



ESTATE STRATEGY (2017 – 2020)

Version: V0.01

Author: Philip Robinson MSc BSc (Hons) MCIOB Chartered Construction Manager CBIFM
Head of Estates and Fleet

Reporting to: Director of Corporate Support

Date: January 2017

Handling conditions: The Estates Strategy contains commercially & operationally sensitive information regarding the OPCC and Constabulary business affairs and the prevention and detection of crime. It should not be shared outside the OPCC and Constabulary without reference to the Head of Estates and Fleet.



Version Control

Version	Date	Author	Comment
V0.01	12/01/17	PJR	First draft
VO.02	10/02/2017	PJR	Update following COG 7/02/2017

Acknowledgements

Stephen Kirkpatrick, Director of Corporate Support
Chief Officer Group and wider extended COG members

Commanders
Department heads
Finance team (Michelle Bellis) – 10 year capital programme
Procurement team
Estates and Fleet Staff



Table of Contents

1. Executive Summary	4
2. Introduction	4
2.1 Background	4
2.2 Role of the Estate Strategy	5
2.3 Ownership of the Assets	5
3. Asset Overview and Summary of Work Delivered During the Last Strategy	5
3.1 Size of the Estate	5
3.2 Work Delivered During 2015-16	6
3.3 Value of the Assets	6
4. The Role of Estates	6
4.1 Introduction and Core Business	6
5. Estates and Facilities Strategies	7
5.1 Programmes to Maintain Existing Buildings	7
5.2 Investment in New Build / Redevelopment	8
5.3 Estate Management	8
5.4 Facilities Management	8
5.5 Asset Management	8
6. Organisation & Deployment	8
6.1 Accommodation Groups	8
6.2 Building Types	9
7. Key Strategic Priorities	10
7.1 Introduction	10
7.2 Strategic Aim	10
7.3 Estates Objectives & Recommendations	11
8. Estates and Facilities Budget and Contribution to Change Programme Efficiency Savings Target	11
9. Health & Safety & Risk Management	12
10. Financial Prudence and Best Value	12
11. Benchmarking	13
12. Environmental Issues	13



1. Executive Summary

Keeping Cumbria Safe

The Estate Strategy aims to provide a link between the strategic objectives of the organisation and our priorities for the estate. It outlines the current and future requirements of the estate and documents the changes that are required to meet these. Our vision is that,

“The Constabulary and OPCC will work in collaboration to invest in and reorganise the Estate so as to meet the aims of the PCC Police and Crime Plan and Chief Constables operational policing plans, and maintain an estate which is fit for purpose whilst reducing overhead expenditure and maximising and exploiting existing assets”.

Throughout the document reference is made to the Constabulary’s estate, it is acknowledged that the legal ownership of the estate rests with the Police and Crime Commissioner. The contents of this document should be viewed in this context.

This strategy is linked to an Estate Plan that outlines in detail the requirements, needs and expectations of each individual building. The strategy will balance the operational and organisational needs of the Constabulary against the restrictions and challenges of the current budget. This document provides an update to the current strategy and captures current and emerging operational issues and their impact upon the estate.

We need our properties to fit our service delivery model. Those that represent poor value and do not fit the business and service delivery model, or which are surplus to requirement will be reviewed with a view to improvement or disposal. The receipt and on-going financial savings made through the sale of property will be used to invest in facilities that are more efficient and better located.

Recommendation

The Extended Chief Officer Group is asked to support and endorse the Updated 2017 Estates Strategy and ask that the Commissioner approves the strategy to provide both capital, and revenue funding, to enable the Key Strategic Objectives to be completed within the term of the Strategy.

2. Introduction

2.1 Background

The 2017-20 Estate Strategy was developed, as part of the wider Constabulary Business Plan, to actively enable the Constabulary to ***Keep Cumbria Safe*** – by providing fit for purpose buildings so the constabulary can provide an outstanding service to Cumbria. It also focuses on the priorities set out in the Police & Crime Commissioner’s ***Police and Crime Plan 2013 – 2017*** by supporting the delivery of an effective policing strategy within the challenging budgetary constraints.



This document sets out the new three year Estate Strategy which is aligned to the wider strategic objectives of the organisation and to longer term financial plans. The strategy is divided into two parts with Part 1 containing the Estates Strategy and Part 2 containing the 'The Estate Plan 2017 – 2020'. The strategy will be updated annually to highlight and monitor estate performance and also incorporate current emerging issues.

The following strategic principles underpin our estates strategy:-

- To deliver accommodation that is fit for purpose.
- To provide accommodation that matches the profile and image of the Constabulary.
- To provide facilities which are fully compliant with health and safety legislation and, where practicable, accessible to all in line with disability and equality legislation.
- To ensure that the location of accommodation is acceptable to the communities we serve.
- To ensure estates provision is affordable and sustainable in the long term, achieves value for money and that we seek opportunities to collaborate with partners to bring efficiencies to the wider public estate.
- To rationalise the existing estate and optimise future operational efficiency through the cost effective use of accommodation.
- To have an estate that provides flexibility to cope with future changing demands (expansion or contraction).
- To have an estate that will act as an enabler in the use of information technology.
- To manage and organise the estate in a manner which understands its impact and dependencies upon the vehicle fleet.
- To incorporate and promote, where practicable, sustainable and low carbon technology.

2.2 Role of the Estate Strategy

The strategy aims to provide:-

- The link between the strategic objectives of the organisation and priorities for the estate.
- The current and future requirements of the estate, and the changes required to implement those.
- The strategic problems that exist within the estate.
- A performance assessment of the estate.
- A link to the Medium Term Financial Forecast - recognising the current limited financial resources available.

2.3 Ownership of the Assets

The Cumbria Office of the Police and Crime Commissioner (COPCC) is the legal owner of the estate and the statutory organisation responsible for ensuring an efficient and effective police service in Cumbria.



3. Asset Overview and Summary of Work Delivered During the Last Strategy

3.1 Size of the Estate

At the time of publication of the 2017 Estates Strategy the Office of the Police and Crime Commissioner for Cumbria freehold estate consists of 15 operational and specialist buildings. Four buildings are surplus to operational requirements. One is rented out for income generation whilst a second has been made available to a charity for long term hostel use. The other two are currently on the market for disposal. There are 2 police houses held on freehold with these being occupied by serving officers. A further 16 properties / bases are held under leasehold and / or licence.

The strategy set out to provide accommodation for target staffing levels of 1124 Police Officers, 574 Police Staff and 85 Police Community Support Officer's.

3.2 Work Delivered During 2016-17.

Work has continued to complete the estate rationalisation programme which supports the core principles of the strategy to ensure that all assets are managed effectively and efficiently.

Specifically and in the timeframe of this annual update the following work has been performed:-

- Police stations at Ulverston and Barrow have been decommissioned and work has been undertaken to market these properties with Barrow being sold subject to contract. Marketing is still ongoing for Ulverston.
 - Work was undertaken to develop proposals for the delivery of a Strategic Command Centre and Deployment Centre utilising land currently occupied at The Green, HQ. The scheme reached tender stage and two bidders submitted detailed proposals. However, despite significant effort by both the Chief Constable and the PCC they were unable to secure adequate partner funding for the annual revenue costs. As a result a decision was made on financial grounds not to progress with the scheme.
-
- In December 2016 a business case was approved to provide a 20 bed hostel and replacement deployment centre for Penrith on the site of the proposed SCC.
 - A scheme to upgrade the power infrastructure to the HQ site was completed.
 - A review and re-structure of the roles of the Station Assistants was completed with line management of these transferred to Estates and Fleet.
 - Terms have been agreed for the purchase of land at Lillyhall, West Cumbria for a possible location of a new West Cumbria Deployment Centre with custody.
 - Outline terms have been agreed for the purchase of land adjacent to HQ for future development.
 - A new cleaning contract started in July 2016, for a period of four years.
 - A new facility within Whitehaven Police Station was opened allowing partner agencies to work collaboratively which is known as The Copeland Hub.

3.3 Value of the Assets



The estate has a Gross Book Value as at 31/03/16 of £53,908K. This is an increase of £3,972K from the same time last year, reflecting the addition of the new Barrow Police Station to the asset book.

The assets are regularly re-valued in conjunction with the Financial Services Team and to CIPFA guidelines. This information supports the production of the annual statutory financial accounts.

The method of valuation includes both specialist depreciated replacement price (DRP) and existing use value, standard methodology as set out in the RICS Red Book (valuation standards).

The assets which adopt the DRP valuation method are all subject to componentisation as set out in the componentisation policy.

4. The Role of Estates

4.1 Introduction and Core Business

The estates and fleet team are located within the Estates Office at Police HQ. They are focused on maximising the use of the asset over their life.

The core business of the estate portfolio is diverse. It includes:-

- Providing a fit for purpose estate and continuing to develop this to meet the requirements of operational policing.
 - Producing and updating the Estate Strategy and delivering the objectives of this.
 - Maintaining the estate to ensure properties are in a condition suitable for occupation, safe and comfortable.
-
- Providing a service for the prompt rectification of building faults.
 - Producing and managing a professional annual maintenance programme to ensure integrity of the estate.
 - Delivering a minor works programme to carry out improvements & alterations required to our estate to meet the requirements of operational policing.
 - Strategic and day to day management of the Workington PFI contract.
 - Carrying out all servicing, surveying, testing & inspections to meet legislation.
 - Implementing legislation & regulations covering the estate.
 - Providing professional advice to individuals and project teams on estates issues.
 - Making recommendations for expenditure on the estate.
 - Managing the delivery of capital projects specific to the estates function and to specific corporate projects.
 - Making recommendations for optimum property use and dispose of surplus properties.
 - Providing full facilities management support to our customers including cleaning, catering and ground garden services.



- Promoting better use of our natural resources specific to the estate and exploring and implementing energy and sustainable work practices.
- Identifying potential for efficiency, making best use of the physical assets, improving space occupancy levels and driving down overall estates costs per occupant.

5. Estates and Facilities Strategies

5.1 Programmes to Maintain Existing Buildings

We aim to maintain, and where possible, improve the fabric of existing buildings to provide improved and more modern facilities. Maintenance will continue to meet the requirements of health and safety and statutory legislation. Maintenance will be aligned to areas of greatest need and risk. The changing shape of the estate has allowed maintenance to be focused on the strategically important stations – such stations often contain the most complex and high risk components. Due to on-going budget pressures it remains important to adopt maintenance programmes which fully consider need and risk. Service intervals for plant and equipment have been extended to their maximum permitted lengths to make greatest efficiencies on budgets. There continues to be a move towards more technical and complex building systems and components which brings challenges to the team. Recent re-structuring within the team has taken account of this to ensure it has the appropriate skills and resources in place.

Work to our buildings is undertaken via a combination of in-house and external trade staff. External contractors are appointed from an approved contractor list which places a strong emphasis on having local services delivered close to our buildings. This delivers a prompt response and cost effective solution to managing building maintenance. This service delivery method also ensures there is a wide spread of contractors available throughout the county and contributes towards the strong estates business continuity model. It is of note that during the floods in December 2015 the team were able to mobilise contractors quickly and to the areas required with the minimum of disruption. During 2016 a part review of the approved contractor list was undertaken.

5.2 Investment in New Build / Redevelopment

This delivery strand of our estates strategy is concerned with taking forward significant investment in our estate.

The team have a strong track record of delivering new modern fit for purpose police stations. Both north and south Cumbria have seen considerable development over recent years with both benefiting from new state of the art police stations. During 201¹ work began on developing proposals for the delivering a new Eden Deployment Centre at HQ together with improvements in hostel accommodation. Longer term work has begun on scoping out proposals for estates requirements in the west of the county and within the life of this strategy it is considered there will be progress on this. The team continue to

¹.1 Accommodation Groups

The estate provides accommodation for the following user groups (as from January 2017):

TERRITORIAL POLICING COMMAND



work closely with outside partners and the Home Office to promote good practice in this area.

5.3 Estate Management

This area of work aims to manage our properties effectively and ensure the asset base can demonstrate value for money. Included in this is the management of the leasehold estate which is an area of growth for the department and includes negotiation of lease terms and rent reviews. We will also manage the disposal of surplus sites and maximise the return on them. Innovative solutions will be found to generate estate management solutions, particularly around the use of assets.

This is an area of estates which has seen growth over recent years through the estate rationalisation programme and the increase in management of the leasehold estate. There remains a requirement for the estate and all the assets to be managed strategically, often with invisible work being performed to allow the properties to be enhanced and strategically positioned for optimum use and disposal as business needs change. Specific examples around this include exploiting change of use options, challenge of local development plans and active engagement with third party developers to maximise opportunities.

5.4 Facilities Management

Many support and ancillary services are provided within the buildings we operate and often these are hidden or taken for granted. We strive for improvements in how these services are delivered and continue to explore opportunities for providing high quality services at the lowest possible cost. This area of work includes catering, cleaning, grounds maintenance and utility procurement. During the life of the last strategy a nil cost catering and vending service has been provided. The cleaning contract commenced in July 16 and has made significant savings on annual cell cleaning.

5.5 Asset Management

The estates information management system (3i) allows a full inventory, maintenance and costing of the asset to be available and the system can also assist in providing a scheduled replacement programme, based upon the Constabulary' replacement cycle / strategy/ parameters and available capital and revenue resources. This system is 14 years old and no longer fit for purpose. An objective longer term is to explore options for its replacement.

6. Organisation & Deployment

- North Cumbria Territorial Policing Area
- West Cumbria Territorial Policing Area
- South Cumbria Territorial Policing Area
- Operations HQ

CRIME COMMAND

- Intelligence
- Forensics
- Operations



CORPORATE SUPPORT

- Financial Services
- Estate & Fleet
- Central Services
- Human Resources / Occupational Health
- Learning and Development
- Information and Communication Technologies Procurement

CORPORATE IMPROVEMENT

- Change Programme
- Diversity
- Management Information
- Marketing and Comms
- Strategic Development

LEGAL SERVICES

PROFESSIONAL STANDARDS

OFFICE OF THE POLICE AND CRIME COMMISSIONER

6.2 Building Types

For the purpose of asset management all buildings have a number of classifications. These are Police HQ, Deployment Centre with Custody, Deployment Centre and Community Base. The general 'fit' of these is that HQ, Deployment Centres with Custody and Deployment Centres are freehold – this recognises their somewhat specialist accommodation requirements and the need for long term security of the asset. All these sites are also located in the greatest areas of population and therefore there is no requirement for these to adapt to changes in the community or population changes.

The Community Bases can be either freehold or leasehold depending on their specific needs. Freehold options will be utilised if their size and fit is correct. A leasehold approach

provides greater options for flexibility and the ability to work closely with partners in rural locations. Such accommodation solutions can develop and adapt to support changes both in the community and the role of operational policing. Larger rural stations are no longer required and as new flexible ICT solutions emerge the need for the traditional police station changes. This strategy is flexible enough to work in tandem with the ICT strategy and support a more flexible use of our buildings and accommodation.

7. Key Strategic Priorities

7.1 Introduction

The priorities identified within this Estate Strategy supports the Constabulary Business plan in order to deliver the priorities that are set out in the *Police and Crime Plan 2013 – 2017*. It is underpinned by the principle that we must put the operational officer at the centre of all effort to ensure that they have the; right leadership, the right skills, the right

processes, the right policies, the right tools (technology, systems, vehicles, buildings etc.), and above all the right organisational culture and ethos, to provide the best, visible and cost effective service possible to our community.



7.2 Strategic Aim

The aim of this Estate Update is to continue to provide an asset base that is fit for purpose, flexible and agile enough to support the evolving needs of operational policing. There has been a commitment to make capital investment in the estate with significant developments having been undertaken in both Carlisle and Barrow. In conjunction with

this there has been a drive to dispose of under-utilised and inefficient Police Stations, disposal of these redundant sites can be complicated due to some shared ownership issues, location, change of use, condition and current market demand in the locations. During the year significant work has been undertaken on understanding the cost base of all sites, both short and long term, recognising the challenging financial position the Constabulary faces.

There remains a need for large police stations in or close to our towns and cities. These have to provide high quality fit for purpose and cost effective accommodation. They must provide modern facilities of a high standard and be fully serviced with the necessary ICT equipment. They should be flexible enough to allow for business change and promote close collaboration between all the teams who work and operate within them. They should embrace new technology and have annual running costs which are at class leading levels. Two of the three Deployment Centres with Custody are modern having only been built within the last ten years. Plans are emerging for replacement of the third building in the west of the county.



During 2016 the ICT team began roll out of further mobile technology. This again has had an impact on the estate as numbers of fixed work stations within buildings continue to reduce. The estate has adapted to this change. Specifically accommodation design perimeters now reflect the requirement for less fixed work stations which is bringing reductions in office space requirements. This in turn leads to reductions in all of the wider estates and facilities costs. The team accurately capture performance data which meets the requirements of the PCC Performance Framework, including cost per square metre for all different categories of estates expenditure. Benchmark data continues to show estate costs to be extremely competitive.

There remains an aspiration to collaborate with our partners and seek out innovative solutions to both the provision of the estate and in the services provided to support this. The team actively try and seek out collaborative opportunities. It is of note that the constabulary estate have collaborated widely with the North west Ambulance Service for a number of years, providing a full estates management service to their assets in Cumbria.

7.3 Estates Objectives & Recommendations

- Delivery of the new Eden Deployment Centre with 20 room hostel accommodation
- Develop the business case for future development needs in West Cumbria
- Secure the purchase of a development site in West Cumbria
- Explore options for the catering contract to be brought in-house
- Continue to strategically plan for the disposal of the NTU site
- Scope out requirements for new garage facility for North Cumbria
- Disposal of Ulverston Police Station
- Support the estates requirements of the ESPN project
- Review the leasehold estate and surrender underutilised sites

8. Estates and Facilities Budget

The Estates element of the Estates and Fleet department has an annual revenue budget of approximately £5 million for 2016/17. A number of budget lines adopt a risk based approach to budget management to manage fluctuations in these, making use of a wider contingency sum if expenditure exceeds the budget. Specifically this includes utilities budgets.

The team also operate a large capital replacement and improvement programme. This currently includes:-

- Demolition of the former houses at The Green £97,000
- Development of Eden NPT and hostel £ 150,000 16/17 initial phase only
- Purchase of land in West Cumbria £500,000
- Provision of new garage for North Cumbria £500,000

9. Health & Safety & Risk Management



Health and Safety is an integral component in estate management and much of the maintenance activity is driven by the need for the assets to provide safe accommodation for its occupants and visitors. To undertake work on the estate and minimise risk the team maintain and operate a list of approved contractors who are security vetted and meet the necessary Health and Safety requirements. In 2015 there were changes to the Construction Design Management (CDM) regulations which have an impact on how the team are to deliver work going forward. Training is planned for early 2017 to ensure staff are well placed to understand their new responsibilities.

The team are represented at Force Health and Safety committees.

The estate function manages a team risk register. Estates risks are present at all levels of the risk management hierarchy and managed accordingly. Details of the risks can also be found on the following risk registers:-

- COPCC risk register
- Constabulary strategic risk register
- Corporate Support risk Register

All risks are regularly reviewed and are allocated a place in the most appropriate register to be monitored and reviewed on a regular basis.

10. Financial Prudence and Best Value

It is recognised by the team that the asset base and the team delivering the estate and facilities function must be financially efficient and effective to support policing within the County. All UK Estate Managers are members of the National Estate Managers Group and this organisation meets twice a year to exchange ideas and best practice. Information is exchanged regularly on costs and various levels of benchmarking are undertaken. In tandem with this the Head of Estates and Fleet maintains strong links with local partners

to promote collaboration and information exchange.

The team adopt a whole life cost strategy to all its work. This recognises that the full cost of a building or component is not only its capital cost – the true cost is its capital cost plus the full life maintenance and repair liability over the life of the component.

The team work closely with the Procurement team to seek best value in the procurement of good and services. Notable successes have included the provision of nil cost catering contracts to the stations at HQ, Carlisle and Workington. Tenders prices for goods and services are at class leading levels and below national averages. The procurement of larger capital schemes continues to deliver construction costs which are better than national averages. This was highlighted by the Home Office property unit when they reviewed the Barrow project, noting that the scheme is delivering a building of significant merit at remarkable low levels of expenditure. They added its cost model is as low, and mostly likely better, than any in the country. In early 2017 the Barrow project will be subject to a full post occupancy review funded by the Home Office. The results of this will be shared both locally and nationally with the Home Office keen to promote Barrow as an exemplar project.



The reliance on external input remains small, due in part to the skill mix within the team being fully aligned to the work profile, as a result professional costs remain highly competitive. There is a recognition within the team that the skill set is unbalanced and a risk exists around engineering support. Work is ongoing to seek approval to recruit a resource into a vacant position to address this.

The team recognise the need to continually develop and proactively undertake continuous professional development. Staff one-to-ones are focused on aligning objectives to areas of business need and linked these into learning and training that is available via the British Institute of Facility Managers, a professional body at the forefront of promoting best practice in both the public and private sector.

Other notable areas of work include:-

- Operating plant and equipment with the best whole-life costs.
- Reviewing and streamlining servicing procedures throughout the estate – adopting a risk managed approach to servicing using an assessment based on operational impact / cost.
- Increasing the utilisation of buildings.
- Concentrating on tasks which add the most value to the business.
- Participating in the National Benchmarking Scheme.

The estates capital programme for 10 years to 2026/27 is detailed at Appendix A.

11. Benchmarking

We participate in the National Estate Managers Benchmarking Scheme which sets a standard way of defining and measuring costs, performance, operational efficiency and use of data to suggest improvements to the way each Constabulary runs its asset base.

By continually comparing against each other, and freely sharing data in a secure environment, the best practices from across the country can be shared and implemented, thereby generating an ethos of continual improvement.

12. Environmental Issues

The on-going strategy is to strive for a 'greener' more efficient estate. Specifically this will see a reduction in the use of fossil fuels and CO2 emissions which could assist in reducing Constabulary energy costs. It also mitigates against future fuel price increases.

The strategy recognises the role of sustainability in estate management. We will;

- Seek, where practicable, to work with the Carbon Trust to adopt a 'whole lifecycle' approach to sustainable development when making investment decisions about the estate.
- Explore the use of low carbon technologies.
- Apply good practice in all estates activities.



Annual Estates Strategy Update 2016 – 2017

- Explore ways of reducing carbon emissions and energy consumption.
- Undertake recycling where practicable.