



Harlow Council

**HARLOW DISTRICT COUNCIL CLIENT BRIEF FOR THE
PREPARATION OF A NEW NON-HOUSING ASSET
MANAGEMENT PLAN**

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1.0 SUMMARY

- 1.1 Harlow Council owns and manages circa 400 non-housing properties as well as land assets and infrastructure networks with a net value exceeding £121,000,000¹.
- 1.2 The Council recognises that the management of its property assets can play a fundamental role in the delivery of corporate and local priorities, as well as shaping and influencing the quality of life for local people and businesses.
- 1.3 The Council's current Non-Housing Asset Management Plan (AMP) has not been substantially revised for several years, with the latest approved AMP covering the period 2009/10 – 2013/14.
- 1.4 Harlow Council is looking to appoint a suitably qualified consultant to prepare a new AMP, which is intended to be used as a corporate framework to govern how Harlow Council manages, uses and develops its non-housing land and property assets.
- 1.5 This Brief sets out the geographical, financial and policy context under which the AMP is to be reviewed, the scope of the project and the required outcomes.

2.0 THE AIM AND VISION FOR HARLOW COUNCIL'S NEW AMP

- 2.1 The Council's requires the appointed consultant to prepare a new formal coherent, detailed and deliverable AMP which will set out a strategic direction and framework under which the Council will use, manage and develop its non-housing land and property assets.
- 2.2 The AMP will raise the profile of asset management, promote the application of good estate management practice and act as a corporate tool for future decision making. The AMP will set a formal framework and detail clear recommendations in order to:-
 - 1) Ensure that non-housing property assets are used to support and enable the delivery of the Council's corporate and service objectives.
 - 2) Ensure that the Council makes the best use of its property assets;
 - 3) Ensure that assets remain fit for purpose;
 - 4) Ensure that both capital and revenue expenditure is prioritised and strategically directed having regard to the Council's latest Stock Condition Survey;
 - 5) Identify new income generating opportunities;
 - 6) Ensure that assets are managed in a way that will support the growth and regeneration of the Town;
 - 7) Identify assets for disposal;
 - 8) Enable the Council to decide it's future direction in regard to land and property acquisitions;
 - 9) Identify opportunities for joint working and co-location;
 - 10) Support performance management; and
 - 11) Support cost effective facilities management.
- 2.3 The above is not an exhaustive list and any additional considerations should be

¹ Harlow District Council Statement of Account as at 31/03/2017

discussed with the Council and if appropriate additional categories added to the above.

3.0 FORM AND CONTENT OF THE NEW AMP

3.1 It is envisaged that the new AMP will comprise a two part framework.

- Part 1: The Asset Management Plan – This document will set out the Council's vision and a high level strategic framework and objectives under which the Council will manage its assets.
- Part 2: The Asset Management Action Plan – This Document will set out a coherent and deliverable action plan detailing property specific management initiatives and actions to deliver the Council's strategic vision and objectives.

3.2 It is envisaged that the AMP will cover a period of 10 years whilst the Asset Management Action Plan will be reviewed and updated every 3 years.

3.3 The documents are to contain policy, guidance and action points related to all items listed within paragraph 2.2 of this Brief.

3.4 The final documents should include an executive summary in concise and user-friendly report style. Documents should be sufficiently detailed to meet the needs of the Council, whilst being clear and accessible for officers, members and service providers.

3.5 The AMP will need be capable of being utilised for other purposes such as formulating other plans and strategies and drawing up development proposals and business cases.

3.6 The Council has recently completed a stock condition survey of its non-housing assets. The appointed consultant will be required to work with the Council to review this data and develop and refine the Council's future capital investment programme.

3.7 The final version of the key documents should be supplied to the Council in the form of two bound paper copies and a CD/DVD holding a PDF and word versions. Any supporting data should be in formats compatible with Microsoft IT systems. Any GIS data should be compatible with the Council's corporate GIS software.

4.0 METHODOLOGY FOR THE PREPARATION OF THE NEW AMP

4.1 In order to prepare a new AMP the appointed consultant will be required to review the Council's related corporate policies, review of the Council's existing asset base and management arrangements, review stock condition survey data, interview stakeholders, conduct workshops with elected members and carry out any necessary additional research to ensure that the final AMP is well informed and fit for purpose.

4.2 There are a number of internal groups and services who will need to feed into the final AMP including the Senior Management Team; the Capital Programme Group, the Regeneration Team, the Forward Planning Team, the Community Services Team and Housing Asset Management Team.

4.3 The appointed consultant will be required to liaise directly with officers, senior managers and elected members in order to understand and fully reflect the aspirations and priorities of the Council in the new AMP.

- 4.4 An example AMP development programme is set out within Appendix 1 of this Brief, however the detailed methodology with which the appointed consultant prepares the new AMP is to be agreed with the Council. The process will need to be capable of withstanding close scrutiny by all interested parties.
- 4.5 Consultants are encouraged to outline their proposed methodology for the development of the new AMP as part of their tender response.
- 4.6 Meetings with the Council's Project Co-ordinator will be required during the course of preparing the AMP to report on progress and approve documentation. The Project Co-ordinator should be supplied with draft versions of key documents for approval throughout their preparation.
- 4.7 The appointed consultant will be required to attend a formal meeting of the Council and/or Cabinet to present the AMP and Asset Management Action Plan prior to their approval and adoption.
- 4.8 The Council expects to be in a position to adopt and publish the new AMP in June 2018. Tenderers may propose an alternative programme, if they deem that this target date is not realistic or achievable.

5.0 INPUTS

- 5.1 The Council will supply the appointed consultant with related information required to fulfil the project including the following documents:-
- Stock condition survey data
 - Non-housing asset data including plans, tenancy information and income figures
 - The emerging Local Plan
 - Corporate Plan / Corporate Business Plan
 - Community Strategy
 - Capital Strategy
 - Medium Term Financial Plan
 - Treasury Management Strategy
 - Economic Development Strategy
 - Housing Strategy
 - Carbon Management / Energy Strategy
 - Neighbourhood or Place Strategies
 - Tourism Strategy
 - Community Asset Transfer policy and arrangements
 - Information around key partnerships with other bodies
 - Property performance data that may be in existence
 - Property Maintenance Strategy
 - Information around premises statutory compliance
 - Information on key 'property' achievements in last few years
 - Property plans/programmes moving forward
 - Any property specific policies, such as acquisition, disposal
 - Scheme of delegations for property decisions

6.0 HARLOW COUNCIL'S EXISTING ASSET MANAGEMENT STRUCTURE

6.2 The Council's strategic asset management function is based within the Council's Place Services Team. Within this Service, under the management of the Property & Facilities Manager the Property & Facilities Team are required to work with stakeholders to set the Council's direction for asset management.

6.3 The Property & Facilities Team are responsible for a range of related services such as non-housing estate management and landlord and tenant practice, management of un-adopted highways drainage and lighting, car park and bus station management, management of a corporate fixed asset register and GIS data set, capital investment delivery and planning, flood alleviation works, asset disposals, facility management, rating appeals, energy management, business continuity, repairs and maintenance and the procurement of capital accounting and insurance valuations.

7.0 HARLOW COUNCIL'S NON-HOUSING PROPERTY ASSETS

7.1 The Council's non-housing property portfolio extends to a diverse mix of circa 400 properties including shops, offices, sports and leisure facilities, public houses, a crematorium, business centre, health centres, car parks, allotments, a bus station, operational properties, parks, woodlands, farmland and an un-adopted highways, drainage and lighting network.

7.2 Income from the Council's non-housing property assets is an important source of revenue used to fund the Council's services. In the financial year 2016/17 income derived from the Council's non-housing assets totalled circa £2,380,000. Income for 2017/18 is projected to be in the region of £2,637,000.

7.3 Having largely been built in the 1950's and 60's many of the Council's assets are now coming to the end of their useful life and are in need of major capital investment or redevelopment.

7.4 The Council's land assets include a number of sites that are considered suitable for future development. As such representations have been submitted seeking to promote those sites for allocation within the emerging Harlow Local Plan.

7.5 For reference a detailed list of the Council's non-housing property assets is set out within Appendix 2 of this Brief, together with plans showing those land assets that are considered to have development potential.

8.0 POLICY CONTEXT

8.1 The appointed consultant will need to ensure that the new AMP is consistent with and complements existing Council policies, strategies and objectives.

Harlow Council Corporate Plan

One of the main functions of the new AMP will be to ensure that the Council's non-housing assets are used efficiently to support and enable the delivery of the Council's corporate and service objectives. Therefore particular attention will need to be paid to the Council's Corporate Plan 2017/18 – 2019/20. This document sets out the Council's five key aims and objectives, those being:-

- More and better housing;

- Regeneration and a thriving economy;
- Wellbeing and social inclusion;
- A clean and green environment; and
- Successful children and young people.

8.3 Harlow District Local Plan

Harlow Council is currently preparing a new Local Plan for the District. This document will contain strategic policies that set out the overarching growth strategy for the area including housing numbers, future job numbers and commercial floor space requirements, infrastructure provision and principles for protecting the natural, historic and built environment.

8.5 The Local Plan will allocate sites for future development and set out development management policies that will help guide applicants who apply for planning consent.

8.6 The Council has already consulted on an Issues and Options document in 2010 and an Emerging Strategy and Further Options document in 2014. Both of these documents are available to view on the Council's website.

8.7 Other elements of the corporate context

The appointed consultant will also have to have regard to the following corporate policy documents:-

- Regeneration Strategy;
- Economic Development Strategy;
- Treasury Management Strategy 2017/18; and
- Medium term Financial Strategy 2016/17 – 2020/21.

9.0 **A BRIEF HISTORY OF HARLOW AND ITS PROPERTY ASSETS**

9.1 Harlow is situated in the County of Essex and borders Epping Forest District to the south, west and east and East Hertfordshire District to the north. Harlow District extends to approximately 30.5sq.km and is located within 38 kilometres of London and 50 kilometres of Cambridge.

9.2 Harlow is now home to approximately 85,390² residents and by 2033, is projected to have a population of 98,779³. Harlow is a unique and dynamic District with bold ambitions for growth and regeneration.

9.3 Harlow was one of the first New Towns built after World War II to ease overcrowding in London. Harlow was designated a new town by parliamentary act on 25 March 1947, thereafter Harlow Development Corporation became the main property owner within the town. The bulk of these assets were acquired under the New Towns Act.

9.4 The original Harlow Masterplan provided a town centre, employment area and self-contained residential neighbourhoods supported with their own community facilities and services, separated by a network of green spaces.

9.5 At the time of designation as a new town, the villages of Harlow and Netteswell and surrounding parishes were part of Epping Rural District Council, after which Harlow

² ONS mid-year estimates 2015 (issued June 2016)

³ ONS Population Projections 2014 Essex Insight (23 June 2016)

Development Corporation became the main property owner and planning authority within the 386 acres of the 'new town'. Harlow Urban District Council was later established in 1955.

- 9.6 When the Local Government reorganisation took place during the 1960's the town was effectively controlled by two bodies, Harlow Development Corporation and Harlow Urban District Council (becoming a district council as a result of the reorganisation), both owning land in their own right.
- 9.7 Upon the demise of the Harlow Development Corporation in 1976 a series of land transfers took place. These were the "First" or "Housing" transfer which included most of the housing areas within the town, the shopping hatches, neighbourhood shopping centres, common rooms, play barns, large tracts of open space between the estates, some allotment sites and playgrounds.
- 9.8 In 1979 the Second transfer took place which was also a housing transfer that was intended to sweep up all the remaining small pieces of housing land omitted from the First transfer.
- 9.9 Finally in 1986 the Third transfer took place, which was the community related asset transfer from the Commission for the New Towns (successors in title to Harlow Development Corporation). This included a balanced package of land most of which had little value but had an encumbered maintenance cost. The package included some leased properties that generated modest incomes and some properties that had an agreed value which the Council could sell and provide a future maintenance fund.
- 9.10 Each site had a defined use and value at the time of transfer and some of the properties were subject to claw back based upon up lifts in value on disposal or change of use.
- 9.11 Separate conveyances of playgrounds, allotments, the town park and scout sites also took place between Harlow Development Corporation and Harlow Council most of which were encumbered with restrictive covenants. In general the First and Second transfer lands do not have restrictive covenants as to use.
- 9.12 In addition Harlow Council has purchased a number of properties from private owners such as Harlow and Latton Common, Latton Woods and Netteswellbury Farm. The most recent acquisitions being the land at Latton Farm purchased from the Home and Communities Agency (formerly English Partnerships) and land at the new Harlow Enterprise Zone.
- 9.13 The town's industrial areas and town centre were retained by the Commission for the New Towns who gradually disposed of their interest, usually to existing tenants or investors.
- 9.14 Harlow is subject to the same problems as many new towns built in the 1950s/1960s, with key infrastructure and buildings expiring at the same time, and is now in need of substantial capital investment and regeneration.

10.0 TENDER SUBMISSION REQUIREMENTS

10.1 Information must be submitted on the following points as part of this tender:

1. A statement or report setting out the proposed methodology with which you will

- carry out the necessary research and prepare the new AMP.
2. A timetable for preparing the new AMP.
 3. The costs of the project including a breakdown of hours contracted as a whole and by individual team members, together with the hourly/daily rates for each project member.
 4. C.V.s of project members demonstrating experience of undertaking similar commissions.
 5. Contact details of two referees for similar services (preferably local authorities or public bodies) that the Council may contact.
 6. Evidence of public, employers and professional indemnity insurances.
 7. Completion tendering documents (Form of Tender, Anti-Collusion Certificate, Time Allocation, Resources and Day Rates Schedule)
- 10.2 All returned tenders will be scored in line with the scoring criteria set out within Appendix 3 of this Brief.

11.0 CONTACTS

Principle Contact Harlow District Council Property & Facilities Manager	Will Hales will.hales@harlow.gov.uk 01279 446852
Alternative Contact Harlow District Council Estates Officer	Dean James dean.james@harlow.gov.uk 01279 456687
Alternative Contact Harlow District Council Head of Place	Graeme Bloomer graeme.bloomer@harlow.gov.uk 01279 446270

APPENDIX 1

Outline project plan for the preparation of Harlow Council's new Asset Management Plan

Stage 1 - Project initiation meeting

Initial meeting to agree and confirm:

- Contact details for both parties and working arrangements
- Project programme key dates
- Documentation required by the Consultant
- Project format/process
- Aim and audience for the new documentation
- Explanation about potential document contents
- Key stakeholders and interviewees
- Communication and reporting requirements

Stage 2 - Document Gathering

The compilation of all necessary documentation including for example Harlow Council's:-

- Corporate Plan
- Community Strategy
- Capital Strategy
- Medium Term Financial Plan
- Treasury Management Strategy
- Economic Development Strategy
- Housing Strategy
- Carbon Management / Energy Strategy
- Tourism Strategy
- Information around key partnerships with public or private sector bodies
- Property performance data
- Property Maintenance Strategy
- Information around premises statutory compliance arrangements
- Information on key 'property' achievements in last few years
- Property plans/programmes moving forward
- Any property specific policies
- Scheme of delegations for property decisions

Stage 3 - Document review to pull out key areas for workshops

Analysis of Harlow Council's Corporate Plan and other key policy documents to pull out key aims, objectives and deliverables associated with property asset management for consideration within workshops. Develop draft asset management principles and policies in preparation for facilitated workshop.

Stage 4 - Facilitated workshops with elected members and other key stakeholders

Presentation and workshops with elected members to:-

- Go through process
- Ascertain and agree key deliverables
- Explain documentation and agree structure for AMP
- Facilitated discussion around draft asset management principles and policies

Stage 5 - Build up outline policy document

Based on facilitated workshop and corporate documentation develop outline AMP document. Key sections could include asset management principles and key asset management policies.

Stage 6 - Conduct stakeholder interviews

On-site discussions with property representatives and key services mainly to develop contents of the strategy part of the AMP Framework (Part 1 of the Asset Management Plan).

Stage 7 - Development of Asset Management Plan

Writing Part 1 of the AMP document based on discussions with the council and review of wider council documentation/performance information. Key sections could include:-

- How the AMP will deliver the Asset Management Policies and Principles
- Key deliverables
- Agreed timescales
- Links to other relevant Council Policies and Strategies

Stage 8 - Development of Asset Management Action Plan (Part 2 of the AMP)

With the assistance of the Council's Property & Facilities Team identify existing and potential work programme items and priorities. Each activity should have:

- A Brief Description
- Links to Key Asset Management Policy and Principles it supports
- Links to deliverables of other relevant Council Policies and Strategies
- SMART outcomes
- Key milestones
- Accountable Person
- Resource Implications
- Asset Management Action Plan likely to comprise a combination of the following:
 - a) Actions relating to specific assets or asset groups, such as disposal, acquisition, refurbishment;
 - b) Actions related to organisational asset management issues, such as establishing working groups, communication channels, defining responsibilities, developing relationships with strategic partners etc.
 - c) Actions related to provision of additional resources, such as gathering survey or performance data, procuring new staff, procuring ICT etc.

Stage 9 - Development of an introduction/summary

Coordinating introduction/framework needs to be produced to pull the strands together. This would most likely include:

- An explanation of the framework
- Asset management Introduction
- Profile of the council
- Context
- Portfolio summary
- Asset profile
- Other property policies

Stage 10 - Agreement of documentation with the Council

This is likely to be an iterative process rather than at the end of the production stage, and will involve a number of drafts passing between the appointed consultant and the Council to ensure that the final documentation is what is required and will meet internal approval. The Council will secure the necessary internal approvals before formal adoption of the AMP.

Flexibility should be demonstrated in undertaking the work; it is likely that the work will be iterative as more evidence is assembled. It is therefore envisaged that some of the tasks identified will be undertaken concurrently. It is not anticipated that tasks will be carried out in isolation or that there will be a linear sequence in approach.

APPENDIX 2 – HARLOW DISTRICT COUNCIL NON-HOUSING PROPERTY ASSET LIST

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APPENDIX 3 – TENDER SCORING CRITERIA

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