

Estates

Cleveland Police Estates Strategy



Our vision is to create an efficient, fit for purpose and sustainable estate that delivers value for money, meets the needs of the local community and facilitates flexible working.

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Police Headquarters, Ladgate Lane, Middlesbrough

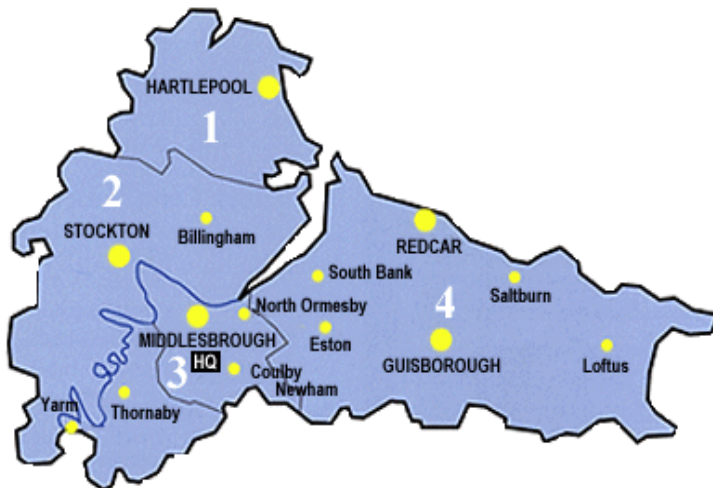
Introduction

Cleveland Police is committed to creating an effective and efficient estate that provides value for money and supports the delivery of high quality policing outcomes in Cleveland.

This strategy document sets out the ways that we will accelerate savings and drive better performance from our estate and looks at opportunities for closer co-operation with our partners in line with the Police & Crime Commissioner's and Chief Constable's priorities.

Scale & Diversity

The Cleveland Police area is made up of four local policing areas (LPAs). LPA boundaries are the same as those of the four local authority areas that the Force covers, as shown on the map below: Hartlepool (1), Stockton (2), Middlesbrough (3) and Redcar & Cleveland



(4).

The Force estate currently consists of the following properties:

- Freehold buildings, including two radio mast sites - 14
- Leased premises, (mixture of operational and office sites) - 21
- Private Finance Initiative (PFI) buildings - 5
- Short term radio mast site licences - 3
- Neighbourhood Policing drop-in centres - 39

The freehold properties currently occupied by the Force for policing purposes were built between 1901 (North Ormesby Police Station) and 2007 (Roads Policing Unit, Wynyard). Building methods used range from the early 20th century traditional brick built, pitched slate roof with box sash windows to 1960/70s concrete and steel frames

The five key priorities of the Police & Crime Commissioner set out in the Police & Crime Plan 2013-17 are:

- *Retaining and developing neighbourhood policing*
- *Ensuring a better deal for victims and witnesses*
- *Diverting people from offending, with a focus on rehabilitation and the prevention of re-offending*
- *Developing better co-ordination, communication and partnership between agencies - to make the best use of resources*
- *Working for better industrial and community relations*

Force priorities in support of the Police and Crime

Commissioner's plan for 2013-14 are:

- *Protecting people*
- *Reducing neighbourhood crime*
- *Tackling serious & organised crime*
- *Reducing offending & preventing re-offending*
- *Improving services to victims & witnesses*

clad in either brickwork or curtain walling with flat roofs to modern 21st century office block construction.

PFI buildings in the Force estate fall into two categories, 'operational' buildings or training facilities. There are four operational buildings, two of which are LPA HQs and one firearms training facility which we share with Durham Constabulary. The operational buildings are managed on behalf of the Force by Tascor Services Ltd; the joint firearms training facility by Carillion PLC.

Management

This estates strategy and the plan that goes with it provide the basis upon which the Police & Crime Commissioner (PCC) and Force can make the best decisions about the way the property portfolio can best help in meeting corporate objectives.

Achieving value for money from the estate will depend not only on the cost and use of space but also on whether it provides a suitable working environment and meets the needs of the people who use it and the public.

Whilst our PFI buildings are maintained for us by Tascor or Carillion, overall management of the Force estate is outsourced to Steria UK Ltd along with a number of other operational and supporting functions. The purpose of the estates team which Steria provides is to deliver an operationally focused, cost efficient, flexible estate for Cleveland Police.

Drivers for Change

Value for Money and Excess Capacity

Our estate represents a significant cost; successive government comprehensive spending reviews (CSRs) together with our duty to deliver value for money mean that we need to work more efficiently, with less space and at less cost. The Force currently has 15m² of accommodation per employee with a wide range of spatial standards amongst its buildings and functions. The best performing police forces (on this measure) try to have 10m² or less per employee. Cleveland Police is also above average for electricity costs and is only an average performer when other running costs are benchmarked against police forces elsewhere. The benefits from being able to achieve better use of the estate need to be weighed against the needs of the local communities. The Force however, does perform well in waste management.

Changing Requirements – 'Agile' and 'Orbis'

The 2010 CSR resulted in the need for approximately £26m of budget cuts in the period 2011 to 2015. The severity of these funding cuts means that a holistic approach to workforce and estate rationalisation is required.

The Force's Orbis programme was begun in 2012 to design a structure that is affordable and fit for purpose. Orbis will lead to some Force functions being

centralised or consolidated. So, some buildings in the Force estate will be better used and we will be able to move out of others and dispose of them.

Major investment in the Force's information technology in recent years has enabled us to start to adopt a range of so called 'Agile' working principles. These include the ability for staff to work from any location and the availability of a variety of work styles: office, home, partner locations or mobile. Cleveland Police has already undertaken significant change, introducing new technologies and services. We will continue to change to reflect the developing needs for policing in Cleveland – these changes need to be reflected in our estate.

The Agile programme will ensure that these changing needs and advances in technology and process are reflected in the estate, helping to meet the needs of the Force and the communities that we serve.



Middlesbrough Local Policing Area HQ

Strategic Framework

Cleveland Police Vision for the Estate

Our vision is to develop an estate that supports the delivery of high quality operational policing outcomes in Cleveland. The PCC and the Force aim to develop and maintain an estate that:

- meets the operational need for policing the communities served by Cleveland Police
- is cost effective and efficient, making the most of the opportunities to rationalise the estate and reducing running costs
- promotes modern, effective and efficient working practices and provides a productive and safe working environment for police officers, police and partner staff, visitors and detainees
- retains the flexibility to adapt to changes in policing and amongst communities

Priorities for Cleveland Police Estate

What we want to achieve

Rationalisation

- Maximising savings through rapid rationalisation of the estate

Modernisation

- Achieving a fit-for-purpose and efficient core estate, which provides value for money for the taxpayer, increases sustainability and facilitates flexible working

Growth

- Using the process of delivering the core estate and rationalisation to support local economic growth. Improving sustainability of the estate

How we want to achieve it

Leadership

- Ensuring clear direction and coordination for estate management based on PCC and Force priorities

Estate Utilisation

- Effective estates planning
- Using our estate more economically
- Using more shared accommodation

Acquisition and Disposal

- Providing value for money
- Aligning our estate with business need
- Disposing of inefficient buildings

Sustainability

- Providing a sustainable, flexible estate
- Reducing carbon emissions

Strategic Objective: Rationalisation

To maximise savings through rapid rationalisation of the estate and improve sustainability through appropriate acquisition.

Introduction

Our primary aim is to ensure that the estate we occupy is fit for purpose and meets the needs of the Force whilst delivering efficiency savings.

Current Approach

Historically, the Force's approach has been to maintain the estate around local needs or specialist units' requirements. Whilst our specialist units will always have particular requirements, the aim moving forward will be to consolidate our estate in the best interests of the communities that we serve as well as the Force and to ensure that it is fit for purpose. We will also seize the opportunities to work differently that the Agile programme will present.

Challenges

Co-location with other agencies is an approach that we will explore in seeking to rationalise the Force estate. The main barriers to this are thought to be around security (especially of data) and culture. Clear leadership and communication of message will be required to deal with these concerns.

Contractual issues can present barriers to making changes to the estate too. Lease surrenders and sub-letting are dependent on prevailing market conditions but 'mothballing' should be a last resort as it limits savings.

Future Steps

The Force's aim is to speed up rationalisation to achieve savings. In our estate there is 15m² of accommodation per employee; the best performing forces on this indicator have 10m². Under the Agile programme, the following principles will be adopted wherever possible:

- Open plan, multi-service working,
- Hot desking
- Flexible working
- Increased partnership and co-location

By adopting these working practices using technology and improving mobility, Cleveland Police estate will become more compact and better utilised. More of it will be shared with partner organisations. We will examine the scope for rationalising our existing PFI contracts and will aim to make better use of buildings that perform poorly on space usage, contract compliance and building performance. The Force will fully use premises that it owns first wherever possible and practical before leasing more property and will seek to reduce the size of its leased estate overall.



Coulby Newham Police Station

Strategic Objective - Modernisation

A modern, fit-for-purpose and efficient core estate, which provides value for money for the taxpayer, increases sustainability and enables improvements in the way we work

Introduction

The estate must meet changing requirements, have good workplace design, be focused on operational need and crucially the Force's executive officers must drive change to productivity.

Current Approach

We are already re-shaping our estate but further major change taking place in Force such as our Orbis and Agile programmes, described below, means that our estate needs to continue to adapt.

Challenges

Long-term estate planning must reflect changing policing delivery models, current and future funding and staffing levels. Despite estates decision making being, at times, constrained by tenure mix, lease terms and PFI contracts, we need to ensure that the estate is fit for purpose and that we are not left with properties we cannot dispose of.

Future Steps

Within five years, the owned and long term leased estate should look very different to now – it will be designed around operational delivery and be more flexible. A 25 year estates plan will show key objectives, options, risks, timeframes, deliverables and more partnership co-locations.

Changes to technology will enable the force to add to and reduce its estate through more flexible ICT and increased mobility. This will enable the Force to make use of more locations, work more closely with partners and maintain the security and integrity of our systems.

Determining Core Estate

A range of factors need to be considered to ensure operational effectiveness and value for money for the local taxpayer, including:

- Business requirement - property should be configured to optimise the way an organisation works, bearing in mind cost and the needs of local communities
- Aggregated local demand - working collaboratively at local level to deliver a better and more integrated service
- Adaptability of supply - a changing police service highlights the need to adjust building supply quickly. This will influence the balance of tenure mix and length of leases. Flexibility will also support the changing needs of local communities
- Affordability and value for money - Cleveland Police property should perform well against public sector benchmarks. The police service may be able to operate just as effectively from more cost effective locations
- Police buildings are not always configured optimally; we have sometimes occupied inflexible premises constructed for a different service sector and era. In some areas this has had an adverse effect on morale or working practices



Saltburn Police Station

The Agile Vision

The ability for staff and police officers to work from any location, as and when required to meet local policing needs

A variety of work styles available to employees – office, home, partner locations and better mobile solutions

Fewer desks allocated than there are people; staff are encouraged to work flexibly, in multiple locations

Strategic Objective – Growth

Using the process of delivering the core estate and rationalisation to support local economic growth. Improve sustainability of our estate.

Introduction

Construction and rationalisation amongst significant estates (including revitalisation of existing buildings) helps to stimulate regeneration and economic activity.

Current Approach

Already major employers in the Cleveland area, The PCC, Cleveland Police and our strategic partners Steria UK Ltd and Tascor are committed to supporting local businesses and growth in the local economy. This goes hand in hand with keeping people safe.

Challenges

The public sector in general has not coordinated its rationalisation efforts to date and so has a limited grasp of the opportunities that might arise from the appropriate release of estate and land to support regeneration.

Future Steps

The PCC will strive to use local businesses to maintain and develop the existing estate and we will continue to advise small and medium enterprises (SMEs) on how best to work with Cleveland Police.

Leadership

To ensure clear direction and coordination is provided to managers on property policy and strategy.

Introduction

Cleveland Police recognises that the buildings it uses and manages on behalf of the PCC are vital for the delivery of efficient policing for the people of Cleveland. This strategy outlines the methods by which those buildings are managed. It includes details of how they are acquired and disposed of and describes the relationship between the estates strategy and the Force's strategic priorities. This document has been developed with reference to the PCC's five key priorities as outlined in the annual Police & Crime Plan.

Current Approach

The Cleveland Police estate is managed on behalf of the PCC and the Force by Steria UK Ltd under a ten-year (extendable) strategic partnership agreement designed to assure strategic and professional management advice and also that:

- The Force has access to good industry practice
- The impacts of mobile and flexible working on the estate are understood

- Corporate and social responsibilities (including environmental sustainability) are delivered

As part of the core service, Steria has a responsibility to develop estates strategies and plans which comply with changing business and legislative needs.

Challenges

Delivering a robust estates strategy requires alignment with a number of other strategies such as those for ICT, fleet and procurement. Cleveland Police has primarily focussed on rationalisation of the estate in order to deliver savings on annual running costs. We have also reduced these costs and our carbon footprint through the closure of buildings and acquisition or construction of more cost efficient premises.

However, in order to maintain savings momentum, the Force will continue to plan a proactive approach, to promote the best use of space in its premises and to provide greater central co-ordination and direction through the Agile programme.

Future Steps

This estates strategy provides the basis upon which the PCC and Cleveland Police can make informed decisions about the way in which the estate can best contribute to corporate objectives.

Obtaining value for money from the estate will depend, not only on the cost and use of space but also on whether it provides a suitable working environment and meets the needs of other users and the general public.

Stakeholder engagement between the estates service both externally and internally are key to success. Engagement with local communities, councillors and other stakeholders as well as will be essential in driving forward change to deliver efficiencies.

Estates Utilisation

To have effective estates planning to use the estate more economically and use more shared accommodation.

Introduction

The Government has launched its 'One Public Estate' agenda which says that there is an excess of public sector premises for existing service provision and encourages co-location to maximise efficiency and drive value for money.

Current Approach

The Force has already commissioned a range of surveys and inspections of its owned and leased premises, including: condition; space utilisation; and, statutory compliance. Additional information about the estate and its usage is being compiled too. These activities will contribute to a better understanding of the estate so as to help inform decisions in future. In parallel, the possibility of sharing premises with blue light and other partners is being actively pursued.



Redcar & Cleveland Local Policing Area HQ

Challenges

Asset performance has been a focus for commercial and public sector organisations for over a decade but its importance is now being even more fully recognised in the public sector. No large organisation can work at 100% utilisation of its estate, as its shape will inevitably lag behind market or technological developments. Estates rationalisation, including co-location with partners, will require changes in culture as methods of operation and thus estates requirements, even amongst blue light partners, can be very different.

Future Steps

Notwithstanding all of the above important activities which help in achieving an estate that is appropriately located and fit for purpose, the key principle is that efficient usage of estate is of fundamental importance. This is to minimise wastage of space and the associated cost.

Acquisition and Disposal

To provide a value for money estate that is aligned with the needs of the local communities and to dispose of inefficient buildings.

Introduction

The disposal of surplus property has for many years been an important aspect of management of the Force's estate. In this context, this means all land, buildings, fixtures and fittings which are to be included in any sale or disposal. We are actively reviewing the Force estate in pursuit of our Orbis and Agile programmes and will ensure that it remains consistent with service needs and that:

- Best use is made of land and buildings and they contribute positively toward the delivery of policing services
- Spending on maintenance and repair is kept to a minimum in line with maintaining the value of a property and its condition so that it is fit for its purpose and complies with environmental policy

- There is orderly disposal of surplus buildings once an assessment of future requirements has been carried out
- Property that is surplus is dealt with in a way that will secure optimum benefit for the people of Cleveland

The overall objective here is to maximise the proceeds from disposal. It is important that the procedures for the disposal of property are robust and that they ensure that prospective purchasers do not gain commercial advantage to the detriment of the Force.

Current Approach

The opportunity or need for property to be disposed of generally arises when a site has become surplus to operational policing needs. Before any site is declared to be surplus to requirements its suitability for other police purposes will always be considered.

Challenges

Disposals must be at market value. This principle applies to sales to the private sector and sales to other public bodies. In determining market value, there are a number of considerations which arise. Where a property has potential for development that could increase its market value, the grant of planning permission can be a significant enhancement. So, thorough investigation into planning potential will always take place.

In every disposal the aim is to ensure that the full value of the property, reflecting foreseeable circumstances, is obtained. If there is any doubt about the potential of the property being sold, it will be retained for future disposal once these doubts have been resolved. There may be circumstances in which it is appropriate for a disposal to proceed without realising all potential development value; covenants, restrictions or other agreements may then be used to secure a further capital receipt if or when development takes place.

Future Steps

The variety amongst properties in our estate that may be earmarked for disposal dictates that each case must be dealt with on its merits. Some cases will need detailed consideration and research prior to marketing. Whilst it is important that disposals proceed at the right time and in the right timescale to ensure that the best price is obtained, in all cases Cleveland Police is committed to achieving its overall objectives without compromising its statutory responsibilities and duties.

Sustainability

To provide a sustainable estate and service whilst meeting the needs of the Force in order to deliver service to local communities and reducing our carbon emissions.

Introduction

Around a third of estate annual costs are for energy. This equates to £1.2 million a year. The estate's most poorly performing buildings are known, as the Force produces Display Energy Certificates (DECs) for relevant premises.

Current approach

The Force embarked on a five-year carbon management plan, endorsed by the Carbon Trust in January 2013. This lists the agreed environmental projects and their targets, that will bring about a 25% reduction in carbon emissions by March 2016 (against 2010/11 levels).

To deliver long-term value for money, the Force has introduced a minor works framework which will ensure direct access to an efficient and cost effective supply base for a wide variety of trades and professional services.

Challenges

Energy is a significant part of estates expenditure. The economics of supply and demand together with additional costs on energy supply as a result of the 'green' agenda mean that regular price increases can be expected. Aggregated purchasing of our energy via the North East Procurement Organisation (NEPO) route is delivering savings, but Cleveland Police also needs to reduce its consumption. We must also be more efficient, produce less greenhouse gas and waste and use less water.

Future Steps

The quality of construction has a major bearing on the whole life costs of a building. In order to reduce our asset costs and achieve greater operational efficiency the PCC and Cleveland Police will require contractors on future projects to operate to the highest construction standards.

7. Version control

Version	Date	Reason for update	Author
0.1	September 2013	First draft for review	Richard Marron
0.2	October 2013	Revised draft	Richard Marron
0.2	October 2013	Feedback review	Steve Sugden
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