Department for Business, Energy & Industrial Strategy

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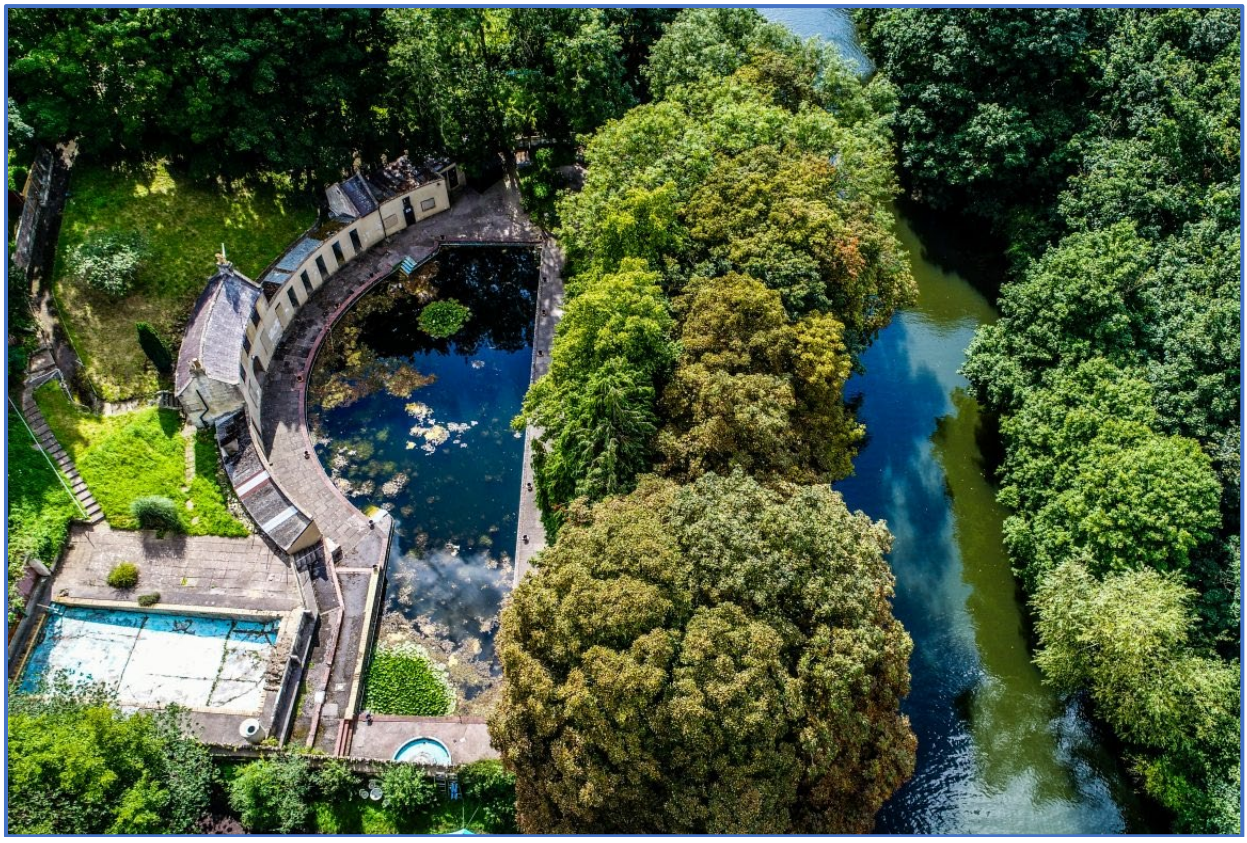
Public Sector Decarbonisation Scheme

Phase 1 Summary Report



January 2022

Public Sector Decarbonisation Scheme

Phase 1 Summary Report

This report provides an overview of applications received and grants awarded through Phase 1 of the Public Sector Decarbonisation Scheme.

A list of all projects funded in Phase 1 of the Public Sector Decarbonisation Scheme, and short summaries of these, can be found on the Public Sector Decarbonisation Scheme gov.uk page.

Title image: Bath and North East Somerset Council

Bath and North East Somerset Council has been awarded £998,909 for two projects to upgrade two Council owned sites. The Cleveland Pools, the UK's oldest public outdoor swimming pools, will receive a water source heat pump to heat the pools. Charlton House care home in Keynsham will also receive ground source heat pumps and solar panels, as well as new insulation and upgraded lighting to energy efficient LEDs. This will contribute to the Council's commitment to reach net zero by 2030.

Image by: Multnomah Media Ltd via Cleveland Pools Trust

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enquiries@beis.gov.uk

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Ministerial Foreword

In 2019 this Government committed to reducing all greenhouse gas emissions to net zero by 2050. We were the first major economy in the world to do so, showing that the UK is serious about reducing our emissions and solving the global challenge that climate change presents.

There is no doubt that we have a lot of work ahead of us in order to reach this goal, not least as we set about decarbonising the nation's buildings. However, we have already made great progress in reducing our emissions and I have no doubt that we will continue to do so, especially as we build back better from the impacts of COVID-19.

I'm therefore incredibly proud of our Public Sector Decarbonisation Scheme, which is both reducing emissions and supporting jobs across the country. The £1 billion of investment provided through Phase 1 of the scheme is helping essential buildings become cleaner and greener, supporting the effort of the public sector to reduce their two percent of the UK's emissions.

With funding from the scheme, hospitals are replacing coal-fired boilers with heat pumps; schools are becoming more energy efficient; and we are helping to bring much-loved historic buildings into the 21st century with sympathetic energy efficiency measures and new heating systems.

I am also proud of the effect this funding is having on the economy. The scheme is supporting jobs and the supply chain in the low carbon and energy efficiency sectors, helping us to build back better following the devastation caused by COVID-19. It is giving communities the facilities they deserve, regardless of their location.

There is still a long way to go until 2050, but with the assistance of initiatives such as the Public Sector Decarbonisation Scheme, I have every confidence that we can continue leading the world towards our net zero future.

Lord Callanan

Minister for Business, Energy and Corporate Responsibility

Executive Summary

The Public Sector Decarbonisation Scheme was announced as part of the Chancellor's 'Plan for Jobs 2020' and launched in September 2020. The scheme aims to support the UK's economic recovery from COVID-19, supporting up to 30,000 jobs in the low carbon and energy efficiency sectors. The scheme is also contributing towards wider net zero goals by reducing emissions from the public sector. Phase 1 of the scheme is providing £1 billion in grants during the financial years 2020/21 and 2021/22 for public sector bodies to fund heat decarbonisation and energy efficiency measures.

The scheme launched on 30 September 2020 and closed for applications on 11 January 2021. Demonstrating huge demand, we received 1642 applications, with an overall value of £2.38 billion.

Phase 1 of the scheme has now allocated all funding through grants. 461 projects were awarded funding through the scheme, to be delivered by 343 different public sector organisations.

Monitoring and evaluation of Phase 1 is being undertaken to check progress against planned milestones, to understand how well the scheme is delivering on its objectives, and to analyse how the scheme has performed against its intended impacts. The evaluation will also provide clarity as to how the policy can evolve to continue supporting decarbonisation of the public sector and enhance its ability to support our wider net zero goal.

1. Background

The Public Sector Decarbonisation Scheme provides grants for public sector bodies to fund heat decarbonisation and energy efficiency measures.

Phase 1 of the Public Sector Decarbonisation Scheme is providing £1 billion in grants over the financial years 2020/21 and 2021/22. The scheme is managed by the Department for Business, Energy and Industrial Strategy (BEIS) and is delivered by the BEIS non-departmental public body, Salix Finance Ltd ('Salix').

Phase 2 of the Public Sector Decarbonisation Scheme was launched in April 2021 and provides funding for the financial year 2021/22. Phase 3 of the scheme launched in October 2021 and will provide funding over the financial years 2022/23 to 2024/25. This report covers Phase 1 only. Reports covering Phase 2 and Phase 3 will be published separately.

1.1 Policy Drivers

Science and Industry Museum, Manchester

The Science and Industry Museum in Manchester, part of the Science Museum Group, has been awarded £4,288,727 to deliver improvements to the building fabric and to install new mechanical and electrical systems to the Museum's Grade II listed Power Hall. The funding will also deliver the infrastructure for a site-wide water source heat pump, including bore holes, ground source heat pumps and air source heat pumps across the historic site. This will contribute to the decarbonisation of the whole site which supports Greater Manchester's goal to become carbon neutral by 2038.

Image by: Science Museum Group

Phase 1 of the Public Sector Decarbonisation Scheme was announced as part of the Chancellor's 'Plan for Jobs 2020' and launched in September 2020. The £1 billion scheme aims to support the UK's economic recovery from COVID-19, supporting up to 30,000 jobs in the low carbon and energy efficiency sectors.

The scheme also aligns with the UK's ambitious goal to become net zero by 2050 and the Net Zero Strategy goal to reduce direct emissions from public sector buildings by at least 50

percent by 2032, and by 75 percent by the end of 2037, compared to a 2017 baseline. The scheme will reduce carbon emissions from the public sector, contributing to meeting Carbon Budgets 4 and 5.

1.2 Scheme Objectives

The objectives of Phase 1 of the Public Sector Decarbonisation Scheme are to:

- Deliver stimulus to the energy efficiency and low carbon heat sectors, supporting up to 30,000 jobs in the low carbon and energy efficiency sectors;
- Reduce carbon emissions from the public sector by up to 0.1 MtCO2e/year and up to 0.5 MtCO2e over each of Carbon Budgets 4 and 5.

Nottingham University Hospitals NHS Trust

Nottingham University Hospitals NHS Trust has been awarded £24,666,097 to deliver upgrades to the heating systems at Nottingham City Hospital. A new energy centre will be built to replace coal fired boilers, reducing emissions in one of the last hospitals in England to use coal. This is alongside the installation of heat pumps, solar panels, and LED lighting.

Image by: Nottingham University Hospitals

Deputy Chief Executive of Nottingham University Hospitals NHS Trust, Rupert Egginton, said:

"We are committed to doing everything possible to reduce our carbon footprint, and to upgrade our ageing hospital estate, which costs a lot to maintain and makes it much harder for us to deliver the outstanding patient care to which we aspire. This funding is a real step forward in helping us make City Hospital more energy efficient."

1.3 Eligibility

The scheme was open to public sector bodies in England, including central government departments and their non-departmental public bodies, the NHS, schools (including maintained schools and academies), emergency services, further and higher education and local authorities. Central government departments operating in areas of reserved policy (i.e., not devolved to Scottish or Welsh Governments or the Northern Ireland Executive) were also eligible to apply for funding for estates located anywhere within the UK.

A wide range of technologies were eligible for funding, including technologies which directly contribute to heat decarbonisation such as heat pumps and connections to low carbon heat networks. Other eligible technologies which support future heat decarbonisation include metering and upgrading electrical infrastructure. Energy efficiency measures such as LED lighting, insulation, glazing and ventilation were also eligible so long as the overall costs did not exceed £500 per tonne of carbon saved. Some technologies, such as battery storage, were exempt from the requirement to meet the £500 limit per tonne of carbon saved as they will enable future heat decarbonisation projects to take place.

Applicants who did not include low carbon heating measures in their application were required to commit to producing a Heat Decarbonisation Plan. A Heat Decarbonisation Plan sets out how the organisation's fossil fuel heating systems will be replaced by low carbon heating when the fossil fuel systems reach the end of their natural lifetime. The exception to this requirement was if the measures were for buildings which already use low carbon heating for all their heating requirements.

1.4 Timeline

The scheme launched on 30 September 2020 and closed for applications on 11 January 2021. When assessing applications, priority was given to projects which could complete by 31 March 2021. Funding is provided across both the 2020/21 and 2021/22 financial years.

1.5 Budget

Funding for Phase 1 of the Public Sector Decarbonisation Scheme was available for the financial years 2020/21 and 2021/22, with £600 million available to invest in 2020/21 and the remaining £400 million in 2021/22. Applications for projects which could complete by 31 March 2021 were prioritised for assessment and funding, with other applications assessed on a rolling basis.

Funding is provided to grant recipients using one of two legislations: Section 98 of the Natural Environment and Rural Communities Act 2006, and Section 31 of the Local Government Act 2003. Funding provided using the Natural Environment and Rural Communities Act 2006 is paid by Salix to grant recipients in arrears. Section 31 of the Local Government Act 2003 was used to issue grants directly from BEIS to local authorities in 2020/21 at the start of delivery to

address particular constraints on local authority budgets at the time, given other pressures (including the impact of the pandemic) in order to ensure projects could be delivered. Delivery of all projects is managed by Salix, regardless of the funding legislation used.

1.6 Monitoring and Evaluation

Monitoring of Phase 1 of the Public Sector Decarbonisation Scheme is being undertaken to check progress against planned milestones. Monitoring also provides real-time information on the status of the scheme. Crucially, monitoring data will also provide additional evidence for the scheme evaluation. The evaluation aims to learn lessons and highlight how to improve future policy further, as well as meeting our responsibilities to evaluate the effectiveness of our policies and demonstrate value for money in public spending. The evaluation will use quantitative and qualitative research along with secondary data analysis to investigate:

- How the processes and delivery have affected observed outcomes;
- How the scheme has performed against intended impacts; and
- Whether the scheme achieved its cost-effectiveness goals.

A consortium of external contractors has been appointed to deliver this evaluation, which will include gathering the views of a range of stakeholders, including grant recipients, technology installers and other supply chain representatives. The final report from the evaluation is planned to be produced in 2023.

University of Reading

The University of Reading has been awarded £3,273,240 to improve the energy efficiency of the university buildings. LED lighting will be installed across multiple buildings, alongside improved sensors and controls for multiple heating and ventilation systems. Inefficient specialist laboratory and farm equipment such as drying cabinets, refrigerators and freezers will be replaced with more energy efficient replacements. In addition, solar panels will be installed on Whiteknights campus, significantly increasing the university's onsite renewable generation capacity.

Image by: University of Reading

2. Applications to the scheme

The applications window for the scheme opened on 30 September 2020 and closed on 11 January 2021. Applications were assessed against the eligibility criteria set out in the scheme guidance.

Applications that met the eligibility criteria (summarised in Section 1.3) were funded on a rolling basis, with the exception of applications that had a completion date by 31 March 2021, which were prioritised for assessment and funding. By the time the applications window closed, the scheme had received a total of 1642 applications, with an overall value of £2.38 billion.

This section provides information about the number and value of applications to the scheme. It also provides an analysis of values by sector and region.

Abbey Multi Academy Trust, Leeds

Abbey Multi Academy Trust has been awarded £5,070,056 to replace gas heating systems with heat pumps and to install solar panels at its eight academies. This will help the Trust on its journey to becoming net zero.

Image by: Abbey Multi Academy Trust

2.1 Applications by value

No minimum or maximum value was set for applications, and applications ranged in value from £1,000 to £80.7 million. Over half of all applications were for less than £500,000. Meanwhile, over a third of the total value of all applications was requested through just under three percent (45) of all applications - these were each for more than £10 million. The median value of all applications was £339,349 and the average (mean) application value was £1,421,900.

Figure 1 below shows the number of applications by value band and Figure 2 shows the total value of all applications by value band.

Figure 1: Number of applications by value band

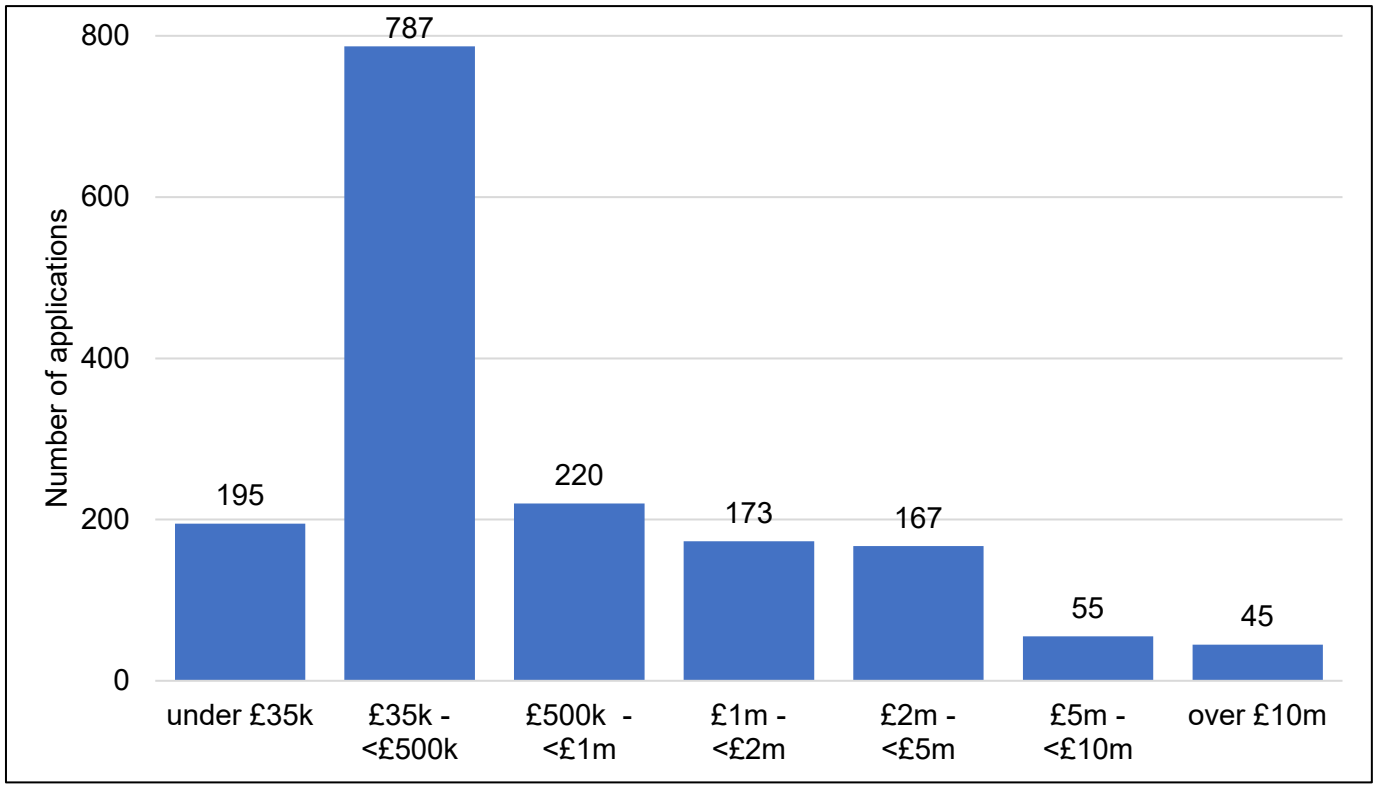
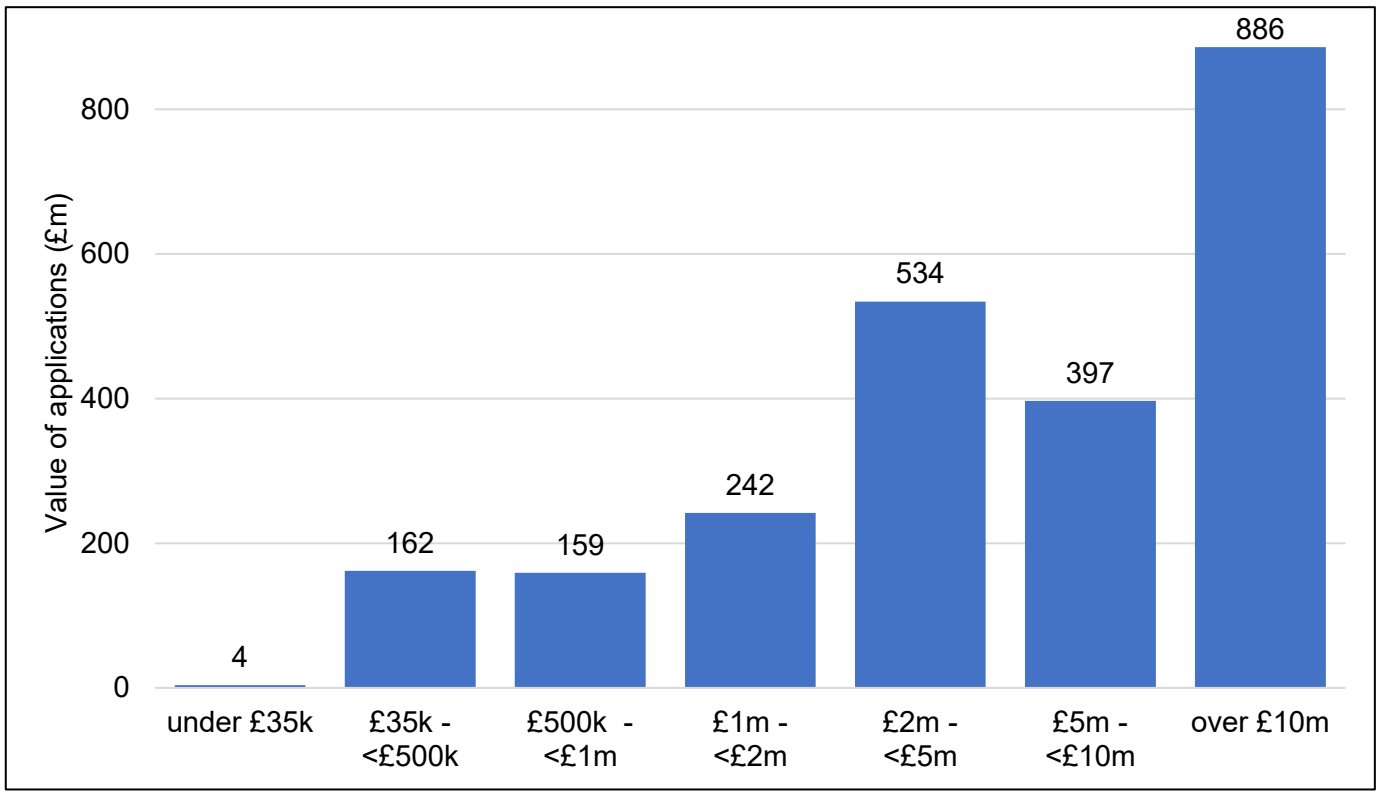


Figure 2: Total value of applications by value band



Doncaster Metropolitan Borough Council

Doncaster Metropolitan Borough Council has been awarded £1,718,412 to upgrade Askern Leisure Centre, one of only two remaining coal heated leisure centres in England. Coal fired boilers will be replaced with air source heat pumps, and solar panels with battery storage will be installed to provide a source of renewable energy. Single glazed windows will also be replaced with double glazing, and additional insulation will be installed. These will help contribute to the Council's commitment to become net zero by 2040.

Image by: Doncaster Culture & Leisure Trust

2.2 Applications by sector

Applications can be grouped into seven different public sector categories: schools (including maintained schools and academies), further and higher education, NHS, local authorities, central government, non-departmental public bodies, and emergency services. There were no limits on the number of applications an organisation could submit, meaning many organisations submitted multiple applications.

This section looks at the number of individual applications rather than the number of organisations which applied. It is important to note that local authorities were able to apply for funding across a wide range of buildings, including schools managed by the local authority. Therefore, applications for investment in schools are represented not only through applications received directly from schools, but also through many applications submitted by local authorities.

Over 40 percent of all applications were from schools (including maintained schools and academies). The NHS and local authorities applied for the largest amount of funding, with applications from each sector representing over 27 percent of the value of all applications.

Figure 3 shows the number of applications by type of public sector organisation. Figure 4 shows the combined value of applications by type of public sector organisation.

Figure 3: Number of applications by type of public sector organisation

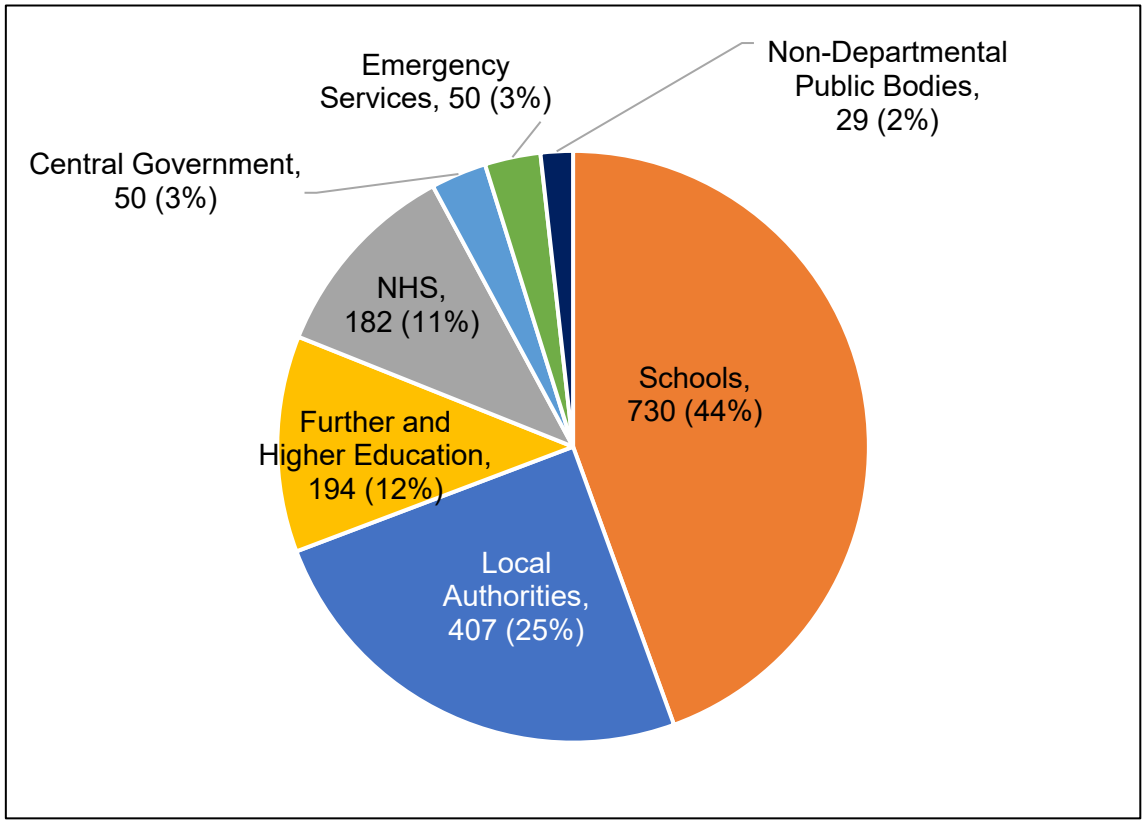
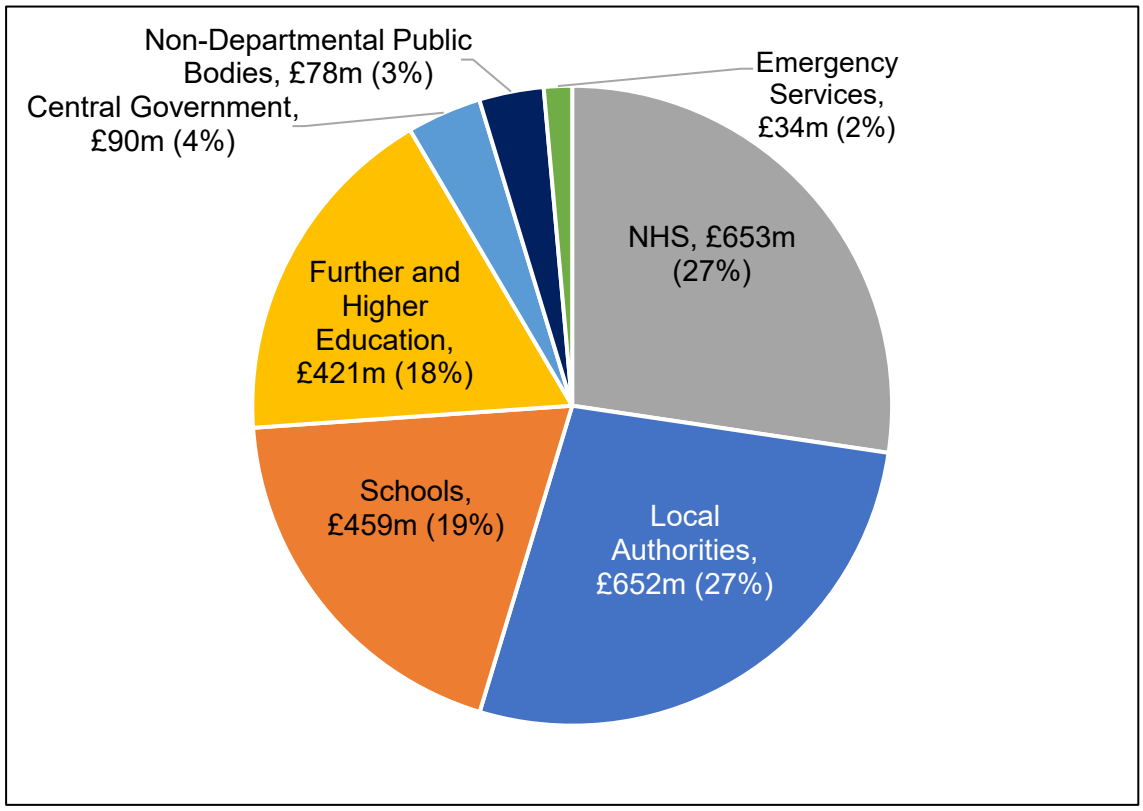


Figure 4: Value of applications by type of public sector organisation



2.3 Applications by region

The scheme was open to public sector bodies in England. Central government departments operating in areas of reserved policy (i.e., not devolved to Scottish or Welsh Governments or the Northern Ireland Executive) were also eligible to apply for funding for estates located anywhere within the UK. As a result, six applications were from outside England. All of these were for applications in Wales.

Table 1 shows the total number and value of applications across English regions and Wales.

Table 1: Number and value of applications across English regions and Wales

Region	Number of applications	Value of applications
North East	117	£123,439,952
Yorkshire and the Humber	137	£302,370,469
North West	172	£331,682,671
East Midlands	107	£163,589,819
West Midlands	154	£227,377,619
East of England	235	£195,758,798
South East	237	£290,530,745
South West	172	£182,962,497
Greater London	292	£495,327,353
Across regions	13	£62,008,529
Wales	6	£11,011,960
Total	1,642	£2,386,060,412

3. Grants awarded

Phase 1 of the Public Sector Decarbonisation Scheme has allocated £1 billion in grants. 461 applications were awarded grants to deliver projects, to be delivered by 343 different organisations.

Newcastle-upon-Tyne City Council

Newcastle-upon-Tyne City Council has been awarded £26,999,426 for six projects to install heat decarbonisation and energy efficiency measures in 16 schools, two leisure centres, two libraries, three Grade II listed cultural and creative venues, four depots and office complexes, and two industrial sites. Projects will install solar panels, smart building management systems, heat pumps, new LED lighting, battery storage, electrical upgrades and low carbon electric heating, more energy efficient windows, and better wall, roof and pipework insulation. In addition, various buildings, including a modern office and event space, will be connected to the heating network powered by their District Energy Centre.

Image by: Newcastle-upon-Tyne City Council

Council leader Councillor Nick Forbes said:

"This is a huge boost to help support our work towards achieving a net zero city. Removing up to 4,050 tonnes of carbon dioxide emissions each year – equivalent to taking 2,828 cars off the road - will really help towards our ongoing target of being net zero by 2030."

3.1 Grants by value

Over half of all grants were for less than £1 million. However, these grants represent only nine percent of all funding. Meanwhile, just 21 of the 461 grants are for over £10 million, representing nearly 43 percent of all funding. The median value of all grants is £615,000 and the average (mean) grant value is £2,169,194.

Figure 5 below shows the number of grants by value band and Figure 6 shows the distribution of the overall values of grants by value band.

Figure 5: Number of grants by value band

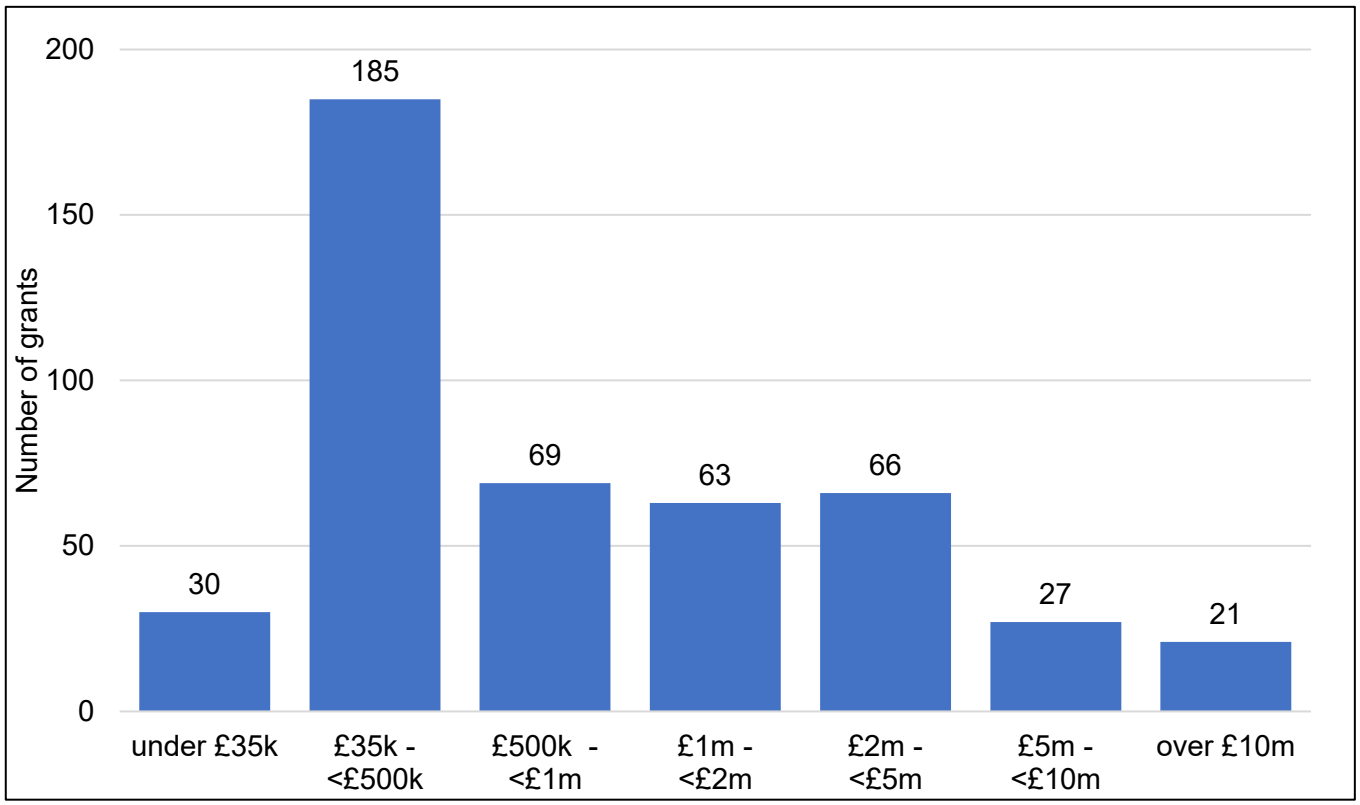
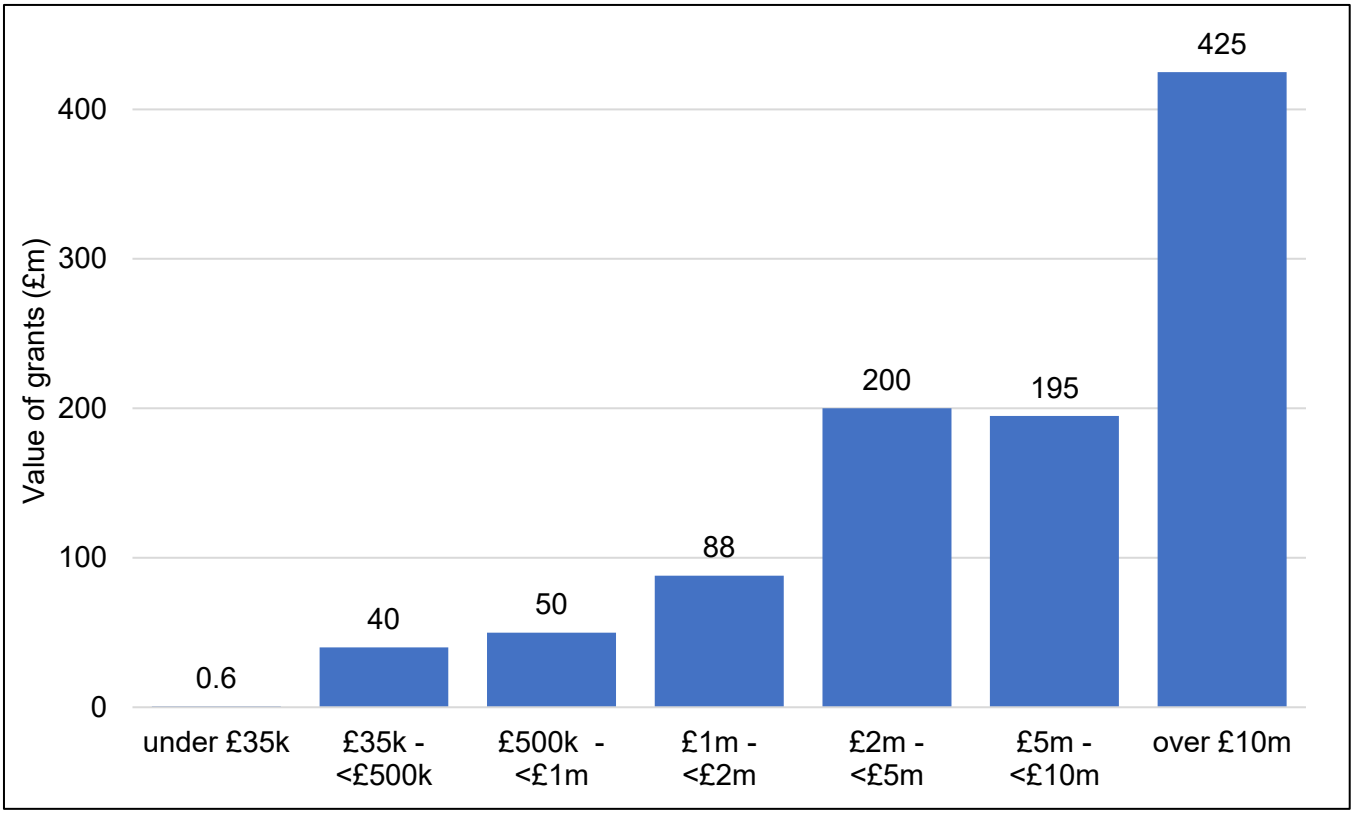


Figure 6: Total value of grants by value band



St Andrews Church of England Primary School, Gloucestershire

St Andrews Church of England Primary School in Gloucestershire has been awarded £114,175 to decarbonise its building and improve energy efficiency. This includes replacing its oil-powered boiler with an air source heat pump, installing solar panels, replacing single glazed windows with double glazing, and installing energy efficient LED lighting. The funding will help the school to meet its goal of becoming net zero.

3.2 Grants by sector

Grants were awarded across all categories of the public sector: schools (including maintained schools and academies), further and higher education, NHS, local authorities, central government, non-departmental public bodies, and emergency services. Local authorities received the largest number of grants, with 269 projects being delivered by 164 local authorities. Local authorities also received the largest proportion of funding, with £587 million being invested through these 164 local authorities.

It is important to note that local authorities are investing funds across a wide range of buildings, including schools managed by the local authority. The total investment in schools is therefore considerably higher than the amount of funding awarded directly to schools as grant recipients. The figures below reflect the organisations that are the grant recipients rather than the organisations benefitting from the investment through the grants (i.e., the local authority rather than the schools in which a local authority will invest the grant funding).

Figure 7 shows the combined number of grants awarded for each type of public sector organisation. Figure 8 shows the combined value of grants awarded for each type of public sector organisation.

Figure 7: Number of grants awarded by type of public sector organisation

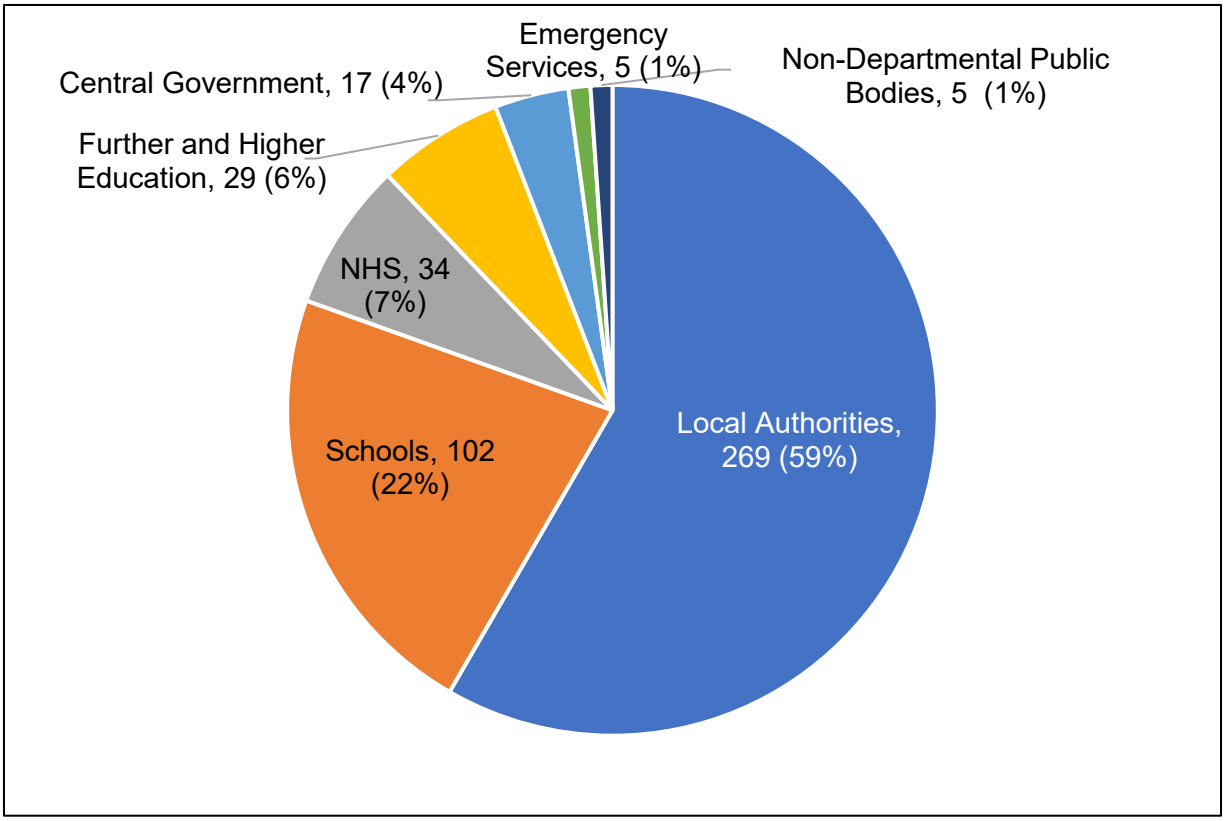
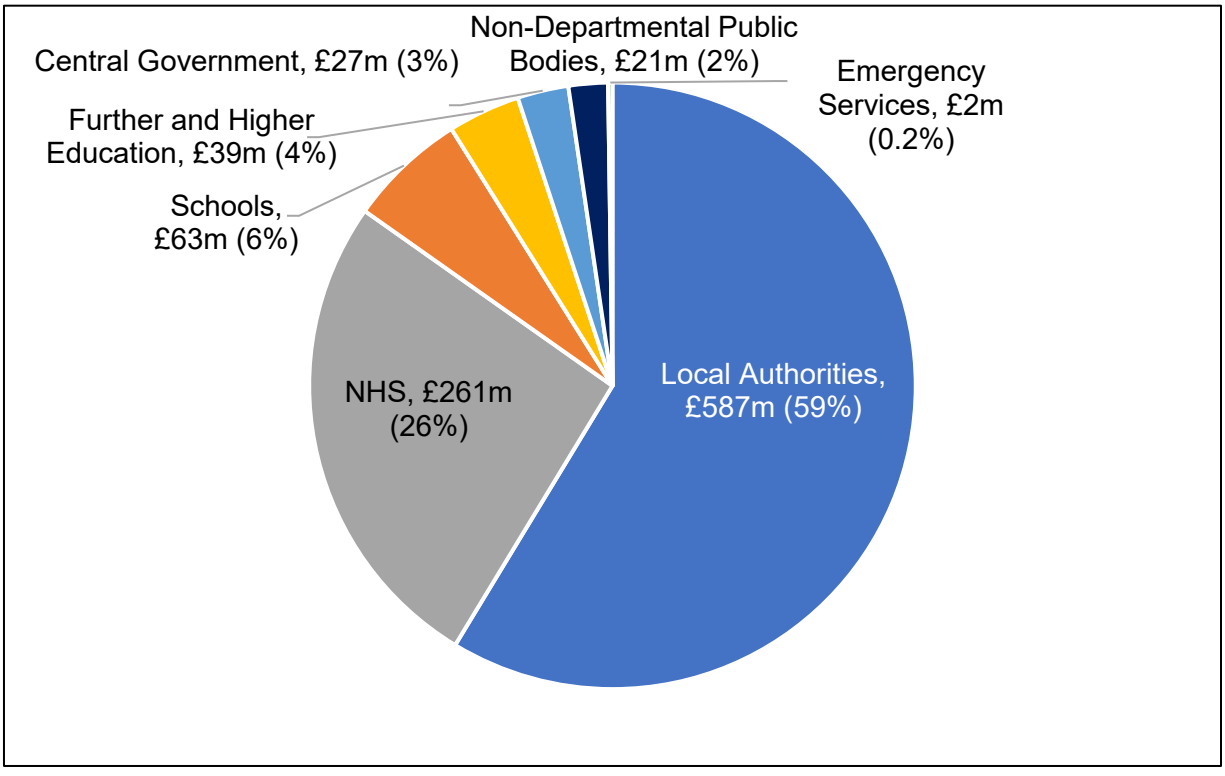


Figure 8: Value of grants awarded by type of public sector organisation



3.3 Grants by region

Table 2 shows how many grants were awarded, with the combined value of these grants, for English regions and Wales.

Table 2: Number and value of grants across English regions and Wales

Region	Number of grants	Value of grants
North East	35	£80,135,133
Yorkshire and the Humber	44	£146,353,303
North West	33	£134,245,995
East Midlands	27	£68,063,713
West Midlands	40	£57,077,862
East of England	69	£89,317,542
South East	84	£128,039,585
South West	51	£107,271,197
Greater London	69	£141,906,472
Across regions	6	£46,511,812
Wales	3	£1,073,683
Total	461	£999,998,297

British Library

The British Library has been awarded £8,495,324 to upgrade their sites in St Pancras, London and Boston Spa, Yorkshire. The works will include installing solar panels and upgrading lighting at both sites, as well as implementing a ground source heat pump system in Boston Spa, Yorkshire.

Image by: British Library

Patrick Dixon, Head of Estates and Facilities at the British Library, said:

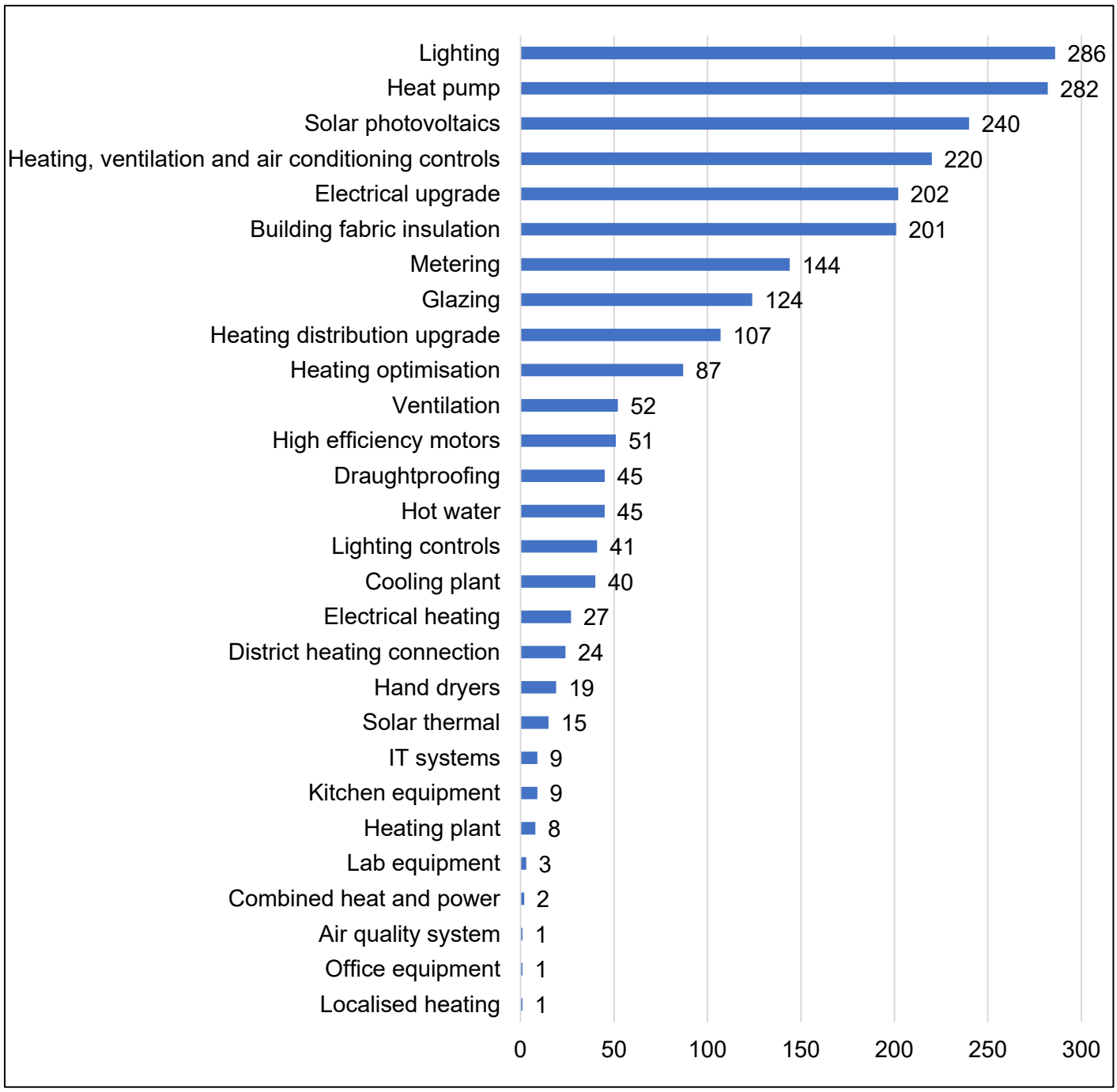
'We are delighted that the British Library is receiving a Public Sector Decarbonisation Scheme grant to fund major carbon reduction plans at our sites in St Pancras, London and Boston Spa, Yorkshire. The scale and scope of the works is incredibly exciting and will include, amongst other projects, installing solar panels and upgrading lighting at both Library sites, as well as implementing a ground source heat pump system in Boston Spa, Yorkshire.'

3.4 Technologies

A wide range of technologies were eligible for funding through Phase 1 of the Public Sector Decarbonisation Scheme. Eligible heat decarbonisation measures included heat pumps, electric heating and connections to low carbon heat networks. Technologies which support future heat decarbonisation were also eligible, including upgrading electrical infrastructure, metering and battery storage. A wide range of energy efficiency measures were eligible for funding, including LED lighting, insulation, glazing, ventilation and building management systems.

Figure 9 below shows the number of projects installing each technology type. This data covers the numbers of projects installing one or more of each measure, rather than the overall number of measures installed. Projects may be installing multiple technologies.

Figure 9: Number of projects installing one or more of each technology



Commonly installed technologies through the scheme are heat pumps, solar panels, insulation, and LED lighting. Further information on these technologies is included below.

Heat Pumps

Heat pumps transfer heat from a renewable source to another location such as the heating system of a building. Heat pumps are categorised by the heat source they use, which can be air, ground or water. Heat pumps obtain heat through pipes embedded in the source, where the heat is absorbed into a fluid. This is passed through a compressor to increase the temperature, and then transferred to the heating and hot water systems of the building.

Heat pumps are a very efficient replacement for traditional fossil fuel boilers. However, they produce heat at a lower temperature than traditional boilers and therefore work best when installed in buildings which are well insulated. Heat pumps installed through the Public Sector Decarbonisation Scheme have often been combined with energy efficiency measures to improve the insulation of the building, and with solar panels to provide a renewable source of electricity to power the heat pump.

Air source heat pumps

Air source heat pumps obtain heat from outdoor air, and from the heat extracted from water vapour in the air. Many air source heat pumps are reversible units, capable of both heating and cooling buildings.

Ground source heat pumps

Ground source heat pumps extract heat from the ground using pipes buried under the ground outside. The ground remains at an almost constant temperature throughout the year, so the ground is an effective and constant source of heat. Ground source heat pumps require ground suitable for digging and space underground to install the pipes. If space is limited then a borehole can be used to install the pipes vertically, but this increases the cost of installation.

Water source heat pumps

Water source heat pumps extract heat from a body of water, such as a lake, river or stream, through pipes submerged in the body of water. To use a water source heat pump, the building must be near the water source, and the water source must be large enough to produce enough heat for the building. The efficiency of ground and water source heat pumps tends to be more consistent through the winter compared to air source heat pumps. This is because unlike air temperature, ground and water temperatures are not significantly impacted by day-to-day changes in the weather.

Solar Panels

Solar panels convert the sun’s energy into electricity, providing a renewable source of electricity which can be used to power buildings. Solar panels are made from layers of semi-conducting material, which create a flow of electricity when light shines on the material. They

do not need direct sunlight to produce electricity, although the brighter the sunlight, the more electricity is generated.

Solar panels are often installed on the roofs of buildings, but they can also be free standing. Projects funded through the Public Sector Decarbonisation Scheme have installed solar panels in a range of places, from building rooftops, the tops of car ports and, in the case of one project, on a landfill site. Solar panels increase the generation of renewable electricity, reducing reliance on electricity produced through fossil fuels. They have often been installed alongside heat pumps, to provide a renewable source of electricity to power them.

Royal Latin School, Buckinghamshire

Royal Latin School in Buckinghamshire has been awarded £273,320 to install new triple glazed windows and doors in a 19th century manor house and courtyard, replacing aged single paned windows. The funding will also be used to insulate the roof spaces of the courtyard buildings and install solar panels. This will improve the energy efficiency of these buildings.

Insulation

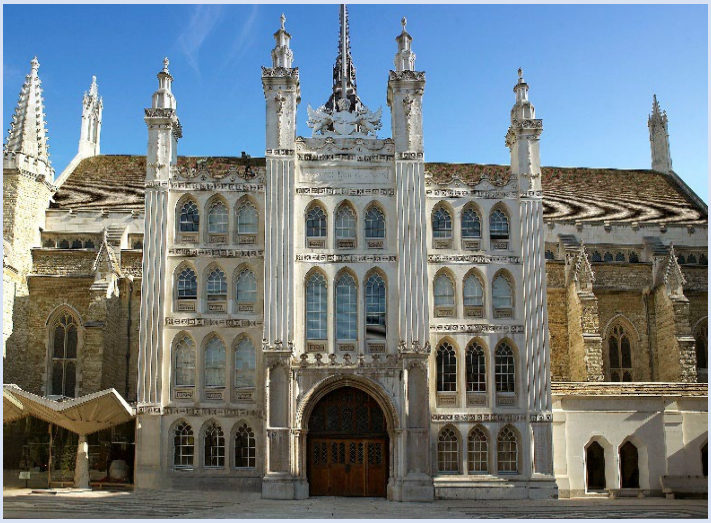
Insulating buildings helps minimise heat loss through the walls, windows, roofs, doors and floors when it is cold outside. This means that less energy is required to heat them in winter, improving their energy efficiency. The resulting lower electricity usage leads to a reduction in indirect carbon emissions and can also provide cost savings for organisations which can then be re-invested into decarbonisation technologies. Insulation is often installed alongside heat pumps to ensure the building is kept at an appropriate temperature, as heat pumps produce heat at lower temperatures than traditional boilers.

LED lighting

LED lighting is more efficient at converting electricity into light than traditional fluorescent lighting, thereby improving the energy efficiency of a building. LED lighting also has a range of additional benefits, including a long life, ease of control and maintenance, and high light quality.

Switching to LED lighting will reduce the energy consumption of a building. Saving energy reduces carbon emissions from electricity production while electricity is still produced from fossil fuels. In addition to this, the reduction in energy usage can provide cost savings for organisations which can then be re-invested into decarbonisation technologies.

City of London



The City of London has been awarded £9,445,944 to fund energy efficiency measures at four sites: the Guildhall, Barbican Arts Centre, Guildhall School of Music and Drama; and London Metropolitan Archives. These measures include upgrades to electrical infrastructure; switching to energy efficient LED lighting; improving heating insulation; replacing building management system controllers and sensors; upgrading ventilation fans and motors to make them more efficient; installing air conditioning systems and controls; and improving energy metering and building controls.

City of London Corporation Policy Chair Catherine McGuinness said:

"Our Climate Action Strategy has been developed to ensure we're taking the right steps to achieve net zero carbon emissions in our operations by 2027. This funding will help deliver significant CO2 savings in the City and take us a step closer to making the Square Mile net zero carbon-emission by 2040."

4. Conclusion

Phase 1 of the Public Sector Decarbonisation Scheme has allocated £1 billion in grants, awarding 461 grants to 343 different organisations. This is paving the way for continued decarbonisation of the public sector, with Phase 2 of the scheme providing further funding during the 2021/22 financial year.

Phase 3 will build on Phases 1 and 2, with £1.425 billion of funding to invest from April 2022 to March 2025. This will support the Government's aim of reducing direct emissions from public sector buildings by 75 percent by 2037.

Gloucestershire Hospitals NHS Foundation Trust

Gloucestershire Hospitals NHS Foundation Trust has been awarded £13,719,342 to upgrade a range of buildings across the hospital's main sites. Heat pumps and solar panels will be installed, with battery storage to store the renewable energy generated. In addition, existing lighting will be upgraded to energy efficient LED lighting, pipework insulation will be improved, ageing transformers will be replaced with new energy efficient transformers, energy efficient fans will be installed in air handling units, and the building management system will be upgraded. These measures will support the Trust's commitment to delivering on the NHS's plan to reach net zero by 2040.

This publication is available from: www.gov.uk/government/publications/public-sector-decarbonisation-scheme-phase-1-closed-to-applications

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