

Start date: April 2026





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Khidmat Centre for Warmth



Vulnerability and Carbon Monoxide Allowance (VCMA) Project Eligibility Assessment (PEA)



 <p>Fuel Poverty and Energy</p>	<p>Carbon Monoxide Awareness</p> 
 <p>Supporting Priority Customer</p>	<p>Services Beyond the Meter</p> 

Contents

Contents	2
Project registration table	3
Problem(s).....	4
Scope and objectives	5
Project design engagement.....	6
Why the project is being funded through the VCMA.....	7
How VCMA funding complements or supplements BAU activities.....	8
For individual GDN VCMA Projects:	8
Outcomes, associated actions and success criteria	8
Potential for new learning.....	10
Aligning with and supporting wider vulnerability approaches	10
Monitoring and evaluation	10
Scale of VCMA project and SROI calculations, including NPV	10
Internal governance and project management evidence	11
Eligibility Criteria	12

Project registration table

Project summary	
Project title	Khidmat – Centre for Warmth
Strategic Area	Fuel Poverty and Energy Affordability
Funding GDN(s) The GDN(s) which register(s) the project	Northern Gas Networks
New/Updated State whether this is a new or updated PEA (indicate as appropriate by removing the option that does not apply)	New
Collaborative VCMA Projects Specific role(s) of GDN(s) participating in a collaborative VCMA Project	N/A
Date of PEA submission This needs to be the initial date of a first project submission	June 2026
Project start and end date	1 st April 2026 – 31 st March 2027 (12 months)
Project location	Bradford and surrounding areas
Sectors involved	Distribution Network Operator Gas Distribution Network Charitable Organisation Local Authority
Project contact	
Name	Laura Ratcliffe
Contact details	vcma@northerngas.co.uk
Project partners and third parties involved	
Organisation name	Role
Khidmat CFW	Delivery partner
National Energy Foundation (NEF)	To enhance support for vulnerable customers and establish a referral pathway into Better Housing Better Homes (BHBH)
Costs and funding	
Total cost (£k)	£63,441.00
Total VCMA funding required (£k)	£63,441.00
Total BAU vulnerability and CO safety activity baseline allowance funding by activity (£k)	£0.00

Problem(s)

NGN's ambition around the strategic theme of Fuel Poverty and Energy Affordability is reflected in their updated GD3 Vulnerability Strategy.

Priority Area 5 from the GD3 Vulnerability Strategy - Continued support for those in financial hardship.

Financial hardship is more widespread therefore affecting more people – more people are vulnerable/needing to access support in general (e.g. debt advice). New vulnerabilities are emerging and impacting those people who are “just about managing”. Within this, there are some with greater risks/depth/complexity of vulnerability e.g. greater barriers/challenges to accessing support – knowledge of services/access to services/digital exclusion/language or communication barriers and geographical challenges (e.g. coastal areas)

Northern Gas Networks' Centres for Warmth (CfW) model is designed to provide immediate, short term (localised) crisis support, which aligns primarily to the vision captured in **Priority Area 5** described above. A 'worst first' approach has been adopted, and twenty centres have been established in GD2. Funding in GD3 affords NGN the ability to continue to support these community settings, in order that they can continue and expand upon what they do best, in the heart of their local communities. A Centre for Warmth represents a trusted, safe, local environment in which to engage vulnerable people, who may not otherwise access advice or services of benefit to them.

The Khidmat Centre for Warmth is based in a highly deprived area of Bradford and by continuing this as a Centre for Warmth in GD3, it means the centre can continue to expand on its current offering, in the local community. It is a welcoming space that fosters connections, builds relationships, and strengthens community cohesion.

High levels of deprivation in Bradford

- Ranked 5th most income-deprived and 6th most employment-deprived local authority (IMD 2019)
- 22% of children below the poverty line; 15% of households in fuel poverty
- Bradford Council's 2022 Poverty Strategy reports 20% of families in food and fuel poverty
- Bradford has the 3rd highest rate of child relative poverty and 2nd highest absolute poverty in England (before housing costs)
- 14 of 30 wards are among the 10% most deprived in England

Groups at highest risk of poverty

- Households headed by Bangladeshi, Pakistani, Black, Roma or Gypsy Traveller communities
- Pensioners and those on pension credit
- Large, multi-generational families
- Disabled residents
- Single-parent households

Profile of Khidmat Centres' service users

- Majority experience low income and acute food and fuel poverty.
- Includes women prison leavers facing homelessness.
- Barriers include:
 - Low literacy levels
 - Language barriers
 - Lack of awareness of support services

- Low confidence, self-esteem, and trust
- Cultural reluctance to seek help

Energy knowledge and safety gaps

- Limited understanding of fuel efficiency, energy safety, and carbon monoxide risks
- Language barriers prevent price comparison and access to best energy deals

Emerging and migrant communities

- Growing Eastern European and refugee populations
- Significant challenges accessing timely support due to language and system navigation barriers

Health, wellbeing, and service pressure

- Cost-of-living pressures negatively impact mental and physical health
- Charity operates 7 days a week under sustained high demand
- Staff and volunteers face increasing pressure to meet community need

Scope and objectives

Khidmat Centre for Warmth will provide integrated, community-based support for residents experiencing poverty/fuel poverty or disproportionate hardship. Its purpose is to address both immediate needs and the underlying factors that contribute to long-term vulnerability, helping individuals build resilience, improve wellbeing, and move towards greater self-sufficiency.

Khidmat Centre for Warmth will deliver a coordinated, community-based response for residents experiencing poverty, fuel poverty, and wider hardship, addressing both immediate need and the underlying causes of long-term vulnerability. Operating as a trusted local hub, the Centre will support residents who may not otherwise engage with statutory services to access timely, culturally sensitive support that builds resilience, improves wellbeing, and increases self-sufficiency.

Delivery will be led through the employment of an Elderly and Family Support Worker and a Specialist Information, Advice and Guidance (IAG) Worker, enhancing existing staff and volunteer capacity. Support will include energy efficiency advice, carbon monoxide (CO) awareness and appliance safety, Priority Services Register (PSR) registration, income maximisation, benefits and debt advice, housing and form-filling support, interpretation and translation, and help accessing healthcare, education, employment, and government schemes. The Elderly and Family Support Worker will also identify and respond to wider issues such as mental health needs, domestic abuse, safeguarding concerns, and food poverty, with referrals made to specialist services where required. One post will be female to ensure cultural and faith sensitivity and encourage engagement from women.

The Centre will work in partnership with local and specialist organisations including schools, local authority services, Citizens Advice, fire services, mental health providers, and employability partners to ensure a holistic approach. VCMA funding is critical to establishing and scaling this Centre for Warmth in an area of high deprivation, fuel poverty, and CO risk, enabling increased capacity, early intervention, and sustained impact through trusted community delivery.

Overall, this Centre for Warmth will provide a coordinated, holistic response to the complex challenges faced by residents within the local community, ensuring they can access the right support at the right time. An established centre will act as a conduit for vulnerable people, to engage with trusted intermediaries i.e. this cohort may not go elsewhere, nor know how to access services which may benefit them.

Objectives:

The above project scope will achieve the following:

The project will use VCMA funding to initiate and deliver the Khidmat Centre for Warmth work programme, enabling a step-change in support for residents living in an area of high deprivation, fuel poverty, and carbon monoxide risk. Funding will provide the resources, materials, and capacity needed to significantly expand the Centre's existing offer, ensuring those in the most vulnerable situations can access early, preventative, and holistic support that would not otherwise be available.

Through the Centre, residents will receive practical support including benefits and debt advice, housing advice, form-filling assistance, interpretation and translation, and help accessing healthcare, employment, education, and government schemes. The project will also raise awareness of grants, free school meals, clothing and voucher schemes, and provide support with appeals, alongside immigration signposting and referrals to specialist services such as legal advice, domestic abuse support, and mediation where required.

Delivery will be embedded within a strong partnership network including local schools, the local authority, the DWP, Probation Services, Citizens Advice, West Yorkshire Fire Service, and specialist mental health providers. Frontline support will be provided through IAG Workers and Elderly and Family Support Workers, who will offer early intervention, emotional wellbeing support, and practical guidance, with complex cases referred on to specialist services as appropriate. This integrated, partnership-led approach will ensure residents receive the right support at the right time, reducing risk, improving resilience, and delivering sustained community benefit.

Project design engagement

The cost-of-living crisis has compounded issues around fuel and food poverty, but also around housing costs and other essential items. NGN's ambition is to alleviate as much of this where possible, within our network by providing support to address needs, very specific to our communities.

In 2023 we reviewed **how we categorise vulnerabilities**, as we recognised that our previous 5 broad categories were limiting our understanding of the complexity of need - financial hardship, physical challenges, mental wellbeing, rurality and transient vulnerability. This independent research from various sources, considered:

- Gaps in current categorisation
- Applying evolving best practice thinking
- Determine appropriate level of granularity

As a result of this research, we have expanded our categories to 10 more granular themes of vulnerability that reflect complexity of need. As well as defining additional themes and a more detailed breakdown of vulnerability subcategories for NGN to consider, the bespoke mapping research also considered the proportion of customers across our network. It provided us with insights into which of these themes included the highest proportion of customers across our network, with the themes and subcategories below being most prominent:

1. Physical challenges, inclusive of communication issues, physical space

2. Mental wellbeing
3. Financial hardship
4. Temporary vulnerability – including post hospital recovery and pregnancy / maternity
5. Socio Demographic
6. Household composition
7. Rural Vulnerability
8. Accessibility Including language
9. Medical Dependant on Energy
10. Cultural

This learning has allowed us to understand the impact of NGN’s engagement for these groups, identify gaps, and seek to target support towards the relevant customers and communities accordingly. Utilising this data has enabled us to identify the priority areas within which to establish Centres for Warmth. The Bespoke mapping and research were used as the basis for establishing NGN’s Centres for Warmth Strategy. The mapping was used to prioritise the geographical areas to be selected for Centres for Warmth, whereby multiple categories of vulnerability were evident.

Detailed mapping and engagement with Local Infrastructure Organisations (LIO’s) enabled us to focus our efforts on the geographical areas with the greatest level of need, with some locations requiring funding for more than one centre. This also enable us to identify existing buildings / venues. This approach proved highly effective, as it allowed for meaningful discussion and collaboration with organisations that have in-depth knowledge of their local communities. Their understanding of the areas they serve, and the specific support required has strengthened our insight, giving us a clearer and more informed understanding of the communities within our network.

Why the project is being funded through the VCMA

This project meets the eligibility criteria, as the project aligns with Northern Gas Networks’ Customers in Vulnerable Situations Strategy, as well as their Centres for Warmth Strategy. In both, we have a clear ambition to keep our communities safe, for them to be able to achieve affordable warmth and to support those most in need by helping vulnerable households, not just today, but as we invest in a green energy future. The theme of Fuel Poverty and Energy Affordability clearly aligns with the needs of communities supported by Centres for Warmth. An established centre will act as a conduit for vulnerable people, to engage with trusted intermediaries i.e. this cohort may not go elsewhere, nor know how to access services which may benefit them, therefore the role of each centre is crucial.

This project will support a wide range of vulnerable customers who are living in financial hardship and fuel poverty as well as raising awareness of CO and the PSR.

NGN’s Centre for Warmth approach affords an opportunity for partners to pay, retain and upskill centre staff and volunteers to expand on their current service provision. The aim of which is to empower them to provide the range of services listed below. Therefore, being able to help their communities with immediate crisis support, to deal with the significant impacts of food and fuel poverty, as well as other financial hardship.

It will ensure a holistic structured approach, tackling an immediate need to support fuel poor households, within a community setting. Centre users benefit from a combination of services, unique to the individual community.

How VCMA funding complements or supplements BAU activities

The Centres for Warmth model / project will be delivered alongside a BAU vulnerability activity (PSR awareness and education) and CO safety activities (raising awareness / education). However, other activities such as energy advice provision, benefits advice, debt advice and income maximisation discussions, which are wholly VCMA funded, will complement the BAU activities undertaken.

For individual GDN VCMA Projects:

Justification for why the project should not be collaborative

Khidmat is a grass roots, community group based in Bradford where there is significant deprivation. The needs of this community and the support required are unique to this geographical area. The funding will support the initiation and work programme for a Centre for Warmth. As this project and the Centre for Warmth Strategy focuses on services supporting a localized need, within specific geographical locations, it is not feasible to have this as a collaborative project, albeit the initial model owned by Cadent, has been adopted as good practice by NGN.

The Centre for Warmth project model relies on the provision of VCMA funding, materials and resources to community centres/buildings located in areas of high deprivation, fuel poverty, and carbon monoxide risk. This increased level of funding will enable these centres to ramp up existing support and offer lifelines for customers in very vulnerable situations.

Whilst collaboration for this project is not between GDNs, Centres for Warmth actively collaborate with each other. NGN has 18 established centres who meet on a quarterly basis to discuss good practice, lessons learnt and any successes or challenges each centre is experiencing. This has enabled them to establish their own peer support network within NGN's geographical footprint.

Outcomes, associated actions and success criteria

Khidmat CfW and NGN will carry out monthly reporting reviews on measurable outcomes against targets to ensure successful delivery. Quarterly reviews will provide the opportunity for more in-depth analysis and the ability to highlight insights and learnings to share, as well as identify any risks and requirement for any associated actions to mitigate these.

Key outcomes expected from this project:

Outcome	Annual Target
IAG benefit advice and debt management service	1040
Energy Efficiency Advice	2200
CO awareness	2200
Registration for PSR	200
Raise awareness of the Priority Services Register (PSR)	2200
Well-being activities	960
Signposting and referrals to specialist agencies	250
Awareness raising workshops around debt management and energy efficiency	150
Providing Co Alarms	50
Outreach to families	200
Listening and support service	2200
CO Survey	200

Success Criteria

The success of the project will be evaluated using a combination of quantitative output data and qualitative partner feedback. Delivery against agreed targets will be monitored through regular reporting from Khidmat CfW, with interim reviews conducted at key milestones to ensure progress remains on track.

Success will be demonstrated by:

Through a combination of quantitative and qualitative evidence, including the number of people accessing project services such as benefits advice, awareness sessions, and food support, the number of specialist workshops delivered, and the volume of referrals and signposting made to specialist agencies. Individual case studies will capture lived experience and demonstrate the impact of support, using methods such as questionnaires, interviews, and short films, alongside feedback from service users' families and partner organisations involved in delivery.

Qualitative outcomes will focus on behaviour and wellbeing change, with service users reporting increased confidence, self-esteem, and empowerment to access services independently. Residents will demonstrate greater initiative in managing household finances, budgeting, debt, and energy use, including putting advice into practice to support more efficient and greener living. Wider wellbeing outcomes will be evidenced through improvements in mental health, sense of belonging, and self-worth, as well as increased participation in physical activity and wellbeing initiatives that promote purpose, resilience, and long-term independence.

Potential for new learning

Feedback will be invited from partners and insights from monthly and quarterly reports will also feed into any lessons learnt. Learning will also be gathered through a specific Centres for Warmth networking call with all Centres for Warmth partners. Learning will be further disseminated through quarterly Customers in Vulnerable Situations Workshops and associated reports and other engagement channels such as through VCMA collaboration groups. Learning will also be shared with other utilities on Infrastructure North and Utilities Together meetings. Learning can also be shared at open days, Partner Networking Calls, annual reports and the annual VCMA showcase event. Learning from projects can also be shared at NEA's annual conference.

New learning will be captured as the project evolves through collaboration with DNO colleagues around Centres for Future Warmth / Centres of Resilience. The ambition from NGN's perspective is for the Centres for Warmth to become Inclusive Hubs; to incorporate digital inclusion provision however, this idea is still in its infancy.

Aligning with and supporting wider vulnerability approaches

The 3% allowance for collaboration in GD3 will be utilised as follows: -

- Collaboration with Northern Powergrid/SP Electricity North-west (DNOs) around energy transition / Net Zero and LCT opportunities – looking to complement activities rather than duplicate
- Collaborative Investment Strategy – DNO and water colleagues
- PSR Strategy
- Centres for Resilience ambition
- Centres for Future Warmth
- Inclusion Hubs
- Working with partners to support child poverty

Monitoring and evaluation

As in GD2, the monitoring of performance and impact will be captured through the following methods:

- Monthly and quarterly reporting, including case studies and lived experiences
- Sharing the work via annual VCMA reports and annual showcase event
- Also included here would be feedback forms from individual project partners around Centres for Warmth – how the project has helped them but also how it has helped NGN / broader industry
- NEF reporting in tandem – referrals to them for CfW and vice versa
- One to one meeting with each CfW project lead
- A further SROI would be carried out again at the end of the project to assess how successful it has been

Scale of VCMA project and SROI calculations, including NPV

Cross industry collaboration resulted in the production of an industry resource for SROI calculations (GDN Rulebook). NGN uses this rulebook to review and assess impact and outcomes, in order to be able to generate the appropriate SROI per project. A forecast for SROI will be initially calculated to understand the impact of

social return. A subsequent SROI will be calculated to evaluate the success of the project and compare with the initial forecast.

Social value measurement

Total cost*	£63,441.00
Total gross present value	£645,647.26
Net Present Value (NPV)	£583,868.86
SROI	£9.45

*Accounting for inflationary factors over the term of the project.

Internal governance and project management evidence

Initial: All Centre for Warmth proposals submitted to Northern Gas Networks are subject to a robust internal review and assurance process to ensure strategic alignment, value for money, and compliance with VCMA eligibility criteria. Each proposal is assessed against the Centres for Warmth Strategy, ensuring it aligns with NGN’s Customers in Vulnerable Situations objectives and delivers meaningful outcomes for households at risk of fuel poverty and vulnerability.

As part of this process, proposals undergo an internal review, which considers strategic fit, delivery approach, outcomes, and governance. Where a proposal meets the required criteria, a Social Return on Investment (SROI) calculation is undertaken in line with NGN’s approved methodology to evidence a positive social impact and value for consumers funding the VCMA programme. Once the internal review and SROI assessment confirm eligibility and value, the project is formally signed off to proceed.

Following approval, the project is managed and overseen by the Centre for Warmth Project Coordinator at NGN. Ongoing delivery is monitored through a structured performance management framework, which includes:

- Submission of quarterly monitoring reports by the partner organisation, detailing activity, outputs, outcomes, and progress against agreed targets.
- Regular one-to-one meetings between NGN and the Centre for Warmth to review delivery, address any challenges, and provide ongoing support and assurance.
- Participation in regular Centre for Warmth network calls, enabling partners to share best practice, learning, and innovative approaches, while supporting continuous improvement across the network.

This approach ensures strong governance, effective delivery oversight, and continuous learning, while maintaining alignment with NGN’s Centre for Warmth Strategy and the wider VCMA objectives of delivering positive and measurable social impact for customers and communities.

Approver (Name and Role)	Date
Eileen Brown, Customer Experience Director	April 2026

Eligibility Criteria

Eligibility Criteria	Description	Project qualifies Yes / No
Positive SROI	Have a positive, or a forecasted positive, Social Return on Investment (SROI) calculated in accordance with a model which the GDNs have developed and submitted to Ofgem including for the gas consumers funding the VCMA Project	Yes
Positive NPV	Have a positive, or a forecasted positive Net Present Value (NPV)	Yes
Support Criteria	Either: <ol style="list-style-type: none"> i. provide support to consumers in Vulnerable Situations and relate to Energy Safeguarding, or ii. provide support for those most at risk of being left behind in the transition to net zero, or iii. provide awareness of, and education on, the dangers of CO beyond the activities funded as business as usual (BAU) through baseline allowances, or iv. reduce the risk of harm caused by CO 	Yes
Defined Outcomes	Have specific, measurable, and time-bound outcomes which align with relevant Consumer Vulnerability Strategy objectives to achieve the requirements set out in paragraph b;	Yes
Beyond Other Funding	Go beyond activities that are funded through other price control mechanism(s), including baseline allowance funding, or required through licence obligations	Yes
Support or Align	Support or align with approaches to vulnerability taken by the wider energy industry, other utilities and/or consumer organisations, and local, national and devolved government, or evidence innovation or a gap in vulnerability support provision;	Yes
No Other External Funding	Not be delivered through other external funding sources directly accessed by a GDN, including through other government (national, devolved or local) funding	Yes
BAU vulnerability and CO safety activities	Where a GDN's BAU vulnerability and CO safety activities are funded through baseline allowances, these are not suitable for funding through the VCMA. The GDN is permitted to use VCMA funds to supplement or complement its BAU activities, however, it must ensure that its reporting provides sufficient evidence to prevent double funding.	Yes

Eligibility criteria for company specific essential gas appliance servicing

Eligibility Criteria	Description	Project qualifies Yes / No or N/A
Servicing must meet the following criteria:	Either: <ul style="list-style-type: none"> i. A GDN has had to isolate and condemn an essential gas appliance following a supply interruption or as part of its emergency service role; or ii. A GDN or its Project Partner has identified an essential gas appliance which has not been serviced in the last 12 months in the owner-occupied home of a customer in a Vulnerable Situation where an occupier of the property suffers from a permanent or temporary health condition¹² that makes them more vulnerable to health risks associated with cold homes; or iii. A GDN or its Project Partner has identified an essential gas appliance which has not been serviced in the last 12 months in a tenant-occupied home of a customer in a Vulnerable Situation where it is the tenant’s responsibility to maintain the essential gas appliance, where an occupier of the property suffers from a permanent or temporary health condition that makes them more vulnerable to health risks associated with cold homes 	N/A
Affordability	The household cannot afford to service the essential gas appliance, as assessed against the affordability criteria set out in the VCMA governance document	N/A
Funding	Sufficient funding is not available from other sources (including a social or private landlord and national, devolved, or local government funding) to fund the essential gas appliance servicing	N/A

Eligibility criteria for company specific essential gas appliance repair and replacement

Eligibility Criteria	Description	Project qualifies Yes / No or N/A
Unsafe pipework and essential gas appliance repair or replacement must meet the following criteria:	Either: <ul style="list-style-type: none"> i. GDN has had to isolate and condemn unsafe pipework or an essential gas appliance following a supply interruption or as part of its emergency service role; or ii. ii. iii. A GDN or its Project Partner has had to condemn unsafe pipework, or an essential gas appliance, following an essential gas appliance service (as described in 3.19 of the VCMA governance document) 	N/A
Health condition	Either: <ul style="list-style-type: none"> i. The occupier of the property suffers from a permanent or temporary health condition that makes them more vulnerable to health risks associated with cold homes and has a household income of £31,000 or below in 2025/26 prices, adjusted for inflation using Consumer Price Index with Housing costs (CPIH) 13, or ii. the household cannot afford to service the essential gas appliance, as assessed against the affordability criteria set out in Appendix 1 of the VCMA governance document 	N/A
Funding	Sufficient funding is not available from other sources (including national, devolved, or local government funding) to fund the unsafe pipework or the essential gas appliance repair or replacement.	N/A