Boosting routes into industry: An employers' perspective

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Acknowledgements

- This review aims to contribute to the discussions in the construction and built environment industry on how we will be able to maintain and develop a sufficient number of competent and productive people in the workforce, in trades, operational, professional, technical and managerial roles, who can deliver what the UK will need to move to a sustainable and Net Zero economy and society, which complies with the requirements of the Building Safety Act.
- The recommendations in the report are aimed at all the key players, who shape the routes into
 our industry. These key players include the industry and its various bodies, including the
 Construction Leadership Council (CLC), the single carding scheme CSCS, the ITBs,
 governments in the various parts of the UK, regional and local authorities and the Trade
 Unions.
- We thank the support, views and inputs given to the review by individual members of the CLC's People and Skills Group, the CLC for hosting and supporting the employer survey aimed at gaining an insight to their views and the CCATF for supporting the conference in July 2023 and the live debate on the challenges faced in maintaining and developing a sustainable 'Net-Zero' competent workforce.







A Diverse Industry





































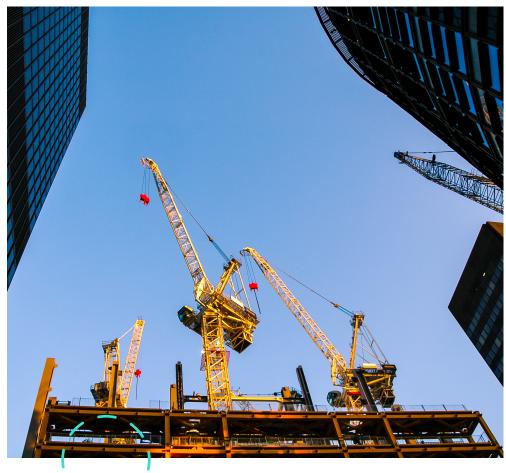


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Executive Summary





Challenges

- The construction and built environment sector provides the critical infrastructure, housing, repairs and maintenance to support the UK's economy and communities. Its output is over £216 billion per annum, and it provides around 8.8% of the UK's jobs. It faces four major challenges which need to be addressed by 2030:
 - Reduce the major skills shortages of circa 250,000 skilled personnel up to 2027, to match the demands of a sustainable economy. This will mean tackling recruitment and reversing the steady historical decline in the number of trade and craft apprentices in certain occupations.
 - Upskill the workforce to improve productivity through the use of digitisation, different materials, new products and new methods of working.
 - Skill the workforce to support the UK in constructing the Net-Zero and sustainable housing and infrastructure to reduce carbon emissions whilst also adopting new ways of working and materials which reduce carbon emissions in the construction process.
 - Ensure compliance with the legal requirements of the Building Safety Regulator, including safety in respect of the UK's infrastructure, by improving the level of competency of the workforce.
- In response to these challenges, with support from the CLC website, we carried out a survey of employers and analysed the skills datasets held by the government's ONS and the CSCS carding scheme for construction (building and civils).

Executive Summary





Key Findings

- The employers use three main existing vocational training routes for the trade and craft occupations. These are apprenticeships (numbers have been declining in some occupations), existing NVQs and labourer cards (significant in building and civils). They see it as essential that these routes are retained and properly funded.
- The high number of people with a labourer card (level 1 or no qualification), at 442,000, as well as the general competency standards across the workforce, need to be tackled if the industry is to comply with the legal requirements of the Building Safety Regulator.
- For the professional, technical and managerial occupations, employers again see it as essential that the main routes of higher and degree apprenticeships (numbers are growing), the traditional academic university courses and existing NVQs are retained and properly funded. In this respect BTECs and T Levels need to have level 4 and above occupations as their main destination.
- Over the last ten years skills policy and skills system has become more fragmented across the UK and different governmental policy areas, including even the definitions of what occupations there are. This makes recruitment and skills development more challenging.
- There has been a decline in skills funding over the last ten years, alongside increased complexity in funding streams, which holds back recruitment and upskilling.
- The industry has used the single carding scheme CSCS as the mechanism for verifying competency, but it needs to be better integrated into the overall skills system as well as developed to ensure it helps address all the key challenges.
- A number of approaches are used for recruitment, despite this the industry continues to struggle to attract sufficient people into the workforce.

Executive Summary





Summary Recommendations

Routes into industry (see page 20 and 21 for detail)

The construction and built environment sector needs to retain all the existing routes i.e. apprenticeships (including levels 2 and 3, higher
and degree), vocational competence qualifications (NVQs) and bootcamps, where these are of a high-quality (with appropriate training to
facilitate entering employment). Industry, working with governments and other stakeholders, must move towards a more agile set of
properly funded high-quality modularised UK wide vocational qualifications and accredited training, to match industry's strategy.

UK Skills system (see page 22 for detail)

 Industry needs to work with governments and other key stakeholders to establish a common consistent UK skills system for construction which is based on a common core for each occupation with built-in flexibility for nations (Northern Ireland, Scotland and Wales) and English regional variations, as well as different approaches in the sectors such as building services engineering. This must be able to match the needs of addressing the four key challenges.

Carding (see page 23 for detail)

 Develop the CSCS scheme to support the new verification of competency under the Building Safety Act and ensure it is integrated into the UK wide skills system.

Recruitment (see page 23 for detail)

As set out in the CLC Industry Skills Plan, industry needs to take a leading role on diversity and enhancing the various approaches
currently being used with the co-ordination of a single coherent, focused and powerful message of the benefits of working in construction;
under-pinned by an agreed approach to EDI.

Background – Industry





- The construction and built environment sector provides the critical infrastructure, housing, repairs and maintenance to support the UK's economy and communities. Its output is over £216 billion per annum, and it provides around 8.8% of the UK's jobs. In respect of the skills agenda, it is supported by CSCS, CITB (main part of the trade & craft workforce) and ECITB/engineering alongside other stakeholders such as trade, professional, statutory and regulatory bodies.
- With such a broad support to the UK and its economy, the range of operational trades, crafts, professional, technical and managerial roles is wide and complex, including the needs of the major industry verticals:
 - o Construction (e.g. domestic and commercial building, construction management, design, surveying and planning);
 - Civil engineering construction and infrastructure (e.g. including coastal protection, flood elevation, roads, rail, air, power, structures, telecoms, and water utilities);
 - o Building services engineering (e.g. including mechanical, electrical and electronic engineering);
 - o Specialist skills (e.g. such as sustainability, retrofit, building safety and controls, fire protection, geotechnical and tunnelling);
 - o Off-site manufacturing (e.g. housing modular construction, pre-cast concrete for infrastructure and steel frames); and
 - o Supplies such as construction products, minerals and aggregates, timber, building supplies, cement, concrete, steel, glass etc..
- In terms of verifying an individual's skills and competency at a site level, the industry does not use physical qualification certificates. The practical verification mechanism is a CSCS logo'd card, with the individual's picture, which shows their occupational skills and competencies. Since 2019 the industry has been moving towards a position that, by 2025, all cards will be digitally SMART and hence present an easy check of all the individual's skills; in effect over time this will build up an electronic CV.

Background – Challenges





- The sector faces major skills gaps to match the demands of the economy:
 - The CITB reports the need for some 225,000 extra construction personnel, in domestic and commercial building as well as civil engineering and infrastructure, by 2027; all in the context of an aging workforce.
 - The ECITB forecasts 25,000 additional personnel are needed for major projects, including those related to Net-Zero, by 2026, again in the context of an aging workforce.
- It is critical that the industry has the competent and productive people it needs to meet the economy's requirements. The sector must be able to
 continually upskill the existing workforce to face these changing needs as well as recruit new skilled entrants. In response the industry through the
 CLC, and supporting bodies, has been focusing its People and Skills workstream on culture change, improving competence, boosting routes into
 industry and developing skills for a modernised industry.
- As with other parts of the economy the sector is also going through major changes in the way it works with the greater use of digital technologies and the expansion of new SMART methods for constructing and maintaining the built environment.
- The industry will be one of the major contributors to achieving the Net-Zero goals for the UK. Accordingly, over the next 5 to 10 years much of the workforce will need to be up-skilled for a "new-style" economy. Construction and the built environment workforce will be the people responsible for putting in place the new world for us all to live in.

Background - Challenges





- As well as constructing and maintaining a sustainable built environment, the other major strategic challenges are compliance with the Building Safety Act (recognising and certificating competence), data and information management, digitisation and increasing productivity.
- These strategic drivers will result in some new types of occupations, as well as implications for some
 existing occupations as they adapt to multi-disciplinary environments, greater collaboration, modern
 methods of construction (MMC).
- These will happen over the next 5 to 10 years. The challenge will be how can we manage the regular updating of skills to support this transition, e.g., traditional construction approaches moving to a greater utilisation of modern methods as well as improved engineering and technology products.
- Differing parts of the industry start from different positions. In this respect building services engineering is seen by many as in a better place than, say, parts of construction (building and civils) where considerable challenges need to be tackled for workers who have not for example achieved a level 2 competency.
- We also need to ensure training provision is high-quality and includes pre-employment programmes.
- A further challenge is that the industry has an unattractive image which makes recruitment difficult.



Background - Competency

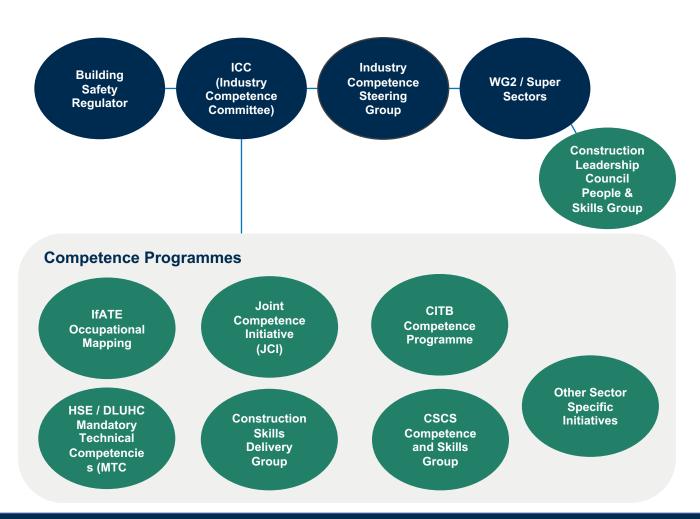




Competency – the holy grail

Do it right - first time - every time

- In order to be able to comply with the Building Safety Act and support a sustainable and productive economy, including civil engineering and infrastructure projects we must move from a position where we have some 442,000 people in the workforce who cannot demonstrate competency to a place where everyone is competent and we are able to update that competency for digitisation, modern methods of construction and Net Zero (green skills).
- Government has established, arising from the UK wide Building Safety Act, a regulatory and compliance structure which impacts the occupations needed for the industry and the apprenticeships and qualifications required for these occupations to both demonstrate and verify competency. This is discharged through the Building Safety Regulator who also deals with related infrastructure.
- The skills policy initiatives in England and the Devolved Administrations are not as yet fully aligned to the UK wide regulatory process and the 'super sectors' competency work which is well advanced.



Background - Review

Cross-industry
Construction
Apprenticeship
Task Force



- In response to these challenges, affecting certain major occupations, and after the finalisation of the 2023/24 CLC Industry Skills Plan, it seemed an appropriate time to undertake a study on the current 'state of the nation'. This was to understand approaches industry currently uses and what industry needs going forward. The aim was to understand and inform governments education and skills policy covering the contributions of employer, training providers, awarding organisations, CSCS carding scheme, CSCS alliance partners and other major stakeholders.
- The approach consisted of:
 - An on-line survey covering the existing routes being used, which these companies want to continue with, any new routes being suggested and whether there are required changes. The results represent the views of 1101 respondents from across the various verticals, including major as well as smaller employers (details in the separate document and Annex A);
 - A detailed analysis of the 'insight' data held by ONS and CSCS plus two major alliance partner carding schemes (CPCS and CISRS). The carding strategic insight data has been particularly informative for construction (building and civils). Note the analysis does not include building service engineering data;
 - A review of individual submissions received; and
 - A review of the findings from the debate on this matter at the CCATF Conference on 4 July 2023 in Sheffield, which included inputs from employers, supply chain, training providers and Trade Union representation.
- It should be noted that the review was undertaken prior to the Government's announcement on introducing Advanced British Standards (ABS) in 2033 to replace A and T Levels within a 10 year timeframe.

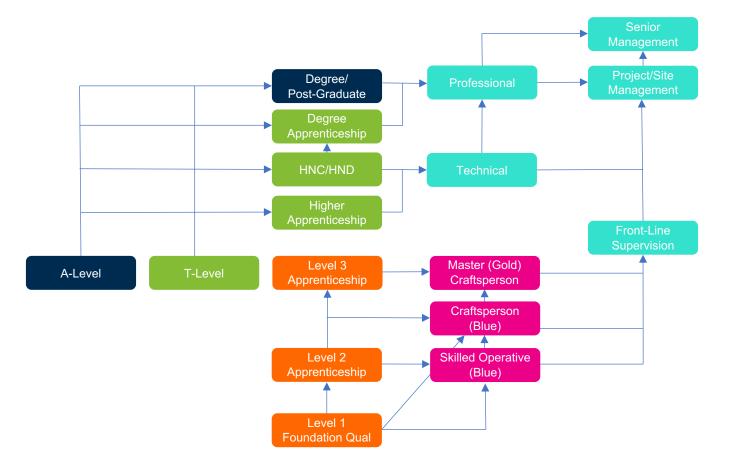


Background - Routes





- This diagram summarises the main entry and progression routes in the industry.
- These go from someone entering the industry as a labourer – Level 1 or non-qualifications up to the professional, technical and managerial roles at typically Level 5 – 7
- The industry has a long history of progressing people from the entry levels, up through 'trades' (levels 2 and 3), into predominantly technical and managerial jobs.
- This is a very positive aspect of the way the industry develops people and the capacity and capability of the workforce.
- It is crucial that we can maintain and enhance the routes into and progression pathways in the sector,
- This needs to be embodied into governmental policy. Which is not the present position.







Routes for operational trades and craft occupations:

- The employers want to retain the three main existing vocational training routes of apprenticeships (numbers have been declining in some occupations), NVQs[1] and labourer cards (significant in building and civils) until the present DfE reforms are completed and high-quality competence-based qualifications are embedded. From the survey there is also some limited use of bootcamps to be retained; although quality is reported to be variable. Employers want flexibility for the differing needs of the various parts of the industry.
- Employers could be open to other routes such as an agreed form of "competence assessments/OSAT/ experienced worker assessment (EWA)"[2] particularly for the progression of people with a labourer's card. EWA is already well established in parts of building services engineering.
- T Levels will not play a significant role for this part of the workforce in construction (building and civils). There are two primary reasons for this. The first is that the present on-site T Level only covers 4 occupations in building compared to well over 100 occupations in the CITB NOS. There is nothing included for civils and infrastructure. The other issue is that the course will not achieve full competence and as a result has only limited employer support.
- In construction (building and civils) there is considerable support[3] for a high-quality modularised approach to broaden competence and capability through upgrading qualifications, in order to aid upskilling, reskilling and further develop existing and new apprenticeships. Modularisation should be used for demonstrating coherent new competence and lifelong learning programmes, not to reduce quality. It is not a route to reduce quality.

Respondents support

1 80%

2 99%

83%





Routes for operational trades and craft occupations – Labourer cards issue:

- The labourer cards route is prevalent in parts of the industry, particularly construction for building and civils occupations. It is seen by some as a route to full competency but not in all cases.
- ONS data shows in construction (building and civils), there are some 442,000 people with either a level 1 or no qualification. The carding strategic insight data shows we have issued over 789,000 labourer cards in total.
- A more detailed analysis indicates that we have some people with a labourer card that have a level 2 knowledge (training) qualification but cannot evidence the full competency element of the NVQ. Some people with a labourer card are foreign workers. Some may see a labourer card as an easy route into employment.
- This presents a significant issue in respect of addressing the major challenges such as achieving, and evidencing, competence across the workforce in order to comply with the Building Safety Act.
- This issue needs to be studied in more detail to develop clear interventions to transition people to full competency. That said clearly the proportion of people with a labourer card needs to reduce so that more of the workforce can demonstrate full competency.





Routes for professional, technical and managerial occupations:

- Construction employers want to retain the main existing routes of higher and degree apprenticeships (numbers are growing), the traditional academic
 university courses and NVQs[1]. From the survey there is also some limited use of bootcamps to be retained; although quality is reported to be
 variable. Employers want flexibility for the differing needs of the various parts of the industry.
- The growth in higher and degree apprenticeships in the last few years is seen as a positive; although on-going updates will be needed to reflect Net-Zero, digitisation and productivity improvements.
- There is considerable support[2] in construction for a high-quality modularised approach to have flexible high-quality training delivery, thereby aiding upskilling and updating existing and new qualifications, as well as apprenticeships. This with pre-employment programmes would provide lifelong learning.
- As well as BTECs, industry are open to the use of T Levels for 16-19 year olds, as preparation to enter the sector following full-time education with the aim of supporting people into professional, technical and managerial roles (levels 4 to 6) and in certain limited cases, high-quality level 3 apprenticeships.
- HTQs are new, modularised, but as yet not widely understood (they are potentially replacing HNCs/HNDs). At present only a small percentage of respondents[3] say they would currently consider recognising them for people entering the sector and for upskilling. This could change with better understanding.
- Industry has not currently developed its views on Advanced British Standards (ABS).

Respondents support

1 63%

2 83%

3 22%





Workforce structure:

- There is a difference between the definition and list of occupations under the CITB's national occupational standards (NOS)[1] and those emerging in England in the IfATE list and occupational maps. There are also variants in NI, Scotland and Wales. A common approach would facilitate the easier design of core standards, with agreed local variants. As a result, 'selling' a coherent view to people of the reasons for working in construction (building and civils) would become easier. There is less of a difference in building services engineering.
- This matter is further complicated by the competency work being undertaken under the remit of the Building Safety Regulator with its super sectors
 definitions of occupations and competency.
- The approach needed to develop competence and achieve progression varies by occupation. SMEs employ a significant part of the sector's workforce, but in construction (building and civils), their engagement in training and upskilling is declining following the various governmental policy changes.
- Construction has a significant proportion of the operational workforce that are self employed and the arrangements for recruitment and skills development need to recognise that reality, whilst moving towards more direct employment, as is the case in building services engineering. Further complexities are the wide range of specialist skills and the significant number of workers from other countries in construction (building and civils).
- We can see from both the ONS data and the carding strategic insight data that the workforce is stratified into two major blocks; level 3 and below operational occupations, and level 6 and above with a more limited group at level 4 to 5 for professional, technical and managerial jobs.

1. c. 95% of all CSCS cards in the CITB craft and trade occupational footprint are issued based on a CITB NOS, with a relevant S/NVQ





Recruitment:

- A number of approaches are used for recruitment; presenting to schools, attending job fairs and supporting recruitment hubs, e.g., Talentview Construction, National Apprenticeship Hub and Go Construct. Employers, particularly in construction (building and civils), deploy several of these approaches, depending on the type of occupation they are recruiting to. Building services engineering make use of a range of industry's own career resources, e.g., Electrical Careers website.
- Strategic programmes have been developed for large construction projects, this started with T 5 and was substantially developed as part of the London Olympics 2012 which demonstrated the procurement approaches could be used to drive skills development. Since then many major programmes such as the Elizabeth Line, Hinkley Point Nuclear Power Station and HS2 have used similar approaches. We need to encourage clients and project commissioners to embed this as the 'norm'.
- The industry uses direct employment where appropriate and is considering how it can use this in the future.
- The new approach by UCAS on promoting higher and degree apprenticeships now provides an additional vocational careers route for applicants.
- Despite all this good effort construction has been seen as one of the sectors for those who are not successful or attracted to academic based careers. This has resulted in an unattractive image in some peoples' eyes, even though jobs are well paid with great career prospects. Many parents and schools do not see construction as a "go to" first choice for a career.
- The industry and its employers clearly have a major role to play in recruitment, shared messages and attracting a much more diverse workforce. Further work is needed to establish the best way to ensure the recruitment issue is addressed in an efficient and well-resourced way.





Skills Systems:

- Prior to the reforms, that commenced in 2013 for England only, the skills system in construction (building and civils), included NOS/NVQs, apprenticeships and carding. The employers find the different systems now deployed in the four parts of the UK, and devolved parts of England, confusing and difficult to navigate. These four main nation's governmental systems tend to focus on new entrants and other funding, (such as the CITB levy and in the future lifelong learning entitlement), is needed for the priority of up-skilling the existing workforce through lifelong learning to face the challenges of the Building Safety Act compliance, Net-Zero, digitisation and improving productivity.
- The several government-funded and non-government funded training options available to employers are a possible factor in the disengagement of SMEs in construction (building and civils); despite the fact these types of employers represent the majority of the overall workforce.
- There is also concern over the low-level of completions. It is understood that completion rates in some European countries such as Germany and Switzerland are much higher than some parts of the UK. Work is needed to understand if they are still being retained in the industry in a different capacity, and what can be improved.
- Some 81% of the sector's workforce are carded by CSCS and its Alliance Partners. It is therefore important that the carding competence requirements and criteria for all parts of the industry are seen as the final end-point for the skills system for construction. There needs to be alignment based on a 'whole' system approach which brings everything together in a carding scheme which can deliver the industry needs to 2030 and beyond.





Funding and Levies:

- The industry, where in scope, has been supported since the 1960's by the CITB and ECITB training and apprenticeship levies. These have helped SMEs and the larger employers to improve safety and competency.
- Government's introduction of the Apprenticeship Levy (for larger employers) means there are now two levies in England for construction (building and civils). Administrative bureaucracy including aspects such as digital accounts have been seen by some, as off-putting and is likely to contribute to the fall off in SME engagement in parts of the sector. There is concern that devolution in England could add to difficulties, particularly for companies working across different devolved boundaries.
- Overall investment is seen as insufficient to match the demands of the major strategic challenges and delivery of high-quality training Building Safety Act compliance, Net-Zero, digitisation and productivity improvement.
- Funding rates in England are considered to create difficulties particularly for some occupations which require a large proportion of materials which cannot be re-used such as civils, plastering and plumbing, as well as the need to improve tutor and assessor remuneration. It is appreciated that funding band reviews which are underway can help.
- The streamlining of level 2 funding, to improve quality, being undertaken by DfE for construction (building and civils), including the consideration of the future of NVQs, is raising concerns that funding would reduce from 2025. This would have a negative impact on trying to move people in the CITB footprint to carded level 2 competency; hence holding back the industry's ability to increase the levels of competence.





Routes into Industry:

- The construction industry and the building safety regulatory super-sectors programme needs to work with governments and key stakeholders to:
 - Operational trades and craft: maintain funded apprenticeships, NVQs, and bootcamps, where quality can be assured, by employer engagement, government/local authority and ITB levies. This would provide the transition to high-quality vocational provision and qualifications, with appropriate pre-employment programmes. Recognise that different approaches are needed in the different parts of the industry through the competence framework development work;
 - Professional, technical and managerial: maintain funded higher and degree apprenticeships, full and part-time degrees, NVQs and where
 quality can be assured bootcamps. This would provide the transition to high-quality standards and qualifications, with pre-employment
 programmes. Again, recognise that different approaches are needed in different occupations;
 - T Levels: work with government to continue to progress the T Level curriculum towards professional, technical and managerial occupations, or in certain limited cases level 3 apprenticeships, whilst also updating the curriculum. Review the implications of T Levels being replaced in 2033 by Advanced British Standards, at the appropriate time;
 - Modularisation: use a coherent high-quality practical modular structure for training courses, CPD including vocational qualifications and other learning programmes to support upskilling, reskilling and lifelong learning in order to match changing technology, materials and methods. This modularisation must be implemented to ensure high-quality outcomes which match the industry's competence requirements.





Routes into Industry (continued):

- The construction industry and its various bodies needs to work with governments and key stakeholders to:
 - Alternative routes: undertake further work on the viability of alternatives such as "competency assessments/OSAT/experienced worker
 assessments (EWA)" to, for example, progress people with a labourer card to full competency. Lessons should be taken from parts of the
 industry where EWA has been successfully developed.; and
 - o **Improve successful completion rates**: contribute to the government's review of the reasons for withdrawals and the ways to enable successful apprenticeship and qualification outcomes.

Labourer Cards:

Undertake, utilising the CSCS strategic insight data, a review of the types of people in construction (building and civils) with labourer cards in order to
design programmes to move more people up to level 2 competency - Right Card – Right Job. In doing this it needs to be recognised that not all
individuals will be either capable or willing to progress to level 2 competency.





UK Wide Skills System for Construction:

- The industry and its various bodies needs to work with governments and other key stakeholders to establish and operate a single UK wide skills system for construction (building and civils) crafts and trades which:
 - Uses a common list of industry approved occupations which is drawn from the building safety regulatory work on competency, CITB's NOS, IfATEs standards and the views of the Devolved Administrations.
 - Is based on a common core for each occupational standard with built-in flexibility for nations (Northern Ireland, Scotland and Wales) and English regional variations. This flexibility also needs to recognise the varying requirements for different occupations and super-sectors in the industry;
 - Utilises a whole system design approach to the operation of the skills system, based on the requirements of trade bodies, employers, trade unions and professional bodies and which aligns and integrates, for all parts of the sector, inclusive of the competency requirements for carding. It should be agile and easy to use for SMEs and others;
 - Uses a simple approach to enable more flexible funding under-pinned by a simplified combined levy for both apprenticeships and training, including upskilling for construction (building and civils);
 - Builds upon the progress to date, in developing standards and occupational maps. The occupations should be defined in a way to facilitate
 people developing specialisms during their careers, based upon a common foundation of competency frameworks and their knowledge, skills
 and behaviours; and
 - Has a single UK wide independent sector support organisation to co-ordinate with other major sector organisations to support the industry's
 skills programmes. This organisation could programme manage the development of the list of occupations, competency-based standards, skills
 research, as well as clear routes for entry and progression. It should support improving the diversity of the workforce and productivity.





Carding:

- CSCS and Alliance Partners should further develop the work they have undertaken on strategic insight data analysis to support the industry's workforce planning and development as well as providing the verification system for competency.
- The CLC should revise the 2015 Carding Policy requirements, and the subsequent iterations, following consultation with relevant bodies, to ensure alignment between the competency requirements for carding and the regulatory requirements including those of the Building Safety Regulator, apprenticeships and vocational qualifications in the skills system; including any new generation of modularised qualifications.
- The CLC should, following consultation, mandate employers to use the CSCS Smartcheck App or API to validate CSCS cardholders' skills and competency.
- Over time the industry should consider extending the coverage of the workforce that comes under the carding arrangements and the operational requirements on employers and sites.

Recruitment:

- In accordance with the CLC Industry Skills Plan, industry needs to take a leading role on diversity and enhancing the various approaches currently being used with the co-ordination of a single coherent, focused and powerful message of the benefits of working in the industry; under-pinned by an agreed approach to EDI and consideration of the appropriate approach to direct employment.
- Clients, commissioners and industry should work together to further develop procurement strategies for large programmes to support skills development programmes.

Further details on the various findings and summary of recommendations are included in the separate 'Routes into Industry' Detailed Review Results.

Annex A: Respondents





The range of respondents comes from across the sector:

- All Building, civil engineering and building services/M&E
- Apprenticeship agency
- · Civil engineering & infrastructure
- Construction infrastructure
- Designer
- Design build organisations
- Duct and pipework contractors
- Fire protection specialists
- General construction
- Green, net-zero retrofit etc. specialists

- House building and property development incl electrical, plumbing
- Labour suppliers
- · Masonry/concrete specialists
- Materials and construction suppliers
- Plant companies hire and sales
- Power station and distribution infrastructure (incl major M&E)
- Rail all aspects
- Scaffolding contractors
- Thermal insultation contractors
- Training organisations (employers and trade groups)

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