action stations

a management handbook on improving the management of the police estate
The Audit Commission promotes the best use of public money by ensuring the proper stewardship of public finances and by helping those responsible for public services to achieve economy, efficiency and effectiveness.

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For more information on the work of the Commission, please contact: Andrew Foster, Controller, The Audit Commission, 1 Vincent Square, London SW1P 2PN, Tel: 0171 828 1212 Website: www.audit-commission.gov.uk
1. Structuring the Property Service
   The starting point for improving estate management is to develop the right framework for service delivery.

2. Evaluating the Asset
   Decision-makers need up-to-date information about property assets in order to get best value from their estates.

3. Developing the Estate Strategy
   The property manager plays a pivotal role in reconciling operational and property demands.

4. Delivering the Service
   Whether estate services are provided in-house or contracted out, they must meet customer needs and show continuous improvement.

5. Programme Management
   Effective management of capital and revenue projects demands clear prioritisation and realistic programming.

6. Rationalising the Estate
   Disposing of surplus property and acquiring more suitable accommodation requires market awareness and thorough risk appraisal.

7. Efficiency Planning
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Preface

In the 1990s, private sector property managers experienced significant pressure to control costs and restructure corporate estates to reflect major changes in working practices. New technology has enabled organisations to rationalise their office accommodation and free up resources for their core business. Public sector organisations, including the police service, are now feeling the same pressure to 'sweat property assets'. In addition there is a need to adapt estates so that they are better suited to meet changing public demands and to support modern policing methods.

Operational police officers and police property managers have begun to work together to meet these challenges. But, while commitment and co-operation are vital, so too is professional and technical expertise. In the past, such expertise has not always been available to the police service. This is changing rapidly and, increasingly, experienced property professionals are developing a strategic approach to the management of police estates.

Our properties range from specialist police accommodation – dog training centres, forensic laboratories, custody suites – to simple office blocks, distinguished only by the blue lamp on the outside. All these properties need to be economically and efficiently managed and maintained, and fully utilised.

This handbook, written with assistance from police property managers and from the College of Estate Management, is the technical supplement to the Commission's national report on the police estate, *Action Stations*. Its publication will help police property managers achieve better value for money from their estates and from their contractors. It will also help them identify potential efficiency gains through improved structuring and commissioning of estate services.

Most importantly, the handbook demonstrates the vital role that effective estate management can play in supporting front-line policing.

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Chair of Property Services Managers Group
Introduction

1. The total value of police land and property assets in England and Wales is estimated at around £2.6 billion. The profile of each of the 41 provincial forces’ estates is broadly similar – one headquarters site, at least four area command/divisional headquarters sites, around 50 other police stations and a small, reducing stock of residential properties. However, there are 41 different approaches to the management of those valuable assets. For example in one force, the Head of Estates and Administration reports directly to a chief officer and has a team of 30, while in a neighbouring force of a similar size, estate management is entrusted to a single buildings officer. The perceptions of the postholders are no less variable. Some see their roles as maintenance managers, some as building project managers and some as estate strategists.

2. But police forces are not alone in lacking a precise definition of the estate manager's role. The difficulty lies in the breadth and range of functions that potentially fall within the remit. Experts’ attempts at definition emphasise the challenging range of the skills required but do not aid clarification:

'Estate management is simultaneously a generic description of a broad range of activity and a specialist technical discipline. It touches upon every aspect of the relationship between society at large and individuals that occupy or own landed property. The effective exercise of estate management skill has to achieve a delicate balance between acceptance of a strong historical infrastructure of law and current estates practice and the pressures of technological and social change' (Ref. 1).

3. Advertisements for estate managers often invite applications from 'suitably qualified' individuals. The property and construction professions generate around 12 different professional qualifications, from chartered quantity surveyor to town planner. The Royal Institution of Chartered Surveyors, the professional body that represents the majority of estate management specialisms, boasts eight divisions, including geomatics and minerals and environmental management. It is not surprising, therefore, that police authorities and police managers are often less than clear about what a 'suitably qualified' estate manager should be able to do.

4. The ideal estate manager is not a 'Jack-of-all-trades' but one who has sufficient understanding of property to know which specialism to apply, to what extent and when. Equally importantly, the estate manager needs to understand how the estate should serve the organisation by '... operating, maintaining, improving, and adapting the organisation's infrastructure in order to create an environment that strongly supports (its) primary objectives' (Ref. 2).
The changing role of the police property manager

5. For most forces, police property management had a very limited role until the transfer of property assets from local authorities to independent police authorities in 1995. Prior to this, forces nominated either a police officer (often someone on light recuperative duties) or an administrator to act as the point of liaison with the local authority property department. After the transfer, partly to ensure a smooth transition and partly because of a lack of in-house expertise, many forces chose to continue the existing relationship with the local authority, albeit as client rather than as tenant. The development of an in-house estate management service in these forces has been less rapid than for those that severed the old ties [CASE STUDY 1]. In all cases, however, the last three years have seen a transformation of the property manager’s role from one of liaison officer to that of ‘intelligent client’, responsible for getting best value from the force estate and from its suppliers. Many forces have recognised the need to resource this role by recruiting property professionals with strategic and commercial as well as technical skills.

The Property Services Managers Group

6. The growing professionalism of police property management is reflected in the development of a national liaison group – the Property Services Managers Group (PSMG). The main purpose of the group is to provide a forum for the exchange of ideas and good practice. It receives

CASE STUDY 1

Expanding responsibilities for in-house property managers

Richard Bucknall first joined the Research and Planning department of Northamptonshire police in 1974 as a research assistant with prior experience in the Inland Revenue Valuation Office. In this role he carried out organisation and methods studies and was also involved in capital building projects. The force supported him in obtaining an HNC in Business Studies, a DMS and subsequently an MBA. In 1985 the Research and Planning department split into property and management services and Richard became the first property services officer. As well as acting as client for capital projects, his main responsibility was to act as the liaison point between property users and service providers – ie, the county council. In readiness for the implementation of the Police and Magistrates Court Act 1994, Richard played a key part in negotiating the transfer agreement with the county council and in preparing the specification for the tendering of professional property services. In the three-and-a-half years since the transfer, Richard’s role has changed dramatically. He is now responsible for delivering the estates contribution to the achievement of organisational goals and is currently assessing how to meet a target of 4 per cent efficiency savings in the next financial year. One of his key objectives is to obtain best value in service procurement, and to this end he has recently developed a schedule of rates for the tendering of a mechanical and electrical and fabric maintenance contract package. He has also been tasked to produce a force-wide estate strategy. After almost 20 years of slow evolution, in the last 3 years Richard’s role has been transformed from liaison officer to contracts manager to a departmental head with key strategic and asset management responsibilities: The job has become far more stimulating since 1994, and demands a much greater range of skills and knowledge.’

presentations from suppliers and consultants on new products and practices, and has close links with relevant Home Office departments. Recently, arrangements have been made to link the PSMG and the ACPO Finance Committee. Both parties hope that this will further raise the profile of police estate issues.

7. The PSMG provided invaluable assistance to the Audit Commission during its study, acting as a sounding board for ideas and as a source of intelligence for good property management practice both inside and outside the police service. The group itself will be assuming responsibility for the development and management of the property database established by the Commission. The primary purpose of the database will be as a source of benchmarking data that forces can use to compare the performance of different elements of their estates.

8. Despite the recent growth in professionalism and the increasing awareness among police command teams of the importance of effective estates management, many police property managers face continuing problems in maintaining deteriorating stock out of a reducing budget. Estimates from forces, based either on stock condition survey data or best guesses, show backlog repairs ranging from £600,000 to £35,000,000 [EXHIBIT 1]. The problem is complicated by inadequate systems for devolving maintenance budgets and also by a lack of forward planning. For example, it is not uncommon for a costly refurbishment of a cell block to be completed shortly before it becomes redundant as a result of a change in operational policy.

9. Some forces have made considerable progress but, elsewhere, there is a mountain for property managers to climb, both in raising awareness of estate issues and also in introducing more effective property management techniques. The purpose of this handbook is to help property managers to achieve those goals.

The legacy of under-investment and poor management

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EXHIBIT 1

Property managers’ estimates of backlog repairs

Forces face continuing problems of stock deterioration.

Source: Audit Commission survey
How to use this handbook

10. This handbook aims to give good practice guidance in the key areas of police estate management and to demonstrate, through practical examples, how measurable improvements in value for money can be achieved. The first three chapters of the handbook look at the development of a strategic approach to estate management; chapters 4 to 6 give guidance on how operational estate management can be made more effective; and the final chapter suggests techniques for improving efficiency and economy. Each chapter begins by posing the key questions that property managers and others should address, and identifies the key players in the process. The chapters then conclude with checklists for action.

11. The handbook, aimed specifically at police property practitioners, supplements the national report, Action Stations (Ref. 3); this addresses strategic police estate issues, and makes recommendations for chief police officers and policy makers. Both documents are products of an Audit Commission study of police estate management, which involved visits to eight police forces and a national questionnaire completed by 41 of the 43 forces in England and Wales. Readers of this handbook should refer to the national report for more in-depth discussion of:

• the links between the estate and operational policing needs;
• strategies to improve asset management; and
• interaction with the public.

12. A major concern for police forces at present is the requirement to achieve the Government’s target of 2 per cent efficiency gains set for 1999/2000 onwards. Proposals in this handbook that could contribute to such efficiency gains are highlighted in colour and italics, and are indicated by the symbol in the margin.

† Although the handbook uses the term ‘estate management’ to describe the function, it also refers to ‘property managers’ in keeping with the style adopted by their liaison group, the PSMG.
Structuring the Property Service

The starting point for improving estate management is to develop the right framework for service delivery.
13. This chapter looks at the key stages in developing a framework within which police estate services can be delivered, and asks three key questions:

<table>
<thead>
<tr>
<th>Key questions</th>
<th>Who is involved?</th>
</tr>
</thead>
<tbody>
<tr>
<td>What services are required and why?</td>
<td>ACPO team, police authority, property department</td>
</tr>
<tr>
<td>Who is responsible and accountable for which aspects of the service?</td>
<td>ACPO team, police authority, property department</td>
</tr>
<tr>
<td>What structure is most appropriate for your force?</td>
<td>Property department, building users</td>
</tr>
</tbody>
</table>

14. The introduction described the difficulties that property professionals face in defining the parameters of estate management. Users of police buildings, at all levels in the organisation, are also unclear about what the property department does. Terminology as well as status is relevant here; the perception of 'Maintenance' departments is that they sort out the drains, while 'Buildings' departments organise new-build projects. As all police estates are organised differently, it is important that forces set out clearly their own description of the services they are providing and why.

15. The services provided should be:
- necessary;
- defined corporately; and
- support the delivery of the force's core business.

Surrey Police, for example, aims to 'invest in and reorganise the force estate so as to facilitate the implementation and further development of the Surrey policing model and its support services, and establish and maintain an estate which is fit for the purpose intended, whilst reducing overhead expenditure and maximising the exploitation of pre-existing assets'. Setting out objectives in this way is essential in identifying the services required to achieve them, which in this case might be:

(a) accommodation review;
(b) space management and accommodation moves;
(c) property and land acquisition and disposal;
(d) property refurbishment and improvement;
(e) valuation, rating and planning;
(f) building maintenance and energy management;
(g) service procurement and contract management;
(h) project planning and management;
(i) liaison with operational managers regarding building location, specification and configuration; and
(j) budget management.
16. Some organisations band or group similar services together to help determine effective ways of delivering them or to identify the skill sets needed in each area. So, for example, items a) to c) in the above list could be grouped as 'Strategic Services'; d) to f) as 'Basic Property Services'; and g) to j) as 'General Management Services'. Some forces are also now embracing the concept of facilities management – ‘the practice of co-ordinating the physical workplace with the people and work of an organisation’ (Ref. 4). Here, domestic and office services, as well as the more traditional property services, are grouped under one manager.

Agreeing responsibilities

17. Having assembled the appropriate range of services under the aegis of estate management, the force needs to agree who is responsible for which aspect of the service. In an earlier publication aimed at local authority property managers (Ref. 5), the Commission argued that ‘... without a complementary effort by other central departments, service departments and users, (property) departments are almost certain to be frustrated’. It recommended the setting up of a property committee or equivalent to determine strategy for managing these assets. The effective management of the estate has an impact on the delivery of front-line police services. It is therefore essential that the police authority plays a role in determining the direction of the force's estate strategy. The force should also establish the input required from the ACPO team, from devolved budget holders and, critically, from building occupiers as well as from the property management department. Appendix 1 shows how Hertfordshire Constabulary has defined property services and allocated responsibility for different elements of the service.

Structuring estate services

18. With the exception of cleaning services and direct building works — which are subject to compulsory competitive tendering (CCT) — police forces have discretion as to how estate services are delivered. They also have the responsibility — soon to be embodied in the best value regime — to demonstrate value for money in the procurement and delivery of these services. Existing structures have largely evolved from existing relationships or existing in-house skills. It is important, therefore, that these structures are subject to rigorous review, and that other options for delivery are considered [CASE STUDY 2].

1 Police authorities are the legal owners of police land and property.
CASE STUDY 2

Hertfordshire’s contract packaging

As part of its Estates Strategy development, Hertfordshire Constabulary decided to put out to tender a range of services historically provided by Hertfordshire County Council. Because major changes at its headquarters site were imminent, and because of in-house involvement with its residential stock disposal programme, the force decided to retain these services in-house and to package the remaining services into three separate contracts:

- building maintenance and non-specialist design services;
- specialist design services; and
- strategic property management advice and estate management services.

Hertfordshire’s general objectives were to demonstrate best value through competition and to develop its total quality approach. The rationale behind the multiple contract strategy was to introduce greater flexibility, to benefit from wider expertise in design services, and to obtain better value for money from specialist rather than generalist providers. A key feature of the service contracts is a requirement for the successful tenderers to liaise closely with each other. The contracts were let in April 1998, and early feedback from service users shows increased satisfaction with the new arrangements.

Source: Audit Commission fieldwork

19. The process for assessing options begins with the definition of service requirements. The next step should be to determine the key attributes of each service. Attributes might include cost, security, speed of response, knowledge of police regulations, management implications, and so on. The relative importance of these factors should relate directly to their potential to further the primary objectives of the force. This weighting process can help the force decide whether a particular service should be provided in-house or contracted out [EXHIBIT 2, overleaf]. It can also be used to assess where in the overall force structure in-house estate services should be located. If a force decides to contract out, it must then select the type of contract arrangement best suited to its needs, referring again to its relative weighting model [BOX A, overleaf].

20. Whatever the chosen structure and size of the in-house team, forces should develop a human resources strategy which ensures that the team has the skills and professional competence to deliver the service required. When determining service standards, for example, forces should be aware that professionally qualified staff are obliged to observe externally set codes of conduct.
EXHIBIT 2
Making the decision to contract out/retain in-house
Service delivery structures should further the primary objectives of the force.

<table>
<thead>
<tr>
<th>Property disposals</th>
<th>Space management</th>
</tr>
</thead>
<tbody>
<tr>
<td>NO</td>
<td>YES</td>
</tr>
<tr>
<td>NO</td>
<td>YES</td>
</tr>
<tr>
<td>YES</td>
<td>NO</td>
</tr>
<tr>
<td>NO</td>
<td>YES</td>
</tr>
<tr>
<td>NO</td>
<td>NO</td>
</tr>
<tr>
<td>Probably NO</td>
<td>Probably YES</td>
</tr>
</tbody>
</table>

Source: Audit Commission

### BOX A
Contracting out options

<table>
<thead>
<tr>
<th>Type of arrangement</th>
<th>Key features</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special company</td>
<td>In-house team becomes an independent company, potentially with other clients as well as the force.</td>
</tr>
<tr>
<td>Managing agent</td>
<td>A property specialist is engaged to act as client for the force, appointing individual service providers.</td>
</tr>
<tr>
<td>Managing contractor</td>
<td>As above, plus the contractor manages all the service providers.</td>
</tr>
<tr>
<td>Total facilities management</td>
<td>A single contractor takes responsibility for providing all property services and managing the facilities.</td>
</tr>
<tr>
<td>Off-the-shelf/agency</td>
<td>Agency staff are used for specific roles – for example, building surveying, project management.</td>
</tr>
<tr>
<td>Separate specialist service contracts</td>
<td>In-house manager specifies and manages separate contracts for each distinct service – for example, lift servicing, grounds maintenance.</td>
</tr>
<tr>
<td>Packaged contracts</td>
<td>In-house manager specifies and manages contracts for groups or packages of compatible services – for example, all mechanical and electrical servicing or all architectural and design services.</td>
</tr>
</tbody>
</table>

Source: Adapted from ‘Effective Facilities Management’, NAO/FEFC (Ref. 6)
## Structuring the Property Service

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has the force clearly defined the estate services necessary to support its core business?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the force allocated responsibility and accountability for the delivery of each service and elements of the service?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the force reviewed existing estate management structures and considered all other options?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have service users been consulted about the type of service delivery model best suited to their needs?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Do the proposed structures ensure best value is obtained for individual services as well as for the estate management service as a whole?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Evaluating the Asset

Decision-makers need up-to-date information about property assets in order to get best value from their estates.
21. Police estates typically comprise around 50 operational sites and between a handful to several hundred residential units. Decisions about how best to manage and get best value from these assets should be based on up-to-date information about each property. The national report, *Action Stations*, explored the overall development of asset management plans (AMPs), along with techniques for improving information about property assets through relevant technology.

<table>
<thead>
<tr>
<th>Key questions</th>
<th>Who is involved?</th>
</tr>
</thead>
<tbody>
<tr>
<td>What do we own and where is it?</td>
<td>Property department, IT department</td>
</tr>
<tr>
<td>What is it worth?</td>
<td>Property department, finance department</td>
</tr>
<tr>
<td>What condition is it in?</td>
<td>Property department</td>
</tr>
<tr>
<td>What size is it and how is it laid out?</td>
<td>Property department, building users</td>
</tr>
<tr>
<td>What facilities does it have?</td>
<td>Property department, IT department, building users</td>
</tr>
<tr>
<td>What is it being used for and by whom?</td>
<td>Property department, building users, operational</td>
</tr>
<tr>
<td></td>
<td>commanders/departmental heads</td>
</tr>
<tr>
<td>How much does it cost to run?</td>
<td>Property department, finance department, devolved</td>
</tr>
<tr>
<td></td>
<td>budget-holders</td>
</tr>
</tbody>
</table>

22. A number of forces have already set up property 'terrier' systems which show basic information about each building in their portfolios. The starting point should be the allocation of unique property reference numbers for each site and for each building, which link property information to financial and other relevant systems, such as repairs ordering systems. The basic data, which should subsequently be integrated with information about utilisation, maintenance and running costs [EXHIBIT 3, overleaf], can be divided into three main categories:

- legal and geographic information about the site;
- details about the building type and age; and
- value of the site.
An integrated database will ideally capture four blocks of information.

23. Property valuations may be required for a range of different purposes – for the published accounts, to calculate insurance cover, and to establish the likely open market value. The first two are mandatory; based on the replacement cost of the property in its existing use for the annual accounts (Ref. 7); and rebuild costs for purposes of insurance. Although the residential estate is valued in balance sheets at open market value, market valuations are generally only sought for operational properties when disposal is being considered. The benefits to forces of obtaining open market valuations for the whole portfolio include:
A complete picture of the investment required for the whole estate is essential

- gaining an understanding of the relative value of similar buildings in different locations;
- opportunities for maximising capital receipts when the market is favourable; and
- negotiating strength in the market place.

24. The benefit of obtaining alternative use valuations – that is, the potential value of the site if it were used, for example, for retail or housing development – should be examined for property which:
- is under performing in operational terms; and/or
- is located in an area of rising values; and/or
- has been identified in a local plan for potential redevelopment/alternative use.

The cost of this valuation can seem expensive but, in practice, the cost of the exercise is often more than defrayed by the gains that flow from the market information [CASE STUDY 3, overleaf]. Forces may therefore wish to review their service level agreements (SLAs) or contracts for valuation services to include a market valuation exercise as part of the cyclical revaluation process. The valuer should be asked to comment on the appropriate basis of valuation and examine whether planning potential may exist for a higher value use that might make relocation worthwhile. Where there is clearly no prospect of planning consent, an alternative valuation is not appropriate – but the question must be asked.¹

Measuring stock condition

25. Evaluation of individual police properties, operational and residential, should take a long-term view of likely future maintenance liabilities. A complete picture of the investment required for the whole estate is also essential, to ensure that repair and replacement works can be planned and programmed according to their relative priority and within available resources. Forces that take maintenance investment decisions without condition information about the whole stock are liable to devote too many resources to individual problems with high nuisance values – for example, leaking roofs or draughty windows. Information showing, for example, that 20 per cent of a force’s stock will need new roofs within three years would enable a planned, rather than reactive, response to the wider problem.

¹ Valuers who are RICS members are bound by its Assets Valuation Standards Committee and must follow the Appraisal Valuation Manual (the ‘Red Book’) (Ref. 8).
CASE STUDY 3

Leicestershire’s market valuation scheme

As part of a strategic review of its property portfolio, Leicestershire Constabulary wished to obtain open market valuations for each operational site. Because of the regular requirement for revaluations for insurance and accounting purposes, the force decided to bring the service in-house; and a dedicated member of the property manager’s team now carries out the three different types of valuation. The market valuation exercise - which has identified additional assets of £5 million (over and above book value) - has dovetailed with an operational review of each property. This has enabled the development of a matrix that assists in the targeting of properties for disposal and retention:

<table>
<thead>
<tr>
<th>Market value</th>
<th>Operational value</th>
<th>Station A</th>
<th>Station B</th>
<th>Station C</th>
<th>Station D</th>
</tr>
</thead>
<tbody>
<tr>
<td>HIGH</td>
<td>HIGH</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>LOW</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

In this example, station B has a low operational value but high market value and would be the most likely candidate for disposal; station D might be targeted for a long-term operational role. Decisions regarding the fate of A and C would need to reflect their running costs, both short and long term, and the cost of alternative accommodation.

This approach has helped Leicestershire identify 20 per cent of its property assets as surplus to requirements, as well as providing opportunities to generate significant capital receipts from the realisation of those assets.

Source: Audit Commission/Leicestershire Constabulary

26. Professional opinion varies as to the level of detail required for a survey of stock condition. Ideally, forces should collect information not only on the structural elements of each building but also on all individual components. This information can be used to forecast replacement and renewal requirements and the associated investment up to 30 years ahead. For newer buildings, forces may already hold lifecycle costings used at the outset of the development project – these should be fed into the forecasts. Appendix 2 shows a sample methodology for a comprehensive condition survey. Some forces rely on regular inspections that provide a snapshot of condition and works needed at the time. Others carry out more comprehensive surveys every five years to inform and update five-year programmes. Typically, this is
done on a rolling programme basis (to spread the cost and workload of the exercise). This is acceptable provided there is a correlation between the frequency of inspection and the length of the programme – a five-year programme based on surveys more than five years old would be unreliable. Those 25 per cent of forces\textsuperscript{1} which have not yet carried out any long-term condition assessment are urged to commission a full stock survey as soon as possible.\textsuperscript{2}

27. Forces considering the commissioning of a condition survey should note that very few surveyors have professional indemnity insurance cover to report on contamination issues. Specialists may need to be employed if this type of problem is anticipated or found.

Auditing the space

28. Perceptions about overcrowding in police buildings, as in any workplace, are frequently not borne out by measurement of actual occupancy levels and space ratios. Space is often badly used or under-utilised because of poor layout and design, or because of poor management of the facility. This can create anomalies within an individual building or throughout the whole estate, with some staff cramped and others enjoying spacious accommodation. It is important that strategic estate management decisions are informed by actual, rather than perceived, space requirements.

29. Most forces now have access to up-to-date measurements and floor plans for their estate. In some cases, the data is still held by the local authority contractor/partner in a format that meets the contractor’s rather than the force’s requirements. Forces that are unable readily to access information about the size and usage of each of their properties are advised to invest in an automated system.\textsuperscript{3} This:

- enables floor plans to be easily updated if layout is altered;
- shows current type of usage; and
- shows expected (target) and actual occupancy levels.

30. Space audits are more than a simple measuring exercise – they seek to identify ways to improve space utilisation. Some 44 per cent of forces have embarked on space audits of varying types,\textsuperscript{4} either to assist in the formulation of force-wide accommodation policies [CASE STUDY 4, overleaf] or to help occupants of individual buildings make better use of existing space. Although specialist consultants are usually employed to conduct space audits, the basic principles and approach are straightforward. The Commission conducted space audits in 12 police buildings in 6 forces.

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\textsuperscript{1} Audit Commission survey.

\textsuperscript{2} If forces have multiple buildings of the same age and design – typically the residential stock – a fair assessment of component repair and replacement costs can be made on the basis of a sample survey.

\textsuperscript{3} See the national report for guidance on property database development (Ref. 3).

\textsuperscript{4} Audit Commission survey.
CASE STUDY 4

Space auditing and applying space standards in West Mercia

West Mercia Constabulary is responsible for the policing of three counties and has a property portfolio of 57 buildings. The property management department has embarked on an ambitious programme of space audits in all buildings. This aims to reduce cost in use, make better use of existing space, and manage space in ways that increase operational effectiveness.

The space audit process entails a detailed exercise of measuring space and occupancy, together with in-depth discussions with departmental heads and divisional commanders to identify strengths and weaknesses of existing facilities. The proposals for change and improvement – which might include relocation of functions or simply better office layout – are informed by force-wide accommodation standards. These go beyond the standards recommended by the Home Office Design Guide (Ref. 9), which are linked closely to rank. West Mercia has agreed space standards that relate to the work people do, rather than their status. This approach has proved successful in achieving acceptance of change: staff who have perhaps lost their cellular office to a new open plan layout see that the standards are being applied consistently across the force, and also that some of the outdated privileges of rank have been eroded.

Preliminary results from the space audits suggest that relocating functions and new office layouts could significantly reduce running costs.

Source: Audit Commission/West Mercia Constabulary

The results show that there is significant spare capacity across geographical, functional and age bands. Appendix 3 summarises these results and outlines a sample methodology for conducting in-house space audits.

31. Space audit information needs to be regularly updated and the source of both the initial data and the update information lies with the users of the buildings. It is vital that the value of the exercise is clearly communicated to those users, so that the information they supply on occupancy levels and usage is as accurate as possible, and not skewed with a view to personal or departmental gain. Information technology and modern telecommunication systems also play a key role in effective space utilisation. Any space audit should, therefore, take account both of the existing facilities in each building and the capacity of the building to take on more or improved facilities.
32. Many forces have yet to recognise the benefits of analysing running costs on a building-by-building basis; benchmarking usually compares the costs of budget holders or business areas rather than sites.1 But evaluation of an asset is incomplete without information about its cost performance. Running costs include:
(a) repairs and maintenance (including statutory compliance work)
(b) cleaning/caretaking
(c) energy
(d) water and sewerage
(e) rates
(f) lease/rental costs II
(g) insurance
(h) security
(i) grounds maintenance.

33. For police forces, the key elements to consider in a running cost analysis are items a) to e) as these absorb the great majority of the total costs, although all costs should be accounted for [EXHIBIT 4]. Comparisons between buildings should be measured per square metre and per occupant, since poor performance on cost/space may be offset by cost/occupancy in buildings that are fully occupied. Historical data showing trends, particularly in respect of maintenance costs, should be obtained wherever possible.

---

1 Benchmarking in police property management is covered in more detail in Chapter 7.

II The true costs of each property should take account of the asset rental cost as well as the cost of leases or licences. However the Metropolitan Police Service is so far the only force to adopt an asset rent system.

EXHIBIT 4
Police estate running costs
Cost analysis should focus on key elements of spend.

Source: Audit Commission survey
34. While benchmarking will enable forces to identify explanations – such as age or type of construction – for variations in the costs of different buildings, and to identify improvement measures, the purpose of the running cost analysis is to highlight those buildings which are currently inefficient. This information, combined with cost projections from the condition survey, space audit data and market valuations, provides forces with the tools necessary to complete the evaluation process [TABLE 1]. In the example shown, possible actions arising from the evaluation would be:

Property A – clearly performing well; should be targeted for maintenance/improvement

Property B – dispose while market is favourable

Property C – seek alternative (non-operational) use; consider disposal if market changes

Property D – retain; improve state of repair and set long-term running cost reduction targets

<table>
<thead>
<tr>
<th>Property</th>
<th>Operational value</th>
<th>Market value</th>
<th>Condition</th>
<th>Space efficiency</th>
<th>Running costs</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>1</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>B</td>
<td>5</td>
<td>1</td>
<td>2</td>
<td>4</td>
<td>4</td>
<td>16</td>
</tr>
<tr>
<td>C</td>
<td>4</td>
<td>5</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>15</td>
</tr>
<tr>
<td>D</td>
<td>2</td>
<td>3</td>
<td>4</td>
<td>2</td>
<td>5</td>
<td>16</td>
</tr>
</tbody>
</table>

Key: High → low 1 → 5, Good → poor 1 → 5, Low → high 1 → 5

Source: Audit Commission
### 2 Evaluating the Asset

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has an integrated property database been set up?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have up-to-date open market valuations been obtained for targeted operational buildings?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does the force have sufficient up-to-date stock condition data to enable an accurate forecast of all repair, renewal and replacement costs for at least five years?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the option of a stock survey, which enables long-term (up to 30-year) projections, been appraised?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does the force have accurate, up-to-date information about the size, occupancy and usage of each building?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have operational commanders and building users been consulted about space utilisation and the benefits of rationalisation?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does the force have accurate, up-to-date information about the comparative running costs of each of its buildings?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the force assessed the cost, value, condition and space efficiency of each building against its relative operational value?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Developing the Estate Strategy

The property manager plays a pivotal role in reconciling operational and property demands.
35. The property evaluation described in the last chapter represents the key process in estate strategy development led by the force property department. The other key processes – operational review, operational research and environmental scanning – that should be carried out in parallel with the property review [EXHIBIT 5] were discussed in depth in the national report (Ref. 3). The pivotal role of the property manager in co-ordinating strategy development is explored below.

<table>
<thead>
<tr>
<th>Key questions</th>
<th>Who should be involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>How can property issues be moved up the agenda?</td>
<td>Property department and property manager's line manager</td>
</tr>
<tr>
<td>How can operational and property demands be reconciled?</td>
<td>ACPO team, operational and property managers</td>
</tr>
<tr>
<td>How can options be generated and evaluated?</td>
<td>Property department and property manager's line manager</td>
</tr>
</tbody>
</table>

### Moving property up the agenda

36. The reasons for the low priority historically accorded to police property issues have already been highlighted. This situation is changing, partly due to financial pressure to rationalise assets and reduce force running costs, and also as a result of the increasing professionalism of police property management. Property managers now need to seize the opportunity, created by heightened awareness in the command team, to market their services to senior managers and front-line staff. A number of techniques can be employed here:

- **Leading by example**
  
  *Raising awareness of the cost of space by rationalising space occupied by the property management department and publicising the savings made.*

### EXHIBIT 5

**Components of a strategic property review**

A review should try to secure a good fit between what is needed and what is available.
• **User consultation**
  As part of the space audit exercise, building users can be asked for their views on the suitability of their workspace, in terms of layout, proximity to other key individuals or teams, and facilities provided – for example, storage or quality of the environment such as heat, light and state of repair.

• **Service continuity during change**
  Organisational change can easily disrupt services as, for example, improvement projects or contract renewals are put on hold during the strategy development period. Confidence in both the estate management service and the strategy development process can be enhanced if the property department can secure continued service delivery throughout the process [CASE STUDY 5].

### CASE STUDY 5

**Hertfordshire's Estate Strategy Development**

Hertfordshire Constabulary identified four stages in the development of an effective estate strategy:

**Stage 1** – Continuity

**Stage 2** – Review of management arrangements

**Stage 3** – Conduct property review

**Stage 4** – Implementation and monitoring

The property manager considered that the success of the project depended on securing continuity of service throughout the development stages and set his department the following objectives:

- identify current property issues and priorities and determine need for immediate/short-term action and budget requirements pending completion of the estate strategy;
- secure continued supply of property consultancy services for interim period while estate strategy is developed; and
- prepare bids and secure budget provision for property requirements for (next) financial year based upon identified priorities.

This approach won the confidence of the command team which, critically, devoted sufficient time and resources to the development process to ensure that the force got its strategy right.

*Source: Audit Commission fieldwork*
Promoting the operational benefits of effective estate management

Most operational police officers experience at first hand the effects on service delivery of having the wrong type of accommodation in the wrong place – for example, old town-centre stations with inadequate parking and surrounded by gridlocked traffic. However, they recognise less readily that under-occupied buildings tie up capital resources and waste revenue that could be better employed for service delivery. Because police accommodation is free at the point of use, building users are often slow to recognise the impact on the force’s resources of overspecified cleaning contracts or energy waste. The message is simple and needs to be made through all available media – for example, force newsletters, policy forums, staff conferences, and liaison meetings with operational staff [EXHIBIT 6].

Reconciling property and operational demands

37. The guiding principle behind all existing police estate strategies is to ensure that the estate supports operational policing objectives. As property matters take on greater significance, the development of future operational and estate strategies should mesh. In considering a change in policing style, the force should assess its impact on the estate strategy in full and revise it appropriately. The current challenge for property managers is to design an estate strategy which both complements existing policing objectives and promotes sound property management principles. Operational commanders will often regard a policing plan objective to ‘strengthen community policing’ as a good reason for retaining an underused, inefficient beat base. They may accept the overarching value of rationalising the estate in theory, but find it difficult to apply the principle to ‘live’ cases. A key task for the property manager, as consultant and facilitator, is to recommend alternative accommodation solutions, such as leasing or sharing, which do not undermine the need to maintain a visible police presence. The forces making the most headway here appear to be those which have achieved an appropriate balance between the devolution of strategic responsibility and force-wide policy [BOX B, overleaf].

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1 A police station used primarily to deploy patrol officers that may also have public enquiry facilities.
Examples of estate rationalisation developed at basic command unit (BCU) level

**Southern division estates review – Norfolk Constabulary**

As part of the process of local consultation with police authority members on the force estate strategy, the Southern divisional commander, supported by the estates department, carried out a strategic review of the properties within his division. His review concluded that an operational base should be retained in each of the existing locations but recognised over-capacity in four out of nine sites. The solutions proposed included three site disposals and relocation to smaller sites, and the sharing of public enquiry facilities with town councils and citizens advice bureaux.

**Hertfordshire's divisional accommodation reviews**

The development of a force-wide buildings strategy was a requirement of the 1996/97 Hertfordshire Policing Plan. This assisted the estates and administration manager in promoting the importance of divisional accommodation reviews to divisional senior management teams. The terms of reference for each review were to develop a strategy that:

- takes full account of likely future changes in the service;
- provides a clear picture of property issues;
- assists in the development of operational policing plans;
- improves existing property performance, resolves current problems and meets future property needs;
- is realistic in terms of resources; and
- is developed in partnership.

This approach has won force-wide support.

*Source: Audit Commission*

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**Generating and evaluating strategic options**

Collaboration between property managers and operational police officers in developing estate strategies is vital. Where resources are limited, the strategy needs to ensure that core policing activities take priority for accommodation. The operational review should define priority activities – for example, what custody facilities are required across the force. Operational commanders will still be faced with difficult decisions about how to bridge the gap between actual and required accommodation. This problem can be eased if evaluation of options is open and inclusive, with the business case for the preferred option developed jointly by property and operational managers [EXHIBIT 7]. Wide consultation with stakeholders and external experts can also generate alternative innovative solutions to present and future needs.
EXHIBIT 7

Option appraisal model

Evaluation of accommodation options should be open and inclusive.

Source: Audit Commission
### Developing the Estate Strategy

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Have building users been made aware of the costs of the space they occupy?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the property department demonstrated the benefits of maximising space usage in its own accommodation?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have building users been consulted about initiatives to reduce running costs?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is a strategy in place to ensure estate service continuity during change?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the force set up cross-functional project teams at strategic and operational levels to ensure a corporate approach in tackling property issues?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have police authority members, members of the public and relevant local agencies been involved in the appraisal of strategic options?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Delivering the Service

Whether estate services are provided in-house or contracted out, they must meet customer needs and show continuous improvement.
39. The successful implementation of estate strategies and the effective
day to day running of a police property portfolio require both
professional competence and a strong customer focus. Techniques and
processes that can contribute to high quality service delivery are
examined below.

<table>
<thead>
<tr>
<th>Key questions</th>
<th>Who should be involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>How can we get the best value from service providers?</td>
<td>Property department, service users, service providers</td>
</tr>
<tr>
<td>What do users need from the service?</td>
<td>Property department, service users, service providers</td>
</tr>
<tr>
<td>What legal constraints are there?</td>
<td>Property department, legal advisors, trade unions</td>
</tr>
<tr>
<td>How do we manage performance?</td>
<td>Property department and property manager’s line manager, service users, service providers</td>
</tr>
</tbody>
</table>

40. Forces need to act as informed, intelligent clients if they are to
achieve value for money from their property management services,
irrespective of whether those services are provided in-house or
contracted out [EXHIBIT 8]. Currently, 24 forces have retained the former
'lead authority' to provide all, or the bulk of, their estate services. Some
of these arrangements are based upon very informal agreements – three
have no written agreement at all. This can create a situation where the
service provider, rather than the client, specifies service requirements;
monitoring by the client is negligible; and there are few incentives to the
provider to improve either price or quality. When the force has decided
which services are to be provided in-house and which contracted out, it
needs a clear plan for arranging their procurement [EXHIBIT 9].

Specifying, tendering and managing service contracts

EXHIBIT 8
The role of the intelligent client
Forces should be intelligent clients to get best value from service providers.

Source: Audit Commission/NAO/FEFC
41. Successful procurement, whether in-house or contracted out, requires that:

- services are clearly specified and service levels defined;
- risks are properly assessed and fairly allocated;
- the end user or building occupant – that is, police officers and support staff – are regarded as the customers; and
- the principle of continuous improvement is central to the agreement between the various stakeholders.

**Service specifications and service level agreements**

42. Although the success of service contracts depends far more on the management of the relationship between customer and provider than on the documentation, it is important to establish the minimum service levels acceptable. The service specification provides a benchmark against which the level of services can be assessed and covers standards, procedures and targets. The service level agreement (SLA) codifies what will be provided, at what cost and to what standard. It also describes the measures used to judge the level of service provided [BOX C, overleaf].

SLAs are traditionally used to formalise in-house service provision but, increasingly, organisations are using them to monitor external contracts and improve contractor performance. Appendix 4 gives an example of an SLA currently in use by police property managers.
Content and purpose of service specifications and SLAs

<table>
<thead>
<tr>
<th>Service specification</th>
<th>SLA</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Content</strong></td>
<td><strong>SLA</strong></td>
</tr>
<tr>
<td>• external standards – eg, statutory requirements, manufacturers’ recommendations, industry good practice</td>
<td>• service priority categories and delivery timescales</td>
</tr>
<tr>
<td>• standards relevant to the force or department – eg, special arrangements for cleaning police cells</td>
<td>• fees and payment including incentives and penalties</td>
</tr>
<tr>
<td>• detailed procedures including frequency of service</td>
<td>• performance measures and reporting</td>
</tr>
<tr>
<td><strong>Purpose</strong></td>
<td><strong>SLA</strong></td>
</tr>
<tr>
<td>• focuses on outputs</td>
<td>• describes role of both parties</td>
</tr>
<tr>
<td>• sets out minimum standards</td>
<td>• provides a vehicle for communication between service provider and customers</td>
</tr>
<tr>
<td>• forms the basis for development of the SLA</td>
<td>• performance and quality targets developed with provider involvement</td>
</tr>
</tbody>
</table>

Source: Audit Commission/FEFC/NAO

Tendering contracts

43. Forces that are tendering contracts for the first time may not have any existing documentation to adapt, and will need to start from scratch. The service specification described in the preceding paragraph is essential but if an SLA is not available, forces are advised to formulate the terms with the successful tenderer as the first stage in defining the more detailed elements of the working relationship. Unless property managers have a tried and tested bespoke contract at their disposal, they are recommended to use industry standard forms to formalise relationships with service providers. Reference to the Central Unit on Procurement (CUP) Guidance on Contracting for the Provision of Services is also recommended (Ref. 10).

44. If the total value of a contract falls below the threshold stipulated in the legislation governing public service procurement (see paragraph 50, on page 37), forces may select a number of contractors from whom to invite tenders. Knowledge of the market is essential to ensure that the most appropriate providers are invited. Forces that lack knowledge or resources should consider obtaining consultancy support for the tendering process. The overall objectives of this process should be:

• to obtain the lowest price consistent with good quality; and
• to obtain a sufficient number of high quality submissions to provide a genuine choice.
Contracts should allow sufficient flexibility on price to enable providers to be rewarded for exceeding targets

To achieve these objectives, forces need to:
- have clear tender evaluation criteria, particularly in relation to quality;
- hold informal meetings with tenderers to clarify the information in the formal documentation;
- allow sufficient time both for tenderers to submit considered proposals and for the force to evaluate them; and
- thoroughly research short-listed tenderers – for example, visit existing clients and obtain information about their other commitments.

Managing contracts

45. Forces should establish structures for managing the ongoing relationship with service providers, with an overall objective to obtain best value through continuous improvement (provider performance management and quality control are discussed in paragraph 55). Some property managers rely on their formal agreements with providers to govern the nature and level of contact. Service specifications that spell out overall objectives but allow detailed service standards to be developed, in consultation with service users and providers, create an operating culture of co-operation, partnership and flexibility. Similarly, contracts should allow sufficient flexibility on price to enable providers to be rewarded for exceeding targets.

46. Contracts for intensive services such as cleaning or responsive maintenance can benefit from a partnership approach. This could, for example, eliminate unnecessary cleaning of unused areas through agreement with users. Similarly, if heating contractors engage in dialogue with users before dispatching an engineer, they may in some circumstances enable the users themselves to restore heat. This approach is less relevant to the supply of fixed price commodities such as energy (although savings can be gained through non-standard procurement – see Chapter 7). The role of the intelligent client is to assess the potential of each supplier relationship to generate efficiency gains and quality improvements, and to adapt the contract terms accordingly.

47. Property services with a direct impact on users are:
- design and construction;
- repairs and maintenance;
- cleaning and other facilities services; and
- space management.

The success of arrangements and contracts for supply of these services depends on the extent to which users have been involved in their specification.
Links need to be established between these key personnel and property managers to ensure that the range of services are acceptable to users/customers.

48. Although turnover of senior officers responsible for operational policing is high, continuity in representing user (customer) interests can often be provided by administrative support staff. Links need to be established between these key personnel and property managers to ensure that the range of services, and level of performance provided, are acceptable to users/customers. The areas that particularly benefit from customer input are:

- for maintenance and facilities services
  - access arrangements and opening hours;
  - priority services – for example, security in cell areas, cleaning of enquiry counters;
  - response time targets;
  - technical advice and support;
  - ease of defect reporting; and
  - projected changes to levels of use or occupancy.

- for design, construction and space management services
  - space requirements;
  - facilities required – for example, number and type of storage areas, IT connections;
  - standard of finishes – for example, areas susceptible to vandalism or very hard wear;
  - specialist requirements – for example, for forensic or custody facilities;
  - layout flexibility; and
  - projected changes to operational structures/location.

49. The requirements of other stakeholders may also need to be canvassed, including:

- members of the police authority or relevant sub-committee, if required by policy or standing orders;
- existing suppliers, where termination of existing arrangements is proposed;
- Home Office, if departure from standard practice is proposed;
- auditors and funders, to comment on any risk or asset transfer;
- the general public, if major changes to service provision might affect the local economy; and
- trade unions, if in-house jobs are likely to be affected.

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1 Most forces employ divisional administration managers or similar at BCU level.
50. In designing their property management services, forces should have regard to their legal responsibilities as employers, and to the police authority’s obligations as legal owner of the land and property and as a recipient of public funds. Statutory requirements regarding the detention of prisoners are also relevant. The main risks to the force of failure to comply with legal obligations are:
• prosecution and a fine for non-compliance;
• poor publicity; and
• private action in tort by any person suffering injury.

The principal relevant legislation is listed in Appendix 5.

51. Responsibility for ensuring compliance with health and safety legislation is sometimes assigned to the property manager or another officer in a central services role, or the responsibilities may be distributed to reflect particular areas of expertise. If they do not have sole responsibility, property managers should, as a minimum, review all policies and practices relating to their area of operation to ensure that statutory requirements are not being breached. It is also important that, in each building, one of the occupiers is made responsible for local health and safety issues.

52. Currently, compulsory competitive tendering (CCT) for white-collar construction and property services theoretically applies to all police authorities. The roles covered are:
• architects;
• engineers;
• valuers;
• quantity surveyors;
• building surveyors;
• administrators of the commercial/investment estate;
• energy managers; and
• landscape architects.

However, de minimis provisions mean that CCT does not apply to the first £450,000 of expenditure on these services. In addition, there are exemptions relating to the design, improvement or refurbishment of buildings with the aim of preventing crime in the premises or its neighbourhood. It is, moreover, highly likely that CCT will be abolished later this year, following the enactment of the Local Government (Organisation and Standards) Bill.

53. However, forces could still be caught by European procurement rules – which also govern construction contracts – as they apply to professional services. The EU Services Directive applies a value threshold of ECU 200,000 (c. £150,000 at 1995 rates)\(^1\) below which

\(^1\) De minimis levels and conversion rate with the Euro are updated each January.
contracts for property management services need not be advertised. All contracts caught by EU rules must be advertised in the Official Journal of European Communities (OJEC), both at tender invitation stage and following the award. OJEC rules are quite precise and forces are advised to obtain detailed guidance about them before drafting any tender documentation.

54. In addition to the legislative requirements, best value is likely to require forces to demonstrate the competitiveness of various functions (including property management) with reference to other best value authorities, commercial and other businesses.

55. The multi-faceted nature of estate services makes it particularly important to have effective systems for managing the performance of each facet. The majority of forces monitor key areas of estate service performance [TABLE 2]. However, there is evidence that some property managers manage the performance of their in-house services and their contractors only on an exception basis. Some forces are developing SLAs that clarify roles and responsibilities between the property management department and property users. These also form the basis for monitoring the performance of the service, but, in practice, some forces rely on the quality of relationships and the responsiveness of individuals rather than on any formal system. Hertfordshire Constabulary, however, requires detailed monthly reports from its maintenance contractor covering:

- reactive and planned maintenance and minor works expenditure forecasts by division;
- a summary of works in progress generated by the Help Desk;
- detailed reports on all jobs past their forecast date; and
- minutes of liaison meetings with divisional representatives and other contractors.

These reports are issued to the property manager and to all divisional administrators, and any issues arising are dealt with at the regular liaison meetings.

\begin{table}[h]
\centering
\begin{tabular}{|l|c|}
\hline
\textbf{Performance area} & \textbf{\% of forces monitoring} \\
\hline
Completion of repairs to target times & 76 \\
User satisfaction with the maintenance service & 83 \\
Percentage of repairs post-inspected on site & 80 \\
Value of contracts awarded to each contractor & 56 \\
\hline
\end{tabular}
\caption{Performance monitoring in key areas}
\label{table:performance}
\end{table}

\textit{Source: Audit Commission survey}

\textit{The price of quality is constant vigilance}^1

1. Oakland and Morris (Ref. 11).
Property managers should seek to develop key performance indicators with each service provider for each service area.

56. Often, performance is not managed in a structured way because of a lack of monitoring information, especially where property managers are unclear about what constitutes a useful indicator of good or poor performance. The careful development of service specifications and SLAs described above, and the close involvement of service users in the process, should clarify those elements of a provider’s performance which are critical to successful service delivery. Table 2, opposite, shows typical key performance indicators (PIs) for any responsive maintenance service, but for police forces other elements of provider performance may be more critical, such as the number of complaints about workmanship received or the number of call-backs. Although the various elements of user satisfaction are less tangible than time and cost measurements, it is equally important to monitor them. A contractor may, for example, complete a repair to a front inquiry counter within the contract target time. However, if he is surly or carelessly dirty while on site, members of the public and/or staff may be offended or inconvenienced. This may have an adverse affect on the reputation of the property department and also of the force.

57. If performance monitoring is to be an effective tool in managing performance, systems for gathering the information should:

- ensure that benefits are clear to data providers;
- place the onus on the service provider to collect the data and report on it;
- show trends as well as snapshots of performance; and
- enable investigation of poor performance (eg, the contractor must provide an explanation for every job not completed to target time).

Property managers should seek to develop key performance indicators with each service provider for each service area, and should ensure that monitoring reports are regularly produced and acted upon [BOX D, overleaf].

58. There is also scope for forces to introduce greater quality control. Some property managers have developed pro formas giving feedback from the user for each completed job. Most carry out quality checks of a sample of completed jobs, assessing technical competence and compliance with the order. However, there is very little checking of orders for compliance with guidelines. While inspection and checking are valuable tools to measure quality and identify weaknesses in service delivery chains, prevention is better than cure. Precise requirements regarding, for example, the competence of technicians or the standard of finishes, should be addressed at the service planning stage. The majority of forces have introduced an element of devolution in estates budgeting. This is usually accompanied by guidance from the central
## Suggested performance indicators for a sample of police estate services

<table>
<thead>
<tr>
<th>Service area</th>
<th>Possible performance indicators</th>
</tr>
</thead>
</table>
| **Stock condition surveys**   | • Number of sites surveyed per month/per annum  
|                               | • Percentage of sites with completed defects reports  
|                               | • Percentage of sites with costed five-year plans  
|                               | • Percentage of urgent works actioned |
| **Cleaning**                  | • Average time taken per square metre  
|                               | • Number of complaints  
|                               | • Percentage attendance by contractor  
|                               | • Value of extras as percentage of total contract |
| **Building works project management** | • Percentage of contracts on schedule  
|                               | • Percentage of contracts over budget  
|                               | • Percentage of certificates unpaid  
|                               | • Number of complaints (for works in situ) |
| **Site disposals**            | • Cost per square metre of valuation  
|                               | • Cost per square metre of conveyance  
|                               | • Average time to market site  
|                               | • Average time to contract agreement  
|                               | • Average time to completion of sale |

*Source: Audit Commission*

Without these, forces will be unable to assure the quality of services for which they are paying. Some property managers hold regular liaison meetings with divisional representatives to discuss service issues and to offer training and briefing. However, no evidence was found of any formal complaints system, and regular service reviews by senior officers or members are rare; high level monitoring focuses only on capital projects and planned programme updates.
### Checklist for Action

#### Delivering the Service

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has the force developed a timed and staged plan for procuring estate services?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have the factors critical to successful service delivery been defined?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have minimum service levels been agreed formally with the service provider?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are contracts/agreements in place for measuring provider performance?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are in-house and external providers required to work to service level agreements?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are the force's service contracts in an appropriate format?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the force obtained comprehensive information about all possible sources of service provision before deciding to tender?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have clear tender evaluation criteria been defined?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does the force liaise regularly with service providers to identify the potential for making efficiency and quality improvements?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Do formal agreements offer provider incentives?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have users and other stakeholders been consulted about service standards?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have responsibilities for health and safety matters been identified and assigned?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have all estate management policies and procedures been tested to ensure full legal compliance?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are regular performance monitoring reports received from service providers?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have key performance indicators been developed for each activity?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are monitoring reports acted upon?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are systems in place for checking technical and professional competence?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Programme Management

Effective management of capital and revenue projects demands clear prioritisation and realistic programming.
59. Increasingly, the role of the police property manager is expanding into capital works project management. In some forces, where there are a number of projects in progress, co-ordination of the whole programme also falls to the property manager. Revenue-funded planned maintenance accounted for 63 per cent of total police repair and maintenance spend in 1997/98. Planning and programming skills are therefore essential elements in the police property manager’s repertoire.

<table>
<thead>
<tr>
<th>Key questions</th>
<th>Who is involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>How is work prioritised?</td>
<td>ACPO team, operational managers, property department</td>
</tr>
<tr>
<td>How do we keep the programme on track?</td>
<td>Property department</td>
</tr>
<tr>
<td>What are the legal constraints?</td>
<td>Police authority, property department</td>
</tr>
<tr>
<td>How will the programme be funded?</td>
<td>Property department, finance department</td>
</tr>
<tr>
<td>What is the environmental impact of the work?</td>
<td>Property department, building users, operational commanders/departmental heads</td>
</tr>
</tbody>
</table>

Prioritising projects

60. Because many forces face chronic problems arising from under-investment in their buildings, property review and stock survey processes have generated extensive – but largely unfundable – lists of works necessary to bring the properties up to a good state of repair or to replace them. One force has a list of 112 items at an estimated cost of £32 million, set against an annual property budget of £3 million – in effect it is no more than a wish list. In such circumstances, a two-stage process is required to convert the list into a deliverable programme. The first stage is to rationalise the estate so that the limited resources available can be concentrated on accommodation that is essential to support effective policing. The second stage involves categorising all works against a priority scale [BOX E, overleaf]. This exercise is equally valid for capital or revenue projects.

I  Audit Commission survey.

II Audit Commission fieldwork.
### BOX E

**Suggested maintenance priority schedule**

<table>
<thead>
<tr>
<th>Priority</th>
<th>Work Required</th>
</tr>
</thead>
<tbody>
<tr>
<td>Priority 1</td>
<td>Work required to ensure the health and safety of occupants and/or the public – for example, broken steps, blocked toilets, and removal of ligature points from cells.</td>
</tr>
<tr>
<td>Priority 2</td>
<td>Work required to keep the property wind and weatherproof – for example, temporary roof repairs.</td>
</tr>
<tr>
<td>Priority 3</td>
<td>Planned repair and replacement work.</td>
</tr>
<tr>
<td>Priority 4</td>
<td>Planned improvements to the structure and efficiency of the property – for example, double glazing or water saving devices.</td>
</tr>
<tr>
<td>Priority 5</td>
<td>Planned improvements to the operational effectiveness of the property – for example, moving partitions, providing storage equipment.</td>
</tr>
</tbody>
</table>

*Source: Audit Commission*

61. Where the property review has identified a need for one or more replacement buildings, the prioritisation of these projects will need to take into account:

- the overall value of the existing building;
- the operational impact of delaying replacement – for example, if the old building does not have room to accommodate a new team;
- the potential cost of ensuring that the old building is safe for occupants; and
- the cost and availability of temporary alternative accommodation pending replacement.

In practice, the availability of a site for a replacement building, prevailing local planning processes and capital funding constraints may ultimately override many of these considerations in determining the timing of each project. It is vital that the force has a clear picture of the relative importance of each project in its programme, and gives priority to those that need to be done rather than those that simply can be done.

62. Following a comprehensive property review and condition survey, property managers – in consultation with finance managers – should be able to compile a costed and prioritised programme of works. The programme should aim to carry out individual projects:

- when they need doing;
- to provide a steady flow of work for project managers;
- to optimise opportunities for keen tender pricing; and
- as the necessary funding comes on stream.
Regular programme monitoring, involving senior operational and property management staff, is key to speedy approval.

63. Although major police building projects are usually subject to comprehensive planning and control, these are increasingly the predominant element in forces’ works programmes. There is evidence that less attention is given to the planning and control of refurbishment/extension projects – for example, the specification does not meet user requirements; the timing of works interrupts operational policing efficiency; or opportunities for commissioning economy are lost.

64. The most effective programme managers do not tie themselves solely to the annual budget cycle but are able to operate flexibly as potential projects develop, funding becomes available and ongoing projects require modification. They also focus on:
  • getting the price right;
  • getting the design right; and
  • controlling cost and time overruns.

Research highlighted five factors that contribute most to programme success:
  • maximising use of stock condition data;
  • a complete property database;
  • centralised management of external contractors;
  • planning horizons of at least three years; and
  • regular monitoring of projects against time and cost.

65. Property managers who have overall responsibility for programme management should ensure that the appropriate structures are in place to obtain chief officer and police authority approvals at the appropriate stages in each project’s lifecycle. It is also important to ensure that decisions about short-term changes to the programme are taken quickly and implemented. Regular programme monitoring, involving senior operational and property management staff, is key to speedy approval.

Legal constraints

66. Construction and demolition work exceeding 30 days’ duration or where five or more persons are on site is covered by the Construction (Design and Management) Regulations 1994. These regulations place a duty on police authorities, both as clients and as designers, to manage health and safety issues effectively at all stages of a construction project. They also introduce the possibility of criminal proceedings for default against both client and consultant.

I Detailed guidance on programme management is available in the Audit Commission report, *Rome Wasn't Built in a Day* (Ref. 12).
67. Relaxation of the rules regarding the application of capital receipts, together with the continuing development of private sector funding options, indicate that police building works programmes will become increasingly self-financing and less reliant on capital subsidy. This development, while further squeezing police financial resources, gives forces far greater control over their programmes. Projects can be phased to suit individual forces’ long-term cashflow forecasts, rather than being dependent on the supply and demand for public funds nationally. To achieve phasing, property managers need to:

- work closely with their finance colleagues to ensure that projects are timed to coincide with the availability of funds;
- obtain the commitment of chief officers to the programme – the maintenance budget is often seen as a soft target for budget cuts;
- demonstrate the financial consequences of delaying or cancelling priority planned works;
- centrally co-ordinate the process of prioritisation, so that devolved funds can be recalled to fund essential planned works; and
- ensure that devolved budgetholders cannot spend money on low priority works, such as internal decorating, when there are insufficient funds centrally to fund high priority projects.

68. Some forces now incorporate energy conservation into the design of new building work or the refurbishment of existing buildings [CASE STUDY 6]. Apart from the environmental benefits of this approach, many local planning authorities now expect high energy efficiency values in both new-build and extensions. Although the capital cost of constructing to higher thermal values may be greater, the savings in running costs can normally defray this within a few years. Forces may also wish to assess the costs and benefits of using sustainable materials in their projects, particularly as the Building Regulations are continually being tightened to protect the environment.
CASE STUDY 6

Greater Manchester Police (GMP) energy policy for buildings

GMP requires an assessment of anticipated energy use as part of the feasibility process for all new building work or refurbishment of existing buildings. The design team or consultants are briefed to achieve the most energy efficient design within budgetary constraints. New buildings should achieve accreditation with the Building Research Establishment Environmental Assessment Method (BREEAM) with a minimum rating of at least ‘very good’. Increased costs at construction stage are accepted if it is demonstrated that reduced running costs will achieve a satisfactory rate of return over the lifetime of the building. GMP also specifies natural ventilation in preference to air conditioning, except in areas of high incidental gains such as communications and computer rooms. Heating and ventilation systems are zoned to take account of the different occupancy times of various parts of the building.

Source: Audit Commission fieldwork
# Programme Management

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is the works programme realistic?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are the timings achievable and costings accurate?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have all key stakeholders agreed the prioritisation of projects?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are user requirements updated between design and contract phases?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is the work subject to Construction (Design and Management) Regulations?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Does the programme cover at least three years’ work?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is the programme matched by corresponding inflows of cash?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are energy efficiency and environmental sustainability standards incorporated into project design?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Rationalising the Estate

Disposing of surplus property and acquiring more suitable accommodation requires market awareness and thorough risk appraisal.
69. The primary objectives of estate rationalisation are to tailor a closer fit between police buildings and the actual accommodation needs of police officers, and to achieve a reduction in the running costs of the estate. Both these objectives can only be satisfied if the strategic commitment is translated into effective action. Guidance is given below on measures that police authorities can adopt to obtain best value from their disposal programme and from the acquisition of new accommodation.

<table>
<thead>
<tr>
<th>Key questions</th>
<th>Who is involved</th>
</tr>
</thead>
<tbody>
<tr>
<td>How do we effectively market surplus police buildings?</td>
<td>Property department, building users, finance department, specialist agents</td>
</tr>
<tr>
<td>How do we get the best price?</td>
<td>Property department, specialist agents, police authority</td>
</tr>
<tr>
<td>What are the legal constraints?</td>
<td>Police authority, legal advisers</td>
</tr>
<tr>
<td>Where do we find new accommodation?</td>
<td>All force staff and police authority members</td>
</tr>
</tbody>
</table>

Marketing police buildings

70. Once a property has been identified as surplus to requirements, a plan should be formulated to maximise the income generated from disposal and, correspondingly, to eliminate the overhead costs. The management of this process has traditionally been delegated to consultants, who engage selling agents and oversee the conveyance. The failure of authorities to monitor the performance of such consultants closely has often led to long delays in getting properties to market, in obtaining acceptable offers, and in moving to completion. It is therefore essential that a marketing plan:

• is generated and monitored internally;
• sets clear targets for the completion of each phase; and
• offers a range of alternative marketing strategies that can be adopted if the preferred option fails to materialise.

71. Where an authority has identified a number of surplus properties, it can secure economies in the cost of sales and marketing by packaging the disposals contract. In any event, a marketing plan for the whole programme of disposals should be worked up which provides a steady flow of work and ensures that appropriate resources are available to develop the best solution for each property [BOX F]. In drawing up plans, authorities should be alert to commercial sensitivities and ensure that all parties observe strict confidentiality. If, for example, a developer is known to be interested in a police site and wishes to negotiate a private treaty sale, it would be unwise for the police authority to publicise its own valuation of the site.

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1 This chapter refers to authorities, as legal owners of police property, rather than forces.
## Marketing considerations

<table>
<thead>
<tr>
<th>Description</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Open market value</td>
<td>...should be current (that is, no more than three months old).</td>
</tr>
<tr>
<td>Rental value (net of management costs)</td>
<td>Short and long-term options should be considered.</td>
</tr>
<tr>
<td>Local Plan implications</td>
<td>The local authority’s future plans for the area will have an impact on the saleability or rentability of the site; discussions with planning officers are essential.</td>
</tr>
<tr>
<td>Synopsis of local market</td>
<td>Current trends will affect the timing and intensity of marketing.</td>
</tr>
<tr>
<td>Alternative use planning permission obtained?</td>
<td>Before going to the market, first obtain outline planning permission for the most valuable use possible. (If site has redevelopment potential, a full feasibility study is recommended.)</td>
</tr>
<tr>
<td>Any restrictive covenants?</td>
<td>...these may seriously affect the marketability of the property, restricting sale, for example, to public sector or even police purchasers.</td>
</tr>
<tr>
<td>Condition survey completed?</td>
<td>Making an up-to-date survey available to potential purchasers may speed up the sale process if retention of the existing buildings is an option.</td>
</tr>
<tr>
<td>Any expressions of interest?</td>
<td>Informal discussions with potential purchasers do not preclude later exposing the sale to competition but may identify buyers willing to pay a premium.</td>
</tr>
<tr>
<td>Potential purchasers to be targeted</td>
<td>The plan needs to establish which segments of the market are most likely to be interested in the site and which are likely to pay the best price – this may be neighbouring businesses looking to expand, other public services, or residential property developers.</td>
</tr>
<tr>
<td>Vacant possession issues</td>
<td>Consideration should be given to the pros and cons of marketing an empty building, and contingencies need to be in place which ensure that the ‘rehousing’ of occupants does not hold up the disposal process.</td>
</tr>
<tr>
<td>Arrangements for managing property if leased</td>
<td>Although the financial benefits of leasing a surplus building may, in some cases, be greater than outright sale, authorities need to consider whether an ongoing landlord role is compatible with the objectives of the estate strategy.</td>
</tr>
<tr>
<td>Time constraints</td>
<td>All time factors which might restrict the scope of the marketing plan should be measured – for example, capital receipt required by a certain date, start date for alternative accommodation, local planning committee cycles, rate of deterioration of empty buildings and security costs.</td>
</tr>
<tr>
<td>Marketing resource options/costs</td>
<td>Although some surplus police sites – because of their character, location and/or development potential – will generate more demand than others, it is important that every disposal is handled with professional skill and commercial acumen. Use of police officers’ community networks, members’ business contacts and all local authority contacts should be exploited as valid and economical marketing media, supported by professional land negotiators. The competitiveness of the price paid for agents’ services should be tested regularly.</td>
</tr>
</tbody>
</table>

### Source
Audit Commission

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**Disposal options**

72. The marketing process should help gauge the level of interest in the disposal, and determine the most appropriate method of disposal. Sale by competition is the best way of demonstrating that a true market price has been achieved, although there may be circumstances where competition may not be appropriate, or where the best price is not the overriding objective. There are three main options involving competition.
Auction
73. This method has the advantage of selling property quickly and will obtain a good price where marketing has generated widespread interest. It is not generally suitable for high value – that is, over £500,000 – (Ref. 13) or complex sites, because potential bidders are deterred by the expense of making sufficient pre-auction enquiries to support a binding bid. An auction can work well where the majority of purchasers are from the local area or are builders/investors used to bidding in this environment. It would be an appropriate method for authorities wishing to dispose of surplus plots, residential blocks or buildings that are predominantly office accommodation.

Formal tender
74. Under this procedure, potential purchasers are required to make binding offers in a specified form, accompanied by a deposit, to be received by a specified date. The fact that the offer is binding can act as a deterrent, for the same reasons as above. This option offers greater certainty of timescale than informal methods and is readily defensible in terms of obtaining best price. However, as tender documents must be detailed and precise, the authority risks incurring high abortive costs if the process fails to attract sufficient interest.

Informal tender
75. Non-binding offers are received by a specified date, and a preferred bidder is selected to negotiate actual terms. While this is likely to generate more offers than formal tendering, the negotiation process can be protracted, and the offer price may be reduced. If, however, the authority receives more than one attractive offer, it may ask bidders to submit a second/best offer, thereby maintaining competitive tension and potentially obtaining increased offers. Informal tender is more likely to be used when interest in the property is not sufficiently certain to risk the costs associated with a formal tender.

Police authorities considering private treaty sales are advised to obtain a valuation certificate from an independent valuer, in order to demonstrate best value

76. Alternatives to sale by competition should be considered either when there is a clear indication that a purchaser is prepared to pay more than the open market value, or where considerations other than best price determine that the property should be sold to a selected purchaser. For example, it may be appropriate for buildings of historic interest to be sold to the National Trust for the wider benefit of the public, rather than to a private company for, say, conference purposes. Similarly, packaging a disposal as part of a wider land transaction may be beneficial. This could occur if a local developer owned a site in an area targeted for new accommodation by the force, and was willing to sell it to the authority, in return for a private treaty sale of the surplus police site. Police authorities considering private treaty sales are advised to obtain a valuation certificate from an independent valuer, in order to demonstrate best value.
77. Financial checks on bidders before acceptance of an offer are recommended. Some developers may bid for a number of sites, even though they only have sufficient funds for one purchase and, following negotiations, proceed only with the most favourable deal. Others may bid with only informal financial backing in place and subsequently be forced to withdraw. For any transaction where delays would be costly, the force or its agents should obtain company reports, credit ratings and bankers’ references showing that sufficient funds are available to honour the bidder’s offer before accepting it.

Legal constraints

78. In conducting the disposal of any interest in land, the authority is under a general duty to obtain 'the best price reasonably obtainable'. Disposals of any land previously acquired by Compulsory Purchase Order (CPO) are subject to part IV Planning and Compensation Act 1991. In such cases, if the authority declares the land surplus, it must first re-offer it to the former owner/successor in title. If it is not returned, the former owner is entitled to reimbursement of any increased value arising from the granting of planning permission. This applies to any acquisition by CPO completed on or after 25 September 1991.

Finding new accommodation

79. Although a primary objective of the rationalisation process should be to operate with less space, there may be a continuing need for accommodation in a particular location following disposal of a surplus site. Rationalisation of custody facilities may also involve the construction of new centralised facilities. Although the most cost-effective solution may be to retain an existing site for this purpose, it is important to compare the total scheme costs with other options. There are five potential sources of alternative accommodation.

New build

80. This is unlikely to be cost effective except where it is a major project with private finance initiative (PFI) funding. However, developers of major sites may be interested in the marketing benefits of locating police premises on their new estates and be willing to contribute to the construction costs.

Off-the-shelf purchase

81. In some areas (for example, inner cities) this may offer better value than renting.

Short-term lease

82. This may be the preferred option where specialist (security/custody/public access) adaptations are not required and/or where the location of the operation is experimental – for example, shopping centre contact point.
Long-term lease

83. This may be cost effective for support staff accommodation and other operational support facilities such as vehicle maintenance or dog training, especially where the buildings are in non-residential areas. Authorities taking long leases should seek to negotiate favourable rent review terms and break clauses when market conditions allow.

Informal arrangements

84. The national report (Ref. 3) described a number of initiatives that forces are exploring – partly prompted by the Crime and Disorder Act 1998 – which involve sharing accommodation with other public agencies. The benefits can be financial and also facilitate a partnership approach to tackling crime and other local problems. Property managers and other police employees may also have private sector networks locally which could open up opportunities for sharing office space, car parking, warehousing, etc.
## Rationalising the Estate

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Is there a marketing plan for each property disposal?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is there a plan for the whole disposal programme?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has responsibility been assigned for monitoring the performance of selling agents?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have all options through to outright sale been evaluated?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have all disposal options been evaluated for each site?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are systems in place to check the credentials of bidders prior to offer acceptance?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Has the accommodation search and negotiation strategy been devised to ensure the force can obtain the premises needed in the required timescale?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have all alternatives to new-build/freehold ownership been evaluated for each acquisition?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Efficiency Planning
Tried and tested techniques for improving estate efficiency and economy are being taken up by police property managers.
Alongside measures to reduce the amount of property each force has to manage and maintain, property managers can implement strategies which continuously seek to improve the efficiency and economy of the services they provide. Techniques for identifying running cost reduction opportunities, together with tried and tested practices for reducing the property overhead, are discussed below.

### Key questions

<table>
<thead>
<tr>
<th>How do we identify potential savings?</th>
<th>Who is involved?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Can we buy services more cheaply?</td>
<td>Property department</td>
</tr>
<tr>
<td>How can we be more energy efficient?</td>
<td>Property department, building users</td>
</tr>
<tr>
<td>Can we reduce the rates bill?</td>
<td>Property department</td>
</tr>
<tr>
<td>Can we prevent certain costs being incurred?</td>
<td>Property department</td>
</tr>
</tbody>
</table>

A key objective of the Commission's study of the police estate was to develop benchmarks that property managers could use to gauge the relative performance of their estates and related services, and set targets for improvement. Equally importantly, individual forces can then compare the efficiency of different buildings and divisions within their estates using the database that generated force-wide benchmarks. The Commission proposes 15 running cost, 6 space usage and 2 asset management benchmarks for force-wide comparisons [Box G, overleaf]. These benchmarks should prompt a number of questions:

- What is the variance between my estate's performance and the overall average?
- What is the cost of that variance?
- What is causing the variance – staff numbers, processes, policy, age or size of the stock?
- What lessons can we learn from other forces' performance?
- What actions do we need to take to improve performance?
### BOX G

**Police estate management benchmarks**

#### Running costs
- Estate management costs as a percentage of total estate revenue costs
- Estate management costs per square metre
- Estate management costs per employee
- Annual estate revenue costs as a percentage of force total revenue costs
- Annual estate revenue costs per square metre
- Annual estate revenue costs per employee
- Heat and light costs per square metre
- Cleaning costs per square metre
- Grounds maintenance costs per square metre
- Water and sewerage costs per square metre
- Heat and light costs per employee
- Cleaning costs per employee
- Grounds maintenance costs per employee
- Water and sewerage costs per employee
- Ratio of planned to reactive repairs

#### Usage
- Square metres per employee
- Percentage of space not in use
- Percentage of sites declared surplus
- Number of sites in joint use
- Space distribution as a percentage by function (operational, amenity, training, custody, canteens, social and recreational)
- Number of car parking spaces per employee

#### Asset management
- Percentage of sites space audited
- Annual rate of space reduction

*Source: Audit Commission*

87. While these measures (‘can-openers’) provide a high level guide to comparative performance, a fuller picture can emerge by examining contextual indicators (‘analysers’) which help to explain variances, and low level indicators (‘managers’) which measure the processes which drive the management system [EXHIBIT 10]. In the example shown, two possible explanations for higher than average heat and light costs are a higher than average proportion of solid fuel boilers; or a higher than average proportion of old or energy-inefficient boilers. Although these ‘analysers’ may offer a legitimate excuse for high costs, the ‘managers’ indicate where a change of approach – for example, by setting energy reduction targets for building users or by using cheaper tariff electricity – should improve performance at the ‘can-opener’ level.
**EXHIBIT 10**

**Types of performance indicator**

Different levels of benchmark can be used to explain and improve performance.

---

88. Different levels of management are likely to be interested in different levels of the pyramid. Chief officers' and police authorities’ primary concern will be at the 'can-opener' level, with an expectation that heat and light costs per square metre will reduce year on year. In order to produce explanations for the force's relative performance, senior facilities and administration managers will need to look at the 'analysers' level. Property managers will have the responsibility for delivering improvements in benchmark performance and will therefore need to regularly monitor performance at all three levels. This type of exercise can easily be replicated to help understand variances between different sites as well as between forces. However, benchmarking can only be successful if comparisons are made on a similar basis.

**Critical success factors for benchmarking**

89. Data should be collected using a consistent methodology. If, for example, forces wish to compare occupancy levels between divisions, clear guidance is needed on how to count part-time staff and shift workers. Data should also be validated. Data provided for benchmark calculations should be sample-checked to ensure accuracy and appropriate interpretation.

90. Comparisons should be made across the whole stock and across different types of building [TABLE 3, overleaf]. Forces may wish to compare the performance of buildings within a particular category – for example, space per person might reasonably be greater in buildings such as area or divisional headquarters (DHQs) which accommodate command teams, but it might be expected that the ratio for each DHQ would be broadly similar.

91. Data should be weighted to reflect relevant variables. The Commission's analysis of the data provided by forces looked at the
The effect of the following five factors on costs and on empty and surplus space:

- age of building;
- size of building;
- location (e.g., housing estate, town centre);
- function (HQ, DHQ, other); and
- type of force (metropolitan, non-metropolitan, London).

The results indicated that certain adjustments should be made to particular benchmarks to make comparisons between buildings more meaningful [TABLE 4 and EXHIBIT II].

### TABLE 3

**Property type classification options**

<table>
<thead>
<tr>
<th>OPTION 1</th>
<th>OPTION 2</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PSMG benchmarking group</strong></td>
<td><strong>Home Office Design Guide (Ref. 9)</strong></td>
</tr>
<tr>
<td>Force headquarters</td>
<td>Core accommodation (mainly operational and command facilities)</td>
</tr>
<tr>
<td>Area/divisional HQs</td>
<td>Additional (mainly specialist facilities – for example, Major Incident Rooms)</td>
</tr>
<tr>
<td>Operational</td>
<td>Independent accommodation (for example, workshops and gyms)</td>
</tr>
<tr>
<td>Operational support</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td></td>
</tr>
</tbody>
</table>

*Source: PSMG and Home Office*

### TABLE 4

**Factors that significantly affect cost and space benchmarks**

<table>
<thead>
<tr>
<th>Factor</th>
<th>Relevant benchmarks</th>
<th>Effect</th>
</tr>
</thead>
<tbody>
<tr>
<td>Size of building</td>
<td>All running costs, empty space</td>
<td>Costs fall and the proportion of empty space decreases as size increases</td>
</tr>
<tr>
<td>Age of building</td>
<td>Total running costs</td>
<td>Post-1980 buildings are considerably cheaper than those pre-date 1930</td>
</tr>
<tr>
<td></td>
<td>Water and sewerage costs</td>
<td>Post-1980 are more expensive than all other age groups</td>
</tr>
<tr>
<td>Location</td>
<td>Total running costs</td>
<td>Shopping centre sites are the most expensive, rural sites the cheapest</td>
</tr>
<tr>
<td></td>
<td>Water and sewerage</td>
<td>Shopping centres are most expensive</td>
</tr>
<tr>
<td></td>
<td>Heat and light</td>
<td>Shopping centre sites are the most expensive, rural sites the cheapest</td>
</tr>
<tr>
<td></td>
<td>Cleaning</td>
<td>Shopping centres, town centres and suburban residential sites are all more expensive than business districts</td>
</tr>
<tr>
<td>Type</td>
<td>Empty space</td>
<td>HQs and DHQs have less empty space than other sites</td>
</tr>
<tr>
<td></td>
<td>Water and sewerage</td>
<td>DHQs are the most, and HQs the least, expensive</td>
</tr>
</tbody>
</table>

*Source: Audit Commission*
A number of forces have already introduced benchmarking as a performance measurement tool. Cleveland belongs to a local British Institute of Facilities Management (BIFM) benchmarking club [CASE STUDY 7, overleaf] and the Metropolitan Police Service belongs to a group that includes private and public organisations such as IBM and the Post Office.
CASE STUDY 7

Cleveland’s benchmarking exercise

Through membership of a BIFM benchmarking club and other professional networks, Cleveland Constabulary agreed to share estate performance information with a local health trust, which has the same number of buildings and a similar geographical spread. The two organisations compared the costs per square metre and per employee of cleaning, grounds maintenance, rates, security, utilities and waste disposal. This showed that the health trust’s rates costs were almost half those paid by the force. Analysis of the reasons for this revealed that the trust had, through the employment of specialist consultants, secured a number of favourable rating revaluations. The force has now engaged the same consultants to undertake a series of rating valuation appeals. The benchmarking exercise also revealed that the primary reason for the health trust’s lower utilities costs was its purchase of gas from a cheaper supplier than British Gas. The force is now pursuing this option. The Trust has also gained from the exercise and now has a better understanding of the reasons for its relatively high cleaning and maintenance costs.

While comparisons with other police forces will usually be the most valid, there are clearly considerable benefits to be gained from cross-sector comparisons. The health and education services in particular, because of long-term pressures on funding, have useful experience in reducing estate running costs.

Source: Audit Commission/Cleveland Constabulary

Value-for-money procurement

93. The benefits to forces of evaluating various options for procuring and delivering estate services have been demonstrated. There are also measures forces can adopt to further reduce their procurement costs for capital projects and for revenue-funded services.

Capital projects

94. Forces should evaluate and select the most appropriate procurement approach on a project by project basis. The three main options are:

• **traditional contracting** – the client employs a number of organisations which are responsible separately for the design and construction of the works;

• **design and build** – one organisation (normally a contractor) assumes sole responsibility for both design and construction of the works; and

• **construction management** – an organisation manages the construction process for a fee, with the construction work undertaken in separately tendered packages by works or trade contractors.
Because of the specialist nature of many police buildings, forces tend to use the traditional contracting option, involving the employment of design consultants with experience of Home Office requirements. For straightforward schemes, potential savings of time and cost are offered by the design and build option. Consideration should also be given to the benefits of packaging – for example, post-refurbishment decoration works might be more economically carried out by a local specialist decorator than by the main construction company.

**Revenue-funded services**

95. Although 45 per cent\(^\text{II}\) of forces procure some maintenance services (including some service contract work) through a tendered schedule of rates contract, the majority commission individual jobs on a day works basis. A 'schedule of rates' lists maintenance jobs by trade and the units in which they will be measured for charging purposes. They are either pre-priced – ie, a price is listed against each item by the client, in which case the tendering consists of a uniform percentage on or off the listed prices – or the schedule is unpriced, in which case the tenderers price against each item. The advantages of using this approach are:

- the price of each job is known in advance of ordering;
- \textit{there are considerable savings on the cost of small jobs which are not loaded with call-out fees or subject to minimum charges}; and
- \textit{bidders will tender very keenly for high volume clients}.

The disadvantages, particularly for smaller forces, are:

- the cost involved in developing the schedule;
- contractors may seek, within the contractual time limits, to delay attendance for low-value jobs until a viable workload has built up in a particular area; and
- schedule of rates contracts for low-volume clients are not very attractive to prospective bidders.

96. For those forces considering the use of schedule of rates arrangements, there are a number of useful sources of information:

- \textit{individual local authority schedules};
- \textit{the National Schedule of Rates} – prepared for the Society of Chief Quantity Surveyors in Local Government and the Building Employers Confederation; and
- \textit{the Building Maintenance Cost Information Service (BMCIS) Price Book} – updated quarterly by the Royal Institution of Chartered Surveyors.

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\(^1\) Capital works procurement issues are covered in depth in ‘Rome Wasn’t Built in a Day’ (Ref. 12).

\(^\text{II}\) Audit Commission survey.
97. Opening up service delivery to competing providers is the most transparent method of obtaining cheaper services, but forces do not need regularly to go out to tender to test the competitiveness of the services they are purchasing. Benchmarking is a useful tool for testing the market. Forces may also be able to obtain indicative quotations from potential competitors to the existing provider. Some cost information is readily accessible through the BMCIS, or through the media, or from a provider’s marketing material. Design consultants, for example, often publish their hourly rates.

98. The consumption of fuel and water is frequently seen as a soft target for running cost reductions, as significant savings can be generated simply by changing behaviour – for example, by turning photocopiers off and the heating down. Investment in energy-saving design and/or adaptations is normally paid back within a relatively short period of time. With its added environmental benefits of reduced consumption and emissions, energy efficiency should clearly feature prominently in all forces’ estate efficiency plans. Four areas in particular should be targeted:

- fuel costs;
- water consumption;
- fuel consumption; and
- ‘greenhouse’ gas emissions.

A number of forces have recently developed energy management policies, all of which address fuel costs; some also aim to reduce consumption but only a minority have set targets to reduce emissions [CASE STUDY 8].

CASE STUDY 8

**Greater Manchester Police’s energy policy**

GMP has recently reviewed its approach to energy and has issued the following policy statement. *The GMP Chief Constable is committed to reducing the consumption of energy and water used in police buildings by 15 per cent in 5 years from 1/4/98 (and) aims... to exceed the Government target of a 20 per cent reduction in greenhouse gas emissions by the year 2010... (and) will allocate sufficient resources to meet these targets in a cost effective way.*

To achieve these objectives, the force has appointed a full-time energy manager whose brief is to develop recording and monitoring systems, recommend reduction targets for individual sites; develop a programme of energy efficiency schemes, such as zoned heating, in liaison with property managers; and lead an education and publicity campaign to increase energy use awareness. Individuals who make suggestions for energy conservation which are subsequently implemented receive an ‘appropriate’ award!

*Source: Audit Commission fieldwork*
Fuel costs

99. The cost of heat and power can be reduced without reducing fuel consumption by virtue of judicious purchasing. Some forces now tender for energy supply prices from gas and electricity companies and from fossil fuel suppliers to achieve the best overall price. Forces that receive estate management services from local authorities – which are themselves major energy consumers – would expect to benefit from any favourable terms the authority obtained through purchasing fuel in bulk. Purchasing fuel at lower tariffs from existing suppliers can also make savings. For large sites with complicated tariffs and load patterns, forces might consider employing a tariff consultant.\(^1\) In 1996/97 Northumbria Police made savings of £66,000 on the previous year's costs, due mainly to energy purchasing contracts, including a ‘minimiser’ contract with Northern Electric for supplies to buildings using more than 100 kilowatts.

Water consumption

100. Although most police buildings constructed in the last 20 years are water-metered, some forces have not converted their older buildings and pay for water through the rating system. This is highly inefficient, since consumption cannot be measured and it offers no incentives to make savings. While education and publicity are important indirect means to reduce the waste of water – quick showers, using the plug in the wash hand basin etc. – significant savings can be produced by more direct methods such as the installation of water-saving devices [BOX H, overleaf]. South Yorkshire Police has secured a reduction in sewerage charges by claiming allowances for ‘non-returns’ to sewer such as recycling car wash water.

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\(^1\) For recommended consultants contact the Energy Systems Trade Association or the Major Energy Users Council.
Direct ways of saving water

<table>
<thead>
<tr>
<th>Low use appliances/‘retro-fit’</th>
<th>These include water and energy-efficient appliances such as dishwashers and fixtures such as spray taps and low volume showerheads. These can be installed at new sites or ‘retro-fitted’ at old sites.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Re-use</td>
<td>‘Greywater’ from basin and sink use can be recycled for WC flushing. Rainwater can be collected and stored for similar purposes.</td>
</tr>
<tr>
<td>Improved leakage control</td>
<td>Simple systems are available which can detect and reduce leakage.</td>
</tr>
<tr>
<td>Controllers on urinals</td>
<td>These replace the constant flush-fill urinal with a less frequent system. A trial by Wiltshire County Council demonstrated an annual running cost reduction, from £537 to £59 following installation at a cost of £75.</td>
</tr>
</tbody>
</table>

Source: Environment Agency (Ref. 15)

Fuel consumption

101. In most buildings it is possible to make some savings by using the existing building and equipment as efficiently as possible. Some opportunities may be easy to implement, such as altering thermostats. Others, such as turning lights off when rooms are not being used, require the co-operation of building users. Longer-term measures involve the replacement of equipment or insulation with more efficient alternatives such as zoned heating systems [BOX I]. Regular maintenance of equipment is a prerequisite to controlling energy costs and is also essential for maintaining a healthy environment in buildings. This should include regular servicing of plant (see preventive maintenance section on page 69), cleaning windows to maximise daylight, and checking thermostats and other system controls.

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I ‘Retro-fit’ involves adapting an existing installation to receive new appliances.

II ‘Greywater’ is used water carried to the drains by waste rather than soil pipes.
Short- and long-term energy consumption reduction measures

Initial measures

- Consider changing fuel (if boiler is multi-fuel)
- Reduce time that heating and water are on and turn down thermostat (not below 60°C for water)
- Assign responsibility for switching off lights, office equipment and ventilation fans
- Position work stations to maximise natural light
- Set air conditioning controls to at least 24°C
- Ensure air conditioning/refrigeration plant is switched off when not required
- Ensure all insulation is in good repair
- Ensure controls are labelled to indicate their function and settings

Longer-term adaptations

- Convert old boilers to condensing or combined heat and power installations
- Install optimum start control switches, weather compensation controls and room thermostats or thermostatic radiator valves
- Separate the heating system into zones
- Install local instantaneous water heaters where small volumes only needed
- Install spray taps
- Install de-stratification fans to move warm air from roof to floor level in high ceiling buildings
- Insulate all heating and cooling systems and roofs
- Install variable speed controls on fans and pumps
- Replace old windows with multiple glazing with low emissivity glass
- Upgrade lighting energy-efficient options – for example, tubular fluorescent lamps internally, and metal halide or sodium discharge externally
- Install building management systems in large buildings with complex building services (for example, HQ sites with control and computer centres)

Source: Energy Efficiency Office (Ref. 16)
Greenhouse gas emissions

102. At the Kyoto Earth Summit in 1997, the Government made a commitment that the UK would reduce carbon dioxide emissions by 20 per cent of 1990 levels by the year 2010. The European Union has also agreed a legally binding target of 8 per cent. Forces should therefore set themselves targets which seek to achieve a corresponding reduction in emissions from their building plant [CASE STUDY 8, page 64]. As carbon dioxide (CO₂) is produced mainly by the combustion of fossil fuels such as coal, oil and gas, reduced consumption will assist in reducing CO₂ emissions. Forces should also consider converting boilers from oil and coal to gas, which generally produces less CO₂. The installation of building management systems can also assist in the measurement and control of emissions.¹

Reducing rates costs

103. Business rates bills accounted for 26 per cent of forces' estate running costs in 1997/98. Those forces that appealed against the rateable values (RVs) of their stock also reported that they achieved average savings on their rates bills of 15 per cent as a result.² Suffolk Police has made savings of £50,000 per annum by using its local authority property consultants to manage a programme of RV appeals for all properties. The cost of this exercise was included in the annual fee payable to the local authority. A number of other forces, including Cleveland, have entered into agreements with specialist rating and valuation consultants whereby any savings from the appeal process are shared. The terms offered are normally a 50/50 split, but forces should negotiate more favourable terms if possible, as an increasing number of consultants are competing for this work.

104. The basis on which appeals can be made is set out in Schedule 5 of the Local Government and Housing Act 1989. In some cases, forces may be entitled to a reduction because their buildings are eligible for statutory relief – for example, if the property is below the low water mark. Generally, however, it will be necessary to prove that the value should be reduced because a change of factors has affected the rental value. These could be extraneous factors such as increased traffic pollution in the area, or internal factors such as the use of the property – increased specialist installations (custody/forensic) might, for instance, reduce the market rental value of the property.³

¹ For detailed guidance on energy efficiency, forces should consult the Building Research Establishment, an executive agency of the Department of the Environment, Transport and the Regions.

² Audit Commission survey.

³ Rateable values are calculated by reference to the likely market rent that a property could command.
105. A key element of the estates strategy should be a policy which seeks to steadily increase the ratio of planned and preventive maintenance to reactive repairs, while maintaining the capacity to respond to unforeseeable breakdowns or externally imposed policy changes (for example, upgrading requirements for communications or custody). The benefits of this include:

- **economies of scale** – it is cheaper to let one contract to decorate all the force public enquiry areas than to do one at a time;
- **prevention is cheaper and less painful than cure** – annual clearance of leaves from gutters and gullies prevents blockages that can lead to flooding/water penetration; regular painting slows down the rotting of wood; and
- **programming repairs and renewals can help to improve cash flow and minimise disruption to users.**

106. Preventive maintenance cycles will vary depending on the age and construction of the building, and typically include:

- servicing of plant (lifts, boilers, etc);
- electrical checks;
- decorating; and
- cleaning and clearance of gullies, gutters, manholes, flat roofs, etc.

Most forces have annual contracts for servicing but arrangements for other preventive measures are often more haphazard. Preventive cleaning and clearance can be carried out economically by janitors/handypersons but some forces build these tasks into their grounds maintenance contracts. Decorating programmes appear to be particularly susceptible to budget cuts as they are, relatively speaking, regarded as non-essential works. External decoration of multi-storey buildings, in particular, can be very costly, and it should be recognised that it is not necessary religiously to redecorate buildings every five years – they may not need it. It is essential to inspect decorative order regularly to ensure that the surfaces underneath are not deteriorating. Similarly, servicing contracts that stipulate the cyclical replacement of components – which may still be perfectly serviceable – are not good value. Property managers should ensure that preventive maintenance programmes:

- **focus on checking and inspection with replacement/renewal if necessary**;
- **operate on optimal inspection cycles**; and
- allow for regular review of service schedules (to avoid, for example, the servicing of a boiler shortly before it is due to be replaced under another contract).
## Efficiency Planning

<table>
<thead>
<tr>
<th>Question</th>
<th>Yes</th>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Has the force analysed the reasons for the relative performance of its estate?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have the factors affecting the relative cost and efficiency of individual buildings been identified and quantified?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is clear guidance available to ensure that benchmark data is collected and interpreted consistently?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are all contract procurement methods evaluated for each capital project?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have the costs and benefits of schedules of rates been fully assessed?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are all estate services subject to regular and frequent tests for competitiveness?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is an energy management policy in place?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are heat, light and power requirements tendered regularly?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Is an energy awareness programme in place?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have fuel and water reduction targets been set?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have energy and water saving measures been identified?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Have CO₂ emission reduction targets been set?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are business rates regularly reviewed and appeals put in train where appropriate?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are all building services and components inspected regularly to identify defects before a breakdown occurs?</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Are preventive maintenance costs reviewed regularly to ensure that contracts offer better value than reactive maintenance?</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Appendix 1

Allocating of Estate Management Responsibilities

Extracts from Property Management, Hertfordshire Constabulary, 1997.

<table>
<thead>
<tr>
<th>Premises management activities</th>
</tr>
</thead>
<tbody>
<tr>
<td>General estate management and property records</td>
</tr>
<tr>
<td>Building maintenance</td>
</tr>
<tr>
<td>Security</td>
</tr>
<tr>
<td>Energy management</td>
</tr>
<tr>
<td>Legal requirements</td>
</tr>
<tr>
<td>Cleaning</td>
</tr>
<tr>
<td>Grounds maintenance</td>
</tr>
<tr>
<td>Building works</td>
</tr>
<tr>
<td>Catering</td>
</tr>
<tr>
<td>Space management</td>
</tr>
</tbody>
</table>

**Energy management – summary of responsibilities**

<table>
<thead>
<tr>
<th>Police authority</th>
<th>• approve funding for energy saving initiatives.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief constable and force executive</td>
<td>• approve energy management policies and standards</td>
</tr>
<tr>
<td>security</td>
<td>• advise police authority on cost implications of policy</td>
</tr>
<tr>
<td>and force executive</td>
<td>• approve appointment of energy management consultants</td>
</tr>
<tr>
<td>estate and</td>
<td>• develop and maintain an energy management plan</td>
</tr>
<tr>
<td>administration</td>
<td>• secure arrangements for improving energy efficiency</td>
</tr>
<tr>
<td>manager</td>
<td>• commission and manage energy management consultancy services</td>
</tr>
<tr>
<td></td>
<td>• monitor performance of consultants and report to force executive</td>
</tr>
<tr>
<td></td>
<td>• establish an energy management advice service to divisions</td>
</tr>
<tr>
<td>Property services</td>
<td>• devolve local energy budgets to divisions</td>
</tr>
<tr>
<td></td>
<td>• monitor and process payment of energy improvement initiatives</td>
</tr>
<tr>
<td></td>
<td>• manage the energy improvements programme</td>
</tr>
<tr>
<td>Divisional and departmental senior management teams</td>
<td>• day-to-day implementation of energy policy</td>
</tr>
<tr>
<td>Property consultants</td>
<td>• undertake energy efficiency studies as part of annual and quinquennial surveys</td>
</tr>
<tr>
<td></td>
<td>• advise on feasibility and cost of improvements</td>
</tr>
<tr>
<td></td>
<td>• co-ordinate contractors to undertake work in liaison with divisional officers</td>
</tr>
</tbody>
</table>
Appendix 2

Sample methodology for stock condition surveys

This methodology is adapted from a BMI special report (Ref. 17).

Critical success factors

- Standardised procedures for data collection and reporting;
- Use of qualified and experienced surveyors who have been trained as a team to make consistent observations;
- Methods and content should be linked to the purpose of the survey (for example, to establish work programmes, or to provide broad information for strategic purposes, or to establish a database);
- Automation – to ensure efficient storage, retrieval and manipulation of the condition data. Compatibility with existing systems – for example, help desks, finance systems should be considered; and
- Clear costing methods – the force should specify whether remedial work should be costed to make good defects or to an enhanced specification. Costings should be based on accepted and published schedules of rates – for example, BMICS Price book.

Survey process

Phase 1 – Set-up

- Determine scope and content of survey;
- Determine reporting methodology – for example, are floor plans and/or photographs required? Are general observations or detailed reports preferred?
- Select survey team members and allocate responsibilities;
- Prepare standard checklists and logs;
- Agree review and monitoring arrangements;
- Prepare timetable; and
- Calculate target hours required.
Phase 2 – Data collection

Sample collection forms

Form 1: asset register data

<table>
<thead>
<tr>
<th>Asset register</th>
<th>Building data</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Site address, tel. no</td>
<td></td>
</tr>
<tr>
<td>2. Site reference no.</td>
<td></td>
</tr>
<tr>
<td>3. Block name</td>
<td></td>
</tr>
<tr>
<td>4. Block number</td>
<td></td>
</tr>
<tr>
<td>5. Current use</td>
<td></td>
</tr>
<tr>
<td>10. Ownership</td>
<td></td>
</tr>
<tr>
<td>11. Replacement value</td>
<td>12. Annual cost: £</td>
</tr>
<tr>
<td>13. Date built</td>
<td>14. Date last upgraded</td>
</tr>
<tr>
<td>15. No. storeys</td>
<td>16. Date last surveyed</td>
</tr>
<tr>
<td>17. Plans available?</td>
<td>18. Photos available?</td>
</tr>
<tr>
<td>19. Future use</td>
<td></td>
</tr>
<tr>
<td>20. Notes</td>
<td></td>
</tr>
</tbody>
</table>
Form 2: condition assessment record (abbreviated example)

<table>
<thead>
<tr>
<th>Element</th>
<th>Condition rating</th>
<th>Cost estimate</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Substructure</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Superstructure</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Frame</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(b) Upper floors</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(c) Roof</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– structure</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– coverings</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– drainage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– lights</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(d) Stairs</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(e) External walls</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(f) Windows and external doors</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(g) Internal walls and partitions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(h) Internal doors</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Internal finishes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Wall finishes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(b) Floor finishes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(c) Ceiling finishes</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Fittings and furnishings</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Services</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Sanitary appliances</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(b) Services equipment</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(c) Disposal installations</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– internal drainage</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>– refuse disposal</td>
<td></td>
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<td></td>
</tr>
</tbody>
</table>
Form 3: legislative compliance record (abbreviated example)

<table>
<thead>
<tr>
<th>Item</th>
<th>Compliance</th>
<th>Cost</th>
<th>Priority</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Health and safety</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Lift safety</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Equipment protection</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Access protection</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Noise levels</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. VDU ergonomics</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. VDU lighting</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. General lighting</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>8. Heating</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>9. Ventilation</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>10. Staff facilities</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>11. Toilets</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>12. Workplace environment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>13. Staircases</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>14. Handrails</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15. Glazing</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Electrical safety</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Testing</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Distribution Boards</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Bonding</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Legionellosis</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Cooling towers</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Water storage</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Distribution system</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Food safety</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1. Internal fabric/finishes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Lighting</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Heating and ventilation</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Fixed equipment</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Stores</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Phase 3 – Analysis

Report findings by:
- individual building;
- groups of buildings – for example, by division or age or function
- building systems; and
- building components.

Feed findings into:
- programme prioritisation;
- maintenance budget review;
- asset register/property database; and
- preventive maintenance.
Appendix 3

Scope
The reviews aim to identify under- and over-capacity in individual buildings, locating the spare capacity at room, department and block level and specifically measuring occupancy peaks and troughs. The reviews also aim to assess each building’s suitability in relation to storage, physical condition, network connections, air conditioning and health and safety.

Process
1. Measure floor areas of building to be reviewed.
2. Walk around each room, recording usage, state of repair, facilities and storage.
3. Ask occupants about occupancy levels throughout the working day/week.
4. Analyse data using EstatecodePLUS methodology.

Analysis
The time and space measurement enables each building to be assessed against the indicators that follow:

Space per occupant
For those police forces that have agreed space standards, averages range from 6.5 square metres to 10.5 square metres. In the health service, typical standards are:

- Hospital consultant – 15.92 square metres; and
- Health visitor – 4.2 square metres (Ref. 18).

In the Civil Service, typical standards are:

- Under Secretary – 23–32 square metres;
- Assistant Secretary – 18–23 square metres (Ref. 18).

Ratio of usable to non-usable (circulation and plant) space
It is usually assumed that if the non-usable space totals more than 25 per cent, the building efficiency is poor (Refs. 19 and 20).

Proportion of space used for storage

Proportion of space empty
Proportion of space that is 'physically spare'
The review categorises this as:

<table>
<thead>
<tr>
<th>Category</th>
<th>Definition</th>
<th>Cost</th>
<th>Timescale</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Empty space available immediately</td>
<td>Low</td>
<td>Short</td>
</tr>
<tr>
<td>B</td>
<td>Requires changes in work routines or practices to achieve spare capacity</td>
<td>Low/medium</td>
<td>Short</td>
</tr>
<tr>
<td>C</td>
<td>Requires existing function to move to another location to release 'prime space' spare capacity</td>
<td>Medium</td>
<td>Short/medium</td>
</tr>
<tr>
<td>D</td>
<td>Requires building work to unlock spare capacity into historically poorly planned spaces.</td>
<td>High</td>
<td>Long</td>
</tr>
</tbody>
</table>

Proportion of space that is 'time spare'
This is the potential spare capacity (expressed as square metre floor area) based on percentage utilisation of space within a normal working week. If, for example, a room of 10 square metres was not used for half the working day/week, the analysis would calculate that it had a time spare capacity of 5 square metres (any usage outside 9am–5pm is excluded from the capacity calculation, as it is regarded as a bonus).

Proportion of space that is 'overcrowded'
As denoted by the Health, Safety and Welfare Regulations 1992, which require a minimum room volume of 11 cubic metres per person.

Summary of fieldwork space audit results
The above methodology was adopted for a space utilisation review of 12 police buildings at the 6 fieldwork forces visited during the Commission’s study. The following three tables give a summary of the results of that review.
### Table 1: comparison of space per person

<table>
<thead>
<tr>
<th>Building</th>
<th>Function</th>
<th>Date built</th>
<th>Number of staff</th>
<th>Square metres per person</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>DHQ</td>
<td>1970</td>
<td>93</td>
<td>34.74</td>
</tr>
<tr>
<td>2</td>
<td>DHQ</td>
<td>1974</td>
<td>135</td>
<td>18.40</td>
</tr>
<tr>
<td>3</td>
<td>DHQ</td>
<td>1995</td>
<td>71</td>
<td>25.25</td>
</tr>
<tr>
<td>4</td>
<td>DHQ</td>
<td>1930</td>
<td>21</td>
<td>22.95</td>
</tr>
<tr>
<td>5</td>
<td>DHQ</td>
<td>1975</td>
<td>54</td>
<td>31.11</td>
</tr>
<tr>
<td>6</td>
<td>DHQ</td>
<td>1960</td>
<td>57</td>
<td>20.12</td>
</tr>
<tr>
<td>7</td>
<td>Police station</td>
<td>1939</td>
<td>34</td>
<td>33.01</td>
</tr>
<tr>
<td>8</td>
<td>Police station</td>
<td>1970</td>
<td>34</td>
<td>31.77</td>
</tr>
<tr>
<td>9</td>
<td>Police station</td>
<td>1900</td>
<td>23</td>
<td>33.00</td>
</tr>
<tr>
<td>10</td>
<td>Police station</td>
<td>1970</td>
<td>26.5</td>
<td>62.00</td>
</tr>
<tr>
<td>11</td>
<td>Police station</td>
<td>1867</td>
<td>5</td>
<td>92.80</td>
</tr>
<tr>
<td>12</td>
<td>Police station</td>
<td>1964</td>
<td>8</td>
<td>56.25</td>
</tr>
<tr>
<td></td>
<td><strong>Average across 12 buildings</strong></td>
<td></td>
<td></td>
<td><strong>29.09</strong></td>
</tr>
</tbody>
</table>

### Table 2: comparison of building planning efficiency

<table>
<thead>
<tr>
<th>Building</th>
<th>Percentage total space for circulation/plant</th>
<th>Percentage total space for storage</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>19.27</td>
<td>14.95</td>
</tr>
<tr>
<td>2</td>
<td>18.46</td>
<td>16.13</td>
</tr>
<tr>
<td>3</td>
<td>16.05</td>
<td>10.13</td>
</tr>
<tr>
<td>4</td>
<td>14.94</td>
<td>17.09</td>
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<tr>
<td>5</td>
<td>18.34</td>
<td>20.33</td>
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<tr>
<td>6</td>
<td>21.70</td>
<td>17.81</td>
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<tr>
<td>7</td>
<td>20.69</td>
<td>3.78</td>
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<tr>
<td>8</td>
<td>23.67</td>
<td>12.16</td>
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<tr>
<td>9</td>
<td>4.22</td>
<td>12.79</td>
</tr>
<tr>
<td>10</td>
<td>24.62</td>
<td>4.41</td>
</tr>
<tr>
<td>11</td>
<td>14.08</td>
<td>10.53</td>
</tr>
<tr>
<td>12</td>
<td>22.25</td>
<td>11.96</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>18.19</strong></td>
<td><strong>12.67</strong></td>
</tr>
</tbody>
</table>
Table 3: comparison of spare capacity

<table>
<thead>
<tr>
<th>Building</th>
<th>Size (square metres)</th>
<th>Physical spare capacity</th>
<th>Time spare capacity</th>
<th>Total spare as percentage of total space</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>3,231</td>
<td>68</td>
<td>212</td>
<td>8.67</td>
</tr>
<tr>
<td>2</td>
<td>2,483</td>
<td>156</td>
<td>329</td>
<td>19.57</td>
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<tr>
<td>3</td>
<td>1,792</td>
<td>54</td>
<td>199</td>
<td>14.16</td>
</tr>
<tr>
<td>4</td>
<td>482</td>
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<td>14</td>
<td>2.99</td>
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<tr>
<td>5</td>
<td>1,680</td>
<td>195</td>
<td>152</td>
<td>20.69</td>
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<td>6</td>
<td>1,147</td>
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<td>148</td>
<td>14.80</td>
</tr>
<tr>
<td>7</td>
<td>1,122</td>
<td>271</td>
<td>67</td>
<td>30.13</td>
</tr>
<tr>
<td>8</td>
<td>1,080</td>
<td>133</td>
<td>109</td>
<td>22.53</td>
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<tr>
<td>9</td>
<td>759</td>
<td>17</td>
<td>118</td>
<td>17.87</td>
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<td>10</td>
<td>1,643</td>
<td>371</td>
<td>46</td>
<td>25.44</td>
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<td>11</td>
<td>464</td>
<td>123</td>
<td>0</td>
<td>26.50</td>
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<tr>
<td>12</td>
<td>450</td>
<td>54</td>
<td>77</td>
<td>29.15</td>
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<tr>
<td>Average</td>
<td>1,361</td>
<td>121</td>
<td>122</td>
<td>19.38</td>
</tr>
</tbody>
</table>

Note: all figures rounded to the nearest square metre.
Appendix 4

Example of service level agreement (SLA) relating to responsive maintenance service

West Yorkshire Police

Service provider: buildings and estates department
Customers: all building users

Service provision
In order to provide a high calibre response for responsive maintenance, we will ensure that all requests for building work are processed in accordance with the repairs priority list and monitored by the help desk.

Customer obligations
Requests for repairs and maintenance must be submitted to the help desk and authorised by finance and administration managers.

Protocols
All building related matters (including devolved elements) should be carried out in liaison with the buildings and estates department. This will ensure compliance with current legislation, force financial instructions and devolution policy. Divisions or departments may carry out local order repair or replacement works to the agreed maximum limit of £100 per order for electrical works and £250 per order for building works.

Contact points
Not reproduced here.

Enquiries
Not reproduced here.

Repairs priority list

Priority 1 - emergency repairs
We will ensure that a contractor is in attendance at the workplace within two hours of telephoned or faxed instructions in order to make safe. If the repair is such that it can be completed within two hours, it will be effected immediately. If not, the contractor may leave the premises after making safe and shall return to complete the repair within 24 hours of its receipt. In very exceptional circumstances, where these arrangements prove to be impossible, the contractor shall notify the Contract Administrator and request further instructions.

Priority 2 - urgent repairs
We will ensure that a contractor commences and completes the repair within 24 hours of the receipt of telephoned or faxed instructions.
Priority 3 – routine repairs
We will visit, inspect, value for approval and issue instructions to a contractor within 14 days of receipt of a written request. The contractor will complete all works within five days of notification.

Priority 4 – non-urgent repairs
We will visit inspect, value for approval and issue instructions to a contractor within 21 days of receipt of a written request. The contractor will complete all works within 30 days of notification.

Priority 5
All works will be carried out by arrangement and agreement.
Appendix 5

Principal legislation affecting police property management

Fire Precautions Act, 1971
The Town and Country Planning Act, 1971 as amended by the Building Regulations 1985 (Part M)
Health and Safety at Work Act, 1974
Health and Safety (First Aid) Regulations, 1981
Police and Criminal Evidence Act, 1984
The Building Regulations, 1985
Control of Asbestos at Work Regulations, 1987
Local Government Act, 1988
Electricity at Work Regulations, 1989
Noise at Work Regulations, 1989
Water Act, 1989
Health and Safety (Display Screen Equipment) Regulations, 1992
Management of Health and Safety at Work Regulations, 1992
Manual Handling Operations Regulations, 1992
Personal Protective Equipment at Work Regulations, 1992
Provision and Use of Work Equipment Regulations, 1992
Workplace (Health, Safety and Welfare) Regulations, 1992
Construction (Design and Management) Regulations, 1994
Gas Safety Regulations, 1994
Control of Substances Hazardous to Health Regulations, 1995 (amended 1997)
Disability Discrimination Act, 1995
Reporting of Injuries, Diseases and Dangerous Occurrences Regulations, 1995
Construction (Health, Safety and Welfare) Regulations, 1996
Health and Safety (Safety Signs and Signals) Regulations, 1996
Appendix 6

Sample repair ordering guidelines for non-technical staff

These guidelines are based on Northumbria Police's Delegated Repair Scheme.

Section 1 – Key contacts

- Property consultant's management team and specialist advisers.
- Contractor details showing:
  - trades covered;
  - emergency contact; and
  - call-out charge by priority type.

Section 2

- Schedule of works included and excluded from the delegated scheme.
- Procedure for dealing with emergency repairs outside the delegated scheme.
- Ordering procedure for responsive repairs to police houses.
- Ordering procedure for non-urgent works outside the delegated scheme:
  1. **Originator**
     - identifies defect; and
     - telephones budget-holder with details.
  2. **Budget-holder**
     - decides defect is excluded;
     - approves request for action; and
     - submits order form to property consultant.
  3. **Property consultant**
     - decides action, cost and priority;
     - places order; and
     - notifies originator via budget-holder of order.
  4. **Originator**
     - completes notification slip stating whether work completed satisfactorily and submits it to property consultant via budget-holder.
  5. **Property consultant**
     - if notification satisfactory – checks price and authorises payment;
     - if unsatisfactory – contacts contractor for urgent response and remedy;
     - cancels contract of regular poor performers and appoints a replacement; and
     - provides monthly expenditure monitoring report to chief constable and treasurer.
• Ordering procedure for works within the scheme:
  1. **Originator**
     – advises administration manager (ASM) of repair.
  2. **ASM**
     – decides if work is urgent, and follows procedure for excluded work;
     – if not urgent, telephones contractor with repair details, giving order number, and precise details of location; and
     – confirms with written order.
  3. **Contractor**
     – completes work;
     – supplies completion certificate.
  4. **ASM**
     – certifies work satisfactory/unsatisfactory; and
     – copies completion certificate to originator/building occupier.
  5. **Contractor**
     – submits invoice to ASM.
  6. **ASM**
     – forwards invoice with completion certificate and confirmation note to Finance.
  7. **Finance**
     – pays contractor if work satisfactory.

**Section 3 – Police houses**
• Schedule of tenancies.
• Schedule of landlord’s statutory repairing obligations.

**Section 4 – Service contracts**
• Service contractor details by type of contract and call-out rates.
• Schedule of responsibilities for administering and reviewing contracts.
• Schedule of specialist contractors.
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*Improving the Management of the Police Estate*
National Report, 1996, 60 pages, 1862401381, £20

**Local Authority Performance Indicators 1997/98 – Police Services**
1999, 60 pages, 1862401454, £20

**A Measure of Success**
*Setting and Monitoring Local Performance Targets*
Management Paper, 1999, 60 pages, 1862401462, £15

**Safety in Numbers**
*Promoting Community Safety*

**The Doctor’s Bill**
*The Provision of Forensic Medical Services to the Police*
National Report, 1996, 64 pages, 1862400849, £20

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**Taking the Initiative**
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Police authorities in England and Wales own property worth over £2.6 billion and spend £170 million each year on its upkeep. Like other parts of the public sector, the police service faces pressure to get more from its property assets. In addition, there is a need to adapt estates so that they are better suited to meet changing public demands and to support modern policing methods.

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The handbook has been written with assistance from police property managers and draws on case study examples to illustrate good practice. It includes specific guidance on how to:

- develop the right framework for the delivery of property services;
- evaluate property assets;
- draw up an estate strategy that reflects both operational and property demands;
- specify, monitor and continuously improve services to customers;
- manage capital and revenue projects more effectively; and
- obtain best value from property disposals and acquisitions.