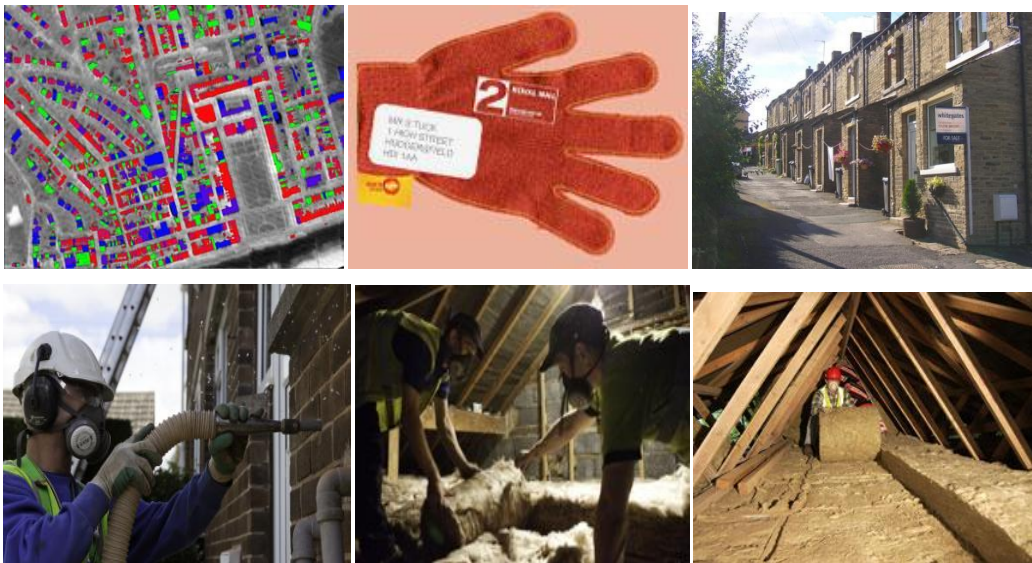


Kirklees Warm Zone Scheme: End of Project Process Evaluation Report



Kirklees Council Environment Unit and Corporate Research and Consultation Team

March 2011

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1. Introduction

This report summarises the findings from a retrospective process evaluation of the Kirklees Warm Zone scheme. This was a sustainable energy scheme delivered in Kirklees between 2007 and 2010. The evaluation was led by Kirklees Council's Corporate Research and Consultation Team with support from the council's Environment Unit and Yorkshire Energy Services. The evaluation was carried out between November 2010 and February 2011. Analysis and reporting was completed in March and the final report was signed off in May following consultation with key partners. A separate executive summary report is also available.

Thanks are due to the local residents, councillors, council officers and representatives from partner organisations that were involved in this strand of the Kirklees Warm Zone evaluation. Any views referenced in this report do not represent those of the report authors: the report aims to summarise in a balanced way the views of a range of stakeholders involved in the Kirklees Warm Zone scheme.

2. Executive Summary

2.1 AIMS AND OBJECTIVES OF THE PROCESS EVALUATION

The process evaluation attempted to investigate the **delivery and management** of the scheme, exploring how and why particular **inputs, activity, outputs** and **context** related to each other over the scheme's delivery. The process evaluation was carried out at the same time as two other strands of evaluation (an economic impacts evaluation and a health impacts evaluation).

The process evaluation aimed to explore the following **headline key lines of enquiry**:

1. What was perceived to have worked successfully, and what were the reasons for this?
2. Which areas of work were perceived to have been more challenging, and why so? How were key challenges overcome during the project?
3. What are the perceived key learning points (positive and negative) for any similar schemes locally and nationally in the future?

2.2 METHODOLOGY

Process evaluations can help with organisational learning, clarification of how a scheme is delivered and provide insights into how different aspects of a scheme intertwine and influence each other. Process evaluations do not attempt to measure the outcomes or impact of a scheme, which are better measured via alternative evaluation methods.

The process evaluation primarily used **qualitative methods** (depth interviews, mini-focus groups and focus groups) to explore a range of stakeholders' perceptions of the delivery of the scheme. The evaluation also used some of the scheme's **monitoring and customer satisfaction data** to triangulate with the qualitative data to validate or compare different findings.

A mixture of depth interviews, mini-focus groups and focus groups were carried out with:

- **Local councillors** (four councillors from the four main political parties in Kirklees were involved in the evaluation)
- **Warm Zone partner organisations** (representatives from fourteen organisations were involved in the evaluation)
- **Local residents** (twelve local residents were involved in a focus group as part of the evaluation).

2.3 WHAT WAS PERCEIVED TO HAVE WORKED SUCCESSFULLY AND WHAT WERE THE REASONS FOR THIS?

Perceived successes included:

- **Cross-party political support** for the scheme and **solid councillor-officer relationships**
- **History** of local work on green issues and improving the private sector housing stock, **a prior track record** among key partners and **strong existing relationships** among key partners
- **Strong, supportive, mediating, enthusiastic, trustful and constructively challenging partnerships** between agencies over the course of the scheme's delivery
- Partnership involvement in the delivery of **'bolt-on' services** and maximising the service offer of the scheme
- **Commitment, resources, time, skills and inputs** from many partners
- **Flexibility, change and troubleshooting** of issues over the course of the scheme's delivery
- A **localised model of delivery**, involving a ward-by-ward, door-by-door approach, the establishment of a managing agent and a dedicated local branch of the installation contractor
- **Speed, discipline and intensity** of work over the scheme, particularly the commitment to stick to a challenging 3-year programme
- Efforts to make the **financial inputs work** at appropriate times and to get added value
- Use of **IT systems, technology, data and intelligence** during the scheme, to aid its delivery
- **Partnership approaches to procurement and contracting**, particularly the procurement of the programme funding, procurement of the installation contractor, and partnership involvement and support with contract management
- Efforts made to **keep customers happy** and capture customer satisfaction
- Partnership approaches to **marketing** of the scheme, and consistent branding of the local Warm Zone programme
- The **universal and unique service offer** to local residents
- The scheme's **impact on the national reputation** of organisations involved in its delivery.

2.4 WHICH AREAS OF WORK WERE PERCEIVED TO HAVE BEEN MORE CHALLENGING, AND WHY SO? HOW WERE KEY CHALLENGES OVERCOME DURING THE PROJECT?

Perceived challenges and solutions included:

- **First-year teething problems and troubleshooting** of issues as the scheme developed. Partners spent a great deal of time working through operational challenges and coming-up with solutions such as changes to the assessment and surveying process and the terms on which assessors were employed
- **Expectations, communications and demands at the project outset.** Some partners felt that more upfront work and communications about the scope and expectations of the scheme at its outset would have aided better operational planning and delivery at a later stage
- The **impact of project peaks and troughs** on the capacity of partner organisations and individual employees to keep up with demand and deal with spikes in referrals. Some partners also had time-bound funding during quieter periods of the schemes, which could not be spent as effectively as desired.

- **Demands on private sector working practices** and the decision to have one installation contractor placing pressure on the contractor to deliver, scale-up their operations and meet operational targets while maintaining commercial viability
- The challenge of **timing resource inputs** and making the finances work, such as adequately funding the bolt-on services and ensuring capacity
- **The challenges of customer contact and keeping customers happy**, particularly during the first year of the scheme and during specific aspects of the scheme's delivery such as having to overbook customer appointments. Complaints handling was felt to have been particularly time consuming
- **Media and marketing challenges**, such as the similarity of the scheme's name to other national programmes and dealing with competition from rival contractors or bogus firms
- Some partners and council departments **being sceptical or not fully engaged** in the scheme at its outset and during its delivery
- The impact of the local model of delivery on **the effectiveness of delivering 'bolt-on' services** and keeping-up with referrals. Some partners felt that the primary purpose of the scheme was always free insulation, with the money for this needing to be spent in a tight timescale. This affected the delivery of other services, keeping-up with referrals and the delivery model for bolt-on services
- The challenges of **data collection, sharing and storage**, such as developing compatible IT systems and the difficulties of tracing the outcomes of referrals
- Challenges associated with not insulating some of the local social housing stock (owned and managed by the council's Arms Length Management Organisation [Kirklees Neighbourhood Housing]), some private sector houses not being suitable for insulation measures and the need to **better understand non-take-up** of the scheme (e.g. the demographic profile, household types, motivations, characteristics and socio-economic profile of those that did not take-up the scheme, which some partners speculated may include already vulnerable and socially excluded residents).

2.5 WHAT WERE THE PERCEIVED LEARNING POINTS (POSITIVE AND NEGATIVE) FOR ANY SIMILAR SCHEMES LOCALLY AND NATIONALLY IN THE FUTURE?

Perceived learning points included:

- The need for people working on the scheme to have **flexible, driven and disciplined working styles**
- The importance of **joining-up services**, working in partnership and getting political buy-in
- The need to **broaden the scheme's scope** to include poverty alleviation and jobs creation
- The importance of **planning the delivery of the scheme carefully**, particularly its localised model of delivery, whether it is offered free to all households and which 'bolt-on' services are offered
- Having **clear, realistic and honest communication** during the project about expectations and likely challenges for all partners and contractors
- The vital role that **IT and technology** play for operational delivery, and the challenges of synchronizing IT systems and making the best possible use of the latest technology such as Mobile Data Catcher technology
- How vital it is to **collect, share and use data**, to inform operational delivery and support other services and funding bids. The challenges of carrying this out however are huge

- Getting the **assessment, surveying and installation process** right, particularly integrating assessments and surveys, employing staff to oversee the operations and having enough assessment and installation employees to do the job (and be motivated, which flexible contracts can help with)
- **Doing procurement and contract management in partnership**, making the most of existing relationships and collective input from different agencies
- **Better understanding of non-take-up** of the scheme, in terms of the profile of residents not taking-up the scheme and recognising the perceived barriers and reasons behind non-take-up
- Not over or under-estimating the **impact of the scheme** on the reputations of the agencies involved. The national profile of the scheme and level of outside interest put a strain on resources and time
- Strengthening **customer service** and approaches to **marketing** throughout the scheme, such as going the extra mile for households where insulation installment is more challenging and having comprehensive and complementary marketing activity
- **Planning for what comes next** after the scheme's delivery, such as building on all of the relationships formed and skills gained among partners and developing other local green initiatives.

2.6 WHAT WERE THE PERCEIVED IMPACTS AND OUTCOMES OF THE WARM ZONE SCHEME?

Although the process evaluation aimed to explore the internal workings of the scheme, inevitably many comments were made about the perceived impacts and outcomes of Warm Zone. These opinions do not prove or disprove the efficacy of the scheme; they reflect stakeholders' views of the scheme's impact and outcomes. Stakeholders expressed opinions about the following types of impacts and outcomes:

- **Economic impacts** such as local job creation, company growth, household savings on energy bills, improved benefit uptake and improvements to property values
- **Social impacts** such as health benefits for elderly and vulnerable residents, tackling fuel poverty, long-term benefits for future generations and the scope of the scheme helping to improve general well-being and quality of life
- **Environmental impacts** such as energy conservation, reduction in carbon emissions, raising awareness of energy efficiency and engaging households in broader green issues
- **Political impacts** such as the impact of the scheme on government thinking and policy on green issues and climate change mitigation, the influence on area-based models of home insulation, the national reputation of Kirklees-based organisations and the scheme offering opportunities for a range of partners to raise awareness of their service offers.

2.7 RECOMMENDATIONS FOR FUTURE EVALUATIONS

Pooling knowledge from evaluations of home energy schemes will support the development and delivery of future projects. Future evaluations could involve more outcome-based evaluations that better quantify the impacts of a scheme, process evaluations to interrogate why and how schemes are delivered, and building up knowledge of what works, for whom in what circumstances by use of more theory-based or hypotheses testing evaluations.

3. Background

3.1 INTRODUCTION TO KIRKLEES WARM ZONE

Kirklees Warm Zone was a Kirklees Council inspired initiative which won the 2009 Ashden Award for best local authority sustainable energy scheme in the UK. It was the largest and most comprehensive local authority home insulation scheme in the UK and offered free loft and cavity wall insulation to every suitable household¹ in Kirklees.

The overall aim of the scheme was to improve the thermal comfort and energy efficiency of every suitable home in order to tackle fuel poverty and reduce district carbon emissions.

The programme ran for three years from 2007 with the last homes visited in June 2010 and the last installations completed in December 2010.

3.1.1 Why did the council invest in home insulation?

In 2006 it was estimated that there were around 35-45,000 homes in fuel poverty in Kirklees. The council's Affordable Warmth Strategy was adopted in 2007 to work in partnership with relevant organisations in all sectors, to tackle four main areas of concern:

- Our housing stock;
- Vulnerable residents with health issues;
- Financial inclusion; and
- Improving awareness and education about low carbon living and energy efficiency among the public and in local agencies

In setting up Kirklees Warm Zone, the council aimed to offer an approach which would improve the domestic energy efficiency of housing across the local authority area to:

- Tackle fuel poverty
- Deliver a low carbon Kirklees
- Improve the uptake of state benefit support by residents; and to
- Create jobs.

3.1.2 How was the scheme delivered?

- All households across the district were visited ward-by-ward, street-by-street
- Households were initially contacted by direct mail, informing them that the scheme would soon be in their area
- This was backed up by district wide marketing which included local events and involvement of community and voluntary groups
- Trained assessors carried out door-to-door visits to complete an initial assessment form with householders
- This was followed by a technical survey by the contractor to check insulation status and suitability
- If additional insulation was required and the home's construction was suitable a contractor installed mineral-fibre insulation in lofts and cavity walls, at no cost to the home owner.
- In addition to the insulation measures the scheme's offer included services such as carbon monoxide detectors to improve household safety, and benefits and debt management

¹ This was subject to a technical survey. Homes that were not 'suitable' for the insulation measures on offer included harder to treat properties. Such as homes without a cavity wall or with a narrow cavity wall; 'random stone', rubble filled cavities, solid brick, solid stone, no loft, a loft which couldn't be accessed, also some other non-traditional build.

advice to maximise income. Figures 1 and 2 show how the programme's offer fitted together and the delivery mechanism.

Figure 1: The Kirklees Warm Zone Service Offer



Figure 2: Kirklees Warm Zone Delivery Mechanism

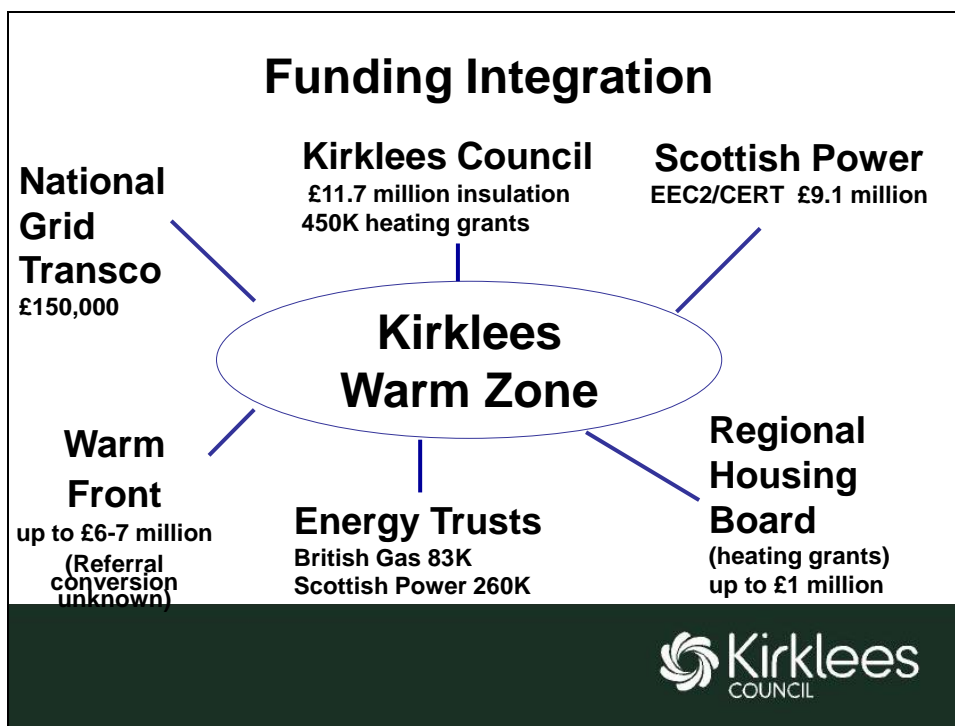
Warm Zone Delivery Mechanism

- 1) Marketing – awareness in ward, local organisations, media
 - 2) Marketing to resident – Warm Zone 'hand' & letter
 - 3) Doorstep assessment questionnaires –3 knocks all homes
 - 4) Self Assessment forms to all remaining homes
 - 5) Information and advice to all homes from Energy Saving Trust
 - 6) Surveys of households for insulation measures
 - 7) Screening of households for heating grants- incl. Warm Front
 - 8) Installation of physical energy efficiency measures
 - 9) Referral to partner agencies – benefits agencies, Private Sector Housing, WYFRS, Yorkshire Water, Carers Gateway
 - 10) Customer Satisfaction Survey
- Ward by ward across all of the authority

3.1.3 How was the scheme funded?

The total cost of delivering Kirklees Warm Zone was approximately £21 million. The majority of this came from Kirklees Council and Carbon Emissions Reduction Target (CERT) funding from ScottishPower. In addition central government funding through the Warm Front scheme contributed for central heating. Figure 3 below shows the funding sources for the scheme.

Figure 3: Funding of Kirklees Warm Zone



3.1.4 Who was involved in delivering Kirklees Warm Zone?

Figure 4 below outlines the main roles and responsibilities of each partner agency involved in delivering the scheme and its range of services.

Figure 4: Organisations Involved in Kirklees Warm Zone

Organisation	Main role
Kirklees Council	Main co-funder and lead partner. Officers from the Environment Unit and councillors inspired the scheme and offered strategic project management and resources to support day-to-day delivery. The council also had responsibility for overall decision making and accountability for the project.
ScottishPower	Main co-funder and provided programme support throughout the programme.
National Grid	Supplied resources to develop the initial business case for the scheme between November 2005 and January 2007. Also funded the Warm Zone Director’s position from 2007-March 2010.
Yorkshire Energy Services (Y.E.S)	Managing agent who managed the day-to-day implementation of the project.
Warm Zones Ltd.	Consultancy support

Organisation	Main role
	<i>Offered advice around methodology, case studies, contact with other Warm Zones and networking opportunities with potential partners.</i>
Miller Pattison	Insulation contractor (sole contractor). <i>Following household assessments, they contacted customers, carried out surveys and installed the loft and cavity wall insulation measures.</i>
Citizens Advice Kirklees Benefits Advice Service The Pensions Service Revenues and Benefits	Offered benefits and/or debt advice.
West Yorkshire Fire Service	Provided fire safety checks and smoke alarms.
Yorkshire Water	Provided water conservation advice.
Carers Gateway	Offered support to people who care for friends and family.
Safelincs	Contractor appointed to supply the carbon monoxide detectors.
Energy Saving Trust	Provided energy advice packs.
Affordable Warmth partners, Community and voluntary groups	Supported marketing campaign.
Yorkshire and Humber Regional Loans Service and council's Private Sector Housing team	Home appreciation loans.
West Yorkshire Regional Housing Board	Provided funding for heating systems and replacement boilers through the Affordable Warmth scheme.
Central government – Warm Front scheme	Provided funding for heating systems and replacement boilers for benefit eligible households.

3.1.5 What did the scheme deliver?

A full description of all the scheme's outputs will be available in the overall evaluation report (see section 4.1). This is purely a snapshot to provide context of the breadth and scale of the scheme for the issues discussed in this report.

- ✓ During the three year period 165,686 households were visited.
- ✓ 133,746 energy assessments were carried out. 8,912 households declined to take part.
- ✓ 111,394 homes were referred to the insulation contractor for a technical survey.
- ✓ 42,999 properties have had loft insulation installed and 21,473 have had cavity wall installed – in total over 51,155 households had measures installed.
- ✓ 59,606 households referred to the contractor were not insulated due to existing adequate insulation, the house not being technically suitable, the customer not being re-contactable or the customer changing their mind, or other reasons.
- ✓ 26,453 fire safety referrals were undertaken and 129,986 carbon monoxide detectors were distributed.
- ✓ 16,111 households were referred to benefit and debt advice teams with estimated annual benefit gains of £1,648,115. Confirmed benefit gains where resident was re-contactable and they had made the benefit claim totalled £732,669.

4. Aims and Objectives of the Process Evaluation

4.1 EVALUATING THE KIRKLEES WARM ZONE SCHEME

The process evaluation formed one strand of evaluation activity about the Kirklees Warm Zone scheme²:

- **An economic evaluation** of the scheme, being conducted by Carbon Descent. This aims to model and quantify **economic outcomes** such as employment impacts and job creation, household energy and carbon savings, community return on investment and health service financial savings.
- **A health evaluation:** University of Ulster, Northern Ireland, are undertaking a health cost-benefit analysis using a model in development with Department of Energy and Climate Change and a new BRE model. Kirklees Council and NHS Kirklees have also conducted a small number of focus groups and interviews of Kirklees residents with long-term health issues to assess the reported impacts, if any, of the programme.
- **The process evaluation** of the scheme, which aims to analyse the internal workings of the scheme such as its political and organisational context, inputs, the activity to deliver it and outputs. The process evaluation explores the 'nuts and bolts' of the scheme's management and delivery.

4.2 AIMS AND OBJECTIVES OF THE PROCESS EVALUATION

The overall **aims and objectives** of the process evaluation were to:

- Investigate the perceived positive features of the management and delivery of the Warm Zone scheme
- Understand the challenges encountered over the course of the management and delivery of the Warm Zone scheme, and where there were areas for improvement
- To assess the key learning points (positive and negative) from the scheme for any similar sustainable energy and affordable warmth projects locally and nationally.

The process evaluation aimed to explore the following key themes:

- **Background and context:** To assess how the Warm Zone scheme came about and got started, including understanding the key political and organisational context and drivers.
- **Strategic project management:** To assess and understand the initial set-up and project management of the Warm Zone scheme, the initial desired outcomes of the scheme, and any changes to the strategic project management and desired outcomes of the scheme over the course of its delivery.
- **Partnership working:** To assess and understand how different organisations involved in the scheme worked together to fund, manage and deliver it.
- **Operational planning and day-to-day delivery:** To assess and understand how the scheme was delivered on a practical day-to-day level, and how this changed over time.
- **Procurement and contracting:** To assess and understand how contracting and procurement was carried out over the course of the scheme.

² The Environment Unit intend to produce an overall report which will draw together the three strands of evaluation.

- **Resources and finance:** To examine the financial, technological and people-based resources dedicated to the scheme.
- **Marketing, customer service and interaction:** To assess the success of any marketing activity and also the 'customer journey' for people taking-up the scheme.
- **Reputation and media management:** To understand local and wider (e.g. national) relationships and reputation forged over the course of the scheme.

The evaluation aimed to explore the following **headline key lines of enquiry** for each theme:

1. What was perceived to have worked successfully, and what were the reasons for this?
2. Which areas of work were perceived to have been more challenging, and why so? How were key challenges overcome during the project?
3. What are the perceived key learning points (positive and negative) for any similar schemes locally and nationally in the future?

This report summarises the findings from the process evaluation using these three key lines of enquiry as headings.

5. Process Evaluation Methodology

5.1 INTRODUCING PROCESS EVALUATION

Process evaluations aim to interrogate the inner workings of a programme/scheme, exploring **why** and **how** particular contexts, inputs, activity and outputs relate to each other during the programme or scheme's delivery. Process evaluations can help with organisational learning, clarification of how a scheme is delivered and provide insights into how different aspects of a scheme intertwine and influence each other.

Process evaluations do not attempt to measure the outcomes or impact of a scheme, which are better measured via alternative evaluation methods such as economic modelling, before and after measures of customer behaviour and outcomes, or use of control groups compared to groups that used the scheme to quantify the level of impact.

As the Kirklees Warm Zone scheme was one of the largest projects of its kind in the UK, the retrospective process evaluation aims to aid learning about how and why the scheme was delivered, investigating **perceived strengths, challenges and key learning points**.

5.2 DESIGN OF THE PROCESS EVALUATION METHODOLOGY

The aims and objectives, key lines of enquiry and methodology of the process evaluation were developed in partnership by the Corporate Research and Consultation Team, Environment Unit and Warm Zone Board over October-November 2010. A full evaluation framework was developed and agreed.

5.3 METHODOLOGY

The process evaluation primarily used **qualitative methods** (depth interviews, mini-focus groups and focus groups) to explore a range of stakeholders' perceptions of the delivery of the scheme. The evaluation also used some of the scheme's **monitoring and customer satisfaction data** to triangulate with the qualitative data to validate or compare different findings.

Understanding and using qualitative data

Qualitative data is about exploring people's feelings, perceptions, experiences and opinions, and aims to be grounded in everyday contexts. Qualitative data **is not about uncovering 'truths'**, it is more about exploring a range of experiences and perceptions, to give a nuanced picture of the contrasting ways in which stakeholders make sense of the world. Qualitative data used in this report should therefore be used appropriately and not to prove or disprove particular events: it can be used to better understand a range of stakeholders' feelings, perceptions, experiences and opinions about how Warm Zone was delivered and managed.

Figure 5 shows the stakeholders and research methods used to explore the key lines of enquiry. The interviews and focus groups were facilitated jointly by the Corporate Research and Consultation Team, Environment Unit and a representative from Yorkshire Energy Services.

All interviews and focus groups were audio recorded and transcribed. Analysis of the transcripts involved thematic coding by the evaluation themes and key lines of enquiry. A second stage of analysis looked across the codes to explore cross-cutting and recurring themes.

Monitoring and customer satisfaction data from the scheme was then triangulated alongside the coded qualitative data to validate or explore particular themes. However at the time of writing not all of the final data from the scheme was yet available.

Figure 5 – Process Evaluation Data Collection

Stakeholders	Participants	Method	Date
Councillors	Cllr Robert Light, Conservative Party	One-to-one depth interview	5 th January 2011
	Cllr Andrew Cooper, Green Party	One-to-one depth interview	20 th December 2010
	Cllr Mehboob Khan, Labour Party	One-to-one depth interview	23 rd December 2010
	Cllr John Smithson, Liberal Democrat Party	One-to-one depth interview	18 th January 2011
Warm Zone partner organisations	x3 representatives from Yorkshire Energy Services	Mini-focus group	14 th December 2010
	x7 representatives from Kirklees Affordable Warmth Group (included the Energy Saving Trust, Kirklees Council Private Sector Housing, Mears Group, Kirklees Council Gateway to Care, West Yorkshire Fire and Rescue Service, Kirklees Neighbourhood Housing, Department for Work and Pensions)	Focus Group	14 th December 2010
	x1 Director of Yorkshire Energy Services	One-to-one depth interview	5 th January 2011
	x3 Warm Zone board members from Kirklees Council Environment Unit	Mini-focus group	6 th January 2011
	x3 operational staff from Kirklees Council Environment Unit	Mini-focus group	12 th January 2011
	x2 representatives from ScottishPower and Eaga	Paired depth interview	10 th January 2011
	x2 representatives from Citizens Advice Bureau	Paired depth interview	10 th January 2011
	x1 representative of Warm Zones Ltd	One-to-one depth interview	13 th January 2011

Stakeholders	Participants	Method	Date
	x3 representatives from Miller Pattison	Mini-focus group	20 th December 2010
	x1 representative from British Gas/Transco	E-mail correspondence	15 th January 2011
Warm Zone customers	x12 Warm Zone customers. These were recruited by Yorkshire Energy Services, and included customers from North and South Kirklees and from diverse backgrounds.	Focus group	16 th December 2010

6. What was perceived to have worked successfully and what were the reasons for this?

6.1 INTRODUCTION

This section of the report summarises aspects of the scheme that were perceived to have worked successfully by the different stakeholders, and the perceptions of why and how this was the case.

6.2 CROSS-PARTY POLITICAL SUPPORT AND SOLID COUNCILLOR-OFFICER RELATIONSHIPS

Kirklees Council has for some time had a fairly unique political context with no party having overall control and the administration changing every couple of years³.

Stakeholders (particularly key partner agencies and councillors) reported that as significant investment was needed from the council for Kirklees Warm Zone to go ahead, securing cross-party support was important for the budget negotiations and approval.

Council officers and representatives from the political groups recalled the context when the business case for the scheme was being put together in 2006-07. The Conservative administration had recently come into power and the timing of this provided opportunities. In addition, existing relationships between political groups and officers and councillors were seen as providing a strong basis for discussions and joint working.

Party interests were perceived to have played an important role. Each of the main parties had a vested interest in delivering a major environmental scheme and ensuring this was successful. This was felt to have had a positive impact on the commitment offered to the Warm Zone programme:

- ✓ Green issues were important to both the Liberal Democrats and Green party, underpinning their core values.
- ✓ The personal approach with face-to-face interaction with residents resonated with Labour party councillors.
- ✓ The Conservative leadership group had an ambition to do something memorable and make their mark.
- ✓ A number of shared political drivers were identified including the opportunity to:
 - Get credence for the first scheme of its kind in the country - both in terms of its scale and 'free' status;
 - Stimulate 'green' conversations with residents and partners;
 - Do something unique and all inclusive for their constituents; and
 - Deliver something which was in keeping with the council's vision at the time as green issues featured in the four-part ambition⁴.

The **political negotiations** and ultimately reaching an **all-party consensus** were seen to have been supported by:

- ✓ A shared desire to make a difference for local people and places.
- ✓ Availability of resources within the budget to allocate to the scheme - Kirklees Warm Zone was well underway prior to current reductions in public sector budgets.

³ Composition of the 69 councillors from May 2010-11 is: 24 Labour; 20 Liberal Democrat; 19 Conservative; 4 Green; 2 Independent

⁴ Young; green; diverse and economically strong

- ✓ Work by key members in advance of formal budget discussions to reach compromises and adapt the scope of the scheme (including making it free to residents).
- ✓ Cabinet Members were briefed regularly and involved in ongoing decision-making.
- ✓ The ability to reach Kirklees' diverse wards in a fair and consistent way. Historically there has sometimes been a perception of a North/South Kirklees divide but there was a feeling that this scheme offered equality in resources across the whole of Kirklees.

Councillors discussed the importance of **relationships, reputations and commitment**, not just in getting the scheme off the ground but sustaining this during its delivery:

- ✓ Councillors held trust in key officers in the Environment Unit and respected their knowledge of environmental issues and ability to manage the political context. Discussions were supported by existing relationships and rapport and there was a perception that this provided a solid basis for the scheme. Officers were tasked with exploring options and researching other schemes and councillors respected the advice they were given.
- ✓ All political parties were involved in the scheme to some extent, either during its inception or delivery and this joint approach has been recognised as beneficial and there is a broad agreement that credit for the scheme doesn't lie with one single party. A mature approach showing the political good will between parties has been shown by some and this political partnership proved vitally important.
- ✓ Having given approval for the scheme, lead members continued to oversee progress and ensure adequate resources were available. Delivering on their promises and remaining accountable was essential.

6.3 HISTORY, TRACK RECORDS AND PAST RELATIONSHIPS

Prior to the scheme starting and during its initial development, the following factors were perceived by councillors and Warm Zone partner organisations to have been beneficial to getting the scheme developed and started:

- ✓ **Work within Kirklees Council from 2000 onwards on fuel poverty** and improving private sector housing. The council's Environment Unit had previous experience and was perceived to have built trust and reputation among councillors and partners prior to Warm Zone. The council was perceived to have already had a solid track record on 'green' issues, and some good councillor-officer relationships existed to steer 'green' projects.
- ✓ **Existing relationships and trust** between ScottishPower and Kirklees Council; and ScottishPower and Miller Pattison, based on similar projects run in other areas.
- ✓ **National Grid supporting the development of the initial business case** for Warm Zone, based on their past experience of similar schemes.
- ✓ **Learning from a project in Newcastle-upon-Tyne**, where a councillor and council employee visited to learn more about their home insulation scheme and how it could be adapted or developed in Kirklees.

6.4 PARTNERSHIPS - STRONG, SUPPORTIVE, MEDIATING, ENTHUSIASTIC, TRUSTFUL, CHALLENGING

Stakeholders had many comments about the relationships between the partner agencies involved in the Warm Zone scheme. Throughout the scheme, it was felt that the following aspects of partnership working were key for the scheme's management and delivery:

- ✓ **Genuine public/private sector partnerships**, where mutual trust was developed and all partners were clear about their responsibilities and roles. Many partners had shared interests and mutual objectives for getting the scheme off the ground and delivered
- ✓ **Ongoing and sustained support and relationships**, for example project management and procurement support from ScottishPower and Eaga after they had put ScottishPower funding into the project, and ongoing support from Warm Zone Ltd even after the scheme had got off the ground
- ✓ **Supportive and mediating relationships** between partner organisations, particularly when challenges or problems arose. An example included ScottishPower and Miller Pattison working closely during the scheme's first year to iron out challenges in getting the operational delivery right. Yorkshire Energy Services were perceived by a number of Warm Zone partner organisations to have acted as a key mediator between different partners, offering trusted support.

Case Study: Weekly Project Progress Meetings and Reports

Weekly project progress meetings and progress reports were mentioned by several key partners as being vital in the early stages to getting the scheme off the ground, giving a focus for all partners' experience and input and working through challenges. Agencies such as ScottishPower gave continued input and project management support at these meetings and throughout the life of the programme, after they had provided funding.

- ✓ **Opportunities for constructive challenge** and open, honest dialogue between partners. There was an honest recognition from partner organisations that tensions inevitably arose, but many valued being able to have such honest debate and opportunities for working through problems. Relationships were felt to have improved and consolidated over the course of the scheme.

6.5 PARTNERSHIPS - BOLT-ON SERVICES AND WIDER PARTNER AGENCY INVOLVEMENT

The scheme's broader focus of offering services beyond insulation measures was perceived by councillors and most partner organisation stakeholders to have led to a strong '**web of connections**' among a range of partner organisations and to have helped with take-up of insulation measures among residents. Some views expressed by stakeholders about perceived successes included:

- ✓ **Bolt-on services such as free fire safety checks and carbon monoxide detectors** helping to improve the appeal of the scheme among residents. These 'extra' services were perceived (particularly by councillors) to have contributed towards high take-up levels among households.
- ✓ **The bolt-on services giving the scheme a social and economic focus, as well as an environmental one.** The breadth of the scheme's scope was felt by councillors and partner organisations as key to its take-up, getting buy-in and support from different agencies and to get the backing of councillors from different political parties.

- ✓ **Two-way referral processes between a range of agencies**, following on from household visits during the Warm Zone assessment process, and as part of agencies regular work visiting people's homes. Stakeholders such as the Fire Service and Citizens Advice Bureau commented positively that the number of referrals and service uptake they received did increase dramatically as a result of the Warm Zone assessment and referral process.

Case Study: The referrals process offering a focus for partnership working and building of better relationships and joint working between agencies. A number of partner organisations and councillors commented that strong relationships were formed between different agencies involved in handling and following up referrals, for example between the different benefit agencies such as the Citizens Advice Bureau, Department for Work and Pensions and the council's Housing Benefit and Revenues and Benefits teams. A sub-group was set-up between the different benefit agencies to work jointly on benefit referral follow-up.

- ✓ **The referrals process enabling different agencies to meet their own targets.** There were clearly many mutual benefits for the different agencies involved in the referrals process.
- ✓ **Priority referrals being able to take place for older or more vulnerable residents**, particularly for having home insulation measures installed.
- ✓ **Opportunities for raising awareness of available services among residents.** A number of partners felt that their service 'offer' had become more well-known as a result of Warm Zone and the additional services that were part of the scheme.

6.6 PARTNERSHIPS - COMMITMENT, TIME, RESOURCES, SKILLS AND INPUTS

The personal effort of individuals, collective skills and expertise of partner organisations, and the resources dedicated to the scheme were all seen as contributing to the success of Kirklees Warm Zone.

A passion for the cause was shared by partners which was evident through:

- ✓ A shared commitment to make it work together and focus on partnership working. Many stakeholders commented on the 'buzz' of partnership working, and that their organisation had a genuine excitement about being involved in a unique scheme which was not about 'business as usual'.
- ✓ A willingness from individuals to go the extra mile and put in discretionary effort, for example insulation fitters working extra hours and weekends over a prolonged period – even missing the Christmas break.
- ✓ Enthusiasm and a belief in what the scheme was trying to achieve and in making the Warm Zone model work in Kirklees, and in green issues in general.
- ✓ A will to succeed – there was a sense of shared ownership and accountability. Although the council was the lead partner, individual organisations' reputations were at stake too (for example the 'Warm Zone Ltd.' name).

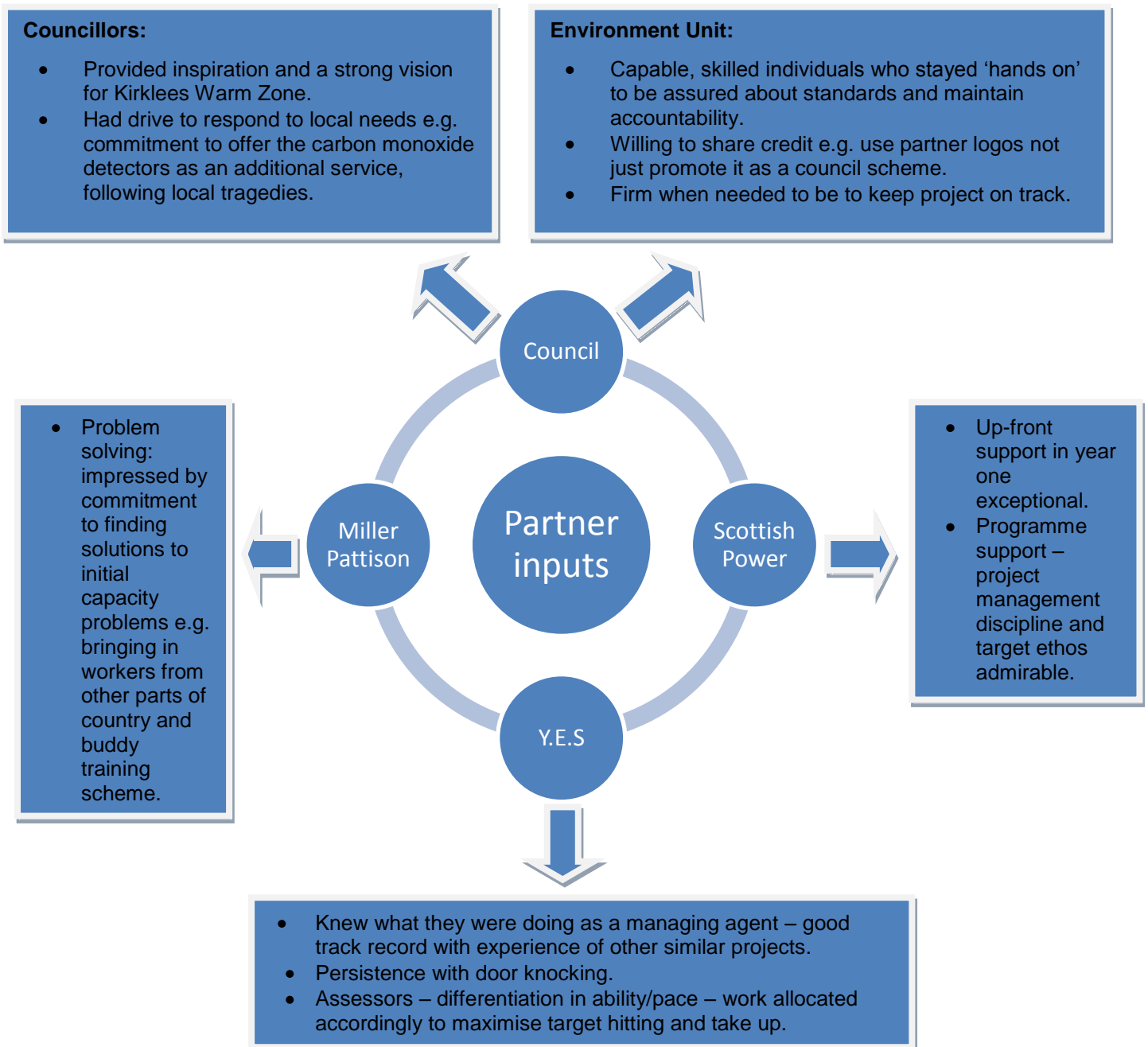
Being **clear about expectations** and **working co-operatively** with one another was really important and stakeholders reported that this brought benefits both during and beyond the duration of the scheme:

- ✓ Some partners felt that the council was clear at the outset that they should be committing to investing significant time in the scheme as well as people/financial resources. It was recognised that the scale of the scheme was a big ask.

- ✓ It was acknowledged that this was a long term programme and people needed to get on and work well together, have round table discussions and be pro-active in finding solutions - and in the main they did! Despite the challenges experienced during the programme, overall a pragmatic approach worked well.
- ✓ At a practical level, project meetings were minuted and actioned – with careful follow through so people were clear on what had to be done and by when.

As well as the collective team effort, the **unique skills sets** of each organisation was vital for keeping the project on track and trying to maximise its impact. Thinking about these in terms of inputs, reflections from the different stakeholders highlighted that it was the breadth of attributes that was important, including personal qualities as well as practical skills.

Some of the feedback received in relation to some of the key delivery partners included:



6.7 FLEXIBILITY, CHANGE AND TROUBLESHOOTING

There was a perception from a number of the stakeholders that there was a **flexible working culture** in the delivery of Kirklees Warm Zone that worked particularly well.

This meant that partner organisations and individuals were:

- ✓ Willing and able to adapt as they went;
- ✓ Prepared to learn from experience and put this learning into practice;
- ✓ Fluid about future plans; and
- ✓ Pro-active about working through issues and problem solving.

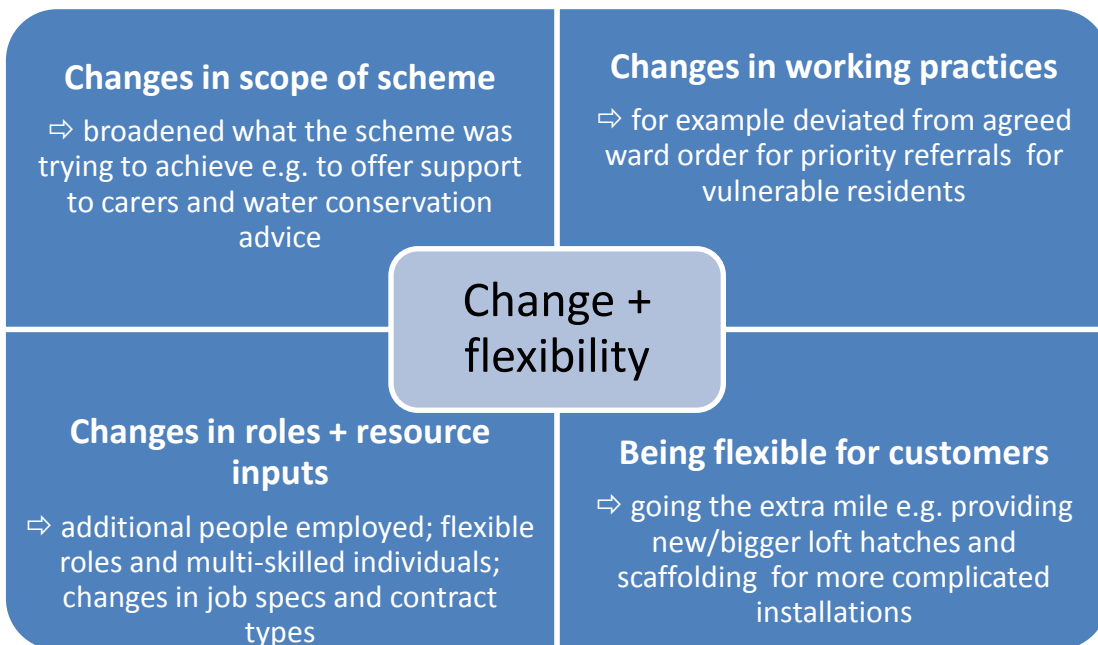
This quality was felt to be especially important given some of the challenges and teething problems experienced during year one (see section 7.2).

Case Study: Flexible approach offered by Kirklees Council.

Flexibility on the part of the council was particularly appreciated by some of the partners, such as ScottishPower who commented on the appeal of the council's willingness to change things and address problems. They felt this supported an effective working relationship and defines Kirklees from some other local authorities they've worked with:

"Kirklees is a council we like to work with because of the flexibility. We are in a lucky position...(can) get on and look at solutions..."

In addition to flexibility underpinning the overall approach, stakeholders identified examples where it was particularly apparent in four main aspects of the scheme's management and delivery:



Case study: Flexible roles and resource inputs

Whilst there were capacity issues due to the scale of the scheme (see sections 7.2 and 7.4), feedback (especially from partners) suggests that what did work well was the flexibility offered throughout the delivery of Kirklees Warm Zone. There was a willingness from both individuals and agencies working together collaboratively to adapt working practices and roles and responsibilities.

Examples included:

- Additional employees being employed, for example Miller Pattison established their own local base and training centre and recruited insulation fitters from all over the country as well as creating new jobs for local people.
- Yorkshire Energy Services made changes to contract types and recruited freelance assessors. The rationale for this was to provide greater incentive and improve assessment completion rates.
- They also introduced a co-ordinator role to support the work of the assessment team.
- Flexibility in support roles offered by Environment Unit – adapted depending on the needs of the scheme (to include for example media request handling, marketing and customer liaison). Although challenging at times this provided development opportunities as people worked away from their traditional professional areas.
- Yorkshire Energy Services changed the job specification to have a single operational manager which improved the flow between assessments and contract management.

In addition the balance of input from different partners shifted over the life span of the programme as local teams grew. For example, there was heavy input from ScottishPower in the first year but this reduced as Yorkshire Energy Services and Miller Pattison became more established.

6.8 LOCALISED MODEL OF DELIVERY

There were a number of aspects of the localised delivery model for the scheme that were perceived to have been successful by stakeholders. These included:

- ✓ **The ward-by-ward, door-by-door approach to assessments.** This was felt to have created efficiencies when it came to assessor and contractor dispatch and demand and workflow (e.g. rotating one densely populated ward with a rural ward), and enabled more deprived areas to be targeted for uptake first. The ward-by-ward approach was also felt to have helped with being able to tailor communications about the scheme, as these could be targeted at particular areas and involved ward councillors.
- ✓ **A dedicated Miller Pattison branch in Cleckheaton.** This was felt to have contributed towards the ability of Miller Pattison being able to deliver the scheme and for targets around local demand and volumes to be met. This was also felt to have supported the employment of local people as assessors and skilled surveyors, which was one of the aims during the procurement of the contractor.

Case Study: The establishment and growth of Yorkshire Energy Services. The managing agent role was felt to have been beneficial for the scheme by many partner organisations for a number of reasons: dedicated employees could be appointed to work on the scheme, the company could grow and venture out into the wider market as a result of building its size, capacity and company offer on the back of Warm Zone, and the managing agent had a degree of autonomy from the council to aid partnership working and day-to-day operational delivery.

- ✓ **Localised approaches to on the ground delivery and communication.** Stakeholders involved in operational delivery commented on the importance of being able to offer tailored support and training to assessors such as informal catch-ups and communications among assessors on the ground.

6.9 SPEED, BREADTH AND INTENSITY

The sheer size, scale and time bound nature of the scheme, though clearly hugely challenging, was mentioned by several stakeholders as being an impressive and rewarding aspect of being involved in the scheme. Working on the project was described by one stakeholder as like 'being on a rollercoaster'. Perceived successes reported by stakeholders included:

- ✓ **Effort and dedication** required and given to hit targets, keep up with demand and keep the project on schedule.
- ✓ **The sheer volume of insulation measures installed and referrals** were mentioned by many stakeholders to be impressive and reflective of lots of dedication and intense hard work for many organisations and individuals.
- ✓ **Economies of scale** helping to bring costs down for many operational aspects of the scheme.

Case Study: The commitment to stick to the 3-year programme. The time bound nature of the scheme was felt to have brought a strong project rationale and demanded strong project management discipline. The fact that the scheme did not overrun, and that 'it got done' was felt by several stakeholders to be a notable achievement, particularly compared to other similar schemes nationally that have overrun, become delayed or deferred.

6.10 MAKING THE FINANCES WORK AND GETTING ADDED VALUE

Significant resources were invested in the scheme. Sections 6.6 and 6.7 highlight some of the ways in which partners worked together to get the most from the human resources available. Feedback from some stakeholders also identified the view that effective financial management was one of the things which was handled well during the scheme's delivery:

- ✓ **Housing tenure:** as the scheme's insulation measures were focused more on private sector housing (see section 7.12 for more on Kirklees Neighbourhood Housing Stock) additional external funding could be accessed through different sources.
- ✓ **Shared interest in managing the funds well:** there was the view that the scheme was run very tightly and there was continuous close monitoring of the financial position. The council placed focus on updating key decision makers, for example Cabinet received regular updates on the budget and impact at ward level. ScottishPower had an interest in making sure their money was well spent – they did not 'fund and run!'
- ✓ **Receiving added value:** one objective during the procurement of energy suppliers was to establish which would give maximum value to residents. Adapting the scope of the scheme to include additional bolt-on services also strived to improve the offer and value gained for residents and the local area.

6.11 IT SYSTEMS, TECHNOLOGY, DATA AND INTELLIGENCE

Feedback from stakeholders highlighted the importance of information technology and analysis functions. There was a perception that some aspects of this were really fundamental in supporting the delivery and management of the scheme. However there were also a number of challenges faced – see section 7.11.

In terms of what worked well participants noted the importance of the various **IT systems supported by human expertise and technology**:

- ✓ ScottishPower's Powerlink system was good at providing an audit trail to monitor carbon savings which showed impact of the investment.
- ✓ The scanning centre at Energy Saving Trust helped in managing the large volumes of assessments.
- ✓ Specialist IT employees including the GIS specialist were felt to be invaluable in mapping activity and generating patch books.
- ✓ The data systems used had large capacity and could support lots of data.

Some of the reasons why IT was felt to be particularly effective in supporting the scheme relate to the various **uses** which could be made of **data and intelligence**. There were a number of examples given of how this was applied to shaping how Kirklees Warm Zone was delivered, including:

- ✓ The geographical mapping activity, which was supported by the GIS specialist employed by Yorkshire Energy Services. This was essential for the mop up phase as it helped to highlight areas with high levels of non-take up which could be targeted in the final round.
- ✓ Patch books were an excellent way of work planning for the assessors and having access to reliable, up-to-date information about their progress.
- ✓ The customer data gathered from the monitoring forms was very valuable in working through what services they most needed and signposting them to other things. It also provides useful baseline information for future planning.
- ✓ Local knowledge shared by the council as lead partner (including ward councillors) was used in making community links such as accessing existing groups and venues. This supported the marketing campaign.

6.12 JOINT APPROACHES TO PROCUREMENT AND CONTRACTING

The involvement of different organisations in both the procurement of the scheme's funding from ScottishPower and the procurement of Miller Pattison as the contractor was mentioned by several stakeholders as having strengthened the tender documents and contract management. Perceived successes included:

- ✓ **Inclusion of 'softer' questions relating to customer contact** in the tender documents during the procurement of Miller Pattison. This was felt to be original and worked well alongside the more technical information asked for in the tender document.
- ✓ **Perceived strength of the tender documents.** One stakeholder felt that the tender documents produced during the procurement of Miller Pattison helped to generate a great deal of interest in the industry and have been used subsequently to support other organisations developing tender documents for similar schemes.
- ✓ **Partner organisations being involved in procurement evaluations and interviews.** During the procurement of Miller Pattison, representatives from ScottishPower and Yorkshire Energy Services worked alongside the council to get the best out of the procurement exercise.

- ✓ **Partner organisations' contract management experience and ongoing support.** The experience of ScottishPower in managing contractors was mentioned positively, particularly their relationship with Miller Pattison during the first year of the scheme and ongoing support with contract management after they had put funds into the project.

6.13 KEEPING CUSTOMERS HAPPY

Stakeholders made many references to work over the course of the scheme that attempted to give customers a positive experience. Figures 6 and 7 represents the complexity of the 'customer journey' for households, including those that had complex access issues in their household or needed scaffolding or a new loft hatch fitted to enable insulation to be installed.

In addition to the contact with households to arrange surveys and installation, there was a process of up to six contact attempts by letter and phone to get assessed homes surveyed and/or insulation installed. A household could get a cancelled job (due to lack of household contact) re-activated at any time, and the final mop-up process gave a final chance to households that had not either been initially assessed or followed through with a survey or installation.

Figure 6 – The Customer Journey for the Kirklees Warm Zone Scheme

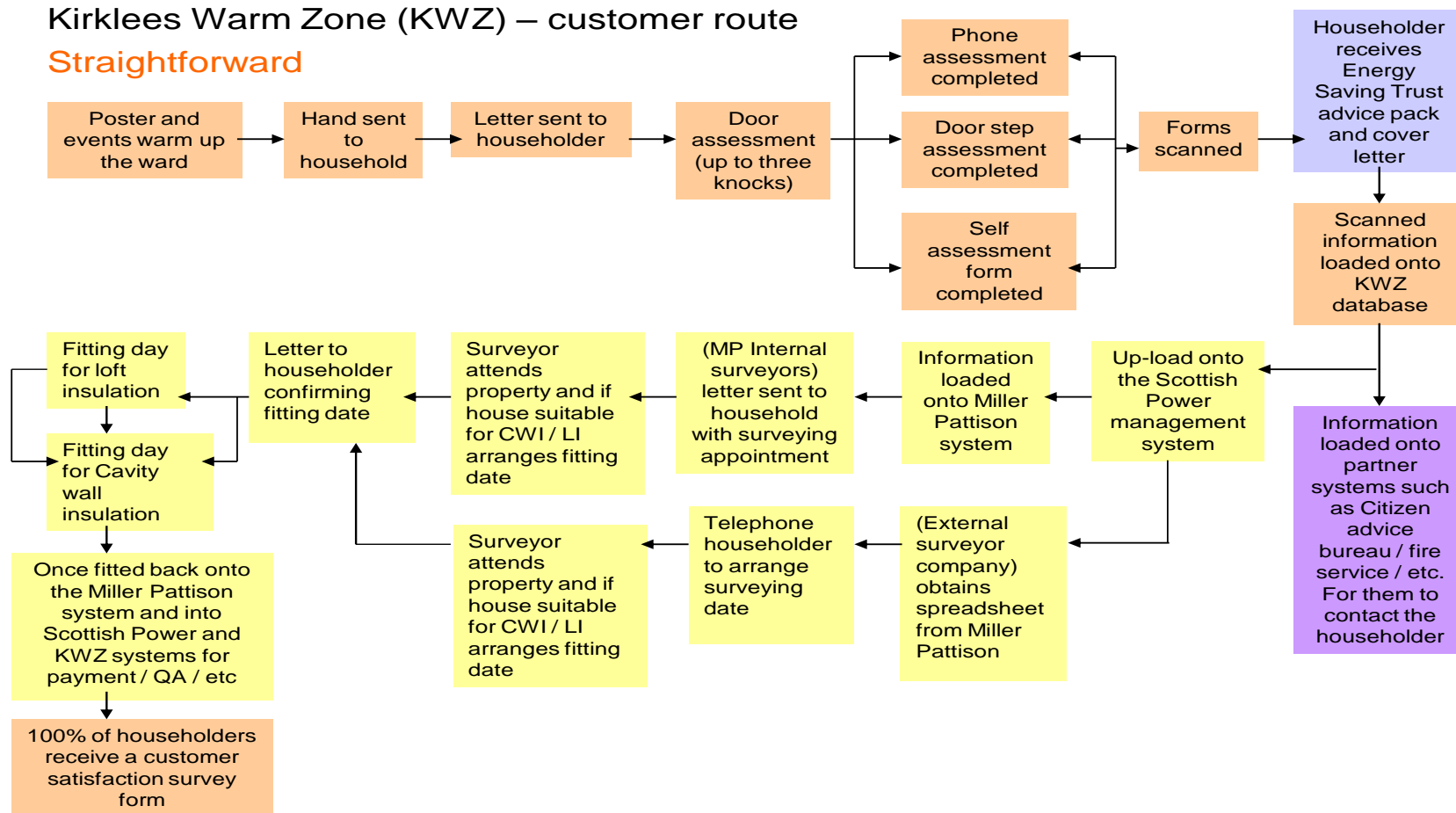
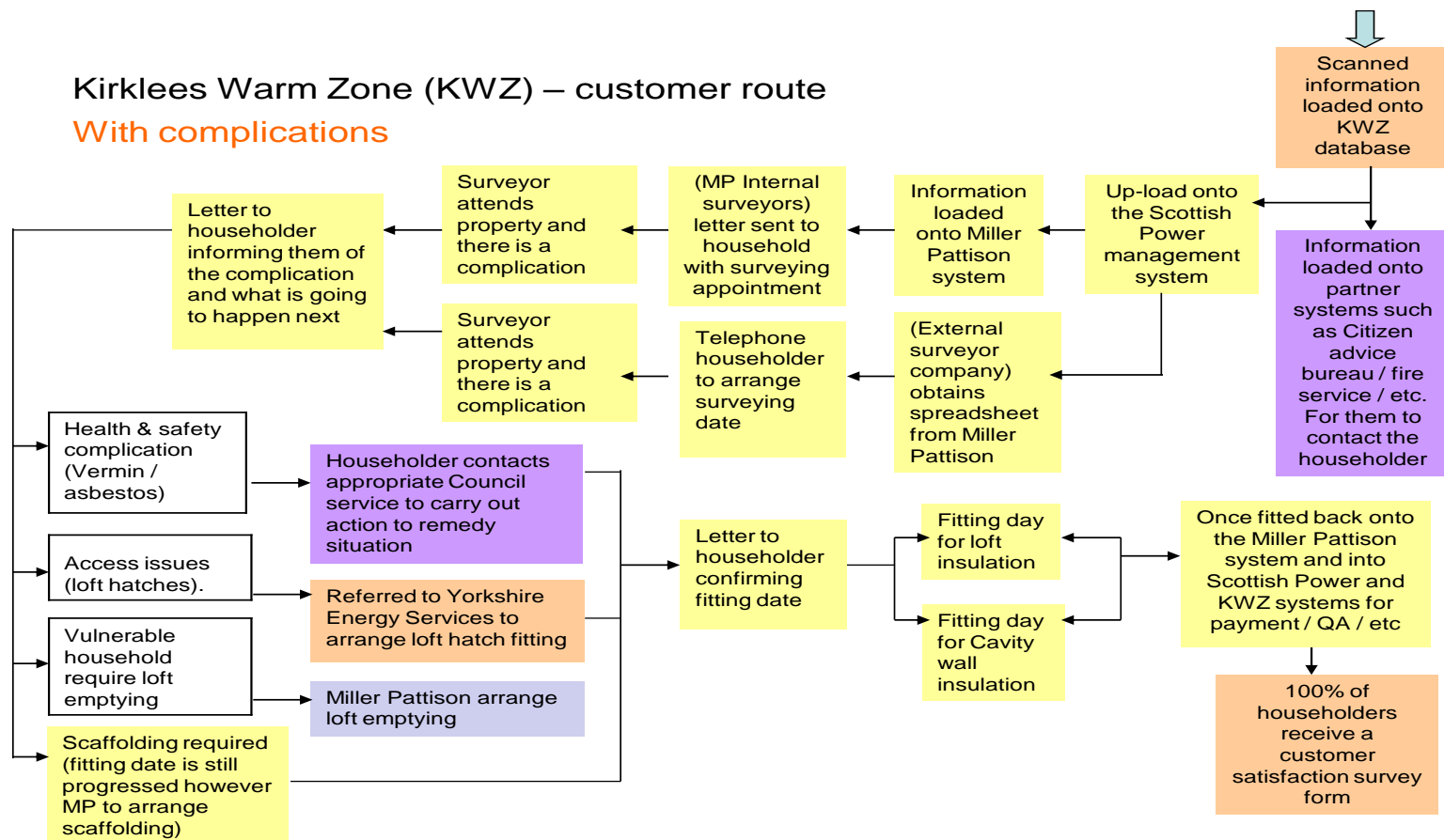


Figure 7 – The Customer Journey for the Kirklees Warm Zone Scheme for Complex Customer Cases



While there were clearly challenges for a scheme as complex and large as Warm Zone (see section 7.7), some perceived positives mentioned included:

- ✓ **Having a complaints procedure in place**, and there was a partnership approach to resolving more challenging complaints (e.g. involvement of partners such as Miller Pattison and Scottish Power as well as the council's Environment Unit).
- ✓ **Writing letters to all potential customers** about the availability of the scheme via a direct mail out.

Case Study: Capturing customer feedback. A commitment was made to sending out customer satisfaction forms to all households that had measures installed in their homes. Councillors were particularly keen to capture customer satisfaction data and stakeholders perceived that councillors provided direction to ensure that all people who had assessments were sent a customer satisfaction form.

- ✓ **Offering additional services** to customers whose homes were more challenging to insulate, such as free scaffolding and fitting of new loft hatches
- ✓ **Surveyors sticking to appointment times** and being perceived to have done a professional job. Customers in the customer focus groups were pleased that 'they came when they said they would' and generally had positive experiences of the work carried out in their homes
- ✓ **Surveyors having a smart and professional appearance.** This was commented on by two customers in the customer focus group
- ✓ **Information** such as frequently asked questions being available on the internet
- ✓ **Ward councillors** being involved in liaising with customers and supporting the resolution of complaints. Some ward councillors were particularly pro-active in raising awareness with their constituents and giving their backing for the scheme. Where this happened it was perceived to be effective.

Case Study: Customer satisfaction. Customer satisfaction forms were sent out to all households that had received insulation measures in their homes, or residents could complete the survey online through the council's website. The questionnaire asked customers about the survey and installation process, the overall Warm Zone process and satisfaction with any extra services (e.g. benefits advice) offered. Towards the end of the scheme, customers were also asked about whether participating in Warm Zone had helped them to change domestic energy use or realise the benefits of saving energy. Results from the customer satisfaction survey (based on 17,267 completed forms) showed **high levels of customer satisfaction** with nearly all aspects of the scheme:

- 82% rated the overall Warm Zone process as either 'excellent' or 'good'
- 91% said that the Miller Pattison surveyor turned up when arranged
- 83% said that the Miller Pattison installation team turned up when arranged
- 82% rated the appearance and manner of the Warm Zone assessors as either 'excellent' or 'good'.
- 81% rated the arrangements made to book the survey for their property as either 'excellent' or 'good'
- 80% rated the surveyor's explanation of the work being done as either 'excellent' or 'good'

- 80% rated the arrangements made to book a date and time for their installation as either 'excellent' or 'good'
- 74% rated the installation teams' explanation of the work being done as either 'excellent' or 'good'
- 83% rated the efficiency on the installation teams' work as either 'excellent' or 'good'
- 75% rated how clean and tidy the installation team left their homes as either 'excellent' or 'good'
- 80% rated the appearance and manner of the installation team as either 'excellent' or 'good'
- 76% rated the customer service provided by the Warm Zone office staff as either 'excellent' or 'good'

Results from the customer satisfaction survey showed **generally positive ratings of extra services** offered through the scheme among customers that used these extra services:

- 65% rated benefits advice as either 'excellent' or 'good'
- 85% rated the fire service as either 'excellent' or 'good'
- 59% rated Yorkshire Water as either 'excellent' or 'good'
- 63% rated carers gateway support as either 'excellent' or 'good'
- 55% rated private sector housing support as either 'excellent' or 'good'
- 89% rated the fitting of carbon monoxide detectors as either 'excellent' or 'good'
- 68% rated central heating support as either 'excellent' or 'good'.

6.14 JOINT APPROACHES TO MARKETING AND CONSISTENT BRANDING

Some of the challenges experienced are discussed in section 7.8, however feedback from all of the stakeholder groups highlighted particular characteristics of the marketing which they felt had worked effectively.

A **phased marketing campaign** was run with tailored messages at different stages:

- ✓ **'Coming soon'**: Every home received a letter before assessment visits started in their ward so door knocking wasn't perceived as 'cold-calling'. The letter raised initial awareness and encouraged residents to look out for the scheme in their area soon.
- ✓ **'Spreading the word'**: Once the scheme had developed Kirklees-wide marketing started and word of mouth messages grew as people told friends and neighbours about their experiences.
- ✓ **'Last chance'**: In preparation for the mop-up stage, emphasis changed to promoting the benefits of the scheme, sharing case studies and encouraging people not to miss this opportunity as the scheme was ending soon.
- ✓ This phased approach also had different **purposes** – some activity was purely aimed at stimulating brand recognition, to support the door knocking, rather than necessarily being 'a call to action' trying to motivate people to ring up and enquire.

The campaign was felt to be **comprehensive**:

- ✓ A range of **complementary approaches** were used which had a cumulative effect. Whilst some of the participants highlighted some methods as being especially effective, the broad consensus was that it was everything together which was perceived to have made the real difference.

- ✓ Direct marketing was supported by press and radio coverage; roundabout signs; distinctive branded red uniforms; features in the council's magazine 'Kirklees Together' exhibitions and much more.



- ✓ Raising awareness and recognition of the scheme was supported by **consistent branding** including the Kirklees Warm Zone logo (this was displayed on vehicles as well as marketing material).

- ✓ The **'gloved hand'** marketing symbol was also used consistently throughout, for example on the reverse of leaflets even when the target messages were changing. This was perceived to be eye catching and different by many.



- ✓ The **persistence** of key individuals was perceived to have worked well. Such as the assessors who were repeatedly door knocking as part of the localised delivery model or lead officers, including the Head of the Environment Unit who frequently spoke at conferences and was interviewed by local, regional and national journalists which helped to raise awareness of what was happening in Kirklees.

- ✓ Maintaining **momentum**, keeping to programme timescales and continuing to make progress through the ward schedule was viewed as being essential to keeping a positive flavor to the marketing, generating a steady flow of 'good news stories' and sustaining customer interest.

The **community presence and personal approach** was felt to have supported partner organisations in building relationships with local people and groups:

- ✓ This was particularly important for developing **customer understanding and confidence** in the scheme – which built **trust** over time. To help people know that officials were genuine, photographic id was carried by assessors and they all wore the scheme's uniform.
- ✓ Having face to face contact also provided opportunity to reassure people about the **legitimacy** of the scheme and that it could be accessed for free. To try and differentiate Kirklees Warm Zone from the national Warm Front scheme and local private contractors, the marketing was stepped up to include the vehicle livery to help **build brand awareness**.
- ✓ The local face to face approach was seen as being more successful than national marketing on climate change as it provided the opportunity to **give reassurances** and challenge people's objections/concerns/lack of interest. As it was a council led scheme rather than energy company led, it avoided the risk of people associating the scheme with being pressurised to switch energy suppliers.
- ✓ The council used its knowledge of its diverse communities to reach particular target groups in **community settings** they were likely to feel more **comfortable**. For example faith venues for black and minority ethnic communities and luncheon clubs for older residents. This was facilitated by gaining the support of group leaders to act as **gatekeepers**. Some local ward councillors provided advice and suggestions for making links with residents for whom English is an additional language.
- ✓ Exhibitions in venues with high footfall (such as shopping centres and precincts) were particularly effective in attracting people. **'Piggy backing'** on events already planned by partner organisations or community groups opened up opportunities and provided a more joined up approach.

Case Study: Analysis of effectiveness of marketing

In November 2008 the Warm Zone events assistant was appointed by Yorkshire Energy Services and this increased the dedicated resources for planning community events. Between January 2007 and Summer 2009 officers from Kirklees Council's Environment Unit delivered 91 events and talks and a further 25 events in conjunction with Yorkshire Energy Services, whilst also driving the project forward and making links with voluntary sector groups. Yorkshire Energy Services then took over on Warm Zone locality events with support from the council's Environment Unit when needed. The council co-ordinated mailouts to local community and voluntary groups ward-by-ward up to the mop-up phase of the scheme.

Yorkshire Energy Services' events assistant perceived the following aspects to have worked well:

- In the 2-3 week period before the scheme going into a new ward events were arranged in a range of public venues. These were especially popular when supported by local advertising such as posters, leaflets and media coverage.
- In the pre mop-up phase the conversion rate was fairly strong, varying from 10-45 completed forms, on average, depending on the location.
- The most receptive audience was found to be White middle aged couples.
- The best response rate was in public places and town centres, such as supermarkets, bus stations and open markets which were the best locations for attracting passing trade.
- Some event coverage was shared to encourage a multi-partnership approach. This encouraged networking and although the effectiveness was varied, some were well attended such as Kirklees Carers Rights Day and Dewsbury Pensioners Fair.
- Overall, it was considered that the community events were successful (prior to the mop-up phase when awareness was already widespread). It was felt they provided an opportunity to promote the scheme, raise brand awareness, answer any questions and provide reassurance.

Information was also collected directly from customers on a **call log** for certain periods to inform the marketing campaign. This identifies how customers recalled hearing about the scheme. Their responses show that at different stages the following methods were most frequently mentioned:

- Direct mail shot and mop-up leaflet
- Direct contact with council and Kirklees Together article (resident magazine)
- Assessor calling card
- Word of mouth – in some weeks this accounted for a quarter of all enquiries.

6.15 UNIVERSAL AND UNIQUE SERVICE OFFER

There were lots of comments from stakeholders about the unique nature of Kirklees Warm Zone. Characteristically it was perceived to be both:

- ✓ Impressive in scale - something available to every single household in Kirklees who wanted it.
- ✓ Impressive in its offer to customers – free!

Particular elements that were highlighted included:

- ✓ **Something different:** it was perceived that the scheme caught people's imagination because it had never been done before in this way and was a much better offer than in neighbouring areas.

- ✓ **Additional benefits – unique selling point:** the wider bolt-on services appealed to both residents and councillors, especially things like the complimentary carbon monoxide detectors. This also helped to differentiate the scheme from others which only offered insulation.
- ✓ **Universal:** it offered something to every single household. Not all properties were 'suitable' for insulation measures (see section 7.12) but they could access other services and advice. There was a perceived equality underpinning the scheme's delivery, offering something regardless of where residents lived in Kirklees or their income levels.

The decision to make Kirklees Warm Zone completely free to all customers is perceived to have brought both challenges (see section 7.8) and also major opportunities for maximising take up and the overall impact of the scheme. Stakeholders identified a number of aspects they felt had worked particularly well:

- ✓ **Learning from experience:** the decision to change the scheme's scope to be free was informed by experience from Warm Zones elsewhere. Feedback suggested that impact had not been as great as it could have been and the administration of fees for schemes using a subsidised approach clearly carries its own resource implications.
- ✓ **Council backed scheme:** despite some initial scepticism from residents it was considered that having council backing helped to legitimise the scheme in a way that might not have been possible with a free private-sector led scheme.
- ✓ **Commitment:** ScottishPower admired the council's consistency to provide equality in free access throughout the three year programme. They felt there was a commitment to find additional resources such that the last customer could benefit in the same way as the first.
- ✓ **Improved customer journey:** there were some reflections that having a free scheme made it an easier process for customers. They had to make a simple decision: 'Do I want it or do I not?' rather than having to source and price check against a number of private contractors.

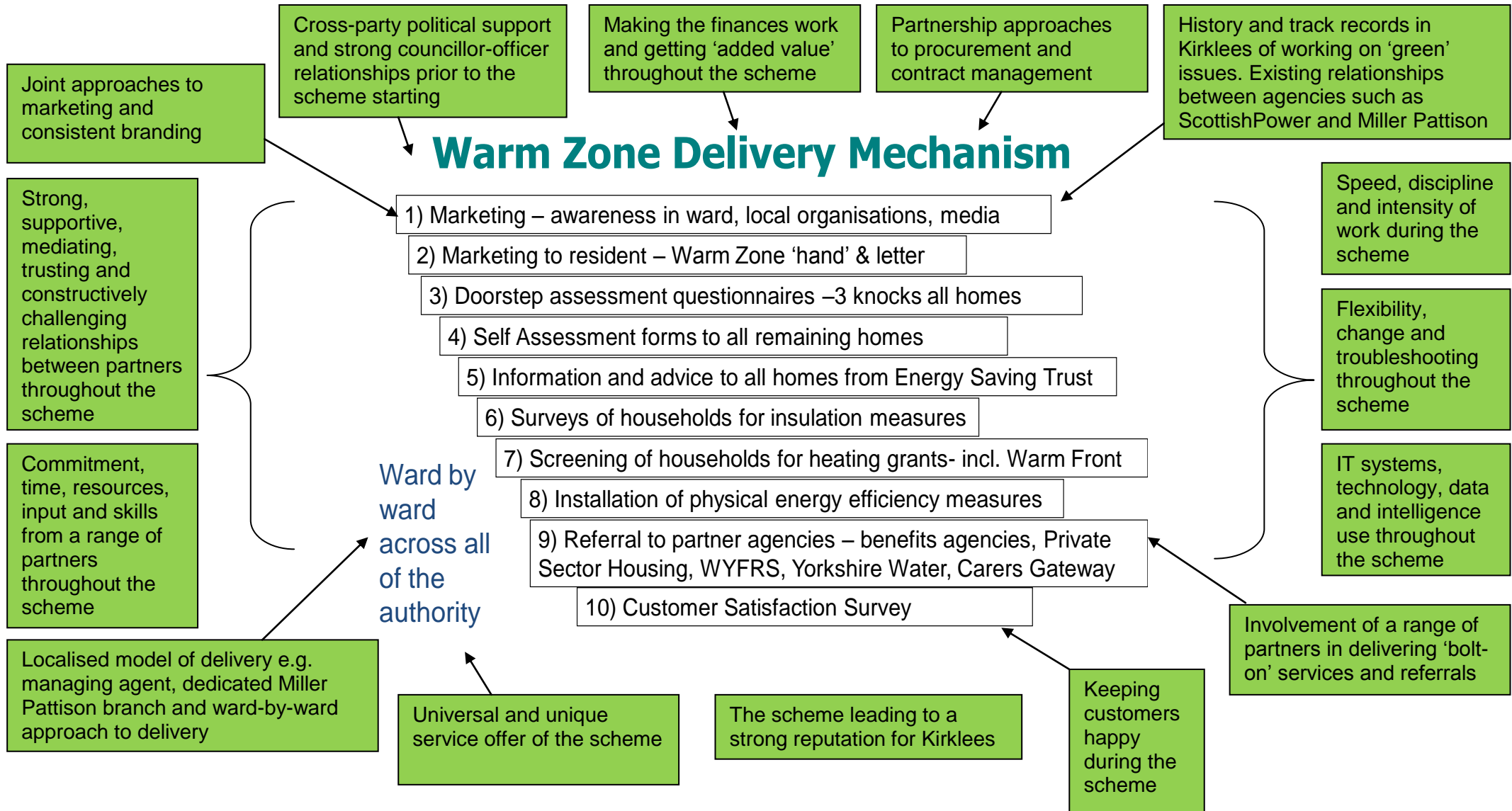
6.16 STRONG REPUTATION

Stakeholders had many comments about how the scheme led to successful praise and much interest and increased profile at a local, national and European level. Examples include:

- ✓ **Interest from other local authorities,** with the council being frequently contacted by other councils for advice and support.
- ✓ **Involvement in many national conference, meetings and publications** to raise awareness of the scheme and share learning.
- ✓ **Enhancement of the council's 'green' reputation** at a national level, with the council receiving praise from external bodies such as the Audit Commission.
- ✓ **Enhancement of the national reputation of Yorkshire Energy Services,** who have subsequently supported other area-based initiatives.
- ✓ **Influence on national policy and thinking,** particularly on national policies such as the Green Deal and Government thinking on how to meet 2020 carbon reduction targets. The scheme has been discussed in many parliamentary debates and was mentioned on one occasion by the then Prime Minister as an example of best practice. The scheme has also influenced the national policy of political parties such as the Green Party.
- ✓ **European recognition and international interest,** such as Yorkshire Energy Services giving advice to institutions in the USA and Canada about area-based carbon reduction initiatives.

- ✓ **Enhancement of the council's local reputation** among residents. Several customers in the customer focus group felt that the scheme offered good value for money and that Kirklees was ahead of other councils on such initiatives.

6.17 SUMMARY OF WHAT WAS PERCEIVED TO HAVE WORKED SUCCESSFULLY (SHOWN IN GREEN BOXES)



7. Which areas of work were perceived to be more challenging, and why so? How were challenges overcome?

7.1 INTRODUCTION

This section of the report summarises aspects of the scheme that were perceived to have been challenging by the different stakeholders, and the perceptions of why this was the case. Stakeholders were also asked to comment on what work was undertaken to tackle or overcome challenges.

7.2 FIRST-YEAR TEETHING PROBLEMS AND TROUBLESHOOTING

There was honest recognition from a range of stakeholders that during the delivery of the scheme in its first year there were a number of ‘teething problems’ that had to be worked through and resolved, often involving a great deal of collective input from partners. Challenges discussed by stakeholders included:

- **The huge demand for skilled labour to undertake surveying and insulation work.** While much effort was put into training and employing local people as specified in the contract for the operational delivery, Miller Pattison needed to bring in employees from other areas and also recruit staff from outside of Kirklees to have capacity to deliver. Other Carbon Emissions Reduction Target (CERT) funded schemes were also taking place as Warm Zone started, placing a strain on operational capacity. There was and still is a national shortage of high quality, skilled labour to undertake large-scale home insulation work.

Case Study: The need for a more joined-up approach to the assessment and surveying process and to the target timescales between these taking place. There were many problems in the first year with household assessments not being followed-up by surveys within 20 days. The timeline started when the assessment form was uploaded onto Miller Pattison’s database. Following completion of the technical survey there was a further target of 20 days for installation of the insulation measures.

As they had time to become more established Miller Pattison introduced initiatives which helped to respond to the demands: such as securing additional labour to improve capacity for technical surveys and installation and expanding ‘buddy’ training schemes to skill people up and enable them to pass on their knowledge.

In addition there was recognition that assessors employed on full-time contracts were not motivated to meet assessment targets and therefore a decision was taken to appoint assessors as freelance employees instead on temporary and flexible contracts. This was felt by many stakeholders to have improved the number of assessments taking place as it provided greater incentive for the assessors and also improved the consistency in door-knocking across different areas.

- **New teams needing to be employed and become embedded at Yorkshire Energy Services and Miller Pattison.** There was honest recognition from stakeholders of there being too few administration staff and operational staff at the scheme’s outset for it to be delivered, and the work that had to be undertaken in the first year to employ extra employees. Members of the council’s Environment Unit had to devote much time in the first 12 months or so of the scheme taking on operational work.
- **The sheer volume of work and size of the scheme placing a massive strain on existing employees’ time and capacity.** There was much discussion about the pressures placed on individual employees at the scheme’s outset, who clearly needed extra support and staff members to be able to deliver. One example given was the administration staff at Yorkshire

Energy Services and Miller Pattison, who in the first year found it extremely challenging coping with the volume of paperwork and telephone calls associated with the scheme.

- **Weekly meetings among partners to troubleshoot teething problems.** These weekly update meetings were mentioned by several stakeholders as being key to raising issues, identifying operational teething problems and troubleshooting. There was honest discussion of the challenges that faced Miller Pattison in the first year of the scheme, and how vital the additional support and input from key partners such as ScottishPower and Yorkshire Energy Services was for working through and mediating some of the contract management tensions between Miller Pattison and the council.
- **Challenges with balancing and prioritising different demands during the first year.** Some stakeholders felt under pressure to not only meet targets around the operational aspects of insulation, but to also deliver extra services such as carbon monoxide detectors or deal with marketing and branding.

7.3 EXPECTATIONS, COMMUNICATIONS AND DEMANDS AT PROJECT OUTSET

Despite the overall perception that partnership working was a success of the project, this aspect of the delivery also brought challenges. There was a view (particularly from the partner agencies) that at times various partners did not fully appreciate each other's position and that there could have been greater clarity at the outset about what was expected. Perceived challenges that were discussed included:

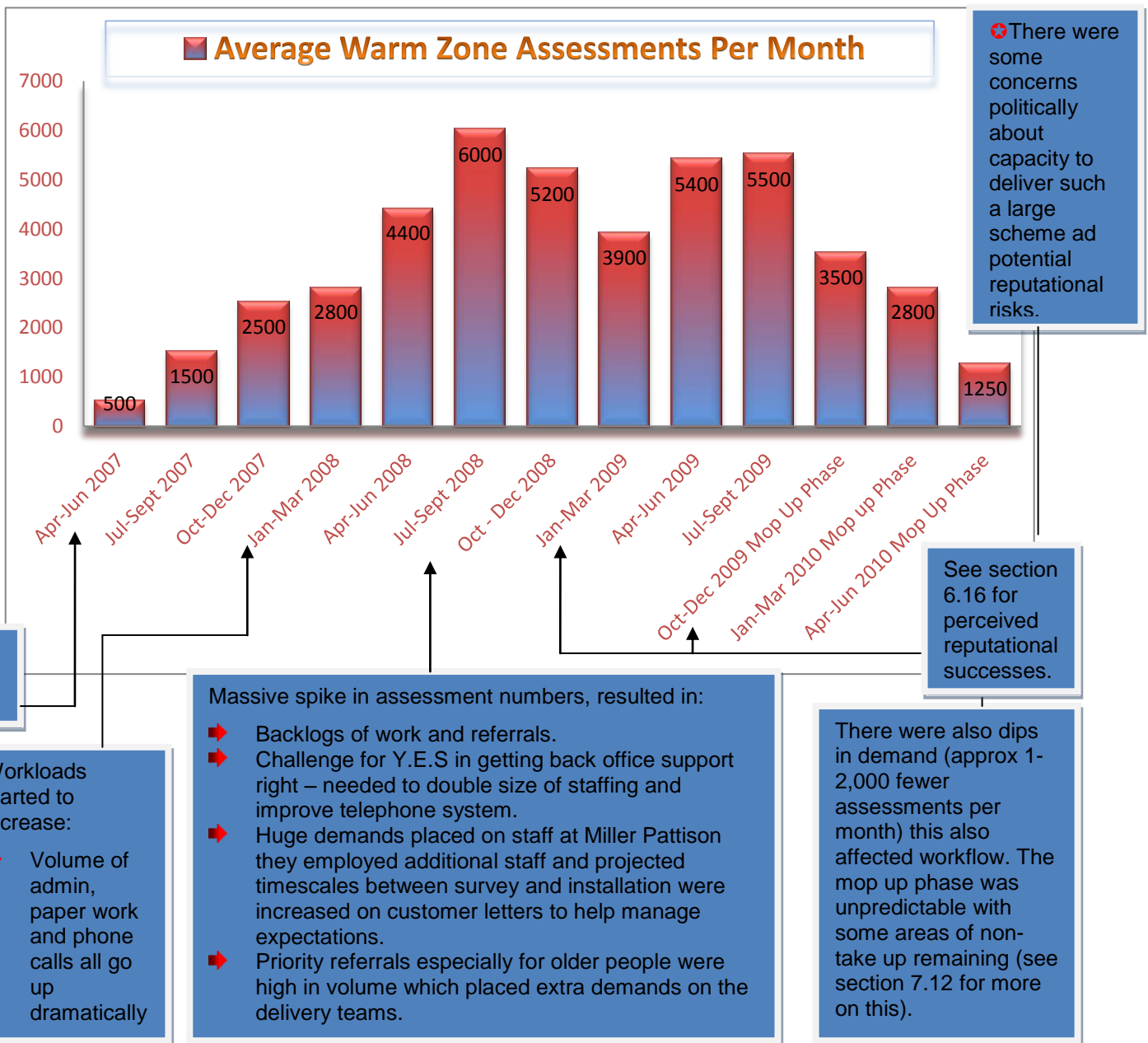
- **Not being fully clear at outset:** the scale and scope of the scheme changed from original plans and as political support grew so did the amount of funding which was dedicated to the scheme. This changed what was possible and what was expected from partners as a result. For example the decision to go 'free' dramatically changed the scheme's appeal and potential take up and workload levels.
- **Difficulties with maintaining strong communication:** feedback has suggested that there could have been better communication from the council with Miller Pattison about the anticipated demands of the scheme. Similarly, liaison between Yorkshire Energy Services and Miller Pattison could have been improved at times around planned workloads and volume of door knocking such that completed assessment rates could be supported by the right number of surveyors/installers.
- **Maintaining realistic expectations:** there was a feeling this was evident in two main ways:
 - An underestimation of what the scheme would deliver. Some of the issues around initial lack of capacity are explored in section 7.2 and section 7.5 highlights contextual issues around commercial viability. As this scheme was something of a 'guinea pig', there was a lack of evidence about what the levels of demand might be. This was challenging for a single contractor to commit and respond to.
 - An overestimation of what could be achieved, matching supply (assessments/installations) with demand (marketing/customer interest) and whether targets were feasible – some stakeholders were of the opinion that there is a limit to what is physically possible and sometimes expectations were just too high and unrealistic. Another example given was that during the early stages there were massive demands on key personnel's time for weekly meetings, this was reviewed and changed to free up more 'doing time' as the scheme evolved.

- ➡ **Balancing competing agendas and timelines:** politicians were keen to see the scheme get started – as planning had to be reworked to support delivery of a free scheme the project team would have preferred slightly more lead in time.

7.4 IMPACT OF PROJECT PEAKS AND TROUGHS

Section 7.2 explored some of the first year teething problems. One of these - workload planning was clearly a challenge which continued for the main partner organisations. There was a feeling that activities in one part of the programme were not always fully aligned with other aspects of the scheme's delivery. This is highlighted by appreciating how a success in one area (e.g. effective marketing which boosted take up) created challenges in another (e.g. hitting the target between survey and installation).

This chart shows the average number of door-step energy assessments completed per month within each period. **In total, more than 133,746 assessments were completed between 2007-2010.** The highest individual month was August 2008 (6,704) and the lowest individual month was June 2010 – the last month for the public to sign up (288). The sheer size, speed and scale of the scheme was described as a major challenge by a number of stakeholders.



Overall, the commitment and flexibility of partner organisations helped to overcome these difficulties.

7.5 DEMANDS ON PRIVATE SECTOR WORKING PRACTICES AND COMMERCIAL VIABILITY

Stakeholders discussed particular challenges associated with Miller Pattison being the sole contractor for the Warm Zone project:

- **Technical legal requirements that only one contractor or three contractors could be appointed to work on the scheme**, meant that a decision was made to appoint Miller Pattison as the sole contractor. This was unusual within the industry, and clearly placed a great deal of expectation on Miller Pattison to meet the demands of the project at its outset.
- **The area-based model of insulation** of the mixed sector housing stock being somewhat different from previous work undertaken by contractors, who usually generated their own measures of performance or worked just on social housing.
- **The need for contractors to maintain commercial viability** while delivering an area-based scheme. More than one partner organisation mentioned that some features of the scheme's delivery (e.g. the target between assessments and surveying, the need to make repeat appointments with customers) affected the commercial viability of the scheme for the contractor.
- **The challenge of large up-front capital investment** from the contractor, who needed security and assurance that the scheme would deliver what it intended to do before making such investment in operational capacity and resources. Related to this, the industry environment at the outset of the scheme where prices for goods and resources were rising, was perceived to have potentially affected the perceived commercial viability of the scheme for Miller Pattison.
- **The lack of continuity between large government schemes** can be challenging for contractors, as they may need to lay off staff or downsize their capacity in between government schemes. Some partners expressed disappointment that other councils have not followed Kirklees by investing in similar area-based home insulation schemes.

7.6 TIMING OF RESOURCE INPUTS AND MAKING THE FINANCES WORK

Earlier sections (particularly 7.2 and 7.4) have explored some of the challenges around capacity and workload planning. Stakeholders also raised other related difficulties stemming from not always having the right resources (human and financial) available at the right time. Perceived challenges included:

- **Inadequate capacity and knock on effects:** the council's Environment Unit didn't have enough resources to run the scheme in-house. They decided to appoint Yorkshire Energy Services as the managing agent – however they didn't have enough staff in place during the first year to fully manage the scheme. Despite outsourcing, the council still had to dedicate significant time and resources into developing quality control measures to ensure operational standards of delivery were being met as well as providing ongoing marketing and customer support.
- **Contingency arrangements could have been better to preserve universal offer:** for example although a mop-up fund to assist harder-to-treat properties and those who missed out does exist, it is a relatively small budget.
- **Complicated funding arrangements and lack of clarity and certainty at times:** examples identified included the bolt-on services such as benefits advice were poorly resourced; initially the £1million funding required for carbon monoxide detectors was unconfirmed; and funding availability from ScottishPower changed due to an internal

restructure which meant budgets were put 'on hold' for a short period. To resolve this they had to quickly find an alternative process to release money for scheme to continue.

- **Setting aside funding to match delivery outputs on a monthly basis:** the peaks and troughs of take up and installations created some difficulties for aligning availability of funding. This highlighted the importance of forecasting delivery and spend for all partners.
- **Pressure to secure return on investment:** politically, councillors were conscious of the need for the scheme to be successful given the significant amount of investment. The lead co-funders, the council and ScottishPower also highlighted feeling this pressure and were committed to getting the most out of their money. Take up wasn't only affected by the success of marketing approaches and quality of installation, some homes weren't suitable and other households did not take up the scheme despite repeat door knocking (see section 7.12) Therefore the ability to maximise return on investment was also influenced by factors outside of partner agencies' control and this was felt to have created pressure on efforts to secure completed assessments and installations and improved outcomes for local people.

7.7 THE CHALLENGES OF CUSTOMER CONTACT

Clearly a scheme as large as Warm Zone raised a whole host of challenges around customer contact, the customer journey and keeping customers happy. There were many discussion points raised by the different stakeholders, and particularly by customers in the customer focus group. Perceived challenges included:

- **Lack of capacity within Yorkshire Energy Services and Miller Pattison at the outset of the scheme to deal with the volume of phone calls and paperwork** meant that some customers had difficulties making contact via the phone, left messages on an answer phone that were never followed-up and had difficulties resolving problems or complaints. A minority of customers in the customer focus group shared experiences of not being able to get through to anybody on the telephone and it taking around 6 months to satisfactorily have an issue resolved, describing the experience as a 'fight'.
- **Confusion about who customers could contact about the Warm Zone scheme.** In the customer focus group a minority of customers said that they were confused about which number to call, which organisation would deal with which issues and why some organisations never returned customer calls. Professionals also shared experiences of customers contacting their team about Warm Zone, even though their team was not the lead organisation. Some professionals also shared experiences of residents in neighbouring local authorities who lived near the local authority border wanting to have measures installed in their homes because neighbours living nearby in Kirklees had insulation installed.

Case Study: Customer cancellations or customers not being available or at home during arranged appointments. This affected the ability of assessors and surveyors to meet targets. Repeat customer appointments also compromised the commercial viability of the scheme for the contractor. To deal with this situation, Miller Pattison needed to overbook customer appointments to ensure targets could be met and commercial viability maintained. A change was also made to the booking system for assessment and surveying appointments, where customers were asked to select times that were *not convenient* for their appointment, rather than times that would be ok for their appointment.

- **Customers feeling that they received inconsistent advice during assessment, surveys and subsequent insulation.** There were a minority of customers in the customer focus group that were unhappy about being told that their random stone property was suitable for insulation measures during the survey, but then when insulation was due to be carried out being told that

their property could not have measures installed. One customer still felt that they have been given an unsatisfactory explanation of why insulation could not be fitted in their home. Another customer in the customer focus group described how residents in their street with similar properties had all received contrasting advice about whether their homes could have insulation installed.

- ➔ **Customers having contrasting experiences of insulation.** While most customers in the customer focus group expressed satisfaction with the work carried out in their home, a minority reported problems such as mess being left after drilling, insulation material being blown out of the wall into the garden on a windy day, or only half of the appropriate walls being insulated and the work on the rest needing to be re-arranged for a future date.
- ➔ **Customers having contrasting experiences of some extra services such as loft hatches.** One customer in the customer focus group felt somewhat disappointed hearing that other customers had new loft hatches fitted to enable insulation work to take place, as they had not been offered this service and the size of their loft hatch was one reason given for their home not being suitable for insulation.
- ➔ **Needing to engage with diverse members of the community.** In wards with a diverse population, multi-lingual assessors were deployed to be able to carry out assessments with households where English was not spoken.
- ➔ **Needing to manage customer expectation.** While stakeholders were generally complementary of the ward-by-ward approach to delivery, some acknowledged that this created challenges for managing the expectations and demands of customers in wards that were waiting to be visited.
- ➔ **Demands of complaint handling.** While stakeholders felt that the number of complaints was low for a scheme the size of Warm Zone, complaints tended to be clustered and related to particular issues such as surveyors not turning up. Staff in the council's Environment Unit spent a great deal of time handling more challenging complaints. Some complaints were also felt to be emotionally charged (e.g. about problems left in people's homes) so were challenging for individual employees to deal with. There was recognition from stakeholders that there will always be more difficult and challenging complainants for any project the size of Warm Zone.

Case Study: Responsibility for complaints. Stakeholders discussed that some complainants contacted the council directly, either because of not being able to get through to Miller Pattison or Yorkshire Energy Services on the phone, wanting to bypass the managing agent or because they felt that the managing agent had not resolved the complaint satisfactorily by providing enough feedback or communication.

All customer complaints were logged through ScottishPower's Powerlink database. However this was not used directly by officers in the council's Environment Unit in terms of logging or monitoring and an additional complaints spreadsheet was established to capture the complaints being referred on to Yorkshire Energy Services by the council. The issues discussed in section 7.11 around difficulties with data collection, sharing and storage were highlighted as having impacted on complaint handling.

In addition, stakeholders felt that the time commitment needed to resolve complaints was hugely challenging to balance alongside other Warm Zone tasks, and perhaps a dedicated complaints manager/member of staff could have been identified or appointed. Complaints made or raised by councillors were dealt with by the council. Some stakeholders felt that this may have affected the consistency of responses, as complaints dealt with directly by the managing agent may have received a firmer response.

7.8 MEDIA AND MARKETING CHALLENGES

Section 6.14 highlights many aspects of the marketing campaign which were perceived to have worked well. With a scheme of this size and a diverse target population it is clear that some difficulties were also experienced. Broad challenges identified by stakeholders included:

➔ **Barriers to effective marketing:**

- The scheme's focus of energy efficiency can be a difficult concept to market – it doesn't turn everybody on: some people are sceptical, some people aren't interested, some people have other priorities etc.
- Some of the marketing tools and information/advice were less well received. For example whilst there was support for the 'gloved hand', it didn't appeal to everyone. Some of the customers in the customer focus group also did not have strong memories of their household energy reports and advice packs and the communication around this could have perhaps been stronger to fully engage with the target audience.

➔ **Dedicated marketing resources:**

- The community engagement and marketing activity took much more time and preparation than expected. In the first year this was managed internally by the council, however with stretched resources further face to face engagement was limited and this coincided with the scheme needing time for 'word of mouth' to become an effective means of promotion. Initial take up was quite slow as a result.
- Part way through, there were further changes including the loss of the Yorkshire Energy Services' marketing manager. Efforts to bridge this gap included regular brainstorming of ideas amongst the delivery team and a greater role for the council once again in managing marketing activity.

Case Study: Challenges of delivering community events

Although a dedicated events assistant was appointed, this wasn't until November 2008. Prior to this much work was done by the council however this was alongside providing other support for the scheme including strategic steer. Initially the project lacked dedicated resources for co-ordinating event activity.

Even following the appointment of the events assistant, the council continued to work collaboratively with them to ensure the events were co-ordinated as part of the overall marketing plan. According to the Yorkshire Energy Services events assistant, particular challenges faced during event promotion included:

- Dealing with confusion amongst Kirklees Neighbourhood Housing tenants as to why they couldn't get free insulation via Miller Pattison.
- Often older residents were more sceptical and took more convincing. Those who did agree to complete an assessment sometimes then found that as they'd already insulated their homes they didn't require further help with these measures.
- There was a mixed response from BME communities at the generic events so extra effort was put into engaging with residents for whom English is an additional language, including making links with local faith venues.
- Exhibitions at doctors' surgeries, Sure Start Centres and libraries did not receive a warm response as people were busy with other activities and less likely to spare time to find out more.
- During the mop-up phase interest declined as awareness levels were already very high (nearly 70% of households had already signed up prior to the mop-up). Events were then concentrated purely on areas with high footfall but conversion was so low this coverage gradually stopped.

Fulfilling the universal promise:

- The universality of the scheme underpinned much of the promotion, however for some people this was not perceived to be the reality. For example some residents living in Kirklees Neighbourhood Housing or harder-to-treat properties who did not receive insulation measures. See section 7.12 for more information.
- However, there was *something* available to everyone (for example fire safety checks; carbon monoxide detectors; energy saving light bulbs) so this was emphasised in the marketing.
- In an effort to use plain language and keep marketing messages simple the message 'every suitable household' was often used (without caveats). However this didn't address the exclusion of Kirklees Neighbourhood Housing properties and some tenants found this misleading and confusing. Although an insulation scheme was being offered by this organisation as part of their decent homes standard the distinction was not understood by some tenants.

➔ Clarity:

- Media request handling processes were not confirmed at the outset so it was not clear which partner would take the lead in responding to these. This was worked through as they came in and the strong relationships that had been built between lead agencies helped to distribute opportunities between key partners to gain acknowledgement for the work and improve reputations.
- Another example, where information could have been clearer was the communications regarding the carbon monoxide detectors. There was a perception that the message being promoted did not support as explicitly as it could the ethos of the Kirklees Group on Carbon Monoxide which actively encouraged people to get their appliances checked regularly as well as having a detector as an additional measure. One partner felt that residents could have seen the detector as the full solution which would not be the case.

In addition to these broad challenges a number of things were perceived to have been challenging in connection with the delivery of a **free scheme**:

- ➔ **Deciding whether to make the scheme free:** despite the expected benefits of having a free scheme, when making this decision stakeholders reported having some concerns about the viability of this approach as this would be a fairly alien concept to customers.
- ➔ **Belief in free scheme:** to a certain extent these concerns were realised. Many customers felt it was *'too good to be true'* and *'you don't get owt for nowt!'* this was especially challenging when trying to build customer confidence in the early stages. This issue was felt to be even more prevalent for particular target groups such as vulnerable and older residents (even when reassured by neighbours). Initial marketing and door knocking was therefore met with some scepticism. This disbelief also increased workloads with queries coming into the Warm Zone team.
- ➔ **A free scheme is hard work to deliver:** compared to other Warm Zones schemes which have only been subsidised or available to people who meet certain criteria. It was felt on reflection that a free scheme drains an enormous amount of resources. The target market changes to the whole population (rather than those meeting certain criteria or willing to pay) so the amount of resource needed to repeat door knock is massive. The free status at point of

access for customers also increases the scheme's appeal – impacting on workload levels for assessments and installations.

- ➡ **A free scheme on its own won't eradicate non-take up:** in addition to the general disbelief that this was a real and genuine offer, some stakeholders also commented that some suitable households still won't want it even if they are not paying for it due to the disruption within their home during the installation.

During the three year programme a number of other insulation schemes were operating in Kirklees, including the national Warm Front scheme and those offered by local private contractors. Stakeholders reported that **dealing with competing schemes** created challenges for the marketing of Kirklees Warm Zone:

- ➡ **Dealing with the confusion:** there were lots of schemes with similar names using the word 'warm'. Work had taken place to improve brand identity through promoting the logo, for example this was added to vehicle livery.
- ➡ **Trying to clarify the respective offer:** Some residents didn't understand the difference in what schemes offered and who was eligible. Local partners therefore had to put a lot of effort into differentiating Kirklees Warm Zone and encouraging people to wait until it came to their ward. There were some examples of customers being dissatisfied that had recently paid for installations from other suppliers. The marketing messages were adapted to focus on 'it's worth the wait!'

7.9 SOME PARTNERS NOT FULLY ENGAGED OR SCEPTICAL

There was a lot of positive feedback about the amount of commitment to the scheme from key partners. However there was also a perception that this was not always consistently the case. Stakeholders perceived there to have been a number of issues including:

- ➡ **Initial scepticism:**
 - Some sceptical about practicalities of knocking on all doors – some people just didn't think this would happen.
 - There was a perception among some Warm Zone partners of a lack of buy-in at the start from some council services, largely attributed to working cultures and issues relating to cross-service working.
 - As the scheme progressed it was perceived there were some lost opportunities where some partners didn't fully get on board.
- ➡ **Limited involvement of key partners and individuals:**
 - Due to changes in the Primary Care Trust (PCT) there was a lack of involvement of health colleagues at the start of the scheme. Securing buy-in was also difficult as affordable warmth is not seen as a priority in health services.
 - As explored in section 7.12 there was regret expressed by some partners that Kirklees Neighbourhood Housing were not more involved.
 - There was limited engagement with front-line health employees about the Warm Zone Scheme and potential referral pathways.
 - Not all councillors view environmental issues as a priority and there was some inconsistency in the amount of support/endorsement that ward councillors gave to the scheme.

7.10 IMPACT OF LOCAL MODEL OF DELIVERY ON EFFECTIVENESS OF OTHER 'BOLT-ON' SERVICES

While the local delivery model of door-to-door assessments on a ward-by-ward basis received much praise from stakeholders (see section 6.8), some reflected on the balance that needed to be struck between getting insulation measures installed in a challenging three-year timescale and the impact this had on the delivery of additional services such as benefit referrals and referrals to other services. Perceived challenges included:

- **Door-to-door visits not being the most effective method for take-up of 'bolt-on' services.** Some Warm Zone partner organisations felt that face-to-face assessments may not have been the most optimal method of referring residents to other services, particularly around more sensitive topics such as debt advice or carers support. There was also reflection from many stakeholders that the door-to-door approach will still have missed out the most isolated households with vulnerable residents perhaps being scared or reluctant to answer the door.
- **The assessment form** used during household assessments not always capturing adequate referral data. One example discussed by benefit agency stakeholders was changes made to the assessment form mid-way through the project that made it more difficult for benefit agencies to identify referral data and follow-up on referrals.
- **There not being time to capture all possible information about household conditions** and needs, for example no data was collected through the assessment forms about household boiler condition. Some Warm Zone partner organisations were disappointed with the data that was collected through the form, feeling it lacked accuracy or that some questions were too technical or misunderstood by customers (e.g. questions on the form about household condition).
- **Level of funding for 'bolt-on' services.** There was recognition from several stakeholders that agencies involved in dealing with extra referrals were doing this additional work with limited extra funding and therefore at times found it challenging to keep up with spikes in referrals. Section 7.6 explores this issue in more detail.
- **Over ambitious expectations about the number of bolt-on services that could be delivered or referred to.** Some Warm Zone partner organisations felt that the scheme's primary focus was always on home insulation and that there were pressures to spend all of the funding for this over four years. These partners felt that the scheme was over-ambitious around offering extra services to households, and that some of the backlog of referrals (e.g. for fire safety checks) or lack of data collected about other aspects of households (e.g. housing condition, boiler maintenance) were reflective of this.

7.11 DATA COLLECTION, SHARING AND STORAGE

The complexity of the scheme and the 'web of connections' created as part of the referrals process were felt by stakeholders to have led to a whole host of challenges relating to data collection, sharing and storage. Perceived challenges included:

- **IT systems not being sophisticated enough to store and display all partner data in a single database or platform.** At the early stages of the project, partners had discussed the potential of developing a sophisticated single database that would store all of the scheme's data relating to assessments, surveys, insulation measures, referrals, referrals follow-up and outcomes. This proved too difficult to develop, which some partners felt impeded the efficiency of delivery and keeping up-to-date with referrals.
- **Challenges of synchronising IT systems and back checking data.** Some partner organisations had specific data collection and reporting requirements. For example ScottishPower needed to use their Powerlink system to claim energy savings, the council required data to draw in match funding and Miller Pattison required accurate customer contact

information which wasn't required by other partners. Sometimes IT and data collection systems did not completely match each other and careful back checking of data needed to take place.

Case Study: The difficulties of tracing the outcomes of referrals. When customers were referred to other agencies there was no means of knowing whether the referral had been followed-up, or whether the referral had led to other outcomes for the customer. This issue was largely attributed to the challenges of storing data, IT systems and data protection issues.

- **Lack of dissemination of up-to-date project data among partners.** Some partner organisations wanted more regular data such as the number of assessments that had taken place in each ward and which streets were being visited next. Updates were given bi-monthly through the Affordable Warmth Steering Group but there was a perception that marketing and awareness raising activity could have been better co-ordinated and that partner agencies could have done more to raise awareness of the scheme's upcoming delivery in each ward. There was a recognition however that data was regularly shared among project board members, and not sharing data too widely was partly deliberate to prevent information getting into the public domain that bogus firms could get hold of.
- **Data protection.** Some partners felt that it would have been beneficial to have done more matching of databases to aid targeted delivery of add-on services such as benefits advice (e.g. finding out which households were already claiming benefits) and find out more about the profile of certain households, but data protection clearly prevented too much combining and sharing of personal data.
- **Delays in sharing data.** Some partners were disappointed with the length of time it took to receive data from analysis of the assessment form. However there was also the perspective that this data was made available through the teams involved in the delivery of Warm Zone and that it was poor communication within certain services which led to the delays and that some partners could have been more pro-active about using information they knew to be available.

7.12 PROFILE OF HOUSEHOLDS/RESIDENTS THAT DID NOT TAKE-UP THE SCHEME AND NO INSULATION OF KIRKLEES NEIGHBOURHOOD HOUSING STOCK

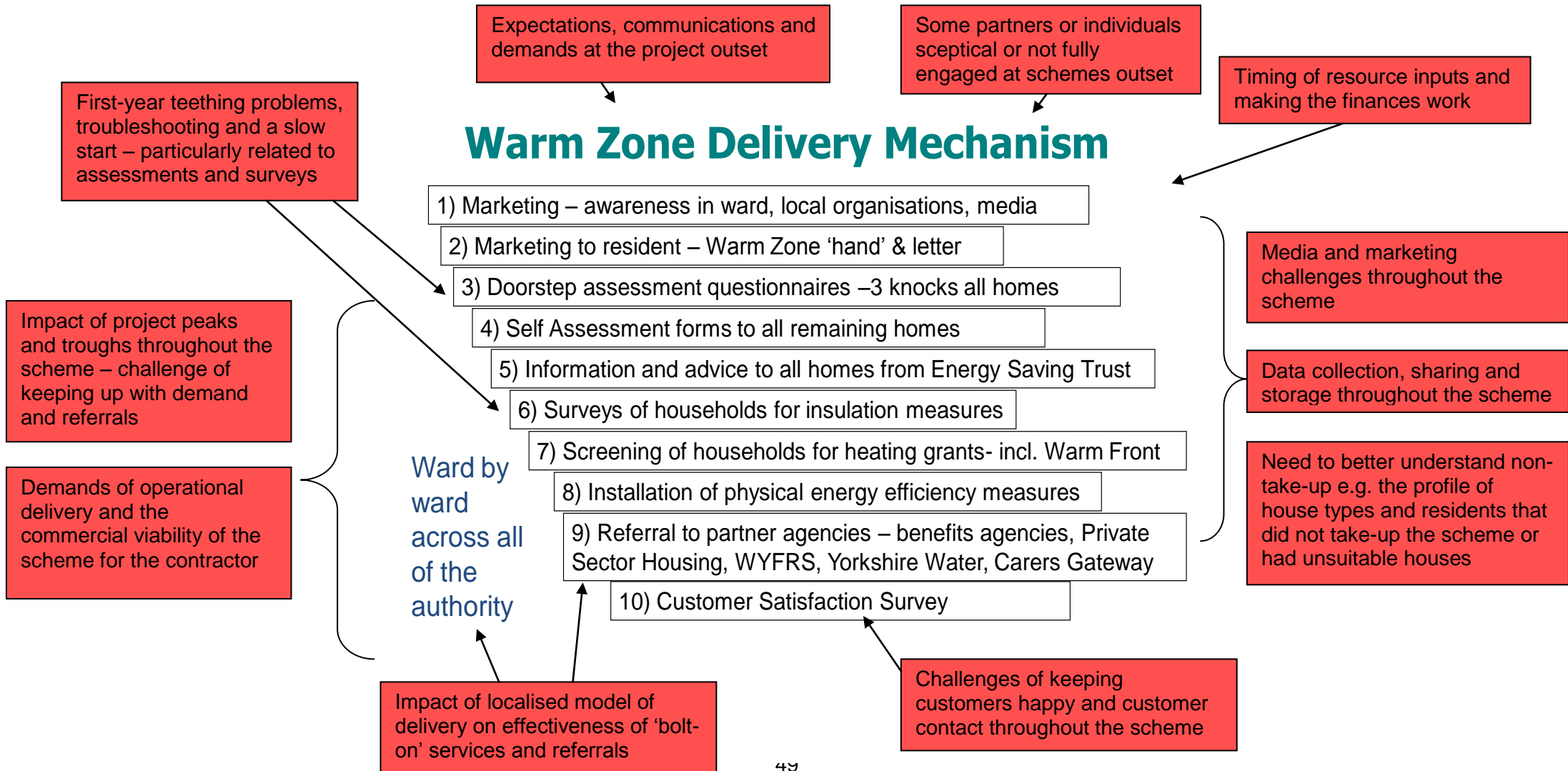
There were many discussions among stakeholders about households that did not take-up the scheme, and the reasons why this may have been the case. There were some contrasting views about why some households did not receive the scheme, who these households may have been, and the need to better understand and deal with non-take-up. Challenges discussed included:

- **Not insulating Kirklees Neighbourhood Housing properties.** Some stakeholders expressed particular regret that the scheme did not include the provision of insulation measures to Kirklees Neighbourhood Housing properties and felt that partner politics and personal relationships affected the willingness of key housing providers to be involved in the scheme. However, representatives from Kirklees Neighbourhood Housing discussed that their properties already had high standards relating to wall thickness, energy efficiency and fire safety.
- **The remaining challenge of many poor quality private sector houses in Kirklees.** Partners involved in the Affordable Warmth Strategy board discussed that although Warm Zone will have improved local private sector properties, many poorer quality, older and harder-to-treat properties will have been difficult to insulate and remain a challenge for the council. Disappointment was expressed about the quality of data about housing condition collected from the assessment forms. There was a perception that better data on the private sector housing stock could have helped with future work and drawing in even more funding for work to improve housing conditions.

Case Study: Vulnerable residents living in hard-to-treat households not being suitable for having measures installed. There was speculation among partners about what the profile of residents living in hard-to-treat properties may have been, with some suggesting that they may have been older and vulnerable residents living in fuel poverty that had lived in their property for a lengthy period of time or were reluctant or lacked confidence to take-up services.

- **The need to better understand the reasons behind non-take-up.** Much of the discussion about which private sector households did not take-up the scheme was based on personal views and hunches about what the profile of these residents may have been. There was a discussion in the Affordable Warmth group about the need to better understand those that didn't take-up the scheme in terms of demographics, household type, motivations, characteristics and socio-economic profile.

7.13 SUMMARY OF PERCEIVED CHALLENGES (SHOWN IN RED BOXES)



8. What are the potential learning points (positive or negative) for any similar schemes locally or nationally in the future?

This section outlines the potential learning points (both positive or negative) which were identified by the different stakeholders. While the scheme was very much a product of particular contexts over a period of time in Kirklees, some of the learning from the scheme may be able to inform other local projects in Kirklees and/or be used by external audiences when planning similar schemes elsewhere in the future.

8.1 NEED FOR FLEXIBLE, DRIVEN, DISCIPLINED WORKING STYLES AND ADEQUATE RESOURCES

Embrace the learning experience and get people with the right kinds of skills:

- Learning curve for council in terms of working style.
- Need to expect some teething problems.
- Close monitoring of issues helps with keeping on top of them and must be willing to learn from experience.
- Project described as like 'climbing Everest' and being 'on a rollercoaster' – be ready for the journey!
- Need for project managers to have deadline discipline and right skill set (including ability to problem solve).
- Need to have flexible working styles, ability to multi-task and take on different roles to meet demands/needs of scheme at different points.
- Flexible contracts for assessors allowed for better meeting of targets and flexible working.
- Need for real desire and drive to create and deliver the scheme.
- Takes time to recruit and train staff with the right skills.

Think about process and resources:

- Utility-led approach to delivering the project would have brought with it a different set of challenges (e.g. advantages around administrative capacity, but disadvantages around tailored, localised customer service).
- Approach to installing measures on private sector housing very different compared to contractors previous work on social housing.
- Frantic and took more resources than expected.
- Important to be forward thinking e.g. plan for on-costs for installations e.g. scaffolding, walkways for lofts.

Funding challenges:

- Lack of national government funding to support local schemes but opportunities do still exist through utility companies – these should be actively pursued.
- Other models could be explored e.g. assessing ability to pay, off-setting energy bill savings to contribute towards costs of scheme etc – but administration also comes at a cost.
- Ideally need to secure a larger contingency fund to assist mop-up stages and harder-to-treat properties (however alternative measures for harder-to-treat properties would also need to be explored).
- The challenges Kirklees Warm Zone was set up to tackle such as fuel poverty and poor quality private sector housing won't go away. Despite the current economic challenges in the public sector authorities need to get clever and continue to find solutions.

8.2 NEED TO JOIN-UP SERVICES AND GET POLITICAL AND PARTNER BUY-IN



Importance of working in partnership and securing everyone's buy-in:

- Partnerships grew stronger as the business case was developed.
- Need for as joined-up a scheme as possible as 'one chance' to knock on so many doors and have a dialogue with residents about their needs and promote behaviour change.
- Much value in partnership approach as some residents on one agency's radar but not others – build a web of connections.
- The saving money element of scheme made it popular with councillors but not all councillors consider green issues a priority – so need to broaden the appeal and make it attractive to all politicians.
- Need alignment between political and organisational priorities and funding.



Getting the health service involved:

- Need to get health service on board at project outset.
- Potential to have used GPs as referral routes.
- Potentially frontline health staff could have been more involved.
- Opportunities for GPs and health staff to have helped in reaching more vulnerable residents.
- Challenges for the PCT to commit time to the work amongst ongoing organisational change.

8.3 NEED TO BROADEN THE SCHEME'S SCOPE TO INCLUDE POVERTY ALLEVIATION AND JOBS CREATION



Need to make the most of this opportunity and meet ongoing expectations:

- Unanimous council decision – very rare.
- Success of scheme leads to expectation of being able to deliver even more.
- Even more need for benefits 'bolt-on' for future schemes and the economic benefits (including job creation) of the scheme very important too, especially bearing in mind current climate.
- Scheme of this kind offers a 'feel good' factor amongst residents and an element of 'pride' and 'dignity' to poorer households.



Holistic approach is a good model:

- Need to give clear argument about broad scope of scheme
- Importance of scheme identifying poverty as well as insulation.
- Insulation measures as a means to offer support around benefits and other services.
- Be prepared to learn from other schemes' experiences – Kirklees Warm Zone was heavily informed by learning from Newcastle's approach about dealing with poverty and including the benefits 'bolt-on'.

8.4 PLAN THE NATURE AND DELIVERY OF THE SCHEME CAREFULLY – THINK ABOUT THE BIGGER PICTURE



Primary aim of scheme can affect efficiency of 'bolt-on' services:

- Project approach not most efficient for delivery of benefits take-up.
- Benefit referrals also come from more affluent wards – don't just focus on the deprived wards.
- Project speed led to needing to compromise on quality of data collected.

- Compared to other schemes our benefit take up was poorer - could we have achieved more from a different approach?








 **Getting the localised model of delivery right:**

- Councillors had input into agreeing the order in which wards were to be visited – and all councillors were made aware once the sequence was finalised.
- The ward order was prioritised by poverty concerns, alternating most affluent with least affluent wards. It also provided the opportunity to distribute workloads by visiting a rural ward and then a more densely populated urban area on a rolling programme.
- Worked well overall but the mop-up process was essential.

 **To have a free scheme or not...**

- Think carefully about relative pros/cons of having a free scheme.
- Modelling of costs for free scheme an important process (not just the funding but also additional resources which are needed for delivery).
- Bear in mind that a free scheme in itself probably won't attract everyone - still needs to be a good offer e.g. WZ+ with added benefits to insulation measures. There will also be other factors influencing non-take up, even when the scheme is free of charge.

8.5 NEED FOR CLEAR, REALISTIC AND HONEST COMMUNICATION DURING PROJECT ABOUT EXPECTATIONS AND LIKELY CHALLENGES FOR ALL PARTNERS AND CONTRACTORS

-  Need for strong and improved communication about project expectations and likely challenges at project outset.
-  Need for better partnerships at start of project – but recognise these will evolve in time.
-  Need to think carefully about capacity of partners to deliver and not get backlogs (e.g. backlog of fire safety measures).
-  Expect a transitional period as capacity is built to deliver such a large scheme.
-  Be open and realistic about what each partner can provide.
-  Challenges dealing with Warm Front because of their direction at national level.
-  Some partners unclear about how some aspects of scheme fit with others.

8.6 IMPORTANCE OF IT AND TECHNOLOGY

 **Things that worked well:**

- IT systems such as DITTO and IT staff (e.g. GIS specialist) were crucial.
- Importance of investing in data centre.

 **Things that could have worked better:**

- IT could have been better at the start of the scheme.
- Better IT systems could have improved project delivery and reduced costs.
- Potentially some addresses could have been excluded from mail outs or more targeted mailings sent e.g. to Kirklees Neighbourhood Housing properties which weren't going to be offered insulation measures. Tenants would have then had clearer expectations about what was on offer to them during the door knocking phase i.e. the additional services and support.
- Lack of overall database to pull together all information about various aspects of the scheme and some inconsistencies between different partners' systems.



Future potential and opportunities:

- Technological advances over course of scheme - potential worth of Mobile Data Catcher technology such as PDAs to capture information.

8.7 CHALLENGES OF DATA COLLECTION AND SHARING – BUT VITAL!



Things that worked well:

- Up-to-date data sharing among key partners.
- Importance of weekly project update reports.
- Councillors liked written updates on progress.
- Cabinet Members appreciated being briefed on updates and progress by ward.
- Monitoring of assessors' output data vital for informing decisions about the scheme delivery.

Things that could have worked better:

- Could have done better on managing and sharing data among wider partner agencies.
- Challenges around data sharing because of data protection and need to deter bogus firms.
- Could databases (e.g. Council Tax) have been cross-referenced to identify age profile of households, so older residents could have been targeted?
- Not all answers on the assessment form were interpreted consistently by residents (especially questions on household condition).
- Need for final figures on number of measures installed – quite a delay after scheme end.
- Difficult to estimate outcomes of benefit take-up because of data gaps – impacts on ability to draw in extra match funding.



Future potential and opportunities:

- Data collected could inform future domestic energy efficiency schemes.
- Data collected could be more widely shared with other council service areas.
- Collecting quality data can inform future programmes or funding bids.

8.8 GETTING THE ASSESSMENT, SURVEYING AND INSTALLATION PROCESS RIGHT



Need for integrated approach to joining-up the assessment and surveying process.



Single manager (within managing agent) was much more effective at improving the flow between assessments and contract management side.



Need to employ extra installation staff from the project outset – be prepared for the peaks in demand.



Learn from experience and be prepared to revise delivery plans e.g. changed contract type for assessors to freelance and this proved to be a better model for door knocking work as there was an incentive – paid per completed assessment.



Some inconsistent or poor customer experiences of assessment and surveying process. Quality control important having a co-ordinator role for the assessors can help here in setting clear standards and monitoring delivery.






Must have an effective booking system – worked better to ask customers to contact contractor if appointment not convenient, rather than confirming that it was.








Some customers were interested to know where the insulation material used actually came from and was manufactured (e.g. was it sustainably sourced, how was it transported)





8.9 DO PROCUREMENT IN PARTNERSHIP

-  Joint approach to procurement is vital.
-  Needed full commitment from partners to work through contractual issues.
-  Using one contractor led to economies of scale but there were challenges around capacity and commercial viability. Having more than one installation contractor could have helped to share the burden of start-up costs and training facilities in Kirklees if these were co-funded and run.



8.10 UNDERSTANDING NON-TAKE-UP

-  Not all residents took advantage of the scheme – would like to go back to them and understand why some people haven't engaged despite it being free – what are the barriers?
-  Acknowledge that there are 'hidden residents' and some not aware of benefits advice and support offer.
-  Older residents not believing what they were told (even by neighbours) was an issue.
-  Scepticism in free scheme was especially challenging in the early stages of the scheme.
-  Is there a genuine perception that the process/installation will be a 'pain in back side'? – How could this potential deterrent be overcome in marketing/dialogue with customers?

8.11 NOT OVER OR UNDER-ESTIMATING IMPACT ON REPUTATION

-  Local residents not necessarily more satisfied with council as a result of scheme.
-  Local people not aware of scheme's national profile.
-  Level of interest was unexpected and unprepared for.
-  Interest about scheme from organisations outside of Kirklees put a strain on resources and time – need to factor this in when developing an innovative scheme.

8.12 STRENGTHENING CUSTOMER SERVICE AND APPROACHES TO MARKETING


-  **Things that worked well:**
 - Customer drive or motivation to save money.
 - Customers in the customer focus group generally felt the scheme offered value for money.
 - Use a range of different marketing approaches and target your messages carefully. It's the whole package together that was perceived to have had biggest impact.
 - Getting the basics right when interacting with customers: keeping appointments, providing clear explanations of work to be carried out, maintaining good appearance and manner etc. (based on customer satisfaction forms).
-  **Things that could have worked better:**
 - Some venues difficult to engage at e.g. health centres, doctors surgeries, children's centres, libraries (people less interested/have other priorities) Pick your venues strategically like supermarkets which drew bigger numbers, through passing trade and where people are less preoccupied with other things.
 - Do not underestimate budget and resources needed – marketing activity needs to be comprehensive and sustainable for duration of the scheme.


- A dedicated complaints/customer care manager could have perhaps helped in terms of capacity to deal with enquiries and ensuring consistency in how these were dealt with.
- Having clearer customer standards (e.g. respond within X days) and clearer procedures around escalation/dealing with level two complaints (such as those dissatisfied with response from managing agent).

 **Future potential and opportunities:**

- Make the offer explicit at the outset (including added extras to broaden appeal) and any limitations/exemptions (e.g. harder-to-treat properties, housing stock managed by arms length companies etc).
- Consider the diversity of your local housing stock and to what extent harder-to-treat properties will be an issue for your area – this could have a big impact on take-up and customer satisfaction.
- Be confident when dealing with rare cases of negative press coverage or customer feedback. Be pro-active and challenge where necessary and apologise and remedy promptly when things haven't gone as they should.

8.13 PLANNING FOR WHAT COMES NEXT...

 Need some sense of closure as some people not aware Kirklees Warm Zone has finished. Need to strengthen post-scheme communications and potentially share findings from evaluation.

 Need to achieve greater sustainability:

- For individuals e.g. job security and on-going development.
- Opportunities to make more of the relationships that have been built.
- Opportunities to make use of the training centre which is currently inactive.
- Opportunities to use the experience of this model and partnership working for wider benefit – can it be replicated more regionally/nationally?
- Opportunities to continue the legacy in Kirklees and build on what the Kirklees Warm Zone achieved, including continuing a dialogue with local residents on green issues.

9. What were the perceived impacts and outcomes of the Warm Zone scheme?



9.1 QUALITATIVE DATA ABOUT IMPACTS AND OUTCOMES

Although the focus of the process evaluation was to explore the internal workings of the scheme, many comments were made about the perceived impacts and outcomes of Warm Zone. These comments do not act as 'proof' of the efficacy of the scheme; they reflect stakeholders' views about what the scheme achieved over the three years.



9.2 PERCEIVED 'TRIPLE BOTTOM LINE' OUTCOMES AMONG CUSTOMERS

In the customer focus group, customers were asked to identify the impacts of the scheme on them and their household. There were three charts on the wall during the focus group, one each for the 'triple bottom line' of economic, social and environmental outcomes. Customers were asked to identify both positive and negative outcomes for each. Their word-for-word responses are displayed below:

Perceived Economic Impacts:

<p>+ </p> <ul style="list-style-type: none"> • More economical on gas • Reduced electricity and gas charges • Noticed that I didn't have to keep the heating on as long as I used to • Having heating on less saved money • Raised awareness of need to reduce energy consumption. Money put into energy conservation is more effective and cost effective than money put into electricity/fuel generation • Has helped to keep energy bills low • Lower fuel bills as less used • Central heating does not have to be over ridden during the day. This must save money and adds comfort 	<p>- </p> <ul style="list-style-type: none"> • Here's hoping, fingers crossed! On direct debits (monthly) so with cost of fuel rising, it has not been apparent yet. Maybe if we work out units used we'll find out. • An increase in energy bills as power companies try to make profit. • Little impact – used more insulation in the cellar than used in the attic that I paid for.
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Perceived Social Impacts:

<p>+ </p> <ul style="list-style-type: none"> • Increase Winter survival rates • Good for the elderly – easier to keep warm • Warmer house • CO2 detectors – prevention of CO2 poisoning • Warmer homes will give health benefits, in particular for older people • More comfortable in attic room • Warmer, cosier home, happier people. Government helping people to help themselves. Positive action! 	<p>- </p> <ul style="list-style-type: none"> • Lockwood Scar: 5 bungalows. All inhabitants between 65 and 86. The 2 eldest have had no problems and are warm and cosy in the snow. My neighbour though is having major problems with condensation (in their 70's). Rest ok after a fight.
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<ul style="list-style-type: none"> • Comfortably warm through the day. Do not have to feel guilty about using extra fuel. Helps my arthritis. • More healthy for older generation i.e. cost issue. Hope they will use the heating. 	
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Perceived Environmental Impacts:

<p>+ 😊</p> <ul style="list-style-type: none"> • Less fuel used, lower CO2 emissions • By saving energy, less CO2 produced and having less impact on global warming • Less gas, oil, electricity used to heat homes = less CO2 emissions and better for planet • Less fuel consumption • Use less fuel, but could be better still • Helps save resources • Got to be more environmentally friendly i.e. burn less gas, less CO2 • When out we are very conscious of which roofs retain their snow cover and which ones melt their snow off early. 	<p style="text-align: right;">- 😞</p> <ul style="list-style-type: none"> • What source of insulation was used? Recycled glass? What was the embodied energy? • Manufacturing of the insulator? Uses power to produce • Would like to know what the insulation material was made of and where it was manufactured e.g. China? What was the cost of say sheep's wool have been? • Having the insulation blowing about the garden did the garden no good and we try to be as self-sufficient as possible. The inside of the house had 'cotton wall' trodden into carpets etc. for 6 months as the basement (used) was constantly being 'snowed with insulation'!!
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9.3 PERCEIVED IMPACTS AND OUTCOMES AMONG COUNCILLORS AND WARM ZONE PARTNERS

In the other focus groups and interviews, stakeholders made many comments about the perceived impacts and outcomes of the scheme. These are summarised below under the headings 'economic', 'social', 'environmental' and 'political' outcomes:

<p>Perceived economic outcomes included:</p> <ul style="list-style-type: none"> • Jobs creation and company growth (e.g. Yorkshire Energy Services) because of the scheme. Acted as springboard for other Yorkshire Energy Services projects and positively impacted on their national reputation. • Job generation within the local economy, especially through Miller Pattison • Employment of local people. Perceived examples of staff retention, progression and moving on to further employment (e.g. Citizens Advice Bureau volunteers moving on to paid employment) • Supported residents to take-up benefits, and likely that scheme helped increase benefit take-up locally • Saving householders money on their bills. Money saved possibly spent in the local economy • Spend by partner agencies when visiting Kirklees • Regeneration benefits – e.g. improving property values.
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Perceived **social outcomes** included:

- Tackling fuel poverty (ratio of spend on fuel bills to income)
- Scale of scheme/level of take up (number of households benefiting)
- Enhanced quality of life
- Warm Zone offering many more well-being benefits for residents than just insulation measures e.g. benefits advice
- Carbon monoxide detectors saved lives
- Volume of completed fire safety checks
- Long term benefit for future generations
- Perceived health impacts and savings for health services
- Positive experience for individual employees and their personal development – got something out of working on the scheme.

Perceived **environmental outcomes** included:

- Scheme perceived to have raised awareness of home insulation among residents
- Engaging communities in wider green issues
- Carbon reduction savings (audited by ScottishPower)
- Energy conservation
- Raising awareness of the importance of energy efficiency.

Perceived **political outcomes** included:

- Impact on government thinking on climate change prevention, fuel poverty, 2020 targets and national Green Deal policies
- Dramatic impact at government and industry level
- International impact (e.g. Yorkshire Energy Services giving advice to organisations in the USA and Toronto)
- Influence on area-based initiative models of climate change prevention, and the demise of 'one size fits all' approaches to energy schemes
- Enhanced the national reputation of Kirklees Council: awards and recognition; admired politically; associated with best practice
- Impact on new national policy (e.g. Green Party policy)
- Enhanced local reputation. Perceived to have challenged more negative views of council value for money (e.g. what residents feel they get for their council tax). Provided visible geographical equality – the scheme was perceived to have went everywhere
- No negative publicity from the press
- Scope of what was on offer through scheme brought together lots of partner organisations, so strengthened relationships and partnership working. Scheme skilled-up of key partners (e.g. experience of this scale of scheme, risk management, resources planning, installations)
- Benefits for partners too e.g. fire service boosted reputation by completing safety checks. ScottishPower achieved a big chunk of their energy emission reduction savings through Warm Zone

- Scheme perceived to have political transferability because of breadth of environmental, economic and social impacts.

10. Summing Up in Stakeholders' Own Words

The key findings from this process evaluation have been summarised in sections 6 and 7 and the learning points in section 8. These cross-cutting themes were drawn from the feedback gathered from key stakeholders. A selection of quotes are presented below which reinforce the range of perspectives discussed in this report. They provide a flavor of people's experiences of and feelings about the inner workings of the Kirklees Warm Zone scheme. Wordles are courtesy of www.wordle.net



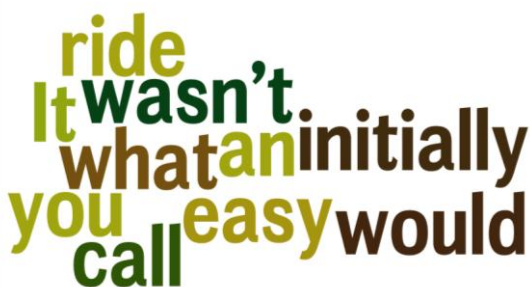
A wordle visualization where the words are arranged in a roughly rectangular shape. The words are: IT'S (green), FIRST (yellow), BEEN (green), THINK (green), I (yellow), CLASS (yellow), A (orange), SCHEME (green).

(Councillor – overall reflections)




"It's been a bit of a rollercoaster"

(Partner agency – describing their overall reflections on the scheme)




A wordle visualization where the words are arranged in a roughly rectangular shape. The words are: ride (yellow), It (green), wasn't (green), what (yellow), an (yellow), initially (green), you (yellow), easy (yellow), would (green), call (green).

(Council officer – on first year teething problems)



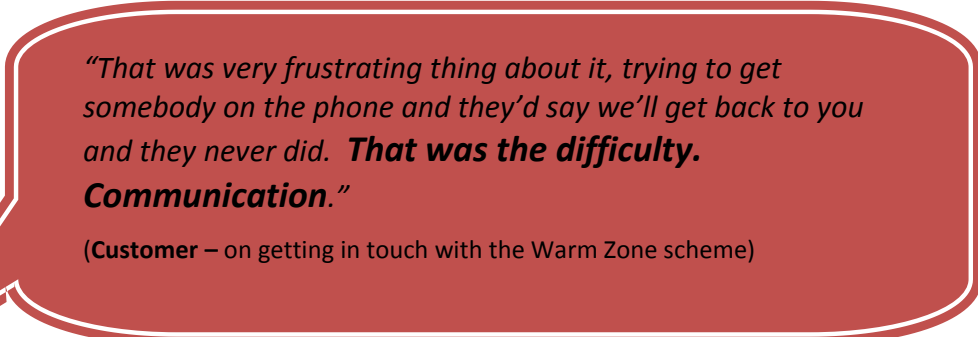
*"We were contacted by every person and their dog over a period of time, which was approximately eighteen months the **impact on staff was phenomenal.**"*

(Council officer - on the level of interest in the scheme from the media and other authorities)



*"One of the major things that's come out this, why it's been so successful because a **very strong group of committed people** who really went the **extra mile** on everything."*

(Council officer – on working as a team and people's



*"That was very frustrating thing about it, trying to get somebody on the phone and they'd say we'll get back to you and they never did. **That was the difficulty. Communication.**"*

(Customer – on getting in touch with the Warm Zone scheme)

*“Delivered in challenging timescales and I’m **very proud** of what has been achieved.”*

(Councillor – overall reflections)

*“And then **when it did start it was very much a trickle** rather than, you know. Normally with a project, you do all your planning, you get your line up the gun goes and people start running. That did not happen. **So that was a bit of a surprise....** Then we had a reversed problem, but it was so successful getting through the streets of Kirklees, it was then **too much work for people following up to cope with, so we then fell behind.**”*

(Partner agency – on the challenges of coping with peaks and troughs in volumes of work)

*“We got something like 600 new customers each week and basically when you think about that in terms of things like people ringing in here to change fitting appointments, change surveyor appointments, general enquiries about Warm Zone **the telephone calls themselves were absolutely relentless** and then you think about the amount of paperwork that was generated...”*

(Partner agency – on the challenges associated with such high workloads)

*“For me professionally and personally it’s about **climbing Everest** it started off thinking good heavens what do we think we are doing ... you can sometimes find it very difficult, quite often challenging.... **when you got to the top it was like Eureka**”*

(Council officer on the challenges that had to be overcome)

*“You wanted to create the local employment that means you don’t want to parachute in people that means **you’ve got to create it locally**, that means oh my god someone has set up a depot, recruit people make sure you train people.”*

(Council officer – on the challenges of the localised delivery model)



(Councillor – overall reflections)

*“We’ve also recognised that it’s very easy to preach about it but not very easy to do anything. And here, it was a very **practical scheme**, and it **involved** individual people and **benefited individual people.**”*

(Councillor – overall reflections)

*“I remember doing a presentation at some conference and I said if you’re trying to design this scheme to be confusing, then if you did, think of all the different logos for all the schemes and look at them all **it’s very confusing**, a lot of them have similar names, similar colours **the average punter won’t have a clue.**”*

(Council officer on the complexities of marketing the scheme alongside the competition!)

*“For me it was about the **commitment of all partner organisations...it takes its toll** a bit for a lot of people, we think about contractors and the hours they were doing and the weekends they were doing, some have said this is the first Christmas they have had in three or four years.”*

(Council officer on people’s dedication and the impact on their personal lives)

*“But there were **huge numbers of surveys** going through in a month...It was ridiculous. **Ridiculous.** One of the highest was about 6,000.”*

(Partner agency – on the demands of the scheme and volume of assessments)

*“The only reason we have managed to achieve what we have achieved really, it must be remembered that **it is down to people and people’s commitment** here to actually get through **that has been phenomenal** and I don’t think we should let that be forgotten to be quite honest... at the end of the day it’s **down to a team.**”*

(Partner agency on people’s commitment and dedication to seeing the scheme through)

SAID
WORLD IN FREE NOTHING
THE SOMEONE

(Partner agency – recalling one customer’s reaction to the free scheme)

*“Nobody (had) spent that amount of money in this amount of time and that was **very challenging because the industry couldn’t deal with it** so we have had to pressurise the industry and those partners or contractors in to a position they haven’t been in before.”*

(Council officer on the capacity challenges faced by a scheme of this scale and pace).

was it
awesome

(Council officer – overall reflections)

*“I would certainly support such a scheme again. Particularly, in this economic climate because it lifts people economically, there’s a **feel good factor** to it as well.”*

(Councillor – overall reflections)

11. Recommendations for Future Evaluations

Evaluation of any future local or national home energy schemes could take various forms, including outcome evaluations and process evaluations:

- For any long-term or phased scheme, it may be possible to **better quantify outcomes** such as household energy savings by using matched samples of households that use and do not use the scheme, comparing energy use over time periods, collecting before and after data and attempting to quantify the impacts of the schemes.
- **Process evaluations** can help to build better understanding of how and why schemes work. More theoretical evaluations can test hypotheses of '**what works, for whom, in what circumstances**', to interrogate how outcomes are related to particular conditions, activity and contexts.
- Pooling knowledge, learning and outcomes of separate evaluations via **systematic review and research synthesis** will help to build a body of evidence of what works and does not work, how and why schemes work, and in what contexts or conditions certain outcomes are or are not achieved. This will be vital for informing the future development and delivery of home insulation and sustainable energy schemes.