

Greener Housing Strategy

2022 - 2032



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Foreword

I, like many of you, am very much aware of how our daily activities can impact on the environment. As a local Councillor and Portfolio Holder for Housing for the District Council I am also very much aware of how rising energy costs are impacting residents of our district.

In October 2021, the Council declared a climate change and nature emergency and commenced work to produce a detailed action plan of sustainable projects and initiatives across the Council's functions and responsibilities.

At the time the Leader of the Council, Cllr Edward Heron, said: "In itself, declaring a climate emergency does nothing, it's what you then do. But this is a clear signal that we consider it of such importance that we will be building on the climate change actions already underway and taking a more fundamental look at our activities, with the target of reducing carbon emissions along with an ambitious action plan being put in place to measure annual district-wide progress." The Council, at its meeting in February 2022, approved a detailed climate change and nature emergency action plan

As a Council comprising over 82,000 homes, we have begun to review the district wide impact of our carbon emissions and activities on the wider natural environment, particularly as we live in an area where our biodiversity, ecosystems and natural environment is so important to the prosperity of the thousands of species that inhabit the national park. The incoming tourism our wonderful area attracts, creates many greener opportunities than potential negative effects and barriers, and we must understand how we can inform and encourage our residents to collectively contribute to a greener and healthier New Forest District.

I am keen for this Greener Housing Strategy to focus on leveraging in government funding to provide affordable retrofit schemes for our residents which help deliver real savings in the long term.

Focussing on my Housing Portfolio I am keen that the district council attracts the funding to provide access to affordable retrofit schemes and enhance the local skills base to assist our residents and landlords in increasing the efficiency of their homes, reducing the impacts of rises in energy and fuel cost, whilst also providing them with opportunities to aspire to cleaner and greener environments.

As a landlord of over 5,200 council owned properties, we understand our responsibility to firstly, provide good quality housing to our tenants that meet the decent homes standard, and secondly, we understand that as a landlord we have an enormous responsibility to make sure our properties are as energy efficient, warm and comfortable as possible: keeping fuel bills manageable and carbon emissions low.

We have a wide range of property archetypes from timber framed to concrete construction alongside conventional brick built housing stock, ranging from 100 years old to those built just this year. Locations of our properties range from properties in towns and urban areas, to isolated rural areas off the gas network deep within the New Forest National Park.

We know that each of these property types has a different requirement in terms of increasing its energy performance to reduce carbon emissions and energy costs. This will include whole house retrofit right through to the simple replacement of external doors and windows, or additional loft insulation.

It is important that we put a plan in place to meet our first significant milestone to ensure our properties meet an energy performance rating of C or above by 2030, whilst at the same time creating a business plan to meet carbon neutrality by 2050. I am therefore extremely proud to publish this Greener Housing Strategy to outline our commitment to both review the Housing Service's day-to-day operations and our property stock energy performance to both reduce carbon emissions and reduce costs of energy for our residents.

'Greener' technologies such as heat pumps are developing at pace and government funding schemes will encourage the take up of innovation over the coming years. We have designed a strategy to accelerate our activities over the 10 years to test greener energy pilot schemes, greater understand our impact on the environment and review different options for retrofitting our stock, along with local partners and contractors, as we work toward a second phase strategy to take us toward the 2050 net zero target. Our learning can also be shared with the private housing sector to breed confidence in the sector and increase take up of low carbon heating technologies.

This is one of the most important housing strategies in our lifetime and I wholeheartedly support our efforts to reduce our impact on carbon emissions and provide our residents and tenants with greener, healthier and energy efficient homes.

Cllr Jill Cleary

Portfolio Holder for Housing, Deputy Leader and Ward Councillor



Global context

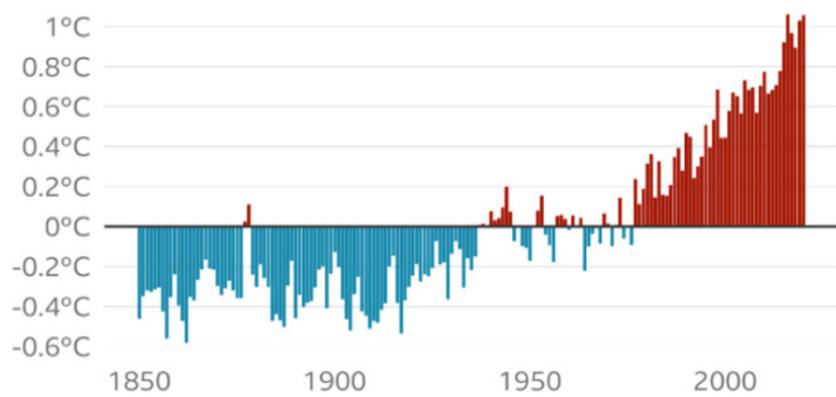
The UK is an important signatory to the Paris Agreement 2025, the legally binding international treaty on climate change. The key aims of which are to hold the increase in global average temperature to below 2°C above pre-industrial levels and pursue efforts to limit temperature increases to 1.5°C and achieve net zero global green- house emissions by the second half of the century.

At the COP26 global summit it was agreed countries will meet next year to pledge further cuts to emissions of carbon dioxide (CO2). This is to try to keep temperature rises within 1.5°C - which scientists say is required to prevent a “climate catastrophe”. Current pledges, if met, will only limit global warming to about 2.4°C.

The goal is to keep cutting emissions until they reach net zero by mid-century. The UK Government has launched a national portfolio of schemes and initiatives designed to help it meet its 2050 target.

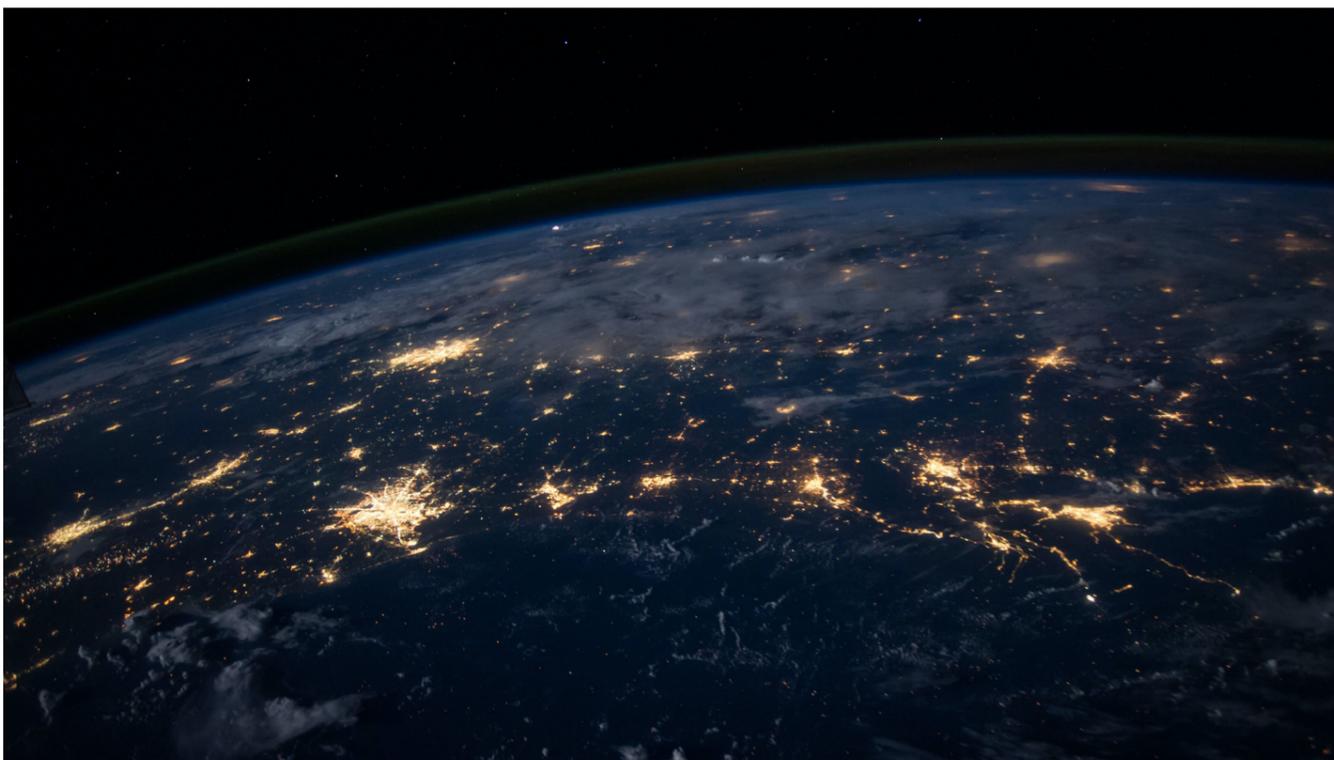
The world is getting warmer

Annual mean land and ocean temperature above or below average, 1850 to 2020



Note: Average calculated from 1951 to 1980 data

Figure 1 (left)
Annual Mean world temperatures 1850-2020
Source
University of California Berkeley – BBC 2022



National context

Climate Change Act

The UK Climate Change Act 2008 sets out legally binding carbon emission reduction targets. The 2019 Amendment to the Climate Change Act introduced a target for a 100% reduction in greenhouse gas emissions in the UK by 2050, compared to 1990 levels, often referred to as the 'net zero' target. If met, this target effectively means that the UK will end its contribution to global carbon emissions by 2050.

The Act also established a system of carbon budgeting, to help the UK meet its targets through a series of Carbon Budgets. These budgets place a restriction on the total amount of greenhouse gases the UK can emit over a five year period. Five carbon budgets have been set in law covering the period 2008 to 2032, the fifth carbon budget equates to an average 57% reduction in greenhouse gas emissions compared to 1990 levels.

Clean Growth Strategy

The Government's Clean Growth Strategy 2017 led the way to a low carbon future and set out a range of policies and proposals to support and accelerate the reduction of carbon emissions and improve energy efficiency in housing. This includes the ambition to improve the energy performance of all fuel poor homes to EPC band C by 2030, to develop a long-term trajectory to improve the energy performance standards of privately rented homes, with the aim of upgrading as many as possible to EPC band C by 2030 and consulting on how social housing can meet similar standards over this period.

UK Housing: Fit for the future: Committee for Climate Change review 2019

The Committee for Climate Change's 2019 report made clear the need for the UK to adapt and decarbonise its housing stock if it is to meet the legally binding carbon emission reduction targets and prepare for the impacts of climate change. The report identified:

- Energy use in homes accounts for about 14% of UK carbon emissions
- Emissions from housing need to be reduced by at least 24% by 2030 to meet current carbon reduction emission targets
- Current housing stock is not well adapted to meet the challenges of climate change and to meet target for reduction in greenhouse gas emissions
- We cannot meet our climate change objectives without major improvements to UK housing

To meet these challenges the Committee identified the need for action in several key areas, including:

- Improvements in building performance and compliance – the need to close the performance gap between how homes are designed and how they perform
- Retrofitting existing homes- to reduce carbon emissions and improve energy and water efficiency
- Uplift in new build standards – so new homes are low-carbon and energy and water efficient



National policy

The Government set out their ten-point plan for a green industrial revolution. Covering clean energy, transport, nature and innovative technologies, the blueprint is designed to meet its contribution to climate change by 2050.

The plan will mobilise £12 billion of government investment to create and support up to 250,000 highly skilled green jobs in the UK, and spur over three times as much private sector investment by 2030.

Homes and public buildings:

Decarbonising the Nations Housing Stock: The Challenge

We need to reduce emissions to close to zero by 2050. A step change in the rate of energy performance improvements to existing homes is required over the 2020s to meet the carbon budgets, keep energy bills low, and support the transition to low carbon heat.



Figure 2 (left)
The Challenge of Decarbonising the Nation's Housing Stock
Source
Department for Business, Energy and Industrial Strategy (BEIS) 2021

Making our homes, schools and hospitals greener, warmer and more energy efficient, whilst creating 50,000 jobs by 2030. To reduce the level of carbon emissions in housing and to improve energy efficiency Government has set out a range of measures for new build housing and existing housing, including a target to install 600,000 heat pumps every year by 2028.

New build policy – Future Homes Standard

Launched in 2019 the Future Homes Standard proposes a new approach to housebuilding with the aim of:

- Reducing carbon emissions
- Ensuring new homes are comfortable to live in
- Keeping fuel bills down, by encouraging low energy efficient systems
- Eliminate the use of gas in new homes from 2025

The primary mechanism for prescribing and regulating building is through Building Regulations and the Future Homes Standard was accompanied by consultation on changes to Parts L (conservation of fuel and power) and F (ventilation) of the Building Regulations.

From 2025, new homes will produce 75-80 per cent lower CO₂ emissions compared to current levels. These homes will be 'zero carbon ready', with the ability to become fully zero carbon homes over time as the electricity grid decarbonises, without the need for further costly retrofitting work.

Low-carbon heating systems will be installed in all new build homes. It's anticipated that the systems in these new developments will include heat pumps (air and ground source), heat networks, hydrogen and direct electric heating.

Reducing carbon emissions in housing will be achieved through a combination of improving the thermal efficiency of the building, thereby reducing the amount of energy that is needed to heat our homes and the use of low carbon technology. Improving the efficiency of the building will be achieved through a range of measures, including insulation and thermally efficient double or triple glazing.

National policy (continued)

Benefits of Energy Efficiency

EPC F and G rated properties are the most energy inefficient properties in the national housing stock. They impose unnecessary energy costs on owners, tenants and the wider economy and can lead to poor health outcomes, with a resulting resource pressure on health services. These properties also contribute to avoidable greenhouse gas emissions. Increasing the energy efficiency of our domestic rental stock can help:

- manage the energy costs of tenants, including those of some of the most vulnerable to the cold
- improve the condition of properties and help reduce maintenance costs
- lower demand for energy thereby smoothing seasonal peaks in energy demand, and as a result increase our energy security
- reduce greenhouse gas emissions

Increased demand for energy efficiency measures is also likely to support growth and jobs within the green construction industry and the wider supply chain for energy efficiency. Greater competition within these markets may also spur innovation, lowering the end costs of installing measures to business and households, and help sustain jobs.

Private Sector

The government has committed to upgrade as many private rented sector homes as possible to Energy Performance Certificate (EPC) Band C by 2030, where practical, cost-effective and affordable.

The Domestic Minimum Energy Efficiency Standard (MEES) Regulations means that, subject to certain requirements and exemptions: a) since 1 April 2018, landlords of relevant domestic private rented properties must not grant a tenancy to new or existing tenants if their property has an EPC rating of F or G (as shown on a valid EPC for the property); b) from 1 April 2020, landlords must not continue letting a relevant domestic property which is already let if that property has an EPC rating F or G (as shown on a valid EPC for the property). Landlords are encouraged to act as soon as possible to ensure that their properties reach EPC E by the deadline of 1 April 2020. These requirements are referred to in the Regulations and in this guidance as “the prohibition on letting of sub-standard property”.

These requirements and proposals will bring significant benefits to landlords, tenants and our environment including:

- reducing energy bills and increased comfort for tenants and supporting delivery of the statutory fuel poverty target of EPC C by 2030
- potential property value improvements for landlords
- delivering carbon emission savings over Carbon Budgets 4 and 5, making progress towards the net zero target

Data shows that in the PRS, the average modelled annual cost of energy for an EPC band G property is £3,105, and £2,124 for an EPC F rated property. This contrasts with an average annual cost of £1,425 for an EPC band E property. Therefore, a tenant whose home is improved from EPC band F to EPC band E could expect to see their energy costs reduced by £700 a year so long as there were no wider changes in how they use energy in the property. Around a third of all fuel-poor households in England live in the PRS, despite the sector accounting for only around a fifth of all households in England. Amongst EPC F and G rated properties in the sector, recent data shows that over 40% of households are classified as fuel poor. Put simply, the PRS has a disproportionate share of the UK’s least energy-efficient properties and fuel-poor households. Installation of energy efficiency measures can help address this.

National policy (continued)

Social Housing

In July 2020 the Chancellor announced a £2 billion Green Homes Grant scheme to upgrade homes across England. Under this, £500 million funding will be allocated to local authorities through the Local Authority Delivery (LAD) scheme, to improve the energy efficiency of homes of low-income households, helping reduce fuel poverty, phasing out high carbon fossil fuel heating, and delivering progress towards the UK's commitment to net zero by 2050.

The LAD scheme aims to raise the energy efficiency of low income and low energy performance homes (those with energy performance certificate (EPC) ratings of E, F or G, although Band D is also in scope in Phase 1B).

In the initial competition (Phase 1A), launched August 2020 with a delivery deadline of March 2021, BEIS allocated £76 million of funding to 57 LA projects. Phase 1B allocated £126m to 81 LA projects in Jan 2021. Running parallel to the LAD scheme is the Social Housing Decarbonisation Fund, designed purely for the social housing sector.



Figure 3 (left)
SHDF Aims & Objectives
Source
Department for Business, Energy and Industrial Strategy (BEIS) 2021

SHDF Wave 1 Key Principles

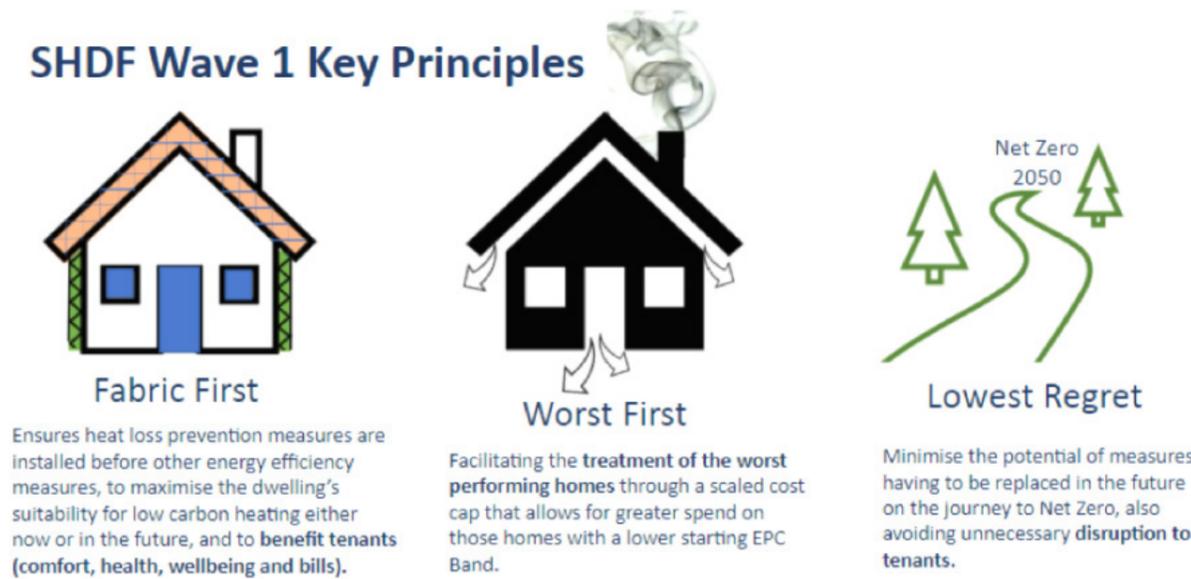


Figure 4 (left)
SHDF Proposed Wave 1 Key Principles
Source
Department for Business, Energy and Industrial Strategy (BEIS) 2021

SHDF Proposed Wave 2

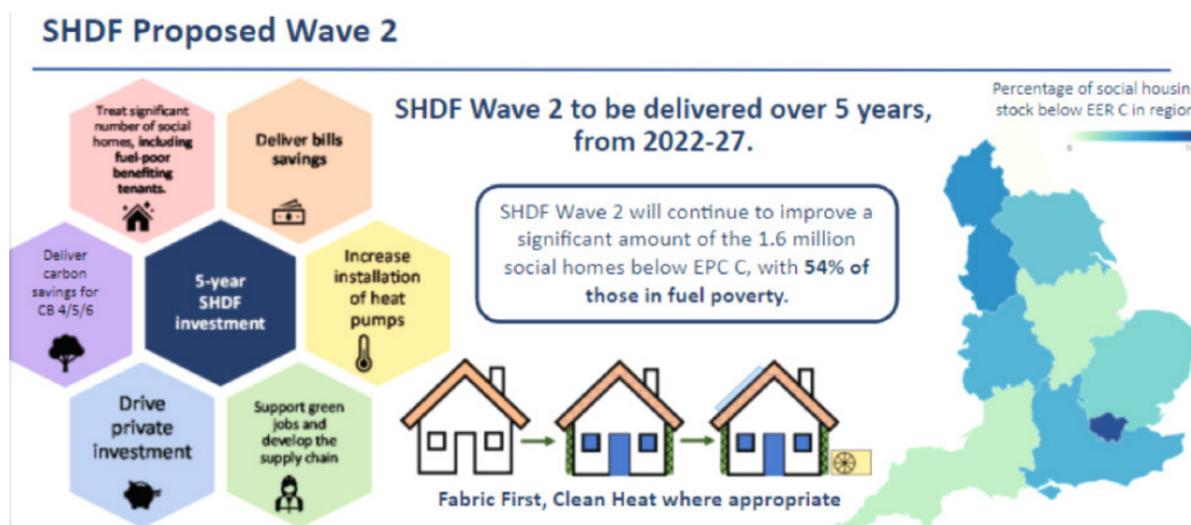


Figure 5 (left)
SHDF Proposed Wave 2 Funding
Source
Department for Business, Energy and Industrial Strategy (BEIS) 2021

Local Context: Housing demographics, Condition and Energy Efficiency

The New Forest Council Area contains a private sector housing stock estimated at 76,464 dwellings and over 7,000 social housing dwellings. Private sector housing in the New Forest is representative of all building eras but is predominantly of post Second World War Construction.

59,773 dwellings (78.2%) were constructed post-1944. Of these dwellings, 23,215 dwellings or 30.4% were constructed post-1980. 16,691 dwellings (21.8%) were constructed pre-1945. Within this group, 6,669 dwellings (8.7%) were constructed pre-1919; 10,022 dwellings (13.1%) in the inter-war period (1919-1944).

Private sector housing stock in New Forest differs from the national average with significantly higher rates of post 1964 construction and lower rates of pre-1919 construction. The age of a home is strongly associated with its condition and energy performance. The oldest homes (pre-1919) generally perform less well in these respects than newer homes.

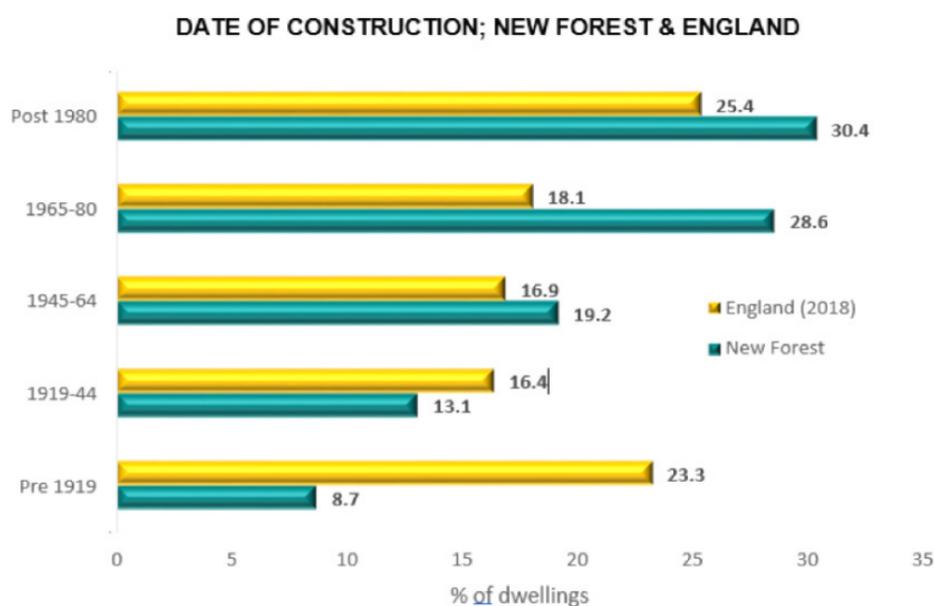


Figure 6 (left)
Date of Construction of Private Sector Housing. New Forest & England comparison.
Source
New Forest District Council Private Sector House Stock Condition Survey 2020 – David Adamson & Partners Ltd.

Owner occupation is the predominant private sector tenure accounting for 65,803 dwellings or 86.1%; 10,661 dwellings are within the private-rented market (13.9%).

Home energy efficiency levels are encouraging and above the national average. 68,049 dwellings (94.2%) comply with Decent Homes thermal comfort requirements and the occupied housing stock has an average SAP rating of 66.1 compared to the English private sector average of 62.2 (2018).

Average SAP ratings increase for modern properties ranging from 53.7 for dwellings constructed pre-1919 to 71.3 for dwellings post-1981. Average SAP ratings at 69.6 are also higher within the private-rented sector. At the sub area level, the lowest average SAP ratings are recorded in National Parks Remainder (53.6) and National Parks Towns (62.4).

The following details the district data relating to carbon emissions:



Figure 7 (left)
Carbon Emissions by Property Characteristic
Source
New Forest Pathways Report – Parity Projects 2022

Local Context: Housing demographics, Condition and Energy Efficiency (continued)

Private Sector

66,836 occupied private dwellings (92.5) fall within the highest Energy Efficiency Rating (EER) bands (A, B and C) compared to 81.2% of private housing nationally. Conversely the proportion of private dwellings in the lowest EER bands (E, F and G) is below the national average. 6.5% of private dwellings in the New Forest (5,434 dwellings) fall within EER bands E, F and G compared to 18.8% of private dwellings nationally.

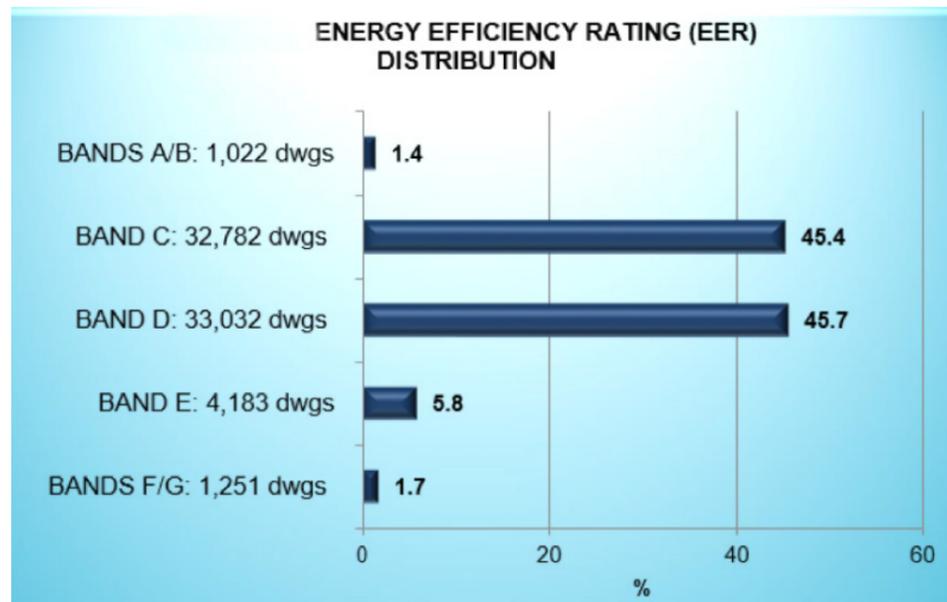


Figure 8 (left)
Private Sector Housing Energy Performance Certificate Rating

Source
New Forest District Council Private Sector House Stock Condition Survey 2020 – David Adamson & Partners Ltd.

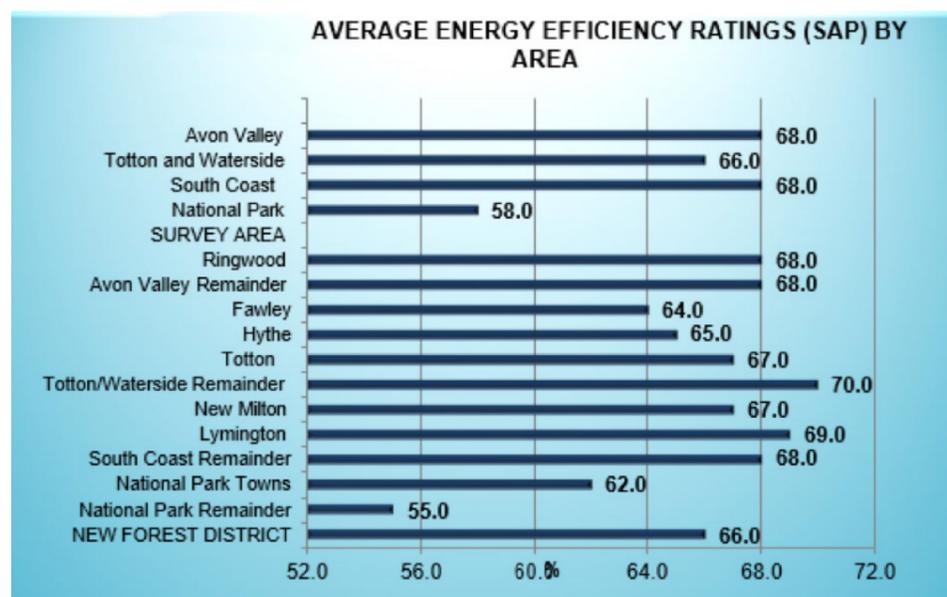


Figure 9 (left)
Average Energy Efficiency Ratings (SAP) by Area

Source
New Forest District Council Private Sector House Stock Condition Survey 2020 – David Adamson & Partners Ltd.

With the exception of the National Park energy efficiency ratings show limited variation geographically. Average SAP ratings of 58 for the National Park HMA are significantly below the district average of 66 and impact particularly on the rural remainder of the National Park where the average SAP rating is 55.

Fuel and Food Poverty

The energy performance of a home has a direct impact on the cost to heat it, which in turn impacts on disposable incomes. Fuel poverty in England is now measured using a Low-Income High Costs framework (LIHC). Under this definition a household is considered to be fuel poor where they have required fuel costs that are above average, and were they to spend that amount, they would be left with a residual income below the official poverty line.

Under this definition in 2019, 3,777 households in New Forest (5.2%) had low incomes and high fuel costs and were in fuel poverty. Rates of fuel poverty were below the current 2018 average for England (10.3%) and the South-East regional average of 7.9%.

Local Context: Housing demographics, Condition and Energy Efficiency (continued)

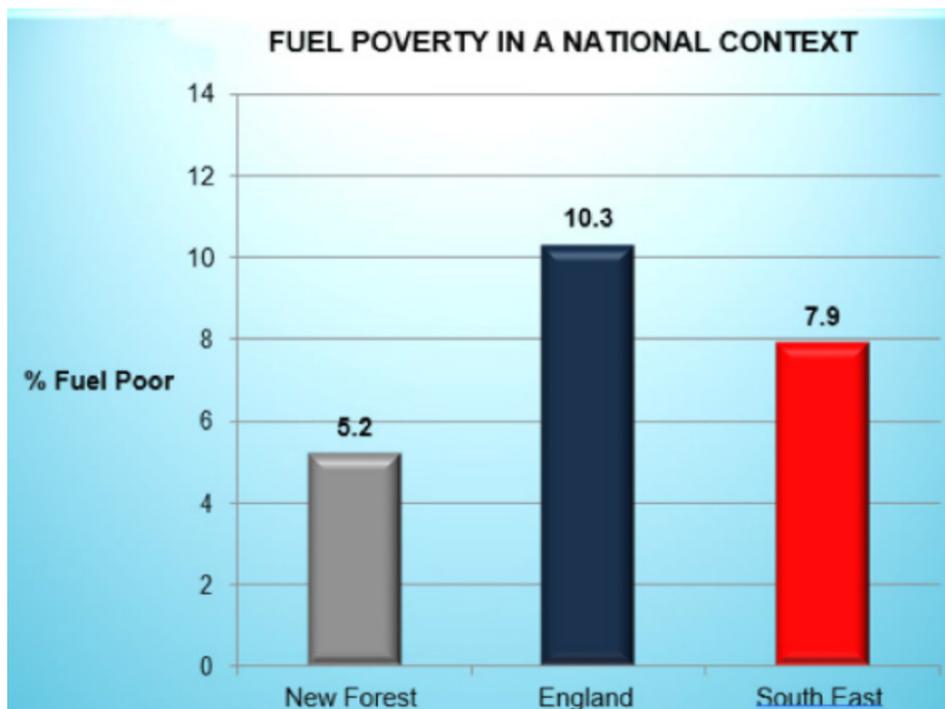


Figure 10 (left)
Fuel Poverty District/Regional/National Comparison

Source
New Forest District Council Private Sector House Stock Condition Survey 2020 – David Adamson & Partners Ltd.

The recovery from Covid-19 pandemic, exit from the EU and the Russia/Ukraine conflict have had a destabilising effect on the national economy, incomes and prices leading to renewed pressures on household finances, the like of which have not been seen for several decades.

It has been well documented how the energy cap price rise of April 2022 and the additional increase of the cap to £2,800 in October 2022 will affect many vulnerable households nationally. The charity National Energy Action has estimated that price rises in 2021 and April 2022 will lead to an increase in the number of households in fuel poverty (under a different definition) of more than 50%. This estimate does not take account of any further increases in prices in October 2022. Following the announcement regarding the October price cap Ofgem warned that 12 million households could be placed into fuel poverty.

Residents of the New Forest will not be immune from these pressures. There has already been an increase in the number of people aged 16-64 claiming benefits in the New Forest between 2017 and 2021, as shown in Figure 11 below. The increase is beyond the number of new residents each year.

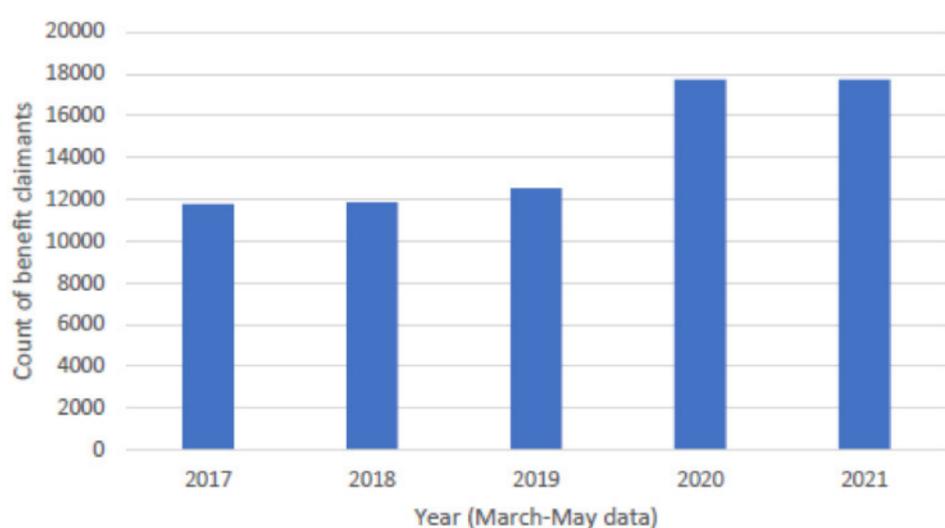


Figure 11 (left)
Count of benefit claimants living in the New Forest, March to May each year

Source
Cost of Living Report New Forest 2021 - University of Southampton

In the New Forest, where over 53% of the housing stock has an EPC of D or worse, the rise in energy costs is likely to see an increase locally in fuel and food poverty. The New Forest Pathways Project report authored by Parity Projects estimates 5,105 households in the New Forest were in fuel poverty in 2021, placing a greater importance on the Council's commitments in Priority 3 of this strategy.

Local Context: Housing demographics, Condition and Energy Efficiency (continued)

In 2021, New Forest District Council joined together with Local Authorities in the Southern Region to form The Warmer Homes consortium, led by Portsmouth City Council. The Consortium was successful in a bid to BEIS's Sustainable Warmth Fund for two funding streams: Local Authority Delivery (LAD) 3 and the Home Upgrade Grant (HUG).

The Consortium has been successfully awarded £15.6 million of LAD (phase 3 – on gas) funding and £16.2 million of HUG (Phase 1 funding – off gas), resulting in a £31.8 million programme across the 21 local authority areas involved in the Warmer Homes consortium. The New Forest district is to be prioritised by the Consortium under phase 1 of its staggered regional marketing approach.

The scheme launches to households in May 2022 and will run until March 2023. In total, the consortium plans to support 1,600 on-gas homes with LAD funding and 1,000 off-gas homes with HUG funding across the southern region. LAD can provide funding of up to £10,000 per on-gas property. HUG can provide funding of up to £25,000 per off-gas property (cannot be connected to the mains gas network). The Council will be encouraging local landlords and property owners to take up the scheme.

Social Housing Stock

All social housing providers are preparing and delivering schemes to comply with the following:

- To upgrade housing stock with an Energy Performance Certificate (EPC) of D or worse to an EPC of C or better by 2030 (Sustainable Warmth Strategy 2021)
- To end the installation of gas boilers in all new build social housing by 2025 (Future Homes Standard)
- To phase out the installation of gas boilers from 2035 (Heat and Building Strategy 2021)
- Net Zero emissions from the Council owned properties by 2050 (Climate Change Act 2008 as amended 2019)

In early 2022 the Council commissioned a full stock condition survey of its 5,200 properties to provide robust up to date component level data, fabric condition and energy performance certificates. This work is not due for completion until 2023/24 and our long term retrofit programmes to meet national targets will begin to be phased over the remaining years to 2050 once this data has been submitted to the council, reviewed and assessed.

Carbon Footprint and Decarbonisation

The total current carbon footprint of the Council's social housing stock has been calculated as 11,870 tonnes CO₂/ year. A key driver of the Greener Housing Strategy is identifying how the emissions attributable to the Council's housing stock can be reduced to 'net zero' by 2050 in line with the Governments Climate Change Act targets. This will largely be achieved by a transition away from gas heating, towards low carbon heating systems such as heat pumps. By implementing the retrofit packages identified, total carbon emissions could be reduced to 2,433 tonnes / year, representing a 79.5% reduction in emissions. The carbon emission reduction in flats is the lowest. This is due to challenges presented by flats such as finding suitable positions for Air Source Heat Pumps (ASHPs) units, introducing cylinders into smaller dwellings that currently have combi boilers, the impact of leaseholders, direct wiring of Photo Voltaic (PV) to individual flats etc.

| Type | Number | Baseline CO ₂ emissions (2021) Tonnes/year | Residual CO ₂ emissions post retrofit Tonnes/year | Percentage reduction |
|--------------|--------------|---|--|----------------------|
| Bungalows | 864 | 1,961 | 293 | 85.05% |
| Flats | 1,382 | 1,840 | 1,002 | 45.54% |
| Houses | 2,769 | 7,906 | 976 | 87.66% |
| New build | 162 | / | / | / |
| Total | 5,177 | 11,870 | 2,443 | 79.50% |

Table 1 (left)
CO₂ emissions by dwelling type

Source
Greener Housing Strategy Retrofit Costing – Resolution Energy 2021

Local Context: Housing demographics, Condition and Energy Efficiency (continued)

As the National Grid continues to decarbonise over time to 2050, these residual emissions will reduce. Consideration could also be given as to methods for offsetting residual emissions, such as the funding of windfarms and tree planting.

Through an assessment by external energy consultants the Council has established estimated costs to meet the current decarbonisation targets at a minimum of £15,000 average cost per property. Sector estimates vary widely, with some landlords predicting costs of up to an average of £40,000 per property. As the Council's data journey is not yet complete the Council considers that the current forecast (as at November 2021) of £54m a conservative estimate of retrofit costs. Assuming an average £40,000 cost per property the total bill could be up to £208m. These cost projections will be further refined in 2024/25 following the completion of the stock condition survey and will include updated building, material and energy costs.

The Council is engaged with a programme to establish a 30-year housing revenue account business plan which will combine these additional retrofit costs with the management, repair, and improvement costs over the same timeline. This is a significant piece of work and will initially provide short term forecast of costs ahead of the completion of the full stock condition survey of 100% of our housing stock, which will further test and mould our forecasts. In part, this is behind the Council's approach to a mid-term strategy of 10 years, as much of the work to shape our journey towards net zero is required to happen over the next few years.

| Type | Number | Cost to reach EPC C | Additional cost to meet decarbonisation | Total cost (EPC C + decarbonisation) | Total cost (EPC C + decarbonisation) Average per property | Total cost (excluding measures forming part of planned programmes) |
|--------------|--------------|---------------------|---|--------------------------------------|---|--|
| Bungalows | 864 | £1,911,240 | £10,853,130 | £12,764,370 | £14,773.58 | £8,651,014 |
| Flats | 1,382 | £1,252,342 | £17,159,590 | £18,411,935 | £13,322.67 | £12,582,531 |
| Houses | 2,769 | £7,623,224 | £39,686,745 | £47,309,970 | £17,085.58 | £32,940,780 |
| New build | 162 | / | / | / | / | / |
| Total | 5,177 | £10,786,810 | £67,699,465 | £78,486,275 | £15,650.30 | £54,174,325 |

Table 2 (left)
Estimated Retrofit costs

Source
Greener Housing Strategy Retrofit Costing – Resolution Energy 2021

Corporate context

In October 2021 the Council agreed to declare a ‘Climate and Nature Emergency’ as a result of considerable change at a local, national, and worldwide level. The pandemic has seen the positive impact changes in behaviour has had on the environment, such as a reduction in commuting leading to natural improvements in air quality. The Agricultural Act 2020 and the Environment Act 2021 has, and will, set out future land use policy.

These changes are already referenced and reflected in the revised Corporate Plan for 2022 with sustainability and the protection of the district’s natural resources, as well as support for the local economy running through the plan.

The Council is clear that in itself, declaring a climate emergency does nothing, and the Council must continue and enhance its strong track record in its sustainability and environmental stewardship. However, by declaring a Climate Change and Nature Emergency, the Council gives a clear signal that it considers it of such importance to take a more fundamental look at its activities, with the target of reducing carbon emissions along with an ambitious action plan being put in place to measure annual district wide progress.

The Council is also clear to reiterate that whilst Climate Change, Green, Environmental and Sustainability are labels that are often used interchangeably, they are different. Environmental or sustainability considerations are wider than climate change alone. It is important in declaring a Climate Change and Nature Emergency that the Council does not focus exclusively on climate change and instead seeks to promote actions which enhance wider environmental considerations.

Key internal decision-making bodies and influencing groups will be incorporated into the Council’s Governance structures. The diagram below shows the accountability for decision-making, and more widely how communication will work between key groups. Over time there will also be connections to wider groups within the community and business sectors in the New Forest, and across Hampshire.

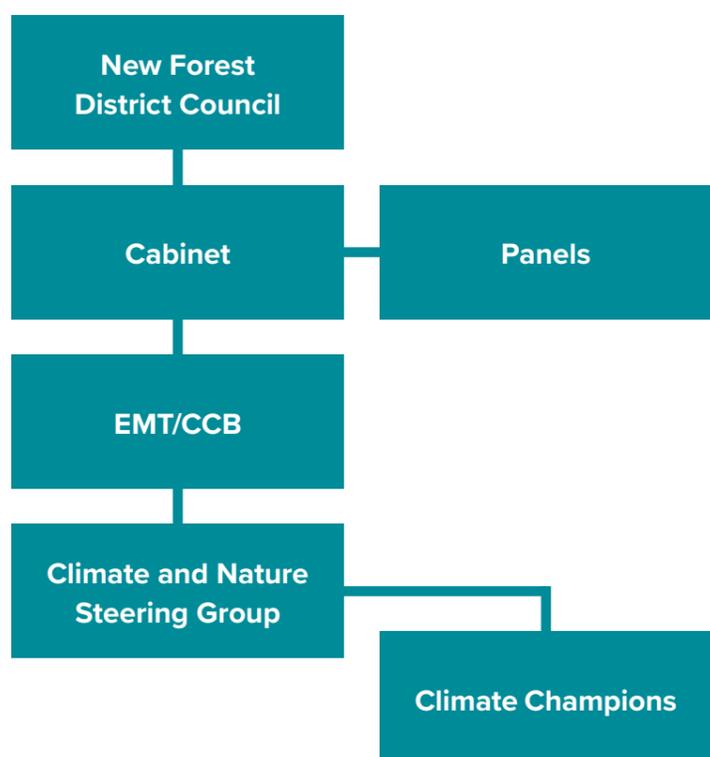


Figure 12 (left)
Climate Change decision making tree
Source
New Forest District Council

As shown in Figure 12 above, the new Climate and Nature Steering Group (CNG) will incorporate key decision makers and influencers across the Council and will share best practice, promote initiatives to reduce carbon, to identify opportunities of cross service working and facilitate behaviour change in the Council and its operations and wider community

Our new Waste Strategy delivers generational change in the district with a clear focus on significantly increasing recycling rates and this Greener Housing Strategy sets the scene for tackling one of the biggest carbon producers in the district; its housing.

The Council cannot do this alone, and it must continue to work with other local authorities and partners to tackle the impact of climate change in the area. As at May 2022 the Council has newly employed its first Climate Change Manager to lead its strategic approach and help deliver its long-term action plan and strategy. The Corporate approach is complimented by the numerous initiatives already underway at service level to meet both national and strategic objectives, which will be brought together under the Council’s single climate change agenda.

Actions to date and direction of travel

In September 2020 the Council established a Greener Housing Task and Finish Group of key members to begin exploring the measures required to meet Government targets to upgrade the energy performance of all social housing to at least a C rating, and for all social housing stock to be carbon neutral by 2050, whilst learning from our residents on their day-to-day experiences with fuel poverty and energy usage.

We have therefore begun to implement a number of key actions to complement the strategy. These are:

- Joined the 'Good Homes Alliance' Networking Group of social housing landlords piloting and exploring improved standards of energy performance and new technologies in new build social housing.
- Joined the 'SuperHomes' Networking Group of social housing landlords piloting and exploring improved standards of energy performance and new technologies in retrofit programmes to existing social housing stock.
- Founder members of a local initiative to reduce food and fuel poverty led by New Forest Citizens Advice and local voluntary groups, which has successfully received external funding to appoint a Local Campaign Manager to work across the district promoting food and fuel poverty awareness and initiatives. The group also commissioned a report on fuel and food poverty by the University of Southampton to help partners understand priorities and issues.
- Commissioned Resolution Energy to evaluate existing stock condition data and model the costs of retrofit programmes to meet Government targets by 2030 and 2050 respectively.
- Commissioned Pennington Choices to complete our Stock Condition Survey programme on all our properties by January 2024, to better inform our retrofit programmes with 100% accurate stock data.
- Acquired land and commissioned a new exemplar housing scheme of 12 properties in Totton that meets the Government's Future Housing Standard with Air Source Heat Pumps heating the home and hot water, triple glazing instead of double, an enhanced building fabric and electric vehicle (EV) charging points.



Artists impression (left)
Proposed design of the Future Housing Standard scheme in Totton

- Secured £287,500 from the Government's LAD 1B scheme to replace solid fuel, oil fired and electric storage heating systems by installing Air Source Heat Pumps in 50 off-gas network properties in our rural areas, reducing carbon emissions and reducing fuel costs in most cases.



Photograph (left)
One of the 50 ASHPs fitted in early 2022

Actions to date and direction of travel (continued)

- Planned Maintenance programmes, worth over £6m per year, continue replacing doors, windows and roofs.
- Our new Private Sector Housing Landlord Forum launched in November 2021 and has a clear focus on energy efficiency.
- 2,884 energy efficiency measures have been installed in Council homes in the last five years, including the installation of 1,330 new efficient heating systems, including seven Air Source Heat Pumps, four large scale Photovoltaic schemes on our Extra Care buildings and housing for older people properties, 1,293 homes fitted with new windows and doors and, over 250 homes insulated.
- Received approval of the Future Homes Standard as our new build specification for new Council Housing.
- Partnered with Bournemouth, Christchurch and Poole Councils (BCP) and BCHA, a Bournemouth based housing association, to form a consortium to bid for SHDF wave funding later in 2022.
- Partnered with E on and Warmfront Ltd to secure 100% funding to upgrade the Cavity Wall Insulation in 100 of our social housing homes prior to 30 June 2022, as part of the Energy Company Obligation (ECO) phase 3 funding scheme, and to programme many hundreds more later in 2022 as part of the forthcoming ECO phase 4 scheme.
- Agreed to pilot new electrical heating technologies in Limetree House, Lymington.
- Partnered with Hampshire County Council to commission a report to provide analysis on the housing stock across the New Forest and the potential retrofit Pathways to reach Net Zero by 2050.
- Reduced the use of paper through digital initiatives and upgraded IT solutions supporting 'paperless' activities.



Strategic Priority 1: Reduce Carbon Emissions in the Council Housing Stock

Action required

- Produce a business case to seek approval for a Greener Housing Project Manager to lead and manage the Council's approach to net zero in Housing Services.
- Complete 100% Stock Condition Surveys of our Council Housing stock by January 2024.
- By April 2024 establish the model of retrofit packages to install in our property archetypes and dwelling types to meet net zero 2050, particularly with regard to:
 - the criterion for the installation of Photo Voltaic (PV) panels on individual house roofs
 - heating and hot water
- Commission an internal working group to establish an appropriate alternative heating source(s) to off gas heating systems by April 2024, ahead of the EPC C cut off of 2030.
 - Agree an action plan by April 2024 to retrain our gas servicing operatives on new and replacement technologies
- Target all Council Housing Stock with an EPC of greater than C with individual plans to improve energy efficiency to achieve EPC Band C by 2030:
 - Programme retrofit actions to 2030 by November 2023
 - Review the new Greener Housing budget annually to ensure it meets cost projections to 2030.
- Establish a cost ceiling level where existing stock may be classed as unviable to retrofit
 - Establish an options appraisal for stock meeting these criteria.
 - Combine this with natural depreciation costs and future maintenance/replacement projections to produce a report to Cabinet seeking approval for disposal, if required
- Establish a method to survey potential buy back properties to identify retrofit costs and establish a cost ceiling of retrofit costs which makes a potential purchase unviable, when taken in conjunction with the aspirations of the Council's Development Programme, by April 2024.
- Combine Asset Management strategy/replacement programmes with the total retrofit requirements to ensure property works are planned efficiently by April 2026
 - Combine replacement years and plan geographically to provide value for money and limit carbon emissions
- Align Asset Management Strategy with HRA Business Plan and Development Strategy by November 2023.
- Continue to canvas the Government for national and regional funding to support retrofit schemes toward net zero.
- Explore consortium approaches to funding on all Government funding schemes
- Affordable Warmth Programmes – Educate and promote energy efficiency to our tenants and residents to reduce fuel poverty and carbon emissions.
 - Link with local partners – Citizens Advice/HCC
 - Promote initiatives and measures in each Hometalk magazine
- Key stakeholders and Partnerships - engagement
 - HCC, Citizen's Advice, tenants, residents, members, staff
 - Consultation
 - Events, estate drop ins.
- Assess our wider carbon footprint by April 2026
 - Embodied carbon in retrofit and demolition activities
 - Material production, delivery and installation.
- Complete an options appraisal of the installation of Electric Vehicle Charging points across the areas of our housing stock, in conjunction with the Council's approach to the wider district by April 2029.

Strategic Priority 2: Council Housing New Build Standards

- Complete the Future Homes Standard 2025 pilot scheme (Testwood Club) by 2023.
- Align Development Strategy with Greener Housing Strategy by agreeing a new component level build standard for our own Council led developments by April 2024, which achieves our greener housing aims and establishes a routine development standard for:
 - Heating Type
 - Glazing
 - Insulation and thermal fit
 - Building Fabric
 - New low carbon/renewable energy technologies
 - Photo Voltaic panels
 - Materials used
 - Electric vehicle charging points
 - Using local Contractors, and
 - Maximises the life of components, materials and energy efficiency measures to avoid unnecessary retrofit ahead of 2050.
- Assess the location of each development opportunity to ensure the location is sustainable and is built in a location where people want to live and work to reduce the reliance on carbon-intensive modes of transport
- Work with Developers, Registered Providers and Planning Policy to develop greener housing standards for all new build developments in the New Forest
- Assess embodied carbon in the building processes on Council led development sites by 2030,
- Where properties are acquired through off the shelf acquisitions or thorough the buyback scheme a minimum EPC rating of C will be required from April 2029.



Strategic Priority 3: Private Sector Housing Decarbonisation

- Fully support the Warmer Homes Consortium led by PCC to promote LAD 3 and HUG funding in the district through to March 2023 with a joint communications and marketing plan
- Train our Housing Standards Officers on energy efficiency measures, alternative methods of heating and energy provider switching services by October 2022, to provide advice and assistance to landlords and residents as part of ongoing activities.
- Promote Affordable Warmth Programmes and activities:
 - Educate and promote energy efficiency to our tenants and residents to reduce fuel poverty and carbon emissions from July 2022
 - Link with local partners – Citizens Advice/HCC/NFDIS and foodbanks
 - Establish a communication campaign alongside the Council’s new Climate Change Manager by August 2022 and refresh annually
- Continually identify, where available, and bid for funds to promote energy efficiency and tackle fuel poverty for private owners and landlords.
- Attend, support and enhance the existing New Forest Partnership Forum of Voluntary agencies
 - Target fuel and food poverty
 - Provide specialist training and integrate the new Local Campaigns Manager with our workstreams where appropriate by March 2023
- Attend, support and enhance initiatives and activities of the Home Energy Efficiency Programme (HEEP – including HCC and other Hampshire Local Authorities) to develop regional initiatives which benefit residents of the New Forest.
 - Consider an initiative to create a ‘Safe’ Contractors list of appropriately certified local installers and support them link with local residents.
- Through our Housing Standards work continue to ensure landlords are compliant with the Minimum Energy Efficiency Standards (MEES) regulations, reviewing performance annually.
- Hold a standing Greener Housing agenda item at each Landlord Forum.



Strategic Priority 4: Housing Service Operations

- Quantify our operational carbon footprint of key activities by April 2026.
- Establish an agreed action plan to target higher polluting practices by April 2027.
- By April 2029 establish methods, processes and alternative activities which reduce carbon emissions across our activities.
- Working with Vehicle Fleet managers across the Council establish a scheme to replace the housing fleet of 61 vehicles with electric vehicle replacements and agree policies for charging with users by 2027.
- Identify all non-digital paper generating activities, agree action plans and budgets to support full digital 'paperless' processes by April 2024.
- Eliminate paper-based activities where practicable by April 2025.
- Maximise Repairs Service Workforce planning to limit unnecessary travel by repairs operatives across the district by 2025.
- In conjunction with the senior leaders of the Council:
 - Establish a hybrid working model which both supports the business activities and strategic aims of the Council, but also reduces the carbon footprint of its employees in commuting to work.
 - Develop and support a cycle to work scheme
- Through our procurement processes support New Forest based Small and Medium Sized Enterprises (SMEs) with advice and assistance to gain low carbon/renewable energy installation certification and additional skills on tendering to help them secure large scale retrofit and installation contracts.
- Complete an options appraisal of carbon off setting initiatives to offset the residual carbon emissions generated by our social housing stock, post the completion of retrofit programmes by April 2028.
- Through 2022 monitor the energy usage of communal areas across the social housing stock to assess:
 - Peak demands
 - Average usage
 - Reason for use
 - Alternative provision which reduces costs and carbon emissions.



Monitoring and review

Performance and progress against each of the actions within this strategy will be reviewed annually in conjunction with members and stakeholders.

A transparent annual position statement will be produced to highlight our progress and how effective these measures have been in reducing carbon emissions and improving energy efficiency.

New actions and targets may be agreed if further changes are made to corporate objectives, national legislation and policy. Focus on this area is in its infancy in national political and strategic contexts so it is likely that further legislation, guidance and funding arrangements are implemented over the next few years.

We are keen to understand the ongoing impact of energy and fuel process on our residents and our annual review will incorporate statistical and perception-based analysis of both our carbon reductions and impact on residents. This will enable us to be responsive in tackling any emerging issues.

The Portfolio Holder for Housing Services, working with the Executive Head of Governance & Housing, our Housing Service Managers and the Council's Climate Change Manager will lead the review of the delivery action plan.

In reviewing its strategy annually this council remains committed to embracing amended policy direction and incorporating it within annual updates.



Annexe 1: Strategy Action Plan

| Priority | Action required | Lead Officer | Target completion date |
|--|--|---|---|
| Strategic Priority 1 – Reduce Carbon Emissions in the Council Housing Stock | Produce a business case to seek approval for a Greener Housing Project Manager to lead and manage the Council's approach to net zero in Housing Services. | Richard Knott | November 2022 |
| | Complete 100% Stock Condition Surveys of our Council Housing stock by January 2024. | Richard Fudge | January 2024 |
| | By April 2024 establish the model of retrofit packages to install in our property archetypes and dwelling types to meet net zero 2050, particularly with regard to: <ul style="list-style-type: none"> The criterion for the installation of Photo Voltaic (PV) panels on individual house roofs Heating and hot water | Richard Fudge Ritchie Thomson | April 2024 |
| | Commission an internal working group to establish an appropriate alternative heating source(s) to off gas heating systems by April 2024, ahead of the EPC C cut off of 2030. <ul style="list-style-type: none"> Agree an action plan by April 2024 to retrain our gas servicing operatives on new and replacement technologies | Richard Fudge Ritchie Thomson | April 2024 |
| | Target all Council Housing Stock with an EPC of lower than C with individual plans to improve energy efficiency to achieve EPC Band C by 2030: <ul style="list-style-type: none"> Programme retrofit actions to 2030 by November 2023 Review the new Greener Housing budget annually to ensure it meets cost projections to 2030. | Richard Fudge Ritchie Thomson | Sub action: November 2023 31 December 2029 |
| | Establish a cost ceiling level where existing stock may be classed as unviable to retrofit <ul style="list-style-type: none"> Establish an options appraisal for stock meeting these criteria. Combine this with natural depreciation costs and future maintenance/ replacement projections to produce a report to Cabinet seeking approval for disposal, if required. | Richard Fudge Ritchie Thomson | November 2023 |
| | Establish a method to survey potential buy back properties to identify retrofit costs and establish a cost ceiling of retrofit costs which makes a potential purchase unviable, when taken in conjunction with the aspirations of the Council's Development Programme, by April 2024. | Richard Fudge Ritchie Thomson | April 2024 |
| | Combine Asset Management strategy/replacement programmes with the total retrofit requirements to ensure property works are planned efficiently by April 2026 <ul style="list-style-type: none"> Combine replacement years and plan geographically to provide value for money and limit carbon emissions. | Richard Fudge Ritchie Thomson | April 2026 |
| | Align Asset Management Strategy with HRA Business Plan and Development Strategy by November 2023. | Richard Fudge Ritchie Thomson | November 2023 |
| | Continue to canvas the Government for national and regional funding to support retrofit schemes toward net zero. | Richard Knott | Ongoing |
| | Explore consortium approaches to funding on all Government funding schemes | Richard Fudge Ritchie Thomson | Ongoing |
| | Affordable Warmth Programmes – Educate and promote energy efficiency to our tenants and residents to reduce fuel poverty and carbon emissions. <ul style="list-style-type: none"> Link with local partners – Citizens Advice/HCC. Promote initiatives and measures in each Hometalk magazine. | Richard Knott | Ongoing |
| | Assess our wider carbon footprint by April 2026. <ul style="list-style-type: none"> Embodied carbon in retrofit and demolition activities. Material production, delivery and installation. | Richard Fudge Ritchie Thomson Richard Knott | April 2026 |
| | Complete an options appraisal of the installation of Electric Vehicle Charging points across the areas of our housing stock, in conjunction with the Council's approach to the wider district by April 2029. | Richard Fudge Ritchie Thomson | April 2027 |

Annexe 1 - Strategy Action Plan (continued)

| Priority | Action required | Lead Officer | Target completion date |
|--|--|--------------------------------|------------------------|
| Strategic Priority 2 – Council Housing New Build Standards | Complete the Future Homes Standard 2025 pilot scheme (Testwood Club) by 2023. | Tim Davis | October 2023 |
| | Align Development Strategy with Greener Housing Strategy by agreeing a new component level build standard for our own Council led developments by April 2024, which achieves our greener housing aims and establishes a routine development standard for: <ul style="list-style-type: none"> • Heating Type • Glazing • Insulation and thermal fit • Building Fabric • New low carbon/renewable energy technologies • Photo Voltaic (PV) panels • Materials used • Electric vehicle charging points • Using local Contractors, and • Maximises the life of components, materials and energy efficiency measures to avoid unnecessary retrofit ahead of 2050. | Tim Davis Richard Fudge | April 2024 |
| | Assess the location of each development opportunity to ensure the location is sustainable and is built in a location where people want to live and work to reduce the reliance on carbon-intensive modes of transport. | Tim Davis | Ongoing |
| | Work with Developers, Registered Providers and Planning Policy to develop greener housing standards for all new build developments in the New Forest | Tim Davis | Ongoing |
| | Assess embodied carbon in the building processes on Council led development sites by 2030. | Tim Davis | April 2030 |
| | Where properties are acquired through off the shelf acquisitions or thorough the buyback scheme a minimum EPC rating of C will be required from April 2029. | Tim Davis | April 2029 |
| Strategic Priority 3 – Private Sector Housing Decarbonisation | Fully support the Warner Homes Consortium led by PCC to promote LAD 3 and HUG funding in the district through to March 2023 with a joint communications and marketing plan. | Richard Knott Kirsty Farmer | March 2023 |
| | Train our Housing Standards Officers on energy efficiency measures, alternative methods of heating and energy provider switching services by October 2022, in order to provide advice and assistance to landlords and residents as part of ongoing activities. | Richard Knott Kirsty Farmer | October 2022 |
| | Promote Affordable Warmth Programmes and activities: <ul style="list-style-type: none"> • Educate and promote energy efficiency to our tenants and residents to reduce fuel poverty and carbon emissions from July 2022. • Link with local partners – Citizens Advice/HCC/NFDIS and foodbanks. • Establish a communication campaign alongside the Council’s new Climate Change Manager by August 2022 and refresh annually. | Richard Knott Kirsty Farmer | August 2022 |
| | Continually identify, where available, and bid for funds to promote energy efficiency and tackle fuel poverty for private owners and landlords. | Richard Knott Kirsty Farmer | Ongoing |
| | Attend, support and enhance the existing New Forest Partnership Forum of Voluntary agencies <ul style="list-style-type: none"> • Target fuel and food poverty. • Provide specialist training and integrate the new Local Campaigns Manager with our workstreams where appropriate by March 2023. | Richard Knott Kirsty Farmer | March 2023 |
| | Attend, support and enhance initiatives and activities of the Home Energy Efficiency Programme (HEEP – including HCC and other Hampshire Local Authorities) to develop regional initiatives which benefit residents of the New Forest. <ul style="list-style-type: none"> • Consider an initiative to create a ‘Safe’ Contractors list of appropriately certified local installers and support them link with local residents. | Richard Knott Kirsty Farmer | March 2023 |
| | Through our Housing Standards work continue to ensure landlords are compliant with the Minimum Energy Efficiency Standards (MEES) regulations, reviewing performance annually. | Richard Knott Kirsty Farmer | Ongoing |
| Hold a standing Greener Housing agenda item at each Landlord Forum. | Richard Knott Kirsty Farmer | Ongoing | |

Annexe 1 - Strategy Action Plan (continued)

| Priority | Action required | Lead Officer | Target completion date |
|--|--|---|------------------------|
| Strategic Priority 4 - Housing Service Operations | Quantify our operational carbon footprint of key activities by April 2026. | Ritchie Thomson | April 2026 |
| | Establish an agreed action plan to target higher polluting practices by April 2027. | Ritchie Thomson | April 2027 |
| | By April 2029 establish methods, processes and alternative activities which reduce carbon emissions across our activities. | Ritchie Thomson | April 2029 |
| | Working with Vehicle Fleet managers across the Council establish a scheme to replace the housing fleet of 61 vehicles with electric vehicle replacements and agree policies for charging with users by 2027. | Ritchie Thomson | April 2027 |
| | Identify all non-digital paper generating activities, agree action plans and budgets to support digital 'paperless' processes by April 2024. | Richard Fudge Richard Knott Ritchie Thomson Brian Byrne Tim Davis | April 2024 |
| | Eliminate paper-based activities where practicable by April 2025. | Richard Fudge Richard Knott Ritchie Thomson Brian Byrne Tim Davis | April 2025 |
| | Maximise Repairs Service Workforce planning to limit unnecessary travel by repairs operatives across the district by 2025. | Richard Fudge Richard Knott Ritchie Thomson Brian Byrne Tim Davis | April 2025 |
| | In conjunction with the senior leaders of the Council: <ul style="list-style-type: none"> Establish a hybrid working model which both supports the business activities and strategic aims of the Council, but also reduces the carbon footprint of its employees in commuting to work. Develop and support a cycle to work scheme. | Richard Fudge Richard Knott Ritchie Thomson Brian Byrne Tim Davis | |
| | Through our procurement processes support New Forest based Small and Medium Sized Enterprises (SMEs) with advice and assistance to gain low carbon/renewable energy installation certification and additional skills on tendering to help them secure large scale retrofit and installation contracts. | Richard Fudge Richard Knott Ritchie Thomson | April 2026 |
| | Complete an options appraisal of carbon off setting initiatives to offset the residual carbon emissions generated by our social housing stock, post the completion of retrofit programmes by April 2028. | Richard Fudge Richard Knott Ritchie Thomson Brian Byrne Tim Davis | April 2028 |
| | Through 2022 monitor the energy usage of communal areas across the social housing stock to assess: <ul style="list-style-type: none"> Peak demands Average usage Reason for use Alternative provision which reduces costs and carbon emissions. In order to set service charges for 2023/2024. | Richard Fudge Richard Knott Ritchie Thomson | November 2022 |

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