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DEPUTY PRIME MINISTER**

Estimation of the need to spend on maintenance and management in the Local Authority housing stock

June 2003

BRE Construction Division
Office of the Deputy Prime Minister: London

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Executive Summary

This project was required to assist the then Department for Transport, Local Government and the Regions (DTLR) to improve the sophistication of their assessment of the national need to spend on the maintenance and management of the local authority housing stock. Its purpose was to provide a framework that could be used to estimate the national need to spend on management and maintenance in the Local Authority housing stock.

The final estimate of the need to spend on maintenance and management on the Local Authority housing stock in England for 2001/02 was five and a half billion pounds. This report sets out the methodology used and assumptions made in the construction of this estimate.

After setting out the background to the project (chapter 1) and describing the research methodology used (chapter 2), the report defines what is meant by ‘maintenance’ and ‘management’, and where the boundary between the two has been drawn for the purposes of this exercise (chapter 3). There then follows a discussion on the objectives and scope of housing maintenance (chapter 4) in the context of the 1989 Act. Housing management is similarly discussed (chapter 5) and a list of headline activities established. It is also made clear what aspects of maintenance and management are included in the project. The lists of services covered by the definitions of maintenance and management (appendices A and C) are then described (chapter 6).

The factors that influence (‘drive’) the cost of local authority housing maintenance and management are then set out and discussed in detail (chapters 7 and 8). Following on from this the methodologies for the modelling of the national need to spend are set out (chapter 9). Other factors that might influence costs – the relationship between maintenance and management, improvements and innovations in procurement practice, and overheads and accounting procedures – are then examined (chapter 10). The report concludes that:

1. Housing maintenance can be usefully categorised under six headings¹:
 - Urgent responsive repairs
 - The unplanned failure of short life components
 - Non-urgent minor repairs
 - The planned; periodic renewal of sub-components
 - Planned cyclical works, and
 - Maintenance works in respect of the management of voids

¹ All administrative tasks that are directly associated with local authority housing maintenance should be categorised as maintenance, not management for the purposes of costing.

2. Housing management can be likewise categorised under the headings of:
 - Void control
 - Rent setting and accounting
 - Rent collection
 - Rent arrears recovery
 - Estate management
 - Tenancy, allocations and waiting list management
 - Tenant participation
 - Stock investment decisions
 - Housing advice (to LA's own tenants), and
 - Environmental protection and wider estate works
3. The principal drivers of the cost of housing maintenance are the frequency with which activities are required and the unit cost of undertaking them. Factors affecting these are built form (archetypes), materials and attributes, exposure, backlog, crime rates, regional variations in building costs, and technical staff costs and resources.
4. There is a set of core management activities required in all authorities and neighbourhoods, as well as factors that relate only to areas with particular characteristics eg those that are deprived or where the demand for housing is low.
5. The key drivers of the cost of housing management are geographical region, the type of local authority (ie district, unitary, metropolitan or London), the density of housing and the satisfaction tenants .
6. Other drivers of the level of management activity required are turnover, lettings, the proportion of new lettings to vulnerable households, the proportion of tenants in arrears, and crime.
7. The quality of the housing management service can have a direct bearing on the cost of maintenance, especially as regards those costs associated with voids, turnover and responsive repairs.
8. There is a growing body of evidence that suggests that the use of caretakers can play a significant part in controlling the cost of maintenance and management.
9. Improvements and innovations in procurement practice have the potential to lead to reductions in cost and better value.
10. Greater consistency and transparency is needed in the accounting methods used to deal with overheads.

CHAPTER 1

Introduction

1.1 Background

The ODPM (formerly the Department for Transport, Local Government and the Regions (DTLR)) has good, up to date estimates of the need to spend on capital works to the local authority housing stock. It also has a clear idea of the major works required over the next 30 years to prevent the stock from deteriorating, and how this investment will be delivered through the Major Repairs Allowance (MRA).

The purpose of this project was to improve the ODPM's estimates of the need to spend on maintenance and management of the local authority housing stock. Further refinement was needed if the increased housing investment announced in July 2000 is to achieve (and sustain) the reduction of the need for credit approvals that it is envisaged will flow from clearing the backlog of repairs and improvements. This project was required to help deliver those refinements, and thereby establish an appropriate and cost-effective national level of maintenance and management allowances.

1.2 Description of the project and purpose of report

The aim of the project was 'to provide the ODPM with a framework that they can use to estimate the annual amount that should be allowed by the Government for the maintenance and management of the local authority housing stock in England', and which answered the following requirements:

- (a) A review of previous studies, and the development of a list of services to be covered by 'maintenance and management' subsidy, with – if possible – a definition of the boundary between the two.
- (b) The creation of a 'matrix' of average costs for the agreed list of services.
- (c) A methodology for estimating (ie modelling) the need to spend on the maintenance and management at a national level.
- (d) Information that supports the use of the matrix and the methodology.

This report presents the final outcome of the project, the purpose of which was to provide a national estimate of the need to spend, **not** to recommend how these resources should be allocated to individual Local Authorities.

CHAPTER 2

Research methodology

2.1 Objectives

BRE's approach on this project has been to 'build-up from the bottom' a comprehensive model of the maintenance and management of local authority housing in England. It has been about a return to first principles and not a presentation of things as they are.

The object has been to establish:

- At the national level what local authorities *should* be doing to ensure the effective maintenance and management of their housing – not necessarily the same as what they *are* doing.
- a statement of the key activities required for effective management and maintenance and the associated costs of carrying out these works.

A number of techniques have been used to achieve these objectives.

2.2 Literature review

A review of previous studies on housing maintenance and management was undertaken at an early stage in the project, supplemented by research into government policy, and accepted standards and recommendations on good practice. This was the starting point for the development of the lists of services ('activities') that form the basis for the modelling of the need to spend. Full references are provided (chapter 12).

2.3 Interviews with 'best practice' social landlords

A representative sample of LAs and registered social landlords (RSLs) were interviewed by telephone. The interviews were based on a questionnaire sent out in advance to:

LAS

Carrick District Council
Kirklees Metropolitan Council
Leicester City Council
London Borough Hammersmith & Fulham
Manchester City Council
York City Council

RSLs

Marches Housing Association
Brunel & Family Housing Association
Leicester Family Housing Association
Ealing Family Housing Association
Manchester & District Housing Association
The William Sutton Trust

Five of the local authorities were selected on the basis of their variety (ie rural, shires, urban, etc.) and the fact that they were awarded Beacon Council status in respect of their housing maintenance service (round one of the scheme); Beacon Councils are – by government definition (DETR, February 1999) – centres of excellence and hence can be clearly seen as providing a standard of service that equates with good practice across-the-board. The sixth provides the balance of a London authority. RSLs were selected on the basis of geographic location and their comparability with the LAs (eg Carrick and Marches both cover predominantly rural areas, whereas York and William Sutton are both representative of the shires).

The questionnaire – the pro forma of which is included as Appendix G – was designed to corroborate the lists of management activities that have been developed over the first stage of the project, and to garner information on staff, resources, overheads and other factors that can be used in building-up the costs associated with a good management service. Information on the frequency of responsive repairs was also collected, though difficulties in obtaining detailed information across the board meant that these aspects of the interviews proved to be of only limited use.

2.4 Other research and sources of information

A limited amount of research was also carried out into large scale voluntary transfer (LSVT) and private finance initiative (PFI) projects, to see how LAs who had transferred stock or were procuring housing services via PFI had defined housing management in terms of an Output Specification or similar document. Although of some use, the relative newness of LSVTs and the commercial sensitivity of PFI housing projects that have not yet reached their financial close (the majority) meant that only limited information could be gleaned.

Much of the research into cost drivers for maintenance involved analysing data from the 1996 English House Condition Survey (EHCS). Use was also made of information held by Housemark, a benchmarking club for LAs and RSLs, and to which limited access was provided. This data was particularly valuable in checking resources allocated for housing management within LAs and obtaining information on typical overheads. ODPM data on stock profile by authority together with vacancy rates, lettings and the low demand indicator used for the GNI were used extensively.

The Audit Commission performance indicator data for 1999/2000 and their Best Value targets were particularly useful in helping to create key factors used in estimating housing management resources. The study also investigated and used information from the New Earnings Survey (Office of National Statistics, 2001), Inside Salaries (from Inside Housing) and the British Crime Survey (Kershaw et al, 2001).

Work carried out by independent consulting services engineers and quantity surveyors was also invaluable. The former advised on the nature and scope of mechanical and electrical services that might be expected in different types of housing, and of their need for maintenance. The latter provided – on the basis of the specifications set-down in Appendix A – most of the basic cost-data needed to build the estimate of the need to spend on maintenance (refer 9.1).

CHAPTER 3

Boundary between maintenance and management

3.1 Introduction

The word ‘maintenance’ is used freely – and with a sometimes confusing lack of precision – when referring to a wide variety of planned and unplanned building-related activities including (but not limited to) inspection, servicing, repair, replacement and improvement. Its meaning becomes even more indistinct where the notion of maintenance *per se* is invariably bound-up with the issue of housing management. This makes it difficult to objectively assess the necessity of any particular housing maintenance or management service undertaken by a local authority, and to identify what services *should* be provided under the aegis of Item 1, Part II of Schedule 4 of the *Local Government and Housing Act 1989*. (For the purposes of this project, no distinction is drawn between the direct inclusion of the cost of repairs and maintenance in a Housing Revenue Account and their ‘indirect’ inclusion via the operation of a separate Housing Repairs Account in accordance with s.77 of the LGHA.)

Any attempt to estimate the need to spend on the maintenance and management of the local authority housing stock must therefore begin with a clear understanding of the meaning of the terms ‘maintenance’ and ‘management’, and where – in the context of the legislation governing local authority accounting – the boundary between the two might be drawn.

3.2 Meaning of maintenance

Clause 3.5.1 of the internationally-accepted BS ISO 15686–1: 2000 *Building and constructed assets – service life planning: General principles* defines maintenance as the ‘combination of all technical and associated administrative actions during the life of a building to retain a building or its parts in a state in which it can perform its function’.

The ‘function’ of a local authority dwelling (the ‘building’) is to help in ensuring that all sections of society have ‘the opportunity of a decent home’ and to assist in delivering improvements in quality across all types of housing, a commitment set down by the Government in *Quality and Choice: A decent home for all – The way forward for housing* (DETR, December 2000a). It is the role of housing maintenance and management to support this function; hence the importance of the ISO definition and its clear implication for the drawing of a distinction between building maintenance and management – the definition of maintenance can be extended to cover all directly related management tasks.

These are any tasks which exist:

- as a *precursor* to any necessary technical activity (eg stock condition surveys, routine inspections, and dealing with tenants' requests for repairs).
- as a *consequence* of a necessary technical activity (eg inspecting completed works, authorising payment, and obtaining tenants' feedback on works that are carried out to their homes).
- to *support* the implementation of any necessary technical activity (eg keeping and updating building records or preparing the technical aspects of tenants' handbooks).

3.3 Meaning of management

By explicitly defining maintenance as embracing more than just the overtly technical actions (activities) such as painting windows and servicing boilers, it becomes possible to draw a clear distinction between those aspects of management ('administrative actions') that are inextricably linked with building maintenance and those which are not. If the former are – consistent with the ISO definition – designated as maintenance, it follows that the latter are what constitute building management.

Housing management can therefore be defined as those administrative activities that are required to support the function of the local authority as a housing provider (ie a social landlord), but which are not listed at 3.2.

These are the criteria that distinguish management from maintenance, and which form the basis for the list of services included in the final cost matrix. However, the issues of maintenance and management are not entirely unrelated. Careful attention has therefore been paid to those areas where there is a clear overlap, and where the identification of activities common to both services is required (eg caretaking and void control).

CHAPTER 4

Housing maintenance

4.1 Objectives

The principal objective of local authority housing maintenance is to keep the stock of publicly-owned social housing in good repair, ensuring lettable homes that satisfy tenant aspirations and preserve (though not enhance) their asset value. High quality maintenance is also crucial in ensuring the fulfilment of statutory repairing obligations and the protection of the health, safety and well-being of residents and from preventing dwellings from falling into disrepair. It also has a part to play in achieving the ODPM's public service agreement target of ensuring that all social housing is brought up to a 'decent' standard by 2010.

Maintenance strategies should always aim to strike the optimum balance between planned and unplanned activities, with a strong emphasis being placed on the former. This is because an unplanned 'one-off' item of work will invariably cost more than if the same item is undertaken as part of a larger, structured package – an Audit Commission recommendation of a good-practice benchmark of 60–70% of works costs to be spent on planned maintenance is often cited. (eg paragraph 3.32 of Leather et al, 1999).

Therefore, to be consistent, this project has drawn a distinction between planned and unplanned activities. This means that the definition of maintenance set out in 3.2 above needs to be refined if it is to be of use in estimating the need to spend under the terms of the *Local Government and Housing Act 1989* (LGHA), and to assist in guiding local authorities towards what they *should* be aiming for in terms of a balance between planned and unplanned maintenance.

4.2 Scope

A good starting point for clarifying the scope and nature of housing maintenance is the definition set down by the Chartered Institute of Housing (CIH) in their 1997 Good Practice Briefing note entitled *Planned Maintenance and Improvements*:

- **Day-to-day repairs** 'repairs carried out on an ad hoc responsive basis as the need arises & which can't be deferred for inclusion in planned maintenance programmes.'

These types of repair are also described as 'reactive' though, for the purposes of this project, they will be termed 'urgent'. This will distinguish them from those repairs that *can* be deferred. Health, safety, security, and the implications of delay have all been considered in determining what is an 'urgent' repair.

- **Planned maintenance** 'repairs organised and carried out with forethought, control and the use of records to a pre-determined plan.'

The CIH define three categories of planned maintenance:

‘Programmed repairs and renewals – remedy disrepair, prevent deterioration, and extend life of stock, eg rewiring, repointing, window renewal.’

‘Cyclical works – eg external decorations and internal decoration of communal areas.’

‘Servicing and inspection – eg of installations and services such as heating systems, lifts, alarms and door entry systems.’

The category ‘programmed repairs and renewals’ covers day-to-day, non-urgent ‘responsive’ repairs that can be deferred for inclusion in a planned maintenance programme (eg isolated areas of repointing or the localised repair of rotten window frames), as well as the periodic replacement of worn sub-components and the major replacement of components at the end of their useful lives.

However, under the terms of s.40 of the LGHA, major replacement is most properly classed as ‘enhancement’ (ie works intended ‘to lengthen substantially the useful life of an asset’). Such expenditure is deemed as being for ‘capital purposes’ and therefore not covered by the definition of ‘expenditure on maintenance, management and repairs’ given in Schedule 4 (capital expenditure is distinctly covered by Item 2 of Part II). The major replacement of components – which in any event, is now provided for by the MRA – will therefore be excluded from the lists of services, other than where it is considered prudent to make some allowance for unplanned failures that must be dealt with on a responsive basis (as distinct from ‘newly arising need’).

- **Improvements** ‘providing something new or upgrading what is already there’ (also known as ‘refurbishment’ or ‘modernisation’).

Backlog (ie ‘catch up’) repairs and major improvements are allowed for within the housing part of the Single Capital Pot allocation. Therefore such works are excluded from this project’s definition of maintenance.

For the purposes of this project maintenance has therefore been taken as covering:

- A1 Urgent responsive repairs.
- A2 The unplanned failure of ‘short life’ components (ie those components where industry experience indicates a high risk of failure significantly in advance of their intended lives, and hence a contingency for responsive repair should be allowed).
- A3 Non-urgent minor repairs which, although technically ‘responsive’, can be programmed for inclusion within planned packages of work.
- A4 The planned, periodic renewal of sub-components.
- A5 Planned cyclical works (including inspection and servicing).
- A6 Maintenance works required in respect of the management of void properties (eg securing against intruders, safety inspections and minor repairs that might be necessary to ensure the dwelling is in condition suitable for re-occupation).

Categories A1, A2, A3 and A6 are essentially 'event' driven activities, whereas A4 and A5 can all associated with an anticipated interval of time – the distinction between responsive and planned maintenance.

Administrative activities that are defined as maintenance are included within each of the categories A1 to A6, either 'rolled-in' with a specific technical activity (via a percentage or lump-sum 'add-on') or separately identified.

Major works due to fire, flood, etc. are assumed to be covered by contingency fund, the provisions of the Bellwin Scheme (the Government's scheme for emergency financial assistance for local authorities, as defined by s.155 of the LGHA) or insurance. Activities relating to sheltered housing or special needs housing funded by the Supporting People programme (DETR, January 2001) are also excluded.

CHAPTER 5

Housing management

5.1 Objectives

The principal aim of local authority housing management is to ensure that tenants enjoy a good quality of life via the provision of a range of services which meet their aspirations, and which represent value for money, all delivered in a manner which is consistent with the New Financial Framework and contributes to the pursuit of Best Value. Services must therefore be justifiable in terms of the fact that they enable the authority to:

- Meet its statutory obligations, including those involving the health, safety and well-being of its tenants.
- Support or comply with Government policy.
- Function as a provider of social housing.
- Ensure value for money.
- Mitigate the risk of disproportionate costs occurring in any part of the service, including the maintenance services discussed in chapter 4.

Any service that is ultimately included in the cost matrix must score positively in respect of at least one of these criteria. However, the resources needed to deliver these services will vary considerably according to the circumstances of the local authority, a fact that must be reflected in any estimation of the need to spend.

Housing management can – like maintenance – be planned or unplanned. There are however some important differences that must be taken into account when formulating any management strategy:

- All management activities could in theory be part of planned programme however this would be very costly. It is therefore better value for money to deal with some activities on a responsive basis.
- Responsive housing management is needed to ensure prompt action to prevent situations deteriorating or incurring further expenditure.

That said, it is recognised that well-planned management will often result in a far more efficient use of resources (and hence expenditure) on responsive management *and* maintenance (eg a planned approach to void control can help reduce re-let times and reduce the likelihood of squatting or vandalism). Even with purely responsive tasks, basic prevention, timely intervention and clear procedures can save resources in the long term.

For example, in rent arrears recovery, activities such as providing welfare/benefits advice and close liaison with housing benefit can stop problems occurring in the first place. Personal contact with tenants as soon as any arrears occur and close monitoring can prevent them spiralling out of control. It is therefore desirable that an optimum balance is struck between planned or preventative and unplanned activities, although its more nebulous character means that it is not possible to categorise management with the same precision as maintenance.

5.2 Scope

Housing management is a wide-ranging subject, the limits of which are not easy to define. The study into the costs of local authority housing management carried out on behalf of the DETR (Arthur Andersen, 1999) concluded that ‘the development of a universally agreed, comprehensive, detailed and unambiguous definition of housing management is extremely difficult and unlikely to be wholly achievable’. The following basic options for defining the scope of housing management are considered in turn, each building upon the previous:

- The core management activities identified by the Arthur Andersen study.
- The above together with activities that would be carried out by an Arms Length Management Organisation (ALMO), as set out in DETR guidance dated April 2001.
- The above together with any additional activities needed to carry out the total task of managing all of the housing stock owned by the local authority.

The core housing management activities which were identified in the Arthur Andersen study as being generally regarded as part of the housing management service (excluding those that are defined in this project as maintenance) are:

- 01 Void control.
- 02 Rent accounting.
- 03 Rent collection.
- 04 Rent arrears recovery.
- 05 Estates management.
- 06 Tenancy management.
- 07 Tenant participation.

Although this is a good starting point, it is felt that restricting the issue of housing management to just these activities results in a definition which is too narrow, in that it does not include key activities that are seen as the province of an ALMO, namely:

- 08 Stock investment decisions.

However, this list of activities could still be expanded to include:

- Rent setting (to be combined with rent accounting).
- Allocations and waiting list management (an extension of tenancy management).
- Housing advice (to the LA's tenants).
- Environmental protection and wider estate works (in LAs role as a social landlord).

These headline activities summarise the scope of local authority housing management, in as much as it relates to its function as a social landlord. For the purposes of this project and – ultimately – the estimation of the need to spend, management activities are classified under these key headings.

However, it is recognised that in deprived areas the housing management team will often liaise with relevant bodies to initiate schemes like credit unions and improved health facilities. This initial activity is costed as a part of a separate and additional package of work for deprived areas (see Appendix F). Any further community development work is assumed to be passed over to other bodies and is therefore excluded from this project.

Allowance is included under Stock investment decisions for monitoring the performance of Arms Length Management Organisations, in so much that a Local Authority must always ensure that it is meeting its statutory duties (the LA and the ALMOs are not separate legal persons).

It should be noted that none of the above activities cover any aspect of the broader, role of a local authority, in so much as it relates to their strategic responsibility for housing generally or stock disposals. Neither do they cover services needed in connection with supported accommodation (eg sheltered housing or hostels), and other 'non-landlord' housing functions which are not funded via the maintenance and management element of the HRA subsidy. Specific areas that are not covered include:

- Hostel management.
- Sales and right to buy.
- Leasehold management
- Temporary accommodation.
- Most aspects of sheltered accommodation.
- Housing benefit administration.
- Housing needs surveys and private sector house condition surveys.
- Developing strategies for tackling problems across all types of housing.
- Coordinating and planning for additional housing in the private and social sectors.

- Linking housing with wider social and economic policies, including regeneration and urban renewal.
- Facilitating partnerships that encourage best practice amongst housing providers.
- Enforcing and raising standards of accommodation and management in other housing sectors.
- Providing advice and assistance for homeless people to find suitable housing.
- Tackling antisocial behaviour across all tenures.
- Working with other authorities and agencies to tackle housing at a regional level.

CHAPTER 6

Lists of services

Appendices A and C set out the two lists of services ('activities') included in the works required and associated costings. The reason for the inclusion of any activity is its relationship to the criteria set out in chapters 4 and 5 of this report, along with their perceived value in terms of the creation of a set of meaningful, cost profiles for the archetypes that forms the basis of the model (refer 7.2 and 9.2). The selection of activities should be seen as representative rather than all-inclusive, especially as far as maintenance is concerned. The aim is to create a reasonable picture of the estimated cost of maintenance and management, not an across-the-board specification. Many additional minor activities could be listed, though it is unlikely that they would have any significant impact on the outcome of the project, due to the fact that they are either of negligible financial value or that they only occur in a very small proportion of the national housing stock.

It should be noted that some activities occur more than once, reflecting the fact that certain management and maintenance activities can be responsive or planned (eg the replacement of insulated glazing units or the convening of tenant meetings).

6.1 Housing maintenance

Maintenance activities have been selected with reference to the earlier definitions, and are categorised in terms of:

- A1 Urgent responsive repairs.
- A2 The unplanned failure of 'short life' components (repaired on a responsive basis).
- A3 Non-urgent, programmable minor repairs.
- A4 The planned periodic renewal of sub-components
- A5 Planned cyclical works.
- A6 Maintenance works required in respect of voids.

Activities have also been grouped under headings that broadly correspond with the element headings used in the MRA (a table mapping BRE element definitions to those used in the MRA is included in Appendix B).

URGENT RESPONSIVE REPAIRS (A1)

Covers unplanned repairs that cannot be deferred for inclusion within a package of programmed work due to the fact that they present a threat to health, safety or security (eg a faulty gas boiler or a broken window), or where delay would cause disproportionate damage to other parts of the building fabric (eg the prolonged leaking of a rainwater pipe has the potential to cause significant damage to wall surfaces, internal joinery, etc). The costing of these types of repairs includes an allowance for one-off and out-of-hours work in respect of all items of work. All work is presumed to involve tenanted properties, accessible by appointment.

UNPLANNED FAILURE OF 'SHORT LIFE' COMPONENTS (A2)

Covers the increased risk of failure inherent in certain components prior to the end of their useful lives ie when certain types of component are likely to fail earlier than expected and therefore need to be replaced (eg fibre cement slates have a significantly shorter life than most other types of pitched roof covering). The costing of these items will assume work is carried out on a responsive basis, and not as part of any planned scheme of renewal or refurbishment.

NON-URGENT PROGRAMMABLE MINOR REPAIRS (A3)

Covers unplanned repairs that *can* be deferred and programmed (ie will be event-driven but should not be treated as urgent responsive). An example of such a repair would be the need to repair timber windows that have suffered from fungal decay.

PLANNED PERIODIC RENEWAL OF SUB-COMPONENTS (A4)

Covers the planned renewal of sub-components prior to the replacement of components (or elements) at the end of their lives (eg radiator valves, pumps, thermostats and other sub-components of heating systems).

PLANNED CYCLICAL WORKS (A5)

Covers all routine planned, 'preventative' maintenance such as re-painting joinery and servicing boilers, and which is necessary to ensure optimum whole life costs.

MAINTENANCE WORKS IN RESPECT OF THE MANAGEMENT OF VOIDS (A6)

Covers those works that are necessary each time a property is vacated, including additional routine inspections, security, the clearance of rubbish and minor works that might be required to ensure that the property is suitable for re-occupation.

6.2 Housing management

Management activities have been selected with reference to the headline activities set out in 5.2:

- 01 Void control.
- 02 Rent setting and accounting.
- 03 Rent collection.
- 04 Rent arrears recovery.
- 05 Estate management.
- 06 Tenancy, allocations and waiting list management.
- 07 Tenant participation.
- 08 Stock investment decisions.
- 09 Housing advice (to LA's own tenants).
- 10 Environmental protection and wider estate works.

These are lists of 'core' activities assumed to be required within all LAs although the level of intensity and cost of them will vary with individual circumstances. It is assumed that the majority of tasks will be undertaken regardless of the physical form or attributes of any dwelling. Each 'core' activity has been expanded into a package of tasks, listed in Appendix C.

Additional activities that apply only if the dwellings are located in an authority with substantial problems of low demand or in the most deprived districts are listed separately in Appendices E and F.

6.3 Use of the lists

The items of work listed in Appendices A and C can be used to create maintenance and management profiles across a range of dwelling types, taking into account stock condition (backlog), exposure, type of authority, low demand, deprivation and other regional factors that drive the cost of housing maintenance and management. These drivers are discussed in more detail in chapters 7 and 8.

CHAPTER 7

Cost drivers: Maintenance

Although the activities listed in Appendix A are clearly fundamental to the estimates of the need to spend on housing maintenance, they do not by any means represent the full picture. Cost is also influenced ('driven') by a range of additional factors, the main ones being:

- Frequency
- Archetypes
- Materials and attributes
- Exposure
- Crime rates
- Backlog
- Regional variations in building costs
- Technical staff costs and resources

Each of these drivers is discussed in more detail below.

7.1 Frequency

The first issue that needs to be addressed in estimating the need to spend on housing maintenance is the frequency with which each activity needs to be undertaken ie how often over a given period of time and hence how much money should be allowed per dwelling in any one year.

Planned maintenance activities are essentially time-driven. They are carried out at set, predictable intervals that can – at a basic level (ie devoid of factors such as crime and the number of works outstanding) – be determined with a reasonable degree of accuracy by reference to building industry good practice, the recommendations of component manufacturers, and authoritative sources of life-cycle data such as the *HAPM Component Life Manual* (HAPM, 1992–2001) and the Chartered Institute of Building Services Engineers' *Guide to ownership, operation and maintenance of building services* (CIBSE, 2000). The frequencies for the replacement of sub-components (A4) and for cyclical works (A5) have both been established in this way, as has the basis on which the cost of the unplanned failure of 'short life' components (A2) has been calculated (refer 9.1 below).

When considering the national stock of housing as a whole, all frequencies can ultimately be expressed in terms of the proportion of an activity that should be allowed in any one year (eg if re-painting is planned on a five-yearly basis, 20% of the cost of the work can be allowed for in any one year, it being a reasonable assumption that a fifth of the stock will be re-painted per annum).

Responsive maintenance is event-driven. Activity only occurs when ‘triggered’ by external agents that are often difficult to predict. However, it is still possible to express their *likely* occurrence in terms of a set interval of time, albeit with a lesser degree of accuracy than for planned works. To determine how much should be allowed for the responsive repair or an element or component in any one year, the likelihood (risk) of the whole of the item needing to be repaired – derived from data contained in the *Cost in use tables* drawn up by the now-defunct Property Services Agency (PSA, 1991), and BRE’s own experience in the field of building durability and failure – can be combined with the expected life of the element or component in question to provide a percentage of the *total* cost of its repair that should be allowed per annum.

For example, if the risk of all of the tiles or slates slipping from a roof is judged to be 10% over a period of 50 years, the amount that should be allowed per annum for repairs is taken as 0.2% of the total cost of replacing the roof covering in its entirety and on the same basis (ie bit-by-bit rather than as a more economical major repair). For the purposes of this project, the MRA lives have been taken as the expected lives, other than the fact that no allowance has been made for any responsive repairs that might be caused by ‘natural’ agents (eg degradation, climate, etc.) occurring within the first 10 years of the life of an element ie if the MRA life for external walls is 60 years, it has been assumed that the risk of there being any repointing needed will only occur over years 10 to 60, due to the fact that there is little chance of such work being required in the early years of the life of a component.

The issue of ‘human’ versus ‘natural’ agents is discussed in more detail in 7.5. All of the activities categorised as urgent responsive repairs (A1) and non-urgent, programmable minor repairs (A3) have been treated in this way.

Voids. A third method has been used to determine the frequency of the ‘responsive’ maintenance associated with voids (categorised under A6). It is obviously the case that, if there is no turnover of tenancies over a certain period then there is no reason to spend money on any void-related maintenance. It has therefore been considered reasonable to express the frequency of the works required to voids in terms of the total numbers of dwellings falling vacant over a year as a proportion of the total stock. So, if 50,000 properties fall vacant over a period of a year in a region where the total stock numbers 500,000 dwellings, then an allowance should be made for works to 1 in 10 properties – 10% of the costs associated with voids can be allowed per dwelling, per annum. Minor repairs to the internal fabric of voids – normally the responsibility of the tenant – are also treated in this manner (ie only the portion of their ‘responsive’ cost that reflects turnover is included).

7.2 Archetypes

Using a series of dwelling types – ‘archetypes’ – to estimate the need to spend on the maintenance of local authority housing obviates the need for stock condition surveys and other datasets that have proved in the past to be too detailed or unreliable. Estimates of the need to spend can simply be based on the LA’s annual HRA and HIP returns, the same approach that is used to determine the value of the MRA.

Thirteen archetypes have been developed for use in the context of the MRA:

- 01 Pre-1945 small terrace traditional houses
- 02 Pre-1945 semi-detached traditional houses
- 03 All other pre-1945 traditional houses
- 04 1945–64 small terrace traditional houses
- 05 1945–64 large terrace/semi-detached/detached/traditional houses
- 06 1965–74 traditional houses
- 07 Post-1974 traditional houses
- 08 All non-traditional houses
- 09 Pre-1945 low-rise (1–2 storeys) flats
- 10 Post 1945 low-rise (1–2 storeys) flats
- 11 Medium rise (3–5 storeys) flats
- 12 High rise (6 or more storeys) flats
- 13 Bungalows

These archetypes cover the basic attributes of form, size and construction which are the principal drivers of the cost of housing maintenance. Also, the 13 archetypes were chosen for the MRA due to the fact they have different levels of backlog and newly arising need, and hence require different levels of maintenance. It is therefore appropriate that the same 13 archetypes are used in the context of this project. Detailed descriptions of each archetype are set out in Appendix D.

However the use of these archetypes alone is not sufficient to determine with any degree of accuracy the need to spend on anything but the crudest of levels. Account needs to be taken of the fact that within each archetype there will be a variety of different factors that, at a regional level, will strongly influence how much should be allowed per dwelling per annum for each of the listed maintenance activities.

7.3 Materials and attributes

The cost of maintaining a dwelling is to a large extent influenced by:

- Its external wall finish – rendered, tile-hung, clad, etc. (eg painted render will incur a significant cyclic maintenance cost, whereas pointed brickwork will be almost maintenance-free).
- Whether or not it is roofed in artificial slates (such slates – which includes asbestos cement – are of limited durability and prone to premature failure).

- The presence of a masonry chimney (vulnerable to the weather and hence a common source of the need for minor repairs).
- Type of windows and external doors – timber, plastic or metal (eg timber window frames will require painting every few years as opposed to plastic window frames which should be washed-down at regular intervals).
- Whether or not the windows are double glazed (an insulated glazing unit is more expensive to replace than a single sheet of glass, as well as more prone to failure).
- The nature of its heating system (eg a ‘wet’ system will require a lot more maintenance than a ‘dry’ system such as electric storage heaters).

Data contained in the 1996 English House Condition Survey has been used to establish at a regional level the proportion of each type of finish, window, etc. and hence create a maintenance cost for each archetype within each region (the attributes in question often have strong regional and archetypical characteristics – for example, tile-hung cladding is most prevalent in the West Midlands and in houses constructed 1965–70). This information has been used to apportion the costs of all relevant activities, allowing the creation of a set of unified, regional cost profiles for each archetype (the nine governmental regions have been used). For example, if only 30% of the windows for a certain archetype within a specific region are of timber, then only 30% of the cost of cyclic repainting of windows is included within the model.

7.4 Exposure

The exposure of a dwelling to factors such as wind-driven rain or a marine environment, influences the frequency of cyclical works and the rate of deterioration of components, and thereby the cost of maintenance. Guidance on assessing the exposure of a dwelling to wind-driven rain is provided by BS8104 *Code of practice for assessing exposure of walls to wind driven rain*, the principles of which have been used to build an allowance for exposure into the estimation of the need to spend on maintenance.

The principal factors to be considered in assessing the exposure of a site are:

- Elevation (ie height above sea level).
- Annual levels and duration of wind and rain.
- The proximity of the building to the sea.
- The degree to which a building is surrounded by other buildings or obstructions (eg is it in a dense, urban environment or out in wide expanses of open country).

Exposure as a driver of the cost of maintenance has been accounted for by firstly taking all of the medium and high rise dwellings within a region as exposed (the upper parts of the blocks are, by virtue of their height, always treated as exposed, which – from a common sense point of view – determines the frequency of works at ground level), then assessing what proportion of stock within the region can be classed as exposed (assessment has been based on the exposure maps included in BS8104, combined with judgements on localised

topography and proximity to the coast). These factors are then applied to the ‘exposed’ and ‘non-exposed’ frequencies of an activity to obtain a weighted-average frequency applicable within a specific region. For example, if an activity is carried out every three years in an exposed location and five years otherwise, medium and high rise properties account for 20% of the stock, and 40% of authorities are classed as exposed, an overall frequency of just under 4 years can be applied ($(60\% \times 3) + (40\% \times 5) = 3.8$) ie just under 25% of the cost of the activity should be allowed in any one year.

Exposure has been taken into account in determining the average cost of a number of planned maintenance work – items to the outside of buildings (eg re-painting windows), which can be defined in terms of interval time.

7.5 Crime and backlog

The annual cost of responsive repairs is also strongly influenced by two further factors :

- Crime
- Backlog

Crime plays a part in those responsive repairs that are primarily the result of ‘human’ agents – graffiti, broken windows, damage to rainwater pipes, etc. (items A1–001 to A1–027 of the list of maintenance activities). Data from the British Crime Survey has enabled the derivation of a ‘crime factor’ that can be used to uplift the estimated cost of responsive repairs in deprived areas, expressed on a regional basis. This factor uses statistics on vandalism and burglary, as these types of crime are the ones that have a direct impact on responsive repairs to housing. The proportion of dwellings within areas classed as deprived is based on the 88 most deprived authorities within England as measured by the 2000 Indices of Deprivation (DETR, August 2000).

Backlog increases the risk and hence cost of those responsive repairs that are generally the result of ‘natural’ agents. A property with old building components which are in poor condition and in need of major repair is more likely to suffer slipped slates and tiles (due to corrosion of fixings and battens), to generate the need to repair of rotten windows or to suffer failures in the heating system than one which is in good order. A backlog factor that can be applied in a similar manner to the crime factor has therefore been derived from EHCS data; the cost of carrying out urgent repairs to a dwelling with one or more elements in backlog divided by the cost of similar repairs to a property with no elements in backlog. For example, if the average cost of urgent repairs was £1,000 for a property in backlog and £500 for a similar property not in backlog, then the factor for this type of property would be $1000/500 = 2.0$ (backlog factors have been derived at a national level, relative to the 13 MRA archetypes). The backlog factor applies to all activities categorised as urgent responsive (other than A1–001 to A1–027) and non-urgent programmable (A3).

7.6 Regional variations in building costs

The cost of building works are affected by geographical location, in as much as they are subject to a number of distinctly regional factors such as the demand and supply of labour and materials, the size and accessibility of an area (eg whether in a dense urban environment or a remote, difficult to reach rural situation), and any local taxation and

grants. These factors – which, in the context of housing maintenance, are essentially about the type and characteristics of an authority – are best represented by the regional indices derived from the analysis of statistical data collected and published by the Building Cost Information Service (BCIS, September 2001). These indices are also used in the allocation of the MRA and capital resources.

7.7 Technical staff costs and resources

Maintenance was defined in paragraph 3.2 as embracing both technical and administrative activities. It is therefore necessary to include for the latter in any calculation of the estimated need to spend. Given that this administrative element is essentially the complete package of professional and technical services that would be required of a typical LA maintenance department, it is considered reasonable that these ‘in house’ costs and resources are based on the terms, conditions and fee scales published by bodies such as the Royal Institute of Chartered Surveyors (RICS) or the Royal Institute of British Architects (RIBA).

The following assumptions have been made:

- Planned works will be carried out in relatively large packages (minimum contract size £20,000) and hence the administration element (eg drawing up specifications, ordering the work, controlling quality, authorising payment etc.) can be costed on a ‘percentage fee basis’ added to the building cost of each activity.
- Responsive works will require technical staff time on a ‘one off’ basis and hence need to be considered in terms of day-rates. Each responsive repair has been taken as requiring a half day of junior surveyor’s time (or equivalent) if the work is inspected, a quarter day if it is not. This time is added to the cost of the repair.
- 25% of responsive repairs will require inspection.
- Void properties will always require two inspections (ie total junior surveyor’s time of one day per void included under category A6).
- All maintenance department overheads (secretarial, IT, accommodation, etc.) are included within the stated professional fees and day rates.
- Since fees and charges are related to the cost of building works, regional variations in salaries etc. are covered by the application of the BCIS indices.

Technical staff time that is not directly associated with a particular activity (eg routine inspections and surveys) has been added-in as a series of separate activities under the cyclic category of works (activities A5–043 to A5–057) the amount and level of person time that would be required per 1000 dwellings has been estimated, and cost per house calculated on this basis). This ‘market’ approach to the cost of the administration of maintenance is seen as consistent with the pursuit of Best Value.

CHAPTER 8

Cost drivers: Management

There are three sets of drivers that determine the cost of housing management:

- (a) General drivers that apply across the whole of the housing stock and to all of the core management activities listed in Appendix C.
- (b) Specific drivers which apply only to specific activities (or groups of activities).
- (c) Low demand and deprivation.

8.1 General drivers

The key general drivers that have been identified are:

- Type of local authority
- Proportion of flats
- Region

Type of authority – district, unitary, metropolitan or London (to use the main groupings employed by the ODPM and CIPFA) – determines to a large extent how management services are best delivered (eg centrally or locally), as well as the relative demands on resources due to issues such as sparsity and density of stock. The interview authorities included at least one ‘benchmark’ example of each type (Table 1).

Table 1 Type of Local Authorities interviewed for project

Type	Local authority interviewed
Districts	Carrick
Unitary authorities	Leicester, York
Metropolitan authorities	Kirklees, Manchester
London boroughs	Hammersmith and Fulham

Proportion of flats within a local authority is also seen to be a key driver. Evidence from the Association of London Government (Frayne & Eveleigh, 2000) clearly suggests that there is a separate ‘flats factor’ which operates independently of deprivation, and which leads to higher expenditure on all aspects of management due to the following:

- More flats means higher densities and more complaints. Tenants who are actively pursuing complaints are more likely to withhold rent as a lever to try and get the authority to take action.
- Dissatisfied tenants are less likely to keep up to date with their rent.
- It is more difficult to physically make contact with tenants in flats to collect rent or discuss arrears as there are additional barriers eg entry systems. Far easier to pretend they are not in than tenants in houses. (All household/dwelling surveys including EHCS report significantly lower contact rate for tenants in flats for this reason).

The factor applies not just to the obvious candidates like estate management, but also to areas such as tenancy management and rent arrears. Analysis combining the CIPFA, ODPM and ID2000 data sets also confirms the presence of the ‘flats factor’ – if deprivation (refer 8.2 below) is controlled there is still a very high correlation (0.68) between the level of rent arrears and proportion of flats.

Regional factors are important as they reflect variations in what local authorities in different areas have to pay in order to attract and retain suitable staff. Information on average annual income for LA employees has been extracted from the New Earnings Survey 2000 (NES), using the regional data listed under ‘public administration and defence’, the best match to local authority staff. Regional data on the minimum and maximum salaries for different levels of staff was also obtained from the journal *Inside Housing*. However, there was no indication of average salaries or distribution, and the regions did not match those used by ODPM. The NES (which is carried out annually and covers a large sample of employees) was therefore felt to be more reliable.

8.2 Specific drivers

Certain drivers are more relevant to some aspects of management than others. For example, the resources needed for rent arrears recovery from tenants in serious arrears is simply the proportion of tenants in serious arrears, a factor that has little bearing on other aspects of management. It is therefore inappropriate to use a very broad indicator like ID2000 (DETR, August 2000) as a blanket driver of the need to spend on housing management (there are also methodological and statistical problems in trying to apply a non-linear measure as a multiplying factor).

Research revealed that there are essentially five specific factors that drive the cost of housing management:

- Turnover
- Lettings
- Proportion of new lettings to vulnerable households
- Proportion of tenants 13 weeks or more in arrears
- Crime

These drivers are not independent of each other so cannot be applied additively or in combination as this would result in double counting. It is therefore necessary for the model to take just one driver as applicable to each activity – the one which will have the greatest impact on resources needed to carry out that activity effectively. The drivers associated with each management activity are also listed in Appendix C. However, not all activities are associated with a key driver, since the resources required for those that might be regarded as ‘constant’ (eg rent accounting) are determined only by dwelling numbers; such activities are also identified in Appendix C. The statistical data on local authority indicators and performance that has been used as the basis of these drivers are given in Table 2.

Table 2 Key drivers used in determining need to spend on activity-by-activity basis	
Driver	Data source
Turnover	ODPM HIP data – Total lettings over the year + voids at year end as a % of total stock
Lettings	ODPM HIP data – Total lettings over the year as a % of total stock
Proportion of new lettings to vulnerable households (excluding elderly)	CIPFA performance indicator B10
Proportion of tenants 13 weeks or more in arrears	CIPFA performance indicator B8
Crime	British Crime Survey 2000 – Incidence of all types of crime comparing most and least deprived local authority tenants, regionally adjusted

8.3 Low demand and deprivation

These drivers apply only to specific groups of stock that are in areas where there is a low demand for housing or which are classed as deprived, and where extra packages of management activities are required.

LOW DEMAND

Data from local authorities on stock turnover and voids was used to generate an indicator of the severity of low demand problems within each authority. This is based on the same methodology used for assessing authorities requiring extra capital resources to deal with low demand within the General Needs Index (GNI). The methodology for estimating the need to spend on management (refer 9.2 below) has the flexibility to include the additional package of activities (Appendix E) for just those authorities identified as being in severe low demand, or to include them for authorities with significant but lesser problems.

DEPRIVATION

ID2000 generates a measure of whether the authority is one of the most 88 deprived authorities within England. This indicator was used to identify groups of stock requiring additional intensive management resources to deal with the problems of social deprivation in a proactive rather than reactive manner. As with low demand, the package of activities (Appendix F) can be allocated to all dwellings within the 88 authorities, to only a proportion or to other authorities with lesser problems.

CHAPTER 9

Estimation of need to spend

The estimate of the need to spend on maintenance and management of the Local Authority housing stock in England for 2001/02 was five and a half billion pounds (with a 10–15% margin of error).

Set out in this section are the methodologies that have been developed to calculate this estimate. They are based on the lists of activities and cost drivers described in sections 6, 7 and 8 above, the aim being to reflect on a consistent basis the needs of an authority to spend in accordance with the tenets of the New Financial Framework.

9.1 Methodology for maintenance

Each item in the lists of activities set out in Appendix A has been assigned three pricing rates, reflecting the market cost of carrying out works to:

- Houses and Low Rise Flats
- Medium Rise Flats
- High Rise Flats

The rates have been derived from a series of social housing refurbishment and maintenance contracts in the Leeds + West Yorkshire region (average size 500 units), normalised to reflect the national average for the package of work included within each activity. Allowance has been made for whether the works are to be carried out on a responsive or a planned basis – the former are generally assumed to include call out charges, out of hours working, etc. No contingency is included within the base costs, and hence an accuracy of 10–15% (typical contingency used in cost plans for building work) should be assumed. All costs are exclusive of any VAT.

Quantities have, where applicable, been assigned to each archetype, enabling the calculation of a set of base costs for each activity (ie the cost of each activity per archetype). An allowance of £109 per responsive activity and a flat fee of 14% for each planned activity is included to cover the cost of technical staff resources, with additional administrative activities priced on the basis of staff levels and day rates.

The base cost for each activity and archetype is then annualised, using the information on frequency and exposure described in 7.1 and 7.4 above. Adjustments are then applied to create a matrix of costs for each region, taking into account:

- Materials and attributes.
- Crime and backlog.
- Regional variations in cost.

Adjustment factors in respect of materials and attributes and crime and backlog applied selectively (eg factors concerning windows are only applied to window-related activities; crime & backlog factors only to some responsive works). Variations in cost are applied universally.

Translating the base costs to an annual figure is rather more complex for the unplanned failure of 'short life' components (category A2). Firstly, the net present value of the cost of replacing each component over a 30 year period has been calculated relative to five-yearly age bands derived from the EHCS, and using both the economic and useful lives (ie two costs are produced). The NPV obtained using the economic life is then *deducted* from the NPV using the useful life, and the *residual* amount annuitised to provide an equivalent annual cost that represents the amount that should be allowed per component per dwelling per annum to cover the possibility of unplanned, responsive replacement at a national level (the results are then 'regionalised' as described above).

Adding together the adjusted costs for each activity on an archetypical basis provides the total estimated cost that should be allowed per annum for the maintenance of each dwelling archetype at a regional level. The total estimated need to spend at a national level can be calculated using the stock information provided by LAs in their annual business plan returns to ODPM, which means that the effects of factors such as demolition or stock transfer (ie changes in numbers of units) are automatically taken into account on a year-by-year basis.

9.2 Methodology for management

The methodology for estimating the need to spend on management is a three-stage process which involves:

- Estimating the level of resources per property required by the Beacon councils (as already been discussed, Beacons are deemed to be representative of good practice across the board and hence are the 'benchmark' to which others should aspire).
- Using the information on the needs of Beacon councils to create generalised profiles for each type of authority (ie for district, unitary, etc).
- Allocating the stock numbers obtained from LA business plans statistics by type of authority to obtain the final figure.

BEACON COUNCIL RESOURCES

The basis for assessing the level of resources per property required by Beacon councils was the information on the number of staff working on different aspects of management obtained from the interviews with the councils themselves and good practice RSL's. Where staff worked generically covering two or more areas, estimates of the proportion of time devoted to each different activity were requested.

An assessment was then made whether staff resources for key activities appeared to be sufficient when considered in the context of the following criteria:

- Whether key tasks can be carried out at the frequency regarded as good practice.
- Interview data as to whether each authority felt it had enough resources to effectively cover different aspects of the management service.
- Whether each authority is achieving specified performance indicators.
- From experience, whether staff resources appear to be sufficient given the known characteristics of the authority (eg turnover rates, level of rent arrears, etc.) and the nature of the tasks involved.

Resources were increased in areas where they did not appear to be sufficient. This was based on the researchers personal experience of working within LAs and RSLs actually carrying out some of these tasks. This personal experience together with CIH good practice guides informed the work of the time it would take to carry out a specific task. This was then related to the statistics for example on voids or the numbers of tenants falling into arrears.

For example: Job RA6 Rent arrears – follow-up personal visit to negotiate agreement about the rent arrears (where a letter failed to secure a satisfactory response).

The management officer will need to refer to the file and prepare for the meeting drawing up suggested payment scheme to put to the tenants. This may involve liaison with other departments or bodies if the tenant has multiple debts or other problems. The officer will then need to arrange a visit – this may not always involve a simple phone call if the tenant is not on the phone or not answering the phone. The officer may need to ask the caretaker to make contact or try and make contact in person. It will then be necessary to carry out the interview and write up the action agreed copied to file and to the tenant and other relevant bodies.

Normally this job would take a person about 3 hours. However, an allowance needs to be made for tenants who are particularly difficult to contact or where appointments are broken. This should not be under estimated. Some tenants in serious arrears can prove extremely evasive and uncooperative. If the tenant has a history of violence, an additional person may need to be present at the interview. If the typical case takes 3 hours, the very problematic case will take 7 hours, and this work assumes that the very problematic cases comprise about 10% of those in serious arrears. On this basis the work has estimated 3.4 hours per case.

For a local authority with 1,000 tenants in serious arrears, this amounts to 3,400 hours work a year. Assuming a 35 hour working week, this is 97 weeks or 2 full time equivalent staff (allowing for holidays, sick leave etc). The resources required for this particular aspect of rent arrears for that LA would be two full time staff.

CREATION OF GENERALISED PROFILES

The information on Beacon councils was then used to create generalised profiles for each of the four types of authority identified in 8.1 as a general driver. This involved:

1. Examining the key data for specific drivers on the authorities within each type (refer table 2 for sources of data):
 - Turnover.
 - Lettings.
 - Proportion of new lettings to vulnerable households.
 - Proportion of tenants 13 weeks or more in arrears.
 - Crime.
2. Adjusting the individual elements of management resources that are known to be driven by the key data referred to above (eg the staff resources needed for most aspects of void control is mainly determined by the level of turnover of the stock). For instance, if Carrick's turnover rate is 10% higher than the average for districts, then those aspects of void control that are directly driven by turnover rates are reduced by dividing the resources by 1.1.

For all aspects, the proportion of flats (refer 8.1) – as obtained from ODPM stock data – has been used as an additional adjustment factor.
3. Adding-in resources and associated costs to carry out specific tasks related to low demand or higher levels of social deprivation (Appendices E and F). Initiatives relevant to maintenance and management to deal with low demand focus on marketing initiatives, incentives and greater input into long term strategies. For social deprivation, tasks primarily cover 'preventative' management and instigating community initiatives in line with the recommendations of the government's Policy Action Team (PAT5 report – DTLR, August 1999). Note that the additional costs associated with doing more 'core' management as a result of higher crime or a higher proportion of new tenancies to vulnerable households have already been factored-in.
4. Multiplying resources by unit staff costs to account for all direct staff costs. Direct staff costs include salary, employer's NI contributions, employer's pension contributions, essential car allowances and private health care schemes. The direct staff costs used were taken from the Housemark database, though average staff costs for different activities varied because of the mixes of grade employed on different types of work (eg the average costs for rent arrears recovery were higher than for rent accountancy and collection).
5. Adding-on overheads using average percentage overhead figures from Housemark (information from the interviews lacked consistency or, in some cases, was simply not available).
6. Regionally adjusting costs to take account of differences in wage rates.

ALLOCATING STOCK NUMBERS

ODPM data on LA stock numbers by type of authority can then be used to estimate need to spend on housing management, always noting that a large proportion of what might hitherto be referred to as 'management' is now included in the costs for maintenance.

9.3 Total estimated need to spend

Combining the total estimated need to spend on maintenance and the total estimated need to spend on management provides the estimated need to spend on maintenance and management at a national level.

CHAPTER 10

Other factors that might influence the need to spend

This section of the report discusses a number of factors that have, over the course of the research for this project, been identified as having the potential to influence the cost of maintenance and management above and beyond the drivers identified in chapters 7 and 8. The following subjects are discussed:

- The relationship between maintenance and management.
- Improvements and innovations in procurement practice.
- Overheads and accounting procedures.

No costs associated with any of these factors are included within the methodologies put forward in 9.1 and 9.2 above, partly due to the fact that the practices referred to are not yet widespread within the local authority housing sector and partly due to the unavailability of hard, reliable data. The points discussed should, at this stage, be considered as speculative rather than definitive.

10.1 The relationship between maintenance and management

Although this study has been progressed on the basis of there being a clear distinction between housing maintenance and housing management (chapter 3), it would clearly be wrong to ever assume that the two are entirely unconnected.

In broad terms, good management will always have a beneficial impact on the maintenance service and vice versa, even in respect of services that appear to be entirely unrelated. For example, a poor quality repair service could result in increased levels of dissatisfaction amongst tenants, less inclination to care for their estate and an increased tendency to withhold rent. All of which means more work for the housing managers as they are forced to deal with more complaints, increased levels of anti-social behaviour (eg vandalism and rubbish-dumping), and higher levels of rent arrears. It is therefore important that standards of maintenance and management are sustained across the board, and not just in respect of certain services and estates.

However, the research for this project has identified two key areas where the relationship is critical, and where any failing in either the maintenance or the management service can have disproportionate impact on the cost of the other:

- Void control and turnover.
- Responsive repairs.

VOID CONTROL AND TURNOVER

The last few years have seen a considerable amount of research directed towards the management of voids and turnover in the social housing sector, especially as regards meeting housing need, the financial aspects of lost rent, the problems that voids can create in terms of estate management and customer service (eg McCarroll, 1994; Pawson et al, 1997). Some attention has also been paid to the issue of housing maintenance, in as much as it relates to the need to secure properties against unauthorised entry, vandalism, etc. and of the importance of carrying out inspections and ensuring that properties are put in a lettable condition. However, little mention seems to have been made of the fact that works in respect of voids turnover represents a disproportionately large proportion of the need to spend on housing maintenance and hence the importance of 'turnover' as a driver of cost (refer 7.1).

BRE's work in creating the cost matrices for this project indicates that, at a national level, works in respect of voids accounts some 17% of the total cost of housing maintenance. The reason for this is that all works to voids are unavoidably carried out on a 'one off', responsive basis – the cost of inspections, testing, security and clearing rubbish equates to around a £1,000 per void, more in areas where additional security might be required (eg removal of sanitary fittings). If one considers the fact that almost 15% of the national LA housing stock fell vacant during 2001, it becomes clear why a significant sum per year per dwelling is needed to cover the cost of carrying out maintenance works in respect of voids.

Void control is therefore an area where there is considerable scope for housing management to influence the cost of housing maintenance, in so much as turnover can be 'managed' within the context of the social and economic drivers operating within a specific locality (ie a reduction in turnover will decrease the need to spend on maintenance). It should also be noted that poor void management can also lead to *increased* maintenance costs, and even to major capital expenditure, as unsecured properties will be at significantly higher risk from squatting, vandalism and arson.

RESPONSIVE REPAIRS

Throughout this report the distinction has been drawn between urgent responsive repairs and non-urgent minor repairs which, although 'responsive' can be programmed for inclusion within planned packages of work (refer 4.2 and 6.1 above). This is to ensure that, in modelling the need to spend on housing maintenance, responsive repairs are kept to a minimum (refer 4.1 above), since carrying out works on a truly responsive basis is always disproportionately expensive due to the need for call-out charges, unsociable working and the high level of administrative time involved (even the assumption that only 25% of responsive repairs will be inspected by professional staff means that each incidence of repair incurs an administrative charge of just under £110). It is imperative that the responsive repairs service is not over-used as a result of the unyielding demands of tenants and – to a lesser extent – the elected members by whom they are represented.

Housing managers have an important role to play in keeping down the cost of responsive maintenance, since it is they that have the power to influence the aspirations of their tenants. The maintenance service and what can be expected of it should be explained to all new tenants, and it should always be made clear what is required from tenants and where their responsibilities lie in terms of looking after their own dwellings. Tenants' handbooks (which should include guidance on 'DIY'), newsletters and meetings all have a part to play in ensuring that unreasonable demands on the maintenance service are minimised and, if they do occur, firmly resisted.

It is perhaps worth noting that a failure to manage tenants' aspirations can also have financial consequences that go way beyond the costs of repairs themselves:

- From the interviews with LAs and liaison with BRE's Housing Group, it has become apparent that some authorities are spending large amounts of money, all paid out of the housing revenue account, to deal with legal claims from tenants regarding the state of their property.
- The authorities had been the victims of a fairly ruthless campaigns of leafleting by law firms trying to drum up business. For one authority, the total cost of all these claims worked out at a staggering £116 per dwelling per year, although the scale of this problem and expenditure required to deal with it will probably vary considerably by authority.

While the seriousness of this problem should not be underestimated, its associated costs should reduce substantially in the medium to long term due to:

- (a) Increased capital investment to tackle the maintenance backlog which is at the root of many complaints.
- (b) ODPM guidance on tackling the problem which is to be included in the forthcoming Housing Disrepair Good Practice Guidance (in the process of drafting).
- (c) The new Civil Procedure Rules that came into force in April 1999 (the 'Woolfe' reforms), which are now beginning to have a marked effect in heading-off spurious and disproportionate litigation.

However, controlling the cost of claims of this type will still require housing management staff to be trained to handle them promptly and correctly.

THE VALUE OF CARETAKERS

Recent research – including that originating from the PAT5 report – has begun to show that the job of 'turning around' and improving issues relating to void control, turnover and responsive repairs can be made considerably easier by utilising 'On-the-Spot' housing management techniques (Cole et al, 2001), foremost amongst which is the 'caretaking-plus' model (Joseph Rowntree Trust, 1997).

The principal of caretaking-plus or 'super-caretaking' is to expand the role of the traditional caretaker to encompass a range of maintenance and management activities including certain type of repairs inspection, dealing with complaints and tenancy matters, carrying out minor repairs and general community liaison. On the pilot schemes studies by the Trust, this multi-skilled approach was found to have:

- Cut the cost of [responsive] repairs by up to 50%, as compared with putting the work out to a contractor.
- Nipped maintenance and management problems in the bud.
- Cut relet times from 6 to 3.9 weeks.
- Reduced the costs of maintaining and securing voids.

It is also clear that passing-on to a caretaker some of the responsibilities for inspections and other administrative work that would normally be carried out by professional staff has a considerable potential to further reduce costs.

The benefits to be gained from a super-caretaking service were also identified in the PAT5 reports, one of the most striking examples being the detailed example of the Broadwater Farm estate in north London. Super-caretaking resulted in:

- A clean, graffiti free environment.
- No visible vandalism.
- Clean lifts, corridors, stairs, entrance.
- Personal contact with tenants.
- Close collaboration with repairs staff.
- Enhanced security and supervision.

All of these factors would contribute to a reduction in the need to spend on housing maintenance. Introducing a concierge service to cover half the estate meant:

- A saving of £100 per unit in reduced repair costs.
- The elimination of vandal damage.
- Much improved block condition.
- Friendly, positive contact with residents

Super-caretaking and other 'alternative' models of maintenance and management clearly offer the potential for considerable savings across the board, though further research into the real costs of these services is required before the market-based 'rates and quantities' approach to the modelling of maintenance costs can be refined or replaced, and the scope of management activities adjusted to match.

10.2 Improvements and innovations in procurement practice

The potential benefits of integrating caretaking into the repairs service has also been noted by the Refurbishment, Repairs and Maintenance Working Group of the Housing Forum, the body set up to promote the activities of the Construction Best Practice Programme within the housing sector in the wake of Sir John Egan's report *Rethinking Construction* (Egan, 1998). Their report *20 Good Ideas For Rethinking Refurbishment, Repairs and Maintenance* (Housing Forum, 2001) begins by suggesting that up to 30% of the expenditure on this type of work could be saved by adopting the principles of Rethinking Construction, and goes on to present a list of ideas as to how this might be achieved in practice. The most pertinent points arising from this research are:

1. Repairs contracts are ideal for partnering.

Partnering – and approach to work that involves ‘two or more organisations working together to improve performance through mutually agreed objectives, devising a way for resolving any disputes and committed to continuous improvement and sharing’ (Hill, 2000) – is seen amongst other things as having the ability to streamline repetitive maintenance tasks, and to create opportunities for long term investments in projects.

2. Take a more open approach.

Open book accounting is discussed in more detail below.

3. Why not make building refurbishment contracts include long term maintenance?

This would only apply to projects that begin with a large injection of capital and which have long-term contractual obligations. PFI contracts are a good example. Advantages could include predictability and, by looking at the ‘whole life cost’ of the works, a long term reduction in costs.

4. Maximise the use of the skills of the contractor.

Early involvement of contractors (and sub-contractors) can help eliminate problems and improve efficiency.

5. Can caretaking be integrated into the repair service?

As discussed above.

6. Why not tell the residents more about the buildings they live in?

Essentially bound-up with the issue of managing tenant aspirations and expectations. Can also help in ensuring that tenants accurately report defects and that DIY tasks do not result in damage and hence more repairs.

7. Involve construction materials and equipment suppliers in projects.

Builders merchants and product suppliers can provide help on products, packaging and delivery, all of which can help save time and money.

These points complement and overlap with research carried out into the effects of innovations in procurement on social housing in Scotland (Garrand, 2001), though it is worth pointing out that this research revealed that partnering did not generally lead to

reductions in costs per se, although it did achieve better value for money. It is therefore considered unlikely that changes in procurement practice will simply reduce costs; it is more likely that they will enable improvements in the quality of the repairs services *without increasing* costs. BRE's research also indicated that the success of any partnering arrangement was highly dependent on the size of the business entities involved (medium sized, locally based contractors with a directly employed labour force seemed better disposed and more responsive to partnering than large, national firms), and – above all – the commitment and skills of individuals. Partnering is not a quick-fix or an easy option, and 'instant' results should not be expected from any such arrangement.

The question of 'open book' accounting – a practice whereby both parties openly share their accounts – is worth considering in the context of this project, given the somewhat surprising differentials in the rates that were provided by the quantity surveyors in respect of the same activity being carried out to a house or low rise flats, medium rise flats and high rise flats. For example, the base cost of inspecting fire-fighting equipment (ie extinguishers) is priced – per extinguisher – at £89.89 for a low rise flat, £112.36 for a medium rise flat and £179.77 for a high rise flat, which seems peculiar considering that the activity is for all intents and purposes identical regardless of type of block.

However, further investigation revealed that the 'market prices' for works to LA housing always assume that high rise flats are problematic places in which to work and hence are considerably 'marked up' by contractors. Such perceptions are as likely to be wrong as they are right, which is where the potential value of open-book accounting comes into play. If the pricing of a contractor can be openly discussed at the outset, the true cost of the work could be established and excessive levels of mark-up identified prior to negotiating their removal, especially if the contractor is being offered the benefits of a long-term and stable business relationship.

Finally, it is important that these comments on procurement are seen in the wider context of the state of procurement and commissioning skills as studied by a joint DTLR and Local Government Association taskforce (DTLR, October 2001).

10.3 Overheads and accounting practices

The cost of overheads will always vary between authorities, an inevitable consequence of differences in the way activities are organised and managed. However, some analysis of the Housemark database did reveal this variation to be wider than expected.

For example, comparing the ratio of total costs to direct staff costs (including employers' National Insurance and pension contributions, car allowances, etc.) for rent arrears gives an idea of the proportion of overheads charged to this activity by different authorities (table 3 – note that the mean and median values are very similar, indicating a fairly normal distribution of ratios). The average ratio and the variation in ratios is very similar for all other activities within the Housemark database.

Although the nature of the variation in overheads between authorities has not been researched in depth, it would appear that the extent of the variation is partly explained by a lack of consistency in accounting practices; what one authority classes as an overhead may well be considered a direct cost by another.

CHAPTER 11

Summary and conclusions

Following an introduction and a statement of the BRE's research methodology, the report began by drawing the boundary between maintenance and management for the purposes of this work, the precursor to a more detailed investigation of what is meant by housing maintenance and housing management. Out of this has come a series of definitions and categorisations that have enabled the development of series of lists of services ('activities') that define in detail the nature and scope of housing maintenance and management within the context of the *Local Government and Housing Act 1989*.

The drivers of the cost of local authority housing maintenance and management were then set down and discussed, following on from which was described in outline the methodologies for estimating (modelling) the need to spend at a national level. A number of factors that might further influence the need to spend were considered, before the presentation of some notes on the principal differences between local authorities and registered social landlords, and the implications of such for any future attempt to model expenditure outside of a local authority context.

It is concluded that:

8. Housing maintenance can be usefully categorised under six headings²:
 - Urgent responsive repairs
 - The unplanned failure of short life components
 - Non-urgent minor repairs
 - The planned; periodic renewal of sub-components
 - Planned cyclical works, and
 - Maintenance works in respect of the management of voids
9. Housing management can be likewise categorised under the headings of:
 - Void control
 - Rent setting and accounting
 - Rent collection

² All administrative tasks that are directly associated with local authority housing maintenance should be categorised as maintenance, not management for the purposes of this work.

- Rent arrears recovery
 - Estate management
 - Tenancy, allocations and waiting list management
 - Tenant participations
 - Stock investment decisions
 - Housing advice (to LA's own tenants), and
 - Environmental protection and wider estate works
10. The principal drivers of the cost of housing maintenance are the frequency with which activities are undertaken, building form (as represented by archetypes), materials and attributes, exposure, backlog, crime rates, regional variations in building costs, and technical staff costs and resources.
 11. The cost of housing management is driven by factors that are generally applicable to a core of activities common to all authorities and neighbourhoods, as well as factors that relate only to areas that are deprived or where the demand for housing is low. Another class of drivers relates only to specific tasks or groups of activities.
 12. The key drivers of the cost of housing management are geographical region, the type of local authority (ie district, unitary, metropolitan or London), and the proportion of stock which is made up of flats.
 13. Factors that relate to deprivation and low demand are best represented by 'add-on' packages of management tasks.
 14. The specific drivers of the cost of housing management are turnover, lettings, the proportion of new lettings to vulnerable households, the proportion of tenants in arrears, and crime.
 15. Reliable data is available for all drivers which, when combined with the allocation of costs to the lists of activities, can be used to model the need to spend on housing maintenance and management.
 16. The quality of the housing management service can have a direct bearing on the cost of maintenance, especially as regards those costs associated with voids, turnover and responsive repairs.
 17. There is a growing body of evidence that suggests that the use of caretakers can play a significant part in controlling the cost of maintenance and management.
 18. Improvements and innovations in procurement practice have the potential to lead to reductions in cost and better value.

APPENDIX A

Items of work defined as maintenance

A1 Urgent responsive repairs

WALLS

- A1-001 Clean graffiti
Chemical cleaning or poultice. No abrasives to be used.
- A1-002 Re-bed loose or displaced tiled or brick cills
Bedded in 1:3 mortar.

RAINWATER DISPOSAL

- A1-003 Renew damaged lengths of rainwater downpipe
UPVC tested to BS 4576: Part; cast and ductile iron to BS 460; polyester powder coated aluminium to BS 2997.

WINDOWS & DOORS

- A1-004 Replace cracked or damaged glass (single glazing)
4mm float glass set in linseed oil putty.
- A1-005 Replace cracked or broken insulated glazing unit
Double-seal unit to BS 5713.
- A1-006 Replace damaged external timber door
Softwood framed doors – selected redwood double vacuum impregnated with an organic solvent preservative to BWPA schedule V1 or V2 or selected hemlock/whitewood (American door stock) to V3 after machining. Joints morticed, held with plated/non-ferrous mechanical connection aids. Joints fully coated with MR quality adhesive or Type D3 adhesive to BS EN 204 so as to seal end grain. All horizontal exposed surfaces weathered. Plywood panels to BS EN 315, WBP bonded, set in mastic.
Hardwood framed doors – permeable hardwood (eg Opepe, English Elm) double vacuum impregnated with organic solvent preservative to BWPA schedule V1 or V2 or non-permeable species (eg Luan, Mahogany, Meranti, European Oak), after machining. Joints morticed, held with plated/non-ferrous mechanical connection aids. Joints fully coated in type D4 adhesive to BS EN 204, so as to seal end grain. All horizontal exposed surfaces weathered. Timber quality to at least 'Class J30' to BS EN 942. Plywood panels to BS EN 315, WBP bonded, set in mastic.
- A1-007 Replace damaged external PVCu door
Plastic to BS 7413 or BS 7414. Construction to BS 7412 where relevant, BPF Trade standard or BBA approval.

- A1-008 Replace damaged external metal door
24 gauge hot dipped galvanised steel facing crimped and glued around timber stiles and rails, bonded to solid polyurethane core. Steel facing factory primed for painting on site; aluminium door with alloys to BS 1474 of at least 1.4mm thickness. Finished by either anodising to BS 3987 or liquid organic coating to BS 4842 or powder coating to BS 6496. Strength in accordance with BS DD 171: 1987. Compatible hardware and fixings.
- A1-009 Hot-air repair distorted PVCu profiles
Following forced entry – not if plastic is actually cracked or broken.
- A1-010 Replace locks
Assume 5 lever locks.

INTERNAL WORKS

- A1-011 Re-hang internal door
- A1-012 Replace damaged internal door
Flush softwood frame and battens of 50% or more panel face area, plywood face 38mm thick; 38mm thick panelled door with jambs and rails of Class J40 quality timber defined by BS EN 942. Joints dowelled or morticed and tenoned and assembled in accordance with BS 1186: Part 2. Adhesive MR to BS 1204 or type D3 adhesive to BS EN 204.
- A1-013 Refix loose or detached handrail to stairs
- A1-014 Replace damaged or missing handrail to stairs

ELECTRICAL SYSTEM

- A1-015 Replace vandalised or other wise damaged luminaires (internal)
Typically 6ft twin tube fitting. OR Pendant fittings/tungsten batten lamps (domestic) c/w tungsten lamp.
- A1-016 Replace vandalised or otherwise damaged luminaires (external)
Typically compact fluorescent fittings to IP 65 (waterproof) c/w 2D compact fluorescent lamps.
- A1-017 Replace vandalised or other wise damaged lighting controls

LIFTS

- A1-018 Replace controls following vandalism or other failure
- A1-019 Repair lifts following vandalism or other damage

SECURITY SYSTEMS

- A1-020 Repair door entry system following vandalism or other damage

FIRE PROTECTION

- A1-021 Replace break-glass point following improper usage or other damage
- A1-022 Replace smoke or heat detectors following vandalism or other damage
- A1-023 Replace fire alarm sounders following vandalism or other damage
- A1-024 Repair or otherwise service fire hose reels following improper use
- A1-025 Repair vandalised or otherwise damaged fire hydrants
- A1-026 Replace fire extinguishers following theft or improper use

Replace fire extinguishers following theft or improper use (water 9l, CO2 Extinguisher 5Kg, or dry powder 4Kg Access).

- A1-027 Repair damaged fencing
*Softwood posts set in concrete; permeable softwoods (eg Scots Pine [Redwood]) pressure impregnated with CCA to BWPA schedule P2 or with creosote to Schedule T4. Non permeable softwoods (eg Douglas Fir, Hemlock, Spruce) pressure impregnated with CCA to BWPA Schedule P4 or with creosote to Schedule T5.
 Chain link + hollow steel galvanised posts and woven plastic covered mesh to BS 1722: Parts 1 & 2.*

WALLS

- A1-029 Replace or refix slipped tiles to tile-hung walls
Double-lapped clay plain tiles.

ROOFS

- A1-030 Replace or refix slipped tiles or slates
Fix with tingles or nails.
- A1-031 Repoint ridges, hips and verges
Bed in 1:3 mortar.
- A1-032 Lift and re-bed loose or displaced ridges and hips
Bed in 1:3 mortar with hip irons.
- A1-033 Patch-repair asphalt or built-up felt covering (ASPHALT)
Felt to BS 747 Part 3 or 5. Asphalt to BS 6925 detailing to BS8218.
- A1-034 Re-secure loose or slipped flashings
Code 4 lead.

RAINWATER DISPOSAL

- A1-035 Re-secure or fit leaf-guards to rainwater outlets
- A1-036 Re-secure loose fixings to downpipes
- A1-037 Re-secure loose fixings to gutters
- A1-038 Renew damaged sections of rainwater gutter
PVCu tested to BS 4576: Part; cast and ductile iron to BS 460; polyester powder coated aluminium to BS 2997.

BATHROOMS

- A1-039 Rectify cause of dripping or leaking overflows
- A1-040 Replace valve to WC cistern
- A1-041 Replace cracked or broken wc pan + cistern
Cisterns to BS 1125. Pans: vitreous china to BS 5503 Part 2 stainless steel, enamelled fireclay, vitreous china to BS 5503: Part 2.
- A1-042 Replace cracked or broken washbasin
Plastic to BS 7015; vitreous china to BS 5503; enamelled fireclay to BS 1188; stainless steel to BS 1329; enamelled steel to BS 1344.

- A1-043 Replace cracked or broken bath
Cast iron to BS 1189; plastic material tested to BS 7015 and constructed to BS 4305 Part 1; pressed steel to BS1390 and enamel tested to BS 1344; stainless steel minimum 2mm thick.

MAINS SERVICES

- A1-044 Repair fractured water main
Assumed 50mm service pipe.
- A1-045 Rectify leaks in pressurised water supply system
- A1-046 Rectify electrical faults to water supply booster pumps
- A1-047 Replace diaphragm to closed expansion vessel
- A1-048 Replace faulty ball valve to F&E tank
Size: Domestic 15mm, Other 28mm.
- A1-049 Replaced failed gauge to boosted water supply

PLUMBING – H&C WATER SUPPLY

- A1-050 Repair leaks to large volume storage calorifier
- A1-051 Replace cracked coil to large volume storage calorifier
- A1-052 Replace failed pump to plate heat exchanger
Typically with canned rotor circulator c/w 1.5 inch connections.
- A1-053 Repair leaking plate heat exchanger
Replace individual failed plate.
- A1-054 Replace failed immersion heater
Typically 1.5 or 3kW.
- A1-055 Replace failed or faulty cylinder thermostat
- A1-056 Repair leaks in centralised storage tanks
- A1-057 Replace leaking cold water storage tank
- A1-058 Replace ball valve to storage tank
Size: Domestic 15mm, Other 28mm.
- A1-059 Replace leaking or failed valves generally
- A1-060 Repair leaking or damaged pipework
- A1-061 Repair leaking taps

PLUMBING – WASTE DISPOSAL

- A1-062 Clear blockages
- A1-063 Clear out blocked traps
- A1-064 Replace traps

HEATING + HW SUPPLY – ENERGY SOURCE

- A1-065 Trace and rectify gas leak
Also purge and test system.

- A1-066 Trace and rectify oil leak
- A1-067 Rectify faulty ignition
eg replace thermocouple.
- A1-068 Replace faulty burner
- A1-069 Replace faulty burner controls
- A1-070 Replace failed boiler section
- A1-071 Rectify loss of system pressure (ie water leak)
- A1-072 Replace integral circulating pump
- A1-073 Rectify spillage of flue gasses (combustion failure)
- A1-074 Rectify failure of flue dilution fan
Check for mechanical or electrical failure.
- A1-075 Replace faulty thermostat
- A1-076 Replace faulty thermocouple
- A1-077 Replace failed controller
Electro-mechanical or digital.
- A1-078 Replace faulty control panel
- A1-079 Rectify electrical faults to boiler or controls generally
- A1-080 Rectify failure of electric storage heater or fan convector

HEATING – DISTRIBUTION

- A1-081 Bleed radiators and heating system to remove airlocks
- A1-082 Replace leaking steel panel radiator

ELECTRICAL SYSTEMS

- A1-083 Replace control gear to luminaires (following starter failure)

SECURITY SYSTEMS

- A1-084 Rectify electrical fault to CCTV
- A1-085 Rectify electrical faults in door entry systems

FIRE PROTECTION

- A1-086 Rectify electrical faults in control panel

COMMUNICATIONS

- A1-087 Test communal TV aerial system following failure

DRAINS

- A1-088 Clear blocked drains
Assume built-up washing powder etc. to be cleared by jetting.

- A1-089 Renew cracked inspection chamber covers
Cast and ductile iron kitemarked to BS 497; hot dip galvanised steel to comply to performance of BS 497; precast concrete to BS 5911: Part 2.

GENERALLY

- A1-090 Control fungal decay or insect attack
Expose timbers and encourage drying + preservative paste to timber adjacent infected area.

A2 Unplanned failure of 'short life' components

ROOFS

- A2-001 Replace fibre (asbestos)-cement slates
To BS EN 492 or BBA Certified or other 3rd party assurance (in which case permeability, frost resistance and density acceptable when tested to BS 4624).

RAINWATER DISPOSAL

- A2-002 Replace exposed PVCu downpipes.
BBA Certified or other 3rd party assurance or tested to BS 4576 Part 1 (straight pipe only).
- A2-003 Replace exposed PVCu gutters.
BBA Certified or other 3rd party assurance or tested to BS 4576 Part 1.

WINDOWS & DOORS

- A2-004 Replace timber windows
*Hardwood – permeable hardwood (eg Opepe, English Elm) double vacuum impregnated with organic solvent preservative to BWPA schedule V1 or V2 or non-permeable species (eg Luan, Mahogany, Meranti, European Oak), after machining. Joints combed or latticed, held with plated/non-ferrous mechanical connection aids. Joints fully coated in MR adhesive or type D3 adhesive to BS EN 204 so as to seal end grain.
Softwood – redwood double vacuum impregnated with an organic solvent preservative to BWPA schedule V1 or V2 or selected hemlock/whitewood to V3 after machining. Joints combed or morticed, held with plated/non-ferrous mechanical connection aids. Joints fully coated in MR quality adhesive or type D3 adhesive to BS EN 204 so as to seal end grain.*
- A2-005 Replace timber external doors
*Flush doors – laminated timber core with external quality plywood facing, 44mm thick or greater. Facings/lippings bonded with type D4 adhesive to BS EN 204.
Softwood framed doors – selected redwood double vacuum impregnated with an organic solvent preservative to BWPA schedule V1 or V2 or selected hemlock/whitewood (American door stock) to V3 after machining. Joints morticed, held with plated/non-ferrous mechanical connection aids. Joints fully coated with MR quality adhesive or Type D3 adhesive to BS EN 204 so as to seal end grain. All horizontal exposed surfaces weathered. Plywood panels to BS EN 315, WBP bonded, set in mastic.*

Hardwood framed doors – permeable hardwood (eg Opepe, English Elm) double vacuum impregnated with organic solvent preservative to BWPA schedule V1 or V2 or non-permeable species (eg Luan, Mahogany, Meranti, European Oak), after machining. Joints morticed, held with plated/non-ferrous mechanical connection aids. Joints fully coated in type D4 adhesive to BS EN 204, so as to seal end grain. All horizontal exposed surfaces weathered. Timber quality to at least 'Class J30' to BS EN 942. Plywood panels to BS EN 315, WBP bonded, set in mastic.

- A2-006 Replace timber external frame
Softwood – redwood double vacuum impregnated with an organic solvent preservative to BWPA schedule V1 or V2 or selected hemlock/whitewood to V3 after machining. Joints combed or morticed, held with plated/non-ferrous mechanical connection aids. Joints fully coated in type D4 adhesive to BS EN 204 so as to seal end grain.
Hardwood – non-permeable hardwoods or mixed species with organic solvent to BWPA schedule V1 or V2. All jointed combed or mortice and tenoned. All joints coated in at least MR quality adhesive or type D3 adhesive to BS EN 204. Factory primed or base coat sealed.
- A2-007 Replace PVCu window
Plastic to BS 7413 or BS 7414. Construction to BS 7412 where relevant, BPF Trade standard or BBA approval.
- A2-008 Replace PVCu external door + frame
Plastic to BS 7413 or BS 7414. Construction to BS 7412 where relevant, BPF Trade standard or BBA approval.
- A2-009 Replace metal window with timber window
Specification as A2-005.
- A2-010 Replace metal external door + frame (with timber)
Specification as A2-006.

KITCHENS

- A2-011 Replace kitchen
Fully repairable kitchen units tested to BS 6222: Part 2 strength designation H. Plastic or metal adjustable feet, sufficient to ensure isolation of carcass and floor surface. All elements individually replaceable without disassembly of the units or damage to retained elements. Minimum 10 year availability of spare components guaranteed by the manufacturer.

MAINS SERVICES

- A2-012 Replace water main
Sizes: House 20mm, LRF 32mm, MRF 50mm, HRF 90mm.
- A2-013 Replace gas main
Sizes: House 20mm, LRF 32mm, MRF 63mm, HRF 90mm.
- A2-014 Replace electricity main
Multi-core armoured cable.

PLUMBING – H&C WATER SUPPLY

- A2-015 Replace pipework
Copper pipework with soldering or compression fittings. Sizes typically 15mm, 22mm, 28mm.
- A2-016 Replace exposed plastic stacks + pipework

HEATING – DISTRIBUTION

- A2-017 Replace steel panel radiators
Assumed double panel single convector model, ie Stelrad P+ Output 1. 5kW 1280 × 600mm.
- A2-018 Replace electric storage heaters
2kW storage heater. Typical manufacturer Dimplex.
- A2-019 Replace distribution pipework (open system)
Copper pipework with soldering or compression fittings. Sizes typically 15mm, 22mm, 28mm.

ELECTRICAL SYSTEM

- A2-020 Replace internal lighting system (to common areas)
Switch-start vandal resistant linear fluorescent fittings to IP 65 (water proof). Typically 6ft twin tube fluorescents.
- A2-021 Replace external lighting system
Compact fluorescent fittings to IP 65 (waterproof). Typically c/w 2D compact fluorescent lamps.
- A2-022 Replace emergency lighting system (to common areas)
Emergency fittings c/w central battery system (maintained or non-maintained).

LIFTS

- A2-023 Replace lifts (assumed traction)
6 person lift. Typical manufacturers Kone, Stannah, Thyssen.

FIRE PROTECTION

- A2-024 Replace smoke detectors
Domestic type detector (assume dual powered smoke alarms).

EXTERNAL WORKS

- A2-025 Replace fencing
*Concrete posts set in concrete; precast concrete to BS 1722. Minimum cement content 400kg/m³ and minimum cover to reinforcement of 20mm (for moderate exposure).
Softwood posts set in concrete; permeable softwoods (eg Scots Pine [Redwood]) pressure impregnated with CCA to BWPA schedule P2 or with creosote to Schedule T4. Non permeable softwoods (eg Douglas Fir, Hemlock, Spruce) pressure impregnated with CCA to BWPA Schedule P4 or with creosote to Schedule T5.
Hollow steel galvanised posts and woven plastic covered mesh to BS 1722: Parts 1 & 2.*
- A2-026 Replace paths, patio paving, etc. (within plot)
Remove existing flags, lay concrete flags to BS368 or BS7262: Part 1, minimum thickness 50mm, lay on minimum 50mm sharp sand bedding or existing bedding if suitable.
- A2-027 Replace pedestrian paving (estate)
Remove existing flags, lay concrete flags to BS368 or BS7262: Part 1, minimum thickness 50mm, lay on minimum 50mm sharp sand bedding or existing bedding if suitable.

A3: Non-urgent programmable minor repairs

WALLS

- A3-001 Rectify bridging of dpc (ie lower ground levels)
Reduce ground level minimum 150mm below DPC; cut out cavity wall in alternate 450mm long sections, clean out debris.
- A3-002 Locally repoint masonry walling
Rake out joints minimum 15mm deep, 1:1:6 mortar, weatherstruck finish.
- A3-003 Seal cracks in concrete
Epoxy resin crack injection by specialist.
- A3-004 Patch-repair spalling concrete surfaces
Concrete repair system by specialist.
- A3-005 Repair cracks in render
Cut out crack min 50mm each side, undercut edges, apply SBR bonding agent, apply render finish in minimum two coats to match existing finish.
- A3-006 Patch-repair spalled or damaged render
Cut out to sound edge, undercut edges, apply SBR bonding agent, apply render finish in minimum two coats to match existing finish.
- A3-007 Patch-repair decayed timber cladding
Materials and installation to match existing.
- A3-008 Repair stone or concrete cills
Epoxy mortar repair compound.
- A3-009 Re-bed loose or displaced brick, concrete or stone copings
Brick-on-edge or precast concrete with dowels laid in 1:3 mortar.
- A3-010 Re-seal joints in metal or other proprietary coping systems
EPDM seals (eg Alumasc Skyline coping or similar).

ROOFS

- A3-011 Repoint flashings
Rake out joints minimum depth 15mm, 1:1:6 mortar pointing with struck finish.
- A3-012 Piecemeal repair of rotten timber fascias, bargeboards etc.
Materials and installation to match existing, timber vacuum impregnated to BWPA V1 or V2 or V3 for non-permeable.

CHIMNEYS

- A3-013 Replace flaunching + re-bed pots
Clay pots bedded in 1:3 mortar + flaunching.
- A3-014 Repoint chimney stack
Rake out joints min. depth 15mm, 1:1:6 mortar pointing with struck finish.
- A3-015 Replace or provide vented cappings to pots
Terracotta terminals by Redbank or similar.

WINDOWS & DOORS

- A3-016 Piecemeal repair of rotten timber cills, stiles, etc.
Treated softwood patches, waterproof adhesive and non-ferrous connections.
- A3-017 Renew rotten timber cills + thresholds
Treated softwood patches, waterproof adhesive and non-ferrous connections (assumed 1200mm wide).
- A3-018 Ease, trim or re-hang doors + opening lights (Opening light)
- A3-019 Ease, trim or re-hang doors + opening lights (Shave + Re-hang Door)
- A3-020 Ease, trim or re-hang doors + opening lights (Ease + Adjust Door)

INTERNAL WORKS

- A3-021 Level uneven floors to common areas
Concrete: proprietary self-levelling renovation screed (eg Isocrete Self Level Renovation, or similar).
Timber: All/localised existing floor deck, trim joists to level with softwood firrings alternatively pack joist ends level, replay/replace floor deck.
- A3-022 Patch-repair screeds and toppings to common areas
Proprietary self-levelling renovation screed (eg Isocrete Self Level Renovation, or similar).
- A3-023 Locally repair floor finishes to common areas (up to 3 sq. m).
Ceramic tiles: to BS 6341 Part 1.
Asphalt or resin: Flooring grade asphalt kitemarked to BS 6295 Types F1076 or F1451, grade 1/11, asphaltic cement type B or T25; paving grade asphalt to BS 1447 Grade S or H, asphaltic Cement type B or T50; epoxy resin based cementitious floor screed (eg Sikacryl-GP or similar).
- A3-024 Patch-repair concrete stairs to common areas
Asphalt or resin: Flooring grade asphalt kitemarked to BS 6295 Types F1076 or F1451, grade 1/11, asphaltic cement type B or T25; paving grade asphalt to BS 1447 Grade S or H, asphaltic Cement type B or T50; epoxy resin based cementitious floor screed (eg Sikacryl-GP or similar).
Raw concrete: epoxy patching compound (eg Sikacryl-GP or similar).
- A3-025 Patch-repair plaster or plasterboard to partitions to common areas
- A3-026 Re-skim damaged plaster to common areas
Min 5mm thick.

EXTERNAL WORKS

- A3-027 Lift and re-bed loose or displaced copings to masonry walls
Precast concrete copings bedded in class (i) mortar.
- A3-028 Locally repoint masonry walls
Rake out joints and re-point in 1:1:6 mortar (1:3 for copings and ledges).
- A3-029 Renew damaged or missing copings
Brick-on-edge or once-weathered precast concrete bedded in 1:3 mortar.
- A3-030 Partially rebuild masonry walls
FL bricks laid in 1:1:6 mortar using sulphate resisting cement.

- A3-031 Repair fencing
Softwood posts set in concrete; permeable softwoods (eg Scots Pine [Redwood]) pressure impregnated with CCA to BWPA schedule P2 or with creosote to Schedule T4. Non permeable softwoods (eg Douglas Fir, Hemlock, Spruce) pressure impregnated with CCA to BWPA Schedule P4 or with creosote to Schedule T5.
Chain link + hollow steel galvanised posts and woven plastic covered mesh to BS 1722: Parts 1 & 2.
- A3-032 Locally renew paving slabs, pavers, cobbles, etc.
- A3-033 Locally replace wearing surface to roads, parking bays, etc.

A4: Planned periodic renewal of sub-components

WALLS

- A4-001 Re-seal movement joints
One part polysulphide sealant to BS 5215, flexible joint filler backing (eg Expandite Expandafoam or similar).

RAINWATER DISPOSAL

- A4-002 Renew rubber seals to gutters
Push-fit with neoprene seals (plastic) or screw-fixed with low modulus silicone sealant (metal).

WINDOWS & DOORS

- A4-003 Renew weatherstripping + draught seals
Proprietary components eg Sealmaster of Cambridge.
- A4-004 Renew sealant pointing around windows or doors
One part polysulphide sealant to BS 5215.
- A4-005 Renew ironmongery to doors (common areas – external and internal)
Aluminium alloy anodised to BS 1615.
- A4-006 Renew ironmongery to PVCu windows
- A4-007 Renew ironmongery to timber and metal windows
- A4-008 Renew glazing beads + compound
2 part polyurethane.
- A4-009 Renew putty (single glazing only)
Linseed oil putty.
- A4-010 Renew glazing gaskets (PVCu or metal)
EPDM or neoprene.
- A4-011 Renew smoke seals + intumescent strips (internal doors)
To achieve FR30 standard.
- A4-012 Replace insulated glazing units (timber frame)
Double-seal units to BS 5713 + drained and vented installation.
- A4-013 Replace insulated glazing units (PVCu and metal frames)
Double-seal units to BS 5713 + drained and vented installation.

INTERNAL WORKS

- A4-014 Replace entrance matting
Polypropylene matting (eg Burmatex Grimebuster or similar).
- A4-015 Renew stair nosings
Proprietary aluminium.
- A4-016 Renew inserts to concrete stair treads
Proprietary vinyl, aluminium or carborundum.
- A4-017 Replace vinyl or similar flooring (sheet or tile)
PVC or vinyl to BS 3261; thermoplastic tiles to BS 2592.

MAINS SERVICES

- A4-018 Replace packaged water supply pressurisation unit
New dual pump fully automatic pressurisation unit complete with c/w integral pressure controls, dials, brake tank and cabinet (eg Grundfos or Armstrong).
- A4-019 Replace water supply booster pump set
Multi pump packaged booster set (assumed 3 pumps) complete with control panel, pressure switches etc. (possibly inverter driven pumps) (ie Grundfos or Armstrong). Duty: MRF 6–8l/s HRF 10–12l/s.
- A4-020 Replace expansion vessel to pressurised water system
Sealed expansion vessel complete with replaceable diaphragm. Capacity: MRF 300litres HRF 500litres.
- A4-021 Replace F&E tank serving pressurised water supply
Sectional hot press moulded glass reinforced plastic (GRP) pre-insulated tank complete with lid, screened overflows, warning pipes etc. Capacity: House (single piece tank) 36litres LRF 115litres MRF 160litres HRF 300litres.

PLUMBING – H&C WATER SUPPLY

- A4-022 Replace large volume storage calorifier
Replace with pre-insulated high efficiency copper calorifier, Capacity: 1,500litres.
- A4-023 Replace plate heat exchanger
Fully packaged plate heat exchanger complete with integral controller and circulating pumps (ie Stokvis) Capacity: LRF 50kW MRF 100kW HRF 200kW.
- A4-024 Replace hot water cylinder
Pre-insulated copper domestic cylinder. Capacity: 115litres.
- A4-025 Replace immersion heater
3kW immersion heater complete with integral thermostat.
- A4-026 Replace cylinder thermostat
Replace with domestic type adjustable cylinder thermostat ie Honeywell.
- A4-027 Replace insulation to CWS storage tank
Mineral wool quilt jacket to meet with current Building Regulations.
- A4-028 Replace insulation to distribution pipework
Preformed mineral fibre sections complete with foil backed finish.

A4-029 Replace isolating valves
Chrome service valves (domestic 15mm) or cast iron wedge pattern isolating valves (commercial sizes 25mm to 100mm connections).

A4-030 Replace taps

HEATING + HW SUPPLY – ENERGY SOURCE

A4-031 Replace thermostat to electric storage heater or fan convector

HEATING – DISTRIBUTION

A4-032 Replace room thermostat
eg Honeywell (24 volt).

A4-033 Replace actuator
Electro mechanical actuator to suit 2 or 3 port valve manufacturer.

A4-034 Replace motorised valves
Complete with actuator (2 or 3 port) to suit installation. Estimated 25mm domestic, 100mm commercial.

A4-035 Replace thermostatic radiator valves
Steel angle pattern TRV, eg Danfoss Randal.

A4-036 Replace lockshield valves
Brass/bronze/cast iron bodied valve of suitable design and connection sizes to suit application.

A4-037 Replace domestic central heating pump
Domestic direct drive canned rotor circulator eg Grundfos Super Selectric UPS 15–60 c/w 3/4 inch connections.

A4-038 Replace twin or single-head pump
Commercial twin head heating circulator, eg Grundfos (canned rotor) UPS D51-20 c/w 2inch connections.

ELECTRICAL SYSTEM

A4-039 Replace local extract fans
Domestic centrifugal extract fan (single fan unit). Typical capacity: 25litres/s.

A4-040 Replace transformers
Capacity: 500kVA (gas fired heating), 1000kVA (all electric heating).

A4-041 Replace switchgear
c/w suitably rated fuses/MCCBs (short circuit rating to match transformer output), starters etc.

A4-042 Replace distribution + fuse boards
Metal clad 3Phase fuse board c/w incoming isolator and suitably rated fuses, MCBs.

A4-043 Replace overload protection (eg, fuses, MCBs, etc.)
Assumed 11Nr MCB and 1Nr RCD to remove.

A4-044 Replace consumer unit
Assumed 12 way consumer unit.

A4-045 Replace internal luminaires
Linear fluorescent switch start fittings. Typically 6ft twin tube fitting. OR Pendant fittings/tungsten batten lamps (domestic) c/w tungsten lamp.

- A4-046 Replace external luminaires
Compact fluorescent fittings to IP 65 (waterproof), typically c/w 2D compact fluorescent lamp.
- A4-047 Replace lamps to luminaires (internally)
Fluorescent tubes (6ft) or compact fluorescent lamps (2D) or tungsten lamps to suit.
- A4-048 Replace lamps to luminaires (externally)

LIFTS

- A4-049 Replace call panels
Control/call panel (in lift), or shaft switching controls (lift motor room) with new control/communication unit c/w emergency fire recall switch.
- A4-050 Replace doors
Doors and locks to suit lift make/construction (as manufacturers recommendations), replace cables.

FIRE PROTECTION

- A4-051 Portable fire appliances (extinguishers)
Assume 9Kg Dry Powder Extinguisher.
- A4-052 Replace lightning protection
In accordance with BS6651.

A5 Planned cyclical works

WALLS

- A5-001 Inspect and clear airbricks or ventilation grilles
- A5-002 Repaint render (standard masonry paint)
Remove loose or defective paint by brushing and scraping, treat with fungicidal wash, fill minor defects and cracks, one coat sealer (paint thinned 1:10 with spirit) and/or one coat stabilising solution, two coats solvent based masonry paint (Dulux Weathershield or similar).
- A5-003 Repaint render (mineral silicate paint)
Remove loose or defective paint by brushing and scraping, treat with fungicidal wash, fill minor defects and cracks, one coat sealer and/or one coat stabilising solution, two coats liquid silicate based masonry paint (Keim Granital system or similar).
- A5-004 Repaint or re-stain timber cladding
Painting – rub down, touch up primer, undercoat and two top coats; stain – rub down, one coat stain (may need more to achieve consistent colour).

ROOFS

- A5-005 Clear leaves and debris from flat roofs
- A5-006 Clear moss from tiles or slates
- A5-007 Renew solar protection to asphalt or built-up felt coverings
Brush down to remove algal growth and loose coatings; two coats aluminium based solar reflective paint generally solvent based and specifically formulated for flat roof protection, or.

Brush down to remove algal growth and loose coatings 6–13mm white spar chippings bedded in hot bitumen or cold applied adhesive.

- A5-008 Repaint or re-stain fascias, soffits etc. (timber, fibreboard etc.)
Painting – rub down, touch up primer, undercoat and two top coats; stain – rub down, one coat stain (may need more to achieve consistent colour).
- A5-009 Clean plastic fascias, soffits etc.
Clean with non-alkaline detergent.

RAINWATER DISPOSAL

- A5-010 Inspect and clear rainwater outlets, gutters and hopper-heads
- A5-011 Re-paint rainwater goods
Rub down, touch up damaged areas with primer, undercoat, top coat.

WINDOWS & DOORS

- A5-012 Lubricate and adjust hinges, ironmongery, etc,
- A5-013 Repaint or re-stain (external)
Painting – rub down, fill, touch up primer, undercoat and two topcoats; stain – rub down, fill, one coat stain (may need more to achieve consistent colour).
- A5-014 Repaint or re-stain (internal, to common areas only)
Painting – rub down, fill, touch up primer, undercoat and two topcoats; stain – rub down, fill, one coat stain (may need more to achieve consistent colour).
- A5-015 Clean exposed PVCu window and door frames
Clean with non-alkaline detergent.
- A5-016 Repaint aluminium or steel (assumes 50% powder coated)
Rub down, touch up damaged areas with primer, undercoat and two topcoats.

INTERNAL WORKS

- A5-017 Maintain (ie seal or polish wood) floors to common areas
Wood block floors: fill defects with sand or cork-based filler, one coat clear polyurethane sealer, waxed with waterproof paste. Concrete floors: two coats of concrete paint.
- A5-018 Repaint stair strings, balustrades, etc. to common areas
Rub down, fill, touch up primer, undercoat and two topcoats (assume painting metalwork).
- A5-019 Redecorate walls and ceilings to common areas
Rub down, fill defects, two coats of emulsion.
- A5-020 Redecorate internal joinery to common areas
Rub down, fill, touch up primer, undercoat and two topcoats.

MAINS SERVICES

- A5-021 Inspect and service pressurised water supply system
Annual inspection and testing of booster pump-set and associated controls.

HEATING + HW SUPPLY – ENERGY SOURCE

- A5-022 Inspect and service domestic gas or solid fuel boilers and appliances
Annual inspection, service and combustion testing.

- A5-023 Inspect and service gas-fired natural convectors
Annual inspection and cleaning of integral filters.
- A5-024 Inspect and service boilers + direct-fired water heaters (centralised)
Annual visual inspection and combustion tests. Note that different burners and fuels have different requirements. Inspection includes checks on safety controls, thermostats, electrical connections, internal boiler inspection (where applicable) and flues. Visual internal inspection of direct fired water heaters and electrical testing.
- A5-025 Inspection and service fuel storage + delivery (eg solid-fuel stokers)
Visual inspection of storage tanks (for leaks etc) and service of mechanical screw feeds.
- A5-026 Inspect and service heating and DHW circulating pumps
12 months – Check pumps for noise, vibration and overheating. Also check pumps motor bearings and lubrication. Check and adjust drives, pulleys, anti-vibration mounts and drive couplings where necessary. Also check glands (for leaks) every 3 months. Check electrical connections and motor vent slots as necessary every 12 months.
- A5-027 Inspect and service electric heaters
Cleaning in accordance with manufacturer's instructions. Safety check on electrical connections/supply every 5 years.

HEATING – DISTRIBUTION

- A5-028 Inspect and service heating system + controls (local)
Visual and annual inspection and electrical/mechanical testing of controls, actuators and sensors/thermostats.
- A5-029 Inspect and service heating system + controls (centralised)
Visual and annual inspection and electrical/mechanical testing of controls, actuators and sensors/thermostats.

ELECTRICAL SYSTEM

- A5-030 Inspect and service local extract fans
Clean filter regularly.
- A5-031 Inspect, test and service generally
General annual inspection.
- A5-032 Inspect and service lighting (ie lamps + luminaires)
Annual inspection including cleaning of diffusers.
- A5-033 Test emergency lighting
Testing to be carried out weekly/monthly in accordance with BS 5266: Part 1: 1988. Test every 6 months for 1 hour and every 12 months for 3 hours. Check operation, if failure is suspected replace lamp. Check battery condition and date of expected life. Renew if necessary. (Normal life expectancy is five years. Batteries should be disposed of in accordance with COSHH regulations).

LIFTS

- A5-034 Inspect and service traction lifts + controls
Visually inspect and test locks, brakes, safety switches and other components. Ensure equipment is fully aligned, lubricated, running smoothly and that all tests are up to date. Inspect lift machine room and ensure its clean and safe use. Generally check for wear and replace parts as necessary.

SECURITY SYSTEMS

- A5-035 Test and maintain CCTV
Annual inspection of system integrity. Carry out external examination of installation. Check sensors and contacts. Carry out operational checks. If outdoors check beam systems are not impaired by vegetation or other obstacles. Check alarm signal response. Check sensor covers, terminal boxes and fixing and power supplies for signs of overheating, ingress of dust and moisture. Check equipment response to interrupted mains supply.
- A5-036 Test and service door entry systems
Annual inspection of system integrity. Carry out visual examination of installation. Carry out operational checks.

FIRE PROTECTION

- A5-037 Test and service fire alarm system
Check operation of all sounders and external alarm links and condition of equipment ie ingress of moisture, damage or other signs of deterioration. Check fireman's control for vent plant (where applicable), check the operation and log operation of fans and dampers – 3 months. Annual inspection required of wiring and equipment, check detectors including photo cells, check the operation in accordance with manufacturers recommendations. Test manual operated systems. Reset all plant and gas valves after test. Test whole system in accordance with the relevant regulations and rectify any defects.
- A5-038 Test and service domestic smoke alarms
Check sensing device and where appropriate sampling system for cleanliness and possible obstructions. Test for correct response and operation. Some types of sensor have a finite life cycle and need to be replaced at intervals specified by the manufacturer. Always refer to manufacturers instructions and follow all recommended safety procedures.
- A5-039 Inspect and service fire fighting equipment (eg extinguishers)
Depending on type of fire extinguisher check pressure indicating device, check extinguisher body for corrosion or damage, weigh and check against records, check hose for wear or damage and replace as necessary. Check operating mechanism and discharge control (where fitted) for free movement. Clean, rectify or replace as necessary. Replace safety clip after maintenance activity or renew wire seal as appropriate. Internal inspection (ie foam) discharge contents, examine corrosion, refill if condition satisfactory (48months).
- A5-040 Test fire hydrants and risers
Check condition for visible damage or signs of corrosion. Check caps and valves for ease of movement. Check inlets and landing valves, drain valves, door hinges and locking arrangements. Report any defects. – 6 monthly inspection.
- A5-041 Check lightning protection for corrosion
Check conductor tape fastenings and joints. Inspect roof and plant connections, vertical joint connectors and earth termination positions. Ensure that conductor tapes are secured firmly to the structure and all joints including those to structural and service steelwork are mechanically and electrically sound. Check earth terminations. Test resistance to earth. Look for evidence of corrosion in the material.

DRAINS

- A5-042 Inspect and clear gullies

ADMINISTRATION

- A5-043 Carry out general, visual inspection of properties (main elements)
- A5-044 Carry out detailed inspection of properties
- A5-045 Carry out stock condition surveys (1 in 10 dwellings)
- A5-046 General management of job surveyors (6 per team)
- A5-047 Draft, review and maintain general specifications of standards etc.
- A5-048 Maintain and update approved lists of contractors
- A5-049 Set-up, review and manage term contracts (12 days per 1000 houses)
- A5-050 Prepare + update technical information for tenants
- A5-051 Appoint and manage external consultants (12 days per 1000 houses)
- A5-052 Monitor and inspect repairs carried out by tenants (right to repair)
- A5-053 Liaise with management over use of caretakers
- A5-054 Liaise with management over cleaning methods and strategies
- A5-055 Provide general support to housing management
- A5-056 Respond to complaints (received via management)
- A5-057 Input into development of HRA business plan etc.

A6 Works required in respect of void management

INTERNAL WORKS

- A6-001 Secure loose floorboards or panels
- A6-002 Locally repair floor finishes (up to 3 sq.m).
Ceramic tiles: to BS 6341 Part 1.
Asphalt or resin: Flooring grade asphalt kitemarked to BS 6295 Types F1076 or F1451, grade1/11, asphaltic cement type B or T25; paving grade asphalt to BS 1447 Grade S or H, asphaltic Cement type B or T50; epoxy resin based cementitious floor screed (eg Sikacryl-GP or similar).
- A6-003 Replace worn or damaged timber stair tread
To match existing, timber glued, screwed and wedged.
- A6-004 Patch-repair and fill cracks to plaster or plasterboard to partitions
- A6-005 Re-skim plaster
Min 5mm thick.
- A6-006 Repair dado rails, skirtings and similar trim
- A6-007 Patch-repair ceramic wall tiling
- A6-008 Replace damaged kitchen
- A6-009 Redecorate walls and ceilings
Rub down, fill defects, two coats of emulsion.

- A6-010 Redecorate internal joinery
Rub down, fill, touch up primer, undercoat and two topcoats.

KITCHENS

- A6-011 Re-seal joint between kitchen worktop + sink and wall
Silicone sealant.

BATHROOMS

- A6-012 Re-seal joint between sanitary fitting and wall
Silicone sealant.
- A6-013 Re-secure wc pan
- A6-014 Renew toilet seat
- A6-015 Renew plugs to wastes
- A6-016 Secure loose grab rails

ELECTRICAL SYSTEM

- A6-017 Inspect, test and service

GENERALLY

- A6-018 Secure vacant properties (eg fix caging or board-up)
Assume 8 windows + 2 doors for House/LR & Front door only for MR/HR Access 1/2hr daywork for MR Flat & 1hr for HR Flat.
- A6-020 Remove fixtures and fittings from vacant properties
Assume 2Nr 7cu.m skips.
- A6-021 Remove rubbish etc. from vacated property
Assume 2Nr 7cu.m skips.
- A6-022 Two inspections, ordering work, authorising payments, etc.

APPENDIX B

BRE versus MRA elemental descriptions

BRE Element Description	MRA Element Description
WALLS	Wall structure – underpinning etc. Wall structure – lintels Wall structure – spalling bricks Wall finish (external)
ROOFS	Roof structure Roof finish Bay roof
CHIMNEYS	Chimneys
RAINWATER DISPOSAL	Gutters, downpipes
WINDOWS & DOORS	Windows External doors
INTERNAL WORKS	Internal wall finishes Common parts Communal areas – other
KITCHENS	Kitchens
BATHROOMS	Bathrooms
MAINS SERVICES	Mains services – electrics Mains services – gas Mains services – water
PLUMBING – H&C WATER SUPPLY	Plumbing
PLUMBING – WASTE DISPOSAL	Plumbing
HEATING + HW SUPPLY – ENERGY SOURCE	Heating – central boiler system Heating – storage
HEATING – DISTRIBUTION	Heating – central heating distribution
ELECTRICAL SYSTEMS	Electrical systems
LIFTS	Lifts
SECURITY SYSTEMS	Door entry system CCTV
FIRE PROTECTION	Fire alarms and smoke detectors
COMMUNICATIONS	Communal areas – TV reception
DRAINS EXTERNAL WORKS	External plot works External estate works

APPENDIX C

Items of work defined as management

C1 Void control

Monitor properties for unexpected vacancies and vandalism/squatting

V1 Man hot line to report abandoned properties and vandalism or squatting.
Key driver: **Crime**.

V2 Carry out caretaker patrols.
Key driver: **Turnover**.

Complete statistical returns

V3 Produce reports and updates for internal and ODPM use.
Key driver: **Turnover**.

Review policies and procedures

V4 Carry out research and make recommendations for improvements.
Key driver: **Constant**.

Manage vacancy generation

V5 Issue tenants with termination form and explain obligations.
Key driver: **Lettings**.

Deal with abandoned properties

V6 All activities.
Key driver: **Turnover**.

Arrange decants for major work

V7 All activities.
Key driver: **Constant**.

Process terminations of tenancy

V8 Chase and process termination forms.
Key driver: **Turnover**.

Update records

V9 Initial inspection and notify relevant departments of date of vacancy.
Key driver: **Turnover**.

Liase with housing maintenance over newly arising voids

V10 Classify and enter details onto database.
Key driver: **Turnover**.

- V11 Handle keys including lock changes, creating duplicates. Log when keys go out and are returned.
Key driver: **Turnover.**
- V12 Deal with utilities and mains supplies including debts of previous tenants.
Key driver: **Turnover.**
- V13 Pursue former tenants for any repair or cleaning costs.
Key driver: **Turnover.**
- V14 Chase progress.
Key driver: **Turnover.**
- Arrange for eviction of squatters**
- V15 Take action to evict squatters liaising with legal team.
Key driver: **Turnover.**
- Select new tenants**
- V16 Review waiting and transfer lists.
Key driver: **Turnover.**
- V17 Make offers to suitable occupants providing them with plenty of relevant info about the property.
Key driver: **Turnover.**
- Manage property viewing and signing-up**
- V18 Arrange appointments and accompany to viewing.
Key driver: **Turnover.**
- V19 Ascertain reasons for refusal notifying repairs if more work is needed.
Key driver: **Turnover.**
- Deal with complaints**
- V20 Log all complaints and deal with promptly.
Key driver: **Turnover.**

C2 Rent setting and accounting

- Carry out regular rent reviews; review accounting procedures & policies**
- RS1 Consult with tenants.
Key driver: **Constant.**
- Monitor rent system**
- RS2 Liaise and integrate with the LAs anti-poverty and overall housing strategy.
Key driver: **Constant.**
- Maintain accurate account and records**
- RS3 Liaise with finance.
Key driver: **Constant.**

- Regular service charge reviews**
- RS4 Consult with tenants and technical staff.
Key driver: **Constant**.
- Monitor delivery of services**
- RS5 Seek users views from meetings/surveys.
Key driver: **Constant**.
- Prepare accounts and reports**
- RS6 Update daily, provide weekly internal reports & quarterly statements.
Key driver: **Constant**.
- Calculate and set rents + service charges including one-off reviews**
- RS7 Provide tenants with clear information about how their rent is calculated.
Key driver: **Constant**.
- Calculate and account for rent and service charge rebates/compensation**
- RS8 Calculate and deal with all rent or service charge rebates.
Key driver: **Constant**.
- Deal with complaints or appeals about rent and service charge levels**
- RS9 Log all complaints and deal with promptly.
Key driver: **Constant**.
- Respond to tenants requests for information**
- RS10 Log and deal with promptly.
Key driver: **Constant**.

C3 Rent collection

- Manage credit transfers and smart cards**
- RC1 Ensure payments correctly credited to rent account.
Key driver: **Constant**.
- Collect cash and cheques**
- RC2 Man desk/van to take cash and cheques, including banking and crediting to rent account.
Key driver: **% of new lettings to vulnerable**.
- Manage telephone payments**
- RC3 Man phones to take money and credit to rent account.
Key driver: **Constant**.
- Review options**
- RC4 Review options provided taking into account wishes of tenants and staff together with developments in technology.
Key driver: **% of new lettings to vulnerable**.

- Deal with complaints**
- RC5 Log all complaints and deal with promptly.
Key driver: % of new lettings to vulnerable.

C4 Rent arrears recovery

- Implement policy to prevent arrears**
- RA1 Publicise availability of benefits and changes in benefits. Organise (possibly with other organisations) benefit take-up campaigns.
Key driver: % of new lettings to vulnerable.
- RA2 Run or partly fund a welfare benefits advice service.
Key driver: % of new lettings to vulnerable.
assumes 1 hr interviews, half done by other org so housing 1 person only
- RA3 Provide incentives for keeping up to date with rent.
Key driver: **Constant.**

- Review policies and procedures**
- RA4 Monitor performance and make recommendations for improvements.
Key driver: **Constant.**

- Deal with pursuit of arrears out of court**
- RA5 Send personal letter when first in arrears and telephone systematically.
Key driver: % of new lettings to vulnerable.
Assumes check accounts weekly and send out letters
- RA6 Follow up with personal visit if not sorted out and negotiate agreement.
Key driver: % in serious arrears.
Assumes each visit total 0.5 days plus 0.5 days to research, sort out paperwork, discuss with supervisor
- RA7 Carry out income check to ensure getting full benefits and tax allowances.
Key driver: % in serious arrears.
- RA8 Co-ordinate with other departments (eg council tax) to prioritise debts.
Key driver: % in serious arrears.
- RA9 Monitor agreements and re-negotiate as necessary.
Key driver: % in serious arrears.
Assumes about 1/3 of those who had visit not keeping agreements and subsequent visits, checks needed totalling 0.5 days each
- RA10 Send letter to tenants following ALL contacts informing them of current balance, repayment agreement and consequences of breaking the agreement.
Key driver: % in serious arrears.
- RA11 Liase/refer to other agencies eg debt counsellor.
Key driver: % in serious arrears.

- RA12 Maintain thorough documentation of all attempts to contact tenant, conversations, letters etc.
Key driver: % in serious arrears.
- Instigate and manage legal action**
- RA13 All aspects.
Key driver: % in serious arrears.
- Arrange evictions**
- RA14 All aspects.
Key driver: % in serious arrears.
- Deal with complaints**
- RA15 Log all complaints and deal with promptly.
Key driver: % in serious arrears.

C5 Estate management

- Clean common areas and windows**
- EM1 ALL ASPECTS.
Key driver: **Constant**.
- Dispose of refuse and litter**
- EM2 ALL ASPECTS.
Key driver: % of new lettings to vulnerable.
- Manage car parking and garaging**
- EM3 Inspect garages/communal parking areas for illegal parking, abandoned vehicles, obstructed footpaths and emergency exits.
Key driver: **Crime**.
- communal gardens and landscape maintenance**
- EM4 ALL ASPECTS.
Key driver: **Constant**.
- Manage play facilities**
- EM5 Perform safety checks – and liase with agencies during school hols.
Key driver: % of new lettings to vulnerable.
- Manage communal areas and facilities generally**
- EM6 ALL ASPECTS.
Key driver: **Constant**.
- Deal with animals and livestock, including dogs**
- EM7 Confirm report and liase with dog warden service and animal charity.
Key driver: % of new lettings to vulnerable.

Deal with illegal disposal of refuse and dumping
EM8 Identify persons responsible and require them to dispose of it properly.
Key driver: % of new lettings to vulnerable.

Allocate car parking and garages
EM9 Allocate car parking and garages, taking into account tenants needs.
Key driver: **Constant**.

Arrange for removal of illegally parked or dumped vehicles
EM10 Arrange for removal with highways agency/police.
Key driver: **Crime**.

Control pests and vermin
EM11 ALL ASPECTS.
Key driver: % of new lettings to vulnerable.

Provide advice to new tenants
EM12 ALL ASPECTS.
Key driver: **Lettings**.

C6 Tenancy, allocations and waiting list management

Generally
T1 Review all applications periodically.
Key driver: **Turnover**.

Update tenants handbook
T2 Revise to take account of changes in policy or procedures, print and distribute.
Key driver: **Constant**.

Review policies and procedures in consultation with others
T3 Collate information and make recommendations for improvements.
Key driver: **Constant**.

Monitor performance of system
T4 Collate information and produce reports and KPIs.
Key driver: **Constant**.

Agree and review key performance indicators (KPIs) to be used
T5 Consult tenants and other departments on utility of indicators used and suggestions for revisions/additions.
Key driver: **Constant**.

Process requests for transfers and maintain/update transfer list
T6 Log all requests and update to take account of changed circumstances.
Key driver: **Turnover**.

Monitor take-up of properties, reasons for refusal etc

- T7 Collate information and produce reports.
Key driver: **Turnover.**

Process and prioritise applications

- T8 Log all applications, apply points/priority system and enter on list.
Key driver: **Turnover.**

Review cases

- T9 Review cases where applicants circumstances change.
Key driver: **Lettings.**

Enforce tenancy conditions

- T10 Issue tenancy agreements and inform tenants of terms of tenancy, rent payment methods etc. Also complete preliminary Housing Benefit assessment and Housing Benefit authorisation notice.
Key driver: **Lettings.**

Assume each takes 1/2 day for letter, accompanied form filling and visit

- T11 Deal with relationship breakdown in joint tenancies.
Key driver: **% of new lettings to vulnerable.**

- T12 Deal with death and succession.
Key driver: **% of new lettings to vulnerable.**

- T13 Visit tenant within 4 weeks of start of tenancy to see how settling in and any outstanding problems needing action.
Key driver: **% of new lettings to vulnerable.**

assume can visit 4 per day

- T14 Take action to control disturbance and resolve disputes liaising with other departments and police.
Key driver: **% of new lettings to vulnerable.**

Instigate legal proceedings (Injunctions, possession orders, antisocial behaviour orders etc.)

- T15 Liase with legal team, other departments and police.
Key driver: **Crime.**

process requests from tenants to carry out improvements

- T16 ALL ASPECTS OF TENANT IMPROVEMENTS.
Key driver: **Constant.**

process exchanges and deal with assignments

- T17 Deal with promptly
Key driver: **Turnover.**

Notify all of those on register of any changes to the rules or procedure and send out copies on request and liase with home office

- T18 Deal with promptly
Key driver: **% of new lettings to vulnerable.**

C7 Tenant participation

Review standards and targets for service user involvement

TP1 Liase with other service user groups.
Key driver: **Constant**.

Provide support and resources to existing tenant groups

Provide financial support – grants/loans.
covered by overheads

Provide training to tenant reps.
covered by overheads

TP2 Provide advice.
Key driver: **% of new lettings to vulnerable**.

TP3 Provide practical assistance.
Key driver: **% of new lettings to vulnerable**.

Provide office equipment/facilities.
covered by overheads

Provide tenants with regular newsletters and minutes of meetings

TP4 Prepare, print and distribute newsletters and minutes.
Key driver: **Constant**.

printing and distribution covered by overheads

Seek tenants views

TP5 Hold regular forums or panels looking at key policy areas.
Key driver: **% of new lettings to vulnerable**.

Hold focus groups to review/develop policies; Carry out surveys or ballots and report results;
Hold regular open meetings to discuss topics of concern.

Monitor complaints across all areas of management (to identify areas requiring improvements)

TP6 Collate information and produce reports. Arrange and hold meetings to discuss.
Key driver: **Constant**.

Provide support and resources to develop new tenant groups

TP7 Prepare formal constitution.
Key driver: **% of new lettings to vulnerable**.

Provide financial assistance – grants or loans; provide training for tenants reps; provide start-up packs; provide office equipment and facilities.
covered by overheads

Develop business plans and joint strategy statements

TP8 Agree policies and procedures for involving tenants.
Key driver: **Constant**.

Ensure strategy conforms to Tenant Participation Compacts.

Produce ad-hoc newsletters or leaflets about proposals to change policies or procedures

TP9 Prepare newsletters and leaflets.
Key driver: **Constant**.

printing and distribution covered by overheads

Set up and run forums, groups and/or meetings to discuss key current issues

TP10 Provide funding for tenants to obtain independent advice.
Key driver: **% of new lettings to vulnerable**.

Carry out surveys/ballots as necessary; Publicise meetings effectively; Assist with running of meetings.

Provide key front line staff with additional training

Attend training courses.
covered by overheads

Arrange consultation over modernisation and rehab schemes

TP11 Involve tenants in developing tender specifications.
Key driver: **Constant**.

Involve tenants in evaluating tenders; Involve tenants in selecting contractors; Involve tenants in reviewing performance of contractors.

Involve tenant groups in all aspects of setting up arms length management organisations

TP12 Promote and support tenant management initiatives.
Key driver: **% of new lettings to vulnerable**.

Deal with complaints/disputes about service user involvement

TP13 Log all complaints and deal with promptly.
Key driver: **Constant**.

C8 Stock investment decisions

Business Plans: Review strategies for dealing with the backlog

S1 Produce progress updates.
Key driver: **Constant**.

Liase with technical staff.

Business Plans: Review strategies for dealing with the MRA

S2 Produce progress updates.
Key driver: **Constant**.

Liase with technical staff.

Business Plans: Provide statistical returns to DTLR

S3 Collate relevant information, liase with other departs, and complete forms.
Key driver: **Constant**.

- Business Plans: Complete applications for HIP funding**
- S4 Agree priorities in consultation with tenants, members and other departments.
Key driver: **Constant**.
Liase with technical staff about specification and costs of works.
- Assess under/over occupancy or other unsuitable accommodation**
- S5 Carry out and analyse housing needs surveys.
Key driver: **Turnover**.
Liase with allocations.
- Review tenant satisfaction surveys, complaints, feedback etc.**
- S6 Collate information and produce reports.
Key driver: **Turnover**.
Develop and agree strategies.
- Respond to queries about statistical returns, strategies or plans**
- S7 Deal promptly with all queries.
Key driver: **Constant**.
- Agree and widely publicise policy on response repairs**
- S8 Monitor compliance and review regularly.
Key driver: **Constant**.
- Monitor performance of ALMOs**
- S9 Ensure records maintained.
Key driver: **Constant**.

C9 Housing advice (to LA's own tenants)

- Provide advice to applicants as to likely time on register and what might be offered**
- A1 Send out letter when first apply and deal with further requests for information.
Key driver: % of new lettings to vulnerable.
- Publicise the advice service widely by posters and leaflets in all relevant places**
- A2 Produce and print leaflets and posters arranging for display in LA offices and other locations eg banks.
Key driver: % of new lettings to vulnerable.
- Monitor performance and identify gaps in service provision**
- A3 Consult with tenants and other departments.
Key driver: **Constant**.

Develop a housing advice strategy in partnership with the relevant organisations

- A4 Liase with other organisations.
Key driver: % of new lettings to vulnerable.

include health authorities and probation for housing arrangements for those discharged from hospital or prison

Develop, maintain and publicise links with specialist advice centres

- A5 Refer clients to these where necessary.
Key driver: % of new lettings to vulnerable.

Co-ordinate advice service with other departments or sections within housing

Provide and maintain reception and interviewing areas

- A6 Assess all clients within 5 minutes of arriving.
Key driver: **Constant**.

salary of receptionist – premises in o/heads

Deliver advice to remote areas/housebound

- A7 Maintain records of properties and information provided.
Key driver: **Constant**.

C10 Environmental protection and wider estate works

Protect flora and fauna and natural assets

- EP1 Carry out regular patrols, consult tenants and liase with wildlife/conservation groups.
Key driver: **Constant**.

Provide recycling facilities within walking distance

- EP2 Consult tenants and other departments.
Key driver: **Constant**.

Deal with queries about progress and strategies

- EP3 Respond promptly to all queries.
Key driver: **Constant**.

Deal with complaints

- EP4 Log all complaints and deal with promptly.
Key driver: **Constant**.

Monitor progress towards HECA targets and produce reports

- EP5 Carry out surveys and produce reports.
Key driver: **Constant**.

- Maintain recycling facilities within walking distance of dwellings**
- EP6 Ensure regular collections of materials, carry out regular inspections and liase with other departments/organisations.
Key driver: **Constant.**
- Develop and review strategies for improving the visual quality and environment of estates**
- EP7 Involve tenants, other departments and organisations.
Key driver: **Constant.**
- Develop and review strategies for reducing water usage across the stock**
- EP8 Liase with tenants, technical staff and water company.
Key driver: **Constant.**

APPENDIX D

Detailed descriptions of dwelling archetypes

Pre-1945 small terrace house

Generally: 70m² gross internal area; loadbearing structure; timber or solid ground floor; timber upper floors + pitched roof structure.

Windows: 13no × 1.5m² including two-storey bay (taken as 6 average windows)

Doors: 2no. external.

Services: Open fires (ie chimney); gas or coal fired central heating.

Pre-1945 semi-detached houses

Generally: 80m² gross internal area; loadbearing structure; timber or solid ground floor; timber upper floors + pitched roof structure.

Windows: 11no. × 1.8m² including two-storey bay (taken as 4 average windows) and 1 no. patio door + side lights (taken as 2 average windows).

Doors: 2no. external

Services: Open fire places (ie chimney); gas or coal fired central heating.

All other pre-1945 houses

Generally: 89m² gross internal area; loadbearing structure; timber or solid ground floor; timber upper floors + pitched roof structure.

Windows: 15no. × 2.0m² including two-storey bay (taken as 4 average windows) and 1 no. patio door + side lights (taken as 2 average windows).

Doors: 2no. external

Services: Open fire places (ie chimney); gas or coal fired central heating (if installed).

1945–64 small terrace houses

Generally: 70m² gross internal area; loadbearing structure; timber or solid ground floor; timber upper floors + pitched roof structure.

Windows: 8no × 1.8m² including 1no. patio door + side lights (taken as 2 average windows); no bay.

Doors: 2no. external

Services: Open fires (ie chimney); gas or coal fired central heating (if installed).

1945–64 large houses

- Generally: 85m² gross internal area; loadbearing structure; timber or solid ground floor; timber upper floors + pitched roof structure.
- Windows: 8no × 1.8m² including 1no. patio door + side lights (taken as 2 average windows); no bay.
- Doors: 2no. external
- Services: Open fires (ie chimney); gas or coal fired central heating.

1965–74 houses

- Generally: 82m² gross internal area; loadbearing structure; solid ground floor; timber upper floors + pitched roof structure.
- Windows: 8no × 1.8m² including 1no. patio door + side lights (taken as 2 average windows); no bay.
- Doors: 2no. external.
- Services: Gas or coal fired central heating.

Post-1974 houses

- Generally: 82m² gross internal area; loadbearing or timber-framed structure; solid ground floor; timber upper floors + pitched roof structure.
- Windows: 8no × 1.8m² including 1no. patio door + side lights (taken as 2 average windows); no bay.
- Doors: 2no. external.
- Services: Gas fired central heating or electric heating.

All non-traditional houses

- Generally: 80m² gross internal area; steel frame or concrete panel structure; solid ground floor; timber upper floors; timber or steel pitched roof structure; generally semi-detached and mainly built pre-1965.
- Windows: 11no × 1.5m² including 1no. patio door + side lights (taken as 2 average windows); no bay.
- Doors: 2no. external.
- Services: Open fires (ie chimney); gas or coal fired central heating.

Pre-1945 low-rise (1–2 storeys) flats

- Generally: Two storey block of 6 flats (3 on each floor); 55m² gross internal area per flat; 330m² gross internal area of block (excluding area occupied by staircase at first floor); one upper access level; loadbearing structure, solid or timber ground and upper floors; pitched roof structure.
- Windows: 6no × 1.5m² to each flat.
- Doors: 1no. external to common access and to each ground floor flat.
- Services: Open fires (ie chimney); gas or coal fired central heating.

Post 1945 low-rise (1–2 storeys) flats

Generally: Two storey block of 12 flats (6 on each floor); 54m² gross internal area per flat; 732m² gross internal area of block; one upper access level; loadbearing or framed structure, solid ground and upper floors; pitched or flat roof.

Windows: 6no × 1.5m² to each flat.

Doors: 1no. external to common access and to each ground floor flat.

Services: Open fires (ie chimney); gas or coal fired central heating.

Medium rise (3–5 storeys) flats

Generally: Four storey block of 23 flats (7 on ground floor, 8 each on upper floors with access); 62m² gross internal area per flat; 1679m² gross internal area of block (includes 11m² of enclosed lobby access per flat); two upper access level (2 floors of block assumed to contain 'duplex' flats); loadbearing or framed structure, solid ground and upper floors; flat roof.

Windows: 6no × 1.5m² to each flat.

Doors: 2no. external to common access and to each ground floor flat.

Services: Gas fired central heating, possibly centralised or electric heating.

High rise (6 or more storeys) flats

Generally: Twelve storey block of 92 flats; 60m² gross internal area per flat; 6900m² gross internal area of block; panel or framed structure, solid ground and upper floors; flat roof; balconies

Windows: 7no × 1.5m² to each flat.

Doors: 1 no. external door to each flat (serves balcony); 1no. external to common access. Internal doors + glazed screens to common corridor at each floor.

Services: Electric heating; boosted water supply; lifts (2no).

Bungalows

Generally: 54m² gross internal area; loadbearing or timber-framed structure; solid ground floor; pitched roof; assumed built in semi-detached pairs; mainly post-1965.

Windows: 6no × 1.8m² including 1no. patio door + side lights (taken as 2 average windows).

Doors: 1no. external.

Services: Gas fired central heating or electric heating, possibly centralised.

APPENDIX E

Management and low demand

The following additional tasks and functions for housing management have been identified as necessary to deal with low demand or lack of demand. They have been extracted from the interviews with the Beacon authorities and best practice RSLs, conversations with other authorities facing these problems and the ODFM's own studies on low demand housing and unpopular neighbourhoods:

- Carry out wider reviews of the longer term options for the stock including LSVT, PFI, other disposal routes or demolition and how this will impact on planned programmes and responsive work in the short term. This will involve a variety of staff with direct experience of dealing with the problems and would be coordinated by a fairly senior person in strategy. There will be a need for increased tenant participation. There may also be a need for more sophisticated planning tools such as those in development at Sandwell MBC.
- Advertising and marketing initiatives – these have been tried with some success at Marches and Brunel HA. Sandwell and Kirklees are about to appoint a dedicated marketing manager.
- Share ideas and experience with other local authorities and RSLs.
- Offer incentives on hard to let dwellings such as providing tenants with carpets and curtains, essential equipment like cookers, decorating materials/allowances or relaxing the allocation rules to give them more bedrooms etc. These measures are not particularly expensive. For example Marches HA has a budget of around £9,000 per year on a stock of 2,000 dwellings to operate discretionary incentives as above.
- Fast tracking of applications and general simplification of allocations procedures. Kirklees 'Homeline' service is a good example of this 'one stop' approach to allocations employing one full-time person.

Additional resources required are largely based on Kirklees' existing and planned initiatives to deal with the problem and are based on a stock of 25,000 dwellings.

- 1 Marketing manager
- 1 Housing assistant to run a 'Homeline' type service
- £100,000 budget for curtains, carpets, furniture decorating materials
- 2 extra people equivalent to cover input from a number of managers and staff into devising better long term strategies and planning and to cater for increased tenant participation.

The model enables the options to be run with different thresholds or criteria used to define 'low demand'.

APPENDIX F

Management and deprivation

The following additional tasks and functions for housing management have been identified as being necessary in the most deprived areas, covering as they do 'preventative management' and community development. They are based on the recommendations of the PAT5 group, interviews with the Beacon authorities and best practice RSLs and discussions with the Association of London Government:

- Housing manager(s) to act as the link people to start new community initiatives. These will include improving public transport access, improving health care, childcare provision, training/education, recreational facilities and clubs for children/teenagers and starting credit unions.
- Carry out periodic formal estate inspections. Weekly walk round involving housing manager, caretaker and tenant representatives.
- Carry out annual tenancy visits. One RSL who completed our questionnaire and deal with a deprived part of Manchester have three introductory tenancy visits by a housing manager in the first year (after 1, 3 and nine months). It is suggested that this is the model to adopt.
- Provide additional caretaking resources to assist with daytime patrols, visiting vulnerable tenants and prevention of anti-social behaviour. They may also assist with other aspects of housing management such as accompanied viewing of vacant dwellings.
- Undertake periodic cleanup activities.
- Provide concierge schemes for large blocks.
- Run community based lettings to try and ensure that the most disadvantaged do not end up on sink estates.
- Monitor unauthorised use/occupancy of the stock (especially for criminal purposes such as drug dealing or prostitution).

For a typical estate of around 1000 dwellings, the **extra** resources needed equate to:

- 1 additional housing manager
- 1 additional admin/clerical person

- 1 additional caretaker to take typical ratio in these areas from 1 per 500 dwellings to 1 per 300 (model used by Eaves Brook in Partington, Manchester and considerably lower than ratio used on Broadwater Farm)
- 1 concierge per high rise flat block

Additional resources needed for more management activities arising as a consequence of social deprivation eg dealing with extra rent arrears, more problems with antisocial behaviour, a higher proportion of vulnerable tenants are factored in separately using latest statistics on rent arrears, crime and percentage of new lettings to vulnerable groups etc. as described in section 8.3 of the report.

APPENDIX G

Pro forma interview questionnaire

Housing management and responsive repair Questionnaire to support telephone interviews

This questionnaire is about the housing management and responsive repair work carried out by best practice local authorities. It asks about what activities you carry out, how often they are carried out, how they are organised, and how they are staffed. It also asks about some other costs associated with housing management and responsive repair (insurance of your stock and overheads).

The purpose of this questionnaire is to collect information to discuss in a telephone interview. Use it as a way of structuring your thoughts and making notes. Please **fax the completed questionnaire through to us** (fax number 01923 664102). This will mean that during the telephone interview both you and Maggie Davidson, the interviewer, will be able to refer to it.

If any questions are unclear, please make your best attempt to answer them. We will **clarify any queries in the telephone interview**. Alternatively you can contact xxxxx (as appropriate)

Please take the time to **answer questions as accurately as possible**. The information you provide will be an important source of information for developing methods to determine how much local authorities should be spending on housing management, maintenance and repair.

Housing Centre
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Garston
Watford WD25 9XX
telephone 01923 664410
fax 01923 664102
email davidsonm@bre.co.uk



A. BACKGROUND INFORMATION

Q1. In your local authority, how are the following categories of activities organised?

Please tick one box for each item

	Centrally	By area office	By estate office
Reporting repairs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Void control	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rent collection	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rent arrears recovery	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rent accounting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rent setting	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Estates management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tenancy management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Allocations & waiting list management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Tenant participation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Stock investment decisions (surveys & strategies)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Leasehold management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Environmental protection & improvement	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Housing advice (to your own tenants)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

*Skip to Q3
if all
organised
centrally*

Q2. Later on in the questionnaire you will be asked for detailed information about the categories of activities listed above. For us to make sense of these, we need to know what properties your answers apply to.

Please select an area office or estate office in your local authority to refer to when answering questions about categories of activities that are not organised centrally.

Q2a. Name of area/estate office _____ *Please write in*

Q2b. How many properties does this area/estate office cover? _____ *Please write in*

Q2c. What percentage of these properties are each of the following dwelling types?
Please write in

Houses _____% Low rise flats _____% High rise flats _____%

B. Responsive repair

Q3. In the last 12 months, how often was each of the following types of work requested?
Please write in below

If you have recorded in Q1 that reporting repairs is carried out centrally, please report the number of requests for the whole local authority. Otherwise, please report the number of requests for the area or estate office identified in Q2.

clean graffiti	_____	fix caging to vacant properties	_____
leaks from roof/flashings	_____	replace locks to external doors	_____
leaks from gutters/downpipes	_____	leaking pipes in bathroom/kitchen	_____
clear blocked drains	_____	cracked or broken glass to windows/doors	_____
board vacant properties	_____	remove fixtures & fittings from vacant properties	_____
replace internal doors	_____	call outs for electrical problems inside dwelling	_____
call outs for central heating	_____	controlled entry not working/vandalised	_____
lifts not working/vandalised	_____	replace cracked/stained sanitary fittings	_____
leaking overflows	_____	patch repairs to plaster or plasterboard	_____
repair timber fencing	_____	replace kitchen unit doors/drawers	_____

Q4a. During what hours are staff available to answer calls requesting work? Write in

weekdays from _____ to _____
Saturday from _____ to _____
Sunday from _____ to _____

Q4b. How many staff are available to answer calls? Please write in

Please record the full time equivalent. For instance if a member of staff works full time but spends only half of their time on answering calls, please record this as 0.5.

	No. of current staff	No. of vacancies
Team leaders	_____	_____
Other specialist/housing managers	_____	_____
Administrators/clerical staff	_____	_____
Caretakers/concierges	_____	_____
Other staff	_____	_____

Q5. What percentage of calls need somebody to inspect before issuing an order for the work? Please tick one box

0-25% 26-50% 51-75% 76-100%

Q6. What work would comprise a typical package of security and repair work to management voids? Please write in

By management voids we mean those intended for relet after only minor works.

C. Management

Q7. We are trying to come up with a comprehensive list key housing-related management activities. Our current list is attached at the end of the questionnaire (pages 8-11). The activities are organised into broad categories.

Please could you look at the list of activities and note below any activities you carry out that we have missed in any of the categories.

Category	Activities missing from our list <i>Please write in</i>
Void control	_____
Rent collection	_____
Rent arrears recovery	_____
Rent accounting	_____
Rent setting	_____
Estates management	_____
Tenancy management	_____
Allocations & waiting list management	_____
Tenant participation	_____
Stock investment decisions (surveys & strategies)	_____
Leasehold management	_____
Environmental protection & improvement	_____
Housing advice (to your own tenants)	_____

Q8. We would like to identify management practices that have a significant impact on the expenditure on repairs, turn around time on voids and rent arrears.

Please could you record below the codes from the list at the end of the questionnaire (pages 8-11) for the 5 management activities that you find most effective at reducing the each of following.

Record 5 codes
Please write in

Expenditure on repairs

Turn around time on management voids

Rent arrears

Q9. How often do you do each of the following activities? *Please write in & circle time period*

Produce reports on status/progress of voids for internal use	every ____ wks/mths/yrs
Review void control system and procedures	every ____ wks/mths/yrs
Update all rent accounts	every ____ wks/mths/yrs
Produce regular accurate rent accounts for each tenant for internal use	every ____ wks/mths/yrs
Provide tenants with regular statements of their rent accounts	every ____ wks/mths/yrs
Produce key statistics and performance indicators covering rent collection and arrears	every ____ wks/mths/yrs
Review thresholds and procedures for dealing with rent arrears	every ____ wks/mths/yrs
Carry out regular reviews of rents	every ____ wks/mths/yrs
Carry out regular reviews of service charges	every ____ wks/mths/yrs
Review allocations policies and procedures	every ____ wks/mths/yrs
Produce reports on performance of the allocations system	every ____ wks/mths/yrs
Review standards/targets for service user involvement/tenant participation	every ____ wks/mths/yrs
Design and carry out stock condition surveys	every ____ wks/mths/yrs
Review planned maintenance jobs and cycles	every ____ wks/mths/yrs
Review tenant satisfaction surveys, complaints & feedback from allocations on difficult to let properties	every ____ wks/mths/yrs
Review strategies for dealing with the difficult to let housing or low demand	every ____ wks/mths/yrs

Q10a. How many staff in total are there working on all aspects of housing management?
By housing management we mean all the categories of activities listed in Question 7.

If you can do so, please answer this question for the whole local authority. If not, please answer it for the area or estate office identified in Q2.

Please record the full time equivalent. For instance if a member of staff works full time but spends only half of their time on housing management, please record this as 0.5.

	No. of current staff	No. of vacancies
Team leaders	_____	_____
Other specialist/housing managers	_____	_____
Administrators/clerical staff	_____	_____
Caretakers/concierges	_____	_____
Other staff	_____	_____

Q10b. We would like to get some idea of what proportion of effort is going into each category of activities. This is likely to be difficult to record on a standard form so we will discuss this in the telephone interview. Please could you do some research on this issue beforehand and make notes below.

Q11a. In the past 12 months, how many rent arrears cases were there?

If you can do so, please answer this question for the whole local authority. If not, please answer it for the area or estate office identified in Q2.

_____ *Please write in*

Q11b. What proportion of these went to court?

_____ % *Please write in*

D. Insurance of your stock

Q12. Do you have separate buildings insurance for your stock? *Tick one box*

Yes

No *Please skip to Q14*

Q13a. What does it cover you for? *Tick all that apply*

Fire Explosion

Flood Vandalism

Subsidence Other *Please specify*

Q13b. How much do you pay for it? *Please write in* £ _____ per year

If you can do so, please answer this question for the whole local authority. If not, please answer it for the area or estate office identified in Q2.

Q13c. Is this paid out of the Housing Revenue Account? *Please tick one box*

Yes

No

Skip to

Q15

Q14. If you do not have separate buildings insurance for your stock, how do you fund repairs caused by vandalism, fire, flood etc? *Please write in*

E. Overheads

We are interested in the following four types of overheads: personnel, IT, finance, and the buildings occupied by housing management and maintenance staff.

If you can do so, please answer the following questions for the whole local authority. If not, please answer them for the area or estate office identified in Q2.

Q15. Are the overheads listed above paid for together or separately?

Separately *Please skip to Q16*

Together as a single recharge £ _____ per year

Together as a % of overheads _____ % of total overheads

Q16. How much do you pay for each of the overheads? *Please write in the appropriate column below*

	Recharge (£)	% of overheads
Personnel	_____	_____
IT	_____	_____
Finance	_____	_____
Buildings	_____	_____

APPENDIX H

List of key housing-related management activities

Void control

1. Deal with abandoned properties
2. Deal with decants for major works
3. Issue, chase and process tenancy termination forms
4. Recover costs from previous tenants if property left in poor state
5. Liaise with other departments about dates, security, keys and work required
6. Key handling and lock changes/duplicates
7. Deal with reports of vandalism/theft/arson
8. Deal with unlawful occupiers
9. Make offers to appropriate applicants from waiting/transfer list
10. Manage property viewing and sign up new tenants
11. Monitor void control system and progress in dealing with voids
12. Review void control system
13. Deal with complaints/inquiries about void control process/void properties

Rent accounting

14. Update all rent accounts
15. Produce regular accurate accounts for each tenant for internal use
16. Provide tenants with clear statements of accounts
17. Give tenants written notice of any rent increases
18. Provide information to tenants about their rent account on request
19. Deal with complaints about the system/inaccurate accounts
20. Produce key statistics and performance indications re collection arrears etc.
21. Review systems and procedures

Rent collection

22. Provide rent book and explain all charges and arrears policy at start of tenancy
23. Advise on what to pay, where and when
24. Advise on help with costs of moving/setting up home
25. Supply HB and CTB forms helping tenant to complete if need help
26. Make provisional assessment of HB entitlement
27. Complete authorisation notice to HB department
28. Enter credit transfers and phone payments into rent accounts system
29. Arrange for collections of cash or cheques (office, mobile or door to door)
30. Bank cash or cheques and credit to rent account
31. Review options provided for paying rent
32. Deal with complaints about rent collection

Rent arrears recovery

33. Publicise and/or run advice services, benefit take-up campaigns to try and prevent arrears occurring
34. Visit all new tenants in first 2-3 months to check how they are coping with the rent
35. Personal letters and visits to tenant when first in arrears
36. Carry out checks to ensure getting full benefits/tax allowances
37. Refer tenant to/liase with other agencies eg debt counselling
38. Liase with HB department if arrears caused by problems with HB
39. Negotiate and monitor agreements (out of court) to reduce arrears
40. Co-ordinate with other depts eg council tax to prioritise debts
41. Where necessary, take legal action to recover arrears/eviction proceedings
42. Monitor and review system
43. Deal with all complaints
44. Absorb irrecoverable arrears

Rent setting

45. Carry out regular reviews of rents and service charges
46. Monitor the rent system and delivery of services
47. Maintain accurate accounts and records of income from rent and expenditure on services
48. Calculate and set rents and service charges
49. One-off rent reviews after major improvement works, rent restructuring etc.
50. Calculate and account for rent rebates/compensation
51. Refund service charges/pay compensation for failure to deliver
52. Deal with complaints or appeals about rent and service charges levels

Estates management

53. Monitor stock to prevent vandalism and squatting
54. Provide caretaker services
55. Clean common areas and parts
56. Dispose of refuse and litter
57. Manage car parking and garaging and allocate spaces
58. Manage play facilities
59. Manage fire safety and security and supply advice to tenants
60. Deal with neighbour and nuisance problems
61. Monitor stock with a view to arranging transfers
62. Deal with animals and livestock including dogs
63. Deal with illegal disposal of refusing dumping
64. Arrange for removal of illegally parked or door vehicles
65. Control pests or vermin
66. Deal with overgrown or otherwise untidy gardens

Tenancy management

67. Enforce tenancy agreements liasing with other depts or organisations
68. Obtain injunctions, possession orders, anti-social behaviour orders etc.
69. Process requests for tenants to make improvements
70. Process exchanges

Allocations and waiting list management

71. Administer waiting and transfer lists
72. Review policies and procedures
73. Process and prioritise applications

74. Review cases
75. Monitor performance of the system
76. Agree and review key performance indicators (KPIs) to be used
77. Notify all of those on register of any changes to the rules or procedure
78. Make the rules available on request
79. Process requests for transfers and maintain/update transfer list
80. Monitor take-up of properties, reasons for refusal etc.

Tenant participation

81. Review standards/targets for service user involvement
82. Provide support and resources to develop/support tenant groups
83. Provide tenants with regular newsletters and minutes of meetings
84. Seek tenants views from regular forums, panels, surveys and open meetings
85. Monitor and report on complaints across all areas of management to identify areas requiring improvements
86. Develop joint strategy statements
87. Produce ad-hoc newsletters or leaflets about proposals to change policies or procedures
88. Set up and run forums, groups and/or meetings to discuss key current issues
89. Arrange consultation over modernisation and rehab schemes proposed for their estate/block
90. Involve tenant groups in all aspects of setting up arms length management organisations
91. Deal with complaints/disputes about service user involvement

Stock investment decisions (stock surveys and strategies)

92. Design, carry out and analyse results from stock condition surveys
93. Review strategies for dealing with the backlog
94. Review strategies for spending the MRA
95. Review planned maintenance jobs and cycles
96. Provide statistical returns to DTLR and other bodies
97. Complete applications for HIP funding
98. Assess the extent of under-occupancy or overcrowding or otherwise unsuitable accommodation
99. Review tenant satisfaction surveys, complains and feedback from allocations on difficult to let properties
100. Review strategies for dealing with the difficult to let housing or low demand
101. Respond to queries about statistical returns, strategies or plans

Leasehold management

102. Draw up leases also providing plain language versions for staff and leaseholders
103. Review leases in the light of experience and changes in legislation
104. Provide regular newsletters and annual reports
105. Consult with residents associations
106. Calculate service charges and issue invoices
107. Process payments and send accounts to leaseholders
108. Monitor sub-letting and vacancy in the leasehold stock
109. Provide prospective leaseholders with a leasehold handbook/clear information covering rights, responsibilities, estimates of service charges and ground rents etc.
110. Provide copies of service charge accounts and supporting information on request
111. Resolve service charge disputes
112. Recover service charge areas

113. Consult, administer contracts and recharge leaseholders for major repairs and improvements
114. Process requests from leaseholders to undertake non-structural improvements
115. Provide information to leaseholders intending to sell
116. Deal with complaints

ENVIRONMENTAL PROTECTION AND IMPROVEMENTS

117. Monitor progress towards HECA targets and produce reports
118. Provide/maintain recycling facilities within walking distance of dwellings
119. Develop and review strategies for improving the visual quality and environment of estates (landscaping, play areas, traffic management etc)
120. Develop and review strategies for reducing water usage across the stock
121. Protect flora and fauna and natural assets
122. Deal with queries about progress and strategies
123. Deal with complaints

Housing advice (to your own tenants)

124. Monitor performance and identify gaps in service provision
125. Develop a housing advice strategy in partnership with the relevant organisations
126. Develop agreed strategies with health authorities and probation for housing arrangements for those discharged from hospital or prison
127. Develop, maintain and publicise links with specialist advice centres
128. Co-ordinate advice service with other departments or sections within housing
129. Provide and maintain reception and interviewing areas
130. Provide information to applicants as to the likely time on the register before re-housing and what they are likely to be offered
131. Publicise the advice service widely by posters and leaflets in all relevant places

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