

# Achieving Finance Excellence in Policing (AFEP) III

## Sustainability status report

July 2024

## Table of contents

Executive summary.....	4
1. Introduction: the United Nations SDGs, triple bottom line.....	7
2. Sustainability strategies .....	8
3. AFEP III CIPFA/Norse Group sustainability roundtable .....	15
4. Measurement and data .....	16
5. Making the net zero business case .....	25
6. Strategic case: driving socio-economic benefits.....	26
7. Economic case: Exploring the options – ‘making the business case’.....	29
8. Commercial case: engagement with the supply chain and commercial models.....	32
9. Financial case: financing and funding .....	36
10. Project management .....	38
11. Sustainability based on property, assets, fleet, IT, waste.....	39
Appendix: Projects delivered so far and those in progress .....	41
Annex 1: Draft proposal for a common measurement approach.....	50
Annex 2: Abundance green bonds .....	51
Annex 3: Additional CIPFA resources .....	53

**CIPFA, the Chartered Institute of Public Finance and Accountancy**, is the professional body for people in public finance. CIPFA shows the way in public finance globally, standing up for sound public financial management and good governance around the world as the leading commentator on managing and accounting for public money.

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# Executive summary

## Background to the work

Under the AFEP III programme, CIPFA has worked with police forces and other industry experts to deliver a sustainability programme including:

1. a series of sustainability webinars
2. a roundtable event
- 3. this sustainability status report**
4. a practical toolkit.

It was determined that a sector-wide status report and toolkit would be preferential to working with a smaller subset of forces on specific sustainability issues.

## Overview

This report is aimed at anyone with an interest in sustainability including chief finance officers, sustainability managers, estate professionals etc. Using this report, we look to share best practice with forces at different stages in their sustainability journey and list a series of recommendations to consider.

This report begins by introducing the 17 United Nations Sustainable Development Goals (SDGs) with a key focus on sustainability in the context of the climate emergency and net zero targets. Next, we go into a simple horizon scanning exercise highlighting existing sustainability strategies from both the NPCC's sustainability programme and individual sustainability strategies including findings from the AFEP III/Norse Group sustainability roundtable.

This report is broadly structured around the HM Treasury better business case guidance and the five-case model, covering strategic, economic, commercial, financial and management considerations. In addition, there are sections that consider the importance of data and measures that support evidence-based decision making and tracking the benefits, costs and risks of a particular course of action. The report briefly covers other sustainability considerations including property, assets, fleet, IT and waste.

We close the report with a series of recommendations and case studies from both police forces and other public bodies on past and current programme and project delivery. Please note we are aware that there may be many other projects that have been undertaken and hope that forces will find this report a useful tool in their sustainability journey.

## Stakeholders and acknowledgement

The AFEP III sustainability work has been overseen by the AFEP III sustainability workstream/sustainability working party. This working party have reviewed and commented on this sustainability status report. The members of the AFEP III sustainability workstream/sustainability working party are:

- Keith Dickinson (Merseyside Police Director of Resources and the NPCC Sustainability and Policy Sub-group Chair)
- Richard Muirhead (West Mercia Police Director of Commercial Services)
- Robin Matthews (Executive Manager NPEG)
- Billie Heafield (BlueLight Commercial)
- Alex Gee (Senior consultant, CIPFA)
- Melissa Chivese (AFEP Programme Lead, CIPFA)
- Mark Williams (Report author, CIPFA).

We are very grateful to the members of the working party for their support and to all those we spoke to in developing this sustainability status report, including those that provided the case studies quoted.

## Recommendations

- Adopt and embed HM Treasury's better business case approach, which provides a decision-making framework; this is especially important for something as complex as sustainability.
- Ensure a 'golden thread' throughout, linking proposals into the wider strategic context. It is great to see forces using the 17 UN SDG Framework and then focus on the subset of the 17 that are relevant to them, including those that focus on the climate emergency, net zero and decarbonisation.
- Within the business case approach, use the HM Treasury Green Book to consider the wider socio-economic benefits (costs and risks) for the communities that you serve. For example, one of the benefits we have seen other public sector bodies consider is the recruitment and retention of staff that can come as a result of being a leader in sustainability.
- There is a need to focus on successful project delivery. The evidence suggests that this is enhanced by taking a programmatic approach, but that not all projects will go well, hence if you are going to fail ensure you fail fast and learn the lessons.
- Many net zero related projects have 'spend to save' financial benefits, but all should have wider socio-economic benefits. As a result there are a wide range of funding and financing options to be explored. Forces should be familiar with these and be working to leverage this money. The ability to leverage this money is enhanced by having 'shovel ready' projects; with the right 'shovel ready' project even if certain funding or financing is not secured, there are alternatives.
- The HM Treasury Green Book encourages the consideration of a range of commercial models, something forces should be doing. There is a link between certain commercial models and the availability of project financing.
- We include material on green bonds. We do think forces should consider the potential benefits of this form of financing, albeit this will only be an element of a wider blended funding/financing requirement.
- Delivering on your climate emergency, net zero, decarbonisation strategy and commitments is a long-term activity. Hence the adoption of a programmatic

approach. This requires forces to set up long-term delivery governance, project management, contract management, etc. This affords the opportunity to resource up, learn the lessons and adjust the programme accordingly.

- This is an area that demands collaborative working across a wide range of functional professions and roles. When considering resourcing up, it might be within a particular function, or it could be for your supply chain partners.
- This is likely to include resource to help with measurement, data and reporting. This is an area where robust data is vital for both the emerging reporting requirements and for programme and project delivery.
- This same agenda is being delivered across the 45 police forces and wider public bodies; as such, lessons can be learned from case studies. We have included a range of case studies in this sustainability status report.
- The climate emergency, net zero and decarbonisation require a collaborative approach to successful delivery. As this sustainability status report demonstrates, there is a significant amount of support material and tools available, which will be the focus of the toolkits we produce next.

## Next steps

On issue of the report and toolkit, CIPFA will be working with police forces and other industry experts to deliver support on asset management. The precise scope of the asset management support is to be defined, but there is a link between asset management and sustainability and many of the same stakeholders will be involved.

# 1. Introduction: the United Nations SDGs, triple bottom line

Police forces have approached sustainability through the United Nations 17 Sustainable Development Goals (SDGs). This is helpful as it provides a well-known framework for considering the delivery by a public body of socio-economic benefits (social value/public benefit) to the communities that the public body serves. In turn there is a link between the measurement of the SDGs/socio-economic benefits and the HM Treasury business case/Green Book referenced below. Forces have chosen to focus on a sub-set of the 17 SDGs, including those around climate action. While this AFEP sustainability report references wider sustainability outcomes/the 17 SDGs, a key focus is climate action and net zero targets.

## THE GLOBAL GOALS For Sustainable Development



Sustainability is jargon heavy. We do make early reference in this sustainability report to the triple bottom line 'People, Planet, Profit' (private sector) or 'People, Planet, VFM' (public purse). We also consider economic, environment, social (ESE) factors and environmental, social, governance (ESG) investment.

Finally, we reference the 'circular economy', the idea of enclosed systems, where rather than extracting rare materials, manufacturing goods and services, consuming these and then sending to landfill (a linear approach) we are aiming to reuse and repurpose (circular).

## 2. Sustainability strategies

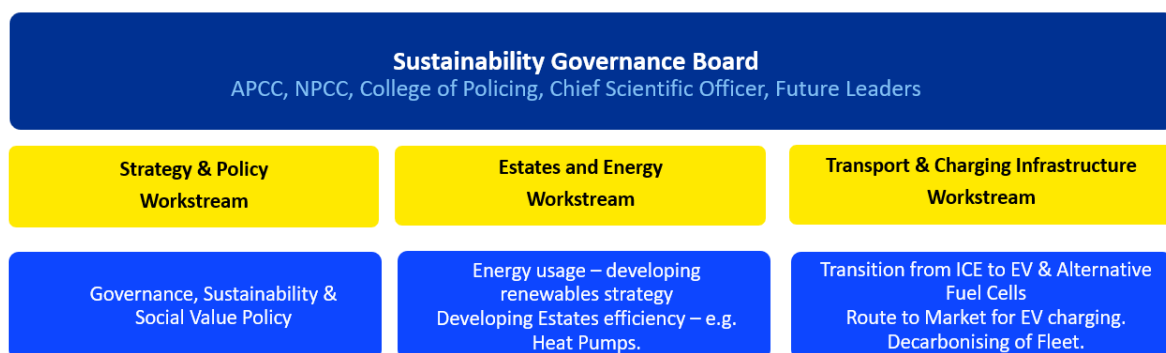
### Horizon scanning – existing sustainability strategic material

In covering sustainability and net zero, CIPFA observes that often teams start their net zero journey from a very low base level (of knowledge and/or data). In our experience, most types of projects have been done somewhere else in public services before and the net zero conversation is at least 20 years old. Hence significant value can be gained from reviewing existing strategies and delivered projects. We therefore reproduce extracts from both the NPCC's sustainability reporting and individual police forces' sustainability strategies.

We note the key priorities of net zero, including estates decarbonisation and fleet decarbonisation. As a result, we have focused on these themes within the sustainability report and our AFEP III work in these areas.

### Background on the National Police Chiefs Council (NPCC) Sustainability Programme

In 2021, the National Police Chiefs Council (NPCC) and the Association of Police and Crime Commissioners (APCC) joined forces with its policing partners College of Policing and BlueLight Commercial (BLC) to launch a national sustainability programme. The programme established a sustainability governance board with three national workstreams focused on strategy and policy, transport and changing infrastructure, and estates and energy.



The purpose of the programme is to:

- develop a consistent force-wide approach to work towards carbon net zero
- demonstrate policing's commitment to forces' sustainable development goals and position themselves as an employer of choice
- develop strategy, provide national guidance and share best practice in all areas of sustainability and decarbonisation.

This report includes a focus on the police estate. The National Police Estates Group (NPEG) is an important partner for this work. We include below references to NPEG.

The report considers the importance of data and measurement. This is a current area of focus for the Emergency Services Environment and Sustainability Group (EESG) (see section 5). The EESG includes members from UK police forces, fire brigades, ambulance services and other emergency services who meet to share best practice and discuss emerging technologies, government policy and legislative requirements.



ESESG have published a [sustainability charter](#) and encouraged forces to sign up to this. Key aspects of the Charter include:

- The Charter has adopted the United Nations Sustainable Development Goals to provide a consistent framework with consideration to all areas of sustainability.
- For ESESG sustainability means reducing the negative impacts associated with our operations, while working towards positive and long-lasting outcomes for our planet, the people within our organisations, the communities we serve and the public purse.

As stated, one focus of our report is on fleet decarbonisation. Blue Light Commercial (BLC), the polices forces' procurement partner, has a key role to play as the commercial case and delivery model are critical to success, as illustrated through the business cases and the five-case model (the five lenses through which to look at a problem and reach a decision).

The Association of Police and Crime Commissioners (APCC) report [PCCs making a difference – environment and sustainability in focus](#) includes a range of case studies, some of which are also covered here.

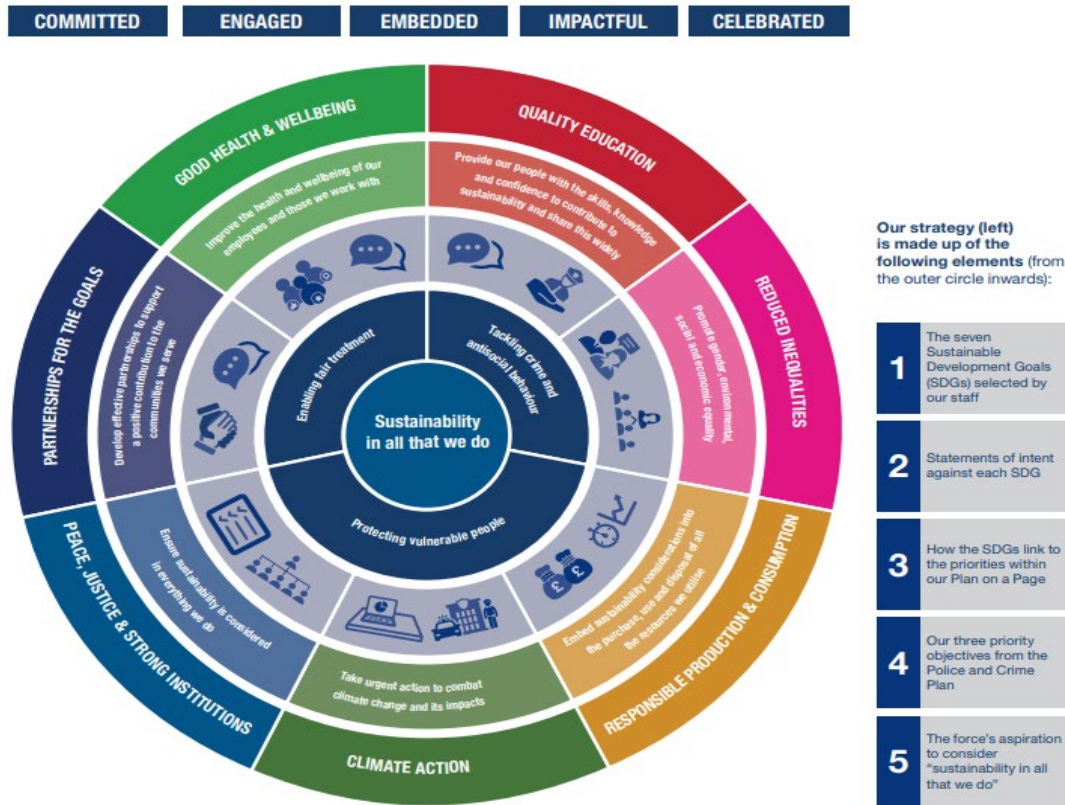
Having referenced NPCC, BLC and APCC material, we set out below extracts from key documents developed and maintained by the following more active forces in this area:

- South Yorkshire Police – shows a strategic approach
- Metropolitan (Met) Police – shows a strategic and policy approach, including links with wider policies
- Avon and Somerset Police – shows a reporting approach.

# South Yorkshire Police Sustainability Strategy

The [South Yorkshire Police's Sustainability Strategy 2020-25](#) starts with a consideration of all 17 UN SDGs before focusing in on the seven shown in the diagram. This diagram then provides context on how the South Yorkshire Force will progress its strategy:

## Sustainability strategy summary



# Metropolitan Police strategy and policy principles

The image below is an extract from the [Metropolitan Police's strategy 2018–2025](#), summarising its priorities and approach to sustainability across London as part of the Greater London Authority (GLA) family (column 3):

## Our priorities and approach

The Met will be a force for responsibility by:

PRIORITIES	<p><b>1</b>  <b>Providing value for money and an efficient service</b>                        Constantly improving levels of productivity and efficiency through better understanding, forecasting and managing the full range of activities we undertake.</p>	<p><b>2</b>  <b>Being recognised for our integrity and professionalism</b>                        Taking a critical and ethical stance towards the role of modern policing, ensuring that the public receive the best possible service from those best placed to deliver it.</p>	<p><b>3</b>  <b>Contributing to the sustainability of the city – its environment, its economy and its communities</b>                        Taking seriously our wider responsibility for London as part of the GLA family and looking out for London's future.</p>
OUR AMBITIONS	<ul style="list-style-type: none"> <li>■ We will aim to make 2% annual efficiency savings across all areas of policing in the Met</li> <li>■ We will continuously identify and resolve sources of internal demand for the benefit of our people</li> <li>■ We will be recognised as outstanding for efficiency by HMICFRS</li> </ul>	<ul style="list-style-type: none"> <li>■ We will continue to reduce the use of police custody for those with mental health issues</li> <li>■ We will introduce Heads of Profession in order to drive continuous improvement, develop and maintain standards and improve connections with local and national groups</li> <li>■ We will work with London's mental health trusts to deliver London-wide, 24/7 triage support to police assisting people in mental health crisis</li> <li>■ We will explore the potential of providing first contact to the public which integrates a range of partners, including blue light partners</li> </ul>	<ul style="list-style-type: none"> <li>■ We will appoint an MPS Environment Champion at Management Board Level</li> <li>■ We will deliver a fleet that is compliant with the London Low Emission Zone (LEZ) and Ultra-Low Emission Zone (ULEZ)</li> <li>■ We will provide advice to businesses about police support and measures they can take to protect themselves. With the National Business Crime Centre acting as a single point of contact for the business community</li> <li>■ We will reduce our carbon emissions by 60% from a baseline year of 2005/06 by 2025</li> </ul>
FOOD FOR THOUGHT	<p>An app has been developed which provides members of the public with the ability to live stream footage to an emergency service contact centre. This allows for calls for service to be triaged in an effective and ethical way, whilst providing reassurance and guidance to the public at the same time.</p>	<p>Previous work by the Behavioural Insights Team has shown the influence of making public league tables of product susceptibility to crime (mobile phone theft index). The Met has the data and reputation by which it could do more of this to shine a light on the private sector's role in crime prevention.</p>	<p>TfL's Liveable Neighbourhoods is a scheme designed to encourage local people to take ownership of their local area through targeting funding and support. The main aim is to encourage more active use of public space, which not only has benefits for increasing physical and mental health, but also with potential benefits for increasing 'capable guardians' in public space to reduce crime.</p>

The Met's Direction: Our strategy 2018-2025 36

The Metropolitan Police's [environment and sustainability policy](#) details the sustainability approach relating to its property portfolio.

## Policy principles: Environmental Policy

The Metropolitan Police Service (MPS) is a large and complex organisation employing around 34,000 officers, 10,250 police staff and 1,200 police community support officers (PCSOs). The MPS is also supported by more than 2,000 volunteer police officers in the Metropolitan Special Constabulary (MSC) and its employer supported policing (ESP) programme. MPS operations cover an area of 620 square miles within London and a population of 8.8 million, while managing and having a presence in approximately 262 operational buildings.

The MPS is committed to managing its environmental impacts by:

- maintaining an environmental management system (EMS) in line with the ISO 14001 standard 2015
- complying with statutory environmental requirements and other compliance obligations
- having regard to GLA policy priorities and objectives within the Police and Crime Plan for London and the MPS Turnaround plan
- delivering continual environmental performance improvement through the implementation of the MPS Sustainability Management Plan
- preventing, controlling and mitigating pollution

- providing appropriate training and awareness programmes to enhance staff and contractor competence
- seeking to ensure the supply chain manages its impacts in line with wider MPS environmental policies and standards
- delivering opportunities for the MPS to positively contribute to the local environment and communities in which it operates
- monitoring and reporting environmental performance to stakeholders.

The MPS's senior environment champion and management board will monitor overall progress of the strategy and the environment and sustainability board (ESB) will be responsible for delivery at an operational level.

**Performance is monitored quarterly through the sustainability management plan (SMP),** which sets out strategic objectives and key targets with measurable outcomes:

- progress is reported at quarterly ESB meetings on an exception basis and the key highlights, or any performance risks will be communicated to the senior environment champion
- regularly reviewing the environmental policy against relevant legislation, guidance and evolving MPS policies and strategies.

## Policy statement

Report on progress of the objectives within the environment and sustainability strategy and related initiatives to MPS senior management, the Mayor's Office for Policing and Crime (MOPAC), Greater London Authority (GLA) and other interested stakeholders.

## Purpose and benefits

This policy helps the MPS meet its legal requirements and commitment to improving environmental and sustainability performance.

The policy provides the following benefits:

- a framework for delivering the MPS Sustainability Management Plan (SMP)
- reducing the risk of environmental pollution incidents and the associated liability
- ensuring adherence to industry best practice
- opportunity for achieving efficiency savings and cost avoidance
- compliance with best practice management standards.

Associated MPS and GLA/MOPAC documents and policies:

- Building a Safer London – Police and Crime Plan for London 2022–2025
- MPS Turnaround Plan 2023–2025
- MPS Environment and Sustainability Strategy 2023–2025
- MPS Social Value and Sustainability Strategy 2021–2025
- The GLA Group Responsible Procurement Policy 2022–2024
- The GLA Group Responsible Procurement Implementation Plan 2022–2024
- The Mayor of London Environment Strategy May 2018
- Mayor's Budget Guidance 2023–24
- London Anchor Institution Charter March 2021.

## Avon and Somerset Police sustainability reporting

A range of key documents have been developed and maintained by a number of the more active forces in this area. Avon and Somerset Police's [Sustainability Reporting 2022](#) also starts with consideration of all 17 UN SDGs before focusing in on the four shown in the diagram. This diagram then provides context to how Avon and Somerset will progress its strategy:

### THE SUSTAINABLE DEVELOPMENT GOALS WE'RE FOCUSING ON TO 2026

The United Nations' Sustainable Development Goals (SDGs), shown opposite, provide a framework to achieve a better and more Sustainable future for all.

We developed our Sustainability Plan with reference to the SDGs and identified four that we would focus our efforts towards by 2026.

We are focusing on these in the following order of priority – 13 (primary activity focus), followed by 12, 11 and 17. The following sections set out the things we'll keep doing, what's new and how we'll measure success using the goals below as themes of activity. A detailed action plan underpins each theme.



Avon and Somerset Police has also published an annual update on its sustainability reporting, an extract of which is detailed below:



MEETING NAME	DATE	AGENDA NO
Constabulary Management Board	Thursday 25 <sup>th</sup> May 2023	
DIRECTORATE / DEPARTMENT	AUTHOR	COG SPONSOR
Finance and Business Services (FABS)	Hannah Watts	Nick Adams
NAME OF PAPER	PURPOSE OF THE PAPER	SESSION
Annual Constabulary Sustainability Report 2022/23	Update	

## 1. PURPOSE OF REPORT

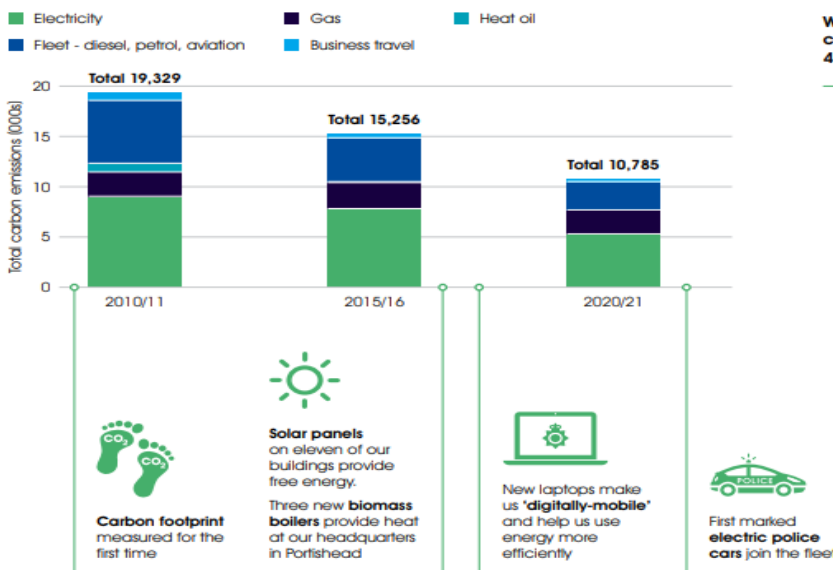
The Constabulary approved its third Sustainability Plan at the end of 2021, establishing new, stretching targets for the organisation by 2026/7, although contrary to some other public sector organisations, the plan did not go so far as to commit to a net zero target.

The Constabulary's Sustainability Plan focusses on four over-arching themes:

1. **Climate Action**
2. **Responsible Consumption**
3. **Sustainable Communities**
4. Internal and external **partnerships** to deliver change.

### Our Sustainability performance so far

The source of our carbon emissions can be broken down as follows:





### 3. AFEP III CIPFA/Norse Group sustainability roundtable

As part of our AFEP III delivery work on sustainability, alongside this sustainability report and the accompanying toolkit, we have held a series of roundtables and webinars including the CIPFA/Norse Group sustainability roundtable held in November 2023 which covered subjects such as fleet decarbonisation, supply chain sustainability, project delivery and the importance of good data.

Using the HM Treasury better business case framework and HM Treasury [Green Book](#) for the assessment of socio-economic benefits (costs and risks), it was identified that the strategic context is set by being enshrined in legislation (net zero 2050) and cascaded down to a range of strategies (targeting net zero much earlier than 2050). Therefore, instead of considering the strategic need to act, the consideration becomes the opinions, sequencing and timing – the roadmap. In business case terms, the ‘why’ is set, and then consideration is given to the ‘what’, ‘how’, ‘who’, ‘when’ and ‘who pays’.

Under the ‘what’ and the ‘how’, we discussed a range of programmes and projects, both within policing and broader public services. For example, CIPFA has recently supported a solar farm business case for a police force on land they own, adjacent to the police headquarters.

CIPFA has also worked historically on the Mayor of London’s [retrofit accelerator programme](#), which has seen over 1,000 public buildings across London benefit from the installation of energy efficiency/microgeneration measures delivered through over 300 individual projects. The roundtable discussed the advantages of taking this long-term programmatic approach.

We discussed the range of commercial models available to public bodies in delivery with supply chain partners. Again, there is a link with the HM Treasury Green Book, which covers the value for money in its broadest sense, including from risk being held with the party best able to manage that risk, the need to encourage the supply chain to bring innovation, and the advantages of whole-life benefits, costs and risk approaches. There is a link between the consideration of commercial models and funding and financing – the ‘who pays’ question. Examples were discussed, outlining where alternative financing had been used – not because it was needed, but because of the commercial behaviours and incentives it drives.

As part of this discussion, we also covered the green bond/crowdfunding examples in local government, which police forces might seek to replicate.

We also discussed the [National Highways net zero strategy](#) and approach to measuring greenhouse gases, which are well developed, and recognised the potential parallels between National Highways business and police forces.

## 4. Measurement and data

Measurement and data are key to delivering net zero/greenhouse gas reduction. There is a need for collaborative working across a range of functions and professions to ensure robust measurement and data. This includes finance professionals as, increasingly, areas of sustainability, net zero emissions and greenhouse gas reduction reporting will feature in financial statements and be subject to audit and assurance. CIPFA is working with global public sector financial reporting bodies and often speaks about the responsibility of the public sector to [improve sustainability reporting](#).

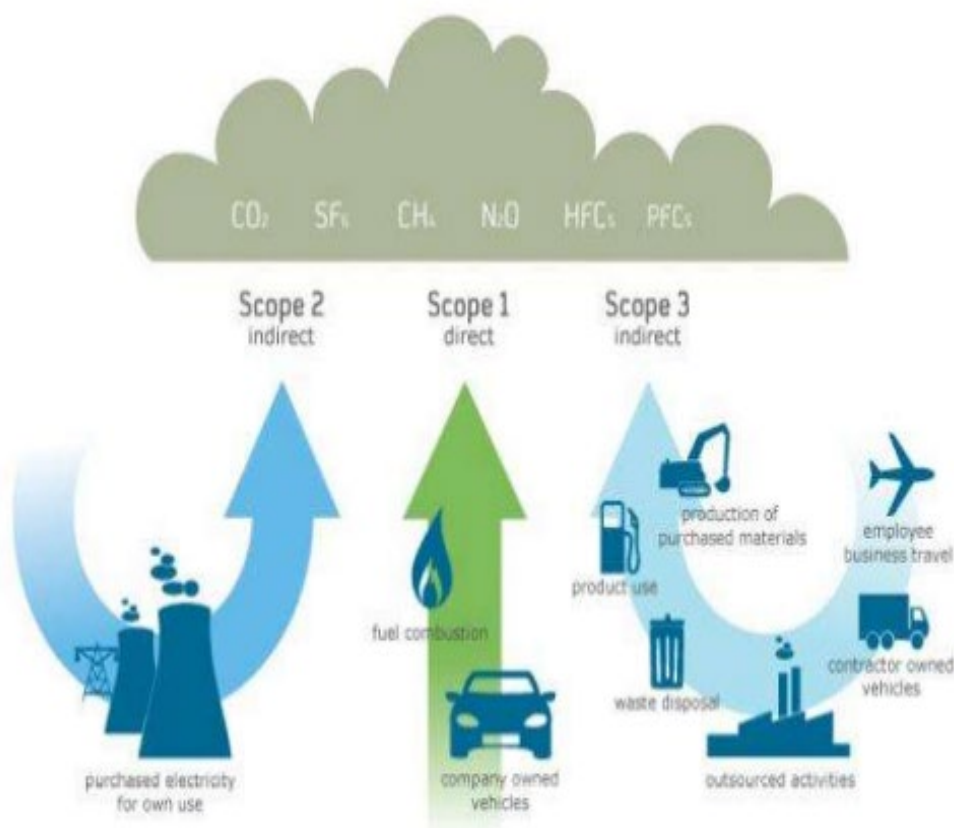
Regardless of the expectation for reporting in financial statements, we have already seen reasonably mature reporting with respect to greenhouse gases and emissions contained within Scope 1 and 2 using the common definitions and carbon reporting factors published by the energy department.

It is acknowledged that Scope 3 reporting, ie indirect carbon/greenhouse gas emissions from your supply chain, employees, from manufacturing, building and decommissioning are much more difficult to measure:

Scope 1 – Direct – the organisation’s own direct fuel consumption

Scope 2 – Indirect – the organisation’s use of grid energy

Scope 3 – Indirect – the use of an organisation’s supply chain and employees and its delivery.





## Additional thoughts on measurement and data

We believe the existing CIPFA Property benchmarking is helpful and we highlight the following relevant extracts. There is increasingly a need for a range of functional professionals to be 'fluent' in the new language of carbon/greenhouse reporting; it has been said that 'carbon is a new currency'.

The measurement and data is available to support decision-making (see below re business cases as a decision-making framework).

The sequencing of decisions is very important. For example, if the focus is on decarbonisation of a police estate, then maximising the opportunities to rationalise, optimise or minimise that estate becomes key. We include at section 8 details of the CIPFA property asset rationalisation approach, which is relevant to the consideration of sustainability, but will also be important for follow on AFEP III work on asset management.

The sequencing needs to consider 'fabric first' interventions. There is no benefit entering into an arrangement for a private partner to design, install, finance, operate and maintain solar panels on the roofs of 'heavily leaking', poorly insulated buildings with no control systems. However, these types of arrangements have been entered into in the past.

The focus needs to be on 'whole life' costing. We have seen examples of significant capital investments being made in building energy management systems, but with little or no consideration of the revenue costs associated with operating and maintaining such systems. For example, across London we are aware of some advanced 'kit' in public buildings that has not been switched on in recent years as the estate or energy manager who knew how to work it left the organisation and the knowledge was not shared or transferred.

This contrasts with our experience of major private finance initiative (PFI) arrangements, where the private sector partner carried both maintenance and energy usage risk over the 25-year PFI term. This private sector partner decided to invest circa £2m of their funds upfront in utilisation, usage, energy monitoring equipment and data analytics because they realised that significant savings could be made in the 25-year costs that they carried.

It is worth having additional conversations with police forces who have PFI, other forms of public private partnership or long-term complex contract arrangements for their property assets as these types of arrangements both bring complexity, but also opportunity to make intelligent decisions, given the captive supply chain partners.

## Measurement and data – CIPFA Property benchmarking

This section of the report considers the importance of data and the impact it has on budgets. It compares data sets and identifies trends that exist within force's data.

Data is key to understanding our property assets and making decisions grounded in fact. Data should be considered as an investment in itself. To have accurate data can save money.

The report recognises the financial challenges in the asset portfolio linked to the age, condition and use of operation, coupled with energy consumption giving a clear indication of assets which may perform well, and which may need to be given consideration to their future use, considering carbon net zero targets.

Good data is essential if we are to manage our estate well, have assets that perform for us and help us save money.

Poor data leads to decision making based on half-truths and often results in unpredictable expenditure.

To capture data and understand how our assets are performing leads to greater cost certainty of our asset value and condition, capital programme expenditure, essential maintenance, and potential for repurposing or disposal.

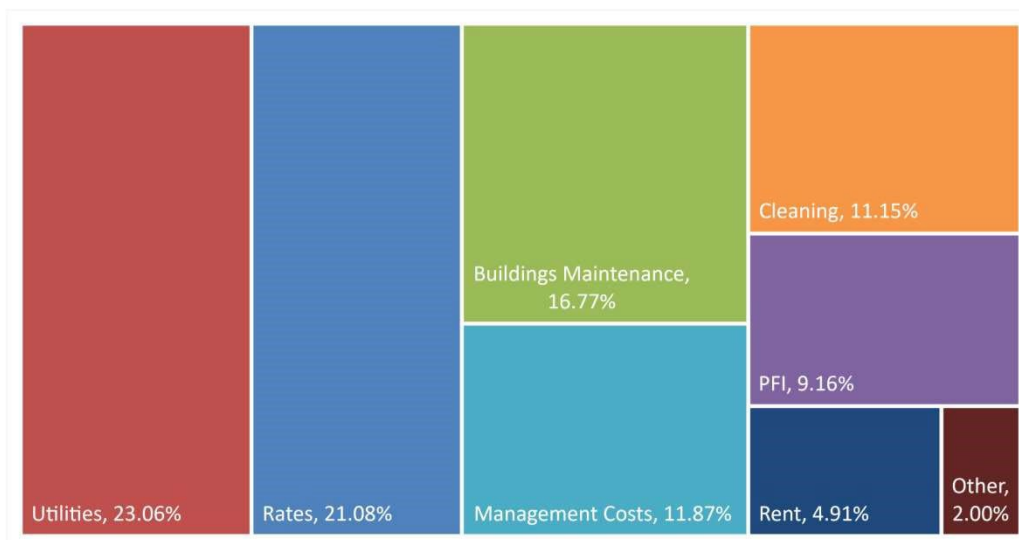
### What data do we have on police force assets?

From the benchmarking work undertaken on the force's estate, we know that in every £100 spent by the force, £3.66 is spent on the property estate and this figure is rising.

We know that 23% of expenditure is spent on utilities (electricity, gas, and water). This is the single largest expenditure item, of which 85% was spent on gas alone, while electricity is by far the highest cost per square metre. Controlling these costs in a volatile energy market will give greater cost certainty to the force as a whole.

We know that 17% of expenditure is spent on building maintenance. Savings could be made through harnessing purchasing power via collaborative procurement approaches across different forces.

This nature of expenditure is summarised in the diagram below:



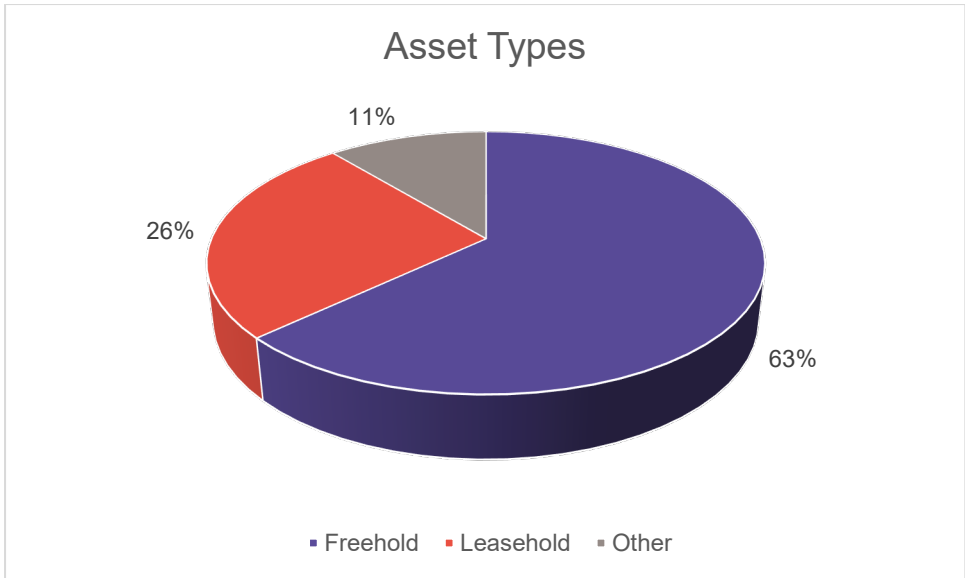
### What does the data tell us?

From the 28 forces that replied to the benchmarking survey, we can confirm that a total of 1,970 individual assets are operated, equating to 70 sites per force.

The data gathered confirms that 1,239 assets are freehold assets, owned by the force, 515 are leased in with rent being paid to landlords and 216 assets are unclassified.

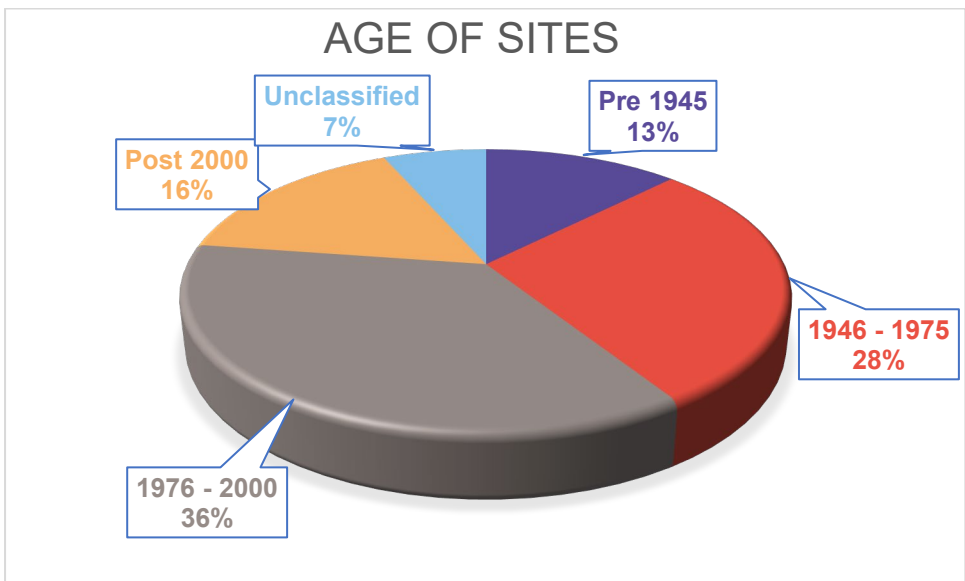
From the 1,239 freehold assets, the force has statutory liabilities and rates to pay resulting in a predictable pressure on funding.

Of the 515 leased in sites, leases may be on full repairs and insuring terms, and index linked to ensure the landlord is receiving fair compensation for rent. Therefore rent, maintenance and capital works costs are all likely to be required in addition to rates.

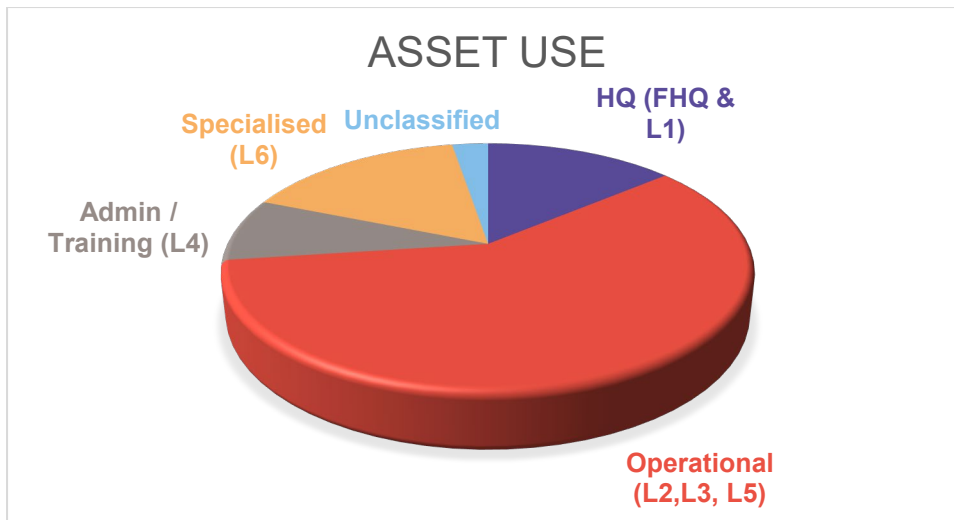


Data can also be used to anticipate where areas of capital expenditure are more likely. Key indicators for high expense are the building's age and type of operation.

The older a building is, the higher the likelihood for it to require greater maintenance. In addition, it is also likely that materials used in the building fabric are no longer compliant with current building regulations or standards. Therefore, any new or remedial works will need to conform to current regulations.



In addition to the building age and fabric, data may be a predictable indicator of higher costs to maintain and operate. Operational facilities are likely to have greater wear and tear leading to higher costs of maintenance than less used sites such as training facilities.



Therefore, using data to understand our asset mix and function can give a strong indicator as to where expenditure is likely.

Once that is understood, some key questions can be asked in respect to that expenditure, for example:

- Is the expenditure critical or required for legal compliance?
- What is the critical function of the asset and is it performing that function?
- Is the site still needed or could it be surplus to requirements?
- What else could the site be used for?
- Could the asset contribute to environmental targets (carbon net zero) and what would implications be for this site?
- Do any opportunities exist to co-locate facilities or services?

## Sustainable places of work

Based on our benchmarking exercise, we understand that the spend per square metre varied between £31 and £283, although the majority of forces spend between £130 and £160 per metre. The table below summarises these costs:

Force	Total Area	Total Expenditure	Expenditure per sqm (excl. PFI)	Expenditure per sqm
Metropolitan Police	633,981 sqm	£179.1 m	£244.36	£282.48
Northamptonshire Police	32,667 sqm	£6.7 m	£204.70	£204.70
Northern Ireland Police	289,766 sqm	£57.1 m	£197.12	£197.12
Gloucestershire Police	42,124 sqm	£8.0 m	£96.55	£188.88
Cleveland Police	26,525 sqm	£4.6 m	£209.50	£172.81
Hertfordshire Police	60,346 sqm	£9.8 m	£162.64	£162.64
Police Scotland	427,021 sqm	£67.2 m	£157.65	£157.36
Humberside Police	61,265 sqm	£9.5 m	£155.52	£155.52
<b>Avon and Somerset Police</b>	<b>103,273 sqm</b>	<b>£15.8 m</b>	<b>£144.57</b>	<b>£153.09</b>
North Wales Police	60,841 sqm	£9.3 m	£123.17	£152.12
North Yorkshire Police	35,423 sqm	£5.4 m	£151.59	£151.59
Essex Police	78,277 sqm	£11.6 m	£147.70	£147.70
South Yorkshire Police	94,442 sqm	£13.8 m	£145.62	£145.62
Northumbria Police	86,572 sqm	£12.2 m	£140.45	£140.45
Cambridgeshire Police	39,088 sqm	£5.4 m	£138.19	£138.19
Devon and Cornwall Police	100,413 sqm	£13.7 m	£136.60	£136.60
West Yorkshire Police	151,711 sqm	£20.4 m	£143.38	£134.29
Sussex Police	92,083 sqm	£12.2 m	£76.92	£132.52
Bedfordshire Police	35,536 sqm	£4.7 m	£131.81	£131.81
Merseyside Police	146,521 sqm	£19.0 m	£129.34	£129.34
Dyfed Powys Police	45,934 sqm	£5.9 m	£128.38	£128.38
Nottinghamshire Police	61,881 sqm	£7.9 m	£109.45	£128.15
Durham Police	41,251 sqm	£4.9 m	£119.04	£119.04
Leicestershire Police	48,135 sqm	£5.0 m	£102.93	£102.93
Lincolnshire Police	46,217 sqm	£4.5 m	£97.15	£97.15
Lancashire Police	147,602 sqm	£11.5 m	£78.23	£78.23
Surrey Police	54,942 sqm	£1.7 m	£31.78	£31.78

The expenditure data in this section uses the **total area** and **total expenditure** submitted by forces, including sites not in use. This means that forces that have not been able to submit granular data can be meaningfully compared but also that there may be a slight misalignment if a force has submitted incomplete data.

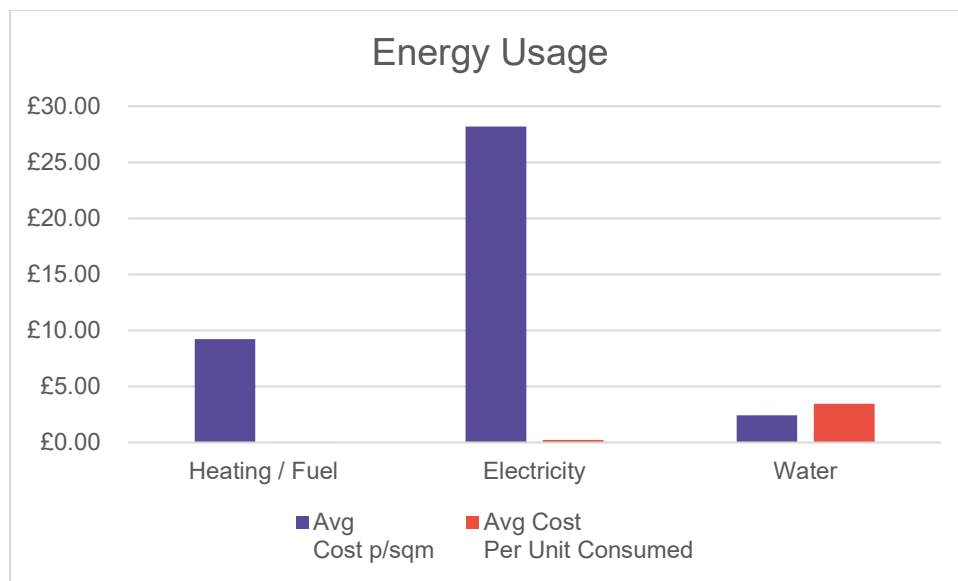
In per square metre terms, including sites in use with complete data only has an effect on the results.

The average spend per square metre increased by 15.5% in 2022/23, compared with 4% in 2021/22.

Data can also support the internal environment to ensure we operate safe and sustainable places of work. Understanding our emissions can help us recognise what is needed to ensure we operate greener facilities in the future.

Reviewing energy consumption and mitigations to control and monitor energy use can aid the discussion on how the force can move towards carbon net zero.

Understanding heating consumption by asset size, and the cost of that consumption, informs where assets are returning high or low energy performance and key decisions can be taken in respect to how much work and cost would be required to improve poor energy consuming sites, and if they are worth it.



This translates as the majority of forces using between 236 and 305 kWh of energy per square metre in 2022/23, compared with 248 and kWh in 2021/22, at a cost between 7–23 pence per kWh in 2022/23, compared with 17–20 pence per kWh in 2021/22.

Across the benchmarked data, by far the highest cost of utility spend is on electricity. Finding sustainable ways to electrify both assets and fleet will result in significant savings for the force as a whole, but this needs to fit into a wider corporate energy strategy that prioritises asset spend on green initiatives.

Business cases should be developed that set out the criteria and benefits greening an asset will provide. Assessing each asset against a set of pre-determined criteria that consider datasets that include age, condition, planned and reactive spend, and energy consumption, will inform which assets would benefit from sustainable improvements.

By way of comparison, the forces data has been compared in the table blow to identify emissions by force. This report does not seek to explain why higher emissions might be occurring but merely notes the emission per force.

	Total emissions (kgCO <sub>2</sub> )					
	Number of buildings (in use)	Gas	Electricity	LPG	Fuel oil	Coal
Avon and Somerset Police	70	1,831,680	14,901	0	21,221	0
Bedfordshire Police	19	426,783	721,670	0	0	0
British Transport Police	n/a	n/a	n/a	n/a	n/a	n/a
Cambridgeshire Police	21	886,655	1,026,799	54	0	0
Cleveland Police	24	58,062	394,656	0	0	0
Devon and Cornwall Police	93	n/a	n/a	n/a	n/a	n/a
Durham Police	37	820,197	1,045,535	0	0	0
Dyfed Powys Police	59	591,207	108,882	0	122,703	0
Essex Police	43	2,340,320	2,119,591	0	287,423	0
Gloucestershire Police	39	314,659	1,593,044	0	0	0
Hertfordshire Police	42	1,496,314	1,650,407	0	0	0
Humberside Police	48	1,385,205	1,693,670	0	0	0
Kent Police	n/a	n/a	n/a	n/a	n/a	n/a
Lancashire Police	114	2,161,186	1,992,419	0	0	0
Leicestershire Police	15	n/a	n/a	n/a	n/a	n/a
Lincolnshire Police	53	484,505	795,313	0	2,775	0
Merseyside Police	71	2,928,555	2,878,816	0	0	0
Metropolitan Police	295	15,049,697	23,010,133	0	325,178	0
North Wales Police	65	1,392,738	1,496,666	38,267	0	0
North Yorkshire Police	43	779,987	31,266	0	0	0
Northamptonshire Police	26	1,068,426	1,249,616	0	0	0
Northern Ireland Police	69	6,571,513	86,300	0	1,945,234	0
Northumbria Police	63	2,403,966	2,238,822	0	0	0
Nottinghamshire Police	49	488,569	1,728,967	173,248	0	0
Police Scotland	307	12,736,158	11,816,392	0	299,178	0
South Yorkshire Police	58	1,128,739	2,524,235	2,143	1,686	221,090
Staffordshire Police	n/a	n/a	n/a	n/a	n/a	n/a
Surrey Police	33	1,218,847	1,190,693	0	0	0
Sussex Police	64	1,581,693	1,829,105	0	0	0

West Midlands Police	75	n/a	n/a	n/a	n/a	n/a
West Yorkshire Police	75	2,901,717	5,365,665	0	0	0

## Waste

In addition to energy usage, it is imperative that waste is also considered in respect to total emissions produced. Each force creates measurable waste that it has a duty to dispose of, which creates emissions.

The following data, gathered from the benchmarking exercise, shows the average cost of waste across the forces that took part in the survey. The data allows us to analyse by type, weight and cost:

General waste per sqm	4.2kg
% General waste recycled	29%
General waste cost per sqm	£1.86
General waste cost per kg	£0.39
Clinical waste per sqm	1.1kg
Clinical waste cost per sqm	£0.46
Clinical waste cost per kg	£3.08
Confidential waste per sqm	0.8kg
Confidential waste cost per sqm	£0.19
Confidential waste cost per kg	£0.31

Minimising waste will reduce overall emissions. Understanding the quantum of waste produced can support strategies to minimise our consumption.

## Water

Finally, average water consumption was 0.7 cubic metres per square metre at a price of £3.45 per cubic metre in 2022/23, compared with 0.8 cubic metres and £4.27 in 2021/22.

## Summary

Throughout this section, all assumptions are based on the data provided and analysed. The data used reflects the picture across 28 forces that returned submissions. The data can be broken down into different subsets to offer regional or local perspectives.

Using data allows you to measure, compare, review and improve the asset base, asking key questions that lead to a consistent treatment of your sites based on strategic decision making that is in line with overarching corporate objectives.

## The Emergency Services Environment and Sustainability Group (EESG) carbon footprinting subgroup draft proposal

The EESG carbon footprinting subgroup has now developed a draft proposal for a common approach to greenhouse gas emissions calculation and reporting among all emergency services organisations (police forces, ambulance trusts, fire and rescue services, among others). The EESG kindly shared this draft proposal with us as part of this work. Annex 1 details an extract from the document that is currently out to consultation.

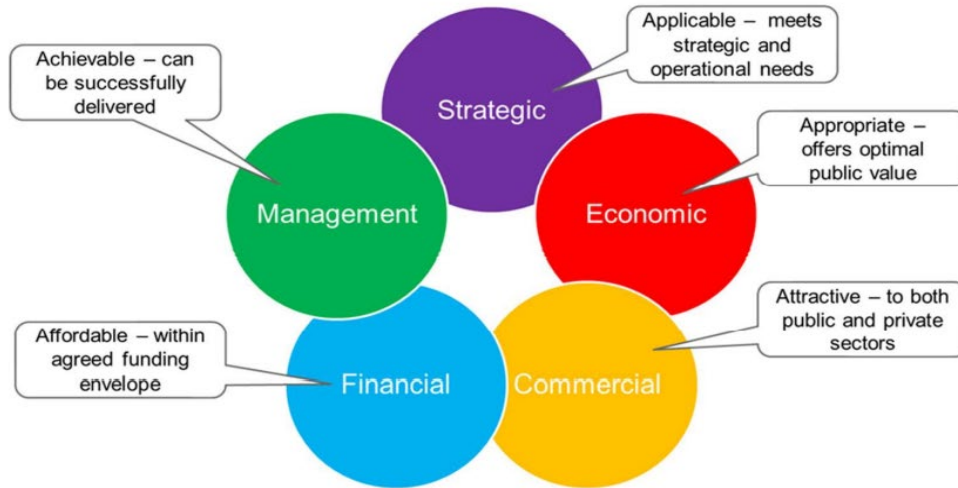
## CIPFA research: ‘Public sector sustainability reporting: time to step it up’

As mentioned above, carbon is seen as a new currency and finance professionals are likely to have a key role in reporting on sustainability in financial statements and annual reports. Work involving CIPFA is ongoing around the development and standardisation of public sector sustainability reporting. At the early stages of this work, CIPFA published [Public sector sustainability reporting: time to step it up](#), which provides answers and positive steps to addressing the most pressing challenges around public sector sustainability. It states that the current patchwork of public sector sustainability reporting frameworks is inconsistent and confusing. The report draws on already existing standards and frameworks that are relevant and useful to the public sector, rather than trying to reinvent the wheel. It recommends an approach that aligns sustainability reporting with the wider practice of financial reporting. The four key areas in this approach are governance, the management approach, performance and targets, and strategy.



## 5. Making the net zero business case

The HM Treasury Better Business Case approach provides a robust decision-making framework:



## 6. Strategic case: driving socio-economic benefits

### Socio-economic benefits – considering the SDGs before focusing on net zero

As above, we focus on the HM Treasury Better Business Case (HMT BBC) approach and the accompanying Green Book to support consideration of the economic case with public bodies doing things for the socio-economic benefits to the communities that they serve rather than profit or yield. This focus reflects that the HMT BBC approach is longstanding (with origins that can be traced back to the early 1990s). Over 25,000 public servants have been through formal BBC training, and it is widely accepted as best practice and is often cited when making grant applications. In addition, CIPFA are running business case 'bitesize' training as part of the AFEP III programme, with approximately 100 representatives from the police forces (mainly from the finance teams) having attended to date.

The HMT BBC approach should be seen as a decision-making framework and a way of documenting decisions. Decision making around sustainability and net zero is complex, with a variety of options, sequencing, the commercial delivery models, funding and financing, and project risk management to navigate.

The strategic case, economic case, commercial case, financial case and management case represent the five 'lenses' through which to look at any problem or decision. They align to functional professions. The decisions made through each lens can be paraphrased as 'applicable', 'appropriate', 'attractive', 'affordable' and 'achievable'.

With net zero, the strategic context is set by being enshrined in legislation (net zero 2050) and then in strategies (targeting net zero much earlier than 2050). Therefore, instead of considering the strategic need to act, the consideration is centred on delivery, the options, sequencing and timing, ie the roadmap. In business case terms, the 'why' is set, and the consideration is the 'what', 'how', 'who', 'when' and 'who pays'.

Therefore, analysis needs to be focused on the economic case, commercial case, financial case and management case in more detail.

We do believe that having a sustainability strategy and delivery of net zero projects can help public bodies, including police forces, engage with the public they serve, so there are potential community engagement benefits in this area. As said elsewhere in the report, it is useful to consider experience from other public bodies. Members of the CIPFA team have worked historically with the Ministry of Defence (MoD) on their sustainability work. For the MoD they saw benefit in focusing on sustainability from a recruitment and retention standpoint, as 16- to 25-year-olds are seen as more interested in this agenda and want to work for employers who are active in this area. Finally, in our experience, elected politicians will want to be able to say something about sustainability and the successful programmes and projects being delivered.

The message needs to be reinforced that a business case (like a contract, service level agreement, or memorandum of understanding) should be seen as a 'live' document, used to track the benefits, costs and risks and therefore used accordingly. Rather than being left on a shelf once signed off, it is important to use these throughout the term of the contract, the life of the asset or the implementation of the change programme.

The better business case is a principles-based approach with an element of process; the route to developing the business case can be flexed to best suit decision making. Proportionality is a key principle in terms of doing 'enough' business case work, ie ensuring

robust, evidence-based decision making, without over-engineering. Other principles include collaborative decision making, having all the right stakeholders involved in an appropriate manner at the right time. Therefore, early work is needed on identifying stakeholders and their role. Also, appropriate 'due diligence' is required for any spending proposal. For example, we need to avoid entering into a 15-year roof mounted solar concession (where a private partner progresses design, build, finance, operations and maintenance of the solar) if the ownership of the roof or the design life of the roof is only ten years.

The HM Treasury project business case guidance provides very helpful 'project management' advice on developing the business case and informing the inputs required to achieve successful outcomes. In our experience, the business case needs to tell the 'story' of its development, including stakeholders involved, workshops that have taken place, assumptions and the sources of data. We suggest it is rare for a public body to genuinely do something new. Therefore, it is important at the early stages of the business case development to 'horizon scan', to see what has been done before and what lessons can be learned.

We suggest that many business cases do not include enough on risks, scenarios and sensitivities. We recommend significant discussions around what could possibly go wrong. As a result, consideration can be given to risk management, mitigation and transfer. Likewise, accepting that things rarely turn out exactly as planned is important, hence including a range of scenarios and sensitivities.

A good example of a successful business case that turned into action was on the retrofit pipeline with the Mayor of London's Retrofit Accelerator – Workplaces. This programme (mentioned below as a case study) has operated for over a decade. During that period, it has supported the retrofit of our 1,000 public buildings (all forms, local government, central government, health, universities, galleries and museums, etc) through around 300 projects, the quickest of which went from someone saying that they would like retrofit measures on a particular building to a contract being signed with one of the framework energy services companies (ESCOs) within ten weeks. This was possible because of the programmatic approach taken, including an overarching programme business case, with a standard form contract for the 16 ESCOs on the framework setting out the risks taken by these ESCOs, a set of established retrofit benchmarks and a monitoring and verification process to ensure targets were hit, and finally, a programme delivery unit.

HM Treasury very much encourage a programmatic approach, with a programme level business case where appropriate. All of the empirical evidence suggests that programmes of projects tend to be more successful than mega projects or disparate unconnected projects. Taking a programmatic approach seems particularly relevant for the route to net zero.

Taking a programmatic approach, including an overarching programme business case increases the ability to adopt a business justification (BJC) being a single gate business case, as used in the Mayor of London's programme in support of the ten week-turnaround mentioned above. This contrasts with a three-stage major project business case, where a strategic outline case (SOC), an outline business case (OBC) and a full and final business case (FBC) are developed. Often, this three-stage major project business case approach can take 12–18 months, sometimes longer. Even where we are developing a three-stage major project business case, it is important to understand that this is a single business case but developed in manageable stages.

The five 'drivers' underpinning a programme, project, spending proposal, or business case are:

- **effectiveness** – improve the quality of public services in terms of delivery of agreed outcomes
- **efficiency** – improve delivery of public services in terms of delivery of agreed outputs
- **economy** – reduce cost of public services (eg spend to save)
- **compliance** – to meet statutory, regulatory or organisational requirements and accepted best practice (eg adopting health and safety legislation)
- **replacement** – to re-procure services to prevent service failure.

As above, for making the net zero business case the strategic case is generally fixed, driven by compliance, ie the 2050 net zero legalisation and earlier local targets. A spending proposal or business case does not necessarily just hit one of these drivers. We suggest that often a net zero business case can also cover effectiveness (for example tackling fuel poverty, damp and mould), efficiency (better delivery for the agreed outputs), economy (spend to save) and replacement (where addressing existing lifecycle maintenance requirements).

## 7. Economic case: Exploring the options – ‘making the business case’

As above, public bodies should only do things that drive socio-economic benefits for the communities that they serve. This is distinct from doing things for a profit or investment yield. The economic aspect of the socio-economic case is where the options appraisal is undertaken. Within the economic case it is expected that a public body will develop a longlist of credible options (12) then, through a collaborative workshop, score these to develop a shortlist of four or five options. The shortlist will include the ‘business as usual’ used as a baseline to measure improvement against, the ‘do-minimum’ the option that does achieve your spending objectives and critical success factors (but only just); one or more ‘do-more’ options, which require cost/benefit justification to potentially argue that the extra cost brings so much more extra benefit; one or more ‘do-different’ options focused on different commercial (and financial) delivery models; and finally potentially some low cost/no cost additions.

At the early stage of the business case development (ie the SOC) the options appraisal in the economic case is developed based on qualitative considerations to arrive at the ‘preferred way forward’. At the OBC stage it is possible that a significant amount of quantitative economic appraisal will be required, including benefit cost ratios and net present social value calculations in order to arrive at the ‘preferred option’. Given the focus on proportionality in business case development, generally the heavy ‘lifting’ of commercial, financial, management case analysis is only done on this preferred option.

With net zero retrofit and/or micro generation an early consideration, potentially one of the options to be explored is estate rationalisation. In our sequence of net zero measures we should start by challenging ourselves as to whether particular properties or assets have a medium-term future with the authority.

Below, we set out the CIPFA red, amber, green (RAG) high-level scoring approach to estates rationalisation. Where a particular property or asset scored consistently red then further consideration (including in the form of a business case) should be given to repurposing and/or disposing of the property or asset. That does not imply that that public bodies should ‘offload’ energy intensive properties or assets, which will never achieve a reasonable energy rating or net zero status, as the asset will still play a role within the community. However, there might be an opportunity to change the purpose thereby unlocking value to support energy efficiency measures.

## Options for estate rationalisation

The CIPFA RAG high-level scoring approach to estates rationalisation, considers nine 'attributes' of individual properties and scores them red, amber or green. Red and amber suggests that consideration should be given to selling or repurposing individual properties.

Key										
Name of individual Property/ asset	Front line service usage – with public access	Suitability - Access/ location in line with Corporate plans	Suitability - Ways of Working	Utilisation	Sensitivity - Civic Importance	Tenure/Value - Commercial Model	Condition - Annual running costs	Condition - Capital programme costs	Sustainability - Ability to achieve Net Zero	Overall
Red means strong evidence for disposal / repurposing	Not used for front line services / public	Not in the right location / not accessible	Does not suit ways of working	Poor utilisation	No sensitivity to a disposal	No reason why cannot be disposed of. Also, high value	High annual running costs	Major capital investment required to improve condition	Unlikely to achieve Net Zero (the climate emergency commitment)	Red means strong evidence for disposal / repurposing
Amber means some evidence for disposal / repurposing	Some front line / public use	Some issues with location / accessibility	Reasonable for ways of working	Reasonable utilisation	Some sensitivity but not a major issue	Some minor reasons why cannot dispose of	Somewhat high running costs	Some capital investment required	Significant work required to achieve Net Zero	Amber means some evidence for disposal / repurposing
Green means retain (potentially with some investment)	Used by front line services / public	In the right location / good accessibility. In line with Corporate plans	Good / best practice for current ways of working	Good utilisation	Potential challenge if looked to dispose of	Significant reason why cannot dispose of – e.g. lease agreements in place / other commitments. Is linked physically to a retain building	Low/average running costs	Good condition	Limited work required to achieve Net Zero	Green means retain (potentially with some investment)

The output for individual properties of the RAG rating can then be summarised into the table below of retain, sell or acquire either as is or following repurposing.

	Retain	Sell	Acquire
As is / BAU			
Invest beyond BAU / repurpose			

## 'Fabric first' interventions

Next in the sequencing of options we talk about 'fabric first' interventions. There is no benefit entering into an arrangement or long-term contract for a private partner to design, install, finance, operate and maintain solar panels on the roofs of 'very leaking', poorly insulated properties with no control systems. Instead, fabric first measures should be undertaken first. Also, care is needed when entering into this type of arrangement if there is a chance that the properties might be disposed of at some point within the long-term contract period.

## Green tariffs/offsetting/disposals

In undertaking this evaluation, care is needed when it comes to considering using green tariffs, disposing of energy intensive assets including property, the secondary market and offsetting. Again, finance professionals have a key role in ensuring a robust appraisal:

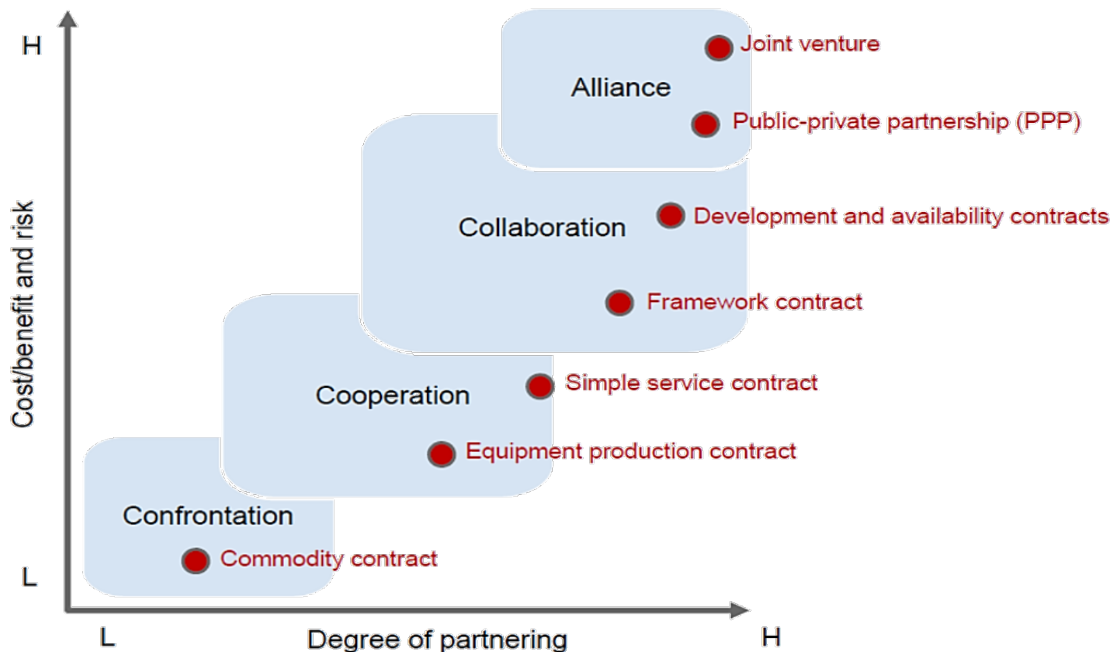
- There is a finite amount of renewable energy/green tariffs. If a public body buys this then someone else can't. It is much better for public bodies to work to develop additional renewable capacity.
- Where a council disposes of old, leaking (energy intensive) buildings in order to meet its own operations' climate emergency target, this merely passes the emissions onto someone else. Arguably, the approach should be to work to

repurpose the buildings, hopefully thereby unlocking value, which can pay for the fabric first retrofit.

- A key Green Book principle for measuring the socio-economic benefits for the communities served is 'additionality'. The secondary market is where pre-existing assets are brought up. There is generally no benefit to a council buying an up and running a solar farm and the Green Book principles have always been clear that public bodies should not invest purely for profit or yield.
- Finally, not all public bodies are equal in terms of financial standing. There are some with healthy revenues and reserves and some of these have suggested they will achieve their climate emergency through buying carbon offsets. Offsetting is arguably for the small residual component of emissions; it should not be a key strategy.

## 8. Commercial case: engagement with the supply chain and commercial models

### Commercial case – Importance of commercial models



Source: The Institute for Collaborative Working

The HMT business case guidance and Green Book encourage the consideration of a range of commercial models to see what offers best value for money (VfM), not what is cheapest. Here, VfM is seen as optimising the socio-economic benefits, costs and risks for the communities a public body serves. The private sector also talks about the combinations of time, cost and quality. Above, where we talk about options appraisal, we mention that, especially with sustainability and net zero spending there is often a 'do different' commercial approach.

Building on the theme of a consideration of a range of commercial models we reproduce above a diagram developed by the Institute for Collaborative Working. The diagram highlights that depending on what you are wanting to buy, you need to use different contractual and commercial forms. For example, if you are buying paperclips, it is fine to have a commodity contract, based on a quality threshold and opting for the cheapest. However, if you are buying 15 years' worth of energy services aimed at achieving agreed consumption and carbon policy targets, then a development or availability contract or public private partnership (PPP) might be a better contract form. The diagram then overlays different partnering and collaborative behaviours. For the paper clip commodity exchange example it does not matter if we have a confrontation relationship. However, this will not work with a 15-year energy service. Therefore, the axis to the diagram are the level of cost, benefit and risk (also length of time) and the degree of partnering.

This diagram also shows the benefits of having collaborative framework contracts of the form that BlueLight Commercial and the Crown Commercial Service operate.



It is potentially helpful to revisit some public private partnership (PPP) theory. Firstly, under the World Bank definition a PPP is:

“A long-term contract between a public party and a private party for the development and/or management of a public asset or service, in which the private agent bears significant risk and management responsibility throughout the life of the contract, and remuneration is significantly linked to performance and/or the demand or use of the asset or service. Finance is not a requirement. It can be used for both infrastructure and services.”

Under this definition all sorts of contracts are considered as PPPs (note the term PPP and not PFI, which is a particular UK, historic contract form of PPP).

Assuming that there is private finance in place, under the Green Book guidance the value for money of PPP is judged by weighing up whether the high private finance costs are outweighed by:

1. the risk held by the private sector partner (under the Green Book VfM results where risk is held by the party best able to manage that risk; often with sustainability or net zero projects the private sector is better placed to bear the risk)
2. the value of innovation brought by the private sector (again, with sustainability or net zero projects there is significant scope for innovation)
3. the benefits of taking a whole life approach where the design, build, operate and maintenance (DBOM) (or DBFOM where there is private finance) are combined
4. the due diligence undertaken by the private partner and their wider stakeholders.

Using the example of the Mayor of London’s Retrofit Accelerator – Workplace programme, the private sector partner carried significant risk in that they underwrote the energy and carbon savings for a defined investment. This has been tested and shown to hold with the standard form contract. In one case the private sector (the ESCOs) installed additional retrofit measures to achieve the savings, and in another they wrote a cheque to the public body.

While the programme delivery unit has a great understanding of the retrofit and micro-generation measures that can be undertaken with different building archetypes, the private sector partners and ESCOs are able to bring innovation. The programme and the individual projects do take a whole life, or at least multiyear view, in that the private sector or ESCOs are not only interested in the installation of measures but also in the operations, as measured by the well-developed monitoring and verification regime. Finally, although it has been possible to progress a project under the programme within ten weeks, from a public servant saying that they wanted retrofit/micro-generation measures to be installed on a particular public building to signing the framework contract with the ESCOs, significant due diligence is still undertaken.

A key example used when discussing commercial models is the lighting service contract in place between Santander bank and GE Lighting. Broadly, this long-standing contract involved GE Lighting delivering a solution within the 800 Santander bank branches. GE Lighting as a manufacturer, installer, and operator is best placed to take the risk and to bring the innovation, ensuring that light is optimised including for greenhouse gas and carbon emissions.

Two interesting features of the arrangement were:

- Firstly, GE Lighting provide the private finance. This reinforces the message (including the Green Book message) that private finance is not there because you

need the money (Santander are a bank) but incentivise delivery by the partner (GE Lighting).

- Secondly, commercial arrangements and models should always be progressed on the basis of VfM and never for balance sheet reasons, but we understand that the underlying assets and associated liabilities in this arrangement are 'off balance sheet' for Santander, given the risk and control with GE Lighting.

A current consideration with respect to the commercial cases (and also the management case) is project delivery. We are faced with a fragile supply chain, especially with respect to retrofit or micro-generation installation and operation. This might explain why some of the suppliers in the market are less than reliable. We believe that public bodies, in particular local government, have a role to play in building supply chain capacity. This reflects a view that net zero and sustainability is 'place based' and needs to be locally delivered.

When progressing the programme level business case for Glasgow City Region, with respect to the retrofit of 1 million homes across the region (social housing, owner occupied, private landlords), there were extensive conversations around how jobs would be created in the region, and the types of those jobs. These conversations also encompassed how local authorities within the city region could work with further education colleges and local employers through apprenticeship schemes to build supply chain capacity.

We have now seen many examples of local authority trading companies (LATCOs) and local authority direct labour organisations getting involved in retrofit and micro-generation to provide this reliable, supply chain capacity.

In our view, great value can come from having a 'captive supply chain', a trusted partner who will deliver for you. These were conversations had while applying for grants such as the public sector decarbonisation scheme (PSDS). The Department for Energy Security and Net Zero (DESNZ) and their partner Salix do not want to be in a position of passing across grant monies that then sit in a public body's bank account because there is no one to reliably deliver. Instead, they wanted certainty around quality delivery.

In our experience, there is a great opportunity to think through existing supply arrangements to see what they might offer in terms of retrofit/micro-generation, having the proactive conversation around 'what are you seeing and doing elsewhere'. A particular opportunity is where there are long-term DBFOM contracts like PFI arrangements. Here you have a captive supplier for 25 years, responsible for end-to-end delivery. As part of thinking through both PFI efficiencies (responding to the significant increases in PFI costs caused by the RPI/CPI linked unitary charge) and PFI expiry (700 PFI let from the mid-1990s, generally running for 25 years, hence now coming to the contract end), both CIPFA and the Infrastructure and Projects Authority have [produced guidance](#) and progressed work on pushing PFI partners on sustainability and net zero, and retrofit and micro-generation.

In our experience, it is often about telling the stories. There is a training facility, PFI, where the private sector partner at the start of the arrangements spent around £2m on monitoring equipment and data analytics. They did this because they were responsible for facilities management and energy usage levels over the 25 years of the contract. They had made the business cases that the £2m upfront investment would more than pay back in terms of optimising FM and energy usages for fluctuations in the usage of the training facility. These are the types of conversations you, with CIPFA support, could be having with your PFI partners, which in our experience can be win-win-win.

We talk above about the commercial case and commercial acumen. Arguably, this can be seen as something separate from ensuring there is also a strong understanding of the procurement regulations, and both are required.

In relation to the procurement regulations, there is now new legislation from October 2024 following the UK's exit from the EU. The cabinet office, crown commercial services, and the government commercial function have worked to update the procurement regulations. Features of the new procurement regulations, which are arguably helpful in relation to sustainability and net zero, include encouraging the consideration of a range of commercial models, early market engagement with a recognition that there are innovation opportunities to be captured if approached appropriately, continuing to leverage UK public services buying power. (For further information on how the new Procurement Act will impact your force please contact BlueLight Commercial.)

The spend of £300bn per annum means that you can insist on suppliers having net zero strategies, a focus on social value, and so on (ie aligned interests to yours). PPN06/21 sets out the requirement for key suppliers (contracts of £5m per annum and above) to UK public services to have a net zero strategy in addition to early visibility and transparency around procurement pipelines and intentions. Finally, there is a general alignment to the business case and Green Book value for money principles.

The Green Book encourages a range of commercial and financing models to be considered. Over 700 PFI projects were signed from the mid-1990s, generally running for 25 years and now beginning to expire. Meanwhile, for many governments around the world, public private partnerships (PPP) are now the model of choice for delivering property and infrastructure. PFI, as a subset of PPP, takes a whole-life design, build, operate and maintain approach, considering these trade-offs are based on commercial and financial incentives.

It is worth noting that measuring the socio-economic benefits of natural capital remains a comparatively new area. To highlight this, with another public sector highways example, it is worth looking at the Sheffield street trees public enquiry, which CIPFA supported; we subsequently published a [summary of our conclusions](#).

## 9. Financial case: financing and funding

In our view, there is significant funding and/or finance available to progress the right sustainability and net zero projects. With the right projects, the paybacks and/or benefit, cost, risk ratios are compelling. For example, converting to LED lights, adding basic control systems and some fabric first insulation can pay back in under five years. Meanwhile, once the economic, jobs growth, and health and well-being benefits are considered then a benefit, cost ratio (BCR) of seven to one is not uncommon, which is a much stronger BCR than many projects being progressed.

We draw a distinction between funding and financing: funding is monies that do not need to be repaid, while financing does need to be repaid. Forms of funding include:

- own reserves – much is ‘spend to save’
- revisiting existing capital programme
- public sector decarbonisation scheme grants
- skills funds and grants
- zero-emission vehicles
- asset rationalisation or sales
- income generation.

In our experience, many public bodies have significant capital programmes and it is not unusual for there to be significant slippage in capital programmes. As such there is potentially money that can be reallocated to net zero project spend. In reviewing public body capital programmes, we are sometimes surprised that net zero project spend does not feature more prominently, as the capital programme should be a reflection of a public body’s priorities and general sustainability and net zero is shown in the top three priorities. There is still the trend that the net zero projects that feature in a capital programme remain enabling or set up projects, rather than retrofit or micro-generation delivery.

We talk above around the sequencing of works, including asset rationalisation and sales that could make the net zero challenge more manageable but also generate a capital receipt to reinvest.

Finally, there is a whole series of grant arrangements available. In our experience of securing a significant sum of PSDS grant monies, DESNZ and their delivery partner, Salix, want confidence that the works will progress. This is better achieved by having a stock of ‘shovel ready’ net zero projects, where funding and financing options can be explored, compared to designing a project and writing a business case from scratch in the two-week window between the announcement of the grant funding and the required submission.

As above, financing means monies that does need to be repaid. Also, it is helpful to draw the distinction between corporate finance and project finance. Corporate finance is borrowing linked to historic performance and the strength of the balance sheet. This contrasts with project finance, which is borrowing for a specific ‘ringfenced’ scheme linked to the future and projected performance of the project. As above, the Green Book encourages the consideration of a range of funding and financing arrangements. The theory is that project finance brings advantages in terms of considering the whole life of project arrangements and undertaking significant due diligence and regular project reporting.

We include further consideration of available grant funding in section 14, as part of our emerging toolkits.

Below, we set out a series of financing arrangements, most of which are corporate finance arrangements:

- prudential borrowing – Public Works Loan Board or similar
- prudential borrowing – specialist ESG loans
- prudential borrowing – local climate/green/ESG bonds including potential crowdfunding
- project finance, private or alternate finance
- lease arrangements
- pure service contracts
- private to private (or voluntary to voluntary) – where a public body is merely an enabler.

Local climate bonds (LCBs), a type of community municipal investment, enable local authorities to raise capital to fund decarbonisation and social value projects in their communities. The best established LCBs are open to anybody to invest in from as little as £5 via a crowdfunding platform hosted by Abundance Investment. Ten councils have issued these LCBs since 2020, mobilising over £7m of private investment. The Green Finance Institute supports the development of the local climate bond market through its LCB campaign. In collaboration with Abundance, the campaign raises awareness of innovative place-based green finance products, informs councils of the optimal LCB issuance process, and convenes public-private decision makers. Further information on the Abundance offer is included at Annex 2. CIPFA does not promote any specific financing arrangement, we are just drawing attention to market offers. CIPFA encourages the consideration of a range of financing arrangements.

While covering funding vs financing it is worth mentioning again investments in the primary vs secondary market. A primary market investment results in the creation of new, additional capacity. Meanwhile, a secondary market investment is buying a pre-existing capacity, so does not immediately increase the socio-economic benefits as there is no additionality and instead the asset price is pushed up.

This guidance is for police forces, but given the need to work in partnership, it is helpful to understand the position for local government. In our view a local authority should not be borrowing and then investing purely for yield or profit; instead it should be about investing based on the socio-economic benefits for the communities served.

Meanwhile, it is worth reflecting the local authority's multiple roles, including commissioner and procurer, operational delivery through council-owned companies and direct labour arrangements, as a borrower, investor and enabler, including building supply side capacity.

## 10. Project management

The final case in the five-case business case model is the management case. Arguably this is an often-neglected case but is very important as it focuses on ensuring successful delivery. Without successful delivery of a programme, project and spending proposal, the business case is just an interesting academic exercise. The management case also reminds us that best value for money does not come on the day that the full or final business case and then contract arrangements are signed off, but in the case of a 25-year contract or asset with a 25-year life, over the duration of the agreement.

Therefore the management case is about putting in the arrangements to actively oversee the contract, asset, and business case, including governance arrangements, management responsibilities, adequate resource, clear reporting lines and periodic reviews.

The following steps form part of the management case at the latter stages of the business case development:

- revisit and update the management case to record the detailed arrangements in place to ensure successful delivery and evaluation
- check governance and ownership and attach updated plans to full/final business case.

Finalise:

- project management arrangements and plans
- change management arrangements and plan
- benefits realisation arrangements and plans
- benefits register: clarify ownership and reporting at project boards
- risk management arrangements and plans
- risk register update, ownership and reporting at project boards
- contingency plans (these should be captured in contract)
- contract management arrangements and plans
- formal and informal arrangements for strategic and operational management
- contract change arrangements and reviews over lifespan of arrangements
- post-project evaluation
- future gateway reviews.

In our experience of programmes and projects, one principle is to get started as soon as possible; then if you are going to fail, fail fast.

## 11. Sustainability based on property, assets, fleet, IT, waste

### Property

As above, there is a need to keep under review the energy efficiency and micro generation opportunities for your property assets. There is generally a sequence of interventions to follow, starting with consideration of rationalisation of your existing property assets and then followed by fabric-first retrofit. We set out below a series of interventions that have been considered by public bodies with respect to their property assets. As always, progressing any of these would be the subject of a proportionate business case and we would expect the business case to include payback periods (as these are spend-to-save arrangements), as well as wider socio-economic benefits, costs and risks.

Typical measures include:

- lighting and controls
- heat recovery
- variable speed drives on pumps/fans
- PC control and voltage optimisation
- water efficiency measures
- building management system
- energy management software
- automated meter reading
- automatic monitoring and targeting
- photovoltaic panels
- solar thermal
- cavity wall and loft insulation
- insulation to pipework
- draught proofing
- secondary glazing
- radiator reflector panels
- district heating
- combined heat and power.

We stress again that a whole life costing approach should be followed, which should include ensuring that, once measures are installed, there is a plan to operate and maintain these over their full lifespan.

### Other assets

It is important to consider sustainability with respect to both (non-property) fixed and current assets, for example stock. Fixed asset replacement cycles should be revisited through a carbon and greenhouse gas emissions lens. In some circumstances it might be that accelerating asset replacement makes sense. In other circumstances, rather than decommissioning or disposing of assets, there may be an alternative use that the asset

could be better suited. The rationale is to avoid a situation where there is significant obsolete stock, that then has to be disposed of.

Other assets include land and open space. Where a force has surplus land, consideration should be given to alternate use, including potentially for solar or wind power generation. We have recently worked with a force who have a surplus land site adjacent to their headquarters. The initial conversations were with the local authority about the possibility for housing development, but this proved challenging. Instead, this force is now considering options for using the site as a solar farm that would power the force HQ and neighbouring public buildings. Consideration is being given to a series of options, including ground mounted or with the construction of car parking canopies and/or warehousing of roof mounted.

## Fleet

Fleet decarbonisation is an important consideration for the police, as it is for other public bodies such as National Highways, the MoD and councils, all of whom also have significant vehicles fleets, including many specialist vehicles and requirements where the electric vehicle (EV) technology is not necessary fully mature. Similarly, there are many private sector companies that operate significant fleets, for example some of the logistics and facilities management companies.

Given the focus on fleet decarbonisation across the police forces, with NPEG, BlueLight Commercial and the National Association of Police Fleet Managers (NAPFM), we introduced these teams to edenseven's fleet experts, who are lined up to present a series of NPCC/NPEG/AFEP III related events.

Based on edenseven research, by 2030 over 7.5 million electric cars and vans will be on the road. As the number of EVs increases, fleet operators are realising the benefits of electrifying their fleets, including saving up to 25% of fleet operating costs and reducing carbon emissions. We acknowledge that there will be other costs associated with the charging infrastructure and its grid supply. Also, maintenance costs and arrangements will need to change.

## IT

In line with the comments on other assets above, there is a need to focus on optimal replacement cycles from a carbon and greenhouse gas emissions standpoint and to consider alternates to disposal, such as reusing and repurposing. These do need to be set against the IT security considerations and emerging digital infrastructure.

IT is power-intensive, including the required cooling. There are opportunities to consider local micro-generation/heat/cooling networks focused on serving major IT centres. We acknowledge that, given the nature of policing, you will want to ensure robust backup energy arrangements.

## Waste

We set out details on waste benchmarks in section 5. As above, there may also be opportunities to consider alternates to disposal, such as reusing, repurposing, etc.



## Appendix: Projects delivered so far and those in progress

In section 3, we set out the background on sustainability strategies. In this section we now focus on sustainability project delivery. We include the following police project delivery examples:

- British Transport Police (BTP) – shows examples of project delivery (including fleet and uniforms)
- Gloucestershire Police – shows an example of project delivery (air-source heating)
- South Yorkshire Police – shows an example of project delivery (including retrofit using the public sector decarbonisation scheme)
- Surrey Police – shows an example of project delivery (HQ energy efficiency)
- Essex Police – shows an example of project delivery (fleet)
- Police Scotland – shows an example of project delivery (fleet)
- Merseyside Police – shows the shape of the team and project delivery.

We note that at this time we have found a limited number of documented sustainability projects that forces are happy to share. It might be that there are many other projects that currently remain confidential, or it could be that while good work has been undertaken on sustainability strategies there are limited projects.

Again, we are very grateful to the forces that have shared case studies. We appreciate that this is in no way an exhaustive list of the positive work that is progressing and new projects are being added to that list regularly. We understand that consideration is being given to some form of central repository of case studies, maybe facilitated by NPEG.

As part of the workshops we have supported, there were discussions around a force having 150 ideas and initiatives. In our view it is better to prioritise and have three to five well-developed projects.

As set out in section 14, in relation to PSDS we note that South Yorkshire Police has been successful in securing grant funding. This indicates that the force does have well-developed projects.

### British Transport Police (BTP): project delivery

BTP has a [net zero carbon delivery strategy](#) with a target date of 2035. Many initiatives to decarbonise the force are already underway, with others on medium- to long-term timelines.

Personal empowerment actions that could be implemented:

- We have established a group of net zero ambassadors to foster idea generation, develop knowledge to encourage colleagues to become more sustainable in everyday habits.
- The introduction of an EV salary sacrifice scheme to reduce emissions from commutes making a big impact on the decarbonisation plan.
- Sustainability learning and awareness package available to all colleagues to support 'buy in' to our vision and communicate that we are an employer who cares about climate change.

## Delivery initiatives

- Fleet electrification – we have replaced 25% of our car internal combustion fleet with fully electric vehicles including fully electric long-range marked response vehicles.
- Police uniform from net zero manufacture with zero to landfill.
- Reduction in paper use by 60% from pre-pandemic levels, saving three tonnes of carbon.
- A ten-year programme with initiatives such as replacing end of life gas boilers with air source heat pumps, upgrading the fabric of buildings, better insulation, LED lighting, through to installing photo voltaic arrays to generate our own power.

## Gloucestershire Police: project delivery

[Greener heating systems boost for Constabulary's net zero bid](#) (published 13/04/2023)

Gloucestershire Constabulary's de-carbonisation strategy to be net zero by 2035 has taken another huge leap forward. It is estimated that installing an air-source heating system in three of its largest buildings will play a big part in reducing the organisation's carbon footprint. Further carbon emissions will be reduced by 85% over the next 12 years – the equivalent of taking 870 cars off the road, 893 fewer around the world flights and planting 181,818 trees.

Environmental manager Mandy Gibbs said, "We are a large employer in Gloucestershire so we try to lead by example by trying to improve our environmental performance by decarbonising as much as we can."

The Constabulary, together with the Office of the Police and Crime Commissioner (OPCC), were praised last year in a national report on environment and sustainability for using a wide range of renewable technologies.

Gloucestershire is the only police force in the country to hold the ISO 14001 certification, the internationally recognised standard for the environmental management of businesses and has the largest percentage of electric vehicles of any police force in the country. It is now estimated that installing an air-source heating system in three of its largest buildings will play a big part in reducing the organisation's carbon footprint still further.

Gibbs went on to say: "As a public sector organisation, it's leading by example because we don't have to do it. We do it because we think it's the right thing to do and we want to do it. One of the key considerations working in the blue light sector, is the necessity that every building remains operational at all times."

Cotswold Energy Group installed a bespoke air-source heating system in the Tri-Service Centre at Waterwells, Gloucester, which houses the constabulary's control room, Stroud Police Station and the Forest of Dean Police Station in Coleford.

As a result, it is estimated that the constabulary's carbon emissions will be reduced by 85% over the next 12 years. It is the equivalent of taking 870 cars off the road, 893 fewer around the world flights and planting 181,818 trees.

## South Yorkshire Police: retrofit funded by PSDS

South Yorkshire Police has been awarded £536,554 of PSDS grant monies to decarbonise Wombwell Police Station. The building's coal fired boiler will be replaced with a ground source heat pump and solar panels, and heating controls will be installed; double glazing, LED lighting and loft insulation will improve the energy efficiency of the building.

Replacing the coal fired boiler with a heat pump etc will have a significant impact on carbon emissions. However, this project also has a strong spend-to-save driver with an identified payback.

## Metropolitan Police: retrofit funded by PSDS

The Metropolitan Police Service has been awarded £9.48m to upgrade 14 police stations across London. Air source heat pumps will be installed in each of the police stations, with additional electric heating to be installed in one of the stations. Energy efficiency improvements will also be installed across multiple sites, including double glazing and cavity wall insulation.

We understand that the Met Police might be working with the Mayor of London’s Retrofit Accelerator Programme, described below, to progress these projects.

## Surrey Police: extract from report considering measures at the Mount Browne site

### Proposed CO<sub>2</sub> Reductions Pathway

A proposed carbon reduction pathway has been presented in figure opposite, taking the existing energy consumption breakdown in the previous section and applying percentage savings based on the results of previous, more detailed energy modelling of similar buildings. Applying these percentage savings then informs the savings potential of that particular intervention.

The following key interventions have been proposed:

#### 1. LEDs and Lighting controls

- Replacement of remaining fluorescent / halogen lighting with efficient LEDs.
- Presence / absence controls to replace manual on / off with daylight dimming in areas with high levels of natural light.

#### 2. Fabric Insulation

- Modern double/triple glazing to the ICT Wing.
- Additional External wall and roof insulation to the Forensics building and Operations Wing. Improved air tightness as a result.
- Insulation to the external wall and roof of the Old Building where practical and spatial constraints allow.
- Secondary glazing to the Old Building where practical while ensuring no impact on heritage status.

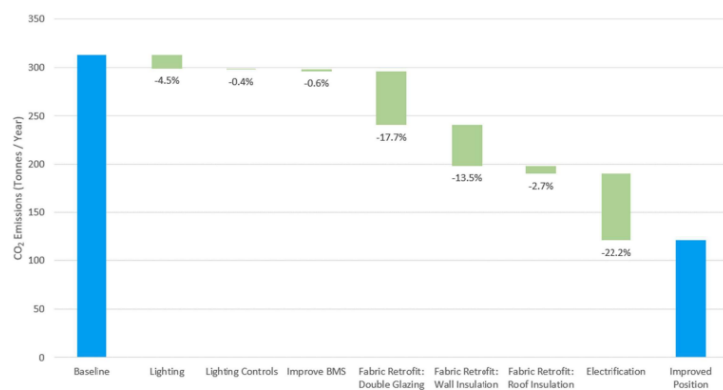
#### 3. Electrification of heating and DHW

- Gas-fired boilers replaced by centralised air or ground source heat pumps to provide space heating to buildings around the site.
- Hot water generated through ‘topping-up’ of heat produced for space heating either through a water source heat pump or direct electric system.

#### 4. Renewables

PV panels have not been included within the CO<sub>2</sub> reductions pathway but will be a key enabler in reducing the developments carbon emissions. As an indicator of potential savings through PV panels, 1000m<sup>2</sup> of PV panels would equate to around 20 tonnes of CO<sub>2</sub> offset per year in 2023. As the grid decarbonises, the CO<sub>2</sub>

savings will also drop as the electricity being offset is less carbon intensive.



CO<sub>2</sub> emissions demand reduction pathway\*

\* NB: Baseline CO<sub>2</sub> emissions based on 2022 metered data. SAP 2012 emissions factors have been applied to all scenarios. The decarbonisation of the grid is therefore not included and would be expected to reduce CO<sub>2</sub> emissions even further.

We understand from discussions with Surrey Police that, with respect to Mount Browne, they are working closely with Guildford Borough Council. Given the complexity of this agenda there are real benefits in working collaboratively across public bodies.

## Essex Police: fleet (taken from Cenex website)

Essex Police and Essex County Fire and Rescue Service commissioned Cenex to develop a zero emission vehicle fleet and infrastructure strategy in preparation for the UK Government’s plan for all new cars, vans, and heavy goods vehicles up to 26 tonnes to be zero emission vehicles by 2035.

Cenex took a baseline of the current fleet composition and emissions and used this to assess the suitability of battery electric and fuel cell electric vehicles, then calculated the number and type of charging infrastructure required and the potential demand for renewable hydrogen by location.

The results show that 81% of the police fleet and 55% of the fire and rescue fleet could be replaced by battery electric vehicles with sufficient range to complete their average daily mileages.

This would deliver 53% greenhouse gas emissions reductions for the police and 16% for fire and rescue.

The analysis also summarises the capital costs, running costs and emissions impacts of different replacement scenarios, as well as a detailed fleet transition roadmap and action plan.

Police response vehicles account for 76% of the police fleet greenhouse gas emissions, so while battery electric vehicles can already be introduced in non-response roles it is important that Essex Police trial and demonstrate zero emission response vehicles to see what role they can fulfil on the fleet and what operational changes may be required to accommodate them.

Similarly, Type B fire appliances, and other 18t rigid trucks, account for 64% of the fire and rescue fleet greenhouse gas emissions.

Zero emission vehicle technologies have not been deployed as front-line fire appliances in the UK, but there are several vehicles in development.

Cenex therefore recommends that Essex Fire and Rescue develop a detailed understanding of their duty cycles and undertake market engagement with zero emission vehicle and infrastructure suppliers to develop options for trialling battery electric and fuel cell electric vehicles to see what role they can fulfil on the fleet and what operational changes may be required to accommodate them.

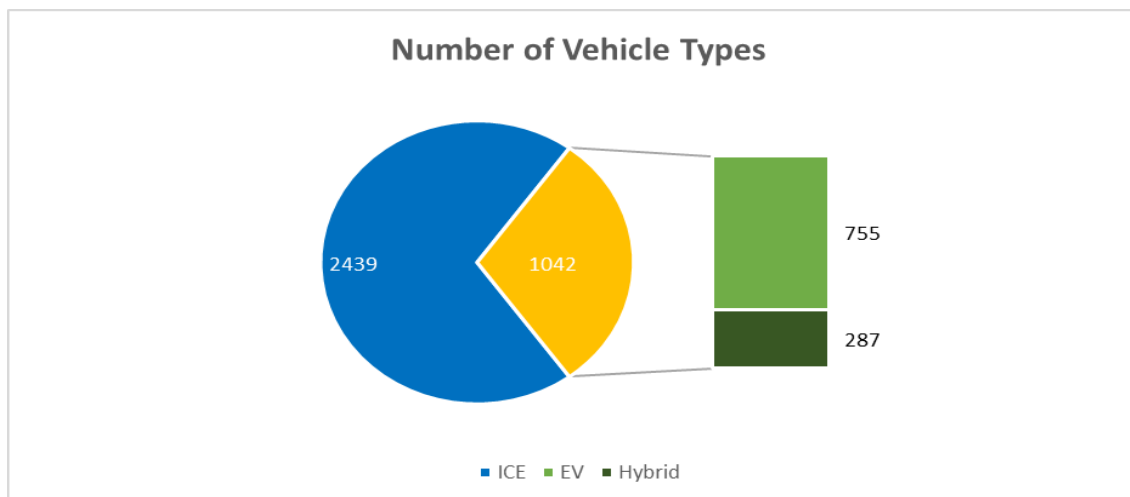
To minimise infrastructure costs, Essex Police and Fire and Rescue should work together to plan long-term electric vehicle charging infrastructure on a site-by-site basis.

An optimised solution can be developed by considering charge point sharing and load management, and by developing a better understanding of daily energy requirements and vehicle dwell times.

The comprehensive analysis and project report will be adopted by chief officers as the roadmap to meeting their zero emission aspirations, and a chief officer project board will incorporate the many provisioning departments to deliver the strategy.

## Police Scotland: fleet

Police Scotland have been at the forefront of transitioning their fleet away from internal combustion engine (ICE) vehicles to electric vehicles (EVs) and hybrids. The chart below provides recent context on the shape of their fleet:



Police Scotland are on a journey to be 100% ULEV by 2029. In order to make this transition, they have been very successful in sourcing grant monies, including from the Scottish Government. They have developed robust business cases that outline the savings that come from making this transition, including whole-life financial savings but also the wider economic benefits. In CIPFA's experience of working in Scotland, there is a clear focus on the job creation which can come through the green economy.

This business case is evidenced based, with Police Scotland holding significant data on vehicle usage. This includes understanding the technology limitations. There are certain requirements that cannot be met by EVs. It might be that hydrogen technology will provide a solution here. Again, in our experience there is a focus in Scotland on the economic opportunities brought by green hydrogen.

Police Scotland have explored a range of commercial models, including partnering/collaborative arrangements. This force has also put in place well-developed governance arrangements and wider programme/project delivery arrangements. These include a supportive CFO who is actively involved in the programme delivery, consideration of vehicle maintenance and driver training, as the use of an EV is different from an ICE vehicle.

In support of the transition to EVs, significant work has been undertaken on the charging infrastructure. To date, Police Scotland have installed 398 charging outlets across 54 sites which consists of fast, rapid and ultra rapid charging units. This facilitates the charging for 1,194 electric vehicles.


The lessons that can be learned from the Police Scotland experience include:


- planning: scope site requirements, standardise design working with appointed contractor
- collaboration: engage with independent connections provider (ICP), distribution network operator (DNO) or independent DNO through appointed contractor; seek collaboration with the public and private sector, including shared existing//future infrastructure
- quality: appoint an independent electrical engineering consultant from day one.


# Merseyside Police: sustainability approach including shape of the team and project delivery


We set out below extracts from key documents developed and maintained by a number of the more active forces in this area. See below the link to the Merseyside Police sustainability workshop material. Again, this document starts with a consideration of all 17 UN SDGs.

## About the Team



 We began our sustainability journey in 2011 by appointing our first sustainability officer


 2021 saw the expansion of our team.

 Cover sustainability across the whole Force.


Corporate Assets Department - Sustainability Team


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graph TD
    SM[Sustainability Manager] --> SMO[Sustainability Monitoring Officer]
    SM --> SPR[Sustainability Promotion and Reporting Officer]
            
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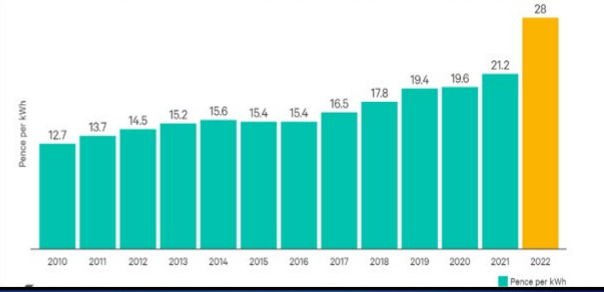
## Energy Consumption






Based on normal consumption levels, Merseyside Police's utility costs have risen by an extra £2.3million for this financial year. This is the equivalent of 44 Police Constables (FTE) or 35 Sergeants (FTE).

**WHOLESALE ENERGY PRICES ARE CURRENTLY AT RECORD HIGH LEVELS**



Year	Price per kWh
2010	12.7
2011	13.7
2012	14.5
2013	15.2
2014	15.6
2015	15.4
2016	15.4
2017	16.5
2018	17.8
2019	19.4
2020	19.6
2021	21.2
2022	28



**SWITCH OFF  
SAVE ENERGY  
SAVE MONEY**



# Mapping Priority UNSDG's against National Policing Vision 2030 Commitments



	<b>PILLAR 1:</b> To help keep our communities safe
	<b>PILLAR 2:</b> To prevent crime and criminality
	<b>PILLAR 3:</b> To respond effectively to all appropriate demand and bring perpetrators to justice
	<b>PILLAR 4:</b> To develop and inspire our workforce and evolve our culture
	<b>PILLAR 5:</b> To embed a culture of continuous improvement and innovation in policing

<b>PILLAR 5: To embed a culture of continuous improvement and innovation in policing</b>				
<b>OBJECTIVE 1</b> Embed a culture of continuous improvement and effective problem solving, guiding and be part to challenge and learning from others	<b>OBJECTIVE 2</b> Develop a learning and evidence informed culture and approach, working closely with academia to develop a technology knowledge base	<b>OBJECTIVE 3</b> Develop our digital solutions to be more data, smarter and digitally empowered	<b>OBJECTIVE 4</b> Commit to delivering a sustainable police service	<b>OBJECTIVE 5</b> Deliver a more efficient and productive police service, delivering value for money and ensuring equality and inclusion
<b>OUTCOME:</b> A police service that demonstrates greater agility and innovation				

# Sustainability Implementation



NetPositive Toolkit- funding being sought

## Non-policing case studies/projects: Glasgow city region

The Glasgow work provides a good example of considering the wider socio-economic benefits, for a region, of progressing retrofit. It includes extensive demand and supply side conversations including the growth story about how many jobs in the region will be created as a result of the plans and how the local authorities within the region might best support that job creation and wider supply side initiatives. During this work there was a real focus on the wider socio-economic benefits, including health and wellbeing benefits and addressing fuel poverty. The ultimate ambition was to progress retrofit towards net zero, but as a staging post there were discussions around getting homes (socio housing, owner occupied and private landlord) to EPC C. There were also discussions around the culture blocks in achieving this.

## London's Retrofit Accelerator: workplaces programme

The image below is of St Helier hospital in South-West London. The Retrofit Accelerator: workplaces programme was used to replace the 1930 single glazed windows and 1974 steam powered boilers, which had to be maintained by steam engine enthusiasts. This project brought together the carbon and greenhouse gas reduction benefits discussed in this paper. It also helped move a clinical environment closer to what is appropriate in 2024, building more resilience into the hospital buildings.



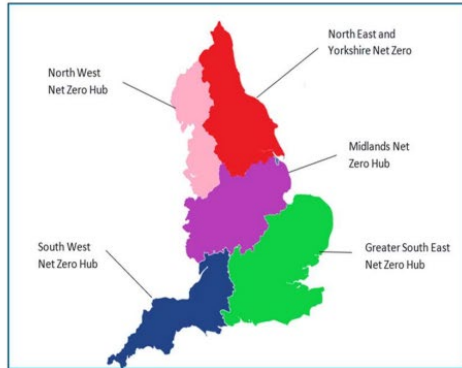
Finally, the image below links with Energiesprong, who are a partner organisation in the Mayor of London's Retrofit Accelerator – Homes programme. Here we show the delivery of Energiesprong's deep retrofit solution for homes, with solar installed on the roof, heat pumps in the back, lots of monitoring and control systems and wrapping the homes with insulation and windows. At present the cost of these interventions is high, but the more of properties that have this treatment the more the price should fall. The image highlights that with much of this agenda, the 'devil is in the detail', in that the second home from the left has been subject to 'right to buy' and the owner occupier could not afford the cost of the deep retrofit solution, hence their home remains untouched.



## Example of public sector wide support: HUBs

There is a range of public sector wide capacity and capability support to help with collaborative working. We are aware that the police are already engaging with the DESNZ HUBs. Below, we set out the background on these HUB support arrangements, including where they operate (we are grateful to DESNZ for allowing us to reproduce these images):





Also, the grant schemes that are available and that the HUBs can support with (we are grateful to DESNZ for allowing us to reproduce these images):

**Local Net Zero Accelerators (£12.4m):**

- Developing a place-based prospectus aggregating projects across multiple net zero sectors.
- Looks to secure private finance and reduce the public cost of net zero initiatives.
- Looks to stimulate local economic growth and green supply chains

**City Leap Replicator (£2m)**

- To test whether Bristol's City Leap model can be replicated in York
- City Leap model is a procured public-private partnership operating as a Joint Venture under a 20-year concession. It provides a first right of refusal for decarbonisation activity across the council-owned estate.

**Local Net Zero Finance Support Service pilot (£3m):**

- Provides financial skills, knowledge, and experience to the three Local Authorities (LAs) for programme delivery.
- Includes specialist commercial investment advice.

Image produced by AI



# Annex 1: Draft proposal for a common measurement approach

## Introduction

The Emergency Services Environment and Sustainability Group (EESG) Carbon Footprinting Subgroup have now developed a draft proposal for a common approach to greenhouse gas emissions' calculation and reporting among all emergency services organisations (police forces, ambulance trusts, fire and rescue services, among others). The EESG kindly shared this draft proposal with us as part of this work. We reproduced below extracts from the document, which is currently out to consultation.

## Summary

This document sets out a proposed methodology for calculating emissions within the emergency services organisations (including, but not limited to, police forces, fire and rescue services, ambulance services). It recommends that emergency services organisations:

- calculate and annually report on their Scope 1 and Scope 2 emissions
- start reporting on some Scope 3 categories (with this document proposing the minimum Scope 3 categories where the emissions' calculation is relatively simple), and progressively seek to gather the relevant data to calculate and report on all Scope 3 emissions
- develop a consistent approach to account for emissions from shared or regional functions
- ensure transparent reporting by outlining the key assumptions, reporting boundary, and the accuracy of the data used
- seek continuous development and improvement of a shared methodology.

## Background

In absence of a UK-wide reporting requirement that is applicable to all of the emergency services organisations, the aim of developing a proposal for a common methodology is to develop a shared and consistent approach for greenhouse gas emissions' accounting methodology for the organisations in this sector to aid reporting, foster greater standardisation and comparability, adoption of best practice or the provision of a blueprint for those organisations who have not developed their own analysis yet. The methodology set out in this document can be adopted voluntarily.

The proposal for a shared methodology has been co-created by a working group representing different types of emergency services organisations across Scotland, Wales and England (EESG's carbon foot-printing subgroup). The group has also developed a list of typical emissions sources, which is a non-exhaustive list and can be used for reference, available from the useful resources section.

The approach to emissions reporting proposed within this document is in line with the greenhouse gas protocol and seeks alignment with the reporting principles applied to the UK private sector (through streamlined carbon and emissions reporting requirement and, previously, carbon reduction commitment).

This is the first draft of the proposed common methodology and is issued for consultation.

# Annex 2: Abundance green bonds

Abundance

2

## Abundance Background

- UK's first regulated crowdfunding platform
- Arranged £150m for public and corporate sector
  - Corporate Finance – green social housing, energy generation
  - Municipal Finance – Local Climate Bonds
- Enable anyone to invest with as little as £5
- Enable people to invest via an ISA or Pension, maximizing accessibility

Version 1.0

Abundance is authorised and regulated by the Financial Conduct Authority (525432)



Abundance

6

## Municipal Investment – Local Climate Bond



- Councils were going to borrow from PWLB to finance their Net Zero strategy
- Climate Municipal Investment beats PWLB (including fees).
- The innovation of crowdfunding means the mechanism is efficient to use.
- Funds any climate or green project in your capital programme
- No credit rating or additional audit requirements
- Model sits alongside PWLB, becoming a simple way to over time build a local finance market
- Alignment with Green Loan / Bond Principles and the issuance of the UK Government Green Gilt



# Social Value Creation

- **Communication / Engagement**

- New tool for communicating and engaging with local residents
- Increase transparency and engagement with specific Council initiatives
- Supports citizen participation in Council processes
- 25% of investors investing £100 or less
- ISA eligible

- **Money Back Donation**

- Provide option for investors to not take all or some of their interest. On the basis the donation is used for specific good causes.
- Some or all interest on donated back to the council

- **Local Economic Benefits**

- Retention of money locally
- Useful new low risk savings product



As stated in section 10, local climate bonds (LCBs), a type of community municipal investment, enable local authorities to raise capital to fund decarbonisation and social value projects in their communities. The best established LCBs are open to anybody to invest into from as little as £5 via a crowdfunding platform hosted by Abundance Investment. Ten councils have issued these LCBs since 2020, mobilising over £7m of private investment.

The Green Finance Institute supports the development of the LCB market through its campaign. In collaboration with Abundance, the campaign raises awareness of innovative place-based green finance products, informs councils of the optimal LCB issuance process, and convenes public-private decision makers.

Please note that CIPFA does not promote any specific financing arrangement; we are just drawing attention to market offers. CIPFA encourages the consideration of a range of financing arrangements.

## Annex 3: Additional CIPFA resources

We set out below some additional CIPFA resources that might be helpful.

CIPFA have a series of free to access [micro e-learning modules](#), including those covering sustainability and business cases:

- sustainability and climate change
- Sustainable Development Goals – the fundamentals
- ESG concepts
- ESG reporting
- ESG investment and strategy
- net zero – the fundamentals: an introduction to net zero
- climate finance – the fundamentals
- investment and business cases
- preventative investment
- defining the business needs section in a business case.

Other relevant CIPFA training includes the [ICAEW/CIPFA Sustainability certificate](#).

In addition, CIPFA will be sharing toolkit material under the AFEP III sustainability work.

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