

**REPORT TO: HOUSING COMMITTEE 21 JANUARY 2002**

**REPORT ON: HOME ENERGY CONSERVATION ACT (HECA)  
SECOND PROGRESS REPORT 2001**

**REPORT BY: DIRECTOR OF HOUSING**

**REPORT NO: 36-2002**

**1. PURPOSE OF REPORT**

- 1.1. The purpose of this report is to seek Housing Committee approval of the attached HECA Progress Report.
- 1.2. The report must be submitted to the Scottish Executive by 31 January 2002.

**2. RECOMMENDATIONS**

- 2.1. It is recommended that the Committee approves the 2001 HECA Progress Report.

**3. FINANCIAL IMPLICATIONS**

- 3.1. Financial implications of any policies, strategies or programmes stated in the HECA Progress Report (*and the original HECA report*) will be detailed within specific Committee reports which will be brought forward over the life of the HECA.

**4. LOCAL AGENDA 21 IMPLICATIONS**

- 4.1. The strategy outlined within the HECA report forms a significant element of the Council's overall Agenda 21 strategy and will have a positive impact on several key themes within "Dundee 21".
  - a. **Key Theme 2** – Limiting pollution to levels at which natural systems can cope.
  - b. **Key Theme 5** – Access to good food, water, shelter and fuel at a reasonable cost.
  - c. **Key Theme 8** – Health is protected by creating safe, clean, pleasant environments and health services which emphasise prevention of illness as well as care for the sick.

**5. EQUAL OPPORTUNITIES IMPLICATIONS**

- 5.1. The strategy outlined in the HECA report aims to provide affordable warmth energy advice for all and reduce dampness and condensation thereby improving the comfort and health of **all** its citizens and hence their quality of life.

**6. SUMMARY**

- 6.1. The Home Energy Conservation Act 1995 came into force in Scotland on 19 December 1996.
- 6.2. Under the Act all Local Authorities in Scotland became Energy Conservation Authorities (ECAs) and were required to prepare and publish reports identifying energy conservation measures considered practical, cost-effective and likely to result in significant improvements in the energy efficiency of the residential accommodation in its area. The first report was submitted to the then Secretary of State for Scotland on 1 December 1997.
- 6.3. In addition the original report, ECAs are required to publish periodic progress reports. The first Progress Report detailed the steps Dundee City Council had taken over the period 31 March 1997 – 1 April 1999 in making the improvements in energy efficiency and reductions in CO<sub>2</sub> emissions to which it committed itself in its original HECA report. The second report updates progress for the period 1 April 1999 to 31 March 2001.

**7. CONSULTATIONS**

- 7.1. All Chief Officers and the Dundee Federation of Tenants Associations have been consulted on the contents of this report.

**8. BACKGROUND REPORTS**

- Home Energy Conservation Act, 1995.
- Dundee City Council HECA Report, 1997.
- HECA 1<sup>st</sup> Progress Report, January 2000.

**ELAINE ZWIRLEIN**  
**DIRECTOR OF HOUSING**

**SIGNATURE** \_\_\_\_\_

**DATE** \_\_\_\_\_



DUNDEE CITY COUNCIL

ENERGY CONSERVATION AUTHORITY

Second report to the Scottish Executive

Showing progress made in the period  
01.04.99 - 31.03.01

With regard to the Home Energy Conservation Act,  
1995

## Introduction

The following report describes the action taken by the Dundee Energy Conservation Authority (ECA) to improve the energy efficiency of all stock within its boundaries. It is produced in accordance with guidance issued by the Scottish Executive in August, 2001 and follows the format prescribed therein. It is organised in terms of the following headings:

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## Part A : Aims and Organisations

As stated in its 1997 HECA Report , Dundee City Council's aim is to improve the level of energy efficiency of the city's housing stock. It also aims to provide affordable warmth for its own tenants, energy advice for all residents and reduce dampness and condensation , thereby improving the comfort and health of all its citizens and hence their quality of life. The strategy is expected to reduce projected CO2 emissions in line with the UK Government's recommendation of a 30% decrease over a 10 – 15 year period.

Both the original report and subsequent Progress Report highlighted the fact that actual measures which the Council can influence are largely confined to its own housing stock. However, the report also stressed that the key to improvements across all tenures would be in raising public awareness of the issues surrounding energy efficiency so that all residents can be proactive in accessing available grants, incentives, energy advice etc. It must be said that much of this "outreach" to other tenures has been achieved via the Dundee Energy Efficiency Advice Project who agree a service level agreement with the Council on an annual basis.

DEEAP is not part of the Council, although partnership working with the Housing Department is paramount. The one energy advisor it employs is employed by SCARF (Save Cash and Reduce Fuel, Aberdeen) although the majority of the funding for the post is through Dundee City Council. This energy Advisor is employed on a fulltime basis. A freephone helpline and processing of DIYHECS are carried out by SCARF.

The Council's designated HECA Officer spends approximately 50% of her time on HECA related-activities. Therefore, the sum total of staff resources for HECA in Dundee is 1.5% members of staff, 0.5% of which is actually on the Council payroll.

The designated HECA Officer for the Council is employed within the Improvements and Maintenance Unit (IMU) of the Housing Department which is the section responsible for carrying out the Housing capital programme including heating-installation and renewal, double-glazing and roof repairs and liaising with external agencies such as local Warm Deal installers to coordinate insulation work etc. This is considered to be a logical and mutually-useful location for both the HECA Officer and Project Officers within the section.

The HECA officer (actual job title is Programme Development Officer), is also the Housing Department representative on energy/environment-related corporate groups including Agenda 21 Working Group, Energy Working Group and the Sustainable Construction Working Group.

It will be shown within this report how Dundee City Council has achieved energy savings of 4.3% and reduced carbon dioxide emissions by 3.67% in the last two years. £16.162m from the Housing Revenue Account has been spent on heating, double-glazing, roof repairs/renewals etc with a further £3.4m spent on the demolition of the least energy-efficient portion of the stock.

Matters relating to HECA including presentation of the HECA Report itself are channelled through Housing Committee. As will be shown under Section B of this report, Dundee City Council has formed partnerships with various other agencies as well as SCARF. There is a 'Preferred Supplier' arrangement in place with Scottish & Southern Energy plc, with whom works are also done through the SOP (Standards of Performance) scheme. Close working relationships have been established with local network installers such as the Claverhouse Group to maximise the amount of insulation works

which can be done locally under Warm Deal. Together with several other Councils in the North and East of Scotland, Dundee City Council has formed the NEEDS Consortium, securing an £85,000 HECA Action grant to bring about energy savings amongst the fuel rich.

## Part B : Progress to date

In the first progress report submitted to the Scottish Executive in 1999, the approach taken was to provide an update on the 39 individual targets laid out in the original HECA Report , albeit that they were grouped into cogent areas. This is now thought to be a cumbersome approach. The grouping into categories will be retained but a different approach will be adopted with areas of significant progress and partnership being highlighted and areas which proved problematic also receiving comment.

### **1. Improvements to own stock**

- 1.1. The Council has progressed with its "Windows for All Programme" under which all properties in the city built before 1977 will have had their single glazed windows replaced with double-glazing by end March, 2002. At the end of the period covered by this report, only 1,250 properties remain to have double-glazing installed, so completing this phase ahead of programme. This is a significant milestone. All properties built after 1977 will now have double glazing installed by 2003/04 as part of a rolling programme with no property having glazing which is over 25 years old.
- 1.2. With the end of the Council's Comfort and Security Programme in March, 2001, all pre-war Council accommodation in the city can now boast central heating, double glazing and roof and external fabric works and insulation.
- 1.3. The Council continues to carry out in excess of 1000 central heating installations and renewals per annum. The latter will continue apace but the former will be greatly extended from April, 2001 onwards by the significant resources allocated to Dundee City Council through the Scottish Executive Central Heating Programme. (£1.9m in the first year).
- 1.4. The Council continues to replace/repair defective roofs and to demolish its least energy-efficient surplus properties.

### **2. Via partnership with Dundee Energy Efficiency Advice Project**

- 2.1. This partnership has delivered many of the measures and advice in the period covered by this report. Over the two years, the project, with only one member of staff has carried out 636 home visits and distributed 3,929 DIYHECS (which have been processed through SCARF – Save Cash and Reduce Fuel, Aberdeen – of whose network the project forms part). Home visits by their very nature are time-consuming but, according to research carried out by Dr. Brenda Boardman (*ref: source Oxford Uni\**) known to be the most effective in terms of achieving behavioural change amongst clients.

The Project also referred:

215 householders for Warm Deal Grants

570 householders for fridges and fridge-freezers through the Fridge Savers scheme and distributed 14,513 low energy light bulbs and 4,200 jug kettles to tenants of sheltered accommodation. These were provided by Scottish and Southern Energy plc (Scottish Hydro) through the Standards of Performance scheme.

2.2. DEEAP has worked closely with the Council in its delivery of its Central Heating Programme. Early consultation with tenants during these programmes has helped to anticipate the appropriate forms of advice. Explaining the running costs of different heating systems can help tenants make an informed choice of heating system. Such advice can help minimise the problems arising through inappropriate use after installation. Advice is delivered at appropriate points before, during and after the heating programme such as at public meetings, through setting up trial houses and by home visits, as required. The use of the Advisor from DEEAP has proved very successful in overcoming barriers that sometimes exist between tenants and Dundee City Council Housing Department.

2.3. DEEAP has helped increase awareness of energy efficiency within the wider Dundee community by engaging with the local media and the community. It has done this in a variety of ways:

- By doing roadshows such as those which occur during Energy Efficiency Advice Week and Warm Homes Week .
- By having a presence at major events such as the annual Dundee Flower and Food Festival which brings visitors in their 10s of 1000s from the greater Tayside area and smaller scale Community Festival events. Presentations are carried out with health professionals, neighbourhood watch schemes, Housing Associations and in schools.
- School children are key in bringing about behavioural change in the home and, as well as in-school presentations, the Project also participates annually in a two-week Safe Taysiders project in conjunction with Tayside Police. 750 primary 7 children from across the city attend and 98% of those surveyed have said that they feel that this event has made them aware of the importance of energy efficiency and the consequences of climate change and global warming.

### 3. Warm Deal

3.1. Dundee City Council has continued to work very closely with local network installers to ensure maximum uptake of these grants. Through that part of the scheme administered directly by Councils, DCC has managed to obtain £360,000 over the two years for measures to its own stock. A further £227,218 has been invested in Council housing through that part of the scheme operated through EAGA. Overall, this allowed work to be carried out to 2501 properties at an average cost of £234.79, with 1196 ie 47.8% of properties having at least some measure of loft insulation carried out. No Council homes had cavity wall insulation carried out as a large scale programme of cavity - fill to Council stock was carried out in the early 1980s.

3.2. Within the private sector £462,556 has been obtained to carry out works to 1914 properties with an average grant per household of £241.66. 1017 properties or some 53.1% of these involved some degree of loft insulation with only 7 benefiting from cavity fill. The private sector has in the past proved difficult to penetrate but the Council and installers have worked together by mailing out Warm Deal publicity with beginning-of-year housing and council tax notification letters thus ensuring that all Warm Deal eligible households are made aware of the scheme and their eligibility for it. Take up of this initiative will be monitored and reported in the next Progress Report.



#### 4. NEEDS Scheme

- 4.1. There was a concern in the previous report that , due to limited staff resources, much of the thrust of the Council's HECA Strategy was directed at its own stock and tenants as they were the easiest to reach and influence and Housing Revenue Account funding could be spent directly there. The NEEDS (North and East Energy Discount scheme) which came into being at the beginning of the reporting period for this report was an attempt to redress the balance, to try to effect change within the fuel-rich sector. The consortium involves a group of local authorities in the North and East of Scotland , including Dundee and its aim is to encourage owner occupiers and private landlords to invest in energy efficiency measures. It was hoped to achieve this by establishing a bulk discount scheme through which the consortium Energy Conservation Authorities negotiate discounts on behalf of householders in the order of 25 – 30% on the full price for the insulation works. The first group of properties were targeted with a mail-drop in late 2000 – approximately 3,591 of these in the Dundee area. At the time of writing not a single household has taken up work under the NEEDS scheme. However, 69 households from this group have responded to the mailing and found themselves eligible for Warm Deal grants which they have then gone on to claim. This was not the response anticipated and may be due to the fact that the initial group comprised owners of ex-Council properties in the city who may not be largely fuel-rich. For the second mailout (not covered by this report) residents in a more affluent suburb of the city have been chosen. This project was part funded by HEC Action grant.

#### 5. Data collection

- 5.1. Data collection and collation in terms of the establishment of a database of energy performance of dwellings across the city has been slow to progress not least because of the limited HECA staff resource within Dundee City Council as outlined in part 1 of this report. Information is regularly collected (see item 6.1 below)but the difficulty is in managing this raw data into meaningful information .However, this situation will be improved over the next 3 years and this will be discussed in more detail in the "Looking Forward" part of this report.

#### 6. Miscellaneous

##### 6.1. **Preferred Fuel Supplier Scheme**

The Council's deal with Scottish and Southern Energy plc went live on 15<sup>th</sup> January, 2001 towards the end of the reporting period for this report. As part of this arrangement, all new tenants are given 2 low energy light bulbs when they sign up for their new Council tenancy. As the Council has approximately 1000 new signings per year, this accounts for a further distribution of light bulbs in Dundee of 2000 per annum. The partnership links allow close working with Hydro which enables maximisation of monies under SOP as well as the donation of several large appliances per year as enticement to customers to complete various energy surveys at different times of the year .For example, as part of the Housing Department's Annual Report which is distributed to every household in Dundee, there is a DIYHEC and everyone who completes one is entered into a prize draw for a wide-screen television which Hydro sponsor. The income to the Council generated by the Preferred Supplier scheme is

expected to be in the region of £100,000 per annum and, although a final decision has not yet been taken regarding how this money is spent, it is agreed by Housing Committee that it will be spent on energy efficiency and advice issues.

6.2. **Care and Repair Scheme**

Over the last two years, this scheme which operates from within the Council has assisted 36 elderly private householders to improve the energy efficiency of their homes by a combination of obtaining advice services or arranging for the installation of central heating systems, insulation etc.

6.3. **Private Sector Grants**

Over the period, 281 private households have been awarded grants to install double-glazing and 83 for the installation of more efficient boilers.

6.4. **Condensing boilers**

A commitment was made in the original report to give consideration to the installation of condensing boilers. Unfortunately, as the marginal cost over non-condensing boilers has not narrowed sufficiently, the Council has only installed condensing boilers in a handful of pre-war properties where it was considered necessary to remove the householders from fuel poverty. However, though outwith the reporting period of the current report, it should be noted that the Council, in conjunction with Hydro, have now managed to source a condensing boiler from a manufacturer who is able to provide it at a price which, when combined with the £150 per unit available through SOP, matches that of non-condensing boilers. A small trial involving approximately 60 houses in two different parts of the city will be carried out and, if performance is found satisfactory, then installation of this condensing boiler and others which can be installed economically will be extended to all installations of gas central heating.

## **Part C. Personal circumstances/Fuel Poverty**

As was the case for the previous HECA Report submitted by Dundee City Council, there is no formal strategy for identifying and assisting those living in Fuel Poverty in the city. This is not to deny that very many people living in fuel poverty have been assisted by the various other schemes available and which have been reported on in this document. In line with obligations on the Council under the Housing (Scotland) Act, 2001 a Fuel Poverty strategy for the city of Dundee will be formulated and acted upon over the following three years through the vehicle of the Dundee Community Energy Partnership as will be outlined in the following section of this report.

## Part D : Looking Forward

In the 1<sup>st</sup> HECA Progress Report submitted to The Scottish Executive in 1999(2000) the following statement was made with regard to actions for the following two years:

“New approaches will be taken to:

- a) make inroads into the fuel rich sector
- b) improve data collection and updating the database
- c) establish better links with other housing sectors with a view to obtaining better information on their stock and also influencing landlord behaviour”

Item a) has been discussed under the NEEDs scheme at item B4.

Some progress has been made for items b) and c) but this has been limited for reasons mentioned earlier in this report i.e the limited staff resource within Dundee City Council for HECA related activities. However, it must be said that local Housing Associations have been helpful in providing the information asked of them and this has probably been facilitated by the provision of a standard form in which they have simply had to insert numbers relevant to their association – 84.6% responding to the request for information.

A recent development should assist greatly in achieving both these aims as well as very many others relating to an integrated approach to assessing the energy performance of housing stock across the city and alleviating fuel poverty. This is the establishment of the Dundee Community Energy Partnership. This project is the first of its kind in Scotland although it is loosely based on the Warm Zone model of which there are five currently operating south of the border on a pilot basis. The Partnership is between Dundee City Council, Transco and Scottish and Southern Energy plc (Scottish Hydro) and has as its aim the alleviation of fuel poverty. In Dundee the target will be to take 80% of those in fuel poverty out of it. What the project aims to do over its 3 year life is to systematically survey every single household in Dundee - public and private – and by establishing who is in fuel poverty, put together individualised packages of assistance which can include any combination of physical measures to the house such as heating or insulation installation and/or energy advice/money advice. Information will also be gathered on those who are NOT in fuel poverty and this will enable the creation of a database which will contain information about every property in the city. This will greatly assist in identifying the exact energy performance of the stock and perhaps identify areas where further work to increase energy efficiency can be carried out. Where this project will have the advantage over others which have tried to do a similar thing, is in:

- a. systematically surveying the city on a ward-by-ward basis and engaging community groups and local media to ensure full cooperation with the scheme and
- b. bringing together all funding sources under the one umbrella organisation (the Partnership itself) and making use of existing sources of assistance already in the city such as money advice, energy advice etc. by engaging them at the earliest possible point and making them part of the wider partnership

Hopefully, by the time of the next HECA Progress Report in 2003, Dundee City Council ECA will be able to report major strides forward in terms of alleviation of fuel poverty in the city and the establishment of a citywide energy database which is almost 50% populated.

## Part E: Summary

Actual improvements in Energy Use/Emissions

Using the: spreadsheets issued by the Scottish Executive, the following outputs have been calculated

| Reporting period     | Energy use in Giga Joules per year | CO2 emissions in kilotonnes per year |
|----------------------|------------------------------------|--------------------------------------|
| Original HECA Report | 7 872 667                          | 574                                  |
| 1997 - 1999          | 7 446 109                          | 531                                  |
| 1999 - 2001          | 7,123,222                          | 511.4                                |

This shows a 4.3% decrease in energy use over the two year period of this report and a 3.69% reduction in CO2 emissions. The cumulative decreases are 9.49% and 10.90% respectively. This is over a 4 year period and would indicate that Dundee City Council, though showing less of a decrease than for the last report, is still on line to achieve the Government objective of a 30% reduction by around 2010.

In total, the Local Authority has spent £16.162m and works have benefited 5,483 number of dwellings within its own stock.

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