

Office of the Police & Crime Commissioner for Devon, Cornwall and Isles of Scilly

REQUEST FOR PCC DECISION*

☒

REPORT FOR INFORMATION PURPOSES ONLY*

*Please ☐ appropriate box

Title: Approval of Estates Strategy 2017-2021

Log Number: 58 01/12/2017

Executive Summary

The Estates Strategy for 2017-21 represents our vision to provide a well maintained, fit for purpose and flexible estate in line with the Police and Crime Plan.

Our estate is key to policing in Devon, Cornwall and the Isles of Scilly. It will help deliver the Police and Crime Commissioner's Police and Crime Plan and the Chief Constable's 'Policing Promise' by supporting sustainable operational policing and facilitating connectivity with our communities with our "Connect to Protect" connectivity framework.

Over the next five years, our strategy will focus on:

- Accessibility – providing space where it is needed for the public to interact with our staff and officers
- Flexibility – adapting to changes in the workforce mix, the operating model and maximising partner opportunities
- Integration – exploring where we can share premises with our partners in places which enhance our service
- Efficiency – driving down our running costs and enabling capital reinvestment to support our diverse police functions
- Wellness – providing safe and healthy environments for our workforce

Recommendation

The 2017-2021 Estates Strategy is finalised following presentation at the Police and Crime Panel on 1st December 2017 and is to be published for transparency on the OPCC website.

Police & Crime Commissioner for Devon & Cornwall and Isles of Scilly

I hereby approve the recommendation above.

SignatureA handwritten signature in black ink, appearing to be 'ASAH' with a stylized flourish at the end.**Date**

1/12/17

PART I – NON-CONFIDENTIAL FACTS AND ADVICE TO THE PCC

Decision required – supporting report (see Executive Summary)

1. Introduction and background

See Executive Summary. The finalised version of the Estates Strategy is attached with this decision for transparency.

2. Issues for consideration

(For example ONLY – Links to Police and Crime Plan and PCC priorities)

3. Financial Comments (if applicable)

4. Legal Comments (if applicable)

5. Comments on Risk (if applicable)

6. Environment & Sustainability considerations (if applicable)

7. Equality Comments (if applicable)

8. Background/supporting papers (if applicable)

Estates Strategy 2017-2021 is attached to this decision.

Public access to information

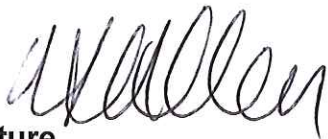
This decision will be published on the website of the OPCC

ORIGINATING OFFICER DECLARATION:

	Tick to Confirm Statement (√)
Head of Unit:	✓
Legal Advice (if applicable):	✓
Financial Advice (if applicable):	✓
Equalities Advice (if applicable):	✓
Impact on Privacy (if applicable):	✓

OFFICIAL APPROVAL

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Police & Crime Commissioner.



Signature
~~Chief Executive Officer~~ / Treasurer

1/12/17
Date

Any amendments to decision paper to be noted here:

- 1.
- 2.
- 3.

Example:

As corrections to the report above:

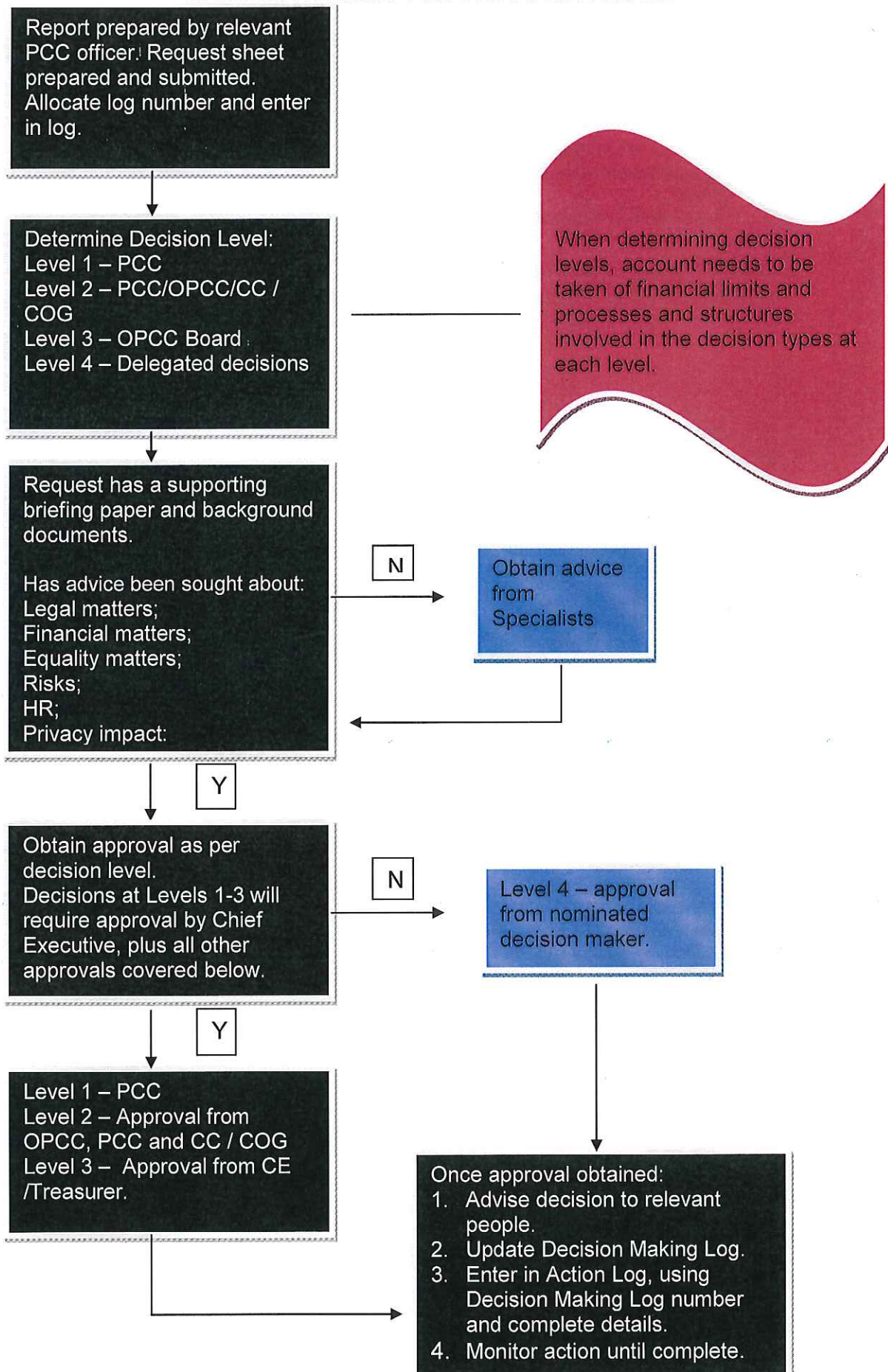
1. *'As appropriate' should be inserted into paragraph 1.3 after 'undertake the following checks'*
2. *The dates in paragraph 1.3, 4th bullet point should read '8th/9th'*

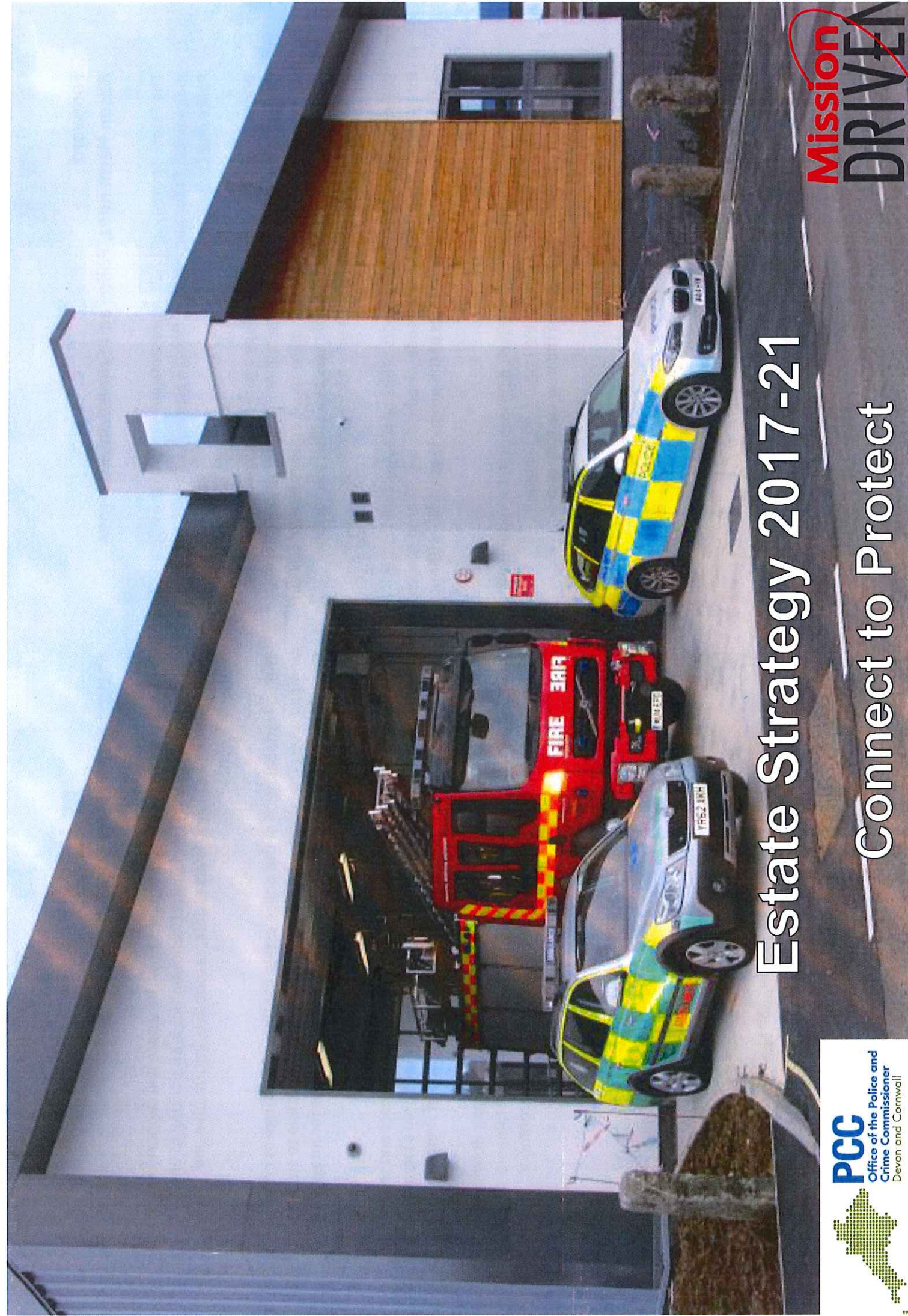
Before making his/her decision, the Police & Crime Commissioner was briefed as to the checks carried out in each case.

Signature
Police & Crime Commissioner

Date

DECISION MAKING PROCESS FLOWCHART





Estate Strategy 2017-21

Connect to Protect

Mission
DRIVEN

Foreword

Alison Hernandez, Police and Crime Commissioner

The *Estate Strategy 2017-21* represents our vision to provide a well maintained, fit for purpose and flexible estate in line with the *Police and Crime Plan*.

We have embraced new technology which is changing the way we police the peninsula. The introduction of mobile data and Smarter Working initiatives are reducing space requirements but we remain committed to providing accessible services which connect the police to communities through a new access strategy.

Collaborating further with partners offers new opportunities for integration, and together with modernised facilities, shared spaces will drive down the running costs of the property portfolio without reducing locations.

We will explore alternative uses, including disposal, for redundant sites with revenue generated being reinvested to support operational policing, for example the new custody and administrative hub in Exeter.



A stylized, handwritten signature in black ink, consisting of a series of loops and a long horizontal stroke.

Alison Hernandez

Shaun Sawyer, Chief Constable

The *Estate Strategy 2017-21* outlines how the estate will support the Local Policing Promise to better connect communities with policing to ensure policing in the local area is accessible, responsive, informative and supportive.

The operational need of the police estate continues to change as crime and demand alter. The estate is changing to become more flexible to support the increasing use of mobile technology and opportunities for integration with partners.

Reinvestment in estate is crucial for officers, staff, volunteers and the public, and we are delighted with the investment in the force's largest build project in the new custody and administration hub in Exeter.

This multi million pound development will replace the ageing Heavitree Road and be a flagship building for innovative working, sustainable technologies and the promotion of a healthy working environment.



A stylized, handwritten signature in black ink, featuring a large, sweeping 'S' and a long horizontal stroke.

Shaun Sawyer

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1. The Strategy

The estate is key to policing in Devon, Cornwall and the Isles of Scilly. It will help deliver the police and crime commissioner's *Police and Crime Plan* and the chief constable's 'Policing Promise' by supporting sustainable operational policing and better connectivity with communities through "Connect to Protect" framework.

Over the next five years, our strategy will focus on:

- Accessibility – providing space where it is needed for the public to interact with our staff and officers;
- Flexibility – adapting to changes in the workforce mix, the operating model and maximising partner opportunities;
- Integration – exploring where we can share premises with partners in places which enhance services;
- Efficiency – driving down running costs and enabling capital reinvestment to support diverse police functions;
- Wellness – providing safe and healthy working environments.



Headquarters main entrance, Middlemoor, Exeter

2. Introduction

The *2011-2015 Estate Strategy* was largely focussed on rationalisation. By reducing the estate portfolio through the sale of redundant property, we delivered efficiency savings of £640,000 in revenue, reduced the size of the estate by 7.8% and reduced carbon footprint by 19.5%.

The primary driver of the *Estate Strategy 2017-21* is no longer location reduction. Partner integration enabling continuity of service delivery remains at the core of estate re-provisioning with significant opportunities still remaining. The disposal of redundant property will be balanced against local connectivity and community needs and in line with operational policing requirements.

*"Location reduction
is no longer the
primary driver of the
Estate Strategy"*

Building on the strategic alliance with Dorset Police, the strategy's focus on flexible workspace arrangements and the master planning of Middlemoor headquarters site will support the work into exploring a full merger in the future. It is intended to bring together the estate work for both Devon and Cornwall and Dorset into an alliance function.

The publication of the Policing and Crime Act 2017 offers an opportunity to transform co-location with other emergency services into collaboration ventures. It also makes reference to the modernisation of IT systems and this strategy sets out how we will promote improved connectivity and how the building portfolio will contribute to the force's Smart Working agenda for the strategic alliance, and Devon and Cornwall Police and the police and crime commissioner.

The *Estate Strategy 2017-21* will be delivered with a backdrop of continuing financial pressure and an existing estate of 132 buildings with an average age of 45 years. Changes to offices will be iterative, where priorities may change as new opportunities present themselves. Even with these challenges the multi-million pound re-provision of custody at Exeter will be delivered and we will be looking to provide custody facilities across Devon and Cornwall that meet future need.

*"The introduction of Smart
Working will challenge traditional
ways of working, reducing the
burden on space in our buildings"*

3. Core objectives

- 1) To provide fit for purpose solutions to support operational policing in providing:
 - an accessible presence in communities in line with the connectivity framework and deployment strategy;
 - stronger links into geographical areas to better understand ongoing operational need;
 - the right facilities in the right places;
 - operation of non-specialist police functions from the wider public owned estate;
 - a pilot to launch public access points, "Safe Place" points and drop-in spaces to engage with communities;
 - PRISM and the policing model by reviewing how estate can play a part in improving the quality of service.
- 2) To create workplace environments which aim to:
 - meet wellness objectives and provide innovative solutions to support workforce wellbeing, making buildings nice places to work;
 - lead on Smart Working, encouraging a mobile workforce through the creation of drop down areas;
 - reduce the desk to person ratio to 6:10 in new build facilities.
- 3) To make the best use of estate by:
 - collaborating with partners and businesses to:
 - implement an estate strategic alliance and support the exploration of a full merger with Dorset Police,
 - explore collaboration ventures with partners,
 - explore the opportunities arising from the government's One Public Estate initiative,
 - engage and consult the community on changes to our estate;
 - Providing flexible space wherever practical which can be accessed by the community and volunteers;
 - Ensuring that redundant sites optimise financial return, including the exploration of commercial opportunities.



4) To aspire to:

- reduce the cumulative running cost of the estate by a minimum of £800,000 by 2021;
- build new premises to a minimum BREEAM standard of Very Good, reflecting a commitment to sustainability;
- reduce the estate carbon footprint by a minimum of 10%.



4. Connecting communities and policing



Connecting with communities

The *Estate Strategy 2017-21* will support the *Police and Crime Plan* in maintaining a physical presence in local areas. A significant amount of partnership work has already been undertaken to enable non-specialist police functions to operate from the wider public owned estate.

This strategy will drive, where appropriate, further partnering agreements. Partnership opportunities will be extended to include all partners, private sector, public sector and voluntary sector.

We will explore, on an area by area basis, the demand for policing services and how the estate can support the 'Connect to Protect' mission. This will look at demographic information on growth to support any changes, for example - the blue light requirements of new towns such as Cranbrook and Sherford.

Exeter Civic Centre, where the Heavitree Road neighbourhood team will be relocated in 2018

These developments will enable emergency services colleagues to sit side by side in fit for purpose premises, enhancing links with communities by delivering services to the public in a more joined up way. The ten existing enquiry offices will be retained with other stations continuing to provide an appointments system.

"The Estate Strategy supports the Local Policing Promise to enable a service that is Accessible, Responsive, Informative and Supportive"

Supporting policing operations

We will work more closely with operational teams to ensure buildings are fit for purpose for modern day policing.

We will look at building adaptations to make best use of our existing space and support the growth in officer numbers across local policing and criminal investigation teams. An example of this is the investment in Exmouth Police Station to accommodate the Modern Slavery Unit and our previously delivered Air Support Facility housing the National Police Air Service (NPAS) and the Devon Air Ambulance Trust (DAAT).



Airport



An officer using mobile data to view crime logs

We will reassess our planned maintenance programme to prioritise works to stations deemed to be in a poor state of repair. We will undertake internal layout changes within our older buildings to remove cellular working environments and to tackle accommodation issues that restrict cross team flows of information.

All new buildings and major refurbishments will plan for advances in technology upgrades in the construction design phase. Smart Working will help maximise the benefits of mobile data by ensuring the estate meets new mobile ways of working. We will roll out Smart Working drop in hubs at Middledmoor and Crownhill to allow officers and staff to work more efficiently when away from their normal place of work.

Communication and consultation

A proactive communication strategy underpins the *Estate Strategy 2017-21* to enable maximum support from all stakeholders. The strategy aims to provide up-to-date information to staff or officers directly affected by any changes to accommodation. We will ensure that we engage and consult with the community, partners, stakeholders and influencers, including the media, with regard to the reasons for station changes. This will include the use of the Councillor Advocates and Community Link Officers.

All of our communications emphasise that redeveloping redundant estate will enable reinvestment in policing, improvements to the existing estate and no reduction in service provision.

The estate

The estate comprises 132 buildings, located over 94 sites with a gross internal area of approximately 100,000m². The average building age is 45 years and the total book value is £148 million. Across the portfolio, 67% (89) of the properties are freehold and 33% (43) are leasehold.

The condition of our estate is reviewed every three years as part of an operational property health check. This takes the form of an asset management plan which assesses the suitability of the property portfolio in meeting the operational needs of the force. The health check also includes:

- information on running and maintenance costs, the estimated backlog of repairs and outstanding legislative compliance;
- site development/partnering opportunities, which could influence the prioritisation of repair works
- potential capital receipts for reinvestment;
- location of operational and support staff.

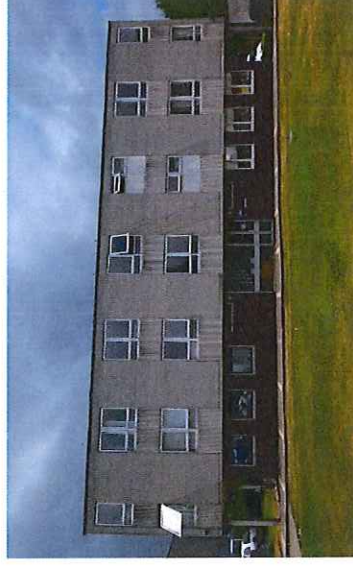
"Our custody facilities are outdated. The new Exeter custody building will pave the way for innovative working"

The operational property health check is due to be completed in early 2018 and its findings will influence the delivery of the estate strategy. It is recognised that current custody arrangements are an area of risk, where outdated accommodation, combined with legislative changes will require action. This will be partially addressed through the delivery of a new facility in Exeter.

Getting the best from assets

This strategy reflects the shift in focus from radical rationalisation to strategic re-provisioning. Redundant sites will continue to be assessed on a case by case basis and will either be held, sold or developed depending on market conditions.

All opportunities will be explored with a view to optimising revenue. Long term leases of large premises will continue to be avoided, ensuring value for money and flexibility in our estate. Public sector partnership initiatives remain the preferred model for medium term requirements such as neighbourhood team bases or community hubs, whilst specialist functions will remain in our own bespoke freehold premises.



Plymouth House (Residential Plot A) at Middlemoor, Exeter, which is on land to be redeveloped for reinvestment examples of reducing demand on the estate

We will explore the opportunities of the Government's One Public Estate initiative and work with public sector partners across the peninsula to collaborate where schemes contribute to accessibility, flexibility, efficiency and wellness. This is already well advanced in Cornwall, where a Blue Light Property Integration Programme Board has been established to explore opportunities to co-locate and improve working practices.

Sustainability

Sustainability and environmental considerations are important elements of the strategy. These are contained within planning consents and are key points of interest when consulting with the public over changes to the estate. These requirements will be considered under four headings:

- **Location** – Providing the right facilities, in the right place;
- **Environment** – Energy efficiency, waste and recycling, utilities, travel to work initiatives and car parking;
- **Economy** – Partnerships with public/private sector providers and support of local small/medium enterprises;
- **Community** – taking into consideration the impact on the local community of the facility in construction and then in use.



Devonport Police Station, constructed to BREEAM Very Good

We are committed to a reducing carbon footprint. Having achieved a reduction of 19.5% between 2011 and 2015, the objective is to reduce carbon by a further 10% by 2021. We aspire to construct all new buildings to the Building Research Establishment Environmental Assessment Model (BREEAM) "Very Good" as standard.

Creating a sustainable estate is also about future proofing our buildings to ensure they are robust yet flexible in their use to accommodate changes to the workforce. Reviewing our space utilisation will contribute to sustainability in its widest sense.

Security

A force-wide security review was undertaken in 2015 which assessed the threat level at each station. From this review, a number of recommendations were made to improve site security and these are being implemented in priority order through the maintenance and capital programmes. All new build and major refurbishment projects will aspire to the principles of the national police "Secured by Design" standard, with the new custody suite built in accordance with the Home Office *Police Building Design Guide*.

ISLES OF SCILLY
 St Martin's
 St Mary's
 St Agnes



5. Key deliverables supporting objectives

Work emanating from the *Estate Strategy 2017-21* is contained within a detailed delivery plan, with key deliverables outlined below:

1. The following strategies will be developed:
 - Access strategy;
 - Middlemoor strategy to include a car parking strategy.
2. We will deliver the Exeter programme including:
 - The Exeter police hub, a bespoke custody facility and attendant office space on our Middlemoor site in Exeter;
 - Disposing of the surplus land on Middlemoor site and seek to optimise its capital value whilst ensuring the continued viability of the remaining police operation;
 - Development of a 10 year strategy for Middlemoor. This will include a car parking strategy for the site;
 - Develop a disposal strategy for Heavitree Road Police Station site and implement in 2020;
 - Co-location of police officers in partner building in Exeter city centre.
3. Key projects
 - Liskeard police station rebuild.
 - Torpoint re-provision.
 - Dartmouth re-provision
 - Okehampton re-provision.
 - Cambourne refurbishment.
 - Barnstaple rationalisation and refurbishment.
4. Alongside operational teams we will assess the ageing custody estate, to build a pipeline of custody replacement schemes combined with operating hubs at key locations.



Artist's impression of the new Custody Hub and offices at Middlemoor, Exeter, due for delivery in December 2019

5. We will maintain the estate to an acceptable standard by:
 - Producing a policy of clear objectives and methods to be employed in keeping buildings fit for use and secure. Statutory compliance will be at the forefront of our objectives;
 - Using benchmark data from the national police estates group to identify improvement opportunities in the running cost of our estate.
 - Ensuring the ongoing procurement of soft facilities contracts to support the police service and provide value for money alongside key performance indicators.
6. We will continue to work with partners to:
 - Deliver the south east Cornwall rationalisation programme to include the provision of a police facility in Liskeard and further joint emergency services schemes at Wadebridge and Looe;
 - Explore opportunities for wider co-location across the region;
 - Explore the expansion of drop down areas.
7. We will develop our working with Dorset police by:
 - Appointing a joint head of estate;
 - Working towards bringing together the estate work for Devon and Cornwall and Dorset into an alliance function.
8. We will ensure that the strategy reflects the operation requirements of the force by:
 - Ensuring strong governance through the resources board and joint management board;
 - Ensuring proactive operational input and representation on all major project boards.

7. Key Measures

These measures will be used to monitor the success of the strategy.

1.	Completion of key projects	Details shown under key deliverables
2.	Delivery of the Exeter programme	Details shown under key deliverables
3.	Completion of the access strategy and Middlemoor strategy	Completion
4.	To reduce the number of leasehold properties within the portfolio	Reduce by 2
5.	To reduce the number of freehold properties within the portfolio	Reduce by 5
6.	To increase the number of co-locations/integrations across the region	Increase by 7
7.	Maintain the current number of enquiry desks across the region	No change
8.	Reduce the carbon footprint across the estate	By 10%
9.	Reduce the cost of maintaining the estates	By £800,000
10.	Optimise the financial return on our redundant sites	£18m Capital Receipts
11.	Take forward and increase the number of “drop down” facilities	
12.	To increase accessibility to policing we will be taking forward the concept of “Safe Places” for the public	

8. Governance and finance to support the strategy

Finance statement

The estates strategy concentrates upon the re-provisioning of stations where the demand exists and where connectivity with the public can be maintained or enhanced, the disposal and development of existing assets to generate capital receipts for re-investment and/or creating new facilities within development schemes within the existing portfolio.

The PCC requires that capital receipts from the sale of surplus assets is optimised in support of operational policing, within acceptable risk parameters. In order to optimise capital receipts the following courses of action will be explored:

- Sites sold with market facing planning consents;
- Redevelopment of the site prior to resale on the open market;
- Retaining sites with commercial value to provide a revenue return.

The ongoing maintenance of the estate will be continually evaluated to ensure value for money. This strategy will be seeking to achieve a reduction in revenue running costs of £800,000.

The finance focus for this strategy will be on value for money and efficiency. All decision made will be subject to annual funding settlements.

Governance

Decision making on estate projects is subject to a governance structure which allows input from both the OPEC and senior operational leaders. It will be recognised always that the Chief Constable will have unfettered access to all land and building owned by the PCC in order that the Chief Constable can provide an operational capability. Accordingly, when making any decision to acquire dispose of or modify any land or building that forms part of the Estates Portfolio the Police and Crime Commissioner will always consult the Chief Constable. Prior to decisions being made regarding such acquisition, disposal or modification.

All estate projects will feed into the wider organisational governance by way of the resources board and, where appropriate, will then be presented to the joint management board.

The strategy will be reviewed annually and reported internally to the joint management board and externally to the Devon and Cornwall Police and Crime Panel within the *Annual Report*.

Interdependent strategies, policies and guidance

Strategies being developed

Access strategy – will set out how the public can access estate based services and enhance the PCC's connectivity with the *Police and Crime Plan*.

Middlemoor strategy – will set out our long term vision for the HQ site. This will include a car parking strategy.

Reinvestment Strategy – will cover redundant estate and their values based on planning assessment for reinvestment into operational policing.

Parking policy – will include travel initiatives to promote sustainable travel, reduce the impact on the environment and manage operational issues.

Space standards - includes information on the standard space provided for individual offices, meeting rooms and rest areas calculated by occupant levels.

Existing strategies

Our Buildings and the Equality Act 2010 - we will continue to provide fully accessible buildings, adapting existing stock where necessary to comply with the Equality Act and modern legislation.

Force wellness agenda – we will consult with the force wellness team to ensure all projects have due regard to wellness issues.

Health and safety in operational partnerships and shared workplace arrangements – includes details to assess and control health and safety matters to ensure a safe environment

Furniture and materials policy explains how we will seek to recycle furniture when not procuring new furniture through the force framework and how we will use recycled or local products and materials in all developments.

Sustainability policy – as a minimum, new buildings will incorporate technologies such as photovoltaics, solar heating, air source heating, water harvesting linked to the force's sustainability agenda. We will be mindful of improvements and changes in technological upgrades to enhance our construction delivery.

Procurement strategy – we continue to work with the Regional Procurement Unit to use OJEU compliant frameworks to reduce tender costs and process time.

Smarter working policy - how we will organise space and employees, to provide a better working environment and improve performance and outputs.

Decommissioning and disposal of force buildings – details the process of clearing buildings in accordance with Information Assurance strategies.

Communication strategy - defines all parties with an interest in the Reinvestment Strategy, to articulate its objectives and to explain the means and frequency with which to share information.

D110 security of police premises – owned by the Criminal Justice Department and details changes to premises security dependent on the national model for threat levels.