

# **Swindon Borough Council**

## **Housing Revenue Account Asset Management Strategy 2017**

## **Executive Summary**

Effective asset management is fundamental to the successful delivery of an excellent service that meets the organization's objectives within the context of the Housing Revenue Account (HRA) Business Plan.

This document records and represents Swindon Borough Council's (SBC) Housing Asset Management Strategy and defines a number of key actions that will further improve service and operational delivery.

SBC's key objective is to improve the quality and condition of stock and is currently delivering Decent Homes at more than 99%. SBC aims to improve the stock above and beyond the Decent Homes Standard.

SBC has embraced the principles of effective asset management by:

- Recognizing the importance of maintaining effective stock condition and attribute information;
- Assessing the sustainability of and future options for poorly performing stock;
- Ensuring effective procurement and the effective delivery of the works programme to make sure the stock is maintained in good condition.

This document establishes the framework within which asset management operations will be provided. It highlights the component parts of the asset management function and their inter-relationship. It has been designed to ensure a more 'joined up' approach to the way we plan and deliver capital investment, cyclical/planned maintenance, repairs to empty property, and responsive repairs.

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## Introduction & Vision

Swindon Borough Council's (SBC) Housing Asset Management Strategy (Housing AMS) has been developed to inform the strategic medium and long-term approach to maintaining, improving and developing SBC's housing assets.

It sets out the priorities for the physical care and improvement of the housing stock and surrounding environment as well as explaining how, through sound planning, SBC can provide a stock of housing accommodation that continues to meet the needs of local people in the Borough. The Housing AMS has been specifically designed to meet SBC's strategic planning needs under the 'self financing' arrangements of Housing Revenue Account (HRA) reform.

Together, SBC's housing properties comprise its highest value assets and their repair and maintenance costs form its largest liability.

Therefore, it is vital SBC understands how its housing stock performs against a range of financial and non-financial performance measures. This knowledge can then be used to shape and inform plans which ensure an evolving stock of homes that is well maintained, provides value for money, continues to meet tenants' needs and is sustainable for the future.

### **What is Asset Management?**

Within the context of its Council housing stock, asset management covers the range of activities SBC needs to undertake to ensure it optimises the use of its housing and other land and property assets to maximise their contribution to the HRA Business Plan and meet the current and future needs and expectations of tenants. SBC's HRA assets comprise homes, gardens and amenity spaces.

### **Why is a Housing Asset Management Strategy needed?**

A pro-active Asset Management Strategy ensures that decisions about the future maintenance, refurbishment or replacement of our housing properties are made through effective business planning processes and are responsive to wider policy decisions about delivery, procedures and standards. The Housing Asset Management Strategy cuts across all housing teams and is one of the key tools that will be used to meet and respond to future housing need and demand.

## Our Housing Vision

Through effective asset management we will have a well maintained, sustainable housing stock that meets the needs of local residents, provides the type of accommodation that our tenants value, in the environments in which people would like to live.

Throughout the past 15 years or more, SBC's focus has been on bringing the stock up to, and maintaining it at, the government's Decent Homes Standard (See Appendix 2). This is the minimum standard for social housing set down by government and provides for properties to:

- meet the current statutory minimum standard for housing
- be in a reasonable state of repair
- have reasonably modern facilities and services (kitchens & bathrooms)
- provide a reasonable degree of thermal comfort

SBC achieved the Decent Homes target in 2008, significantly before the deadline, and has continued to maintain very high levels of decency. Our recent stock condition survey indicated that more than 98% of our homes met the Decent Homes Standard. For the tiny proportion that did not, many were due to tenants having refused to have relevant works (particularly heating upgrades) carried out.

The Stock Condition Survey carried out at the end of 2015 looked in detail at a representative 10% sample of our stock, and provides a sound knowledge base on which to plan for future investment in the HRA stock.

SBC has a housing stock of more than 10,200 homes. The relatively small geographical size of the Council means that the majority of its stock is concentrated within 5 miles from the town centre, and mostly within a few well-defined estates.

SBC's HRA stock is also relatively modern, reflecting the expansion of the town immediately before and following the Second World War. A consequence of this is that more than 40% of the stock was built using non-traditional construction methods, using steel frames, and steel-reinforced concrete. These types of properties have their particular characteristics which require a different maintenance regime from traditional bricks and mortar homes, which has a strong influence on our plans and programmes.

Tables illustrating the stock profile are shown in Appendix 1.

The Housing AMS has been prepared in consultation with involved tenants, to support the Housing Vision, and the broader strategic objectives of the Council.

## Local Drivers

The Housing AMS takes account of, and responds to, a number of key local factors.

### Local Drivers

#### SBC Corporate Plan

The Council has set out its Vision for Swindon, established its Priorities, and made a number of Pledges to deliver specific measures. The Council's first priority is to improve infrastructure and housing to support a growing local economy. The pledges to support this Priority include the following, which are relevant to the Asset Management Strategy:

- Improve the quality of the Council's existing housing stock and ensure that it is well maintained
- Deliver a structural repairs service and thermal improvements to non-brick built Council housing stock.
- Make sure that the Council's empty properties are re-let quickly.

Many of the actions required to deliver the HRA Asset Management Strategy are included in the Departmental Business Plan with demonstrable links to the Council's Priorities.

#### SBC District Profile

Swindon is a large town in Wiltshire, with excellent transport links to the rest of the country. Historically, its growth is associated with the expansion of the railways in the 19<sup>th</sup> Century, which led to the establishment of strong engineering and technology base. The 2011 census gave a district population of 209,000 people.

In 1952, Swindon was designated as an Expanded Town which led to a major increase in house building and population. It is a Unitary Authority, independent from Wiltshire County Council since 1997.

Although an urban authority, two-thirds of the district is rural in character.

The population of Swindon is continuing to grow year by year. People in Swindon are having longer lives, which means an increasing number of older people. However, not all of the extra years are spent in good health, and the number of people needing support is also rising.

The population of Swindon is becoming more ethnically diverse. The proportion of BME persons almost doubled between the last two censuses.

18 of the 119 census areas in Swindon are amongst the 20% most deprived in the UK, and these areas are generally those with the highest proportions of council housing; Penhill, Upper Stratton, Walcot, Park North, Liden, Eldene, Park South, Gorse Hill, and Pinehurst.

### Housing Strategy

The Housing Strategy seeks to provide 300 new council homes between 2013 and 2020. The strategy identified that affordable housing is in short supply, and its principal actions are focused on improving the quality and amount of private sector housing.



## Swindon's HRA Housing Stock

### Summary

SBC owns and manages a total of 10,240 rented properties (as at May 2017), about one-eighth of the total housing in Swindon. In addition, there are 495 leasehold flats within buildings that we manage.

The majority (55%) of the stock was built in the 20 years after the end of World War 2, and a little less than a third was built between 1966 and 1990. 10% of the stock is pre-1939, including 306 historic homes in Swindon's Railway Village built in the 1840s. Very few (3%) were constructed after 1990. [Appendix 1]

A result of the age profile is that a significant proportion (42%) of the stock is built using non-traditional methods of construction, which presents its own challenges.

Sheltered accommodation accounts for 15% of the total HRA stock, principally as flats in schemes. A small number are considered no longer suitable for use, generally due to restricted access for people with impaired mobility.

#### **Traditional and Non-Traditional Housing**

Traditional Housing encompasses those using standard techniques and materials, principally brick or blockwork walls (usually with a cavity wall construction), supporting a timber roof structure with a pitched roof covered in slates or tiles, or a flat roof with a sheet cover.

Non-traditional housing encompasses a number of construction methods used principally after WW2 to build homes to modern standards to quickly replace those lost during the war. They are built with reinforced concrete or steel girder structural elements, contrasted with traditional brick cavity walls and timber beams and floors. Metal components may be subject to chemical corrosion, weakening the structures, and therefore require a regime of regular inspection and maintenance

The Non-traditional housing and Sheltered accommodation are identified as strategic priorities in the following section.

The HRA stock is generally concentrated in a number of large estates, mostly within 5 miles of the town centre.

We will need to consider further how best to reinvest in the stock in a way that will best fit anticipated future demands.

The presence of freehold semi-detached or terraced properties, and leasehold flats within council-owned blocks can complicate certain types of works, particularly where extensive renovations to the fabric are planned.

#### **Vacant Properties**

The Housing AMS is complemented by our approach to voids. The aim is to provide properties to incoming tenants which are of a good standard, meet their needs and offer excellent value for money.

We also aim to ensure that homes are re-let quickly after the end of a tenancy, both to meet demand and reduce losses of rent. We have a Re-let standard which has been reviewed and agreed with tenants' representatives.

## **Stock Condition and Investment Requirements**

### Major Works

Our independent consultants, Pennington Choices Ltd, undertook a condition survey of a representative 10% sample of the council's properties in 2015. The survey found that Swindon's stock is in relatively good condition, with a 30-year projected average cost of major works of £27,000 per property, compared to a national average cost of £30,000 per property.

### Non-Traditional Housing (NTH)

However, the council faces significant additional costs, principally related to the Non-traditional stock. The council commissioned Michael Dyson Associates to investigate the condition of a sample of NTH in 2014. Although the survey found no significant structural issues, the report recommended upgrading the insulation and overcladding of the vast majority of the properties, to maintain the protection of the structural elements and to ensure they will remain free of serious defects for the next 30 years, at an estimated cost of almost £70,000,000. All of the costs are projected to fall within the next 10 years.

The Council owns six 11 storey blocks built using the Truscan method. Issues have been identified regarding the permeability of the building envelopes, and a detailed option appraisal of one of the blocks has been commissioned. Remedial works are estimated to cost in the region of £750,000 per block.

### Decent Homes

A summary of the Decent Homes Standard (DHS) is set out in Appendix 2

The Stock Condition Survey found that 98.6% of Swindon's stock complied with the DHS. The principal reasons for failure were issues related to repair of heating systems and electrical systems, and the adequacy of heating systems and insulation. All gas heating systems are subject to annual inspection and service, and any unreported repairs will be picked up under this regime. Our heating upgrade programme prioritises the renewal of older, less efficient heating systems, and it has been found that failure of the heating criterion is generally due to the refusal of the tenant to have works undertaken. All homes have electrical safety inspections every 10 years in line with standard practice, and we operate a concurrent electrical upgrade program to ensure that electrical systems meet the needs of modern households.

The cost of works to remedy failure of the DHS is relatively low, at less than £300,000, and almost all of this work was completed by the end of March 2017.

Looking forward, it is estimated that 420 homes will become non-decent over the next 5 years, with an associated remedy cost of £930,000. Costs are mainly incurred for roofing and heating systems.

A table, setting out the 30-year costs of maintaining and improving the HRA housing stock is set out in Appendix 4.

### Energy Efficiency

The Council's HRA housing stock is relatively energy efficient, largely because it is comparatively modern. Appendix 6 shows the energy profile of the Council's HRA stock compared to all other tenures in Swindon.

#### a) Wall Insulation

Cavity wall insulation (CWI) has been applied to all suitable properties, with few exceptions.

Many of the non-traditionally built homes are not suitable for CWI. We have therefore commenced an extensive programme to upgrade or provide external wall insulation (EWI) to these properties over the next 10 years. This will protect the steel beams and reinforcements used in their construction, in addition to improving their fuel efficiency and so reducing the running cost for tenants.

306 homes in the Railway Village are not suitable for CWI due to their construction, and their Conservation Area and Listed status means that we could not install EWI even if it were practical and acceptable. We will consult with residents and investigate funding for alternative measures, particularly Internal Wall Insulation.

#### b) Loft Insulation

Loft insulation has been installed wherever practical, and, where necessary, has been topped up to ensure a minimum insulation thickness of 270mm. Where properties are found which require additional CWI or loft insulation, these works are put in hand under a contract with an insulation company.

#### c) Double Glazing

All general let properties have received upgrades to double glazed windows in uPVC frames. In the Railway Village, where heritage considerations preclude the use of uPVC double glazing, we will consider the installation of secondary glazing in conjunction with Internal Wall Insulation.

#### d) Heating Systems

Almost 100% of General let properties and all but 2 of the Sheltered schemes are heated by gas central heating systems. Non-condensing gas boilers are upgraded to energy-efficient condensing boilers.

Fewer than 300 General let homes have electric heating (usually night storage heaters or warm air systems). Electrically heated homes are generally in locations where it is not economical or feasible to install a gas supply, or where residents have declined to have gas heating installed. In these circumstances and where

appropriate, we will upgrade the systems to more economical Quantum storage heaters or Air Source Heat Pumps, depending on the residents' wishes and financial considerations.

We continue to upgrade gas heating boilers to higher efficiency condensing boilers, taking account of age, performance and obsolescence of the existing appliance.

e) Other energy measures

A small number of homes have received solar thermal water heating, and these are currently being evaluated to determine whether they provide sufficient benefit for the capital and running costs to extend this to other suitable properties.

We will continue to evaluate the options for installation of Solar Photovoltaic systems to our properties, particularly sheltered schemes.

### **Responsive Repairs**

Poorly maintained homes generate higher numbers of repair requests which cost more to deal with. Housing providers aim to minimise the number and cost of responsive repairs by renewing or upgrading building components just before they fail.

A service standard has been developed with residents, which sets targets for response times and completion of works depending on the urgency assessed against agreed criteria. We aim to complete repairs 'right first time', and actively seek to measure customer satisfaction with our services. We analyse our performance and report monthly to the Tenants' Scrutiny Panel, and use performance data to drive improvements to delivering our services. We compare our performance to other similar housing organisations, to help us identify good practice and learn from others.

## **Involving Customers and Delivering our Priorities**

SBC engages with its housing customers through a number of semi-independent groups, who nominate representatives to Council bodies.

The particular groups with whom the Council engages are:

- Tenants Association for Sheltered Housing (TASH)
- Swindon Tenants' Voice
- Leaseholder Link

These groups are represented on the Housing Property Forum and Housing Cabinet Member's Advisory Group (CMAG), which regularly consider issues relating to SBC's housing stock, and make recommendations to Cabinet.

The Council supports the Tenants' Scrutiny Panel, who receive reports on performance and undertake detailed reviews of particular topics related to the social housing stock.

SBC also encourages tenants to take part in a variety of initiatives aimed at improving communities and housing service delivery, including:

- Street Representatives
- Housing Sounding Board
- Procurement working group
- Tenants' Academy

We regularly hold our own events or contribute to other community events to promote our services, receive feedback and suggestions, and consult about major initiatives such as the major refurbishment project for non-traditional housing. There is an annual event where we take tenant representatives and elected members to show them works we have completed, or are about to do, so that they can better appreciate the impact of our works programmes and understand the issues we need to address.

Residents are invited to complete customer satisfaction surveys whenever they receive a service from Property Maintenance, and the information is analysed and used to improve the customer experience.

We keep a record of each tenant's preferences for how and when they like to receive communications, and we use SMS and Twitter for direct communication. The Council maintains a dedicated Facebook page at

<https://www.facebook.com/SwindonHousing/> and a website at

[www.voiceyourviews.co.uk](http://www.voiceyourviews.co.uk). We present a fortnightly phone-in show on local radio where tenants can ask topical questions of staff directly involved in the service, and produce an ezine 'Housing Matters' 3 times a year, with printed copies available on request.

Our Business Plan recognises the need to inform Ward Councillors regarding our annual works programmes as they affect their areas, and to consult with tenants and residents when establishing works compounds etc.

## Strategic Priorities for Asset Management

### Property and Service Standards

#### Housing Standard

Ensure all housing that has a long-term sustainable future is maintained and improved to meet a standard agreed with residents, to ensure it continues to be attractive and meets modern requirements and needs.

For the majority of component replacement programmes (roofing, kitchen and bathroom upgrades, door and window renewals) we will target specific areas or localities in which to deliver programmes of work. Areas will be prioritised according to a number of criteria:

- component age and condition data from the stock condition survey;
- component age data and repairs data held on the OPEN Housing database;
- Local circumstances and knowledge (e.g. door and window renewals in areas with crime concerns);
- Practical considerations to ensure efficient, economical and effective use of resources; and
- The wishes of residents expressed through Housing Property Forum

Heating upgrade programmes will be determined principally taking account of:

- Issues identified through the annual servicing programme;
- SAP rating;
- Age, condition and characteristics of the heating installation.

A schedule of the Useful Economic Lives of principal components is at Appendix 5.

We undertake cyclical planned maintenance to the external fabric, grounds, and communal areas of our stock every five years for General Needs dwellings, and every eight years for the sheltered stock. This regime will be used to identify any major repairs which are likely to be required within the following 5 years, so that this information can be taken into account in developing future component renewal programmes.

Where a significant repair or replacement of a component is required outside of the designated programme area(s), it will be dealt with as a Responsive Repair.

#### Compliance Standard

Ensure that all homes, communal areas and associated assets fully comply with relevant regulatory standards.

SBC undertakes a wide range of surveys, inspections, and preventative and remedial works to ensure continuing compliance with regulatory and professional standards. We directly employ suitably qualified engineers and technicians to carry out work to our properties, and ensure that external contractors meet the same stringent requirements.

Managers, supervisors and external auditors carry out quality checks and audits of inspections and servicing, and the rates of compliance are monitored through monthly and quarterly reports to Tenants Scrutiny Panel. Issues which are identified are recorded and escalated to the appropriate level of management for proportionate action.

The Council has a specialist Asbestos Management Team, which is equipped to carry out asbestos removal and remedial works. It has recently obtained a 3-year licence from the HSE, and received a Gold Award for the quality of its service from the principal trade body.

Regular periodic inspections are undertaken to ensure that relevant certification is maintained within date, and inspection programmes are maintained and monitored through the OPEN Housing computer system.

Training records are maintained using a dedicated spreadsheet, to ensure that all staff are fully qualified and aware of current issues in their specific areas of expertise. Regular toolbox talks are held to reinforce SBC's commitment to providing safe homes for residents and a safe working environment for staff.

A table listing the areas for statutory compliance is shown at Appendix 3.

#### Non-Traditional Housing Standard

Ensure that all Non-Traditional Housing which has a long-term sustainable future receives appropriate measures to ensure protection of their structure.

Independent surveyors engaged by the Council have concluded that the NTH stock is in sound structural condition, with very little evidence of damage to structural steelwork or reinforcement. However, certain types of construction require higher levels of remedial work to protect the building envelope and structure. Work has commenced on the first phase of a major project to carry out the recommended works, including external wall insulation, which is estimated to cost £70 million over the next 10 years.

#### Energy Efficiency Standard

Develop a strategy and supporting programme and budget to maintain and improve the energy efficiency of the stock, and to help reduce fuel poverty.

In common with most social housing providers, Swindon's housing stock is relatively energy efficient. The average SAP Rating for the stock is 72, compared to a national average for all housing of 59 (2015). Almost all homes have had all of the appropriate energy efficiency measures applied, including central heating, double-glazed windows, and cavity and loft insulation.

Our heating programme replaces older non-condensing boilers with high efficiency modern condensing appliances. Wherever possible we have replaced electric storage heating systems with gas-fired boilers and radiators. Older storage heaters which cannot be replaced by suitable gas appliances will be upgraded to more efficient 'Quantum' storage heaters or heat pumps. A small number of homes have

solar thermal heating, and we will continue to work with our partners (PPS) to investigate opportunities to install more solar thermal and photovoltaic panels.

We have a small number of properties with low SAP ratings, generally concentrated in the historic Railway Village. These 19<sup>th</sup> Century dwellings are Grade 2 Listed buildings, and their physical characteristics make them unsuitable for cavity wall insulation. We will investigate alternative measures to install internal wall insulation and secondary glazing as appropriate measures to improve energy efficiency in this part of the stock.

### Repairs Standard

Ensure that responsive repairs are dealt with efficiently, economically and effectively, to an agreed standard.

We have an agreed standard for delivering repairs. We have defined 3 levels of response; Emergency, Urgent, and Routine, with appropriate timescales for each. For Routine repairs, we offer appointment slots to suit our tenants, and we aim wherever possible to batch jobs by trade and location. We have set targets to deliver repairs 'right first time' i.e. to fully complete a repair in a single visit, without having to leave the site to obtain parts or materials, to a satisfactory standard which will not require a further fix within a reasonable period.

By publishing our capital works programme up to 5 years in advance, we aim to ensure that we carry out a repair appropriate to the remaining life of a component.

We monitor and report on customer satisfaction, and average times to complete a Repair, which are examined by the Tenants' Scrutiny Panel.

To ensure that we deliver a repairs service that is effective, economical and efficient, our Business Plan identifies that we carry out a full review of the delivery of repairs and implement any service improvements identified.

### Accommodation Standard

Provide cost-effective adaptations to homes to meet the needs of disabled households, and ensure that housing is fit for its intended purpose.

We will continue to make minor and major adaptations to our stock to meet the needs of our tenants.

Minor adaptations are installed on demand by our Responsive Repairs Team.

Major adaptations are carried out on the recommendation of an Occupational Therapist where they are reasonable, appropriate, necessary and practicable. Where extensive, disruptive or high-cost building works are required, we will first seek to identify and offer suitable alternative accommodation.



## Procurement Standard

Develop the procurement of contracts for works and services in line with Standing Orders, and to consider alternative methods of procurement through e.g. framework agreements, ensuring the council derives best value.

The appropriate procurement processes are followed according to the value and scope of the works being procured. We use electronic procurement systems, principally the 'Supplying the South West Portal' and, where required, by advertisement through OJEU. We will review any changed requirements for procurement resulting from the UK leaving the European Union.

We aim to tender contracts to cover the medium to long term, usually up to 5 years with break clauses at appropriate intervals to permit review and, if appropriate, termination after a set period e.g. on the 2<sup>nd</sup> and subsequent anniversaries of commencement. Commencement of contracts and procurement activities are programmed to try to ensure that resources are available as required, i.e. that major procurement activities are distributed in time to avoid exceeding the capacity of the organisation to undertake the necessary tendering.

Wherever possible and desirable, contracts are subdivided into lots to ensure that smaller businesses have the opportunity to tender for our works and services contracts.

Tenants are involved throughout the procurement process, and particularly in the evaluation of tenders, which is based on an assessment of quality as well as price. The relative weighting given to quality and economic criteria is detailed in the tender documents.

Procurement of contracts valued at £500,000 or more is subject to a Gateway Project Review process, in accordance with Office of Government Commerce guidance.

Contracts with a value up to £100,000 are advertised through the SSW Portal by issuing a formal Request for Quotation, whilst works valued at less than £5,000 can be awarded by written quotation. The Housing Property Maintenance Department does not operate an approved suppliers list.

Over the next five years, we aim to establish Framework agreements for goods and services valued up to £25,000, to enable us to respond more agilely to demand.

Our Business Plan identifies the need to continue to maintain a Contract Register in compliance with the Council's Standing Orders, and to further develop the investment strategy for long-term programmes of work.

## Detailed Approach to Component Renewal

The large majority of the Council's homes (87%) were built within the 45 years following the end of World War 2, including 40% of the stock built between 1945 and 1959 (see Appendix 1).

This has resulted in a fairly uniform stock condition profile, borne out by the findings of the Swindon Stock Condition Survey completed in 2016. Consequently the distribution of component issues does not present any characteristics identifiable to particular locations or property stereotypes, apart from those which were previously identified e.g. certain types of non-traditional properties, high-rise blocks, and the Railway Village.

### General Needs Properties

#### Non-Traditional Construction

The Council commissioned a structural survey of all non-traditional construction dwellings in its stock in 2014/15. Such properties are vulnerable to corrosion of steel structural members and steel reinforcements in concrete. The survey found very little evidence of any structural problems, but noted that the external insulation of many homes would require renewal over the next 10 years to maintain the protection of the steel elements.

Based on the recommendations of the survey, we will prioritise remedial works to properties constructed using **BISF** (203), **Reema** (452) and **Dorlonco** (37) methods. We have established a programme to deliver a complete upgrade of all components in addition to the renewal or installation of wall insulation systems. This will minimise the need for further component repairs and replacements which would entail disturbance of the cladding over the next up to 30 years. These properties will not be included in any other locality-based component renewal programmes set out below, pending completion of this programme.

Other non-traditional properties will continue to be included in locality-based component renewal programmes, until we determine future priorities and timescales for remedial insulation works.

On completion of the current programme which targets 220 homes, we will consider the relative need and resources available at the time to renew the insulation of the remaining non-traditional properties, and this action is recorded in our Business Plan.

#### High-Rise Blocks

The Council owns six 11-storey blocks, each comprising approximately 40 flats, built using the Truscan construction method. Some of the blocks are affected by rainwater penetration on exposed higher storeys, and we are undertaking options appraisals to determine the most satisfactory course of action, in accordance with our current

Business Plan. We will incorporate the outcome of this study into the next review of this Asset Management Strategy.

### Railway Village Properties

The Council owns 306 homes in the Railway Village. This area was constructed in the early Victorian period and is strongly associated with Swindon's railway heritage. The area has Conservation Area status and all the properties are Grade II Listed buildings.

The homes are poorly insulated, principally due to their solid wall construction and single glazing. The options to improve their environmental performance are limited by planning constraints. Subject to consultation with residents and other stakeholders, we will develop a programme of internal wall insulation and secondary glazing to be delivered within the next 5 years. In the interim, we will undertake necessary repairs, and will renew or upgrade components only where repair is not a practical option.

### All Other General Needs Properties

With the exception of heating systems, our approach is to identify which components are within 5 years of the end of their Useful Economic Life (UEL). We will undertake inspections of these components based on geographic location. Where a locality-based inspection indicates that a component will require replacement or major repair within 5 years, its renewal will be included in the current year's programme of works, subject to meeting other policy requirements (e.g. Improvements for Tenants in Arrears policy). A decision to renew a component will be based on the state of repair, and any existing or potential failure of the Decent Homes Standard or any higher local standard in effect at that time.

This will ensure that work is programmed within localities, focuses on necessary works, and ensures that we obtain best value from existing assets. This approach maximises the impact of the work whilst reducing overheads. In deciding the localities for inspection in each year, we will take account of the age and condition information from our own records and the most recent Stock Condition Survey, and proximity to existing programmes. We will review and publish our survey programmes up to 5 years in advance.

Where components are in disrepair and have reached the end of their UEL, but are not within the current programme of component surveys, we will carry out any necessary responsive repairs in order to maintain Decency until programmed renewal can be carried out.

### *Heating Systems and Energy Efficiency*

Our priority is to ensure that all our homes have safe, efficient and controllable heating systems. The large majority of our homes are heated by gas, which is currently a cheaper fuel than electricity.

#### Electrically heated homes

175 homes within this category are heated by electricity. Most of these are in rural locations without access to mains gas. Wherever a gas supply can be economically

provided, we will offer the option to upgrade to gas central heating. Where a gas supply cannot be provided, or where tenants prefer to retain electrical heating, we will offer the installation of high efficiency night storage heaters (e.g. Dimplex Quantum) or heat pumps.

#### Gas-fired heating

59 properties are recorded as having a gas fire(s) as their only or main heating appliance, due to the tenants having refused to have full central heating installed. We will continue to offer the upgrade to a full heating system, otherwise we will upgrade at the next change of tenancy.

65 homes have central heating provided by back boilers with open flues. Our priority is to replace these with modern condensing gas boilers, which are much more economical to run and safer room-sealed appliances.

Approximately 2,400 non-condensing boilers are installed in our homes. We will replace these with more efficient condensing boilers, prioritising approximately 350 installed before 2000.

The Useful Economic Life (UEL) of a condensing boiler is anticipated to be about 15 years, significantly less than its non-condensing counterpart. However, as domestic condensing boilers have only been installed in quantity since 2002, there is as yet no firm data to confirm this. We will monitor the reliability of our condensing boilers, and make provision in our budgets for renewal of up to 300 condensing boilers per year for the next 5 years. Where the radiator system was renewed at the same time as the last upgrade to a condensing boiler, it may not be necessary to renew the pipework and radiators, but we will review the relative merits of full system vs boiler only renewal.

We will retain a degree of flexibility in constructing our annual programmes in order to respond to particular circumstances, such as changes in the Gas Installation and Use Regulations or the Approved Code of Practice, or the (lack of) availability of spare parts.

We will usually install combi boilers in flats, bungalows and maisonettes; and system boilers with a hot-water cylinder in houses. This will provide a better demand response for the larger households usually accommodated in houses, and facilitate installation of solar thermal hot water heating in houses should it be desirable in the future.

#### *Bathrooms*

The Stock Condition Survey highlighted the need to renew bathrooms at a greater rate than hitherto. Consequently, we plan undertake locality-based programmes to renew approximately 3,600 bathrooms in our General Needs stock over the next 5 years. Bathrooms which are outside the survey areas, or where the household does not comply with the Improvements for Tenants in Arrears Policy, will be maintained in a serviceable condition through the Responsive Repairs Service.

*Kitchens*

We plan to undertake locality-based programmes to renew approximately 2,500 kitchens in our General Needs stock over the next 5 years. Kitchens which are outside the survey areas, or where the household does not comply with the Improvements for Tenants in Arrears Policy, will be maintained in a serviceable condition through the Responsive Repairs Service.

*Roofs*

We plan to undertake locality-based programmes to renew approximately 750 roofs in our General Needs stock over the next 3 years. Roofs which are outside the survey areas will be maintained in a serviceable condition through the Responsive Repairs Service.

*Electrical Installations and Testing*

All domestic electrical installations are inspected on a 10-year cycle, and communal areas every 5 years. Any defects are remedied as a matter of priority. In addition, we have age-based and locality-based programmes to upgrade electrical installations. The main purpose of the upgrades is to provide electrical outlets in the quantity and locations to meet the requirements of a modern lifestyle. This prevents the potential hazards arising from trailing leads and multi-way socket adaptors, ensuring our homes are safe and comfortable. The majority of our homes have benefitted from this upgrade programme, which we plan to substantially complete by undertaking approximately 1,800 upgrades by the end of 2019.

*External Entrance Doors*

The Stock Condition Survey indicated that all but a few homes had modern doors of a satisfactory standard. We will maintain a small programme to upgrade entrance doors where necessary, prioritising the replacement of Aluminium, timber and the oldest uPVC doors with modern uPVC or GRP doors.

*Windows*

The UEL of a window is 40 years. Although the large majority of our windows are less than 35 years old, we are experiencing a higher than anticipated rate of failures of double glazing units, handles and hinges. Consequently, the Stock Condition Survey indicates a need to plan for the renewal of windows to approximately 2,900 homes over the next 5 years.

*Cyclical Planned Maintenance*

We undertake Planned Maintenance to General Needs properties on a 5-year cycle. The programme undertakes basic repairs, maintenance and decoration of the exterior of properties, fencing, paths, and internal communal areas of flats. More significant repairs outside the scope of this programme are identified and, depending on nature and urgency, are referred to be dealt with by the Responsive Repairs Service or incorporated into a future component renewal programme.

**Sheltered Housing**

The Council has 1,426 flats in Sheltered schemes, together with 141 Sheltered bungalows and houses. There is a small number of General Needs flats within some sheltered schemes.

The interior of sheltered accommodation is generally subject to less wear and tear than General Needs properties. Consequently, Cyclical Planned Maintenance to Sheltered Homes is delivered on an 8 year cycle.

We have established a programme which will complete the renewal of all kitchens and bathrooms in sheltered homes by 2026. Kitchens in this style of accommodation are generally smaller than in General Needs housing, but the Council provides a cooker and refrigerator. All bathrooms in Sheltered accommodation are upgraded to wet rooms with level access showers wherever possible and taking account of any preference expressed by an existing tenant.

## Appendix 1

### Stock Profile (November 2016)

Dwelling Type	Beds	Non Sheltered	Sheltered	Grand Total
Bungalow	1	651	96	747
	2	275	18	293
	3	6		6
	Bedsit	25		25
Bungalow Total		957	114	1,071
Cottage	1	98		98
	2	17		17
	3	3		3
Cottage Total		118		118
Flat	1	1,087	1,285	2,372
	2	1,310	48	1,358
	3	1	4	5
	4	7		7
	Bedsit	165	89	254
Flat Total		2,570	1,426	3,996
House	1	10		10
	2	1,076	7	1,083
	3	3,685	19	3,704
	4	181	1	182
	5	2		2
	6	2		2
House Total		4,956	27	4,983
Maisonette	2	43		43
	3	57		57
Maisonette Total		100		100
Grand Total		8,701	1,567	10,268

**Age Profile (November 2016)**

Age	Non Trad	Trad	Grand Total
Pre 1920		359	359
1921 - 1944	37	647	684
1945 - 1959	3,481	634	4,115
1960 - 1969	836	1,179	2,015
1970 - 1979		1,625	1,625
1980 - 1989		1,171	1,171
Post 1989		299	299
Grand Total	4,354	5,914	10,268



## Appendix 2

### Decent Homes Standard

The Decent Homes Standard was introduced in 2000, and updated in 2006. The standard is particularly aimed at improving and maintaining social housing, but does not apply to leasehold and shared ownership properties. With minor exceptions, all social housing organisations were required to ensure that all their stock met the standard by the end of 2010.

A decent home meets the following four criteria:

#### **a) It meets the current statutory minimum standard for housing**

Dwellings which fail to meet this criterion are those containing one or more hazards assessed as serious ('Category 1') under the Housing Health & Safety Rating System.

#### **b) It is in a reasonable state of repair**

Dwellings which fail to meet this criterion are those where either:

- one or more of the key building components are old and, because of their condition, need replacing or major repair; or
- two or more of the other building components are old and, because of their condition, need replacing or major repair.

#### **c) It has reasonably modern facilities and services**

Dwellings which fail to meet this criterion are those which lack three or more of the following:

- a reasonably modern kitchen (20 years old or less);
- a kitchen with adequate space and layout;
- a reasonably modern bathroom (30 years old or less);
- an appropriately located bathroom and WC;
- adequate insulation against external noise (where external noise is a problem); and
- adequate size and layout of common areas for blocks of flats.

A home lacking two or fewer of the above is still classed as decent, therefore it is not necessary to modernise kitchens and bathrooms if a home meets the remaining criteria.

#### **d) It provides a reasonable degree of thermal comfort**

This criterion requires dwellings to have both effective insulation and efficient heating.

It should be noted that, whilst dwellings meeting criteria b, c and d are likely also to meet criterion a, some Category 1 hazards may remain to be addressed. For example, a dwelling meeting criterion d may still contain a Category 1 damp or cold hazard.

## Appendix 3

### Statutory Compliance

Types of system / Plant	Action Required	Frequency	Inspected by	Type of Inspection	Relevant Legislation and /or Guidance
Fire and Smoke					BS 9999:2008 Code of practice for fire safety in the design, management and use of buildings
Fire extinguishers	Inspection  Discharge (not CO <sub>2</sub> )	12 Monthly  60 monthly	Competent Person  (Accredited Company)	Statutory  Statutory	BS EN 3:2000 Potable fire extinguishers  BAFE, LPC or similar
Fire detection and alarm Systems	Functional Check    Inspection  Inspection and Test	Daily  Weekly  3 Monthly  12 Monthly	User  User  Competent Person  (Accredited Company)	Operational  Operational  Operational  Statutory	BS 5839-1:2013 Fire detection & alarm systems code of practice loss prevention standard 1014 requirements for fire detection & alarm systems installers.  FIA, LPC or similar
Power Exhaust Ventilators	Inspection	Risk Assessment	Trained person	Statutory	BS 9999:2008 Code of practice for fire safety in the design, management and use of buildings
Non Automatic Fire Protection system Dry (or Wet) risers.	Visual  Inspection  Hydraulic Test	Weekly  6 Monthly  12 Monthly	User  Competent Persons  (Accredited	Statutory	BS EN 671. BS9990:2006 and BS 5306-1:2006. BS5888-12 and Building Regulations  FIA, LPC or Similar accreditation

Appendix 1

Types of system / Plant	Action Required	Frequency	Inspected by	Type of Inspection	Relevant Legislation and /or Guidance
			Company)		
Escape Routes Fire Doors	Visual Inspection Auto Doors Inspection	Weekly 1 monthly 6 Monthly	User User Competent Person	Operational Operational	HSWA Section 2 Building Regulations BS999:2008
Fire System Risk Assessment	Risk Assessment	As specified in RA	Competent Persons (Accredited Company)	Statutory	Risk Assessment specifies the criteria for the management of fire systems
Electrical					
Portable Electrical Appliances (PAT)					

Appendix 1

Types of system / Plant	Action Required	Frequency	Inspected by	Type of Inspection	Relevant Legislation and /or Guidance
A portable appliance in a low risk area is an electrical appliance that can be plugged in, or moved whilst connected to an electrical supply and includes some fixed appliances	Pre Use Checks  Heavy use equipment e.g.by mobile engineer, cleaners and on construction site need risk assessment.	At suitable intervals  Vary according to requirement  Testing	User  Competent Person (C + G 2377)	Operational	The health and Safety at Work Act 1974 (HSW)  The management of the Health & safety at work Act Regulations 1999 (MHSWR)  The Provision & Use of work equipment regulations 1999 (PUWER)  The Electricity at Work Regulations 1989 (EWAR)  HSE HSG107 Maintaining portable and transportable electrical equipment  HSE INDG236 Maintaining portable equipment in offices
Electrical Installations and Equipment					
Fixed electrical, control panels  Electrical Installations Condition report	Visual and functional checks  Thorough inspections and test,	3-60 monthly  Subject to previous report	Competent person  Competent person	Operational  Statutory	Inspection is recommended. Inspection frequency varies according to the type of equipment and environment used in  BS 7671:2008 IET Wiring Regulations
Emergency Lighting					

Appendix 1

Types of system / Plant	Action Required	Frequency	Inspected by	Type of Inspection	Relevant Legislation and /or Guidance
<p>The continued operation of emergency lighting is imperative, and testing is required to ensure it remains in a serviceable condition.</p> <p>Logbook record required</p>	<p>Full discharge for self-contained fittings 36 months after installation and then Annually.</p> <p>Indicators of central power supplies</p> <p>Short Duration test monthly</p> <p>Discharge test</p>	<p>Daily</p> <p>Monthly</p> <p>12 Monthly</p>	<p>User</p> <p>User</p> <p>Competent Person</p>	<p>Operational</p> <p>Operational</p> <p>Statutory</p>	<p>The Electricity at Work regulations 1989 (EAWR)</p> <p>The Health and Safety at Work Act 1974 (HSW)</p> <p>BSEN 50172:2004 (BS5266-8:2004) emergency escape lighting systems</p> <p>The frequency of inspection and testing may change subject to assessment or building type.</p>
Lightning Conductors					
Lightning Protection and earthing systems	Condition and inspection report	11 Monthly (indicative)	Competent Person	Operational	<p>The Electricity at Work Regulations 1989 (EWAR)</p> <p>The Health and safety at work Act 1974 (HSW)</p> <p>BSEN 62305 (1-4) 2006 protection against Lightning.</p>
Lifts, escalators, lifting equipment					
Passenger Lifts					

Appendix 1

Types of system / Plant	Action Required	Frequency	Inspected by	Type of Inspection	Relevant Legislation and /or Guidance
All lifting equipment used to lift or lower persons	Service  Engineering Inspections	Risk Assessment  12 Monthly	Accredited Company, Competent Person  Accredited Company, Competent Person	Operational  Statutory	Lifting Operations and lifting Equipment Regulations 1998 (LOLER)  Provision and use of work equipment regulations 1998 (PUWER)  The Electricity at Work Regulations 1989 (EAWR)  The management of the Health & Safety at work act regulations 1999 (MHSWR)
Lifts & Hoists					
Lift used for lifting goods and equipment only.	Service  Engineering Inspections	Risk Assessment  12 Monthly	Accredited Company, Competent Person  Accredited Company, Competent Person	Operational  Statutory	Lifting Operations and lifting Equipment Regulations 1998 (LOLER)  Provision and use of work equipment regulations 1998 (PUWER)  The Electricity at Work Regulations 1989 (EAWR)  The management of the Health & Safety at work act regulations 1999 (MHSWR)

**Appendix 4****30-year Expenditure Profile**

Category	Years 1-5	Years 6-10	Years 11-15	Years 16-20	Years 21-25	Years 26-30	Total 30 Year Cost
Catch up Repairs	£14,826,006	N/A	N/A	N/A	N/A	N/A	£14,826,006
Future Major Works	£48,957,150	£44,508,966	£45,800,794	£41,242,580	£43,364,616	£48,044,998	£271,919,104
Related Assets	£1,875,000	£1,875,000	£1,875,000	£1,875,000	£1,875,000	£1,875,000	£11,250,000
Contingent Major Repairs	£2,130,000	£2,130,000	£2,130,000	£2,130,000	£2,130,000	£2,130,000	£12,780,000
Exceptional Extensive	£36,968,100	£36,937,500	£0	£0	£0	£0	£73,905,600
Improvements	£10,197,000	£3,147,000	£2,697,000	£1,750,000	£1,750,000	£1,750,000	£21,291,000
Planned & Cyclical Repairs (Capital)	£16,400,000	£16,400,000	£16,400,000	£16,400,000	£16,400,000	£16,400,000	£98,400,000
<b>Total Capital</b>	<b>£131,353,256</b>	<b>£104,998,466</b>	<b>£68,902,794</b>	<b>£63,397,580</b>	<b>£65,519,616</b>	<b>£70,199,998</b>	<b>£504,371,710</b>
Responsive & Cyclical Repairs (Revenue)	£36,758,500	£36,758,500	£36,758,500	£36,758,500	£36,758,500	£36,758,500	£220,551,000
<b>Total Revenue</b>	<b>£36,758,500</b>	<b>£36,758,500</b>	<b>£36,758,500</b>	<b>£36,758,500</b>	<b>£36,758,500</b>	<b>£36,758,500</b>	<b>£220,551,000</b>
<b>30 year Total</b>	<b>£168,111,756</b>	<b>£141,756,966</b>	<b>£105,661,294</b>	<b>£100,156,080</b>	<b>£102,278,116</b>	<b>£106,958,498</b>	<b>£724,922,710</b>





## Appendix 5

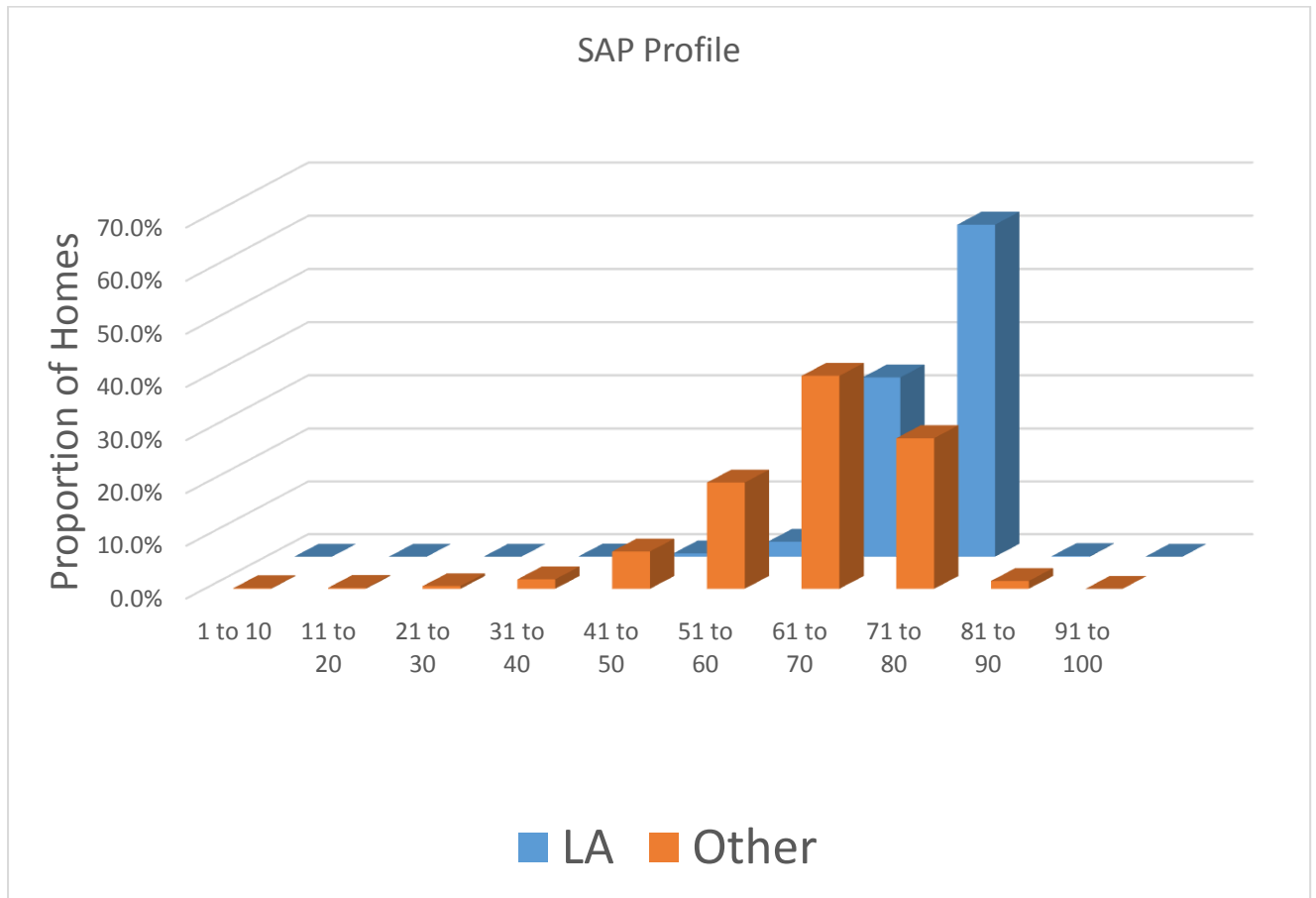
### Principal Components – Useful Economic Life

Component	UEL (Yrs)
Balcony	30
Bathroom	30
Boiler (Gas)	15
Boiler (Other)	20
Chimney	60
Door Canopy	30
External Door	40
External Insulation	30
External Wall Structure	80
Fencing	15
Garages & Outbuildings	30
Heating Extent and System	40
Kitchen	20
Loft Insulation	30
Main Roof Covering (Flat)	20
Main Roof Covering (Pitched)	60
Main Roof Structure	100
Mains Water Supply	50
Paths & Driveways	60
Porch	30
Primary & Secondary Wall Finishes	60
Programmable Heating	40
Renewables (PV & Solar Thermal)	25

Room Appliances (Gas & Electric Fires)	20
Secondary Roof Covering (Flat)	20
Secondary Roof Covering (Pitched)	60
Secondary Roof Structure	100
Smoke Detectors	10
Wall Insulation (Cavity Wall)	80
Wall Insulation (External Render)	60
Walls	60
Windows	40
Wiring	30

## Appendix 6

### Stock Energy Efficiency Profile



The chart demonstrates the higher proportion of HRA homes which achieve higher energy efficiency ratings than private homes in Swindon