



To: David Capper, Senior Responsible Owner for the Boiler Upgrade Scheme Project (DPO-2092)

From: Jeremy Pocklington, Permanent Secretary of Department for Energy Security & Net Zero; and
Becky Wood, Chief Executive Officer of the National Infrastructure and Service Transformation Authority

01/10/2025

Dear David,

APPOINTMENT AS SENIOR RESPONSIBLE OWNER FOR THE BOILER UPGRADE SCHEME PROJECT

We are writing to confirm your appointment as Senior Responsible Owner (SRO) of the **Boiler Upgrade Scheme** with effect from 1st April 2025. This letter sets out your responsibilities and the support you can expect from your department and the National Infrastructure and Service Transformation Authority.

As SRO, you are directly accountable to Ben Rimmington, the sponsoring DG, under the oversight of Jeremy Pocklington as accounting officer for DESNZ, and Parliamentary Under-Secretary of State Martin McCluskey MP.

Your project forms part of the Net Zero Buildings Portfolio and is included in the Government Major Projects Portfolio (GMPP).

You have personal responsibility for the delivery of the Boiler Upgrade Scheme project and will be held accountable for the delivery of its objectives, policy intent and outcomes. This encompasses securing and protecting its vision, ensuring that it is governed responsibly, reported on honestly, escalated appropriately and for influencing the context, culture, and operating environment of the project. You are also responsible for ensuring the ongoing viability of the project and recommending its pause or termination if appropriate. Where issues arise which you are unable to resolve, you are responsible for escalating these to the Net Zero Buildings Portfolio Board.

You remain accountable to Ministers, as set out in the Civil Service Code, and should deliver the project in accordance with the objectives and policy intent as set by Ministers.

In addition to your internal accountabilities, SROs for GMPP projects and programmes are personally accountable to Parliamentary Select Committees. This means that, from the date of this letter, you will be held personally accountable to and could be called by Select Committees to account for and explain the decisions and actions you have taken to deliver the project.

It is important to be clear that your accountability relates only to implementation, within the agreed terms in this letter; it will remain for the Minister to account for the relevant policy decisions and development.

More information on this is set out in [Giving Evidence to Select Committees - Guidance for Civil Servants](#), sometimes known as the Osmotherly Rules. Information on the roles and responsibilities of the SRO are detailed in Government Project Delivery's guidance on [the role of the senior responsible owner](#).

You are expected to run your project in accordance with the [Government Functional Standard for Project Delivery](#), and the requirements of [other functional standards](#) as required, which is mandated for government departments and arm's length bodies to follow. You should also make yourself familiar with [The Teal Book](#), Government Project Delivery's code of practice for project delivery, and any further guidance and requirements set by the Centre of Excellence team in the Implementation and Delivery Unit.

Time commitment and tenure

This role will require at least 15% of your time to enable effective delivery of the role and execute your responsibilities in full. This is considered sufficient given that this project has been in delivery for 3 years and leverages Ofgem who are acting competently as the scheme's administrator. Whilst your time commitment to the Boiler Upgrade Scheme is stated as 15%, you are also the lead on a number of the interconnected schemes that contribute to the electrification of heat. The majority of these initiatives, such as the Clean Heat Market Mechanism and the Heat Training Grant, are closely aligned with the Boiler Upgrade Scheme, all working towards the shared goal of increasing heat pump deployment and strengthening the associated supply chain. In practice, the expectation is that you will spend much more than 15% of your time on work that is either directly on, or connected to, the Boiler Upgrade Scheme.

You are required to undertake this role at least until the Full Business Case for the further extension of the Boiler Upgrade Scheme beyond financial year 25/26 has been considered and approved by HM Treasury, planned for November 2025. Progress towards this will be reflected in your personal objectives. Any changes to the agreed time commitment or tenure of the role, as set out above, will require both departmental and National Infrastructure and Service Transformation Authority consent.

Objectives and performance criteria

The policy intent supported by this project is to provide capital grants to support the installation of heat pumps, and in limited circumstances, biomass boilers, in homes and small non-domestic buildings in England and Wales. This project contributes to enabling a transition to Net Zero GHG emissions by 2050.

Any proposed changes to scope which impacts on this intent or the realisation of benefits must be authorised by the Boiler Upgrade Scheme project board and may be subject to further levels of approval.

The vision of the project is to support the expansion of the low carbon heat market, providing demand that in turn helps manufacturing to scale up and installers to upskill, and its objectives are to:

1. Increase deployment of low carbon heating systems, heat pumps and in limited circumstances biomass boilers, in homes and small non-domestic buildings.
2. Contribute to decarbonising heating in the UK and to meeting carbon budgets.
3. Build the low carbon heat market and supply chain to support the mass roll out of low carbon heating technology.

Your personal objectives and performance criteria which relate to the project are:

1. Increase the number of low carbon heating technology installations.
2. Contribute to decarbonising heating in the UK and to meeting carbon budgets.
3. Build the low carbon heat market and supply chain to support the mass roll out of low carbon heating technology.

Extent and limit of accountability

Finance and Controls

HM Treasury spending controls will apply on the basis set out within the department's delegated authority letter. Where the project exceeds the delegated authority set by HM Treasury, the Treasury Approval Point process will apply, and the details of each approval process must be agreed with your HM Treasury spending team. You should consult departmental finance colleagues on how to go about this.

You should note that where expenditure is considered novel, contentious, repercussive, or likely to result in costs to other parts of the public sector, HM Treasury approval will be required, regardless of whether the project expenditure exceeds the delegated authority set by HM Treasury. If in doubt about whether approval is required you should, in the first instance, consult departmental finance colleagues before raising with the relevant HM Treasury spending team.

The overall estimated budget, resourcing requirements and tolerances for your project will be agreed as part of the approval process. You will be expected to deliver within these tolerances and report quarterly on these as part of GMPP reporting.

You should operate at all times within the rules set out in [Managing Public Money](#). In addition, you must be mindful of, and act in accordance with, the specific HM Treasury delegated limits and Cabinet Office controls relevant to project. Information on these controls can be found here: [Cabinet Office controls](#).

Delegated authority

You are authorised to:

- Approve expenditure in line with the Delegated Authorities agreed with the Department for Energy Security & Net Zero. These are: capital (whole life costs) £5m capital, £10m R&D, project (whole life costs), £10m, administration, £2.5m; and
- Approve expenditure in line with the HMT approved Full Business Case for financial year 25/26; the overall budget for the 25/26 project including staffing and project support team is £312.8m, broken down into £295m in capital expenditure and £17.8m in supplier, resource and staffing costs.
- Approve expenditure in line with the Full Business Case for the further extension of the Boiler Upgrade scheme beyond financial year 25/26, but only once this business case has been considered and approved by HMT (planned for November 2025).
- Agree project rescheduling within 3 months of agreed milestones, but rescheduling beyond that must be agreed with the Net Zero Buildings Portfolio Board, and
- Recommend to Ben Rimmington, sponsoring DG - business owner and the Net Zero Buildings Portfolio Board the need to either pause or terminate the project where necessary and in a timely manner.

These authority limits are subject to change and other conditions or tolerances may be set as part of the business case approval and ongoing monitoring processes which you should then operate within.

Where issues arise which take you outside of these authority limits which you are unable to resolve, you are responsible for escalating these issues to Ben Rimmington and the Net Zero Buildings Portfolio Board.

Appointments

You have appointed a project director to support you in the management of this project and you should make other appointments as required for the control and delivery of your project within your delegated authority. The project director role will require at least 50% of the project director's time to enable effective delivery of the role and to execute their responsibilities in full. This is considered sufficient given that the Boiler Upgrade Scheme has been in delivery for over three years and benefits from competent administration by Ofgem.

In addition to leading the Boiler Upgrade Scheme, the project director oversees several closely related initiatives, including the Heat Training Grant and the Heat Pump Investment Accelerator Competition. These schemes are designed to strengthen the supply chain as demand under the Boiler Upgrade Scheme grows. The project director is also responsible for consumer protection and consumer engagement for heat pumps — which are critical components of the scheme's success. This includes leading marketing campaigns to promote heat pump adoption and ensuring that the market offers safeguard consumers.

These interconnected schemes/workstreams directly support the objectives of the Boiler Upgrade Scheme and contribute to the broader goal of heat electrification. Therefore, the remainder of the project director's time outside of the 50% direct time commitment to the Boiler Upgrade Scheme is focused on complementary activities that substantially enhance the delivery and overall success of the Boiler Upgrade Scheme.

Governance and assurance

You should pay attention to ensuring effective governance for your project, including the continuation of the project board with appropriate membership and clear terms of reference.

As primary owner, you must ensure that the project secures business case approval from your department's Project and Investment Committee and HMT. You should also ensure that the project remains aligned to the strategic outcomes, costs, timescales, and benefits in line with the approved business case as well as monitoring the context within which the project is being delivered to ensure it remains valid.

Where a change impacts the scope, costs, benefits, or planned delivery milestones agreed as part of an agreed business case, you are responsible for following the agreed change request approval process and setting a new, approved, business case baseline.

You should ensure that an accounting officer assessment is completed alongside the approval of the Outline Business Case and that this is published on GOV.UK as part of the government's transparency requirements on major projects. You are responsible for bringing to the attention of the accounting officer any material changes in the project which could require a new accounting officer assessment to be completed and published. [Guidance on completing accounting officer assessments](#) for major projects is available from HM Treasury.

You are responsible for providing assurance to the accounting officer and relevant oversight bodies that the Environmental Principles Policy Statement legal duty has been considered by ministers in policy decisions underpinning the project.

Although you are directly accountable for this project, you are also expected to support delivery of the department's overall strategic objectives. This means that you are expected to work collaboratively with other SROs and project directors in adjacent projects and programmes and with the Net Zero Buildings portfolio management office and portfolio director to manage dependencies, resources, schedules, and funding to support delivery of the overall change the department needs to achieve its strategic objectives.

You should ensure that appropriate and proportionate assurance is in place and agree on the level and frequency of assurance reviews through the maintenance of an integrated assurance and approvals plan. You should develop this plan and its maintenance in collaboration with the Departmental Assurance Coordinator and the National Infrastructure and Service Transformation Authority.

Project status, reporting and transparency requirements

The project status at the date of your appointment is reflected in the most recent quarterly return on the project to the National Infrastructure and Service Transformation Authority and is the agreed position as you assume formal ownership of the project.

You are responsible for ensuring the honest and timely reporting on the position of the project to the National Infrastructure and Service Transformation Authority while it remains on the GMPP and for providing reports and information to the Net Zero Buildings portfolio management office as required. Reporting should include carbon measurement, and other sustainable development goals demonstrating evidence that the project contributes to an overarching environmental strategy and is aligned with defined Net Zero pathways. Information on the project will be published annually by the National Infrastructure and Service Transformation Authority.

As the SRO for a project that is within scope of the Clean Energy Superpower Mission (CESM), you are additionally required to report, via relevant net zero portfolio / sector boards and the Net Zero Directors governance forum, into the CESM governance structure as part of the Accelerating to Net Zero pillar of the Mission.

And;

As part of the government's commitment to transparency on major infrastructure projects, you are responsible for publishing on GOV.UK:

- A summary of the accounting officer assessment completed in line with the approval of the Outline Business Case and summaries of any subsequent assessments should they be required;
- A summary of the HM Treasury approved Full Business Case; and
- A close out report after the project has completed.

You are also responsible for registering all planned, live and completed evaluations on the Government Evaluation Registry. [Guidance on using the evaluation registry](#) is available on GOV.UK.

Development and support

As a graduate of the Major Projects Leadership Academy, you are expected to maintain your continuing professional development as a project leader, including your status as an accredited assurance reviewer. To maintain your accreditation, you will be required to participate in a review at least once every 12 months.

The department will assist you in securing the necessary resources to support the project, and will set clear guidance, requirements and standards, which align to the [Government Functional Standard on Project Delivery](#), to enable good governance and effective delivery. You will be part of the department's cohort of major project leaders who will be expected to support each other, share good practice and lessons learned and to collectively develop solutions. You should liaise with the department's Head of Profession for project delivery to discuss the maintenance and development of your delivery and leadership skills.

The National Infrastructure and Service Transformation Authority will be available to you for support, advice, and assurance throughout the project's time on the GMPP.

Following approval of the business case and entry onto the Net Zero Buildings Portfolio, the Net Zero Buildings Portfolio Board will provide ongoing oversight and support and will take steps to help resolve and escalate risks, issues or constraints that are acting as a blocker to successful delivery.

We would like to take this opportunity to wish you every success in your role as SRO.

Yours sincerely,



Jeremy Pocklington

Permanent Secretary, Department for Energy
Security & Net Zero



Becky Wood

Chief Executive Officer, National Infrastructure
and Service Transformation Authority

CONFIRMATION OF ACCEPTANCE OF APPOINTMENT

I confirm that I accept the appointment of Senior Responsible Owner for the project, including my personal accountability for implementation, as set out in the letter above.

A handwritten signature in black ink, appearing to read "David Capper". The script is cursive and fluid, with the first name "David" and last name "Capper" clearly distinguishable.

David Capper