Eco Bicester Strategic Delivery Board

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Report title: Review of the Eco Bicester One Shared Vision	NO.
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1. Purpose of Report

1.1 To set out the baseline to the One Shared Vision, report progress in delivering the Vision and recommend a series of actions to progress the Vision further.

2. Background

2.1 Following the inception of the Strategic Delivery Board (SDB) in April 2010, officers were requested to prepare a Vision Statement reflecting the aims, ambitions and aspirations of the town and resulting in the Eco Bicester One Shared Vision (December 2010). Since its approval the Shared Vision has defined the Eco Bicester project. It sets out the framework for the SDB to deliver the eco development proposals at North West Bicester as part of the wider proposals for the town. In addition, it sets out a long term view of the town over the next 20 to 30 years. From the outset it was always intended that it would be reviewed to measure the success of the project in delivering the aims and objectives. The Vision Statement agreed by the Board setting out its purpose is as follows:

To create a vibrant Bicester where people choose to live, work and spend their leisure time in sustainable ways

- 2.2 The Shared Vision comprises four themes (community first, economy, transport and environmental sustainability and infrastructure). Each theme is divided into sections containing individual aims. In total, the Shared Vision contains 80 objectives, all of which have been reviewed. This report considers the main issues and priorities for taking forward the vision over the next 2-3 years.
- 2.3 The Board members may recall that an extract from the Eco Towns Planning Policy Statement (PPS) was included as an appendix to the Shared Vision. In addition it was always intended that the Eco town standards should be embedded in the local policy for Bicester. This review has not looked at the delivery of the eco town standards in detail as it is too early in the project to fully assess the impact of the Shared Vision on the town as a whole.
- 2.4 In reviewing the Shared Vision, a project team workshop and discussions with relevant individual officers took place. The review has provided the opportunity to revisit the objectives and in some cases interpret the meaning of wording and terms to describe the aims. It does not however seek to amend the Vision Statement in any way at this stage although this may be considered in future reviews.
- 2.5 In general terms it is clear that the Shared Vision "seeks", "encourages" and "promotes" various objectives and ideas, focussing on town's development. Part of the work has been to

identify the measures required to deliver the Shared Vision. Given that the project is still in its early stages, this makes it very difficult to measure success, however the Review focuses on measuring and assessing progress in delivering against the various objectives. In doing so, it establishes a baseline of evidence to record the project as it progresses and provides the basis of future reviews.

- 2.6 The underlying principle behind the Shared Vision is to integrate the proposed eco development at North West Bicester with the existing town and address the infrastructure deficit from previous growth. The report focuses on the work in the existing town as work has not started on the NW Bicester development. Major improvements to the town are already underway with the commencement of the town centre redevelopment and new development at the Kingsmere site to the south west of the town.
- 2.7 The Shared Vision is for a town wide transition to a low carbon community, triggered by the proposed eco development at North West Bicester. This is likely to result in significant benefits to the town, particularly through job creation, improved energy efficiency and higher quality of life for residents. Currently, the carbon footprint of the average Bicester resident is 13 tonnes of CO2 per year. A long term strategy for the town could enable Bicester residents to reduce this by 5 tonnes, through energy efficiency, renewable energy generation, sustainable travel planning, supporting growth in local green businesses and local food sourcing. All of this will provide employment in the town and contribute to the delivery of the Shared Vision.
- 2.8 The Shared Vision focuses on:
 - Attracting inward investment to provide environmentally friendly jobs and commerce especially in green technologies, whilst recognising the very important role of existing employers in the town
 - Improving **transport**, **health**, **education and leisure choices** while emphasising zero carbon and energy efficiency; and
 - Ensuring green infrastructure and historic landscapes, biodiversity, water, flood and waste issues are managed in an environmentally friendly way.
- 2.9 Work on a Bicester Masterplan is progressing and will provide the framework for further improvements to the town, enhancing its role as a local service centre, and integrating new development with the existing. The Shared Vision will continue to support further improvements to town centre retail and cultural facilities and will provide a strong platform for further work a part of a Bicester Group to follow up the recommendations of the Portas Review.
- 2.10 In terms of delivery, this report sets out the work that is currently underway whilst recognising that in a time of limited resources there needs to be a targeted approach to delivery, prioritising key actions.

3. Proposals

3.1 The following sections set out the main issues following a review of each theme.

Community First - Review Summary

- 3.2 **Significant progress in terms of:**
 - Demonstration Building in Garth Park
 - Community governance developed with partners on a Local Management Organisation
 - Retrofitting Eco Bicester insulation scheme has installed over 1.200 loft and cavity wall insulation
 - Eco Bicester Communications and Engagement Strategy 2011-13 (October 2011).
- 3.3 This section focuses primarily on issues affecting the existing community and seeks to involve residents and businesses in developing the future of the town. It includes references to engagement and community governance including the potential ownership of community assets.

By Bicester for Bicester

- 3.4 The review has found that there has been significant progress on developing engagement and community liaison since appointing a Community Liaison Officer and Strategic Community Engagement Officer to the Project team. The Demonstration Building at the Garth is the most noticeable symbol of this work and in its first year of opening has attracted much interest and many visitors. Progress on developing an approach to community governance has been one of the successes of the project to date in terms of partnership working and development of Local Management Organisation structure.
- 3.5 In addition a communications and engagement strategy has been prepared as previously reported to the Board and is being implemented, for example, with the development of an Eco Bicester website. Grassroots Bicester was formed in October 2010 and became a community action group in January 2011. Its aim is to build a better world by growing a greener Bicester. In the short time it has been established it has organised regular Freecycling events and two Eco Bicester days most recently on 31st March 2012. Bicester Vision and the Chamber of Commerce are also prioritising their work to meet the aspirations of the wider community at a time of significant change in the town.

Community First

3.6 Other issues such as community safety and reduction in crime are picked up by other Corporate Strategies, most noticeably the Cherwell Sustainable Communities Strategy (SCS). At the same time the District Council is preparing a number of other strategies including a Housing Strategy and Core Strategy (as part of the LDF) which pick up on the themes of the One Shared Vision. Nowhere is this more noticeable, than in the preparation of the Bicester Masterplan to inform the Local Development Framework. The One Shared Vision provides the cornerstone for this piece of work.

Retrofitting for a Low Carbon Economy

3.7 Substantial work has been undertaken to promote retrofitting in the town through the offer of a discounted insulation scheme since July 2010 and the demonstration building programme. This has been previously reported to the Board at its meeting in January 2012 and no further comment is made here. As of 19th March, the programme has resulted in 1,294 installations saving 827tCO2/year. Whilst good progress has been made on retrofitting in the private residential sector, there are opportunities for further work with Registered Providers (RPs). A working group has been set up consisting of Cherwell Housing and Environmental Services teams, BioRegional and all five providers with stock in Bicester.

- 3.8 There is tremendous potential in Bicester for retrofitting renewable energy technologies on buildings, both homes and non residential. The Eco Bicester team has mapped the potential roof areas suitable for solar panels and are investigating the potential for bulk purchase of solar panels. Where there has been little progress, is in the business and commercial property sector and more needs to be done, possibly through a Greening Businesses working group run by the Bicester Vision Task and Finish Group. Similarly, more can be done with public buildings following the example of the Cooper School sixth form building and proposals for the installation of a photo voltaic solar array and a biomass boiler for the Bicester Leisure Centre, saving 306tCO2/year.
- 3.9 The average annual gas and electricity consumption for Bicester (or Cherwell) residents is 14,300ⁱ and 4,900ⁱⁱ units respectively. The average SAP ratingⁱⁱⁱ for Bicester (or Cherwell) homes is 53.8 with average running costs of £792.78^{iv}. This compares with the 49.8 average SAP rating for homes across England. Oxford Brookes University has recently completed a carbon mapping study of 374 homes in the Highfield area of Bicester. The study shows these homes could reduce their energy bills by 61% through a range of energy efficiency measures and renewable installations. The average cost per home would be £10,000-15,000 and could potentially be financed through the Green Deal.
- 3.10 In terms of increased water efficiency, this is a longer term goal and will require the commitment of Thames Water. The Utilities Audit reported to the Board in July 2011 provides a useful starting point for further work but more is needed in terms of baseline consumption data in order to review this objective in future. Given the current drought and water stress, the Project Team could investigate the possibilities of initiating a water saving campaign similar to the Save Water Swindon project, either with Thames Water or Waterwise.
- 3.11 The Project Team continues to work with colleagues in the OxOnline Project to support high speed broadband and digital infrastructure provision for the town. Bicester currently performs strongly in terms of broadband speeds compared to other areas of the District and Oxfordshire. The Exemplar application at NW Bicester includes proposals for high speed broadband in the new development. However, there is still a long way to go to deliver next generation and superfast broadband to the town as a whole with the potential to set the town apart from its competitors and make a significant contribution to the delivery of low carbon lifestyles. A funding bid will be submitted to Broadband Delivery UK (BDUK) at the end of April 2012 however it is unclear at this stage what support will be available to meet Bicester's aspirations.

Exacting eco standards for new development

- 3.12 The exemplar proposals as part of the phase 1 development on the NW Bicester site have been designed to a high standard in terms of energy efficiency and low carbon living. They set the benchmark for further phases of development as the masterplan progresses. The exemplar is currently the largest code 5 development in the country but it goes beyond code 5 in a number of important respects. It is the most advanced development of scale that delivers true zero carbon for all of it's energy use. Other schemes categorised as "zero carbon" are delivering only half the carbon savings.
- 3.13 The exemplar is also striving to reduce the environmental impacts of construction through innovative use of materials. The exemplar is attracting funding for technical innovation in the areas of climate change adaptation and smart grid technologies, in partnership with a local Bicester innovative company (the Zeta Group) and with Oxford Brookes University.
- 3.14 The Community Centre at the Roman Catholic Church in Bicester has been built using passiv haus methods of construction and is understood to be the largest certified passiv haus civic

building in the country. Bryan House (now known as Thyme Court) demonstrates the Code for Sustainable Homes at a high levels 4 and 5. The Demonstration Building at Garth Park is built to passiv haus standards and the Cooper School sixth form extension is zero carbon ready. All these demonstration projects demonstrate the delivery of more sustainable buildings.

3.15 Throughout the pre-application process the Project team has sought high quality design as part of the first phase of development at NW Bicester and continues to do so, through negotiation. This has also resulted in a number of contemporary house designs within the scheme.

Community infrastructure and facilities

- 3.16 Again, the initial proposals for the NW Bicester eco development lead the way in delivering the Vision and aspirations for high quality community facilities. A local centre will be provided at NW Bicester as part of the first phase including provision of a community building.
- 3.17 Other long term aspirations including the potential future use of the Garth as a local cultural facility and the promotion of a sports stadium are progressing less quickly. The need for a new burial ground is more pressing and potential sites have been identified but the programme for delivering remains to be defined through work on the NW Bicester masterplan. Local sports and leisure facilities are being developed at SW Bicester (Kingsmere) and the Community Hospital proposals are progressing with the PCT.
- 3.18 There has been less progress with the provision of facilities for young people. However an Early Intervention Hub has been set up in Bicester, one of seven in Oxfordshire providing intensive support for children and young people. Work continues as part of the NW Bicester Project Steering Group to ensure the eco development provides facilities to support the anticipated growth. The Local Plan will also be supported by an Infrastructure Delivery Plan which takes account of the Eco Bicester One Shared Vision.

Economy - Review Summary

- NW Bicester Economic Strategy and baseline report prepared
- Preparation of the Bicester Masterplan including potential Bicester Marketing Board
- Proposals for an Eco Business Centre at NW Bicester

Employment opportunities

- 3.19 Again employment opportunities are being picked up by work on the preparation of a masterplan for Bicester as a whole as well as for the eco development at NW Bicester. An economic strategy was prepared in support of the proposals for the NW Bicester first phase of development and this will be incorporated into a more detailed study and baseline to inform the masterplan for the whole site. The economic strategy identifies employment opportunities including proposals for an Eco Business Centre at NW Bicester to promote innovation and the development of an environmental goods and services sector. Eco Innovation is also supported by the Bicester Chamber of Commerce and Bicester Vision and an event to progress eco innovation among small and medium enterprises was held on 27 March 2012.
- 3.20 The starting point for the review of the Economy is the Cherwell Economic Development Strategy and the baseline data that supports it. In addition, work is underway to progress the Cherwell Local Development Framework (LDF) with an employment land review and economic analysis commissioned as part of the evidence base. The LDF will be informed by the Bicester Masterplan currently being prepared. The masterplan will identify land for employment uses and itself is informed by stakeholder engagement including Bicester Vision. A Task and Finish

Group has been set up by Bicester Vision focussed on identifying employment opportunities, business support and attracting inward investment.

3.21 As with other sections of the Vision there is a lot of aspirational statement in the economy section but there is already much work being carried out led by CDC Economic Development, the County Council Enterprise and Innovation Team and the Local Enterprise Partnerships (LEPs) for Oxfordshire and the South East Midlands. Bicester is identified as a priority for the Oxfordshire LEP and the South East Midlands LEP is committed to supporting economic growth in Bicester as part of the wider delivery of a low carbon economy. The Project Team has provided regular updates to the Board on implementing the various employment strategies for Bicester.

Sustainable Travel to Work

3.22 The Travel Behaviour Demonstration Project is looking to work with local employers to encourage and promote green travel planning and increase walking and cycling to work.

Education, Skills and Training

3.23 The Project Team has worked with schools and the local college to promote educational opportunities resulting in an Eco Technology Skills prospectus for the College. A bid for a Bicester University Technical College (UTC) has been resubmitted and a decision is awaited. The Project Team continues to liaise with the Construction Futures Project Team at West Northamptonshire Development Corporation with a view to securing training and employment through the planning system. A2 Dominion is committed to providing apprenticeships as part of the development at NW Bicester and has recently launched its website for local contractors and employees to support the construction project.

Employment Space

3.24 Bicester Vision has completed an assessment of employment space in Bicester and the Cherwell Employment Land Review is being updated as part of the preparation of the Cherwell Core Strategy. A property forum organised by Bicester Vision provided an opportunity for local landowners, developers and agents to express their views on the current status of the employment land position and commercial property market in Bicester. The Project Team continues to work with the Cherwell Investment Partnership (CHIP) to promote employment land and inward investment in Bicester.

Transport - Review and baseline summary

- Travel Behaviour Demonstration Project underway and initial survey work completed
- Walking and cycling audits carried out
- Delivery of improvements to bus routes including real time information and new bus stops
- Local Transport Plan 3 includes a bespoke chapter for Bicester

A significant increase in the travel by means other than the car across the town

- 3.25 The starting point for the Transport Vision Statements came from the eco town standards. The baseline review has shown that carbon emissions from transport make up 28% of the carbon footprint of typical Bicester residents. Of this, over half is associated with use of cars and a further 30% is from flying and holidays abroad.
- 3.26 It was clear from an early stage that the existing studies were not fit for purpose in setting out the long term aspirations for the town. Cycling and walking would appear to be the easiest and most obvious choices for travel in a town that is relatively self contained and, more importantly, flat. However it is recognised that delivering the modal shift targets set out in the eco towns PPS will be challenging and the Vision has an important part to play in delivering behaviour change and innovative solutions to some of the current and likely future transport issues.
- 3.27 It is understood that consultants have been commissioned to prepare a Transport Strategy for the town and further details are awaited from the County Council. It is clear that Bicester needs a transport strategy for delivering modal shift towards walking, cycling and public transport and towards low emission vehicles.
- 3.28 Parts of the Vision will be delivered through the proposals for NW Bicester which also provides some of the baseline information. The Project Team continues to work with the applicants and developers to ensure opportunities for increased walking and cycling are maximised. It was always intended, for example, that the Transport assessments and strategies for NW Bicester would inform the transport planning of the wider town.
- 3.29 Since the completion and approval of the One Shared Vision by the Board, the LTP3 has been adopted by OCC (April 2011) and the Travel Behaviour Demonstration Project has commenced with funding agreed for two years until the end of the 2012/13 financial year. As part of this project household travel surveys and in-depth interviews have been undertaken with summary results published in October 2011.
- 3.30 Six new bus stops have been installed since agreeing the One Shared vision. When the Vision was put together in 2010 there was very little in the way of real time information (RTI). Following Eco Bicester day in 2011 ideas for RTI were developed resulting in improvements to planned bus infrastructure. Real Time Information (RTI) for bus routes is being introduced across the town as the first transport improvements delivered through the Shared Vision.
- 3.31 The car sharing and car club schemes are progressing more slowly and will be pushed further in late 2012, although a four vehicle car club scheme has been agreed for NW Bicester. The Travel Behaviour team has produced a map of the town showing walking, cycling and public transport routes. The new Eco Bicester website also hosts an interactive mapping page where users can identify the best cycle routes.
- 3.32 The perimeter road at SW Bicester is expected to be opened in April 2012 and the first phase of improvements to Junction 9 of the M40 motorway has been completed.
- 3.33 The Bicester Masterplan will look to ensure that the growth of the town takes place in sustainable locations using the emerging transport study to inform the selection of sustainable locations. Much of this work will take place over a longer timeframe, with current plans looking to 2030 and beyond. It is important that the Transport objectives are reviewed periodically to assess progress and delivery of targets. It is also recognised that travel behaviour change is a long term process as demonstrated in the sustainable travel towns project.

Travel Planning

- 3.34 Much is already being done for example the County Council's work with schools on promoting sustainable travel but it needs to be extended into working more closely with employers.
- 3.35 There has been little progress in encouraging electric vehicles in Bicester although the NW Bicester proposals include provision of charging points within the development and it is understood that the town centre redevelopment will make electric charging points available in the car parking area.

Improvements to the existing transport network

3.36 The LTP3 sets out the area transport strategy for Bicester and integrates the measures of the Bicester Integrated Transport and Land Use Study (2000). It includes suggested improvements to the transport network including physical improvements to the walking and cycling routes "as and when resources or opportunities allow". In the meantime the Travel Behaviour Demonstration Project has delivered some initial improvements.

Environmental Sustainability and Infrastructure - Review and baseline summary

- Proposals for NW Bicester Exemplar Phase 1 incorporate many of the Objectives
- The NW Bicester masterplan and emerging Bicester Masterplan is expected to pick up many of the objectives
- 3.37 This sections covers a number of subject areas associated with environmental sustainability; energy, waste, water, open space and biodiversity. The subtext to this section states:

"This shared vision aims to understand and adapt to environmental challenges as they arise and ensure that all infrastructure and other developments protect and enhance the environment and biodiversity. The provision of green infrastructure and biodiversity and habitat creation is fundamental to Eco Bicester"

Open Space and Green Infrastructure

- 3.38 In many ways this section underpins the whole Shared Vision in terms of delivery sustainable development. Again some of its objectives will be delivered through the proposals for NW Bicester but it also looks to transfer some of these objectives and deliver them across the whole town. Solutions can be tested at NW Bicester and some small contributions can be made towards green space and biodiversity, but ideally some town wide solutions need to be worked up, learning from pioneering work at NW Bicester and capitalising on some of the provision there. This is an iterative process and it is still very early in the project to assess progress, however many of the aims and aspirations will be incorporated into the emerging local planning policies through the Core Strategy preparations and revisions.
- 3.39 As with other sections, the delivery of the aims relies on collaboration and partnership working with various stakeholders and public private bodies. The project team is set up to deliver some of these aims but it requires a commitment from partners to look for innovative solutions to the delivery of sometimes challenging objectives.
- 3.40 The provision of multi functional green infrastructure is a key objective and is incorporated into the proposals for the exemplar development at NW Bicester.

Biodiversity

3.41 The summary tables describe all the work that is already happening to maintain and enhance biodiversity and green space in Bicester. NW Bicester plans show the required 40% green space. Proposals for a community woodland at SW Bicester are welcomed. However the review seems to identify a need for a Bicester specific green infrastructure plan that would bring together outcomes from the Bicester Masterplan and other district strategies.

Water Use

3.42 Baselines for water consumption are not currently known beyond national averages and some work with Thames Water is needed to identify the best approach to town wide water saving. On the other hand, water quality and flood risk baselines are described in detail by the Environment Agency in the summary tables and recommendations for improving water quality in the River Ray catchment are included. Other objectives such as sustainable water use, water neutrality and water efficiency are more difficult to deliver across the whole town and will require the input and commitment of the water utility company.

Flood Risk

3.43 Although flood risk may not appear to be an obvious issue for Bicester it is important that the Shared Vision continues to promote measures that address the impacts of climate change and take the opportunity to make more efficient use of water.

Waste and Energy

- 3.64 The energy performance of new developments is discussed elsewhere, as is the retrofit of existing Bicester buildings. The Low Carbon Hub is working with Oxford Brookes University to assess the potential for renewable energy generation across Oxfordshire, including Bicester. Cherwell are also investigating the potential to invest in a Green Deal delivery company. The Eco Bicester team have the expertise to draw these three strands together to assess the potential for Bicester to become a zero carbon town. Similarly new approaches to waste and energy are promoted in the Shared Vision which require a different approach to the "business as usual" model and innovative thinking on the part of the local authorities and private sector partners. For example, if NW Bicester connects to Ardley, that will bring a significant cheap supply of heat to the northern edge of the existing town.
- 3.65 Cherwell District is already one of the highest performing districts with a 58% recycling rate. The successful "Love Food Hate" Waste campaign is delivering results along with the popular freecycle events being held by Grassroots Bicester. There are early stage plans for food waste collections for businesses in Bicester and for a Bicester Reuse Centre.

4. Conclusions

- 4.1 This report sets out and reviews the current position in terms of delivering the One Shared Vision. In doing so, it establishes the baseline for the Shared Vision and identifies further work to be monitored. In addition, the supporting summary tables set out the recommendations and actions in more detail as the basis for further reviews. The Bicester Masterplan currently being prepared is key to the delivery of the Shared Vision and it is important that it reflects the objectives of the Shared Vision which should underpin it. In the short term, the Bicester Masterplan and more detailed masterplan setting out the proposals for NW Bicester will be a significant area of work for the project team but it may be possible to expand on this work as resources allow to deliver other elements of the Shared Vision
- 4.2 As set out above, there has been a lot of work undertaken as part of the Eco Bicester project including significant progress in bringing forward the One Shared Vision since 2010. This

report sets out the baseline for the One Shared Vision and establishes the baseline for future reviews. Some areas of the Vision have progressed further than others reflecting the priorities of the project and ongoing projects. This report highlights the areas which are delivering the Vision in the short term and those that are may be not progressing at the early stage of the project.

- 4.3 In delivering the One Shared Vision it is clear that there is scope for interpretation of the various aims and objectives which leads inevitably to some ambiguity in understanding them. The SDB has a role in understanding the Vision and it is recommended that at a later date some of the aims could be redrafted to assist in clarifying the objectives. Wherever possible, revisions to the Vision have been avoided and it is recommended that the Shared Vision is not amended at this stage. The summary tables that accompany this report attempt to further define the aspirations of each policy in the Vision, sometimes in the form of a policy recommendation or a target. The Bicester Masterplan takes into account the aims and objectives of the One Shared Vision and it is expected that it will assist in delivering many of the aims of the Shared Vision. The work on community governance is making good progress and is highlighted as a success of the project.
- 4.4 The review has not looked at the implementation of the eco town standards in any great detail as this will be monitored as part of the proposals for NW Bicester and will be incorporated into planning policy through the Local Plan preparation.
- 4.5 In summary, the areas progressing well are those where existing programmes and projects have been expanded and developed in line with the Eco Bicester programme. Other areas are inevitably more ambitious with long term delivery programmes but may be constrained by limited resources particularly in the Project Team. The review has shown that there has been significant progress against the aims in some areas. In some cases this has been as a result of the work of the Board through the partnership approach and in other cases this has been the result of work that was already underway. In any event, the Shared Vision has focussed the local authority partners and the wider partnership represented by the Board, on its agreed objectives and provided a long term goal for the town as a whole.

5. Recommendations

The Board is recommended to:

- (i) Note the significant measures that have been undertaken and recognise the report and supporting information as the baseline for the One Shared Vision
- (ii) Commit to work towards the delivery of the Shared Vision and agree the baseline review as the basis of further monitoring and measurement of the objectives
- (iii) Recognise the masterplan and NW Bicester masterplan is a significant area of work in the short term that will limit the resources the Eco Town Project Team can commit to delivering the Vision. However opportunities will continue to be taken as they arise, particularly through working in partnership, to progress the aims of the Vision.
- (iv) A further report relating to key priorities and the resourcing of the project going forward will be brought to a future meeting of the Board.

http://www.decc.gov.uk/en/content/cms/statistics/energy_stats/regional/gas/gas.aspx

ii http://www.decc.gov.uk/en/content/cms/statistics/energy_stats/regional/electricity/electricity.aspx

Standardised indicator of home energy performance ranging 0-100

iv Cherwell Housing Stock Condition Survey