

# Fuel Poverty Strategy and Action Plan

2011 - 2014



## Executive Summary

The Fuel Poverty Strategy is an update of the 2005 Affordable Warmth Strategy. It has been prepared in consultation with a Fuel Poverty Steering Group of key stakeholders. A decision was taken to change the name to Fuel Poverty Strategy in order that the purpose is clearer.

The most recent government figures, from 2008, estimate that 11.5% of Lambeth residents are in fuel poverty, however the real figure is likely considerably higher due to the rises in fuel prices since 2008.

The key objectives of this strategy are to reduce the proportion of Lambeth residents' income spent on fuel, and to permanently increase the energy efficiency of homes in the borough, in order to reduce fuel poverty. As such, the strategy helps to fulfil the key corporate priority *A Caring Borough*.

The strategy has four strategic aims, which are:

- Ensuring systematic monitoring, identification and targeting of fuel-poor households is embedded in the council's relevant policies and strategies
- To achieve a minimum standard of energy efficiency in all property tenures and exceed minimum standards where possible
- To raise awareness of affordable warmth and build capacity within the Council, NHS and other partner agencies to alleviate fuel poverty amongst the most vulnerable members of the community.
- To assist householders to access energy efficiency grants and loans, to maximise income through benefit take up and provide information to ensure a greater understanding of energy tariffs

Key stakeholders in the strategy include: Lambeth Council Private Sector Housing, Lambeth Living, United Residents Housing, Lambeth Council Supporting People team, NHS Public Health and Community Nursing teams, Lambeth Children and Young People's Services Policy team, Age UK Lambeth, Adults and Community Services Disability and Older People team, Lambeth Housing Options & Advice, and Job Centre Plus, as well as a number of frontline service providers in the borough.

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# 1. Introduction

Fuel Poverty is a problem which affects many of Lambeth's least affluent and most vulnerable residents. It has a range of significant negative impacts on quality of life including mental and physical health implications and fuel debt problems.

The aim of this strategy is to reduce the amount which Lambeth residents spend on fuel bills and permanently increase the quality and energy efficiency of homes in the borough.

At a time when public sector finance is coming under increasing strain, much emphasis rests on raising awareness of the issues surrounding fuel poverty, and using partnership working as much as possible to help our most vulnerable residents to take advantage of assistance which is already available. Funding for energy efficiency improvements to the council's own housing stock is in part expected to come from grants provided by energy companies, both under existing obligations placed on them by government, and under the new Energy Bill of 2011.

## Definition of fuel poverty

According to the Government definition, a household is said to be in fuel poverty if it needs to spend more than 10 percent of its income on fuel to maintain a satisfactory heating regime. In practice any household which cannot afford to adequately heat their home can be said to be experiencing fuel poverty

## How many Lambeth residents are classified as fuel poor?

The most recent government figures, from 2008, estimated that 11.3% of Lambeth residents are in fuel poverty<sup>1</sup>. National Energy Action projections suggest due to fuel prices rises, fuel poverty in London overall may have risen by a factor of 1.73 since 2008; rises in Lambeth are likely to be in line with the rest of London. Therefore it is possible that the level of fuel poverty in Lambeth in 2011 is around 19.5%, or 25,800 homes out of the borough's total 132,735 homes altogether.

## Who is likely to experience fuel poverty?

The following groups are particularly vulnerable to experiencing fuel poverty

- Older people, particularly those living alone
- Families with dependent children, particularly single parents
- Those individuals living with disabilities
- Those individuals living with long term and terminal illnesses

This strategy sets out the scale of the problem within Lambeth and the approach which Lambeth Council will take in order to reduce fuel poverty within the borough. The associated action plan provides details on how Lambeth plans to tackle fuel poverty within the borough.

# 2. Strategic Aims

1. Ensuring systematic monitoring, identification and targeting of fuel-poor households is embedded in the council's relevant policies and strategies
2. Aim to achieve a minimum standard of energy efficiency in all property tenures and exceed minimum standards where possible
3. Raise awareness of affordable warmth and build capacity within the Council, NHS and other partner agencies to alleviate fuel poverty amongst the most vulnerable members of the community.
4. To assist householders to access energy efficiency grants and loans, to maximise income through benefit take up campaigns and provide information to ensure a greater understanding of energy tariffs

### 3. Causes and Effects of Fuel Poverty

There are four main causes of fuel poverty:

- Poor energy efficiency in the home (lack of insulation and inefficient heating systems)
- High energy prices (including the inability to access cheaper fuel)
- Low household income
- Under-occupancy of homes.

#### **Poor energy efficiency**

The energy efficiency of housing is measured by a Standard Assessment Procedure (SAP) rating. SAP operates on a ratings scale of 1 to 100, with 100 being the most energy efficient. Energy efficiency measures, such as cavity wall and loft insulation, and efficient central heating are used to tackle energy inefficiency. An inefficient property can cost four times as much to heat as one built to current building regulations.

#### **High energy prices**

For some households, the cost of fuel is prohibitively high relative to their income. This has been exacerbated by steep rises in fuel prices between 2004 and 2009. The cost of fuel can be addressed to some extent by helping households take advantage of the competitive energy market by changing to a cheaper fuel supplier.

#### **Low household income**

Some households cannot afford to heat their home to an adequate standard. Raising household income is one of the main ways to tackle fuel poverty. Income can be raised by promoting employment initiatives or benefits uptake. Most energy efficiency grant schemes require receipt of certain benefits to confer eligibility.

#### **Under-occupancy**

A dwelling which is unnecessarily large for the occupants can result in difficulties in heating the dwelling affordably. Under-occupancy typically occurs in households where children have left the family home. It is difficult to address as people do not necessarily want to leave their family home even if they can be re-housed into a smaller unit.

### 4. Effects of Fuel Poverty

The primary effects of fuel poverty are:

- Fuel debt (as the household tries to maintain a satisfactory heating regime)
- Not adequately heating the home (in order to minimise fuel bills).

Fuel debt consequences may include:

- Negative impacts on mental health (depression, anxiety)
- Non payment of other bills including council tax and rent
- Choice between heating and eating healthy food

Consequences of not adequately heating the home may include:

- Impacts on physical and mental health including excess winter mortality
- Condensation, dampness and mould growth; increased dust mites
- Deterioration of the property;
- Increased health expenditure due to additional GP appointments and hospital admissions.

## 5. Background: Fuel Poverty Overview

In November 2001 the government published its first fuel poverty strategy which set out to end fuel poverty by 2010. The government was making good progress towards this objective until 2005. As a consequence of falling energy prices and higher household incomes, along with improvements in energy efficiency, fuel poverty in England fell from 5.1 million households in 1996 to 1.2 million in 2004.

However, a series of substantial increases in gas and electricity prices between 2003 and 2011 has led to a rise in the average annual household fuel bill to around £1300<sup>2</sup> by summer 2011. Levels of poverty have increased since 2004; at the last national estimate, in 2009, around 4m households in England were in fuel poverty<sup>3</sup>.

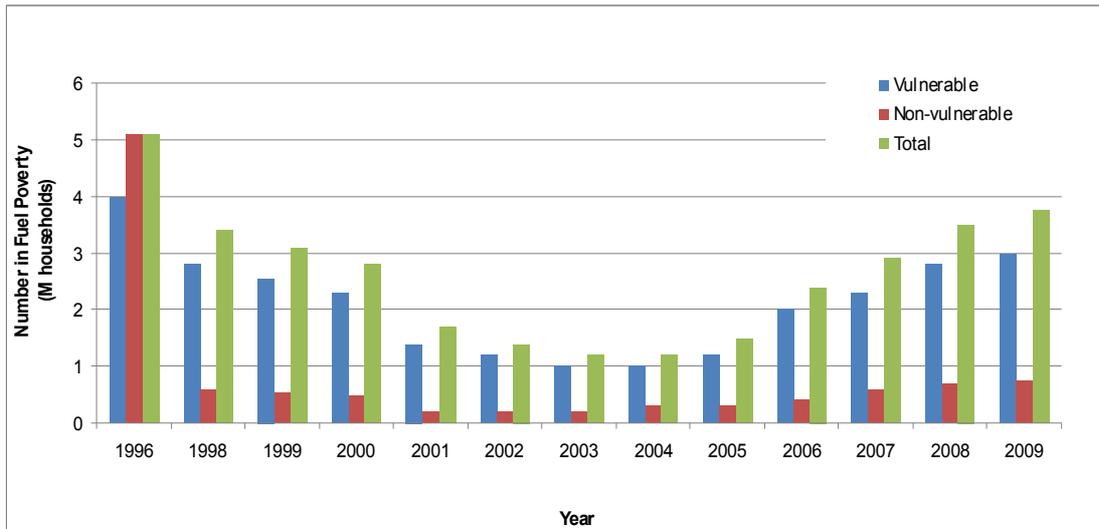


Figure 1: Numbers of households in Fuel Poverty in England 1996-2009  
[Source: National Energy Action (NEA) 2010]

Table 1: Numbers of households in fuel poverty in 2006 and 2009

	% households in fuel poverty in 2006	% households in fuel poverty in 2009
Lambeth	6.9%	9.3 % (estimated)
London	8.29%	11.1%
England	11.5%	18%

[Sources: DECC fuel poverty regional statistics (2006) & National Energy Action (2010)]

Fuel prices and the inability of households to access cheaper energy are the main reasons for recent rising levels of fuel poverty. The Department for Business, Enterprise and Regulatory Reform (BERR) estimates that for every 1% rise in energy prices, an extra 40,000 households become fuel poor.

The complexity of the current energy market, with a multitude of tariffs and payment options, compounds the issue. For example, households using a pre-payment meter or quarterly billing usually pay more for their energy than those paying by monthly direct debit. Ofgem is moving to reduce the pre-payment meter price differential. Price comparison sites can help households access the cheapest tariffs but are not accessible to all members of society.

## 6. Background: Population – Where are we now?

Lambeth is an inner London Borough with a population of 271,950 living in 118,447 separate households according to the Office of National Statistics 2004<sup>4</sup>.

### Social Demographics

Lambeth is ranked the 19<sup>th</sup> most deprived borough in the country according to the 2007 Indices of multiple deprivation<sup>5</sup>. Of the fuel poverty high risk groups, 13.8% of households are single parent with dependent children, higher than the national average. However, the percentages of households with a resident aged over 65 or with a long term limiting condition are both lower than the national average.

Table 2: Key social demographics in Lambeth

Age Base	Lambeth %	Inner London %	England %
65+	9.2	10.3	15.9
<b>Disability</b>			
Limiting long term condition	16.2	18.0	20.7
<b>Household Composition</b>			
Single parent with children	13.8	11.8	9.5

[Source: Census 2001]

## 7. Background: Housing – Where are we now?

Homes with a higher SAP rating are less likely to experience fuel poverty.

Table 3: Household Tenure in Lambeth

Tenure	Lambeth	Average Sap
Owner-occupied	37.7%	51
Private rented	21.5%	54
RSL	12.4%	64
Council	28.3%	64

[Sources: Tenure distribution - ONS, Census 2001, SAP – Lambeth Private Sector Stock Condition Survey 2003]

Table 4: Proportion of householders who are fuel poor by SAP rating of the home

Banded SAP (2005)	% Households in Group		Number (1,000's) households in group		Total Number of Households (1,000's)	% Total Fuel Poor in Group
	Not fuel Poor	Fuel Poor	Not fuel Poor	Fuel Poor		
Less than 20	47.5	52.5	365	403	769	14.3
20-30	69	31	718	322	1040	11.4
30-40	81.4	18.6	2381	545	2927	19.4
40-50	85.8	14.2	4469	739	5208	26.2
50-65	91.7	8.3	7824	711	8534	25.2
> 65	96.6	3.4	2804	99	2902	3.5
<b>Total</b>	<b>86.8</b>	<b>13.2</b>	<b>18561</b>	<b>2819</b>	<b>21380</b>	<b>100</b>

[Source: English House Condition Survey 2007]

## 8. Background: Health and Excess Winter Deaths – Where are we now?

### Excess Winter Deaths

Health problems which are caused or exacerbated by cold can be fatal. More deaths occur in the winter than the summer and these are referred to as excess winter deaths. Over half of excess winter deaths are from cardiovascular disease and a third from respiratory disease. The increase in excess winter deaths in the UK is approximately double that in most of Scandinavia and Northern Europe<sup>6</sup>.

Excess winter deaths are defined by the Office for National Statistics as the difference between the number of deaths during the four winter months (December to March) and the average number of deaths during the preceding autumn (August to November) and the following summer (April to July).

Table 5: Excess Winter Deaths (EWD) in Lambeth

	England		London		Lambeth	
	EWD	EWD Index*	EWD	EWD Index	EWD	EWD Index
2004/05	29740	19.6%	3440	20.4%	67	12.34%
2005/06	23740	15.8%	2560	15.6%	110	22.31%
2006/07	22380	15.2%	2070	13%	55	11.32%
2007/08	23290	15.7%	2730	17.4%	64	13.01%
2008/09	34200	23.7%	3800	25%	188	42.8%

[Source: ONS mortality file]

\*EWD Index is excess winter deaths as a proportion of average number of deaths for the period

## 9. Future trends

The UK faces an uncertain future in terms of energy. According to the most recent Energy White Paper (DTI 2007) the following are the major risks which we face in coming years:

- Increased competition for energy resources in the face of growing global energy demand;
- Reserves becoming increasingly concentrated in fewer, further away places;
- The need to purchase supplies from markets which are neither transparent nor truly competitive; and
- The possibility that there will be insufficient investment in key producer countries in new oil and gas production.

Figure 2 highlights three potential price scenarios that may occur in the future with rising fossil fuel prices.

The government's aim, as set out in the UK Low Carbon Transition Plan, is to decarbonise the UK, and in doing so:

- Keep our energy supplies safe and secure;
- Maximise economic opportunities; and
- Protect the most vulnerable.

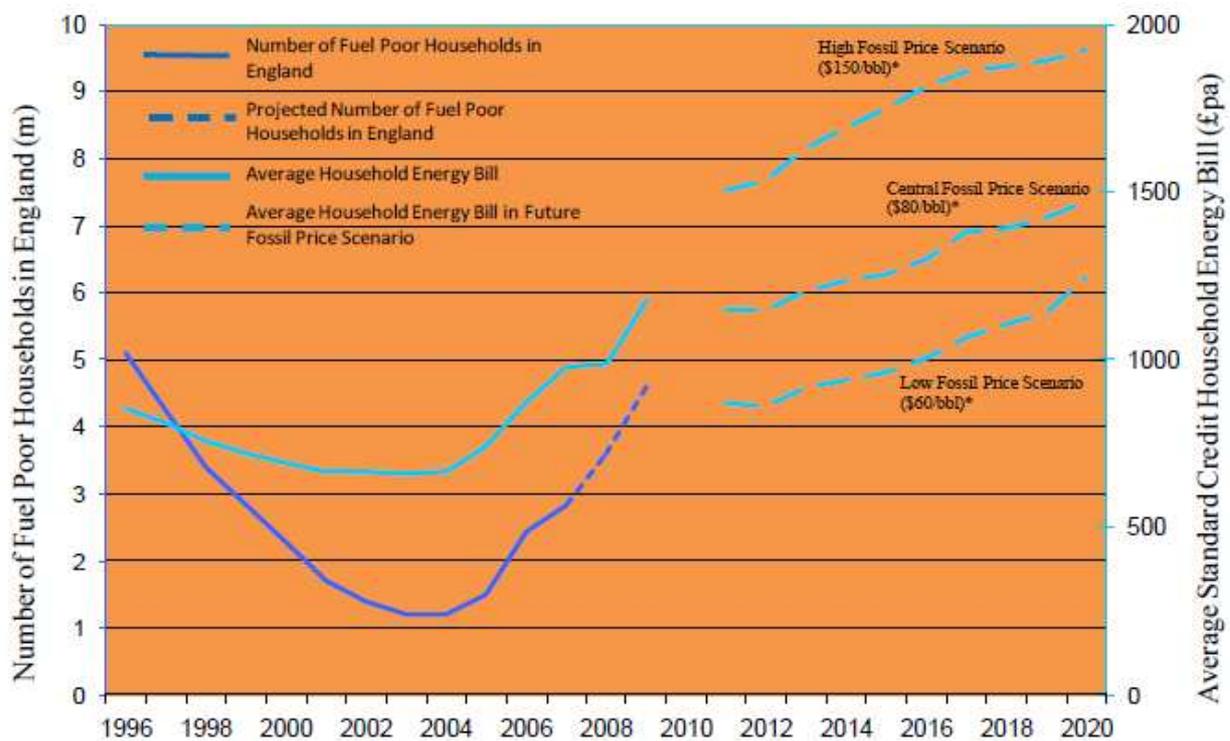


Figure 2. Three potential price scenarios with rising fossil fuel prices  
 [Source: Department of Energy and Climate Change presentation, Ageing Population Conference, London, February 2010.]

## 10. Local Strategy & Policy Context

### Corporate Priorities

Lambeth Council has a Corporate Plan which is updated every year and sets out the Council's six key priorities from 2009-2012. The Fuel Poverty Strategy directly contributes to meeting the following Corporate plan priorities:

- Better housing and flourishing local economies
- Respect for the environment

### Local Strategic Partnership

The Local Strategic Partnership unites the many organisations and communities involved in making decisions affecting the future wellbeing of the people of Lambeth. The aims of the Local Strategic Partnership are set out in the Sustainable Communities Strategy.

At time of writing, the direction of the Local Strategic Partnership is being reviewed. However, there is a continued strong commitment to partnership working, which will be a key element in tackling fuel poverty in the borough.

## 11. Key Lambeth Strategies with relevance to fuel poverty

The following is a summary of the major Lambeth strategies which link to fuel poverty. More information is included in Appendix 2.

### Housing Strategy

The housing strategy sets out Lambeth's vision for improving the quality and choice of housing within the borough. The table below summarises the energy related commitments:

Summary of relevant commitments	Progress update
Meeting SAP rating of 68 by 2011 in council owned homes	Reprofiled stock condition survey put SAP at 64.
Annual improvement in SAP rating in housing association homes	Ongoing, through liaison with RSLs at LAM-HAG meetings
200 Coldbusters Grants per year	2009/10 108 grants approved
5% reduction in CO2 emissions by 2011	TBC

### Sustainability Action Plan

Lambeth's Sustainability Action Plan was adopted in February 2010 and sets out key actions to be taken within Lambeth to meet its targets of 20% reduction in carbon emissions by 2012 and move towards meeting 80% carbon reduction targets by 2050.

### Positive Ageing – an Older People's Strategy for Lambeth

Older people are statistically more likely than any other group to experience fuel poverty. According to the 2001 Census, people aged over 65 make up 9.2% of the population of Lambeth.

### Strategy for younger adults with physical and sensory impairments

People with a physical or sensory impairment may be unable to work and therefore have a low income. They may also spend more time in the home and in some cases have low levels of mobility leading to an increased demand for heat.

### Lambeth Child Poverty Strategy 2011-14

The Child Poverty Strategy was published in mid 2011. Key objectives are reducing parental worklessness, increasing family income, raising aspirations and improving the life-chances of the borough's children.

### Lambeth Carers' Strategy

Carers vulnerable to financial hardship which can lead to fuel poverty. This strategy demonstrates the council's commitment to carers and gives direction for developing support and services for carers over the next five years.

### Other Strategies

The following strategies are currently being developed or reviewed and will sit under the housing strategy:

- Children and Young People's Housing Strategy
- Private Sector Housing Strategy

## 12. Policy Context: National

### Energy Bill 2010-2011

At time of writing, the government's Energy Bill has been passed through both houses of parliament and is being prepared for Royal Assent. It is expected to become law later in 2011. The parts of the bill most relevant to the fuel poverty agenda are:

- Green Deal: This will enable householders to install energy efficiency measures in their homes through a Pay-as-You-Save mechanism in which the upfront cost will be provided by energy companies and high-street shops.
- A new Energy Company Obligation (ECO): This will replace previous obligations on energy companies to provide funding for energy saving measures, in particular for vulnerable households and those in 'hard to treat' houses.
- Regulation in the Private Rented Sector: Powers are to be established for the Secretary of State to prevent private landlords from refusing tenants' reasonable requests for energy efficiency improvements in properties, where a finance package is available.
- Repeal of HECA: The Home Energy Conservation Act (1995) required local authorities with a housing responsibility to prepare an energy conservation report and report on fuel poverty figures. This has now been repealed.

### Other developments

The government has also made a number of other announcements and pledges related to fuel poverty. The following is a summary:

- The Carbon Emissions Reduction Target, which requires energy companies to invest in energy efficiency measures (and part funds the councils insulation programme) has been extended to December 2012.
- The government has pledged to keep the winter fuel allowance for people over 65.
- The Warm Front Scheme has been retained for 2012-13, but available funding for it has been cut to about 30% of the former level. There are also plans to change the eligibility for the scheme, which is under consultation at time of writing.
- Energy Performance Certificates will be retained although Home Information Packs will be scrapped.

### Warm Homes, Greener Homes

In February 2010 after a lengthy consultation the previous Government published its Household Energy Management Strategy *Warm Homes, Greener Homes*<sup>7</sup>, setting out its plans for meeting its target for a reduction of 29% in carbon emissions from the household sector. It is not yet clear which of the key elements of this strategy will be retained.

### Housing Act (2004)

The Housing Act provided the national legislation for the introduction of Energy Performance Certificates (EPCs). All homes that are constructed, sold or rented out require an EPC, which is then valid for 10 years. This act also introduced the Housing Health and Safety Rating System (HHSRS) to assess potential risks to the health and safety of occupants in residential properties.

### The UK Fuel Poverty Strategy<sup>8</sup>,

Published in November 2001, committed the Government to ending fuel poverty for vulnerable households (See Appendix 3) by 2010 and for all households by 2016. The target of eliminating fuel poverty was, however, qualified by the provision 'as far as reasonably practicable'.

### The Warm Homes and Energy Conservation Act 2000

Required the Government to publish a strategy setting out proposals to end fuel poverty in England within a fifteen-year period.

## 13. What is happening in Lambeth?

### Education and Information

- Lambeth's Green Community Champions programme runs draughtbusting workshops in conjunction with Transition Town Brixton and other community organisations.
- Energy monitors are available for all Lambeth residents to borrow from any library in the borough.
- Lambeth's website contains comprehensive information on advice services, energy efficiency grants and other resources to reduce domestic energy use.

### Social Housing

- Lambeth Living and United Residents Housing, which manage the council's social housing, are in the process of insulating all accessible lofts and cavity walls.
- A CESP (Community Energy Saving Programme) project is underway to install energy efficiency measures to 845 properties on the Loughborough Estate, which has a high level of deprivation. This is part funded by the energy company E.On, who are providing roughly £3m funding.
- Social Housing Energy Saving Programme (SHESP) is providing funding to fill hard to treat cavity walls.
- All communal boilers have had insulation to improve efficiency
- Ethelred towers are receiving external cladding, new energy efficient windows, CHP communal heating, solar panels, new green roofs and effective heating controls under the CERT programme.

### Private Sector Housing

- Warmer Homes 2010-11: Free home visits from trained energy advisors have been offered to residents; these are particularly aimed at vulnerable people. Advice given includes information on suitable energy efficiency measures, fuel tariffs and payment, guidance on how to use heating controls and referral for grants schemes.
- Coldbusters and Warm Front are, respectively, regional and national energy efficiency grant schemes available to vulnerable Lambeth residents living in private sector housing. They provide insulation and heating measures.
- Loans for All is a Lambeth-based interest free loan scheme for energy efficiency measures aimed at those who do not qualify for energy efficiency grants but are unable to pay upfront

### Helping Vulnerable Residents

- Brixton Low Carbon Zone – Community energy awareness project covering Brixton town centre and Loughborough, Hertford and Canterbury Gardens estates
- Ongoing training and events for stakeholders and frontline service providers on fuel poverty, grants and home visiting energy advice services
- Handy person service – loft clearance and fitting draught proofing for elderly or disabled people

### Income Maximisation

Lambeth Council has an ongoing scheme called Every Pound Counts which provides free benefits checks and advice. This service is open to those with a disability, aged over 60, carers and those people who have a long term illness.

## 14. Opportunities and challenges in tackling fuel poverty

### **Strategic Aim 1**

*Ensuring systematic monitoring, identification and targeting of fuel-poor households is embedded in the council's relevant policies and strategies*

### **Associated Challenges**

One of the major challenges for the multi-agency approach needed to tackle fuel poverty is embedding the complexity of the issue in the strategies and priorities of a number of different organisations, in order to allow these organisations to work together effectively. To address fuel poverty successfully, the monitoring, identification and targeting of fuel poor households needs to be embedded in agencies' strategy, policy, service planning and frontline delivery.

This involves raising the profile of and awareness of fuel poverty within the organisation so that both senior and frontline staff are aware of the issues. The engagement of senior staff in fuel poverty is critical to successfully embedding fuel poverty in an organisation.

Embedding fuel poverty in an organisation's strategic direction and service delivery allows the organisation to address a number of other key agendas such as health improvement and illness prevention, falls prevention, improved quality of life, environmental sustainability and income maximisation.

### **Key Objectives**

- Maintain strategic cross-departmental and agency support, engagement and awareness of fuel poverty.
- Collect accurate data to effectively monitor housing conditions and fuel poverty levels across all tenures
- To reduce under-occupancy in social housing

### **Key Agencies for coordination**

<b>Sector/Department</b>	<b>Specific agencies/services</b>
Adult social care	Every Pound Counts
Health	Health Visitors Community Nursing Teams
Children & Young People's services	Team around the Child Children's Centres
Voluntary Sector	Age Concern Lambeth Advice Centres
Corporate Procurement	Energy Management Unit
HRE	Senior Management, Stock Condition Team
Lambeth Living/United Residents Housing	Senior Management, Housing Offices, Planned Maintenance

## **Strategic Aim 2**

*Aim to achieve a minimum standard of energy efficiency in all property tenures and exceed minimum standards where possible*

### **Associated Challenges:**

A challenge in addressing fuel poverty is finding the resources to improve thermal efficiency standards and prioritising these resources where there is the highest risk of fuel poverty.

For Lambeth social housing, future housing capital programmes need to prioritise blocks and street properties with low SAP. Energy efficiency standards in refurbishments must significantly exceed decent Homes Standards to meet future challenges both in terms of reducing CO2 emissions and reducing fuel poverty.

Specific challenges for retrofitting Lambeth's housing include:

### **Construction**

- Solid walled and prefab. properties which are difficult and expensive to insulate
- Crittal or sash windows which are thermally inefficient
- Properties with converted lofts or roofs providing insufficient insulation.
- Restrictions on certain energy efficiency measures on listed buildings or within conservation areas
- Street properties owned by the council often have the lowest SAP and are less cost effective to improve than purpose built blocks of flats.

### **Tenure**

- Flats are challenging to insulate as some measures (e.g. solid wall insulation) must be applied to the whole block which involves agreement from all householders and identification of funds to undertake the work.
- In privately rented properties the landlord does not benefit from reduced fuel bills and thermal comfort which result from investment in energy efficiency

### **Financial**

- Government funding for Decent Homes work has been reduced considerably, presenting a significant challenge in trying to upgrade housing to the standards necessary.
- Solid wall insulation and improvements to windows are expensive; limited funding is available through energy efficiency grant schemes.
- Significant resources will have to be identified and directed at bringing those properties with the worst thermal efficiency standards up to a minimum standard which will bring households out of fuel poverty.

### **Technological**

- Some measures needed to significantly improve the efficiency of our housing stock are relatively new and developing rapidly. This carries the risk of errors and disillusionment with new technologies, e.g. Combined Heat and Power
- Technical expertise will need to be sought to identify the most cost effective measures with the greatest impact.

### **Behavioural**

- It is important to educate householders to ensure that energy efficiency measures are understood and therefore energy savings are realised.
- Incentivising Lambeth tenants on communal heating to use less energy through the introduction of heat metering and individual billing at a time when stock is sufficiently efficient that this does not increase the risk of fuel poverty.

## **Key Objectives**

- Average SAP of 70 across Lambeth owned social housing by 2016
- Reduce under-occupancy in social housing
- Increase average SAP in private rented housing to 63 by 2016
- Increase average SAP in privately owned housing to 62 by 2016

## **Strategic Aim 3**

*Raise awareness of affordable warmth and build capacity within the Council, NHS and other partner agencies to alleviate fuel poverty amongst the most vulnerable members of the community.*

## **Associated Challenges**

- Training Lambeth's frontline staff to identify the many manifestations of fuel poverty and understand the options available to fuel poor households to be able to assist them through referrals and signposting.
- Creation of complex referral, signposting and follow-up mechanisms which assist organisations in addressing a number of issues that their clients face e.g. health etc.

## **Key objective**

- High level of frontline staff referrals to energy efficiency and income maximisation schemes.

## **Strategic Aim 4**

*To assist householders to access energy efficiency grants and loans, maximise income through benefit take up campaigns and to ensure a greater understanding of energy tariffs.*

## **Associated Challenges**

Raising public awareness about affordable warmth and the various grant, loan and advice services available. Challenges in raising public awareness include:

- People not being aware that help is available,
- Fear of stigmatisation
- Households not wishing to apply for the benefits that would entitle them to grant assistance,
- Vulnerable households with multiple problems including fuel poverty,
- Households that never come into contact with frontline services,
- Households having problems with their fuel suppliers

A public awareness campaign needs to promote sources of assistance in a clear and relevant way that is designed to use existing communication networks as well as identifying hard to reach households.

## **Key Objectives**

- High level referrals to energy efficiency grant schemes and Warmer Homes service
- Provide face to face or telephone energy advice to at least 2500 Lambeth residents per year

## Appendix 1 – Negative impacts on physical health caused by excess cold

Condition	Explanation
Heart attack & stroke	A rise in blood pressure at temperatures below 12°C leading to increased risk of heart attacks and strokes
Chronic obstructive pulmonary disease, Asthma and respiratory infections	Temperatures below 16°C are thought to lower resistance to respiratory infections and impair lung function. Damp leads to mould growth and fungi which can cause respiratory infections.
Worsening arthritis	Cold, damp environments worsen the symptoms of arthritis
Falls and other accidents	A cold home increases the risk of falls amongst elderly people. There is also an increased risk of accidents due to loss of strength and dexterity in the hands. Free standing or open heaters are an accident risk and these are often found in home with inadequate heating
Mental Health	Cold and damp housing has been associated with increased mental health problems including depression and anxiety.

## Appendix 2 - Fuel Poverty Related Commitments in Lambeth Strategies

### Housing Strategy

Summary of relevant commitments	Progress update
Meeting SAP rating of 68 by 2011 in council owned homes	Re-profiled stock condition survey put SAP at 64.
Annual improvement in SAP rating in housing association homes	Ongoing, through liaison with RSLs at LAMHAG meetings
200 Coldbusters Grants per year	2009/10 108 grants approved
5% reduction in CO2 emissions by 2011	TBC

### Sustainability Action Plan

Summary of relevant commitments	Commitment progress update
Continue to monitor funding streams and submit bids for capital funding for energy efficiency improvements to housing stock	Ongoing – all available external sources of funding are pursued
Work with utility companies to pilot energy meters in Lambeth Living homes.	Currently not funded
Explore the potential for a best practice housing project within Lambeth Living housing stock to work as a showcase for residents, landlords and developers.	Concerto funding is available to fund this. Preliminary planning stages are underway.

### Positive Ageing – an Older People’s Strategy for Lambeth

Summary of relevant commitments	Commitment progress update
Hold a fuel poverty forum twice yearly to engage and update stakeholders	Fuel Poverty Forums will take place but rather than a fixed two per year they will take place as and when there is a significant change affecting fuel poverty and therefore an event is required.
Secure funding to offer ‘Energy Action Zones’ to provide area based energy advice for householder	Funding was secured. The Warmer Homes service was successful, finishing in March 2011.
Ensure that all professionals in the borough who provide services for older and vulnerable people are offered training on fuel poverty	Some training has been provided, the NHS has been approached. This is ongoing. The charity National Energy Action has occasional funding to provide support.

### Strategy for Younger Adults with Physical or Sensory Impairments

Summary of relevant commitments	Commitment progress update
Update Lambeth’s Affordable Warmth Strategy	In progress
Support – through a range of local advice agencies to reduce the impact of fuel debt and avoid disconnections.	Warmer Homes project in progress. Lambeth’s advice centres and Every Pound Counts provide assistance on debt and income maximisation
Enabling people with physical and sensory impairments to access energy efficiency grants and loans through the Home Improvement Agency and other agencies.	Ongoing
Lambeth Fuel Poverty Forum	As above

### Child Poverty Strategy

Summary of relevant commitments	Commitment progress update
Continue to take action to address fuel poverty in vulnerable households	In progress

## Appendix 3 – Who are the fuel poor?

The table below shows constituent parts of the definition of fuel poverty.

Component	Description	Source
Temperature	21°C in the living room 18°C elsewhere	England DOE (1996, pp129,83) UK: DTI (2001, p6)
Hours of heating	9 hours a day for those at work or in full-time education; 16 hours for those likely to be at home all day	England DOE (1996, pp129,83)
Proportion of house	All rooms, unless under-occupied in which case only half the space is heated	DTI (2001, p144) England: Defra (2006, p15)
Energy for all energy services	Based on Building Research Establishment Domestic Energy Model (BREDEM), related to number of people and/or size of dwelling	England: DOE (1996, pp379-380) DTI (2001, p30)
Need to spend	Calculated in the fuel poverty model	UK (DTI 2001, p6)
Proportion of income	10% income (however income is defined)	Boardman (1991, p227) UK: DTI (2001, p6) England: DTI (2001, p30)
Definition of income	Full income, including housing benefit and income support for mortgage interest	England: DTI (2001, pp30, 108)
Vulnerable	Householders aged 60+, families with children, disabled or with a long term illness	UK: DTI (2001, pp8-9)

[Source: Boardman, B (2010) pp23<sup>9</sup>]

### Definitions of Vulnerable

There are various different definitions of the term 'vulnerable'. However, the government has chosen and currently works to the definition in the table above (using this definition in its target to eliminate fuel poverty for vulnerable households by 2010). This definition is broad, potentially includes 76% of all households (Boardman 2010 pp 25) and inevitably includes households which are affluent and not at risk of fuel poverty.

#### *Vulnerable and non-vulnerable households (millions) and fuel poverty, England (2006)*

	Not fuel poor	Fuel poor	Total	Percentage of fuel poor
<b>Non-Vulnerable Group</b>	5.5	0.5	6	20
<b>Vulnerable Group</b>	13.3	1.9	15.2	80
<b>Total</b>	18.8	2.4	21.1	100

[Source: BERR (2008a, Table 23)<sup>10</sup>]

Of those who fall into the category of non-vulnerable but are still fuel poor, around two-thirds were unemployed, whereas the remaining third were in work, almost none were in full time work<sup>11</sup>.

The table below demonstrates the characteristics which put a household at a high risk of experiencing fuel poverty.

*Social Characteristics of fuel-poor households, England (2006)*

<b>Characteristic</b>	<b>Percentage of fuel poor (full income)</b>	<b>Percentage of fuel poor (basic income)</b>	<b>National average %</b>	<b>Sources (from BERR 2008)</b>
Household with lowest 30% of incomes	90	91	30	Tables 34,70
Vulnerable (fuel poverty definition)	80	82	72	Tables 23, 59
Household on means-tested benefit, disability living allowance or tax credit	58	71	31	Tables 26, 62
One adults (ie. One source of income)	54	54	26	Tables 18, 54
Household contains at least one person over 60	50	45	31	Tables 15, 51
Long-term disability or illness	38	41	29	Tables 21, 57
Living in rented accommodation	32	49	29	Tables 13, 49
At least one person aged 75 or over	24	22	13	Tables 17, 53
Child under 16	16	21	30	Tables 16, 52
Needing to spend more than 20% of income on fuel	15	16	2	Tables 7, 8

[Source: Boardman (2010) pp38]

## Appendix 4 – Development of the Strategy

Lambeth's existing strategy is called the Affordable Warmth Strategy. The steering group has taken a view that the strategy should be renamed the Fuel Poverty Strategy to reflect the issue which it addresses. The draft strategy has been written following extensive consultation with the steering group members and frontline staff through meetings, 1-2-1s and a workshop.

Date	Activity
October 2009	First Steering Group Meeting
November 2009	Second Steering Group Meeting
November 2009	Workshop held
Dec 2009 –Jan 2010	1-2-1 interviews with steering group members
Feb 2010 – March 2010	NEA drafted action plan and first draft of strategy
31 <sup>st</sup> March 2010	NEA involvement ended
April – mid May 2010	Working on draft strategy and action plan to finalise 1 <sup>st</sup> draft
Mid May – June 2010	Shared for initial consultation with steering group members
June – December 2010	Shared with Housing Divisional and Departmental management teams for comment
June 2011	Shared with Cabinet Member for Housing
September 2011	Shared with ACS Divisional Leadership Team
October 2011	Strategy to Senior Leadership Board

During the development of the strategy, the Steering Group consisted of the following representatives:

Department/Organisation	Job Title
HRE	Assistant Director Housing
HRE	Energy Strategy Officer
HRE	Environment Manager
HRE	Head of Sustainability
HRE	Head of Private Sector Housing
HRE	Home Improvement Agency & Grants Manager
Lambeth Living	Head of Planned Maintenance
Lambeth Living	Head of Major Works
URH	Major Works Manager
CYPS	Senior Policy and Planning Officer
CYPS	Assistant Director – Community Children's Service
ACS	Supporting People Strategic Commissioning Manager
ACS	Assistant Director – Health and Wellbeing
ACS	Head of Policy, Research and Customer Relations
Age Concern Lambeth	Chief Executive
NHS Lambeth	Public Health Specialist
NHS Lambeth	Public Health Manager – Mental Wellbeing
NHS Lambeth	Manager – Adult Community Nursing Teams

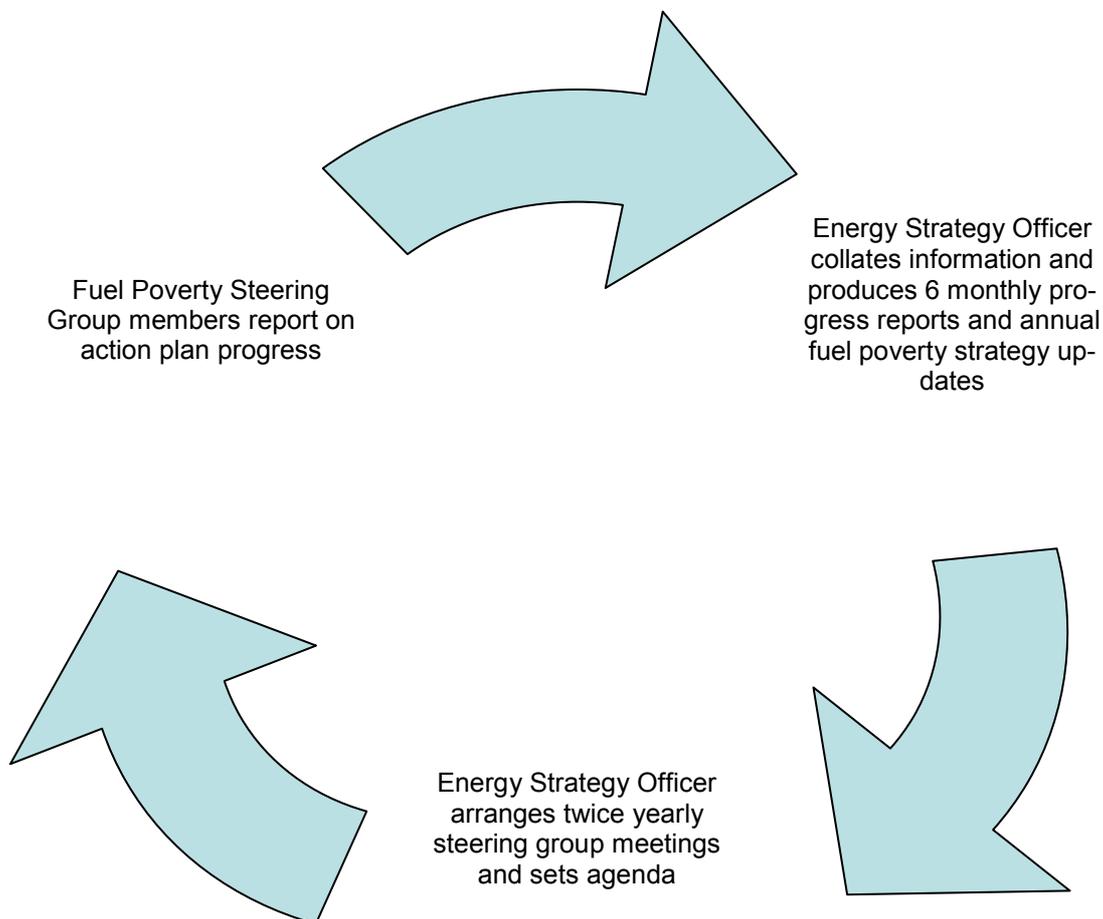
The steering group is being re-formed to oversee the rolling out of the strategy and Action Plan.

## Appendix 5 – Reporting and Monitoring Procedures

The Energy Strategy Officer will be responsible for ensuring that the Fuel Poverty Steering Group meets on a six monthly basis and that each member reports back on progress made on tasks which apply to them within the action plan.

For tasks that are attributed to non steering group members the Energy Strategy Officer will be responsible for monitoring progress.

The Energy Strategy Officer will be responsible for producing an action plan progress report every six months based on information gathered at steering group meetings. Annual Fuel Poverty Strategy updates will also be produced to ensure that where there have been changes to policy, available sources of funding or other fundamental circumstances this is reflected in the document and action plan. These updates will be presented annually to the steering group for comment before being made public.



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<sup>1</sup> [http://www.decc.gov.uk/en/content/cms/statistics/fuelpov\\_stats/regional/regional.aspx](http://www.decc.gov.uk/en/content/cms/statistics/fuelpov_stats/regional/regional.aspx)

<sup>2</sup> Ofgem Factsheet *Why are Energy Prices Rising?*, October 2011, at <http://www.ofgem.gov.uk/Pages/MoreInformation.aspx?docid=141&refer=Media/FactSheets>

<sup>3</sup> DECC annual report on fuel poverty statistics, 2009.

<sup>4</sup> <http://neighbourhood.statistics.gov.uk/dissemination/LeadTableView.do?a=7&b=276764&c=Lambeth&d=13&e=7&g=340847&i=1001x1003x1004&m=0&r=1&s=1271421529977&enc=1&dsFamilyId=163>

<sup>5</sup> Department of Communities and Local Government 2007 Indices of Multiple Deprivation

<sup>6</sup> Bowie, N and Jackson, G. 2002. Raised incidence of winter deaths, General register office for Scotland, occasional paper 7, Scotland

<sup>7</sup> Household Energy Management (HEM) Strategy - Warm Homes, Greener Homes: [www.decc.gov.uk/en/content/cms/what\\_we\\_do/consumers/saving\\_energy/hem/hem.aspx](http://www.decc.gov.uk/en/content/cms/what_we_do/consumers/saving_energy/hem/hem.aspx).

<sup>8</sup> UK Fuel Poverty Strategy: [www.decc.gov.uk/en/content/cms/what\\_we\\_do/consumers/fuel\\_poverty/strategy/strategy.aspx](http://www.decc.gov.uk/en/content/cms/what_we_do/consumers/fuel_poverty/strategy/strategy.aspx).

<sup>9</sup> Boardman, B. (2010) Fixing Fuel Poverty: Challenges and Solutions

<sup>10</sup> BERR (2008) Fuel Poverty Statistics, Detailed Tables 2006, Annex to Fuel Poverty Strategy Report, 2008 [www.berr.gov.uk/files/file48038](http://www.berr.gov.uk/files/file48038)

<sup>11</sup> Palmer, G., MacInnes, T. and Kenway, P. (2008) Cold and Poor: An Analysis of the Link between Fuel Poverty and Low Income, New Policy Institute, [www.npi.org.uk/reports/fuel%20poverty.pdf](http://www.npi.org.uk/reports/fuel%20poverty.pdf)