



Warmer Homes London Delivery Plan 2025-26

Helping to make Londoners' homes greener, healthier & more affordable to heat



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In partnership with

MAYOR OF LONDON



Warmer Homes London Delivery Plan 2025-26

Foreword

by Mete Coban & Grace Williams on behalf of Warmer Homes London board

We are incredibly proud that Warmer Homes London is now operational with a remit to tackle fuel poverty in London and turbo-charge the capital's retrofit revolution.

This is about so much more than retrofitting buildings. On an individual level, it is righting a number of wrongs. Like the fact that every winter, hundreds of people across our country die prematurely as a direct result of living in cold and draughty homes. It is a tragedy that is avoidable. The UK has the worst-insulated homes in Europe, losing heat three times faster than typical German homes, but our progress in upgrading them over the last decade and a half has been woefully slow.

Warmer Homes London was launched earlier this year by London Councils and the Mayor of London, with a mission to make Londoners' homes greener, healthier and more affordable to heat by being more energy efficient. In addition to the



Mete Coban, Deputy Mayor of London for Environment and Energy



Warmer Homes London shows London's readiness to forge bold new partnerships at a time when there is fresh impetus to remove the barriers which hold back quality delivery at scale. Together we can align the UK's ambitions for national government's ambition for warmer homes with the delivery mechanisms that take the opportunities direct to Londoners. By working in a new way with the Department for Energy Security and Net Zero, as well as with housing



Cllr Grace Williams, Leader of Waltham Forest

associations, the supply chain, community energy groups, and training organisations we can move beyond the constraints of start-stop funding that short-change Londoners who are most in need.

This initial Delivery Plan for Warmer Homes London sets a clear direction of travel, pulling together London government's delivery-enabling capabilities and providing a stable financial footing for a long-term approach. By focusing on upgrading homes, we can not only reduce carbon emissions, but also reduce fuel bills and tackle health issues caused by mould and damp, improving people's health and life chances. This collective approach across London will give certainty to contractors to plan and grow, while delivering strong value for money for taxpayers.

We are at the start of an exciting journey to provide collective leadership for the capital as we transition towards a greener economy. By working in partnership, the Mayor and boroughs together, we can make London a global leader in delivering large-scale, impactful change of this kind.

What is Warmer Homes London?

Helping to make Londoners' homes greener, healthier & more affordable to heat

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What is Warmer Homes London?

Launched in February 2025 by London Councils and the Mayor of London, we are a **new organisation**.

Our role is to tackle the systemic barriers and fragmented approach to retrofit.

Using data insights, we'll deliver better value for public funds and accelerate quality, large-scale retrofitting.

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Our early focus is on **social housing**, **lowincome owner-occupiers and private renters**—those most vulnerable to fuel poverty.

Initially, we will run two capital funding programmes:

- Warm Homes: Social Housing Fund Co-funded by 27 boroughs and housing associations. England's largest DESNZ appointed Strategic Partnership.
- Warm Homes: Local Grant 31 boroughs and the GLA collaborating to deliver for low-income private and rented housing.

We're working with partners to improve delivery under current funding regimes. We will pave the way, working with our partners and government, for area-based retrofit across **all tenures** and advocating for increased, flexible investment.

Warmer Homes London shows how making the city more affordable for citizens aligns with tackling the climate crisis. Practical measures like wall insulation, heat pumps, and solar panels will make homes more comfortable yearround.

Our strategic ambition

It is now more important than ever to address the challenges Londoners face in warming their homes in winter and staying cool in summer. We must **address the rise in fuel poverty from increasing energy costs and poorly insulated homes, and its associated impact on** Londoners' health. Our vision for the first three years is to achieve:

- retrofit delivery that is impactful and builds our track record.
- A focus on consistent quality of implementation
- Powers and funding devolved to London for London.
- Increased economic prospects for Londoners through retrofit.

There is a massive funding shortfall to meet our retrofit ambition and Net Zero goals – estimated at £500m next year alone - with even greater costs if we don't. **Creativity**, **collaboration and long-term affordable financing is needed**. For the first time, London will hold the data on our housing stock, contract performance and the impacts of retrofit measures on carbon emissions, in one place. WHL will build partnerships and data insights so that subsidies can **leverage the wider investment we need.**

We will be successful when we are achieving high levels of retrofit based on trust, London employment in the sector grows and we provide measurable benefits for Londoners' health.



Greener - 17% of UK carbon emissions come from the

The challenges we face

residential heating.

Healthier - £1.4bn

the NHS spends each year treating illnesses linked to cold or damp housing.

More affordable - 10% of Londoners are in fuel poverty.

Supply chain and market development: The retrofit supply chain remains underdeveloped causing slow rollout, high costs and uneven quality.





Low public awareness and engagement: Many Londoners remain unaware of the benefits of retrofitting, and worried about the cost and disruption.

The Retrofit Challenge, Quantum Group, 2024.

Coordination challenges: Retrofit upgrades are delivered in a fragmented and often competing way.



Funding shortfalls and inefficiencies: London receives a disproportionately low share of national retrofit funding. Significant shortfall in investment to reach Net Zero



National and regional retrofit skills shortage: To meet demand, the construction industry needs to upskill 400,000 workers by 2030

The Retrofit Challenge, Quantum Group, 2024.

Challenges with building stock:

London has England's oldest housing stock. More people live in flats or leasehold properties than any other region. Single tenure, one-size-fits-all funding schemes are ineffective.

In 2023-24, retrofit delivery rates for **London's social housing was only 51%** of where it needs to be

And the rate and funding of retrofit **will have to increase by 15 times by** 2030 to be on target.

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How will we address these challenges? Our 5 Strategic Pillars



The resident experience will be at the heart of all our work

Warmer Homes London's Goals



What we will deliver

Year 1: Projects and Programmes

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Strategic Implementation



We will better coordinate and measure our retrofit effort across London to advance towards resident focused, area-based delivery



We are starting with

Grant Programmes designed, secured & established: £231m grant funding delivery Warmer Homes: Local Grant (WH:LG) Warmer Homes: Social Housing Fund (WH:SHF) offering additional incentives and flexibilities. Over 3 years this will deliver quality retrofit to c12,000 homes in social, private rented and low-income owner occupier sectors.

Coordinated Programme delivery: support economies of scale and knowledge sharing to develop area-based approaches, preparing us to secure further funding from DESNZ when available.



Pan London retrofit progress reporting: establishing the framework for reporting on WHL's contribution to London's Net Zero goals.

Consistent customer journey &



grant funding programmes to co-design with residents, and trusted referrers, Londoners' journey to retrofitting their home with the support they need. Though setting consistent customer satisfaction metrics, define the data

Investme

25/26:

£1.152k

Procure delivery partners for Local Grant: supporting a collaboratively designed service model for this 3 year capital programme, focused on improved outcomes and resident experience.

platform which enables us to drive up quality and trust.

Integrating climate resilience: Piloting installation of adaption measures alongside WH:SHF funded retrofit to support long term resilience and healthier outcomes.

4 Target deliverables

- a. First tranche delivery of the £231m grant funding delivering c.2,000 retrofitted homes across WH:LG and WH:SHF
- b. Pilot pan-London platform for tracking and reporting retrofit progress
- c. Progress towards consistent collection of customer satisfaction data
- d. Pan-London toolkit in place to improve resident engagement and contribute to increased retrofit uptake.

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Towards area-based delivery

Our vision is for homes upgrade to happen across neighbourhoods, building economies of scale and reducing costs all rooted in community-wide, cross-tenure participation.

Our starting point is London's Warm Homes grant programmes. This creates a £231m delivery pipeline across the vast majority of London which Warmer Homes London supports from Year 1.

These 3-year programmes create the collaborative capability and a platform through which we will test, learn and build towards areabased delivery.

Awarded	WH: SHF	WH: LG
Grant announced	£78m	£53m
Co-funding contribution	£100m	N/A
Total investment value	£178m	£53m
Number of homes improved	c.8,000	с.3,600



Funding & Finance

1 Priority

We will improve access to capital to invest in retrofit in London.



We are starting with

Additional grant programme **flexibility**. By supporting collaboration, we have already improved **the quantum and flexibility of capital funding** available to unlock opportunities for innovation in delivery with, and through, partners across social and private rental sectors.



Year 1 Projects

Increasing ECO funding: working with contractors and energy suppliers to secure more ECO funding for London.

Investme 25/26: 35k

Leveraging existing investment: coordinate learnings from London Borough' private finance pilot projects which leverage additional private financing (eg retrofit credits).

Heat as service: Data from pilots of new finance mechanisms leveraged to increase delivery partner and market understanding and confidence.



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- a. Data from pilots of new finance mechanisms leveraged to increase delivery partner and market understanding and confidence
- b. £6m additional ECO funding leveraged for London.

Data

1 Priority

We will develop consistent, transparent data to drive effective and value for money retrofit.

We are starting with

WH:SHF and then WH:LG to provide opportunities for insightful data analytics, with visibility of decarbonisation projects by place not tenure. 3 Year 1 Projects

Data infrastructure for measuring retrofit outcomes: we will combine learnings from a LOTI-led damp and mould sensors project across 18 boroughs; smart meter consumption data held in the GLA-led London Building Stock Model (LBSM) and WH:SHF Partnership metrics on retrofit measures, costs and resident satisfaction.



Archetype retrofit solutions: Creating a logical, standardised and consistent naming convention for archetypes, ensuring key retrofit information is digitally interoperable and help assure they are easily recognisable for laypersons.

Built Environment Scanning System (BESS): Working in partnership with Innovate UK, enable remote scanning of up to 1 million homes for thermal and energy efficiency to improve stock data and prioritise delivery.

Deliverables

- a. Offer validated energy use data held by London Building Stock Model (LBSM) to SHF partners
- b. Mapping of London archetypes into funding programme pipelines and LBSM.
- c. Extend in-use sensor and monitoring London Building Stock Model to WH:SHF partners

Monitoring retrofit outcomes Cost per Measure Health Data Data is a vital element of the first stage of Warmer Homes London to: better evidence the positive Smart Meter Data health benefits of retrofit WHI London interventions to Londoners Data Dashboard • increase quality and reduce **Resident Satisfaction** the costs of works deliver insights that will allow us to scale retrofit benefits Thermal imaging (Built Environment Scanning System) pan-London **Temperature and Humidity** Sensors **Case Study** Figure 1. Schematic diagram of how sensors data is turned into actionable insights Automated **Towards Health Outcomes** daily alerts for at-risk Performance Insights: Monitorina: Sensor Project properties Sensors upload Monitor environmental risk We will expand a scheme run data everv 24 hours factors such as temperature initially run across 18 boroughs and humidity in partnership with LOTI to tackle damp and mould. Alerts set up to identify damp and mould risk to inform the This sensor data will be housing provider combined with smart meter data via the London Building Stock Model and cost per measure data from homes retrofitted by Data dashboard Sensor capture Automated lotí the WH:SHF Strateaic Partnership temperature and updated daily and weekly reports humidity data every displays all data assessing risk for which will be combined and hour collected all properties attributed to archetypes.

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Supply Chain

1 Priority

We will support market growth and develop skills to achieve our retrofit ambitions.



Retrofit cost information service: Aggregation of multiple datasets covering retrofit pipeline and delivery forecasts driving a culture of information sharing and collaboration for improved supply chain insight.

Supporting less experienced retrofit commissioners with consistent consultant scopes of service and works specifications. These incorporate the latest PAS 2035 (2023) standards and lessons from previous funding rounds to check procurement costs and control quality more easily. 3 Year 1 Projects

Social value investment service: Establish a pan London retrofit supply chain skills building service. Enable funds from social value clauses that are currently fragmented across social landlords to be more effectively invested.



Market development for private tenures: Working across community energy and contractor sectors through the delivery of the Local Grant to create new market opportunities.

Local supply chain development: Working through funded programmes to develop opportunities for local supply chain growth.

Support investment in the retrofit workforce: Leverage pipeline understanding to support partners' work with the Department for Education to shape additional investment in construction skills and align workforce development with London's climate and housing ambitions.

4 Deliverables

- a. Cost information service live best practice contract documents to supporting commissioners manage their supply chains more effectively.
- b. Establishment of a pan London social value investment and coordination service.

Capability Development

1 Priority

We will connect skills development and specialist technical expertise to delivery partners' needs to unlock sustained capability enhancement & improved outcomes.



We are starting with

Bid development & delivery assistance:

Commissioning and project delivery skills have been identified as a barrier to scale up, we are creating direct pathways for our partners to access the GLA's Zero Carbon Accelerator (ZCA) framework.

Retrofit best practice development and the advice and guidance developed for and with partners will continue to be shared:

- Synchronising retrofit & planning works
- Leaseholder recharging guidance



Year 1 Projects

Building on best practice development and sharing: through the final year of Retrofit London Programme and the new grant programmes peer-support structures, we will **identify the right capacity support** at the point it's most needed.

Investme 25/26: £102k

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Housing provider skills development service: We will use our delivery progress insights and trusted relationships to create a business case for substantial investment in the development of commissioners' skills in retrofit.



- a. ZCA supports building the capacity to deliver across London.
- b. Delivery of funding programmes build capacity and facilitates an informed commissioner development needs assessment.
- c. Skills development programme for retrofit commissioners within housing provider organisations scoped.

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Road to Change



The journey towards delivering warmer homes across London is not linear but we are working to a broad roadmap for change to achieve greater capital funding to improve outcomes for residents.



Resident-first - engagement and tools to support and build trust in retrofit to achieve resident led demand.

How will we do it?

Design Principles



We are committed to focusing all our delivery around our 3 core design principles:



Service delivery model

We will use an iterative approach, working with our stakeholders to prioritise, test, learn and implement sustainable services and at-scale programmatic delivery tools. We will follow a three-stage cycle:

Development of Concepts

Activity: Concepts outlining problems, ideas into projects or programmes to test/pilot/codesign

Benefit: identifying opportunities to apply existing solutions to enhance the delivery efficiency of partners' retrofit projects.

Year 1 examples: SHF Cost Information Service; mapping of remote thermal imaging into London's open access stock data, developing a common Resident First toolkit.



Project and programme

Delivery and oversight of concepts from initiation to completion capturing and sharing learnings and determining next steps **Benefit:** testing retrofit solutions at scale

Year 1 Examples: PV pilots across 3 boroughs and archetype mapping PV pilots across 3 boroughs and archetype mapping.

Service Management

Mainstreaming service delivery and in use oversight of proven services

Benefit: Deepening performance information and continuously improving services to support programmatic delivery of retrofit across the capital.

Year 1 Examples: Roll out of LOTI led borough damp and mould sensor programme to SHF delivery partners.



Delivery teams

Our teams will hold accountabilities for key portfolios of our work but will coordinate across our delivery priorities and the service lifecycle to collectively deliver on our goals. We are building a structure for our first 18 months. We will review as we deliver but expect to have a headcount of circa 20 by the end of this financial year.

Strategy and Services

- Accountability for the quality of product based services which support programmatic delivery.
- Leading the **test**, **learn**, **design** and delivery of sustainable enabling services which can unlock a step change in retrofit across London.

Operations

- Provide delivery and services programme and portfolio reporting.
- Support strategic alignment, effective decision-making, and organisational transparency needed for the operational excellence to achieve scaled retrofit across London.

Programmes & Partnerships

- Effective delivery of current and **design of future** capital funding programmes at scale.
- Focus on partnership engagement & partner capacity building. Alignment of external insight and technical expertise.
- Contract management, monitoring and achievement of **agreed outcomes.**

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Collaborative governance

Warmer Homes London is jointly funded and governed by the Mayor of London and London Councils, in partnership with London boroughs and housing associations. Collective governance across the partners will establish structure, clarity, and accountability. This is developed so that Warmer Homes London operates smoothly, aligns with its objectives, and mitigates risks. This is essential to coordinate significant delivery programmes with assurance and shared ambition. We welcome the participation of housing associations in our programme delivery governance.

We will build critical friend relationships with expert stakeholders to address key barriers.

Our governance will ensure we have the right voices from across the system to assure our delivery and direction, whilst supporting the agility to learn as we develop.

Governance and delivery schematic

Our governance will align to our delivery principles



Warmer Homes London funding

Funding source	25/26 Income	26/27 Income	27/28 Income
Warm Homes SHF Strategic Partnership (DESNZ)	£751,173	£892,516	£916,043
Retrofit London Programme Partners	£437,0001	£O	O£
Warm Homes Local Grant (DESNZ)	£O ²	£474,198	£894,201
London Councils	£100,000	£100,000	£100,000
Greater London Authority	£3,000,000	£3,000,000	£3,000,000
TOTAL	£4,288,173	£4,4 66,713	£4,910,244

1. Year 3 of Retrofit London Programme in addition to legacy funding.

2. Warm Homes: Local Grant set up funding held by GLA until programme onboarding into WHL.

Expenditure plan

Strategic pillar and delivery costs	25/26 Budget	26/27 Forecast	27/28 Forecast
Strategic Implementation	£1,071,680	£1,818,143	£2,082,151
Finance & Funding	£35,082	£327,524	£505,385
Data Management	£382,301	£1,061,936	£761,005
Supply Chain	£211,073	£404,769	£528,429
Capability Development	£102,121	£383,166	£547,577
WHL Central Operations	£1,002,431	£1,038,248	£1,158,392
ΤΟΤΑΙ	£2,804,688	£5,033,786	£5,582,939

Collaborating for scale

Partnership has been fundamental in establishing Warmer Homes London. In this year we expect to shape the **delivery** and **funding partnerships** to address our strategic challenges. Opportunities to partner to accelerate scale up could include:



Public health, academic and philanthropic partners

Research partnerships to build the evidence base on improving health outcomes for citizens.



Energy market players

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Ensuring London is able to support the roll out of heat networks and heat pumps at scale.



Community Energy Advisors

Building the capacity for consistent, trusted referrals into partners' retrofit programmes.



Financing institutions

Explore long term CAPEX funding support and finance mechanisms to maintain delivery momentum.



Retrofit innovators and standards bodies

Refining and disseminating existing knowhow and data so we invest in scalability not duplication.



Fellow regional delivery enablers

Sharing and learning from others to scale cost effectively and contribute to the national system change mission.

Measuring our impact

Warmer Homes London's outcomes framework will measure where delivery has direct impacts on its mission. With sustained focus and increasing delivery scale, these direct impacts will contributes to longer-term benefits for London.

Impact		Transformation in the energy efficiency of London's homes. WHL will help make Londoners' homes greener, healthier and more affordable to heat.		
Outcomes	Category	Short to medium term	Long term	
(†)	Greener	Energy efficient homes	Contribute to achievement of London's Net Zero	
] Healthier	Evidence link between retrofit and health	Londoners live in healthier homes	
Ê	Affordable to Heat	Fuel poverty alleviation	Decarbonisation for all	
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Direct outcomes & indicators framework

Warmer Homes London will deliver impact by transforming residential energy efficiency in London. This will be evidenced by indicators collected and measured from Year 1, and developed in future years to continue to build alignment to our mission.

Outcome Areas	Y1 Indicators	Future Indicators
1. Increased quantity and quality of energy efficient homes: Ensure more homes are retrofitted to higher energy performance standards while maintaining high resident satisfaction through improved engagement, co-design, and aftercare	 Reduction in direct carbon emissions from domestic buildings upgraded Number of homes upgraded to C or above as a result of upgrades Resident satisfaction scores 	 Number of residents supported with aftercare Increase in retrofit uptake rate Bill reduction and fuel poverty alleviation
2. Improved investment planning through data: Support smarter retrofit decisions by using advanced data systems and consolidating cost information.	 Reduction in delay costs attributed to resident refusal CO2 saved 	 Reduction in cost inflation of projects within WHL partnerships
3. Compelling investment case for retrofit: Demonstrate a strong investment case to attract additional capital funding and resources for retrofit projects.	 Total amount of additional funding leveraged Number of homes within retrofit funding programme that incorporate private capital ECO funding leveraged 	 ROI per retrofit intervention Financing uptake by tenure
4. Resilient supply chain and opportunity for Londoners: build and sustain a skilled London workforce and resilient supply chain to support ongoing retrofit activity.	 Subscribers to social value investment service 	 Number of workers trained in retrofit skills Number of SMEs in the retrofit supply chain
5. Evidenced health and wellbeing improvements: Demonstrate the health and wellbeing improvements resulting from retrofitting, such as improved air quality and comfort in homes.	 Proportion of residents reporting improved health and comfort Improvement in indoor air quality in monitored homes Take up of sensors Reduction in damp and mould in monitored homes Number of fuel poor homes supported 	 Respiratory health proxies Health outcomes attributed to retrofit
6. Strategic insights to accelerate retrofit: Generate data- driven insights to improve consistency of implementation across all funded works, inform planning for area-based delivery, and support scaling of retrofit.	 Proportion of projects integrating learning loops into design Proportion of projects with before and after performance data captured (bills/CO2) 	Funding success rate from insight-led bidsPlanning/decision time saved

What we need to go further and faster

With our **partners' support**, data on real-time programmatic delivery and forecasts we can **create compelling cases for change across the delivery eco-system**. But we can't do it alone. We will call on key stakeholders to work with us:



Retrofit money for London, should be controlled by London. We will

support our founding partners to

advocate for:



contact@warmer-homes.london

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