

# National Retrofit Plan

Report for Quarter 1, 2025



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June 2025

**Sustainable Energy Authority of Ireland**

SEAI is the expert authority on decarbonising Ireland’s energy system, using robust, objective data and an evidence-based approach to help inform policy development and energy user behaviours. SEAI empowers households, businesses, motorists and the public sector to move away from fossil fuels with practical advice and financial supports. We encourage positive changes in how Ireland uses energy to deliver a more prosperous, energy efficient and cleaner environment.

To fulfil this mission SEAI aims to provide well-timed and informed advice to Government, and deliver a range of programmes efficiently and effectively, while engaging and motivating a wide range of stakeholders and showing continuing flexibility and innovation in all activities. SEAI's actions will help advance Ireland to the vanguard of the global green technology movement, so that Ireland is recognised as a pioneer in the move to decarbonised energy systems.

SEAI is funded by the Government of Ireland through the Department of Climate, Energy and the Environment.

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## 1. Introduction

The National Retrofit Plan sets out how the Government will deliver on the Climate Action Plan targets of retrofitting the equivalent of 500,000 homes to a BER of B2/cost-optimal and installing 400,000 heat pumps in existing homes to replace older, less efficient heating systems by the end of 2030.

The SEAI is designated as the National Retrofit Delivery Body. In this role, the SEAI is the lead agency in driving the delivery of our retrofit targets. The responsibilities of the SEAI in this capacity include:

- Driving delivery of our retrofit targets.
- Promoting retrofit uptake through marketing campaigns.
- Enhancing the appeal of the retrofit supports and improving the customer journey.
- Setting standards for and developing and registering One Stop Shops.
- Increasing the number of BER assessors.
- Monitoring and managing the quantum and quality of retrofit service provision.
- Supporting the supply chain in retrofit.

### Report Overview

This quarterly report details progress by SEAI on delivery against targets in the Government's National residential Retrofit Plan as well as the Government's Climate Action Plan. The format of the report is to provide an overview of delivery against key metrics including, the numbers of property upgrades, B2 BER ratings achieved, and heat pumps installed.

Schemes covered in this report include:

- **Better Energy Homes and Solar PV schemes** grants supporting individual energy upgrades.
- **National Home Energy Upgrade Scheme** also known as One Stop Shop Service.
- **Better Energy Warmer Homes Scheme** which provides fully funded energy upgrades for vulnerable energy poor homes.
- **Community Energy Grants**

[More detailed descriptions of these schemes are included in the Appendices to this report.]

SEAI continuously reviews and refines the reporting methodology and definition of key metrics to improve the accuracy and quality of insights. This may result in minor adjustments to previously reported figures. Where appropriate, these will be highlighted as additional notes in the main body of the report.

Full datasets and analysis for all schemes from 2015 onwards are available to view [here](#).

### 2025 Budget and Targets

Another record budget, of €559 million, has been provided in 2025, to continue the growth in the residential retrofit sector. This will allow SEAI to scale all the delivery programmes to support achieving the stretched targets for the built environment outlined in the first sectoral emission ceiling in 2025. The targets for 2025 include delivering over 64,500 home energy upgrades, 25,400 of which are to be to a B2 level and deliver 7,467 upgrades in energy poor homes. Additionally, the funding will provide for the deployment of 5,844 heat pumps.

## 2. Review of Quarter 1, 2025

### Headline Outcomes for Q1 2025

- Expenditure across all schemes to end Q1 was €76 million, up 4% on the same period in 2024.
- 11,910 property upgrades were completed to end Q1, up 2% over the same period in 2024.
- Over 5,100 homes were upgraded to a BER B2 or higher to end Q1, down 1% over the same period in 2024.
- 1,350 upgrades for energy poverty qualifying households to end Q1, up 14% on the same period in 2024.
- 765 heat pump installations were supported
- 81 Approved Housing Body upgrades supported under the National Home Energy Upgrade Scheme (one stop shop service), and 63 under the Community Energy Grants scheme to end Q1.
- 14,770 applications processed across all schemes to end Q1, down 5% over the same period in 2024.

### Impacts for Residential Upgrades Completed to end Q1 2025

- 29.47 GWh energy savings
- 15.0 kt CO<sub>2</sub> savings
- 40.6 MW installed Solar PV capacity.

### Major Scheme Developments

Below is a summary of the significant scheme developments and actions by SEAI designed to increase participation in, and ease of access to the schemes, ultimately supporting upgrades in a wider cohort of homes.

#### All Schemes

- Continued with further phases of the national marketing and communications campaign to increase awareness of the benefits of home energy upgrades and to encourage uptake and applications. During Q1 the campaign focussed on heating system replacements following the sharp cold spell.
- Planning was substantially completed for a major campaign wave in Q2 which will focus on the lower cost individual upgrades, namely attic and wall insulation.

#### National Home Energy Upgrade Scheme (One Stop Shops)

- The heat loss indicator and heat pump pilot continued into 2025. The pilot aims to test the performance of heat pumps in homes with a higher level of heat loss than is currently required by SEAI.
- The traditional buildings pilot, which launched in autumn 2024, continues under NHEUS.
- Homeowners affected by defective concrete blocks can avail of retrofit grant support under the NHEUS.

#### Better Energy Homes

- The Programme was launched to One Stop Shops (OSS) in Q1. There are now 14 OSS registered for Better Energy Homes with two more in progress. This gives OSS a second pathway, enabling them to support homeowners to upgrade on a step-by-step basis, rather than all at once. This meets the policy requirement to support affordability and allows OSS to deduct the grants from the cost of works and thus reduce up-front costs to homeowners.
- Applicants for heat pumps who have a compliant BER on the system can now by-pass the technical assessment process. This removes a further barrier to the uptake of heat pumps.
- The process to authorise companies, Owner Management Companies, Charities, and Approved Housing Bodies to apply for grants has been simplified and updated on the website. This has led to improved efficiencies for stakeholders.

#### Warmer Homes Scheme

- SEAI further increased throughput on the scheme fully utilising the expanded contractor panel.
- The current cycle time for priority homes with a pre-BER of E, F or G grade and year of construction of pre-1993 is currently 21 months.

- The programme continues to successfully scale by means of both contractor capacity and key enabling service provider activities.

Community Energy Grants

- The pilots introduced in 2024 of pathway to B2, multi-unit-developments and area-based approaches are leading to increase in activity with home upgrades up 15% so far, this year.
- There have been over €20 million in applications in the first quarter, and we expect to support projects with overall works value estimated at €100 million this year.

2025 Property Upgrades (to end Q1)

● 2023 Property Upgrades ● 2024 Property Upgrades ● 2025 Property Upgrades



11,910

2025 Property Upgrades (to end Q1)

11,701

2024 Property Upgrades (to end Q1)

+2%

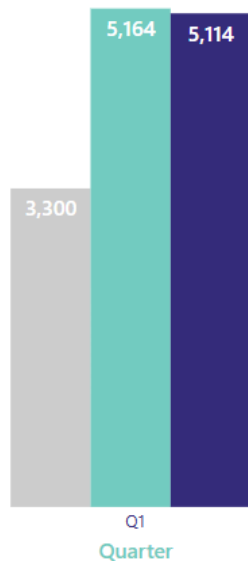
Year on Year Change

64,573

2025 Property Upgrade Targets

2025 B2s Achieved (to end Q1)

● 2023 B2s achieved ● 2024 B2s achieved ● 2025 B2s achieved



5,114

2025 B2s achieved (to end Q1)

5,164

2024 B2s achieved (to end Q1)

-1%

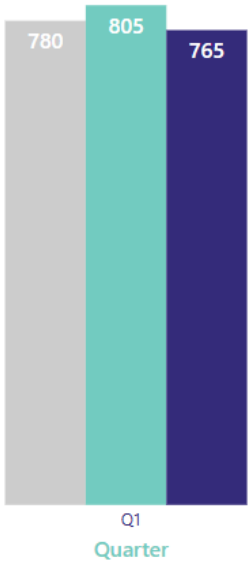
Year on Year Change

25,410

2025 B2s or Better Target

2025 Heat Pumps Installed (to end Q1)

2023 Heat Pumps 2024 Heat Pumps 2025 Heat Pumps



765

2025 Heat Pumps (to end Q1)

805

2024 Heat Pumps (to end Q1)

-5%

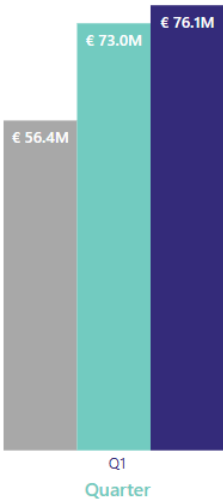
Year on Year Change

5,844

2025 Heat Pump Target

2025 Total Capital Expenditure (to end Q1)

2023 Capital Expenditure 2024 Capital Expenditure 2025 Capital Expenditure



€ 76.1M

2025 Capital Expenditure (to end Q1)

€ 73.0M

2024 Capital Expenditure (to end Q1)

+4%

Year on Year Change

2025 Applications Received (to end Q1)

● 2023 Applications ● 2024 Applications ● 2025 Applications



14,770

2025 Applications (to end Q1)

15,468

2024 Applications (to end Q1)

-5%

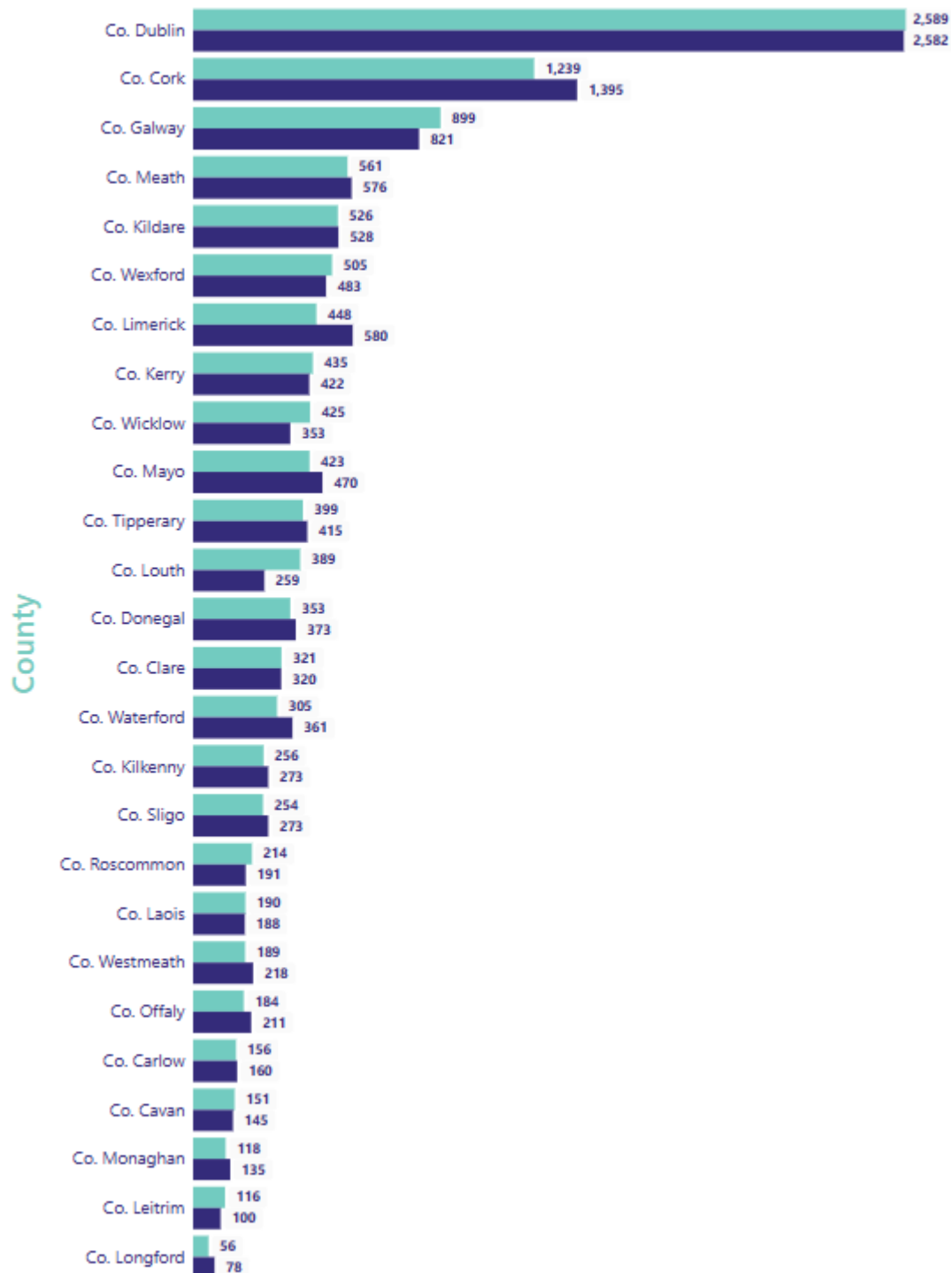
Year on Year Change

The average pre works BER rating, where available, and average post works BER rating **for property upgrades in a rolling 12-month period** are presented per programme in the table below. Pre works BERs are not mandatory for Better Energy Homes and Solar PV and were only introduced for new applications submitted after February 2022 for the Warmer Homes Scheme.

Programme	Avg. Pre BER	Avg. Post BER
Better Energy Homes	-	C1
Solar PV	-	B2
Warmer Homes Scheme	E1	C3
National Home Energy Upgrade Scheme	D1	A2
Community Energy Grants	E2	A2

## 2025 Number of Property upgrades by county (to end Q1)

● 2024 Property Upgrades ● 2025 Property Upgrades



A further breakdown of county by programme is provided in **Appendix 2**



3. Programme Reviews

3.1 National Home Energy Upgrade Scheme (One Stop Shop Service)

The One Stop Shop service delivers an integrated home energy upgrade service for homeowners. The integrated service provides an end-to-end solution for homeowners from initial contact through to design, installation, commissioning and after care service for the homeowner. The service is delivered by companies who are registered with SEAI. Homeowners can avail of the complete suite of energy upgrades and are required to upgrade their home to at least a B2 energy rating and improve the energy performance by 100kWh/m<sup>2</sup>/yr.

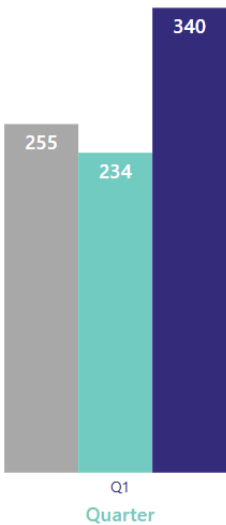
Key Insights

- Home energy upgrade completions were up relative to the same period last year.
- HEA applications are continuing to increase, representing a healthy pipeline of potential clients.
- Applications from homeowners of traditional homes and homes affected by DCB are starting to be made.
- The Home Energy Upgrade Loan Scheme has been launched and is expected to be key to support homeowners in completing upgrades.

Property upgrades and Applications

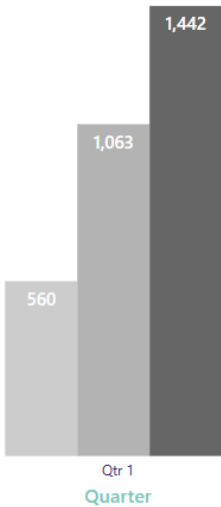
2025 Property Upgrades (to end Q1) - One Stop Shop Service

● 2023 Property Upgrades ● 2024 Property Upgrades ● 2025 Property Upgrades



Home Energy Assessment Applications Received

● 2023 HEA Applications ● 2024 HEA Applications ● 2025 HEA Applications



1,442

2025 HEA Applications (to end Q1)

1,063

2024 HEA Applications (to end Q1)

+36%

Year on Year Change

2025 Works Applications Received (to end Q1) - One Stop Shop Service

● 2023 Applications ● 2024 Applications ● 2025 Applications



489

2025 Applications (to end Q1)

428

2024 Applications (to end Q1)

+14%

Year on Year Change

3.1.1 National Home Energy Upgrade Scheme (OSS) works cost and BER analysis

The **median rolling 12-month cost of works** and the BER improvement for all homes upgraded through the one stop shop scheme is presented in the two tables below, for private homes and for homes belonging to Approved Housing Bodies. Many of the private homes have a poorer starting BER than the national average and are undertaking other works at the same time. A full list of measures supported, and current grant levels for one stop shop services grants is available [here](#).

**Private Homes**

Dwelling Type	Median Works Cost	Median Grant	Median Cost to Homeowner	Avg. Pre BER	Avg. Post BER
Apartment	€ 22,915	€ 6,100	€ 16,378	D2	B1
Mid Terrace	€ 51,156	€ 19,000	€ 34,962	E2	A2
Semi-Detached /End Terrace	€ 61,584	€ 21,100	€ 38,500	D2	A2
Detached	€ 66,149	€ 23,100	€ 42,467	D2	A2
	<b>€ 63,178</b>	<b>€ 21,500</b>	<b>€ 40,399</b>	<b>D2</b>	<b>A2</b>

**Homes belonging to Approved Housing Bodies**

Dwelling Type	Median Works Cost	Median Grant	Median Cost to AHB	Avg. Pre BER	Avg. Post BER
Apartment	€ 29,750	€ 13,300	€ 17,380	C3	A3
Mid Terrace	€ 33,137	€ 16,700	€ 15,742	C2	A3
Semi-Detached /End Terrace	€ 35,313	€ 19,000	€ 15,430	C2	A2
Detached	€ 40,812	€ 21,000	€ 19,660	C3	A3
	<b>€ 34,226</b>	<b>€ 17,800</b>	<b>€ 16,165</b>	<b>C2</b>	<b>A3</b>

3.2 Better Energy Homes and Solar PV

3.2.1 Better Energy Homes

The Better Energy Homes Programme supports applicants in retrofitting homes on a step-by-step basis, over time. The cost of works is part funded through a suite of grants, with the remainder being financed by the property owner. Grants can be applied for online at any time and grant approval is issued automatically. There is no wait time. Applicants proceed with works on their own time plan. The service is provided by contractors, and since Q1 2025, by One Stop Shops registered with SEAI for this programme. One Stop Shops and Contractors can discount the grant from the cost of works to reduce upfront costs.

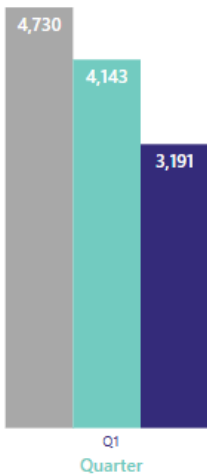
Key Insights

- The number of property upgrades is down on Q1 2024 because of reduction in retrofitting activity and some activity moving to other SEAI programmes.

Property upgrades and Applications

2025 Property Upgrades (to end Q1) - Better Energy Homes

2023 Property Upgrades 2024 Property Upgrades 2025 Property Upgrades



3,191  
2025 Property Upgrades (to end Q1)

4,143  
2024 Property Upgrades (to end Q1)

-23%  
Year on Year Change

2025 Applications Received (to end Q1) - Better Energy Homes

2023 Applications 2024 Applications 2025 Applications



4,710  
2025 Applications (to end Q1)

5,673  
2024 Applications (to end Q1)

-17%  
Year on Year Change

3.2.2 Solar PV

The Solar PV Scheme, operating under the Microgeneration Support scheme, provides grants to homeowners for installing solar photovoltaic panels. The initiative helps reduce electricity costs and promotes renewable energy use. It is available to all homeowners and applies to homes built and occupied on or before 31st December 2020. The service is provided by contractors registered with SEAI.

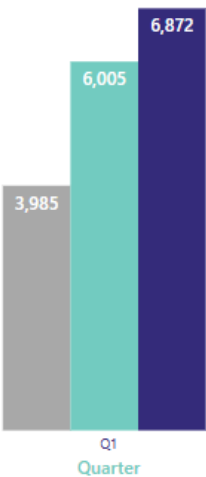
Key Insights

- Demand for the scheme remains strong, with nearly 6,100 new applications submitted by the end of Q1—representing a 25% increase year-on-year.
- The average number of monthly applications continues to rise steadily since the start of the year.
- Projections indicate a significant increase in the number of property upgrades in Q2, compared to Q1 figures.
- Interest from solar PV companies and installers remains high, showing growth relative to the same period last year.
- While the number of completed upgrades in Q1 2025 was lower than in Q4 2024, reflecting typical seasonal variation, the total completions is up 14% over the same period last year.

Property upgrades and Applications

2025 Property Upgrades (to end Q1) - Solar PV

2023 Property Upgrades 2024 Property Upgrades 2025 Property Upgrades



6,872

2025 Property Upgrades (to end Q1)

6,005

2024 Property Upgrades (to end Q1)

+14%

Year on Year Change

2025 Applications Received (to end Q1) - Solar PV

2023 Applications 2024 Applications 2025 Applications



6,070

2025 Applications (to end Q1)

4,857

2024 Applications (to end Q1)

+25%

Year on Year Change

### 3.2.3 Better Energy Homes and Solar PV works cost analysis.

The **median rolling 12-month cost of works** and the BER improvement for all homes upgraded through the Better Energy Homes and Solar PV schemes are in the table below. A full list of measures supported, and current grant levels for individual energy upgrade grants is available [here](#).

Measure	Median Measure Cost	Median Grant
<b>BER</b>	€260	€50
<b>Cavity</b>	€2,000	€1,700
<b>External Wall Insulation</b>	€22,077	€6,000
<b>Internal Wall Insulation</b>	€8,000	€3,500
<b>Roof Insulation</b>	€2,200	€1,400
<b>Heat Pump</b>	€15,000	€6,500
<b>Heating Controls</b>	€3,768	€700
<b>Technical Assessment</b>	€500	€200
<b>Solar Heating</b>	€4,995	€1,200
<b>Solar PV <sup>(1)</sup></b>	€10,465	€2,100

<sup>(1)</sup> NOTE: The grant levels for solar PV were reduced in January 2025. As a result, the median grant calculation includes a mix of the old and new grant levels. Hence the median grant for solar PV is currently higher than the maximum grant available today.

3.3 Better Energy Warmer Homes Scheme (Fully Funded Energy Upgrades)

Key Insights

- Output on this key national programme was strong again in quarter 1 2025 driven by high allocations of work aligned to the increased budget for 2025.
- Applications were down due to seasonality factor and works were impacted by severe weather events.
- The average value of works completed in Q1 2025 is €28,971.
- Average cycle time for homes completed through 2025 so far:

Application to pre-BER published:

Application to survey completed:

Application to works completed (Priority 1 homes):

Application to works completed (Priority 2 homes):

7 months.

16 months.

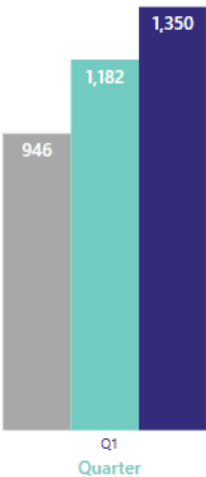
21 months.

22 months.

Property upgrades and Applications

2025 Property Upgrades (to end Q1) - Better Energy Warmer Homes

2023 Property Upgrades 2024 Property Upgrades 2025 Property Upgrades



1,350

2025 Property Upgrades (to end Q1)

1,182

2024 Property Upgrades (to end Q1)

+14%

Year on Year Change

2025 Applications Received (to end Q1) - Better Energy Warmer Homes

2023 Applications 2024 Applications 2025 Applications



3,344

2025 Applications (to end Q1)

4,373

2024 Applications (to end Q1)

-24%

Year on Year Change

3.4 Community Energy Grants

The Community Energy Grant scheme supports the aggregation of a diverse set of energy upgrade projects from across the community, including home energy upgrades, community, public sector, and private projects. The projects are led by a project coordinator and involve a local sustainable energy community. The primary objective is to support the delivery of home energy upgrades alongside non-domestic energy projects, which support the engagement of communities to build low-carbon and sustainable communities.

The aggregated applications typically support energy upgrade projects across communities and geographic areas. A range of projects in a single application can take around one year to complete as they typically include a group of home energy upgrades, community buildings and business energy upgrade projects.

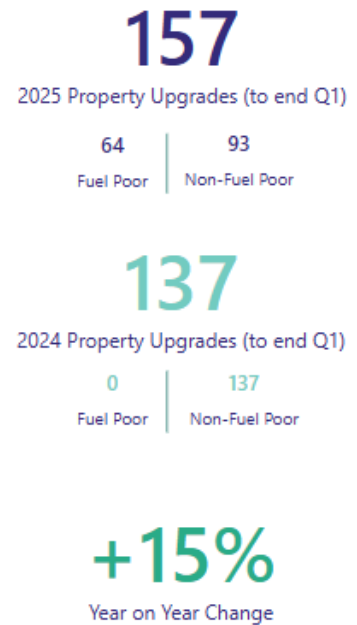
The project coordinators who aggregate and deliver these projects use the energy savings generated to receive a financial contribution from Obligated Parties under the Energy Efficiency Obligation Scheme. This lowers the cost for participation particularly for homeowners and communities.

Key Insights

- The scheme has seen significant increase in applications this year with over €20 million of energy efficiency projects in the first quarter.
- SEAI expects the total value of projects delivered in 2025 to exceed €100 million.
- We expect a similar delivery profile in 2025 as was experienced in 2024, as we continue to award contracts throughout the year for delivery over a 12-month period and into 2026

2025 Property Upgrades (to end Q1) - Community Energy Grants

2023 Property Upgrades 2024 Property Upgrades 2025 Property Upgrades





## Appendix 1: Home Energy Upgrade Scheme Overviews

SEAI offers a comprehensive range of Government funded financial supports, suiting a variety of circumstances, to help homeowners achieve their home energy upgrade ambitions.

- **Better Energy Homes** supports upgrades from a list of measures. The supported measures include attic and wall insulation, heat pump systems and heating controls. There is no minimum uplift in energy performance required. The following applicant types can apply for and draw down grants: homeowners, private landlords, companies, Owner Management Companies, charities and Approved Housing Bodies.
- **Solar PV Scheme** provides grant support to homeowners for installing solar photovoltaic panels. It is available to all homeowners and applies to homes built and occupied on or before 31st December 2020. The service is provided by contractors registered with SEAI.
- **National Home Energy Upgrade Scheme:** Through this scheme, a one stop shop provides a fully project managed service that provides grant support to private homeowners, private landlords and Approved Housing Bodies that want to upgrade their homes to a BER B2 or better. The service is delivered by registered one stop shops that assess the home, provide advice to the homeowner on suitable options, apply for the grant, complete the works, and then claim the grant from SEAI. The value of the grant is discounted upfront from the cost to the homeowner. [Note: The report includes homes completed under earlier proof of concept pilot schemes which informed the national roll-out of the National Home Energy Upgrade Scheme]
- **Better Energy Warmer Homes Scheme:** This programme provides a fully funded and fully managed solution for qualifying homeowners in receipt of certain Department of Social Protection payments to upgrade their home with measures identified from a home energy survey. SEAI manage the whole upgrade process from home survey, through contractor works, and follow up BER. The Warmth and Wellbeing scheme closed to new applicants in 2022, however historical data from 2019 onwards includes homes completed through this scheme.
- **Community Energy Grants:** The Community Energy Grants scheme supports the upgrading of a wide variety building stock and facilities to exacting standards of energy efficiency and renewable energy usage, thereby reducing fossil fuel usage, energy costs and greenhouse gas emissions. By supporting project structures that can be replicated, the Communities Energy Grant showcases retrofit project models that can be implemented without SEAI support in the future.

## Appendix 2: 2024/25 Scheme volumes by county, to end Q1

	Community Energy Grants		Better Energy Warmer Homes Scheme		Better Energy Homes		Solar PV		National Home Energy Upgrade Scheme (One Stop Shops)	
	2024	2025	2024	2025	2024	2025	2024	2025	2024	2025
Co. Carlow	1		14	22	52	49	89	86		3
Co. Cavan			15	13	60	60	73	69	3	3
Co. Clare		3	18	11	73	59	225	243	5	4
Co. Cork	62	61	95	162	459	328	593	813	30	31
Co. Donegal	11	41	38	30	171	106	129	169	4	27
Co. Dublin	2	5	428	478	777	610	1,334	1,407	48	82
Co. Galway	1	3	66	46	351	340	455	401	26	31
Co. Kerry	1	5	29	19	222	143	169	229	14	26
Co. Kildare		1	33	53	184	108	301	358	8	8
Co. Kilkenny	4	2	16	22	75	76	153	168	8	5
Co. Laois		1	23	19	63	36	102	107	2	25
Co. Leitrim			5	8	56	37	54	53	1	2
Co. Limerick	22	14	32	43	156	99	234	420	4	4
Co. Longford	1		9	10	15	20	31	46		2
Co. Louth			33	23	123	55	223	176	10	5
Co. Mayo		3	44	37	196	132	177	282	6	16
Co. Meath	1	2	46	93	155	157	356	318	3	6
Co. Monaghan			16	36	39	26	62	72	1	1
Co. Offaly			22	31	51	66	100	109	11	5
Co. Roscommon		4	14	22	119	66	78	96	3	3
Co. Sligo	1		24	14	112	93	110	161	7	5
Co. Tipperary	3		29	30	123	123	221	248	23	14
Co. Waterford	2	11	11	8	147	104	142	227	3	11
Co. Westmeath		1	19	41	59	51	108	117	3	8
Co. Wexford	25		43	32	196	177	235	270	6	4
Co. Wicklow			60	47	109	70	251	227	5	9
Total	137	157	1,182	1,350	4,143	3,191	6,005	6,872	234	340

## Appendix 3: Glossary

Term	Definition
Applications received	An application received for an energy upgrade for an individual home on any of the retrofit programmes. Multiple applications can be made for a home within or across programmes, depending on the specific rules on the programme. This is an indicator of demand for SEAI programmes. Not all applications will result in a property upgrade.
B2 or better home	A home counts as having achieved a B2 or better BER rating when a property upgrade achieves a post works BER rating of B2 or better. The 'B2' is allocated to the retrofit programme that first achieves the rating. Thus, a home will only be counted once as a B2 or better in all reporting context.
Capital Expenditure	Includes the grant expenditure plus overheads such as outsourced grant administration service costs, survey costs, inspection costs, and IT costs for supporting systems. All the above expenditure is on a cash basis in line with Government accounting. SEAI's published annual report incorporating year-end financial statements is on an accruals basis in line with financial reporting standards.
Heat Pump home	A home counts as a heat pump home when a property upgrade includes the installation of a heat pump. The home is allocated to the retrofit programme that installed a heat pump for the first time, regardless of subsequent energy upgrades on the same or other retrofit programmes where a heat pump is installed. Thus, a home will only be counted once as a heat pump home in all reporting context.
Median Upgrade Prices	Median is the mid-point of all the subject upgrade costs, where half of upgrades are less expensive, and half of upgrades are more expensive.
Property upgrade	Refers to a retrofit at a property related to a single application on any of the SEAI residential retrofit programmes. The upgrade is counted as completed when a SEAI grant is fully paid, or on first payment of the 75% stage payment for fully funded energy upgrades (in these instances the works are complete). A property can have multiple property upgrades if they avail of SEAI grant programmes multiple times.



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