic carbon Monoxide poisoning occur in the UK each year. Carbon Monoxide gas has no smell, no colour or taste and this makes it particularly dangerous.

To avoid accidental death through Carbon Monoxide poisoning

people should do the following things as a minimal precaution;
Households with a gas boiler or heating system should be serviced every year

Chimneys should be swept, even if the fire is not in regular use, every year

Fit Carbon Monoxide detectors, these should comply with British Standard BS 7860 – a Carbon Monoxide detector is a warning device not a substitute for regular servicing.

In rented accommodation

The Gas Safety (Installation and Use) Regulations 1998 place a duty on landlords to make sure that appliances and flues are kept in good order and checked for safety at least once every 12 months. Landlords must also keep a record of previous safety checks and issue the current record to the tenant.

Tenants moving into new accommodation should:

Demand to see a copy of the current record of safety checks carried out.

Ensure that safety checks were carried by a CORGI-registered engineer.

Not use any gas appliances which they think may be unsafe.

Not attempt do-it-yourself work on appliances.

For more information about Carbon Monoxide in Homes please see the Department of Trade and Industry web site

www.dti.gov.uk/homesafetynetwork/cm_intro.htm

ChloroFluroCarbons (CFC's)

A common industrial product, used in refrigeration systems, air conditioners, aerosols, solvents and in the production of some types of packaging. Although chemically inert in the lower atmosphere (troposphere), they are taken to very high altitudes where they are broken down into their components by the stronger sunlight (UV) at these altitudes. It is the chlorine formed in this process that causes the damage to ozone. The manufacture and use of CFCs in industry has been severely curtailed following the Montreal Protocol and subsequent amendments.

CPA

Local Authorities must show performance or delivery of priorities agreed by the ODPM's Central and Local Government Partnership. The priorities are expressed as 5 sub-themed themes in the Key Lines of Enquiry. Themes have criteria for judgement at Level's 2 and 3 (where 3 shows the greater commitment). Sub-theme 5.1.2 has particular reference to housing and the criteria for judgement at Level's 2 and 3 of 5.1.3 widen encompass an Authority's own policy and monitoring framework, the Planning Authority role and the role of authority as exemplar. Sub Themes 5.1.2 and 5.1.3 with the associated criteria for judgement are copied below.

5.1.2 Asks what the council, with its partners, has achieved in its ambitions and priorities for the local housing market:

Level 2:

The council's various policies on fuel poverty, energy efficiency, health inequalities and community safety are achieving improvements but would benefit from being more consistently applied across tenures. There is work going on for outcomes in these areas to be more sustainable, with more efficiency savings and improved procurement practices.

Level 3:

The council is able to demonstrate that there are sustainable policies

and practice where relevant across all tenures to address issues such as fuel poverty, energy and resource efficiency, health inequalities, and community safety. Outcomes in these areas will not only be reflected in sustained improvements to people's quality of life but can also be quantified in terms of efficiency savings and improved procurement practices.

New housing is more sustainable in terms of construction, location, maintenance, and running costs. It is appropriate in size, scale, density, design and layout. It is also accessible, affordable and sufficient green space is provided.

5.1.3 Asks what the council, with its partners, achieved in its ambitions for the local environment, can the council evidence that working in partnership with others, it has established and is delivering on its clean and green liveability agenda the council, working in partnership with others, has contributed to ensuring environmentally sustainable communities and lifestyles.

Criteria for Judgement:

Level 2:

The council is addressing the quality of design in buildings and public spaces and is addressing these matters in its local development plans. There has been some increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.

The council is setting a positive example to others through its environmental management practices

Level 3:

The council has reduced its own resource consumption significantly and is able to quantify the cost of these and the environmental impact these policies have had.

The council is effectively addressing significant local and global environmental issues and actively communicating environmental issues to the wider community

Buildings and open spaces are designed to a high quality and this is addressed in the local development plans. There has been a sizeable increase in the proportion of new developments (for example, public buildings, housing, fixed infrastructure) which mitigate the effects of, or adapt to the impact of, climate change during planning, design and construction.

EcoHomes Standard

The Ecohomes environmental assessment and rating system was developed by the Building Research Establishment (BRE) for all new and renovated homes. It is the 'homes' version of the BRE Environmental Assessment Method (BREEAM) developed with support from the National House Building Council (NHBC).

Ecohomes rates environmental performance on a simple single scale: Pass, Good, Very Good and Excellent. It does so by assessment of the following aspects of a building: Operational Energy i.e. that required for fuel and power during its expected use; Transport; Health and Well-being; Water; Materials, Land Use; the Ecological Value and Pollution.

It is now the most widely recognised sustainability appraisal system for residential development by Local Authorities. Using Ecohomes is an effective means to test compliance with Local Plan policies, requiring developers to demonstrate their green and sustainable credentials and high environmental design standards. The scheme is also aligned to the 2004 Sustainable Buildings Task Group recommendation that a single national Code for Sustainable Building (CSB) based on this method be established. English Partnerships and the Housing Corporation already require contractors to build to such standards.

Emissions trading

Emissions trading is an attempt to reduce the environmental cost of pollution control by providing economic incentives for measurable reductions in emissions.

A central authority, such as an air pollution control district or a government agency, sets limits or "caps" for each type of pollutant, recognizing that clean air is a joint resource. Groups that intend to exceed the limits may buy *emissions credits* from those who will stay below their designated limits; this transfer is normally referred to as a trade.

Green House Gases

The six key gases, identified as accelerating global warming due to human production, use and emission into the environment;

carbon dioxide(CO₂),

methane,

dinitrogen (nitrous) oxide (N₂O),

hydrofluorocarbons (HFCs),

perfluorocarbons (PFCs)

and sulphur hexafluoride (SF₆)

Carbon dioxide (CO₂) accounts for the greatest proportion of greenhouse gas emissions in the UK.

Halocarbons

A class of halide (i.e. containing Chlorine, Bromine or Iodine) compounds, including CFC's. These can break down to form various ozone-depleting radicals.

Kyoto Protocol

An international agreement setting targets for industrialised countries such as the UK to cut their greenhouse gas emissions. The protocol was agreed in 1997, based on principles set out in a framework convention signed in 1992.

The Kyoto Protocol became a legally binding treaty on 16 February 2005 having been ratified by 55 nations.

Merton Rule

The 'Merton Rule' is the groundbreaking planning policy, pioneered by the London Borough of Merton, which requires the use of renewable energy onsite to reduce annual carbon dioxide (CO₂) emissions in the built environment. Hundreds of local authorities look set to follow Merton's lead, which will impact all new major development projects throughout the UK.

Following the publication of Planning Policy Statement 22 (PPS22), Planning Guidance on Renewable Energy, issued by the Office of Deputy Prime Minister in 2004, the London Borough of Merton was the first to formalise the governments renewable energy targets in its adopted UDP, setting the target for the use of onsite renewable energy to reduce annual CO₂ emissions for all new major developments* in the borough by 10%.

The first project to comply with this target – ten light industrial units - was completed in June 2005 at Willow Lane, Mitcham, using micro turbines and solar PV to meet the requirement.

Croydon were quick to follow Merton's lead, and their first project designed to reach a '10% target' was completed in July 2005.

North Devon has chosen to demand 15% CO₂ reduction from renewables and Kirklees Council have proposed that by 2011, 30% of energy consumption in every one of its new buildings is from renewable sources. This is a trend that has drawn increasing interest from local authorities across the UK, with over 75 councils already drawing up policies.

Montreal Protocol

A convention signed in 1987 by many countries to greatly reduce the production and use of CFCs responsible for damage to the ozone layer with the aim to reduce them by half by the year 2000. Since 1987, further amendments to the protocol have imposed greater restrictions on the production and use of potentially damaging compounds. The main CFCs will not be produced by any of the signatories after the end of 1995, except for a limited amount for essential uses, such as for medical sprays.. Two revisions of this agreement have been made in the light of advances in scientific understanding, the latest being in 1992. Agreement has been reached on the control of industrial production of many halocarbons until the year 2030.

Nottingham Declaration

In 2000 Nottingham City Council hosted a conference on climate change to launch a declaration which has been signed by over 80 local authorities in the United Kingdom (number as at November 2004). The full wording of the declaration is copied below at Annex H.

Ozone (O₃ : 3 oxygen atoms)

Ozone occurs naturally in the atmosphere and forms a layer in the stratosphere, thinnest in the tropics (around the equator) and denser towards the poles. It is created when ultraviolet radiation (sunlight) strikes the stratosphere, dissociating (or "splitting") oxygen molecules (O₂) to atomic oxygen (O). The atomic oxygen quickly combines with further oxygen molecules to form ozone. **Ozone depletion** is mainly due to the release of manmade chemicals containing chlorine such as CFC's (ChloroFluoroCarbons), bromine containing compounds, related halogens and Nitrogen oxides;.

**Voluntary
Indicator
Framework**

Ozone depletion has a major effects upon us and our planet, even a small amount of loss to the ozone layer , means more ultraviolet light (UV-B) from the sun reaches the Earth. For each 1% of the ozone layer depleted, 2% more UV-B reaches the surface of the planet.

UV-B increase is one of the most harmful consequences of ozone depletion because it can cause skin cancer. The US Environmental Protection Agency estimates that 60 million people born by the year 2075 in America alone will get skin cancer due to ozone depletion and that one million of these people will die, in addition it estimates 17 million more cases of cataracts can also be expected in the US alone

The March 2005 UK Government Sustainable Development Strategy 'Securing the Future' incorporates the August 2005 ²⁶ guidance to monitoring, and complimentary indicators for Local Authoritys and Local Strategic Partnerships, entitled 'Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable'.

Drafted with reference to National Local Authority monitoring indicators drawn up under the LA21 process the indicators are recommended for adoption to extend or widen the ethos of the CPA framework to cover an authoritys partners and partnership working.

Whilst the indicators are at present voluntary – i.e. non-statutory – in fleshing out the statutory indicators they "...help (LA's/LSP's) monitor the effectiveness of their Sustainable Community Strategies.." ²⁷. There is a strong suggestion that they may become obligatory in the near future. Indicators 24, 25 and 26 relating to energy and emissions are copied below.

24

Levels of key air pollutants.

25

Carbon dioxide emissions by sector and per capita emissions.

26

Average annual domestic consumption of gas and electricity (kwh)

Warm Front

Warm Front is the Government's main grant-funded programme for tackling fuel poverty. The scheme was launched in June 2000 and before its name changed to Warm Front, it was called the Home Energy Efficiency Scheme.

From June 2005 the roles of Warm Front Scheme Manager and Supplier of Heating Materials in England, Defra has announced the preferred bidders subject to contract award. These are:

²⁶ Audit Commission, DEFRA, ODPM and Local Government Association

²⁷ See Page 16 'Local Quality of Life Indicators – Supporting Local Communities to Become Sustainable'.

- Eaga Partnership for the role of Scheme Manager in all four geographical lots
- Wolseley UK Limited for the supply of oil and gas heating materials
- Graham Group for the supply of electrical materials.

A Warm Front grant of £2,700 or £4,000 (if oil central heating has been recommended) can provide a package of insulation and heating tailored to each property, drawn from the measures listed below.

Insulation measures

- Loft insulation.
- Draught proofing.
- Cavity-wall insulation.
- Hot-water-tank insulation.

Heating systems

- Central heating
- Gas room heaters with thermostat controls
- Electric storage heaters
- Converting a solid-fuel open fire to a modern glass-fronted fire
- Time controls for electric space heaters and water heaters
- Heating repairs and replacements

Other measures

- Energy advice.
- Two low-energy lightbulbs.
- Hot water tank jacket.