

London Borough of Hammersmith and Fulham

Services Specification:

Domestic Energy Efficiency and Clean Energy Retrofits Services for Residents

Public Procurement Excellence

VOLUME 2 THE SERVICES SPECIFICATION

Introduction

1. The London Borough of Hammersmith & Fulham (LBHF) is committed to achieving net zero emissions across the borough by 2030. Housing plays a crucial role in this transition, as it accounts for over a third of the borough's emissions. To reach net zero, retrofit will be needed in homes across the borough to make them more efficient, to electrify their heating systems, and to deploy renewable generation like rooftop solar PV where possible.
2. Uptake of retrofit by 'able-to-pay' residents has been slow. Reasons for this include:
 - **Unclear information:** Many households feel unsure where to start with retrofit, with a significant amount of confusing, and sometimes conflicting, information available online
 - **Navigating financing:** Many lower income able-to-pay households are unable or unwilling to fund retrofits themselves. A fragmented grant/subsidy landscape is challenging to navigate, while residents may be unsure what private financing products are available to support them
 - **Quality concerns:** Homeowners may be wary of poor quality, unreliable contractors and feel unsure which installers they can trust to do good work on their home
 - **Coordination challenges:** The retrofit process involves working with multiple types of contractors, which can be challenging to manage
3. The development of a Council service to guide and support 'able-to-pay' residents through installing retrofit measures aims to address these issues and increase uptake of domestic energy efficiency and clean energy retrofit technologies across the borough.
4. The service is primarily aimed at the 'able-to-pay' residents not eligible for government-funded schemes beyond the Boiler Upgrade Scheme. It is proposed to sit alongside the existing London Borough of Hammersmith and Fulham (LBHF) service for fuel poor residents provided by Groundwork London.
5. 'Able-to-pay' is a broadbrush market covering a wide range of financial circumstances. For example, it is typical for 'able-to-pay' to be defined as households who are above the eligibility limit for grants aimed at the fuel poor (£36,000 in 2025). But this defining point does not take into consideration the socioeconomic limitations some households might have, such as the number of people living in a household, their health needs, and other financial demands. This is especially important due to LBHF being London boroughs with a high cost of living, and upfront cost will be the primary barrier. This "lower income able to pay" group also needs to be helped by this service.
6. This service is being procured under a concession contract, with the successful concessionaire awarded the privilege of operating under LBHF's branding as part of its Healthy Homes Programme; LBHF will direct residents to the Concessionaire in its engagement and communications with residents.
6. This service aims to address these challenges for 'able-to-pay' residents, doing things with them not to them in line with H&F core values.
7. Other boroughs in the West London Alliance have shown interest in the service and may join the partnership in the future.

Authority Priorities

8. The successful contractor will support the delivery ambitions of The H&F Vision and Climate Change and Ecology Strategy.
- **Building Shared Prosperity.** We aim to strengthen the green skills workforce, drive greater demand within the supply chain, and create more jobs and opportunities in the sector.
 - **Creating a compassionate council.** We want to support all private residents within LBHF to have access to support that allows them to live in safe and comfortable home without causing financial stress.
 - **All residents in the borough live in comfortably, affordably heated and well adapted homes that are cost efficient and have zero carbon impact.** We want to retrofit homes to reduce carbon emissions
 - **Our heat and power are supplied by renewable energy** and, where possible, efficient local sources

Aim

9. LBHF are seeking to award a concession contract to provide a comprehensive 'one-stop-shop' retrofit service to support the able-to-pay market in accelerating the uptake of domestic energy efficiency and clean energy measures across LBHF. The service, operated under a concession contract, will provide a trusted, accessible, and supportive pathway for residents, addressing key barriers and empowering households to make informed decisions that contribute to the borough's goal of achieving net zero emissions by 2030.

Objectives

10. The objectives of the service are:
- Streamline the retrofit journey: offer end-to-end guidance and coordination support to help residents manage the multiple stages and stakeholders involved in retrofit projects.
 - Increase awareness and understanding provide clear, accessible, and tailored information to residents about the benefits, processes, and options for home retrofit, reducing confusion and misinformation.
 - Ensure quality and trust: establish, or leverage an existing, vetted network of reliable contractors and installers to ensure high-quality retrofit work and build homeowner confidence in the process.
 - Simplify access to financing: support residents in navigating the complex landscape of grants, subsidies, and financing products to make retrofit more financially accessible, especially for lower income able to pay households.

Requirements

11. Offer a trusted referral pathway on behalf of the council, enabling residents to procure professional services tailored to their individual needs, making the transition to energy-efficient living both seamless and effective.

12. Provide customers with a fully guided, end-to-end retrofit journey, offering expert support at every stage, from initial home visit assessment (whole house survey), project coordination to project completion and evaluation at no more than market price. Engage in survey or plan follow up discussions. The service should be available to all domestic buildings and tenure types in LBHF.
13. Ensure customers are given realistic cost and energy bill savings estimates for each retrofit measure proposed, along with guidance on how measures interact for example improving insulation could increase the efficiency of a heat pump. Also highlight potential risks such as insulation may cause damp and mould without increased ventilation.
14. The Council wants to ensure high-quality installations are delivered on customers' homes through the service, while also maintaining affordable prices for services. Therefore, full compliance with the PAS 2035 standard is not required for works overseen by the Concessionaire. Instead, the overall principles of PAS 2035 should be followed to ensure high quality works and to avoid unintended consequences like damp and mould on residents' homes.
15. Connect customers with trusted installers through a vetted network of certified professionals, ensuring high-quality installations. Installers should follow the overall principles of PAS 2035, and we encourage the use of Trustmark (PAS 2030/2035-certified) installers. However, installer PAS 2030/2035 certification is not a requirement. Heat pumps
16. and solar panels must be delivered by MCS installers. Residents using the service should also have the option to use their own installers (at their own risk) if desired.
17. Provide customers with technical specifications for installers, handling of installer quote process and appointment of vetted installers, quality checks and approvals on installer works
18. Facilitate access to finance by guiding and supporting customers to apply to funding opportunities such as government grants, and signposting to innovative financing products such as green loans and mortgages.
19. Provide support to ensure that measures are installed and function correctly, and assistance in the event that problems occur. If installers are unresponsive, the Concessionaire should work with the resident to refer any issues to Trustmark, MCS, insurers or another appropriate body to ensure that measures receive the appropriate certification. If an installer goes into administration, the Concessionaire should support residents to recover lost funds via appropriate routes, such as insurance, Chargeback, credit cards/ section 75. The Concessionaire should be willing to assume ultimate responsibility for any issues experienced by customers using a recommended or accredited installer. It is expected that the Concessionaire will resolve all installation related issues with the installer and resident.
20. Work with all interested customers to provide this service, regardless of the type of home they live in such as flats or their housing tenure, ensuring inclusivity and equal access to retrofit support. LBHF recognise that leaseholder agreements may cause delays for some properties.

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21. Increase green skills within the workforce by providing training opportunities to SME, apprenticeships, and upskilling initiatives for professionals in the retrofit sector, fostering a sustainable skills pipeline.
22. Cobranded landing page/website with relevant information and links for the service, fully integrated with council webpages where appropriate.
23. Development of tailored full home energy plans, with options to prioritise cheaper and more cost-effective measures.
24. A further breakdown of what is expected in a whole house survey that is carried by a retrofit assessor (exceptions may be made to remove specific assessments or surveys if they are deemed unsuitable for the dwelling or do not align with the customers' needs):
- Retrofit assessment
 - Full RDSAP10
 - Pre/Post retrofit air permeability test for air tightness
 - Damp and mould survey
 - Borescope Survey
 - Measured building survey
 - Property details: information on the building's age, constraints, planning permissions required (if any), and any relevant documentation required.
 - Energy Usage: energy bills from the past year to understand consumption.
 - Occupancy: information from the residents about their priorities and how they use the property.
25. A further breakdown of what is expected in a Whole house retrofit plan carried by a retrofit coordinator
- A tailored retrofit plan that states out the energy efficiency recommendations, low carbon energy systems and clean energy and details on ventilation and airtightness.
 - This should include cost and carbon savings to help the occupant plan
 - A phased approach with a staged sequence of works to help manage cost and ensure measures are implemented either logically or most efficiently
 - Identify potential risks and opportunities such as building specific constraints and future regulations, green finance options and grants available.
 - A plan for ongoing monitoring of retrofit after completion
 - Consider the occupant health, financial situation, regulatory compliance, and the property's specific condition and context.
26. A further breakdown of what is expected in retrofit coordination
- Pre contract coordination (property assessment, planning and design, following PAS principles and stakeholder management)
 - Post contract coordination (installation execution, quality and risk management, compliance and evaluation)
 - Actioning the Party wall notification
 - Actioning the Trustmark lodgement
 - Planning application (excluding application fees)
 - Heritage impact assessment
 - Review and oversight of contractor designs
27. Upon request or if required, support customers with:

- Technical retrofit design
- Mechanical and Electrical design
- Solar PV Design
- Principal Designer (CDM & Building Regs)

28. *Desirable* Free online assessment tool to provide customers with an indication of their bill savings, emissions savings, and costs under different financing options based on high level household inputs

29. Ensure that there is in place and duly signed:

- A separate contract between the customer and the Organisation for the carrying out of a survey
- An appropriate JCT contract between the customer and the Installer.

30. Customers will have the flexibility to choose their own installers and explore green finance options, while still retaining full access to the retrofit coordination service and the associated quality checks subject to the retrofit coordination fee (if applicable). It is recognised that customers that choose to use their own installer may not be eligible to the same levels of guarantees and assurance from the Concessionaire. This should be made clear to customers by the Concessionaire.

31. Note that opportunities for customers to participate in bulk purchasing to reduce equipment costs as part of the service would be welcomed by LBHF.

Pricing:

33. LBHF will assess bids based on the greatest economic advantage providing the best service to the Council and its residents.

34. The Concessionaire will have permission to use LBHF branding in advertising its services.

35. LBHF will direct residents to the Concessionaire's services in communications and engagement.

36. The landing pages/websites and any high-level online assessment tool must be free to access for residents.

37. The Concessionaire may charge residents for its other services but should not charge above the market rate.

38. The Concessionaire may benefit from economies of scale through aggregated demand across participating boroughs. It is expected that increased service volumes will lead to more competitive pricing and better value for money for residents.

39. The Concessionaire may offer the Council a concession fee for the privileges awarded by the concession contract

Branding and Communications

40. The Concessionaire is expected to describe, market and brand the service as part of the H&F Healthy Homes programme.

41. All online and offline media and comms will need to be approved by LBHF and will be supplied by LBHF as directed.
42. If other London boroughs join in the future, the Concessionaire is expected to create subsites to promote the service for all participating boroughs.
43. All official correspondences (newsletters, website, case studies, etc) must go through official Council channels and should be signed off by the relevant LBHF comms team prior to release.
44. LBHF is trialling its first private housing *place-based decarbonisation scheme* in the Wendell Park area, using intensive, targeted communications and engagement to drive clean energy measures in the neighbourhood via an expert engagement agency. The Concessionaire should support these efforts by working with both LBHF and the agency.

Expected Outcomes and Outputs in H&F

Outcomes:

45. Provide a comprehensive whole house survey and provide sufficient information and support throughout the end-to-end retrofit process, helping residents prioritise measures with the best financial and carbon return.
46. Reduce energy consumption and energy costs for residents
47. Reduce GHG emissions measured as tCO₂e pa, and improve air quality to deliver on net zero ambitions
48. Increased take up on retrofitting, and number of measures installed as a result of the service.
49. Provide clear signposting and tailored guidance to available retrofit grants to boost uptake, alongside other support to break down the barrier of upfront costs such as accessing green finance options. This includes clear communication that is accessible to various residents including different age groups, gender, ethnicity, disability, and health conditions.
50. Connect residents to trusted installers, ensuring high quality, compliant retrofit measures are carried out efficiently and effectively.
51. Accelerate the deployment of low carbon heat and reduce reliance on fossil fuels such as increase adoption of zero emission alternatives to carbon-based gas heating and cooking systems, such as air source heat pumps (ASHP) and electric cooking appliances.
52. Strengthen relationships with local SMEs and increase green skills by supporting workforce training, apprenticeships, and upskilling initiatives for professionals in the retrofit sector.

Programme Outputs:

53. Consolidate a coherent brand under H&F Healthy Homes in LBHF to increase awareness of the importance of retrofitting, including low carbon heat, to dispel myths and influence behavioural change. H&F Healthy Homes is already the brand used for the Council's services to fuel poor residents and will become the brand covering all of the Council's energy services to residents.
54. Create white labelling subsites to promote the service if required and for any further participating boroughs in the future.
55. Provide a comprehensive and affordable whole house survey and provide sufficient information and support throughout the end-to-end retrofit process, helping residents understand risks and the impact measures will have, including priorities by the best financial and carbon return.
56. Reduce energy demand and carbon emissions in LBHF
57. A very positive result (80%) from satisfaction surveys of end-to-end process or whole house plan, ensuring that all enquiries are responded to within three working days.
58. Support the supply chain to meet the increasing demand, for example by building relationships with local SMEs, and increase green skills by supporting workforce training, apprenticeships, and upskilling initiatives for professionals in the retrofit sector.

Added Value Outputs:

59. Good news stories and case studies e.g., whole house plan completed, and retrofits completed and impacts of the services. At least three case studies a year.

Contract Management:

60. A contract manager is required to manage this partnership directly with the council.

Key Performance Indicators (KPI):

Ratings	Description	Action taken
1.	Critical Failure	If more than 50% criteria scored "1", contract extension will not be considered, risk of early contract termination.
2	Below Expectations	Authority will meet with Concessionaire to rectify; warning letter will be issued if 30% of criteria rated 2
3	Meeting Expectations	No remedial action required.
4	Exceeding Expectations	No remedial action required.
KPI (per borough)		Description

<p>45 whole house surveys per year in Hammersmith & Fulham (excluding the Wendell Park target area)</p> <p>10 whole house surveys per year in Wendell Park, H&F</p> <p>20% conversion from whole house survey to installation</p> <p>Estimated carbon emission savings of 12,000 kg CO₂e (or 12 tonnes) p.a.</p> <p>Estimated annual energy cost savings of at least 10% for each household installing measures</p> <p>40 Boiler upgrade scheme grants claimed as a result of the service</p> <p>80% or higher satisfaction survey from end to end retrofit service and/or whole house plan</p> <p>Strengthen relationships with local SMEs and increase green skills by supporting workforce training, apprenticeships, and upskilling initiatives for professionals in the retrofit sector.</p> <p>100% = reporting of whole house survey delivered.</p> <p>100% = reporting of types of energy efficient measures or clean energy measures installed and estimated emissions and money saved.</p> <p>100% = Details of any uptake of grants</p> <p>100% = Resident's EDI information captured such as age (seniors), gender, ethnicity, disability, and health condition</p>	<p>1. Critical Failure</p> <ul style="list-style-type: none"> Monitoring and Reporting: Reports are consistently incomplete, inaccurate, or missing key performance data (e.g., retrofit uptake, carbon savings, types of retrofits, resident metrics). Service Delivery: Whole home survey and recommended installers are not following the PAS 2035 principles or causing unintended consequences such as damp and mould. Outputs such as whole house survey, financing support, recommendations to trusted installers and low conversion rate from whole house survey to retrofit installation, poor survey satisfaction are underperforming by 50% or more against agreed targets. Communication and Promotion: No promotion of good news stories or success cases. Council branding is not used consistently. Communications are sent without prior approval, risking reputational damage. Project Risk Management: Issues affecting delivery from the retrofit coordination are not reported or mitigated, resulting in significant delays, reputational harm, or potential project failure. <p>2 Below Expectations</p> <ul style="list-style-type: none"> Monitoring and Reporting: Reports are occasionally incomplete, inaccurate, or missing key performance data (e.g., retrofit uptake, carbon savings, types of retrofits, resident metrics). Service Delivery: Whole home survey and recommended installers are sometimes not following the PAS 2035 principles or causing unintended consequences such as damp and mould. Outputs such as whole house survey, financing support, recommendations to trusted installers and low conversion rate from whole house survey to retrofit installation, poor survey satisfaction are underperforming by 30% or more against agreed targets. Communication and Promotion: Minimal promotion of good news stories or success cases. Council branding is sometimes not used consistently. Communications are sent without prior approval, risking reputational damage. Project Risk Management: Issues sometimes affecting delivery from the retrofit coordination are sometimes not reported or mitigated, resulting in delays, reputational harm, or potential project failure.
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	<p>3 Meeting Expectations</p> <ul style="list-style-type: none"> • Monitoring and Reporting: Reports are consistently accurate and include all key performance data (e.g., retrofit uptake, carbon savings, types of retrofits, resident metrics). • Service Delivery: Targeted and comprehensive whole home survey and recommended installers are following the PAS 2035 principles and installations are working as expected. Outputs such as whole house survey, financing support, recommendations to trusted installers and conversion rate from whole house survey to retrofit installation, poor survey satisfaction are meeting expectations. • Communication and Promotion: Promotion of good news stories or success cases. Council branding is used consistently. Communications are sent with prior approval. • Project Risk Management: Issues affecting delivery from the retrofit coordination are always reported or mitigated, not resulting in delays, reputational harm, or potential project failure. <p>4 Exceeding Expectations</p> <ul style="list-style-type: none"> • Monitoring and Reporting: Reports is not only consistently accurate but comprehensive and include all key performance data (e.g., retrofit uptake, carbon savings, types of retrofits, resident metrics). • Service Delivery: Highly targeted and comprehensive whole home survey and recommended installers not only following the PAS 2035 principles but installations are working as expected. Outputs such as whole house survey, financing support, recommendations to trusted installers and conversion rate from whole house survey to retrofit installation, survey satisfaction are exceeding the KPIs. • Communication and Promotion: Promotion of good news stories or success cases. Council branding is used consistently. Communications are sent with prior approval. • Project Risk Management: Issues affecting delivery from the retrofit coordination are always reported and mitigated, not resulting in delays, reputational harm, or potential project failure.
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Resident care

61. The Concessionaire is expected to treat all residents in line with established Resident care and equality principles. Resident care includes demonstrating respect, clear and accessible communication, responsiveness, empowerment, consistency, confidentiality, and a commitment to continuous improvement.

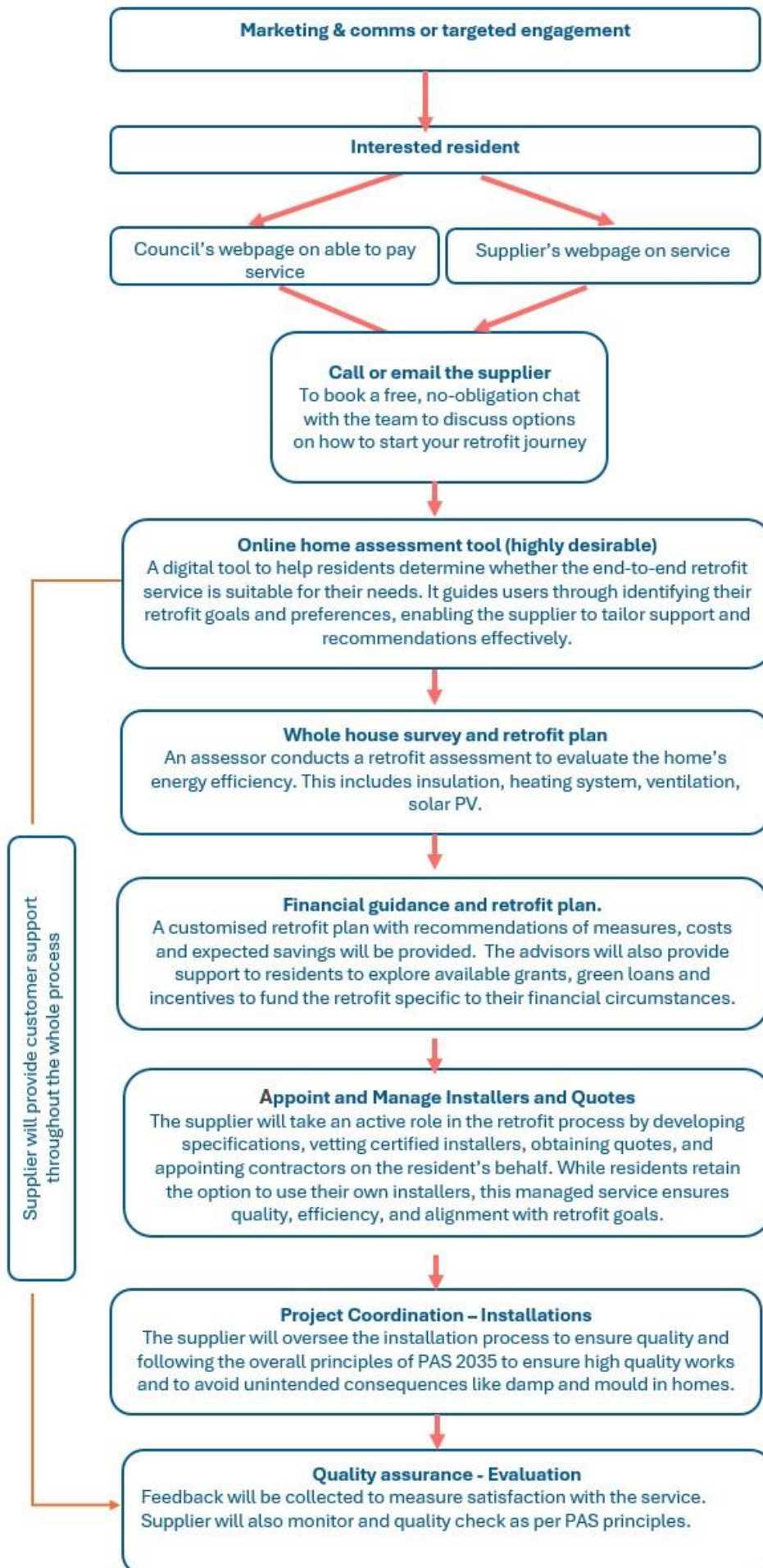
62. In addition, the Concessionaire must uphold equality principles by ensuring fair and inclusive access to services for all residents regardless of ethnicity, age, disability, or income ("lower income able to pay" households). All practices must comply with the Equality Act 2010.

63. The successful Concessionaire must also have a clear and accessible complaints procedure, enabling residents to raise concerns and receive timely, fair responses.

Payment

64. Customers and Installers will pay fees to the Concessionaire for its services. The Concessionaire will receive fees from Customers for carrying out surveys, retrofit plans, coordination and evaluation, and fees from Installers for referring Customers to the Installers. For this purpose, there shall be a contract between the Concessionaire and each Customer (for retrofit journey service), a contract between each Customer and the Installers (for the Works), and a contract between the Concessionaire and the Installers (for the referral fee).

Resident Resident journey



Reporting to:	Fuel Poverty and Energy Efficiency Lead, Climate and Transport Team, Place Department, Hammersmith & Fulham Council.
Location:	Online via outlook and phone
Frequency:	Monthly reports to be provided in MS Word Format and numerical data reports in Microsoft Excel monitoring spreadsheet, annual evaluation.
Meetings	Concessionaire and LBHF to review progress and updates monthly.
Monitoring	<ul style="list-style-type: none">• Number and type of retrofits completed• Number and type of retrofit grant uptake• Number of whole house survey completed• Satisfaction survey results• Energy bill savings• Carbon savings
Contract duration:	The Council proposes to enter into 1 (one) Contract for a minimum of 5 years, with a break clause included at the end of each year, allowing the council to terminate the contract should any significant issues arise with a one month notice period.