



# LOCAL PARTNERSHIPS



## LOCAL AUTHORITY DOMESTIC RETROFIT HANDBOOK



BEFORE  
YOU STARTKEY ROLES AND  
PARTNERSHIPSDEVELOPING  
PLANS AND  
PATHWAYSDEVELOPING  
THE BUSINESS  
CASEENGAGING WITH  
HOUSEHOLDS  
AND PROPERTY  
OWNERSPROCUREMENT  
OF DELIVERY  
PARTNERSSKILLS AND  
ACCREDITATIONFUNDING  
AND FINANCE  
MODELS

RESOURCES

REFERENCES

GET IN TOUCH

**3 BEFORE YOU START**

- 3 Background information
- 4 The purpose of this handbook
- 5 Existing research and guidance

**6 KEY ROLES AND PARTNERSHIPS**

- 6 The need for strong local leadership and partnerships
- 7 Key roles in setting up resilient retrofit projects
- 10 Partnerships with other local authorities and regional bodies

**11 DEVELOPING PLANS AND PATHWAYS**

- 11 Retrofit “plan on a page”
- 12 Gathering data

**14 DEVELOPING THE BUSINESS CASE**

- 14 When should a retrofit intervention be regarded as a project?
- 14 The “Five Case” Model
- 15 Key components of the five case model and relevance to domestic retrofit
- 16 Contents checklist of the five case model

**17 ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS**

- 18 Defining the audience: market segmentation and messaging
- 19 Character types and the ways to appeal to each type
- 20 One-Stop-Shops
- 21 Business models for one-stop-shops

**22 PROCUREMENT OF DELIVERY PARTNERS**

- 22 Certification
- 22 Local advice
- 23 Local energy hubs
- 24 Engaging local SMEs

**25 SKILLS AND ACCREDITATION**

- 25 PAS 2035 and Trustmark
- 26 Skills for jobs
- 27 Key actions for local authorities

**28 FUNDING AND FINANCE MODELS**

- 29 Existing and future government funding programmes
- 30 Green finance models and financial incentives

**31 RESOURCES****32 REFERENCES****35 GET IN TOUCH**

## BACKGROUND

As of February 2021, over 70% of Local and Combined Authorities in England have declared a **Climate Emergency** and of these, over 60% (165 local authorities) have declared a net zero carbon emissions target date of 2030 or sooner. Many of these targets address all carbon emissions within a local authority area, not just from each local authorities' buildings and services. As the Committee on Climate Change (CCC) makes clear the **UK's sixth Carbon Budget** can only be achieved if Government, regional agencies and local authorities work seamlessly together.

**According to the CCC local authorities have power or influence over approximately one third of greenhouse gas emissions in their geographic areas**, the challenge for them is that their sphere of direct influence is limited to their own buildings, services and contracts. Controlling carbon emissions from existing homes will be a particular challenge; domestic properties account for 30% of energy use and around 19% of greenhouse gas emissions in the UK, yet less than 7% of homes are owned by local authorities and over 80% are privately owned by either owner occupiers

or private landlords. A recent parliamentary **Environmental Audit Committee Report** identifies that over 10 million owner occupied homes and over three million private rented homes in England will need upgrading to a minimum Energy Performance Certificate (EPC) C rating by 2035 to hit Government targets. Many of these 13 million owners are unaware that their involvement is needed and will need financial support and advice to upgrade and retrofit their homes.

This challenge for local authorities, at a time of unprecedented financial and staffing pressures, in the wake of the COVID-19 pandemic is significant. Housing retrofit is a complicated and risk laden challenge and it is just one of the many actions required to achieve net zero carbon targets in each locality. Meanwhile, net zero is just one priority of the many social economic and environmental priorities each council is facing. Yet we know that without concerted public sector intervention to address domestic energy efficiency, legally binding national and local net zero targets will be missed.



KEY ROLES AND  
PARTNERSHIPSDEVELOPING  
PLANS AND  
PATHWAYSDEVELOPING  
THE BUSINESS  
CASEENGAGING WITH  
HOUSEHOLDS  
AND PROPERTY  
OWNERSPROCUREMENT  
OF DELIVERY  
PARTNERSSKILLS AND  
ACCREDITATIONFUNDING  
AND FINANCE  
MODELS

RESOURCES

REFERENCES

GET IN TOUCH

## THE PURPOSE OF THIS HANDBOOK

Local Partnerships was commissioned by the Department of Business, Energy and Industrial Strategy (BEIS) via the five Regional Energy Hubs to produce this **Local Authority Housing Retrofit Handbook** to provide practical advice to local authorities in England. It brings existing resources together in one place and gives a suggested order in which to work through this material.

No two local authorities have the same levels of experience and knowledge in relation to domestic retrofit, and most, but not all, have limited staffing capacity. Whilst this handbook is targeted at local authorities at the beginning of their domestic retrofit journey, it should prove useful to all local authorities in that it signposts good practice across various steps in the retrofit process.

Our work was informed by interviews with a range of stakeholders and influencers including; city based combined authorities, smaller local authorities in rural areas, regional agencies such as Local Energy Hubs and industry champions

and training providers. 75 English local authorities (over 20%) also responded to a survey, which has helped shape the contents of this handbook. A summary of the survey results can be found in [resources](#). 71% of the local authorities that responded to our survey have prioritised retrofit as an action for achieving net zero targets but are not clear how best to intervene and/or lack the resources to develop a planned approach.

Our research shows that cities and local authorities that form part of combined authorities tend to be more advanced and have started to “scale up” projects. Even in this group however, there is still a disparity between those that have been able to respond quickly to government funding announcements and those that have found they lack the knowledge, tools and partnerships to deliver or commission scalable retrofit projects. There is also good practice amongst districts and smaller authorities and this handbook highlights examples of good practice, from a range of types and sizes of local authorities.



### EXISTING RESEARCH AND GUIDANCE

A desktop review of recent existing research and guidance on housing retrofit, targeted at local authorities found much of it to be of high quality. Every effort has been made not to duplicate this work, but rather to summarise and signpost

relevant reports and guidance documents to the reader for further or more detailed information. The following recent reports for example provide great context on particular aspects of the retrofit process for local authorities.

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**Hover over the tabs above to view the desktop reports**

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# KEY ROLES AND PARTNERSHIPS

## THE NEED FOR STRONG LOCAL LEADERSHIP AND PARTNERSHIPS

Retrofitting existing homes is not for the fainthearted. On an individual property level, it is a complex, uncertain and costly process. Existing homes, particularly older homes that are least energy efficient, may have been subjected to several major renovations and adaptations over the years. Each will require a unique set of insulation measures and other heating or ventilation upgrades which will require careful design and skilled, quality-controlled installation if energy and carbon savings are to be fully realised. When this is aggregated up to tens of thousands of local authority owned homes, or those owned by housing associations, the costs and risks extrapolate accordingly. This uncertainty rises to a whole new level when local authorities consider how potentially hundreds of thousands of owner-occupied or private rented homes within their areas can be upgraded, with almost as many individual owners to influence and engage.

It is clear that:

### **This will not happen without strong leadership and ownership at all levels of a local authority**

This includes elected members and Senior Leadership Teams (SLT) as well as enthusiastic champions in key services such as sustainability, housing (both stock owning and strategic housing teams), planning, building control, economic development etc.

### **Local authorities cannot do this alone**

Developing lasting partnerships and creating a culture of collaboration with other local authorities, regional agencies, social housing providers, academia, training providers, local businesses and community groups will be time consuming but will reap rewards over the medium term. This “coalition of the willing” is different from engaging individual households or tendering contracts for local businesses to respond. This is the “up-front” collaboration required prior to, and during, preparation of local retrofit plans.



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS**
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## KEY ROLES IN SETTING UP RESILIENT RETROFIT PROJECTS

Considered in Table 1 on the next page, is the potential role of each of these internal and external stakeholders, along with examples of how best to engage them. There is no blueprint for the order in which these stakeholders are engaged, or indeed who triggers initial discussions. It could be the leader of the Council, the Chief Executive, or a sustainability officer. What is important is that key stakeholders and influencers come to understand the relationship between net zero and domestic carbon emissions in their area. They must recognise the complexity in retrofitting the housing stock, particularly in private tenures, and therefore the benefits and risks involved

in different scalable retrofit projects, or in not intervening in the market at all.

There is a recognition that many local authorities do not have sufficient staffing resources to undertake the various roles required in engaging stakeholders and developing a business case and retrofit plans. This should be one of the factors which informs the geographical footprint for action; the most appropriate cluster of neighbouring local authorities that provides both economies of scale and connectivity to local community groups, training providers and employers etc.



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS**
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

**TABLE 1 – KEY ROLES IN SETTING UP RESILIENT RETROFIT PROJECTS**

Key stakeholder	Typical action/role	Typical time requirement at startup	Example of how best to engage	Click for more detail
<b>Lead Politician</b>	Engage other Councillors, other local authorities and community groups, liaise with the Senior Responsible Officer (SRO) in determining governance arrangements and decision-making process.  Help set high level ambition and strategic targets for the area in line with wider national policies.	1 day per week	Invitations to meetings with community interest groups, visits to retrofit show homes	
<b>Senior Leadership Team (SLT)</b>	Appoint an SRO and Project Manager (PM), as well as governance arrangements.  Support lead politician to develop reasonable high level ambitions – and begin to develop specific actions for the SRO and PM to help deliver them.	As required	SLT reports, presentations, Strategic Business Case (SBC), external expert presentations	
<b>Senior Responsible Officer (SRO)</b>	Formal and informal briefing of key politicians and SLT, overseeing preparation of business case, senior engagement with neighbouring councils and regional bodies.  Works alongside PM to develop overall area retrofit plan and specific projects within a programme.	1-3 days per week	Nomination by SLT, attendance at supplier/SME meetings, conferences, webinars	
<b>Project Manager (PM)</b>	Responsible for detailed area analysis of retrofit need/demand and project development. They will lead the co-ordination of the business case and assembling the project team.	3-5 days per week	Internal or external recruitment/ secondee to fixed term post	



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS**
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

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Key stakeholder	Typical action/role	Typical time requirement at startup	Example of how best to engage	Click for more detail
<b>Board</b>	Governance and oversight of the strategy/ project. They should ideally be a mix of stakeholders from different areas of local authorities or organisations that are able to spot risks/opportunities from a strategic view.	As required	Nomination by Political Lead/SLT	
<b>Registered (Housing) Providers (RPs)</b>	Are often a key sector for demonstrator projects that can help build the retrofit supply chain within an area. There may also be sector specific funding they can access.	As required	LA Support for RP projects/ funding bids	
<b>Universities, Colleges and Training Providers</b>	External technical and behavioural experts, who can provide skills gap analysis for different retrofit techniques that may be required within an area. This is important to access support from Local Enterprise Partnerships and other areas.	As required	Opportunities for academic research aligned to retrofit projects, opportunity to better understand future training and funding opportunities	
<b>Community Groups</b>	Are often key referral partners who work closely with many vulnerable households. Examples include the Citizens Advice Bureau (CAB), Age UK, Mind. They can also assist with marketing campaigns or show home events.	As required		

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS**
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## PARTNERSHIPS WITH OTHER LOCAL AUTHORITIES AND REGIONAL BODIES

Housing Retrofit is resource intensive, so it is worth considering collaborating with other local authorities to share costs and/or build a strong sub-regional retrofit delivery unit, rather than have single or part time officers isolated in different local authorities. In most cases, there will be obvious existing clusters of authorities and geographical footprints such as Combined Authorities (CA) or established county and district council relationships. Other potential collaboration opportunities include:

- ▶ local authorities that are adjacent to CA areas, (and not in an obvious cluster already) could seek to “piggy back” on the likely more resourced and advanced activity of the CA
- ▶ Local Bodies that have been set up for Superfast broadband delivery in England provide a good example of how a single lead local authority (often a County Council) can act as the PMO and accountable body for wider districts (and unitary councils). Durham County Council for example acted as Local body for 10 neighbouring Councils across Tyne and Wear and the Tees Valley
- ▶ there are over 70 One Public Estate Partnerships of local authorities and other local public services in England, with effective governance usually chaired by a local authority Chief Executive. Though focussing on property, the involvement of housing leads, economic development

and health colleagues would provide a useful sounding board for retrofit plans across a sub-region

- ▶ it is worth also looking at the density, age, type and energy performance of housing across neighbouring authorities. A joint approach with areas that face similar challenges may make it easier to develop cross border retrofit strategies
- ▶ Local Enterprise Partnerships (LEPs) should be closely involved in the development of any planned approach to housing retrofit. With access to growth and skills budgets and strong links to local employers, business representatives and training providers they are a vital link between strategy and delivery and unlocking green jobs. See for example the recent LGA report about [local green jobs](#)
- ▶ Regional Energy Hubs work with local authorities and LEPs across five regions in England supporting local energy projects, from the development stages to investment readiness. They have played a key role in administering the LAD2 funding to local authorities within each region and have set up (or are also setting up) Dynamic Purchasing Systems (DPS) to fast track procurement of retrofit contractors to support LAD2 projects across all housing tenures, see [procurement of delivery partners](#)

# DEVELOPING PLANS AND PATHWAYS

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

**DEVELOPING PLANS AND PATHWAYS**

DEVELOPING THE BUSINESS CASE

ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

PROCUREMENT OF DELIVERY PARTNERS

SKILLS AND ACCREDITATION

FUNDING AND FINANCE MODELS

RESOURCES

REFERENCES

GET IN TOUCH

## RETROFIT “PLAN ON A PAGE”

The Construction Leadership Council (CLC) representing a broad cross section of the industry has called for a **national retrofit strategy** which sets out the benefits of retrofit, a long term policy framework and a deliverable, phased, plan to scale up retrofit of the UK’s homes. This they argue would reassure industry giving them confidence to invest in the necessary skills and technologies. Such a national strategy would no doubt make it easier for local authorities to determine their own roles in relation to local growth of this market, but if anything, the absence of a national plan puts even more onus on local authorities to start to set out a planned approach, if local net zero targets are to be realised.

This handbook is not advocating that every local authority spends significant upfront time and/or expense in pulling together a comprehensive retrofit strategy. Local authorities should however develop a planned, iterative approach to housing retrofit; one that is informed by available data. We recommend starting with a “plan on a page” based on a quick desktop research exercise (see **example template**) and over time, pulling together existing cross-tenure data about the age, type and energy performance of the existing housing stock, gaps in data that will need to be filled, key stakeholders, previous known interventions and initiatives and known funding opportunities for different tenures.

It should identify key priorities and projects and consider which technologies and pathways to net zero would be most appropriate for the local housing stock. It should be iterative in that it should be updated and developed over time, becoming a resource that can provide background information for future funding bids. Another useful reference here is the UKGBC’s “city-led retrofit programme blueprint” on page 10 of the **Retrofit Playbook**. Also, both **Scaling up: Better Homes Yorkshire** and **Pathways to Healthy Net Zero Housing for Greater Manchester** provide very thorough examples of evidence based housing retrofit strategies and net zero pathways.

The eventual size and scope of the plan should be tailored to the scale of the opportunity and appetite for investment arising from the business case. Where a group of local authorities agree to a collaborative approach to retrofit, a sub-regional strategy supported by a series of underpinning local authority action plans would provide opportunities for sharing costs in relation to external consultants for example. The process of developing such a partnership-based strategy would enable exploration of opportunities for further collaboration, for example in relation to a “one-stop-shop”, see section **engaging with households and property owners for further information on one-stop-shops**.

LOCAL PARTNERSHIPS

LOCAL AUTHORITY DOMESTIC RETROFIT HANDBOOK

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS**
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## GATHERING DATA

### Fuel Poverty

Given that GHG LAD2 and other likely funding programmes will be targeted at (or provide enhanced levels of support to) low income and fuel poor households, it will be essential for local authorities to collate information about fuel poverty down to local Lower Layer Super Output Area (LSOA) level, so that these can be overlaid with spatial information about energy efficiency of the housing stock. Data sources available as follows:

- ▶ [fuel poverty sub-regional statistics](#)
- ▶ [local authority housing data](#)
- ▶ [private provider information – statistical data return 2018 to 2019](#)
- ▶ [SDR 2019 – Geographic look-up tool](#)
- ▶ pay for data is also available e.g. [CACI income banding](#) down to postcode level which can help with targeting in areas where it has proven hard to distinguish fuel poor households
- ▶ [BEIS “off gas grid” domestic property map](#)

### Energy Performance Certificate (EPC) data

EPCs were introduced in 2007 and each certificate is valid for 10 years. A building must have an EPC when constructed, sold, or let. Larger buildings occupied by a public authority and frequently visited by the public must

have a Display Energy Certificate (DEC) in England and Wales. The assessments are banded from A to G, where A is the most efficient in terms of likely fuel costs and carbon dioxide emissions. Since 2008, in England almost 20 million EPCs have been lodged, with domestic properties accounting for 96% of the total. Of these domestic properties, 11% of the total covered new domestic properties (including new builds and conversions) ([MHCLG, 2020](#)).

EPC data is available via the Government’s [open data communities](#) website with additional [guidance](#) on how to interrogate this data. EPCs for individual properties can be searched at postcode and street level, useful for identifying EPC rating for properties across a locality. It would be time consuming to rely on this process to provide local authority wide EPC analysis. For local authorities with access to basic programming skills (or are willing to pay for them) there is an [Application Programming Interface \(API\)](#) which allows filtering of the data at a more aggregated level. There are a number of companies that will help to refine raw EPC data so that it is meaningful for a retrofit strategy.

GSEEH for example has undertaken simple analysis on EPCs to November 2020 for all its local authorities and they are available on request for their use. In addition, mapping has also been undertaken to enable local authorities to easily identify hotspots for retrofit within their local authorities, focussed on the LAD2 scheme. Local Energy Hubs are also able to signpost local authorities to companies that

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS**
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

can “clone” EPC information for properties with no EPC, to build up a better understanding of domestic energy efficiency within a locality.

### Limitations with EPCs

Whilst EPC data may be the best available data source for information regarding the energy efficiency of the local housing stock, local authorities should be aware of its limitations when developing their retrofit strategy. There is only partial coverage of properties; the latest government EPC release indicates that approximately 19 million domestic EPCs have been registered in England since 2008 (approximately 23 million homes in England) and it's likely that this will include some duplicates (two or more certificates for the same property) as early EPCs will no longer be valid. The Local Energy North West Hub found for example, that only 56% of properties had a valid EPC, once duplicates had been removed. Secondly, EPCs that are more than three or four years old are likely to be out of date as improvements are made to properties over time.

There is also criticism that EPCs headline rating measures running costs rather than carbon emissions (energy impact) and energy efficiency, so will favour gas heating systems over electric powered heating, even though the latter is likely to produce increasingly lower carbon emissions over time as the

national grid is decarbonised. BEIS & MHCLG have produced an **EPC Action Plan** following a Call for Evidence which sets out a timetable for the overhaul of EPCs by the end of 2021.

### Stock condition surveys as data sources

#### – English House Condition Survey

The English Housing Survey is a continuous national survey commissioned by the Ministry of Housing, Communities and Local Government (MHCLG). It collects information about people’s housing circumstances and the condition and energy efficiency of housing in England. The physical survey involves a sample of around 6,000 homes per year. On a national level it provides a good overview of the condition of the housing stock and for example demonstrates breakdown of EPC ratings by region.

#### – Local House Condition surveys – example of specification

There is a major difference between undertaking a stock condition survey as a housing landlord to determine investment strategies and one to understand the energy efficiency of the cross-tenure housing stock. Costs are likely to be prohibitive vis a vis EPC data if current energy performance is the only metric a local authority is seeking to glean, but local house condition surveys which include analysis of energy efficiency may be more cost effective in area regeneration or improvement schemes.

# DEVELOPING THE BUSINESS CASE

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

DEVELOPING PLANS AND PATHWAYS

DEVELOPING THE BUSINESS CASE

ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

PROCUREMENT OF DELIVERY PARTNERS

SKILLS AND ACCREDITATION

FUNDING AND FINANCE MODELS

RESOURCES

REFERENCES

GET IN TOUCH

LOCAL PARTNERSHIPS

LOCAL AUTHORITY DOMESTIC RETROFIT HANDBOOK

Once a local authority is confident it has in place the strong local leadership and commitment to enable the development a long term retrofit delivery strategy, data, and intelligence from research and analysis and at least the basis of an effective delivery partnership, it will be important to develop a business case for the emerging project or wider programme. In this section of the handbook, we will look at the key stages in the development of a business case for a retrofit project.

## WHEN SHOULD A RETROFIT INTERVENTION BE REGARDED AS A PROJECT?

Most projects have the following characteristics:

- ▶ a defined and finite life cycle
- ▶ clear and measurable inputs and outputs
- ▶ a corresponding set of activities and plans
- ▶ a defined amount of resource
- ▶ an organisational structure for governance and delivery

## THE "FIVE CASE" MODEL

The Five Case Model is the approach for developing business cases recommended by HM Treasury, the Welsh Government and the UK Office of Government Commerce. It has been widely used across central government departments and public sector organisations over the last 10 years.

The model forms the basis of project and programme business case guidance created by HM Treasury and the Welsh Government.

The latest version can be found [here](#). A business case for a retrofit project, even if it does not comply with all the detailed requirements in the document set out above, should at least be developed using those principles. It should be made up of the five cases outlined in Table 2 on the next page.



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE**
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

**TABLE 2: KEY COMPONENTS OF THE FIVE CASE MODEL AND RELEVANCE TO DOMESTIC RETROFIT**

Case	Key components (examples only)	Relevance to domestic retrofit	Click for more detail
<b>Strategic</b>	Strategic Context Business strategy and aims The Case for Change	Links to regional and national strategies. Local level: links to wide range of corporate strategies (climate emergency, housing, fuel poverty, public health, economic growth)	
<b>Economic</b>	Critical Success factors Long-listed options/Shortlisted options (including the “Business As Usual” (BAU) and “do minimum”)	Importance of quantifying and then building in wider social and environmental effects of potential interventions	
<b>Commercial</b>	Procurement strategy and route Service requirements and outputs Key contractual arrangements	Understanding of local market and potential supply chain is critical here Role of Council as “intelligent customer”	
<b>Financial</b>	Capital and revenue requirements See <a href="#">resources</a> for example risk register	Clear understanding of how Green Homes Grant can best be applied if secured	
<b>Management</b>	Governance arrangements Risk management arrangements Monitoring and evaluation	Common issues across all projects Capacity and skills particularly relevant here	

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE**
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## CONTENTS CHECKLISTS OF THE FIVE CASE MODEL

### Strategic Case

- Strategic context
- Organisational overview
- Business strategy and aims
- Other relevant strategies
- The case for change
- Spending objectives
- Existing arrangements
- Business needs – current and future
- Potential scope and service requirements
- Main benefits and risks
- Constraints and dependencies

### Economic Case

- Critical success factors
- Long-listed options
- Preferred way forward
- Shortlisted options (including “Business As Usual” (BAU) and “do minimum”)
- Net Present Social Cost/ Net Present Social Value findings
- Benefits appraisal
- Risk assessment
- Sensitivity analysis
- Preferred option

### Commercial Case

- Procurement strategy and route
- Service requirements and outputs
- Risk allocation
- Charging mechanism
- Key contractual arrangements
- Personnel implications
- Accountancy treatment

### Financial Case

- Capital and revenue requirements
- Net effect on prices (if any)
- Impact on balance sheet
- Impact on income and expenditure account
- Overall affordability and funding
- Confirmation of stakeholder/ customer support (if applicable)

### Management Case

- Programme management governance arrangements (roles, responsibilities, plans etc)
- Project management governance arrangements
- Use of specialist advisers
- Change and contract management arrangements
- Benefits realisation arrangements (including plans and register)
- Risk management arrangements (including plans and register)
- Post-implementation and evaluation arrangements
- Contingency arrangements and plans





# ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

Effective engagement with households and property owners is an essential pre-requisite to maximise the benefits of retrofit projects.

## A

### AUDIT

Review details of any residents that have been through other energy efficiency programmes and, where permissible, contact them to let them know about the [GHG](#) programme and how to apply.

## B

### BRIEF

Brief councillors about the GHG LAD scheme and encourage them to publicise the scheme through their networks.

## C

### COMMUNITIES

Capitalise on the opportunity offered by the GHG LAD scheme and other retrofit funds such as the Housing Upgrade Grants and the Social Housing Decarbonisation Scheme by providing information on the programme parameters and eligibility criteria through community networks to ensure communities are aware of the programme and can link it to their existing referral pathways.

## D

### DISSEMINATE

Communicate with residents about the benefits of retrofit, the importance of whole house plans, and the importance of using only accredited installers and suppliers, considering differing motivations and types of audience.

## E

### ENGAGE

Work with sector partners to create a communications and engagement plan as part of a longer-term strategy taking into account differing tenure types, life changes and trigger points and psychologies. See for example the [Carbon Co-op: Retrofit for All Toolkit](#).

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

DEVELOPING PLANS AND PATHWAYS

DEVELOPING THE BUSINESS CASE

**ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS**

PROCUREMENT OF DELIVERY PARTNERS

SKILLS AND ACCREDITATION

FUNDING AND FINANCE MODELS

RESOURCES

REFERENCES

GET IN TOUCH

LOCAL PARTNERSHIPS

LOCAL AUTHORITY DOMESTIC RETROFIT HANDBOOK

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE

**ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS**

- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

**DEFINING THE AUDIENCE: MARKET SEGMENTATION AND MESSAGING**

There will be different motivations and barriers for each audience, and so, within the communications and engagement plan, the key messages will need to be tailored according to factors such as:

**Tenure types**

social landlords, private landlords and homeowners (both able to pay and low income)

**Life stages or "trigger points"**

(moving home, spending more time at home, working at home, retirement, or work being carried out at the home)

**Psychological responses**

of differing character types when there is an opportunity of a new "thing" such as home energy retrofit

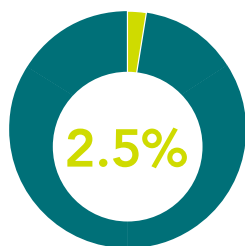


- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS**
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## CHARACTER TYPES AND THE WAYS TO APPEAL TO EACH TYPE

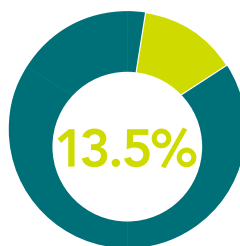
Collectively these three groups are all minded to be in favour of the new “thing”

Other, more sceptical groups



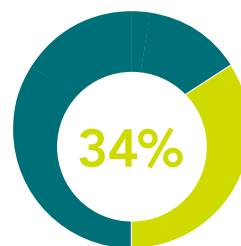
**INNOVATORS**

- ▶ most willing to take risks to try new things
- ▶ good access to sources of information about new technologies or approaches
- ▶ generally in a strong financial position



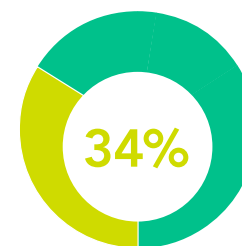
**EARLY ADOPTERS**

- ▶ the most influential in shaping the opinion of other groups
- ▶ they tend to be well connected and well educated and be in a good financial position
- ▶ a key driver for this group is being seen to be “cool” and ahead of the pack



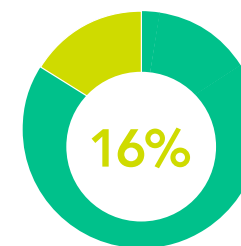
**EARLY MAJORITY**

- ▶ more concerned with their peers’ view of the new “thing”, and would be led much more by a group acceptance of the new “thing”



**LATE MAJORITY**

- ▶ will adopt an innovation later than the average group
- ▶ tends to be more sceptical and risk averse
- ▶ may reflect not being in a very strong financial position



**LAGGARDS**

- ▶ the last to adopt an innovation (and may often resist). They tend to be focused on tradition and are likely to be the oldest group

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS**
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## ONE-STOP-SHOPS

There may be benefits in the establishment of a “one-stop-shop” approach to provide information to residents.

A one-stop-shop is a virtual and/or physical place where residents can find all information and services they need to implement a retrofit project.

In 2020, a European project, commissioned by Energy Cities (the European association of cities in energy transition) looked at this in some detail and created the [INNOVATE guide – how to set up a one-stop-shop for integrated home energy renovation](#).

### Key requirements

This report found that the one-stop-shop needs to cover the following services and propose them, ideally, under one “roof”:

1. Proactive engagement of homeowners: market segmentation, targeted communication and marketing tools are a key to reach out to the right groups at the right moment (e.g. young families, elderly people, low-income households, etc.) with the right message.
2. Financial plan: implemented in one shot or planned step-by-step, depending on the financial means of each resident.

3. Coordination of the renovation process on behalf of the homeowner.
4. Long-term and affordable financing, especially for low- and middle-income families, elderly people and other vulnerable groups who cannot access other financing means although the value of their energy savings is large enough to pay off.
5. Guaranteed results and post-work monitoring including of the quality of works and, ideally, energy savings.

### One-stop-shop models

The INNOVATE guide identified three types of business models for one-stop-shops with increasing levels of responsibility for the results of the renovation works. Full checklists of issues for consideration are listed in the guide, and a council or combined authority should conduct a full option appraisal to identify which model is the best fit for their local objectives, with available resources.

Table 3 on the next page, summarises key information from the INNOVATE One-Stop-Shop guide.

**Superhomes** is a network of energy aware households where members have refurbished their old homes to the highest standards of energy efficiency

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE

**ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS**

- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

**TABLE 3: BUSINESS MODELS FOR ONE-STOP-SHOPS**

Model
<p><b>Facilitation</b></p> <p>(advice on how to retrofit a home and provision of a list of suppliers).</p>
<p><b>Coordination</b></p> <p>(advice on how to retrofit your home and will push suppliers to comply with their promises. Suppliers remain responsible for the final result).</p>
<p><b>All inclusive</b></p> <p>(a contractor that sells the whole service package and is the main contact point in case something goes wrong with suppliers).</p>

# PROCUREMENT OF DELIVERY PARTNERS

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

DEVELOPING PLANS AND PATHWAYS

DEVELOPING THE BUSINESS CASE

ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

**PROCUREMENT OF DELIVERY PARTNERS**

SKILLS AND ACCREDITATION

FUNDING AND FINANCE MODELS

RESOURCES

REFERENCES

GET IN TOUCH

LOCAL PARTNERSHIPS

LOCAL AUTHORITY DOMESTIC RETROFIT HANDBOOK

Housing retrofit (at a scale which supports delivery of net zero targets) is one of the biggest infrastructure challenges that the UK has seen. Local authorities and Government must fund a way to facilitate decarbonisation of 25 million homes by 2050 – a staggering 833,000 per year – at a total cost of between £400bn and £1,000bn. This provides significant requirements and opportunities for the development of supply chains to deliver these works.

## CERTIFICATION

To install measures for government funded schemes commencing with the Green Home Grant Local Authority Delivery Phase 2 installers must be accredited to PAS 2030:2019 for energy efficiency measures and meet the PAS 2035 standard and be MCS accredited for low carbon heating and renewable energy. All installers must also be Trustmark accredited. From the 1st July 2021 energy efficiency measures installed under all government schemes must also meet these requirements, although this deadline has been extended to 1st October 2021 for the Green Homes Grant Local Authority Delivery Scheme (Phase 1 only). Details of certification requirements can be found in government and Trustmark guidance for different schemes such as How to become PAS/MCS Certified. Further information on PAS and Trustmark can be found in [skills and accreditation](#). Specific Trustmark guidance on the GHG LAD scheme is also available.

Despite the scheme being recently scrapped, installers who are certified and registered to provide Green Home Grant Vouchers can be found here: [find an installer](#).

Trustmark provides an advanced search function for trades, you can search by region, measures and standard of certification.

## LOCAL ADVICE

Five local Energy Hubs are funded by the Department for Business, Energy and Industrial Strategy (BEIS). Each Energy Hub has an operations team of energy experts that provides Local Enterprise Partnerships (LEPs), local authorities and others, with practical support to develop local energy projects.

All local Energy Hubs have the overarching aim of bringing investment into local energy projects and working together to share best practice across the regions.

An overview of each energy hub can be found in Appendix A of the [Local Energy Guide](#) and information specific to the GHG-LAD2 scheme for each energy hub can be found on the next page.

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

**PROCUREMENT OF DELIVERY PARTNERS**

- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## LOCAL ENERGY HUBS

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Hover on the logos above for an overview of each energy hub

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS**
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## ENGAGING LOCAL SMES

As well as objectives around carbon reduction, tackling fuel poverty, and health benefits, the economic benefits from retrofit are typically a key objective for local partners who look to develop and deliver retrofit interventions in their area.

Local authorities should develop, from an early stage, a plan to ensure that the benefits of their work in this area are retained locally, as far as possible.

Interventions to support the development of the SME sector within the area will be particularly important. These should cover all aspects of the customer journey and supply chain, including (but not limited to) surveyors, suppliers, and installers. These should be based on local circumstances as far as possible, but some principles will be common to any coordinated approach to maximise the benefits to SMEs in the area.

- ▶ **A robust understanding of the current SME sector in the area.** Councils should ensure that they have a good picture of SMEs currently active in this area. It is likely there will be gaps in this knowledge, which councils should look to address. It will be important that officers with responsibility for developing retrofit schemes liaise closely with the relevant economic development/business support teams, and organisations outside of the authority (such as Local Enterprise Partnerships (LEPs) and local Chambers of Commerce) to identify and address gaps.
- ▶ **An understanding of barriers to entry.** SMEs are likely to face potential barriers to entry for major public sector

schemes. These will be specific to individual SMEs/sectors, but could realistically include, for example, access to finance, ability to comply with procurement requirements, or ability to reach senior level contacts within organisations. By discussing and understanding these in more detail, local authorities can work to address them.

- ▶ **Mainstreaming opportunities for SMEs within new schemes.** It is important that ensuring opportunities are open to SMEs is built into projects from the outset, not as an optional afterthought once a project is ready to start. SME engagement is as much about a way of thinking as it is about following a process.
- ▶ **Brokering relationships adds real value.** These will depend on the nature of the local scheme being developed, but supply chain/"meet the buyer" events which raise awareness of initiatives within the local SME market and which provide opportunities for different elements of the supply chain to come together, and meet potential purchasers – from either the public sector or the private sector – can drive real benefits for SMEs in particular.
- ▶ **Keep procurement simple!** Although, of course, public contract regulations should be followed at all times, local authorities should challenge themselves to ensure their processes are as accessible and SME friendly as possible. This may mean, for example, simplifying processes, providing easy access to ask questions, reducing the amount of information requested.



# SKILLS AND ACCREDITATION

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

DEVELOPING PLANS AND PATHWAYS

DEVELOPING THE BUSINESS CASE

ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

PROCUREMENT OF DELIVERY PARTNERS

**SKILLS AND ACCREDITATION**

FUNDING AND FINANCE MODELS

RESOURCES

REFERENCES

GET IN TOUCH

LOCAL PARTNERSHIPS

LOCAL AUTHORITY DOMESTIC RETROFIT HANDBOOK

## PAS 2035 AND TRUSTMARK

**PAS 2035** is the new over-arching document in the retrofit standards framework introduced following the recommendations of the **Each Home Counts review**. PAS 2035 provides a specification for the energy retrofit of domestic buildings, and details best practice guidance for domestic retrofit projects.

PAS 2035 (PAS 2035:2019 Specification for the energy retrofit of domestic buildings) was introduced with the backing of industry and the government department for Business Energy and Industrial Strategy (BEIS).

Following a transitional period, the government has proposed to make compliance with PAS 2035 mandatory for all public funded projects.

PAS 2035 embraces quality retrofit work eliminating problems associated with defects, shallow retrofit, accountability, poor design, and performance gap. PAS 2035 delivers a whole building approach to the retrofit process, considering the home, environment, occupancy, and the householders' improvement objectives when determining the most suitable measures to install. This eliminates the issue of retrofit work being considered in isolation which can unintentionally damage the overall building performance.

New retrofit roles have also been introduced within the PAS 2035 process, with clear responsibilities and accountabilities established to ensure individuals deliver quality throughout.

The "Retrofit Assessor" and "Retrofit Coordinator" roles will help individuals to deliver quality retrofit projects in accordance with the new industry recognised standard. Retrofit Assessors and Coordinators must be certified by an approved scheme, to deliver retrofit work in accordance with PAS 2035.

**TrustMark** has been established as the new quality mark within the retrofit standards framework. This TrustMark is supported by an Industry Code of Conduct, a Consumer Charter and a framework of technical standards for retrofit. Users of the TrustMark Government endorsed quality scheme will be required to comply with PAS 2035 when undertaking any domestic retrofit work. Those who hold the TrustMark can demonstrate to consumers they have the skills and knowledge to deliver the best practice standards and trading practices in the sector.



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION**
- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

## SKILLS FOR JOBS

In January 2021, the Government published its **Skills for Jobs White Paper** which sets out plans to reform further education so it supports people to get the skills the economy needs throughout their lives, wherever they live in the country. The objectives of the White Paper are:

- ▶ putting employers at the heart of the system so that education and training leads to jobs that can improve productivity and fill skills gaps
- ▶ investing in higher-level technical qualifications that provide a valuable alternative to a university degree
- ▶ making sure people can access training and learning flexibly throughout their lives and are well-informed about what is on offer through great careers support
- ▶ reforming funding and accountability for providers to simplify how funds are allocated, give providers more autonomy, and ensure an effective accountability regime which delivers value for money
- ▶ supporting excellent teaching in further education

**Local Skills Improvement Plans** will support these objectives by bringing employers, colleges and other providers, together with local stakeholders to set out the key changes needed to make technical skills training more responsive to employers' skills needs. These plans will improve the links between employers and providers and give providers a clear articulation of skills needs in an area.

Providers will be empowered to shape their provision to respond to skill needs. Government has indicated that it will support colleges to do this through our strategic development funding.

Local Skills Improvement Plans represent a key strategic opportunity for local authorities to determine the shape of further and higher education in their areas, including the green economy. A new £2.5bn National Skills Fund will be created to enhance the funding to support adults to upskill and reskill.



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS

**SKILLS AND ACCREDITATION**

- FUNDING AND FINANCE MODELS
- RESOURCES
- REFERENCES
- GET IN TOUCH

**KEY ACTIONS FOR LOCAL AUTHORITIES**

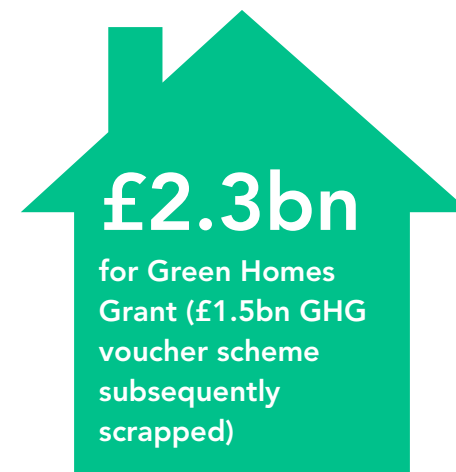
To identify and address skills gaps, and to meet the challenges and opportunities involved in major retrofit programmes, the UKGBC Playbook points to the following actions that Local Authorities should take.

**Hover over the buttons for more information**

# FUNDING AND FINANCE MODELS

Our survey of local authorities tells us that without a sustainable policy and funding framework, specifically funding that will support delivery by local authorities, it will be difficult for them to justify investment in creating a team that can

co-ordinate cross tenure retrofit programmes. There are signs, however, that more funding will become available over the coming years. The Government has committed over £8bn in its 2019 manifesto to energy efficiency measures, as follows:



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS**
- RESOURCES
- REFERENCES
- GET IN TOUCH

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

DEVELOPING PLANS AND PATHWAYS

DEVELOPING THE BUSINESS CASE

ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

PROCUREMENT OF DELIVERY PARTNERS

SKILLS AND ACCREDITATION

**FUNDING AND FINANCE MODELS**

RESOURCES

REFERENCES

GET IN TOUCH

## EXISTING AND FUTURE GOVERNMENT FUNDING PROGRAMMES

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Hover over the options above to view the fund programmes and opportunities for local authorities

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS**
- RESOURCES
- REFERENCES
- GET IN TOUCH

## GREEN FINANCE MODELS AND FINANCIAL INCENTIVES

As stated previously, housing retrofit is potentially the biggest infrastructure challenge that the UK has ever seen. Estimates vary hugely about the cost of retrofitting the UK housing stock in order to meet national net zero targets. The CCC “[balanced net zero pathway](#)” entails £55bn of investment in home energy efficiency to 2050 across the UK whilst BEIS’s estimates it will require mobilising between £35bn and £65bn across the UK to 2035 to upgrade all homes to EPC C. It is clear that public funding will not, and perhaps should not, fund the entire bill. A form of private finance, that can unlock home energy savings or equity, which can then help to fund repayments, is likely to be required. This is in addition to the existing financial products that home owners can currently access for home improvement.

No product has yet to be rolled out at scale, in part because the retrofit market as a whole is immature and the “hearts and minds” of potential customers are yet to be won over. Two recent reports, [Financing energy efficient buildings: the path to retrofit at scale](#), and [Retrofit funding propositions \(short report\)](#) provide a good insight into emerging green finance ideas but also to some of the barriers to mainstream investment such as:

- ▶ the challenge of offering attractive funding solutions to homeowners, while delivering commercial returns to lenders and investors

- ▶ limited scale of both the market and individual projects, which can stymie the development of new financial products
- ▶ perceived technology risk for products and services that do not have a long track record
- ▶ sections 56 and 75 of the Consumer Credit Act which places liability with finance providers where contracts are unfulfilled
- ▶ a lack of consistent, long-term government policy

The [Construction Leadership Council](#) have proposed a range of financial incentives that will help to build this confidence, such as Stamp Duty Rebate for homes with high energy performance, reduced 5% VAT on “retrofit-led renovation”, green mortgages to incentivise increased lending for retrofit measures as well as reduced rates of interest for highly efficient properties. The Mayor of London’s Office has produced this [Simple Guide to Funding and Financing Retrofit in London](#).

Following the demise of the solar PV Feed in Tariff “[Scaling up Better Homes Yorkshire](#)” a recent report for the West Yorkshire Combined Authority explores a number of income opportunities and aggregator models in relation to energy production and storage, which can help to address funding gaps in whole house retrofit projects.

# RESOURCES

## Click on the links for information

Survey responses [↗](#)

Example Retrofit “Plan on a page” [↗](#)

Example risk register and mitigation [↗](#)

Critical success factors [↗](#)



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES**
- REFERENCES
- GET IN TOUCH

# REFERENCES

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

DEVELOPING PLANS AND PATHWAYS

DEVELOPING THE BUSINESS CASE

ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

PROCUREMENT OF DELIVERY PARTNERS

SKILLS AND ACCREDITATION

FUNDING AND FINANCE MODELS

RESOURCES

## REFERENCES

GET IN TOUCH

LOCAL PARTNERSHIPS

LOCAL AUTHORITY DOMESTIC RETROFIT HANDBOOK

### BEFORE YOU START

List of councils who have declared a climate emergency 


Local Authorities and the sixth carbon budget 

Climate Change Committee – Sixth Carbon budget 

Energy efficiency of existing homes:  
Government response to the Committee's  
fourth report of session 2019-21 

UK Green Building Council (UKGBC) Retrofit Playbook 

Construction Leadership Council – Greening our  
existing homes: National retrofit strategy 


The Green Finance Institute, Financing energy  
efficient buildings: the path to retrofit at scale 


The Retrofit Academy – Social Housing Toolkit 

National Institute for Health and Care Excellence (NICE) 

### KEY ROLES AND PARTNERSHIPS

LGA guide to engagement for councillors and officers 

Local green jobs – accelerating a sustainable  
economic recovery 

National Housing Federation (NHF) – Taking stock:  
Understanding the quality and energy efficiency  
of housing association homes 


The Future Buildings Standard, MHCLG 

Superhomes UK 


Carbon Co-op 

Otley Energy 

National Association of Local Councils –  
case studies, climate change 

Home Improvement Agencies (HIA) –  
Energy efficiency measures 


### DEVELOPING PLANS AND PATHWAYS

Construction Leadership Council – Greening  
our existing homes. National retrofit strategy 

Retrofit plan on a page 

Retrofit Playbook 

Scaling up: Better Homes Yorkshire 

Pathways to Healthy Net Zero Housing  
for Greater Manchester 



- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES







**REFERENCES**

GET IN TOUCH







- Fuel poverty sub-regional statistics
- Local authority housing data
- Private provider information: statistical data return 2018-2019
- SDR 2019 – geographic look-up tool
- CACI income banding
- BEIS “off gas grid” domestic property map
- Energy Performance of Buildings Certificates Statistical Release: q4 2019: England and Wales
- Energy Performance of Buildings Data: England and Wales
- Energy Performance of Buildings Data: England and Wales – Guidance
- Application Programme Interface (API)
- Energy Performance Certificates for buildings – Action Plan
- English House Condition Survey

**DEVELOPING THE BUSINESS CASE**

- HM Treasury: Guide to developing the project business case

-  The Internal Energy Agency (IEA) report: multiple benefits of energy efficiency – health and wellbeing 
-  The Green Finance Institute, Financing energy efficient buildings: the path to retrofit at scale 
-  Trustmark 

**ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS**

-  Carbon Co-op Retrofit for All Toolkit 
-  The INNOVATE guide: how to set up a one-stop-shop for integrated home energy renovation 
-  Superhomes 

**PROCUREMENT OF DELIVERY PARTNERS**

-  Find an installer 
-  Local Energy Guide 
-  Midlands Energy Hub (MEH) 
-  DPS portal 
-  Email MEH 
-  North East & Yorkshire Energy Hub (NEY) 
-  North West Energy Hub (NWEH) 

- CONTENTS
- BEFORE YOU START
- KEY ROLES AND PARTNERSHIPS
- DEVELOPING PLANS AND PATHWAYS
- DEVELOPING THE BUSINESS CASE
- ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS
- PROCUREMENT OF DELIVERY PARTNERS
- SKILLS AND ACCREDITATION
- FUNDING AND FINANCE MODELS
- RESOURCES

**REFERENCES**

GET IN TOUCH

- NWEH Reminders
- Greater South East Energy Hub (GSEEH)
- Email GSEEH
- DPS registration portal
- South West Energy Hub (SWEH)
- Dynamic Purchasing Systems (DPS)

**SKILLS AND ACCREDITATION**

- PAS 2035
- Each Home Counts review
- Trustmark
- Skills for jobs white paper
- Local skills improvement plans

**FUNDING AND FINANCE MODELS**

- Climate Change Committee – Sixth Carbon budget
- The Green Finance Institute, Financing energy efficient buildings: the path to retrofit at scale
- Retrofit funding propositions, short report
- Construction Leadership Council
- Simple Guide to Funding and Financing Retrofit in London
- Scaling up: Better Homes Yorkshire
- Energy Company Obligation (ECO)
- ECO – Help to heat scheme: flexible eligibility
- Sustainable Warmth Competition
- Green Homes Grant – voucher scheme (cancelled)
- Social Housing Decarbonisation Fund (SHDF)



# GET IN TOUCH

CONTENTS

BEFORE YOU START

KEY ROLES AND PARTNERSHIPS

DEVELOPING PLANS AND PATHWAYS

DEVELOPING THE BUSINESS CASE

ENGAGING WITH HOUSEHOLDS AND PROPERTY OWNERS

PROCUREMENT OF DELIVERY PARTNERS

SKILLS AND ACCREDITATION

FUNDING AND FINANCE MODELS

RESOURCES

REFERENCES

GET IN TOUCH

## FOR MORE INFORMATION, PLEASE CONTACT:



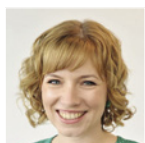
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