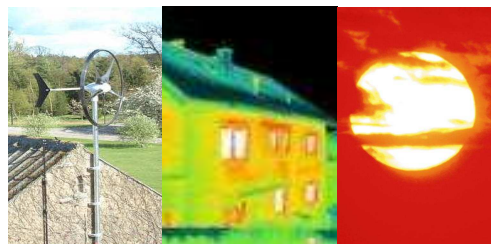


THE SOUTH WEST LOW CARBON HOUSING AND FUEL POVERTY STRATEGY AND ACTION PLAN



FINAL DRAFT

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**GOVERNMENT OFFICE FOR THE SOUTH WEST
WITH REGIONAL PARTNERS**

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EXECUTIVE SUMMARY

“Climate change is probably the greatest long-term challenge facing the human race.” **Tony Blair, Forward to the Climate Change Programme 2006**

“Climate change is the biggest issue for us to face this century. It's manmade. The science is done. It's complete. It's a matter of political understanding” **Sir David King, UK Government's Chief Scientist, giving evidence to House of Lords select committee (March 2004)**

“If we don't act, the overall costs and risks of climate change will be equivalent to losing at least 5% ... to 20% of (global) GDP or more. In contrast, the costs of action – reducing greenhouse gas emissions to avoid the worst impacts of climate change – can be limited to around 1% of global GDP each year.” **Sir Nicholas Stern, The Stern Review: The Economics of Climate Change 2006**

“Fuel Poverty is a major social problem which, as energy prices rise, is affecting an increasing number of people. It is a disgrace that people are still living in cold, damp and poorly insulated homes in fear of debt to their energy supplier. Failure to (take action) will leave millions in hardship whilst continuing to waste energy” **Alan Simpson MP, Chairman Parliamentary Warm Homes Group 2006**

Regional Targets for Low Carbon Housing and Fuel Poverty

In response to the massive threat posed by climate change and fuel poverty, the South West will establish the following headline targets within housing:

Carbon dioxide emissions - 17% cut by 2010, 30% cut by 2020¹, leading to at least a 60% cut by 2050 from a 1990 baseline.

Fuel poverty – Eradication of fuel poverty by 2010 in vulnerable households and in all households by 2016

These targets mirror those set by national government across the whole of society. Current climate science suggests that deeper cuts will be required to alleviate the worst impacts of climate change. However the analysis underpinning this strategy and action plan suggests that the region will require stronger intervention from national government for these targets to be exceeded by any degree.

The threat of climate change, with associated sea level rises, more extreme weather events, high peak summer temperatures and high intensity precipitation, will have far reaching implications for the region. We have a responsibility to future generations to act with urgency to alleviate the worst impacts of climate change, impacts that are already beginning to affect the region. The domestic sector generates just under 30% of carbon emissions within the UK, which in itself is significant. However the impact of domestic sector action goes beyond the confines of the related emissions, as householders may also take improved awareness into their work lives and into their choices about transport.

Climate change can not be addressed without being mindful of the impact on the most vulnerable. As a result, this strategy and action plan looks to integrate the twin domestic sector priorities of low carbon housing (including both energy efficiency and on site renewables) and fuel poverty (the inability to adequately heat the home without spending more than 10% of household income). Living in cold damp homes exacerbates the incidence of cold-related illness and is linked to the incidence of excess winter mortality. The medical intervention of those preventable illnesses places a huge burden on the NHS. In addition, a cold damp home has impacts on the quality of life, affecting levels of social interaction and children's educational attainment.

¹ The draft Regional Spatial Strategy contains a 30% target by 2026, though with a wider scope (including transport) than the housing specific targets outlined here.

In the South West, the 2003 English House Condition Survey indicates 6.5% or just under 140,000 households as being in fuel poverty. However, rising fuel prices have substantially increased fuel poverty numbers. By the end of 2005 the numbers in fuel poverty had increased to around 225,000, by 2006 these numbers will have again increased significantly.

A step change in understanding and action

Nothing less than a transformation in the way we prioritise and act on energy issues will be sufficient if we are to meet and exceed the regional targets outlined above.

In order to meet targets by 2010 in the South West, we will need to increase installation rates for key energy efficiency measures and on site renewables by a factor of 3.5 to 4².

This will require a similar increase in the numbers of householders that are engaged by the regional energy advice network, such that over 10-12% of householders in the South West are receiving energy advice every year. This will need to be backed by a massive increase in the profile associated with energy issues in order to support the step change in householder attitudes and behaviour required to underpin the required take up of measures.

Whilst nationally available funding may deliver a 2.5 to 3 fold increase in installation rates for energy efficiency measures by 2010, the region will have to punch above its weight in drawing in additional funding to the region on energy efficiency. Given that there is some evidence that the region is currently securing below average levels of funding on energy efficiency, this is a significant challenge. It is unclear at the moment where the funding for on site renewable technologies will come from over this timescale.

However the region is starting from a low base. 43% of all households still have unfilled cavity walls, 30% have less than 100mm of loft insulation, and just under 60% have no low energy lights at all. Given the cost effectiveness of all these measures, this represents a poor response to the problem to date. The region has the least energy efficient housing of all government regions (all be it by a small margin), the highest level of failures on the thermal conditions within the Decent Homes Standard and a higher than average level of fuel poverty.

As a minimum, by 2020 the region should have no unfilled cavity walls and no poorly insulated lofts. However in itself this will not be sufficient. 20% of the regions housing will not be able to meet an acceptable standard of energy efficiency, even when all the basic cost effective measures have been applied. Unless the region is able to deal with these particularly 'hard to treat' properties, then neither carbon targets nor fuel poverty targets will be met. This will require more expensive solid wall insulation and greater up take of on site renewables. In addition there will need to be agreement on acceptable approaches to dealing with the region's protected buildings, either listed or in conservation areas (approx 6-7% of the region's properties).

Action within existing housing will provide up to 85% of the carbon savings required to deliver the 2020 target. Energy efficiency measures (including reducing electricity demand) will deliver in the order of 85-90% of the target carbon savings by 2020. However, the medium to long term importance to carbon targets of new build and on site renewables should not be underestimated.

The carbon footprint of new build will be increasingly important as the scale of new development expands. As such the draft Regional Spatial Strategy policies on sustainable construction will be

² Whilst this factor increase is from a 2003 baseline, the analysis assumed the installation rates achieved over 2003-2005 was split equally over the three years. The effective required increase takes into account the significant increases already achieved during Energy Efficiency Commitment 1 (EEC1), the additional increases are effectively running from 2006 to 2010 covering EEC2, 2005-2008 and EEC3, 2008 to 2011 and Warm Front.

significant, not only laying the foundation for significantly reduced carbon emissions but also providing an insurance against increased fuel poverty if future fuel prices were to rapidly rise.

A short term focus on on-site renewables will also be essential to securing the longer term carbon saving required by growing targets, as well as securing appropriate and quality installations now and maximising the potential value to the region from a rapidly growing sector. Within the short term, on-site renewable technologies can also play an important role in helping to alleviate fuel poverty, particularly within the region's hard to treat properties where standard energy efficiency measures are not available or insufficient.

The huge increase in numbers of energy efficiency measures and the rapid increase in percentage terms for on-site renewables in both existing housing and new build, bring opportunities and challenges. The demand for skills within a rapidly expanding sector will place significant pressures on training provision in order to ensure quality installations. However an emphasis on growing the South West energy efficiency and renewable energy sectors will also help to secure the maximum potential benefit from the economic value that will be generated by the sector over the next 10-15 years.

Developing a regional response

Key regional bodies, such as the Regional Development Agency, Government Office, Regional Assembly and the Environment Agency, among others, have a huge influence on the region, either directly or through funding programmes.

Currently the South West does not fully utilise the potential offered by the activities of these regional organisations when it comes to the support that could be afforded to local action on low carbon housing and fuel poverty.

This regional strategy and action plan will address this gap by delivering action that can't be done at either national or local levels, securing maximum benefit from the national framework and supporting, enhancing and promoting the step change required in action at the local level.

The regional programme of action, outlined in full in the Annex to this document and summarised in section 6, is designed to deliver against five key themes or aims:

1. *Securing ownership*
2. *Enhancing the regional policy framework*
3. *Co-ordinating and enhancing regional communication*
4. *Supporting implementation of low/zero carbon development*
5. *Enhancing support for innovation and training*

Work on existing housing, whilst not a separate aim, cuts across aims 1, 2, 3 and 5.

One of the priority actions for the region is to establish some form of South West Sustainable Energy Partnership that can take ownership of this strategy and action plan and link the delivery of action in this area with the wider sustainable energy agenda. Clearly this partnership once established will need to review and adapt, as appropriate, the actions outlined within the annex. However given the short times scales and urgency driving the need for action, the plan has been presented in full with the intention that priority actions can be identified and progressed with a minimum of delay.

Along side an enhanced programme of regional action, a significant expansion of concerted action by the wide range of local stakeholders will be required in order to promote, support and deliver the step change in installation rates necessary to achieve the regional targets.

In summary this strategy and action plan will provide a domestic sector focus, outlining how the South West can act at a regional level on:

- **Low carbon housing** - including energy efficiency and on-site (or micro) renewable technologies. Within this document low carbon technologies will be used as a term to cover both energy efficiency and on-site renewables. The strategy is not technology specific i.e. it does not have sections on individual technologies. As a regional strategy it instead focuses on laying the foundations for local decisions on the application of appropriate technology. The strategy does not cover CHP except where it refers to micro CHP or district heating.
- **Low/zero carbon development** – within this document low/zero carbon development is defined as being development that generates low or zero net emissions of carbon into the atmosphere as a result of building use. This definition includes all building emissions both regulated and non regulated, but does not include embodied energy nor carbon offsetting. This may or may not be the same definition that is adopted by the Regional Spatial Strategy in the light of the additional work currently underway on carbon neutral development and the final pronouncements by central government on the Code for Sustainable Homes.
- **Fuel poverty** - including the delivery of affordable warmth within the home and enhancing benefit take up as a means of income maximisation and providing passport benefits to securing grants for installing low carbon technologies. A fuel-poor household is one which needs to spend more than 10% of its income to heat its home to an adequate standard of warmth (21 °C in the living room and 18 °C in the other occupied rooms). As such fuel poverty is closely linked to poor household insulation levels, inefficient heating systems, rising fuel prices and low incomes and debt.

SECTION 1: SCOPE & PURPOSE OF THE REGIONAL STRATEGY AND ACTION PLAN

The approach to developing this strategy and action plan recognises the need to place responses to climate change within the wider context of sustainable development. As a result, this strategy and action plan will address the severe social impacts of fuel poverty within the South West alongside the identification of the potential economic opportunities and benefits open to the region in developing a robust domestic sector response to the challenge of mitigating climate change and eradicating fuel poverty.

As well as addressing environmental, economic **and** social issues within a strategy that affects issues at the core of the region's approach to sustainable development, integrating approaches to domestic sector mitigation of climate change and fuel poverty will enable the region to:

- Take advantage of the significant overlaps between the required programmes of action
- Take a co-ordinated approach to addressing issues that do not overlap in order to minimise conflicting priorities

In particular, differentiation will be required around approaches to:

- Targeting householders, using a range of techniques and tools, to reach and engage those 'able to pay' and those in fuel poverty
- Engaging intermediary stakeholders as a means of involving individual householders
- Ensuring measure priorities meet the needs of all householders
- Income maximisation, including benefit take up, fuel supplier switching, social tariffs etc

It will also be vital to the eradication of fuel poverty that the wider issue of deprivation is successfully dealt with through mainstream social policy. Energy policy can address the related energy issues and support the process of income maximisation by promoting the need to maximise benefit take up, but it won't be able to fully address the wider issues of deprivation that are integral to the incidence of fuel poverty

Regional activity must also be seen in its appropriate context, operating within the framework set by national government and supporting the vital activity delivered at a local level by local authorities and others across the region.

Key regional bodies, such as the Regional Development Agency, Government Office for the South West, the Regional Assembly, among others, have a huge influence on the region, either directly or through the funding they make available, with key responsibilities to:

- Establish clear strategic frameworks for planning, housing, economic development, transport and other issues across a region
- Provide support and guidance to local action and partnerships, sharing resources, improving information flows, and providing a common voice
- Marshal regional and national funding streams into coherent spending programmes
- Support regional business, supply chains and skills development
- Encourage innovation through effective regional partnerships with business and academic institutions and through accessible exemplar projects."

Currently the South West does not fully utilise the potential that these responsibilities offer when it comes to maximising the potential support that could be afforded to local action on Low Carbon Housing and Fuel Poverty. By fully engaging the regional dimension within a programme of action on Low Carbon Housing and Fuel Poverty within the South West, the region will be able to:

- Understand more fully the scale of the task set by national government targets on carbon reduction and fuel poverty within the South West
- Consolidate key messages within the region's policy framework and provide the regional advocacy necessary to raise the profile of key issues within the policy and practice of regional stakeholders

- Build on regional experience to collate, disseminate and promote key messages regarding the delivery of effective local action
- Deliver consistent communication through regional networks and draw in non energy stakeholders crucial to the delivery of this strategy and action plan
- Enhance data management at a regional level enabling more effective targeting and monitoring
- Maximise the region's share of nationally available funding for local action and focus regional funding more clearly on the key issues in hand
- Enhance and focus the research base within the region on addressing the technological and institutional challenges faced by the region
- Develop a strategic view of the region's contribution to addressing the skills, training and quality agenda as raised by enhanced action
- Deliver a coherent and powerful message to national government about the region's needs

This regional strategy and action plan will address this gap by delivering action that can't be done at either national or local levels, securing maximum benefit from the national framework and supporting, enhancing and promoting the step change required in local action.

This strategy needs to be placed alongside the region's approach to climate change and sustainable energy. In particular, the SW Climate Change Impacts Partnership is leading the region's response to adaptation, the Regional Development Agency is carrying out work on business resource efficiency, Regen SW is leading the delivery of the region's renewable energy strategy and GOSW are looking to integrate these responses within a broader sustainable energy strategy for the South West.

In summary this strategy and action plan will provide a domestic sector focus, outlining how the South West can act at a regional level on:

- **Low carbon housing** - including energy efficiency and on-site (or micro) renewable technologies. Within this document low carbon technologies will be used as a term to cover both energy efficiency and on-site renewables. The strategy is not technology specific i.e. it does not have sections on individual technologies. As a regional strategy it instead focuses on laying the foundations for local decisions on the application of appropriate technology. The strategy does not cover CHP except where it refers to micro CHP or district heating.
- **Low/zero carbon development** – within this document low/zero carbon development is defined as being development that generates low or zero net emissions of carbon into the atmosphere as a result of building use. This definition includes all building emissions both regulated and non regulated, but does not include embodied energy nor carbon offsetting. This may or may not be the same definition that is adopted by the Regional Spatial Strategy in the light of the additional work currently underway on carbon neutral development and the final pronouncements by central government on the Code for Sustainable Homes.
- **Fuel poverty** - including the delivery of affordable warmth within the home and enhancing benefit take up as a means of income maximisation and providing passport benefits to securing grants for installing low carbon technologies. A fuel-poor household is one which needs to spend more than 10% of its income to heat its home to an adequate standard of warmth (21 °C in the living room and 18 °C in the other occupied rooms). As such fuel poverty is closely linked to poor household insulation levels, inefficient heating systems, rising fuel prices and low incomes and debt.

SECTION 2: WHERE ARE WE NOW? – SETTING THE BASELINE

The detailed report, *Regional Targets for Low Carbon Housing and Fuel Poverty*, published as a supporting document for this strategy and action plan, outlines in full the underlying analysis and evidence base. However the following represents a summary of key facts relating to the current South West baseline.

The South West has on average:

- The most energy inefficient housing of all the English regions
- The highest proportion across all English regions of homes failing the decent homes standard on thermal performance
- A higher proportion of households in fuel poverty than the average for England as a whole

The South West has a significant level of hard to treat properties within the region, with 16% of all properties off the gas grid.

The 2003 English House Condition Survey indicates 6.5% or just under 140,000 households as being in fuel poverty. However, rising fuel prices have substantially increased fuel poverty numbers. By the end of 2005 the numbers in fuel poverty had increased to around 225,000, by 2006 these numbers will have again increased significantly.

The private rented sector has the highest percentage of fuel poor households, the highest percentage of properties failing the decent homes standard on thermal performance and the highest percentage of hard to treat properties. Together the private rented and owner occupied sectors constitute just over 40% of all households within the region but contain 75% of all fuel poor households.

There is huge potential for improvement, particularly in terms of increased energy efficiency. In 2003, 43% of all households had unfilled cavity walls, nearly a third had less than 100mm insulation in the loft, and nearly 60% had no low energy lighting at all.

There is significant variation in the levels of take up of key energy efficiency funding mechanisms across the region, offering the opportunity for generating a 2-3 fold increase in funding if the areas of lowest take up were raised to the level of the highest. Whilst the data exists to demonstrate this for only Warm Front at this time, circumstantial evidence suggests that a similar picture may well exist for the Energy Efficiency Commitment as well.

Data on Warm Front take up suggests that the region is claiming significantly less than what might be considered a 'fair share' of nationally available funding. If this picture is replicated within the Energy Efficiency Commitment as well, the scale of the task outlined within section 4 will be even greater.

Current levels of energy efficiency installation within existing housing are already generating significant economic benefits. In lieu of the more complete analysis being carried out within other studies³, a simple calculation of economic benefit suggests that the installation of energy efficiency measures and on site renewables may involve between 4-6,000 full time equivalents and generate GVA⁴ worth around £160 million per year to the region.

³ The RDA's business resource efficiency and skills study carried out by Ecotech, currently at draft stage, and the carbon neutral study being carried out for the RDA and the RA being led by Faber Maunsell and due to report in December 2006.

⁴ GVA or Gross Added Value is taken to be turnover less the cost of materials, components and services. The analysis summarised here assumes all materials are sourced out of the region and that all jobs are carried out by companies based within the region.

The installation of these measures may represent in the order of 30-50%⁵ of the total economic value to the region, after consideration of the other parts of the sector including manufacturing, consultancy, supply, R&D etc.

The vast proportion of this value is generated through the installation of mainstream technologies such as condensing boilers (not including the whole central heating system) and double glazing. Excluding these technologies, the part of the sector installing energy efficiency and on site renewables within existing housing, that is likely to grow from current levels currently employs around 450 full time equivalents and generates GVA worth around £12 million per year to the region.

Considering these figures relate to just the domestic sector, they compare favourably with the economic value linked to the whole renewables sector estimated by DTZ⁶ in a report for Regen SW.

The region has an active network of Energy Efficiency Advice Centres that in 2005 engaged with approximately 3 to 4% of householders within the region, primarily through the completion of Home Energy Checks, a self completion survey of the home that enables the provision of customised energy advice. Energy Efficiency Advice Centre clients then go on to install in the order of 20-30% of all energy efficiency measures within the region with a conversion rate of between 15-20% (the percentage of clients that actually do something following receipt of energy advice).

⁵ This figure is based on the breakdown of the micro renewables sector by function contained within the DTZ report for Regen SW, The Economic Contribution of the Renewable Energy Sector to the South West, December 2005

⁶ As above

SECTION 3: WHERE DO WE WANT TO GET TO? - SETTING REGIONAL TARGETS

Setting Regional Carbon Targets

Headline Target – 2010

Based on the modelling and consultation undertaken during the development of this strategy and action plan, the region should aim to achieve cuts in overall carbon emissions within the domestic sector of **17% from a 1990 baseline**. This is equivalent to the government's revised expectations outlined within the latest Climate Change Programme published in May 2006.

Headline Target – 2020

Based on the modelling and consultation undertaken during the development of this strategy and action plan, the region should aim to achieve cuts in overall carbon emissions within the domestic sector of **30% from a 1990 baseline**. This is equivalent to the government's aspirations as outlined within the Energy White Paper published in 2003.

Beyond 2020 to 2050

The region should be aiming to achieve cuts in overall carbon emissions within the domestic sector of at least **60% from a 1990 baseline**. However given the developments in understanding of climate science⁷ it is highly likely that cuts of greater than 60% will be required.

Higher targets in 2010 and 2020 may also need to be set, but will require enhancements within the national policy and funding climate in order to support such increases.

Setting Regional Fuel Poverty Targets

Headline Target – 2010 & 2016

The region should seek to deliver the national government target to eradicate fuel poverty in vulnerable households by 2010 and in all households by 2016.

The modelling undertaken during the development of this strategy and action plan suggests that around 80% of fuel poverty can be eradicated through the installation of standard energy efficiency and on-site renewables, assuming that grants are made available to all fuel poor households. The remaining fuel poor households will need to be addressed through a combination of targeting those properties that fail to reach SAP⁸ 65 and income maximisation activities.

Regional Measures of Success

In order to deliver these headline targets the region will need to establish, deliver and monitor against a range of key indicators within the following areas:

- New build - for example numbers of new housing constructed to level 3 and level 5 within the Code for Sustainable Homes or EST's Best Practice Standard (set appropriate percentage levels following discussions with Regional Assembly)

⁷ 60% target was predicated on the assumption that we would need to stabilise atmospheric concentrations of carbon dioxide at 550 parts per million, current scientific thinking suggests that stabilisation is in fact needed at around 450 parts per million.

⁸ SAP is the Government's Standard Assessment Procedure for assessing the energy efficiency of homes. The modeling utilises SAP 2002 which operates on a scale to 120. See annex 1 for further discussion on SAP and the implications of utilising SAP 2005 as opposed to SAP 2001.

- Existing housing refurbishment - for example, 95% of properties raised to a minimum SAP of 65 (SAP 2005) during refurbishment and 30% of properties raised to a minimum SAP of 80 (SAP 2005) during refurbishment (set measures following discussions with local authorities, levels should be reviewed periodically and revised upwards as appropriate). By 2015-2020, SAP 80 should be the norm following refurbishment rather than SAP 65.
- Measure installation - for example: 600k lofts and 600k cavities insulated by 2010 and 1 million lofts and 900k cavities insulated by 2020, from a 2003 base
- Funding take up - for example secure regionally 50% above national average funding for energy efficiency capital measures by 2010
- Hard to treat - for example number of properties addressed per year (level to be set locally?)
- Benefit take up - for example, percentage of take up for key benefits, e.g. pension credit (needs more work, little data collected at regional level)

Measures of success should also include headline figures relating to carbon emissions per household and numbers of fuel poor households.

Further work will be required to finalise an appropriate set of indicators that can be populated with accessible data, and to secure the buy in from key stakeholders regarding monitoring mechanisms.

SECTION 4: HOW DO WE GET THERE? - MODELLING THE SCALE OF THE TASK

The detailed report, *Regional Targets for Low Carbon Housing and Fuel Poverty*, published as a supporting document for this strategy and action plan, outlines in full the underlying analysis and evidence base for the following summary of key facts relating to the scale of the task.

In order to meet targets by 2010 in the South West, by 2010 in the South West we will need to increase installation rates for key energy efficiency measures and on site renewables by a factor of 3.5 to 4⁹. This goes well beyond the levels of installation implied by the existing targets within the current Regional Housing Strategy.

This growth will require a similar increase in the numbers of householders that are engaged by the regional energy advice network, such that over 10-12% of householders in the South West are receiving energy advice every year, with a significant increase in conversion rates (i.e. the number of householders that actually do something following advice) by a factor of 2 to 3 to between 30 to 60%.

This will need to be backed by a massive increase in the profile associated with energy issues in order to support the step change in householder attitudes and behaviour required to underpin the required increase in installation rates.

Whilst nationally available funding may deliver a 2.5 to 3 fold increase in installation rates for energy efficiency measures by 2010, the region will have to punch above its weight in drawing in additional funding to the region on energy efficiency. Given that there is some evidence that the region is currently securing below average levels of funding on energy efficiency, this is a significant challenge. It is unclear at the moment where the funding for on site renewable technologies will come from over this timescale.

As a minimum, by 2020 the region should have no unfilled cavity walls and no poorly insulated lofts. However in itself this will not be sufficient. 20% of the regions housing will not be able to meet an acceptable standard of energy efficiency, even when all the basic cost effective measure have been applied. Unless the region is able to deal with these particularly 'hard to treat' properties, then neither carbon targets nor fuel poverty targets will be met. This will require more expensive solid wall insulation and greater up take of on site renewables, as well as agreeing acceptable approaches to dealing with the region's protected buildings, either listed or in conservation areas (approx 6-7% of the region's properties) and also re-examining the role of demolition where appropriate within the region to remove the worst dwellings from the housing stock.

Whilst these targets can be met without increasing the current demolition rates, it makes it significantly harder and potentially more expensive. Certainly extending targets beyond 2020 to 2030 and 2050, or going higher than existing targets will not be possible without a re-evaluation of the region's approach to demolition.

Action within existing housing will deliver up to 85% of the carbon savings by 2020 and energy efficiency measures (including reducing electricity demand) in the order of 90% of savings, also by 2020. However, the medium to long term importance to carbon targets of new build and on site renewables should not be underestimated.

⁹ Whilst this factor increase is based on 2003, the 2003 installation rate assumes the EEC2 installation rates achieved over 2003-2005 split equally over the three years, which will overestimate the 2003 rate. The effective required increase should be judged therefore to be from 2006 to 2010.

For solid wall insulation and on-site renewables, potential funding limits and industry capacity issues may limit installation rates further in the short term. However unless these issues are addressed, these additional constraints may generate a shortfall in emission reductions by 2020.

Never the less, by 2020, on site renewables installation will need to have grown by a factor of over 10 in existing housing alone. In addition, there will need to be 4 to 5 times more installations within new build than in existing housing

A short term focus on on-site renewables will therefore be essential to securing the longer term carbon saving required by growing targets, as well as securing appropriate and quality installations now and maximising the potential value to the region from a rapidly growing sector.

Within the short term, on-site renewable technologies can also play an important role in helping to alleviate fuel poverty, particularly within the region's hard to treat properties where standard energy efficiency measures are not available or insufficient.

The carbon footprint of new build will be increasingly important as the scale of new development expands. As such the draft Regional Spatial Strategy policies on sustainable construction will be significant, not only laying the foundation for significantly reduced carbon emissions but also providing an insurance against increased fuel poverty if fuel prices were to rapidly rise in the future.

None of the scenarios considered were able to eradicate fuel poverty. At best the installation of standard energy efficiency and limited on-site renewables will reduce fuel poverty by around 80%. The remaining 20% of fuel poor households will need to be targeted with approaches to income maximisation and a particular focus on addressing those properties that failed to reach an acceptable energy efficiency standard within the modelling.

The huge increase in numbers of energy efficiency measures and the rapid increase in percentage terms for on-site renewables in both existing housing and new build brings opportunities and challenges. The demand for skills within a rapidly expanding sector will place significant pressures on training provision in order to ensure quality installations. However an emphasis on growing the South West energy efficiency and renewable energy sectors will also help to secure the maximum potential benefit from the economic value that will be generated by the sector over the next 10-15 years.

By way of indication, the economic value to the region by 2020 from domestic sector installation activities alone (not including services, manufacturing, R&D, supply etc or mainstream technologies like condensing boilers and double glazing) could amount to GVA¹⁰ worth between £40 million and £130 million per year and between 1,500 and 4500 jobs, depending on the degree to which key technologies are constrained by funding and industry capacity constraints.

¹⁰ GVA or Gross Added Value is taken to be turnover less the cost of materials, components and services. The analysis summarised here assumes all materials are sourced out of the region and that all jobs are carried out by companies based within the region.

SECTION 5: DEVELOPING A PROGRAMME OF REGIONAL ACTION

Scoping Regional Action

Regional action should add value by doing things that can't be done better at either national or local level

In this context regional action is assumed to cover:

- Action delivered by regional governmental and non governmental agencies and networks
- Action undertaken by sub regional agencies and networks involving collaboration at a regional level or delivering regional outcomes
- Action that involves the identification and regional dissemination of good practice in the delivery of local action

Regional action should build wherever possible on existing regional and sub regional networks and agencies. Where new regional infrastructure is considered necessary it should simplify rather than complicate existing regional provision.

The extent of regional action should be bounded then by the twin test of ensuring additionality and securing simplicity in delivery.

Regional action should:

- Clarify the scale of the task faced by the region
- Provide the tools and resources necessary to monitor and support progress
- Support and encourage political leadership
- Co-ordinate and enhance the activities of regional agencies in order to better understand and support local action and provide a more powerful voice to better communicate the region's needs to national government and its agencies

Summary of Regional Priorities for Target Delivery

In order to deliver the regional targets as outlined within section 3, the region will need to establish and act on the following priorities:

- Within the short term, energy efficiency will be the primary mechanism for delivering carbon dioxide emission reductions, with all standard energy efficiency measures installed by 2020
- The reduction of electricity demand is a key requirement underpinning the delivery of carbon dioxide emission reductions
- Within the short term on-site renewables will play a vital role in helping the region address fuel poverty, particularly within hard to treat properties, as well as forming the foundation of the regions ability to meet challenging standards for new build housing
- The region will need to increase its share of nationally available funding for capital measures, increase the number of householders provided with energy advice and increase the conversion rate from advice to action based on a step change in householder awareness, attitudes and behaviour
- The definition of 'Hard to Treat' properties will need to be refined and our understanding of how to tackle these properties in the SW enhanced. Targeting those properties that fail to reach SAP 65 will be more important in the short term than securing higher energy efficiency standards at the top end of the region's housing stock.
- The step change in practice that will be required by the Regional Spatial Strategy policies on sustainable construction will require the region to raise the level of understanding and mainstream application of low and zero carbon development

- The low carbon housing and fuel poverty targets and their implications will need to be integrated more fully within the regional policy framework
- Far stronger links with mainstream social policy need to be established, for example through Local Area Agreements. Energy action can go so far, but it won't be able to address the wider issues of deprivation that are integral to the incidence of fuel poverty
- The step change in installation rates required by the targets will require the region to support the sustainable growth of the energy efficiency and on-site renewables industries

Implications for Regional Action

The regional targets outlined within section 3 and the regional priorities outlined above, will require action at a regional level (as opposed to locally) within the following areas:

- 1. Establish a clear locus for the regional advocacy and accountability necessary to oversee the successful delivery of this strategy and action plan**
- 2. Integrate targets within regional policy**
- 3. Enhance regional communication with local stakeholders to build on existing experience and to consolidate key messages about increasing take up, integrate energy issues with local policy and strategy development and to engage non energy stakeholders within the energy agenda**
- 4. Increase support to public and private sectors in delivering low/zero carbon development**
- 5. Enhance innovation and training provision to support the growth of supply and develop new approaches to increasing demand and maximising take up**

These five areas of action form the core of the action plan, with five aims established covering ownership, policy, communication, low/zero carbon development and innovation & training. Action against these aims is summarised in section 6 and outlined in more detail within the Annex.

Work on existing housing, whilst not a separate aim, cuts across aims 1, 2, 3 and 5

Implications for Local Action

Along side an enhanced programme of regional action, a significant expansion of concerted activity by the wide range of local stakeholders will be required in order to specify, promote, support and deliver the step change in installation rates necessary to achieve the regional targets.

Implications for National Action

In order to deliver the regional targets as outlined in section 3, activity within the regions will need to be supported by the following developments at a national level.

- Establish clear expectations of regional and local bodies and establish guidance and build into performance assessment frameworks
- Establish clear expectations of national agencies operating at a regional level in terms of engagement with existing regional bodies
- Increase level of Energy Efficiency Commitment funding by a factor of 3-4 by 2010

- Remove the market confusion between Energy Efficiency Commitment and Warm Front by either integrating or clearly differentiating schemes
- Either increase Low Carbon Buildings Programme allocation to the domestic sector by a factor of 10-12 by 2020 over existing commitments or secure similar increases by integrating on site renewable energy technologies within the Energy Efficiency Commitment programme
- Support solid wall insulation more fully within existing funding mechanisms
- Set clear energy standards within the Code for Sustainable Homes, for example set level 3 to at least 20kg/m²/yr
- Raise building regulations to at least the equivalent of level 3 as soon as possible
- Place higher priority on and increase resources and training for building control
- Extend building regulations to fully cover refurbishment
- Increase the energy standards within the definition of a Decent Home
- Increase fiscal encouragement for householder action
- Increase appliance standards
- Support the setting and policing of high standards for the installation of renewable energy technologies
- Enhance the resources available to local authorities for the delivery of the Home Energy Conservation Act
- Deliver the Sustainable Energy Network programme in partnership with the regions

The region is keen to go further and quicker than is currently possible within the current national framework. In order for existing targets to be met and surpassed there needs to be a clearer recognition of and response to the needs and requirements of enhanced regional and local action within national policy and national delivery mechanisms.

SECTION 6: ACTION PLAN SUMMARY

Summary of Priority Actions and Work to Date

A number of priority or enabling actions have been extracted from the wider action plan outlined in full within the Annex, and have been identified as being either necessary to properly establish the strategy and action plan or are urgent to progress.

These actions include:

- The establishment of a regional partnership to take ownership of this strategy and action plan and its delivery and secure the added value of linking with other parts of the sustainable energy and climate change agenda
- The establishment of clear indicators and monitoring mechanisms, to enable the region to monitor progress in delivering the targets and to make better use of data at a regional level to enhance local targeting
- Agreeing and implementing a regional position on the preferred model for establishing the EST's Sustainable Energy Network within the South West, to enable the region to begin to scale up the level of activity aimed at changing householder attitudes and behaviour
- Completing support for the development of the draft Regional Spatial Strategy policies on sustainable construction to lay the foundation for minimising the carbon footprint of new build
- Influencing the implementation plan for the Regional Housing Strategy and the review of both regional housing allocations and the Regional Housing Strategy itself, as and when appropriate, to raise the profile of climate change mitigation within the regional agenda for existing housing

Action is currently underway on all of the priority actions outlined above, though some may need an injection of urgency and increased political will to see through to completion. In addition, work is ongoing on developing the evidence base around carbon neutral development, developing understanding and approaches to dealing with hard to treat properties, promoting the role of energy issues within Local Area Agreements, mapping training provision and understanding current and potential future skills gaps. This current activity engages with around 25-30% of the 50 actions outlined in full within Annex 1.

Work is currently being funded by the Government Office, the Energy Saving Trust, the Regional Development Agency, the Regional Assembly and the Regional Housing Body and involves a wide range of regional stakeholders including the Energy Efficiency Advice Centre network within the region.

Until the longer term ownership of the strategy is established, the Housing Energy Steering Group¹¹, set up to oversee the development of this strategy and action plan, will continue to provide oversight for the delivery of early actions where appropriate.

Action Plan - Aim 1: Securing Ownership

The Case for Regional Action

Need: Without clear accountability and advocacy for this strategy and action plan, the actions that it contains are likely to drift and fail to bite on the work programmes of key regional agencies. Without effective monitoring and reporting it will be difficult to evaluate progress and adapt priorities and the allocation of resources accordingly.

¹¹ The Housing Energy Steering Group members include, RDA, RA, GOSW, EA, Regen SW, Future Foundations, NEA (SW), the EEACs, the SW HECA Forum, the Housing Corporation (SW), the National landlords Association (SW) and the EST. This group will oversee the delivery of the strategy and action plan until such time as a longer term mechanism for providing accountability has been established.

Level: Action will be required at regional level in order to oversee the delivery of a regional strategy and action plan. However, effective links with local stakeholders must be built in order to support priority setting and resource allocation, and a stronger voice at national level created to convey the region's views and experiences. Above all, the 'simplicity' principle outlined above requires that enhanced regional action must build on existing networks and partnerships in order to reduce confusion and avoid duplication of meetings and discussion.

Strategic Objectives

- 1. Clear and transparent accountability and co-ordination for action plan delivery*
Key actions include, establishing an accountable body/partnership to take ownership of the strategy and action plan and its implementation, developing a co-ordinated and transparent approach to regional fundraising and implementing the EST's Sustainable Energy Network within the region
- 2. Effective monitoring and reporting on progress of action plan and target delivery*
Key actions include, establishing clear indicators and monitoring mechanisms and making better use of regional data to enhance local targeting

Action Plan - Aim 2: Enhancing the South West Policy Framework

The Case for Regional Action

Need: Consistent long term action is required in order to make the links between energy issues and other key policy priorities for the region and thereby raise the profile of energy issues, and to also provide the robust evidence base on which regional policy can be built with confidence. In particular there is a need to match the recent focus on sustainable construction within new build with a similarly robust approach to regional policy on existing housing.

Level: Action will be required at regional level in order to engage effectively with regional policy development. However local links will be a vital part of ensuring that regional policy supports and enhances local energy action. Effective regional policy will help to create the policy environment within which local political leadership will be more able to flourish

Strategic Objectives

- 3. Integrating low carbon housing and fuel poverty within a broader sustainable energy framework for the region*
Key actions include, creating effective links with other strategies covering aspects of the sustainable energy agenda, developing an overarching sustainable energy strategy and filling in the gaps, e.g. around transport or public sector carbon management
- 4. Integrating low carbon housing and fuel poverty within key regional strategies and action plans*
Key actions include, ensuring regional strategy around existing housing, in particular the Regional Housing Strategy, adopts climate change as a key theme, seeing through the adoption of the draft Regional Spatial Strategy policies on sustainable construction and ensuring other key regional strategy documents like the Regional Economic Strategy, the Integrated Regional Strategy etc integrate/adopt low carbon housing and fuel poverty targets and their implications, as when they are reviewed.

Action Plan - Aim 3: Co-ordinating and Enhancing Regional Communication

The Case for Regional Action

Need: There are many regional agencies/networks that cover the issues relating to this strategy and action plan. This can generate significant confusion at local level when regional bodies communicate different and sometimes conflicting messages to local stakeholders around the same issue. In addition opportunities are being lost when significant successes at local level are not recognised, built on and utilised by others in the region facing the same problems. Local action needs to be recognised and celebrated in order to build a sense of collective action and generate greater enthusiasm for further action across the region.

Level: Regional communication requires regional action but with strong links to both local and national levels. For example, whilst national guidance exists (e.g. on EST's website), regional action can enhance its accessibility to a regional audience by drawing on SW experience to fill gaps where necessary and provide examples of local delivery that will increase impact and improve opportunities for regional networking and learning

Strategic Objectives

5. *Delivering consistent messages to key stakeholders across the breadth of the sustainable energy agenda*
Key actions include; working across regional stakeholders to develop and deliver consistent messages around low carbon housing and fuel poverty as part of a wider approach to regional communication on climate change mitigation
6. *Building on regional experience of local policy and practice*
Key actions include; reviewing, building on, disseminating and promoting current regional good practice on key issues linked to local partnerships (e.g. Local Strategic Partnerships), policy (e.g. priority of Home Energy Conservation Act/climate change/affordable warmth), targets (e.g. Local Area Agreements), planning (e.g. Local Development Frameworks) and take up of measures, as well as enhancing communication and partnership with key funding streams such as Warm Front and energy suppliers within the region
7. *Enhancing buy in to the energy agenda within the health and social sectors*
Key actions include; reviewing, building on and disseminating current regional experience on engaging with health and social sector agencies (e.g. Primary Care Trusts, health professionals, debt and welfare rights and community and voluntary sector agencies), enhancing research programmes to develop understanding of the links between housing energy issues and health within the South West and building on existing networks to more fully engage health, social and community sector agencies in the targeting of vulnerable households

Action Plan - Aim 4: Supporting Implementation of Low/Zero Carbon Development

The Case for Regional Action

Need: There will need to be a substantial review of current practice in order to ensure that key stakeholders within both public and private sectors have the resources, tools and understanding necessary to deliver on the significantly increased standards for new build required by the Regional Spatial Strategy.

Level: Whilst the market will bring forward much that will be required within the private sector in terms of solutions, regional action can help quantify what will be required, raise the profile of standards and champion their achievement, enhance communication between public

and private sectors, as well as provide support to key public sector officers and develop a more consistent/level playing field across the South West.

Strategic Objectives

8. *Supporting public sector implementation of high standards for low/zero carbon design*
Key Actions include; enhancing the public sector lead on delivering low/zero carbon design, working with elected members to promote issues and opportunities for action, developing guidance and training for local authority officers to support the delivery of Regional Spatial Strategy planning policies, raising the priority and focus on compliance with new standards and improve understanding of the role of demolition within the region's response to climate change and fuel poverty
9. *Integrating sustainable construction within mainstream industry practice*
Key actions include; enhancing dialogue between public and private sectors around long term needs, through existing networks and consider establishing new sustainable construction developers forum, establishing the evidence base for low/zero carbon development within the region, develop guidance for industry around the delivery of Regional Spatial Strategy planning policies

Action Plan - Aim 5: Enhancing the Support for Innovation and Training

The Case for Regional Action

Need: Action is required to ensure that SW training provision is able to meet the demands of a growing sector and to support the innovation necessary to deliver targets and place the region's companies in the best position to take advantage of opportunities offered by sector growth and technological innovation

Level: Whilst the basic analysis of skills gaps and labour markets is/will be carried out at a national level by the sector skills councils, regional action is required to both ensure that the particular training needs posed by South West targets/policy drivers are understood and accommodated and to raise the profile and potential for developing innovative solutions to the challenges facing the region.

Strategic Objectives

10. *Encouraging programme innovation*
Key actions include; reviewing options for programme innovation around scaling up delivery and hard to treat properties, carrying out feasibility studies on particular opportunities, for example the development of Energy Action Areas¹², covering delivery, partnerships and funding options
11. *Encouraging technological innovation*
Key actions include; enhancing links between the HE/FE sector, NGOs and the private sector to develop clearer research focus around housing energy issues and generating opportunities for technological RD&D that involve the private sector, maximising take up of existing national and regional innovation services/opportunities, investigating potential for establishing a centre of excellence around on site renewables
12. *Enhancing the region's ability to identify and fill gaps in training provision*
Key actions include; building on national activity to map relevant training provision within the region, understanding skills gaps/shortages and the implications for regional action, both now and potentially in the future in the light of the region's policy and targets

¹² Energy Action Areas provide one method of testing new approaches and drawing in new funding. Energy Action Areas would build on existing experience within UK to provide a clear focus within a geographically constrained area, on both upgrading existing housing and securing high standards within new build, possibly linked to URCs.

ANNEX: PRELIMINARY FULL ACTION PLAN

Action Plan Status

The successful medium to long term delivery of the aims and objectives outlined in section 5 will be dependent on establishing some form of accountable body (referred to as the South West Sustainable Energy Partnership within this document) to take ownership of the actions and provide advocacy within the region, as already outlined.

One of the first tasks of this body will be to review and up date where necessary the action plan as outlined below. This must remain a live document so that new actions are added and actions updated on a regular basis, in response to changing demands.

However, given the urgency with which we need to face the issues relating to climate change and fuel poverty, this draft action plan is being published now so that action can begin to be taken with as little delay as possible. Within the short term the Housing Energy Steering Group set up to oversee the development of this strategy and action plan will continue to provide oversight for the delivery of early actions.

Drafting of this action plan has been based on the outcomes of a broad consultation process undertaken during 2006 and represents the views of a wide range of stakeholders including, local authorities, housing associations, private landlords, tenants groups, Energy Efficiency Advice Centres, regional bodies, NGOs and industry, skills and training bodies and representatives.

PLEASE NOTE: THE RESPONSIBILITIES OUTLINED WITHIN THE ACTION PLAN ARE AT THIS STAGE DRAFT, AND WILL BE CONFIRMED, INCLUDING LEAD RESPONSIBILITIES, FOLLOWING DISCUSSIONS WITH THOSE CONCERNED.

The list of organisations referred to under the responsibilities column of the preliminary action plan is not exhaustive and is presented to provide an indication of the types of organisation that will be involved in the delivery of actions.

Discussions are currently underway with the South West Regional Assembly, Government Office for the South West and the South West Regional Development Agency regarding the adoption of lead responsibility for each of the twelve strategic objectives. These roles will feed into the operation of the South West Sustainable Energy Partnership or its equivalent, when it has been established.

Where the action plan refers to the Housing Energy Steering Group it is assumed that the action is likely to progress before the setting up of the South West Sustainable Energy Partnership. If this does not occur then any responsibility for oversight/involvement will pass onto the new Partnership.

A range of **key enabling actions** have been extracted from the full action plan as being necessary to quickly establish the delivery of the strategy and action plan on a firm footing. These key enabling actions are outlined in table 1 below.

A glossary of abbreviations used within the action plan is provided at the end of the annex.

Table 1: Key Enabling Actions Extracted from the Preliminary Action Plan

Actions	Purpose	Responsibility
<p>Establish a regional agency or partnership capable of providing the necessary advocacy, co-ordination and accountability for this strategy and action plan following a review of existing regional structures, networks and bodies, led by a high level strategic grouping of the existing regional bodies</p>	<p>No regional body as currently formulated is in a position to take on the ownership of this strategy and action plan due to the cross cutting nature of the issues concerned.</p> <p>The review should therefore consider the options for establishing a South West Sustainable Energy Partnership or agency, including how any new agency would relate with existing regional infrastructure and future developments such as the EST funded Sustainable Energy Network, whilst still meeting the principles of simplicity and additionality outlined above.</p>	<p>GOSW, the Housing Energy Steering Group</p>
<p>In partnership with the Energy Saving Trust identify the most effective model for delivering a sustainable energy network within the South West</p>	<p>Following a recent EST consultation, ongoing dialogue between the EST and the region will need to be established in order to ensure that the model established for the South West meets the needs of the region and the EST.</p>	<p>The Housing Energy Steering Group, EEACs, the EST</p>
<p>Select a range of clear indicators based on available data sets that describe progress towards the targets outlined within this strategy and action plan</p> <p>Establish mechanisms for collecting, analysing and storing data such that it may be accessible to policy makers and practitioners within the region</p>	<p>Data is currently collected within the region in many formats that do not always match what will be needed to monitor and evaluate progress towards regional targets being proposed.</p> <p>There may be opportunities being missed to make better use of regional data, including the use of GIS to aid data analysis and enhance local targeting. CSE's fuel poverty indicator being an example of the value of such an approach. Additional data will also be required, e.g. accurate regional figures on Energy Efficiency Commitment expenditure.</p>	<p>GOSW, Regional Observatory, the Housing Energy Steering Group</p>
<p>Complete support to the existing round of regional policy and strategy development</p>	<p>There are important elements of the regional policy framework currently in development, including the Regional Spatial Strategy, the Regional Housing Strategy delivery plan (including the review of the regional funding allocation for housing) and the Integrated Regional Strategy delivery plan, that will need continued input and support within the short term to ensure adoption of key themes from this document.</p>	<p>The Housing Energy Steering Group</p>

Aim 1: Securing Ownership

Strategic Objectives	Actions	Timescale	Responsibilities (under discussion)
Clear and transparent accountability and co-ordination for action plan delivery	1. Establish mechanism for providing clear ownership for the delivery of this strategy and action plan, and carry out cost benefit analysis of options for delivering the EST funded sustainable energy network, as outlined within the enabling actions	Spring 2007	GOSW
	2. Develop a co-ordinated and transparent approach to regional fundraising that: <ul style="list-style-type: none"> o Identifies the range of available funds at European, national and regional levels for work that adds value at both regional and local levels as appropriate o Gains support from key regional agencies in seeking funding and secures matched funding where appropriate 	Spring 2008	SWSEP
	3. Complete enabling actions on developing regional options for the EST funded Sustainable Energy Network within the South West and ensure that implementation is integrated with any regional activity relating to the delivery of this strategy and action plan and <ul style="list-style-type: none"> o Builds on the existing knowledge, experience and local partnerships within the region o Ensures mechanisms are in place for producing the necessary step change in levels of engagement with householders, conversion rates and levels of householder action 	Spring 2008	EST, SWSEP, GOSW
Effective monitoring and reporting on progress of action plan and target delivery	4. Establish mechanisms for monitoring progress towards the targets outlined within this strategy and action plan, as outlined within the enabling actions	Spring 2007	Housing energy steering group
	5. Develop a South West database of measure installation by local authority based on existing data sets, including Warm Front and other managing agent data. Assess and utilise the EST's Home Energy Efficiency Database as and when it is ready.	Spring 2007	Housing energy steering group
	6. Work with CSE to maintain their Fuel Poverty Indicator as a tool for targeting and review other regional approaches to data management that can aid local targeting	Ongoing	SWSEP
	7. Review local authority's approach to reporting via HECA reports and annual reviews with a view to establishing common systems and approaches.	Spring 2007	GOSW, SW HECA forum, Regional Assembly, LGA
	8. Work with the SW HECA Forum, the Regional Assembly and the Local Government Association to identify potential recommendations for enhancing reporting in line with the needs of this strategy and action plan	Spring 2007	Regional Assembly, LGA
	9. Produce reports on an agreed timescale, highlighting progress on actions by regional stakeholders as agreed within the action plan, including progress towards the regional targets	Ongoing	SWSEP
	10. Communicate to national government clear messages outlining the factors affecting the regions ability to meet national targets	Ongoing	SWSEP

Aim 2: Enhancing the South West Policy Framework

Strategic Objectives	Actions	Timescale	Responsibilities (under discussion)
Integrating low carbon housing and fuel poverty within a broader sustainable energy framework for the region	11. Ensure appropriate links are retained between this strategy and the work being undertaken by the Regional Development Agency on business energy efficiency as part of their wider work on business resource efficiency	Spring 2007	Housing energy steering group
	12. Develop an overarching regional sustainable energy strategy that links this strategy with the existing regional renewable energy strategy and the business resource efficiency action plan.	Spring 2007	GOSW
	13. Fill the remaining gaps in the sustainable energy strategy, e.g. public sector carbon management, security of supply, transport	Spring 2007	GOSW
Integrating low carbon housing and fuel poverty within key regional strategies and action plans	14. Establish, refine and communicate understanding of the environmental, social and economic contribution/impact of low carbon housing and fuel poverty within the South West	Spring 2007	Housing energy steering group
	15. Complete the current round of policy support as outlined within the enabling actions and engage in the RDA led SW debate on 'Energy Challenges'	Spring 2007	Housing energy steering group
	16. Work with the Regional Development Agency, Regional Housing Body and Regional Assembly to review and develop further the housing energy related outcomes within the Regional Economic Strategy, Regional Housing Strategy, Regional Spatial Strategy as and when appropriate, to assist in the delivery of the Integrated Regional Strategy and to further enhance the region's response to climate change and fuel poverty	Ongoing	Housing energy steering group/ SWSEP, RHB, RDA, RA,
	17. In particular, work with the Regional Housing Body and GOSW to establish clear links between the delivery of the Regional Housing Strategy and the Low Carbon Housing and Fuel Poverty Strategy and Action Plan, emphasising the importance of going beyond the achievement of Decent Homes standards and influencing the allocation of the regional housing funding pot	Spring 2007	Housing energy steering group
18. Work with English Heritage to agree clear policy for the integration of energy efficiency and renewable energy improvements within protected buildings within the South West	Spring 2007	Housing energy steering group	
19. Use the SW Sustainable Energy Partnership to more effectively feed understanding of practical local delivery into the development of regional policy, for example drawing on the experience of the EEAC network, affordable warmth partnerships, other locally based NGOs and local authorities through the SW HECA Forum	Ongoing	SWSEP	

Aim 3: Co-ordinating and Enhancing Regional Communication

Strategic Objectives	Actions	Timescale	Responsibilities (under discussion)
Delivering consistent messages to key stakeholders across the breadth of the sustainable energy agenda	20. Work with those involved in other aspects of the sustainable energy agenda in order to develop a more co-ordinated and consistent approach to regional communications around climate change and fuel poverty. This approach to regional communication should reflect clear objectives for communication at a regional level, highlight key audiences and their contact with regional agencies, relevant messages (action 18), preferred routes of communication and particular problem areas where confusing or conflicting messages may arise, with a view to: <ul style="list-style-type: none"> ○ Identifying the potential for greater collaboration between regional agencies e.g. GOSW, RDA, RA, LGA etc in the delivery of consistent messages to stakeholders ○ Identifying the potential for greater collaboration between non governmental agencies e.g. Climate Change Impacts Partnership, Regen SW, Sustainability South West, EEAC network, EnergyWatch, NEA, EST's SEN etc in developing joint campaigns and ensure marketing activity delivers consistent messages 	Spring 2007	SWSEP, GOSW, RDA, RA, LGA, Regen SW and other regional interests as identified
	21. As part of action 20 above, develop and deliver through regional bodies, clear and consistent messages that promote <ul style="list-style-type: none"> ○ appropriate responses to changes within existing housing provision and how they relate to energy issues, e.g. relating to Decent Homes Standards, the Home Information Pack, the Housing, Health and Safety Rating System, Landlords Energy Saving Allowance, landlord accreditation schemes, Energy Performance in Buildings Directive ○ the importance of, and opportunities for, low/zero carbon design within new build aimed at both the construction industry and the general public ○ the importance of integrating approaches to income maximisation, including benefit take up, with the delivery of energy efficiency programmes where appropriate, including opportunities through the Priority Service Register ○ clear expectations in terms of quality standards for the installation of energy efficiency and on-site renewables improvements ○ the learning gained from actions 22, 24, 25 and 28 	Spring 2007	As above
Building on regional experience of local policy and practice	22. Review and promote to key stakeholders learning from national guidance and from what has worked and what hasn't within the region when: <ul style="list-style-type: none"> ○ integrating climate change and fuel poverty within local community planning and the work of Local Strategic Partnerships ○ integrating energy issues within the development of Local Area Agreements ○ integrating energy issues within the development of Local Development Frameworks 	Spring 2007	SWSEP, GOSW, affordable warmth partnerships, LGA EEACs, NGOs
	23. Support the next wave of Local Area Agreements developed during 2007 where local stakeholders are interested in integrating energy issues	Spring 2008	GOSW, EEACs, NGOs
	24. Review housing providers and Energy Conservation Authorities approach to policy integration	Spring 2007	SWSEP, GOSW,

<p>Enhancing buy in to the energy agenda from within the health, community and social sectors</p>	<p>within the region highlighting the steps taken to achieve replicable good practice, covering support for policy initiatives like the Nottingham Declaration or similar, and the status of HECA, affordable warmth and climate change within the local authorities policy framework</p> <p>25. Review and promote to key stakeholders learning from national guidance and from what has worked and what hasn't within the region when maximising the take up of measure funding, highlighting the steps required to deliver replicable good practice, covering:</p> <ul style="list-style-type: none"> o the partnerships established with key stakeholders like energy suppliers, EAGA, Energy Efficiency Advice Centres, affordable warmth partnerships o the approach to engaging householders o the delivery of integrated energy efficiency schemes o the integration of energy efficiency and renewable energy within regeneration programmes o the resources allocated to addressing HECA, Decent Homes, climate change, affordable warmth etc 	<p>Spring 2007</p>	<p>affordable warmth partnerships, EEACs, LGA, SW HECA Forum SWSEP, SW HECA Forum, LGA, etc</p>
	<p>26. Establish regional communication with providers of measure funding such as EAGA and the energy suppliers in order to:</p> <ul style="list-style-type: none"> o Address issues raised in developing local delivery partnerships o Increase integration of energy efficiency funding at a local level o Provide mechanism for addressing ongoing issues such as data collection, scheme delivery and co-ordination and the potential for developing regionally available schemes o Increase transparency of the availability of energy efficiency offers within the region 	<p>Spring 2008</p>	<p>SWSEP, EAGA, Energy Suppliers</p>
	<p>27. Interpret national research on links between housing energy issues and health within a SW context and identify any specific SW based issues that require further research</p>	<p>Spring 2008</p>	<p>HE sector, SWSEP, GOSW</p>
	<p>28. Review and promote to key stakeholders learning from national guidance and from what has worked and what hasn't within the region when:</p> <ul style="list-style-type: none"> o Working with PCTs and health professionals to maximise action on health and housing issues o Working with debt and welfare rights agencies on securing passport benefits for grant measures and maximising income through benefit take up o Integrating benefit checks into energy efficiency programmes o Working with community and voluntary sector agencies to help target vulnerable and fuel poor households 	<p>Spring 2007</p>	<p>SWSEP, EEACs, affordable warmth partnerships, SW Fuel Poverty Forum, GOSW, NGOs, EAGA</p>
	<p>29. Work with and through the regional dimension of partnerships with health, community and social sector agencies to enhance local targeting of fuel poor and vulnerable households</p>	<p>Ongoing</p>	<p>SWSEP, SW Fuel Poverty Forum</p>
	<p>30. Encourage the support of county based affordable warmth and sustainable energy partnerships as a means of generating a critical mass of support at local/sub regional level</p>	<p>Ongoing</p>	<p>SWSEP</p>

Aim 4: Supporting Implementation of Low/Zero Carbon Development

Strategic Objectives	Actions	Timescale	Responsibilities (under discussion)
Supporting public sector implementation of high standards for low/zero carbon design	31. Encourage support, adoption and development of the Future Foundations Sustainable Construction Charter by public and private sector bodies	Ongoing	SWSEP
	32. Provide strong public sector lead with clear justified requirements for sustainable construction procurement in all projects and prepare and promote example low/zero carbon developments e.g. within urban regeneration areas	Spring 2009	Future Foundations, RDA, SWSEP
	33. Ensure resources, guidance and training on turning standards into practice is available for all Local Authority officers and statutory consultees to translate the Regional Spatial Strategy policies into Local Development Frameworks, Supplementary Planning Documents, checklists and approved planning applications	Spring 2008	RDA, LGA, RA, URCs, GOSW, Future Foundations, LGA, TCPA, CITB, Genesis
	34. Carry out research into the economic, environmental and social costs and benefits of increasing demolition rates within the region and rebuilding to high sustainable construction standards	Spring 2008	SWSEP, RHB, RA
	35. Work with elected members through bodies like the Regional Assembly and Local Government Association to promote the importance and the opportunities for low/zero carbon development at a local level	Ongoing	SWSEP, Future Foundations
	36. Understand the pressures on the regulatory functions of building control and what needs to be done to ensure compliance with new building standards	Spring 2008	Future Foundations, SWSEP, LGA
	37. Work with LSPs and other local stakeholders in support of action 20 in order to integrate greater understanding of low carbon design within the community planning process and Town and Village Design Statements	Ongoing	SWSEP, Future Foundations
Integrating sustainable construction within mainstream industry practice	38. Support or develop a high profile regional competition to encourage private sector proposals for mainstream zero carbon development	Spring 2009	Future Foundations, RDA, SWSEP
	39. Carry out research as necessary to enhance the evidence base on the costs and benefits of (through whole life costing) and technological solutions to low and zero carbon construction within the South West	Spring 2008	RDA, RA, Future Foundations,
	40. Produce guidance for the construction industry (differentiated by role) on delivering low/zero carbon development covering both technological solutions and cost/benefits. Emphasise the standardisation of low carbon design within modern construction methods, rather than the development of expensive 'one offs', and utilise nationally available material where appropriate	Spring 2009	Future Foundations, CITB, RIBA, CABE, EST Best Practice Programme
	41. Support the use of Design South West and the Design Review Panel to enhance integration of sustainable construction practice	Ongoing	Creating:Excellence, SWSEP, SW COPROP ¹³
	42. Consider the value of establishing a regional sustainable construction developers forum and/or build on the Constructing Excellence construction clubs to guide good practice and establish dialogue between private and public sectors on the region's longer term needs	Spring 2008	Future Foundations, Creating:Excellence

¹³ The Association of Chief Corporate Property Officers in Local Government

Aim 5: Enhancing Support for Innovation and Training

Strategic Objectives	Actions	Timescale	Responsibilities (under discussion)
Encouraging programme innovation	43. Review options for encouraging programme innovation, based on a review of current experience, with a particular focus on scaling up delivery and dealing with hard to treat properties, and that: <ul style="list-style-type: none"> ○ Investigates the feasibility of establishing a range of Energy Action Areas that provide an opportunity to trial approaches to integrated delivery, develop new partnerships, test approaches to dealing with hard to treat properties and demonstrate scaling up levels of take up to that required across the region ○ Considers alternative funding opportunities and approaches to delivery that address hard to treat properties within the region, for example with regional regeneration funds and/or national funding through the DTI's Design and Development Unit 	Spring 2007	GOSW, RHB
Encouraging technological innovation	44. Develop links with the HE/FE sector, NGOs and private sector in order to develop the research capacity and partnerships within the region capable of helping to identify and respond to opportunities for technological research, development and demonstration, for example Smart Metering or micro CHP, in order to provide SW companies and organisations with an early opportunity to become familiar with and take advantage of new opportunities 45. Investigate the potential for establishing a Centre of Excellence for On-Site Renewables Technologies capable of working with industry, HE/FE, government, the RDA(s) and the skills sector councils to provide a focussed approach to research and development and enhancing training provision 46. Encourage greater take up and access of existing innovation services/opportunities, for example the DTI's new Enterprise Capital Funds or the regionally based business links and the range of innovation services available as part of the RDA's regional innovation strategy	Spring 2008	SWSEP, HERDA-SW
Enhancing the region's ability to identify and fill gaps in training provision	47. Review national activity being undertaken by sector skills councils on functional mapping and labour market assessment and regional work (outside the SW) being undertaken on skills assessment within the energy sector in order to define relevant activity for the region 48. Consider the implications of the regional targets for sector growth and for future skills gaps/shortages and how they might be met, in particular but not only considering: <ul style="list-style-type: none"> ○ the capacity and flexibility within mainstream trades such as heating and ventilation, electricians, plasterers etc to take on energy efficiency and on-site renewables installations ○ the needs of the construction industry when integrating sustainability within the design and build process ○ compliance and inspection ○ the need for a strategic regional group that brings together the wide range of sector skills councils with an interest in energy issues 	Spring 2008	RDA, SWSEP, SWRSP, Regen SW
	49. Map training provision within the South West	Spring 2008	RDA, SWSEP,

<ul style="list-style-type: none">○ based on the functional analysis outlined within the national report produced by the Energy Efficiency Partnership and the developing work on renewable energy being carried out by EU skills○ covering all stages of the customer journey from marketing through to installation as well as regulatory functions such as inspection and compliance○ identifying gaps in provision and the criticality of them to industry investment and the meeting of regional targets.		SWRSP, LGA
50. Work with the sector skills councils, the HE/FE sector, regional initiatives like Genesis and Creating/Constructing Excellence, professional bodies and the RDA to develop actions and initiatives to address gaps in provision. Consider both content and format and the importance of integrating the up to date evidence base and the need for accessible CPD for key target groups, including both industry and the educational profession	Ongoing	SWSEP

Time Plan	Actions	Autumn'06	Spring'07	Autumn'07	Spring'08	Autumn'08	Spring'09	Autumn'09	Spring'10
Actions completed in first year									
Establish mechanism for delivering strategy and action plan e.g. SWSEP	1								
Establish robust data collection, monitoring and reporting mechanisms	4-10								
Complete engagement with current policy round covering Regional Spatial Strategy and Regional Housing Strategy delivery plan and establish dialogue with English Heritage	14-15, 17-18								
Review regional experience and good practice, develop and disseminate key messages	22-25, 28								→
Review options for encouraging programme innovation, including Energy Action Areas feasibility	41								
Assess skills gaps/shortages and map training provision and assess training needs	45, 47								
Actions completed in second year									
Develop a co-ordinated and transparent approach to regional fundraising	2								→
Finalise options and implement the EST funded Sustainable Energy Network within the South West	3								→
Full integration within a regional sustainable energy strategy	11-13								
Develop and implement a more co-ordinated and consistent approach to	20, 21								→

regional communications on low carbon housing and fuel poverty									
Enhance regional communications with energy suppliers and EAGA	26								→
Establish research programmes working with HE/FE, other research bodies and the private sector	27, 34, 39, 44								→
Develop regional sustainable construction guidance and establish the necessary support mechanisms for local authority officers	33, 36								
Implement outcomes from programme innovation options review	43								→
Assess feasibility of a Centre of Excellence for On-Site Renewables	45								
Establish dialogue between sector skills councils and energy sector	48,50								→
Actions completed in third year									
Establish regional competition for zero carbon development	38								→
Develop regional sustainable construction guidance for the industry	40								
Enhance dialogue between private and public sectors on sustainable construction in the SW	41, 42								→
Establish if appropriate the Centre of Excellence for On-Site Renewables	45								
Actions completed in fourth year									
Generate public sector lead and establish major demonstrations of	32								→

mainstream low/zero carbon developments									
Ongoing Actions									
Provide ongoing support and advocacy within future regional policy development as appropriate	16, 19							→
Enhance the support and engagement of health and social sectors at regional and sub regional level	29, 30							→
Encourage support and adoption of the Future Foundations Sustainable Construction Charter	31							→
Engage key stakeholders in promoting the opportunities for low/zero carbon development	35, 37							→
Promote existing support services and opportunities for encouraging innovation	46							→

Resourcing delivery

Delivering the action plan will require the existing Housing Energy Steering Group to oversee the delivery of the strategy and action plan until the longer term mechanisms for ensuring accountability, as outlined within the enabling actions, can be set up.

Whilst the regional action plan will not require a significant amount of funding, as compared to the level of funding required at local level to deliver local action, it will require some. Particularly in providing some resource at regional level to provide the necessary advocacy and oversee the delivery of individual actions.

The region can not rely on nationally sourced funding for this, for example from the EST, and should as a matter of urgency identify the funding necessary and where it could be sourced from within regional budgets.

Glossary of terms used within the Annex

CABE	Commission for Architecture and the Built Environment	NGO	Non Governmental Agency
CCP	Climate Change Programme	NHS	National Health Service
CHP	Combined Heat and Power	ODPM	Office of the Deputy Prime Minister
CITB	Construction Industry Training Board	OSR	On-site renewables
CO ₂	Carbon dioxide	PCT	Primary Care Trust
CPD	Continuing Professional Development	RA	Regional Assembly
CSE	Centre for Sustainable Energy	RDA	Regional Development Agency
DEFRA	Department for Environment, Food and Rural Affairs	RHB	Regional Housing Body
DTI	Department for Trade and Industry	RIBA	Royal Institute of British Architects
EAGA	Energy Action Grants Agency	RSL	Registered Social Landlord
EEAC	Energy Efficiency Advice Centre	RSS	Regional Spatial Strategy
EEC	Energy Efficiency Commitment	SAP	Standard Assessment Procedure
EHCS	English House Condition Survey	SEC	Sustainable Energy Centre
EST	Energy Saving Trust	SEN	Sustainable Energy Network
EU	European Union	SW	South West
GIS	Geographical Information System	SW COPROP	South West Association of Chief Corporate Property Officers in Local Government
GOSW	Government Office for the South West	SWRSP	South West Regional Skills Partnership
GSHP	Ground Source Heat Pump	SWSEP	(The proposed) South West Sustainable Energy Partnership
GVA	Gross Value Added	TCPA	Town and Country Planning Association
HE/FE	Higher Education/Further Education	UK	United Kingdom
HEC	Home Energy Check	URC	Urban Regeneration Company
HECA	Home Energy Conservation Act		
HERDA SW	Higher Education Regional Development Association South West		
LGA	Local Government Association		
NAO	National Audit Office		
NEA	National Energy Action		