



COMMUNITY JUSTICE SECURITY

EXECUTIVE ORDER 0054

CONSULTATION ON REVISED ESTATES STRATEGY

By the authority of the Police and Crime Commissioner as designated by the Police Reform and Social Responsibility Act 2011, and, by democratic mandate invested in me by the electorate of Northamptonshire, I have taken the following decisions:

- 1 To approve for consultation purposes the draft Estates Strategy 2016 (attached);
- 2 To note the draft strategy includes the following specific proposals:
 - a. The declaration of the Wootton Hall site as being surplus to Police requirements;
 - b. A potential sale of part of the Wootton Hall site to the Education Funding Agency (EFA);
 - c. A 'master plan' approach for the future development of part of the estate to be implemented in partnership with Northamptonshire County Council.
 - d. A consultation period ending 7th February 2016.
- 3 To note that further advice and recommendations will be prepared to inform the Commissioner's final decisions on 2(a) to 2(c), in the light of consultation responses.

ADAM SIMMONDS
Police and Crime Commissioner

7th January 2016

Equality Diversity and Human Rights implications

An Equality Impact assessment has been prepared in relation to these proposals and is included as part of the report cited below.

Advice taken

The attached report "Estates Strategy and Proposals for the Future Development of the Wootton Hall Site" dated 7th January 2016, from the Acting Chief Executive and the Acting Director for Resources was considered by the Commissioner prior to the taking of these decisions.

END



COMMUNITY JUSTICE SECURITY

NORTHAMPTONSHIRE POLICE AND CRIME COMMISSIONER

7th January 2016

Report of the Acting Chief Executive and Acting Director for Resources

ESTATES STRATEGY AND PROPOSALS FOR THE FUTURE DEVELOPMENT OF THE WOOTTON HALL SITE

Recommendations

- 1 The Commissioner is **RECOMMENDED** to approve for consultation purposes the draft Estates Strategy 2016 (**appendix 1**);

- 2 To note the draft strategy includes the following specific proposals:
 - a. The declaration of the Wootton Hall site as being surplus to Police requirements;
 - b. A potential sale of part of the Wootton Hall site to the Education Funding Agency (EFA);
 - c. A 'master plan' approach for the future development of part of the estate to be implemented in partnership with Northamptonshire County Council.
 - d. A consultation period ending 7th February 2016.

- 3 To note that further advice and recommendations will be prepared to inform the Commissioner's final decisions on 2(a) to 2(c), in the light of consultation responses.

1 Introduction

- 1.1 The Commissioner in his first Police and Crime Plan published in March 2013 set out an ambitious agenda to create 'the safest place in England'. It also stated that 'doing what has always been done is not an option'.
- 1.2 Amongst other things, the plan set out the Commissioner's intentions to get upstream to prevent crime, for a more visible police force, and to undertake business transformation.
- 1.3 Accordingly the Commissioner instigated the development and implementation of a model of service delivery which is radically different to the current model and is fit for the 21st Century.
- 1.4 The new service delivery model will be informed by the following key drivers:
 - a. Financial constraints which have already, and will inevitably continue to result in significant reductions in the number of people directly employed by the Force over the next four years.
 - b. The proportion of the workforce in senior and middle management/ supervisory roles will also reduce.
 - c. Implementation of modern ways of working will reduce accommodation requirements.
 - d. The Commissioner and Chief Constable are pursuing a range of strategic collaboration initiatives with neighbouring Commissions / Forces in the East Midlands Region which may result in further reduction in the Estates requirement for Northamptonshire Police in the medium to longer term.
 - e. These initiatives are consistent with longer term trajectory of greater inter-operability, collaboration, and integration of Forces.
 - f. The cost of the Commission's ageing Estate is currently assessed to be unsustainable in the long term.
- 1.5 In his election manifesto, and subsequently in his first Police and Crime Plan, the Commissioner was also explicit regarding his aspiration to re-locate the Force from its current site at Wootton Hall. That aspiration is grounded in a belief that the parkland site, on the outskirts of Northampton is no longer fit for purpose and does not represent nor convey an appropriate and effective image of a 21st Century Police service.

- 1.6 The Commissioner has also been consistent and transparent in expressing his aspiration that, should it be demonstrated that greater value for money for the taxpayer could be achieved by moving the Force from the Wootton Hall site then part of the site should be used for a new school. Such a school would have an ethos that would represent a fitting and appropriate legacy of the many years the site served as the Police HQ and an operational policing base.
- 1.7 Accordingly on taking office the Commissioner instructed officers to examine the justification and business case for such changes, including the operational and financial opportunities and implications of such a move, taking account of the Estates strategy he inherited from the former Police Authority and to report formally to him with their recommendations on a revised Estates policy and strategy that would align to his overall aspirations set out in the Police and Crime Plan and deliver best public value to the people of Northamptonshire.
- 1.8 This report sets out the results of and progress with that work.

2 The Wootton Hall site

- 2.1 The Commissioner inherited an Estates strategy from the former Police Authority and Force which had addressed a range of issues in the north of the County and which has culminated in the Commissioner recently approving the acceptance of a contract to build the Police Investigation Centre and determining to take a decision on the Northern Accommodation Building by March 2016.
- 2.2 The other key Estates policy inherited by the Commissioner related to the Wootton Hall site – the extant Estates strategy sought to make best use of the Wootton Hall site and to maximise utilisation of the buildings.
- 2.3 In taking forward the Commissioner's aspirations for the HQ site the first step was to undertake an options appraisal in order to examine and understand the long term financial implications of two scenarios: these being 'stay' or 'no stay' at Wootton Hall Park.
- 2.4 The continuing appropriateness of the previous strategy regarding the HQ site is at least questionable given the financial pressures on the Police service given the government's 'austerity' spending plans for public services.
- 2.5 For Northamptonshire Police, this reduction in government funding has meant firstly (in common with the rest of the police service), pursuing a strategy to reduce staffing numbers (but importantly, in Northamptonshire, no reductions in regular police officer numbers), and secondly a renewed focus on regional collaboration with other East Midlands forces and commissions, as well as a programme to work more closely with the Northamptonshire Fire and Rescue service.

- 2.6 Since 2012 there has been intensive work to identify the potential operational and financial benefits of exploiting more fully the potential of modern digital technology and processes, which would allow staff to work more flexibly and from a wide range of physical locations, thus reducing the Estate requirements.
- 2.7 Furthermore, the Commissioner has set a target of 900 Special Constables to be in place by May 2016. This implies a radical shift in policing doctrine and is a fundamental building block in the creation of a 21st century police force – a key aspiration set out in the Police and Crime plan.
- 2.8 These considerations informed the commissioning of an options appraisal and business case of the two scenarios – ‘stay’ and no stay’ - above.
- 2.9 This work was undertaken by Commission and Force officers with expert support provided through Pick Everard, an external strategic partner with expertise in asset management.
- 2.10 It is important to note the assumption in this brief regarding the adoption of ‘agile working’.
- 2.11 The overall intention of the ‘Agile’ programme is to transform the current corporate culture and to introduce modern ways of working across the Force and OPCC to deliver higher performance and make better use of people and assets in a period of massive financial constraint. Adoption of these approaches will allow people to work from a diverse range of locations including from their homes.
- 2.12 The business case work noted above assumes the successful implementation of this approach – in both scenarios.
- 2.13 In summary the **key conclusion** of the business case work is it is more cost effective to re-locate the Force from Wootton Hall than to consolidate staff at Wootton Hall.
- 2.14 This phase of work was concluded in January 2015.
- 2.15 **Appendix 2** provides more detail on the evaluation of these scenarios.
- 2.16 On the basis of the work done to date the Chief Constable has provisionally confirmed the operational efficiency and effectiveness of the Force would be best served by re-locating from Wootton Hall.
- 2.17 This work provides the objective evidence base to inform the recommendation to the Commissioner and Chief Constable to declare Wootton Hall surplus to Police requirements.

2.18 Having reached the conclusion that it is both more cost effective and better serves the operational efficiency and effectiveness of the Force (i.e. it is in the Commissioner's best interests) to move from Wootton Hall, the next steps were to develop a strategy for the future locations of staff, and to determine the future potential uses of the Wootton Hall site.

3 Alternative locations to Wootton Hall for Force and OPCC staff

3.1 Having established that the best interests of Northamptonshire taxpayers are served by the re-location of the Force from the current HQ site, this section moves to the next stage in the development of a decant strategy for Wootton Hall.

3.2 A revised Estates policy and strategy has been developed that provides a compelling narrative and the case for the future locations of Force (and OPCC) staff and functions that are demonstrably consistent with the overall vision of the Commissioner as set out in the Police and Crime Plan.

3.3 That overall 'strategic case' is summarised below.

3.4 There are a number of strategic imperatives that must inform the Commissioner's revised Estates Strategy.

3.5 These include:

- The Estates strategy must support and be consistent with the Force's operating model and facilitate the Commissioner's functions; it is assumed fewer staff will be employed by the Force in the next four years than currently;
- Assets should be 'fit for purpose';
- There is a need to improve performance of the Force materially and quickly;
- The Estates strategy should be cost effective – making the best use of assets;
- Given the financial constraints as a result of public spending reductions, it should also enable financial savings to be made quickly consistent with an overall ambition of optimising long term efficiency and effectiveness

3.6 The current context in which the Commissioner is obliged to make decisions is unprecedentedly volatile, uncertain and complex.

- 3.7 The Chief Constable is currently reviewing the Force's operating model; proposals for change will not be agreed until mid-2016. In the meantime it is likely staffing reductions will be required in the 2016-17 budget and beyond. Specific proposals will be brought forward by the Commissioner in February 2016.
- 3.8 Concurrently the Northamptonshire Commissioner and Chief Constable have been leading players in ongoing discussions and analysis of the potential benefits and associated investments, costs and risks of creating a 'Strategic Alliance' with the Leicestershire and Nottinghamshire Commissions and Forces.
- 3.9 If agreed this would entail more extensive collaboration between these organisations, in terms of operational and back office delivery, and the pooling / sharing of assets, costs and risks.
- 3.10 A key milestone was passed last month when the 'outline business case' for such an Alliance was agreed by the Commissioners and Chief Constables.
- 3.11 Consequently the initial work will now be taken forward during the early part of 2016 to develop more detailed potential plans to deliver specific benefits – which in turn if agreed could result in major transformational change and delivery of benefits from late 2016 onwards.
- 3.12 However at this stage the Strategic Alliance represents a potential, rather than actual, strategic way forward.
- 3.13 Given the imperatives of the Commissioner's statutory duties to ensure an effective and efficient police force, and the constraints of finance and time, there is a need to take action sooner than mid-2016, whilst at the same time leaving as many options open as possible consistent with the concept and principles of the Strategic Alliance.
- 3.14 For these reasons the revised draft Estates strategy (**appendix 1**) presented by this report includes:
- Declaring the Wootton Hall site surplus to Police requirements: because such a move delivers better value for money than the status quo;
 - Acknowledgement that the Commissioner is minded to approve the building of the Police Investigation Centre (PIC) in the Corby / Kettering Policing sector, subject to the successful conclusion of contract negotiations, whilst deferring until no later than March 2016 a decision on the building of the Northern Accommodation Building (NAB). This approach recognises the operational imperative of the need for fit for purpose and modern custody facilities; whilst deferring the decision on the NAB allows that decision to be taken in the context of greater

certainty on the Strategic Alliance and the possibilities it might bring for the wider sharing and better utilisation of the assets of the three Commissions. This approach will secure greater confidence in the value for money the Commissioner secures from the Capital Programme. The draft Capital Programme 2016-20 will be brought forward for approval in February 2016

- The development of a joint Nottinghamshire / Northamptonshire / Leicestershire 'contact management' strategy by April 2016, to be implemented by June 2017. This proposal will lead to major performance improvements – an imperative demanded by the Police and Crime Plan; as well as leading to financial savings and being capable of further development in the context of the Strategic Alliance;
- A progressive 'decant' of the Wootton Hall site with key milestones at June 2016, 2017 and 2018, which is anticipated to deliver financial revenue savings and capital receipts, as well as taking forward the achievement of some objectives of the Police and Crime Plan;

3.15 The Estates strategy should also be justified in terms of the public value it offers – in terms of overall investments, costs and benefits.

3.16 As noted above, **appendix 2** summarises the overall financial evaluation that justifies the declaration of Wootton Hall as surplus to requirements in order to facilitate the Commissioner's functions. Work continues at the time of writing on the Strategic Alliance Full Business Case and Contact Management strategy and on the progressive decant of Police staff from the site over the period to June 2018. Accordingly no decisions have been formally taken, pending the outcome of that work, including detailed costings and milestones.

3.17 The Commissioner is minded to proceed with the Police Investigation Centre and to take a further decision regarding the Northern Accommodation Hub by no later than March 2016. A formal decision on the PIC is expected to be made shortly.

3.18 In summary, the intention at this stage is to consult on the overall Estates policy, strategy and the key initial potential investments and programmes.

3.19 Post consultation, more detailed advice on specific changes will be brought forward for the Commissioner's formal consideration and decisions.

4 A prospective new school on the Wootton Hall site

- 4.1 As noted above, the Commissioner has also made clear his aspiration – in the scenario that the Force leaves the Wootton Hall site – to support the establishment of a new school there.
- 4.2 The creation of such a school and its successful operation over the long term will make a material contribution to developing more cohesive communities and wellbeing. Confident mature students leaving the school and entering adulthood can have only positive benefits for society as a whole and in this context the establishment of such a school can be seen as being entirely consistent with the role, powers and duties of the Police and Crime Commissioner.
- 4.3 **Appendix 3**, which should be interpreted to be a supplement to the Police and Crime Plan, sets out a detailed critique of the benefits of working with schools in the context of the Commissioner's vision in the Police and Crime Plan to 'take a generation out of crime'.
- 4.4 The Commissioner's championing a prospective school has its origins in the rationale set out in that appendix. We need to work on prevention as well as cure – prevention is central to achieving the outcomes of the Police and Crime Plan. We also need policing to adapt and respond efficiently to the changing nature of crime and criminality in the 21st century.
- 4.5 We recognise the vital role of education in improving outcomes for young people and future generations. As part of our vision to *Take a Generation out of Crime* and to create the *Safest Generation* we are committed to supporting the positive development of young people by creating and building relationships with schools.
- 4.6 This can help achieve a major long term impact in making *Northamptonshire the safest place in England*.
- 4.7 Our involvement with a new school will demonstrate how synergies between policing and education can prevent and reduce crime, reduce negative stereotypes between police and young people, and promote strong communities in the long term.

5 Prospective Decant Plan for the Wootton Hall site

- 5.1 As noted at paragraph 3.14 above, and as set out in paragraph 4.23 of the draft Estates Strategy (**appendix 1**), on the basis of the Wootton Hall site being surplus to Police requirements, work is currently in progress to develop deliverable, affordable and operationally sound decant plans for Police officers and staff, to realise the financial and other benefits set out in the options appraisal (**appendix 2**).

- 5.2 Specific proposals and advice will be brought forward in February for the Commissioner's consideration, informed by consultation responses to the draft Estates strategy and the equality impact assessment (**appendix 4**).
- 5.3 This work is also contingent on the sale of part of the site to the Education Funding Agency. Those matters are discussed further at paragraph 6, below.

6 Proposed sale of land for a new school at Wootton Park

- 6.1 The starting point here is that the Wootton Hall site is surplus to Policing requirements.
- 6.2 The strategic opportunity then arises for the Commissioner to seek to steer the future use of the site for the benefit of the public and taxpayers interests.
- 6.3 Disposals of assets need to have regard to and be compliant with the requirements of legislation and the OPCC Financial Regulations and be informed by valuation advice from qualified experts.
- 6.4 Officers are working with legal and asset management consultants to develop and test the potential opportunity and justification for sale of the site to the EFA to allow a school to be located at Wootton Hall, in compliance with Financial Regulations. In the meantime, given the urgent and pressing timescales, the Commission has agreed on a contingent and non-binding basis potential outline terms with the Education Funding Agency.
- 6.5 The outcome of this work will inform further formal advice to the Commissioner following this consultation.

7 Development of the remainder of the Wootton Hall site

- 7.1 The overall Wootton Hall site is partly owned by the Police and Crime Commissioner; and partly is in the ownership of Northamptonshire County Council – broadly in the proportions 60:40 by area.
- 7.2 Officers from both organisations are currently drafting an agreement for formal approval by the Commissioner and the Council, through which the two organisations agree to jointly bring forward the site for development, based on a Master-Planning approach. The rationale for this is the view that overall returns to both parties will be maximised by this approach. At this stage no decisions have been made and it is envisaged all or part of the land may be sold, retained for the use of the County Council, or developed, jointly or individually and then sold or let.
- 7.3 Advice and formal recommendations on this proposed approach will be presented to the Commissioner post-consultation.

8 The revised draft Estates Strategy

- 8.1 The draft Estates strategy, attached as **appendix 1**, is the product of all the work done to date and represents a proposed way forward to achieve the relevant policy objectives identified in the Police and Crime Plan.
- 8.2 This report recommends the draft Estates Strategy is now consulted upon. The outcome of consultation will inform formal advice to the Commissioner prior to his formal approval of an Estates Strategy.
- 8.3 A consultation period to 7th February 2016 is proposed. The draft strategy will be placed on the Commission's website, and will be taken to the Police and Crime Panel at its meeting on 2nd February 2016.
- 8.4 All responses will be carefully considered by the Commissioner before any formal decision to adopt a revised Estates strategy is taken.

9 Conclusions

- 9.1 The draft Estates strategy sets out proposals for the strategic re-shaping of the Commission's Estate. These proposals are derived from and are consistent with the Police and Crime Plan and current policies of the Commission. If and when adopted formally, detailed delivery plans will be brought forward as necessary for decision, setting out investments, benefits, key milestones and funding details.

Appendices

1	Draft Estates Strategy
2	Summary of Options Appraisal – stay / no-stay Wootton Hall
3	Draft Supplement to the Police and Crime Plan
4	Equality Impact Assessment

Author

John Neilson
Acting Chief Executive

END



DRAFT FOR CONSULTATION

ESTATES STRATEGY
2016-20

January 2016

Executive Summary and Consultation arrangements

This draft strategy sets out proposals for the re-shaping of the Commissioner's Estate, informed by a number of strategic drivers and imperatives, grounded in the Police and Crime Plan, and the medium term financial context.

This document can be found on the Commission's website:
www.northantspcc.org.uk

Comments and views on the proposed strategy are invited **by 7th February 2016**.

These can be submitted through the website:

www.northantspcc.org.uk

or by telephone on:

01604 888113

Anyone who does not have access to the internet and would like to see the draft estates strategy can do so by telephoning 01604 888113 to request a copy.

These responses will be carefully considered by the Commissioner prior to the formal adoption of an Estates Strategy.

DRAFT ESTATES STRATEGY

1 The Police and Crime Commissioner

- 1.1 The Police and Crime Commissioner is the elected official charged with securing the efficient and effective policing of Northamptonshire.
- 1.2 Commissioners are normally elected for four-year terms. The first commissioners were elected in November 2012, for a term of office to May 2016. Commissioners replaced the now abolished police authorities.
- 1.3 The core functions of police and crime commissioners are to secure the maintenance of an efficient and effective police force within their area, and to hold the Chief Constable to account for the delivery of the Police and Crime Plan. Commissioners are charged with holding the police fund (from which all policing of the area is financed) and raising the local policing precept from council tax. Police and Crime Commissioners are also responsible for the appointment, suspension and dismissal of the Chief Constable.
- 1.4 The Police and Crime Commissioner must produce a "Police and Crime Plan". That plan must include his objectives for policing, what resources will be provided to the Chief Constable and how performance will be measured. Both the Police and Crime Commissioner and the Chief Constable must have regard to the Police and Crime Plan in the exercise of their duties. The Commissioner is required to produce an annual report to the public on progress in policing.

2 The Police and Crime Plan

- 2.1 The Commissioner's Police and Crime Plan has one over-riding ambition:

'To make Northamptonshire the safest place in England'

2.2 The '*safest place in England*' is where:

- communities are safe and feel safe, experiencing levels of crime among the lowest in the country;
- victims are treated with compassion and empathy, receiving the highest standards of care and support when and how they need it;
- antisocial behaviour is not tolerated or excused and people look out for each other;
- people feel protected, served by a police force that is the brightest and best in the country, operates with the highest standards of professionalism and integrity, and is highly accessible and visible in all of our communities;
- those at risk of offending are given options and opportunities to steer them away from a life of crime so they can lead productive and fulfilling lives;
- those most vulnerable in our communities, such as children, young people and vulnerable adults are protected from harm through robust safeguarding arrangements;
- the criminal justice system works for the law-abiding, and those who do offend face the consequences of swift justice, are effectively managed and rehabilitation is the norm not exception;
- those who work in criminal justice and community safety and protect the public are responsive and exhibit the highest standards of integrity, skill and professionalism at all times.

3 Mandate – the need for a revised Estates Strategy

3.1 In the context of that overall ambition, the Commissioner has set out an ambitious agenda including the development and implementation by the Police of a model of service delivery which is radically different to the current model and is fit for the 21st Century.

3.2 The new service delivery model will be informed by the following key drivers:

- Financial constraints will inevitably result in significant reductions in the number of people directly employed by the Force within a timeframe of one to three years;
- The proportion of the workforce in senior and middle management/supervisory roles will also reduce;
- Implementation of modern ways of working will reduce accommodation requirements;
- The Commissioner and Chief Constable are pursuing a range of strategic collaboration initiatives with neighbouring Commissions / Forces in the East Midlands Region which may result in further reduction in the Estates requirement for Northamptonshire Police in the medium to longer term.

3.3 These initiatives recognise a potential longer term reduction in the number of Forces overall, which may be achieved through a trajectory of greater inter-operability, collaboration, integration and ultimately merger of Forces, possibly on a Regional basis.

3.4 The cost of the Commission's ageing Estate is currently assessed to be unsustainable in the long term.

4 The components of the Estates Strategy

Scope

- 4.1 This strategy embraces all land and buildings used for Police purposes in Northamptonshire.

Current Estate

- 4.2 Northamptonshire's Police Estate supports the operation of some 1220 full time uniformed Police officers, PCSOs, the (rapidly expanding) Special Constabulary and some 800 civilian staff.
- 4.3 The Estate comprises 36 properties, with operational, leasehold and freehold status and partner sites.
- 4.4 There is a wide range of properties, including police stations, specialist facilities such as firing ranges, laboratories, police stations and office accommodation.
- 4.5 The current Estates strategy is based on the 2014 Force model – which created two commands [Criminal and Justice Command / Territorial Command] and was focused on exiting high cost leases entered into when market was strong; and absorbing staff into remaining premises
- 4.6 The map of the current estate at **appendix 1** indicates the existing location of all existing sites across Northamptonshire including stations with key services delivery.
- 4.7 The Northamptonshire Police Headquarters and the Office of the Police and Crime Commissioner are located at Wootton Hall Park.

End state

- 4.8 This programme will deliver a fit for purpose Estate, aligned to a revised operating model thereby contributing to all the longer term outcomes of the PCC. It also directly contributes to the shorter term outcome of 'a more visible police force', and will also over time contribute to the reduction in the financial deficit. It is anticipated the resulting re-shaped and re-specified estate will be a key enabler to deliver the cultural changes sought by the Commissioner and will support the Force's new operating model.
- 4.9 There are many new challenges to modern day policing: ageing estates with some facilities long past their useful life; the fast-paced change of technology which presents both opportunity and challenge to police operations; the aspiration for increasing police presence in the community against a landscape of reductions and cutbacks.

- 4.10 An effective Estates strategy can make major contributions to addressing these challenges successfully.
- 4.11 Before investment or the release of part of the estate can be considered, it is important that Northamptonshire Police fully understand and agree the scope and opportunities of the estate aligned to the requirements of a 21st Century Police Force.

Benefits

- 4.12 Delivery of this programme will benefit policing in a number of ways:
- More appropriate co-location of teams / functions;
 - Improved public access;
 - Greater visibility of the Force to the public;
 - More and better 'fit for purpose' buildings;
 - Improved cost effectiveness;
 - Reduced life cycle Estate costs hence increased financial resources being available to be directed to front-line policing.

Means of Delivery

- 4.13 Fundamentally an Estates strategy sets out proposals for physical assets such as land and buildings. For any given asset, there are a limited number of choices regarding future action.
- 4.14 These are:
- a. Do nothing
 - b. Maintain in current condition
 - c. Enhance condition
 - d. Dispose
 - e. Maintain in current use
 - f. Change use
- 4.15 In addition, there is an option to invest in new assets.
- 4.16 This draft strategy also reflects a number of strategic considerations including the potential closer collaboration with the Fire and Rescue Service and with other East Midlands Police and Crime Commissioners and Forces.

- 4.17 The increasing potential and capability of modern technology is also a key driver of the Estates Strategy. It can enable material efficiencies in the use of physical space and ultimately reduce the overall estates requirement.
- 4.18 Accordingly the development of implementation plans will be informed by the above considerations. This strategy will be delivered over a number of years.
- 4.19 Additional costs to secure the planned benefits will be incurred. These costs will include:
- Demolition and refurbishment of existing buildings including feasibility studies, design and project management;
 - New build including feasibility studies, design and project management;
 - Purchase and / or leasing of new accommodation;
 - Removal and storage
 - [potentially] relocation costs for displaced staff
- 4.20 Funding contributions – particularly capital – will be sought from partners wherever possible.
- 4.21 The existing Capital Programme will be rigorously reviewed to identify opportunities to re-direct existing approved funding.
- 4.22 Short term additional revenue costs will need to be funded – potential sources will be identified in the respective project business cases.

Some key initial objectives and proposals

- 4.23 The following actions are proposed to be taken forward in the first phase of implementation of this Estates strategy, **subject to consultation and the approval of detailed feasibility and delivery plans:**
- Declaring the Wootton Hall site surplus to Police requirements: because such a move delivers better value for money than the status quo;
 - Subject to the successful conclusion of contract negotiations, the building of the Police Investigation Centre at Kettering, whilst deferring until no later than March 2016 a decision on the building of the Northern Accommodation Building (NAB). This approach recognises the operational imperative of the need for fit for purpose and modern custody facilities; whilst deferring the decision on the NAB allows that decision to be taken in the context of greater certainty on the Strategic Alliance and the possibilities it might bring for the wider sharing and better utilisation of the assets of the three Commissions. Either way this approach will secure greater confidence in the value for money the Commissioner secures from the Capital programme.
 - The draft Capital Programme 2016-20 will be brought forward in February 2016.
 - The development of a joint Nottinghamshire – Northamptonshire – Leicestershire Contact Management Strategy as part of the prospective ‘Strategic Alliance’ will lead to major performance improvements – an imperative demanded by the Police and Crime Plan; as well as leading to financial savings and being entirely consistent with and capable of further development in the context of the Strategic Alliance.
 - A progressive ‘decant’ of the Wootton Hall site with key milestones at June 2016, 2017 and 2018, which will deliver financial revenue savings and capital receipts, as well as taking forward aspects of the Police and Crime Plan.
 - This decant will be potentially informed by decisions on the Strategic Alliance, but the adoption of this strategic position – i.e. that such a decant will take place – unlocks a number of benefits which have significant value to the taxpayer regardless of the Alliance decision in the future.
 - Sale of part of the site to Education Funding Agency

List of sites

Northants Police Estate	DEFINITION OF SITE	LEASE / FREEHOLD
Wootton Hall Headquarters	Operational / Admin	FH
Firearms range	Operational	FH
Mereway	Response / Operational / Admin	FH
Mereway FS - New Partner Site	Response	
Eleanor House	Operational / Admin	L
Riverside	Operational	FH
Salthouse Road	Operational / Admin	L
Kettering	Response / Operational / Admin	FH
Kettering BC - New Partner Site	Operational / Admin	
Desborough	Response / Operational / Admin	FH
Pytchley	Response / Operational / Admin	FH
Corby	Response / Operational / Admin	FH
Corby FS - New Partner Site	Response / Operational	
Wellingborough Police Station	Response / Operational / Admin	FH
Earls Barton	Response / Operational / Admin	FH
Finedon	Response / Operational / Admin	FH
Oundle	Response / Operational / Admin	FH
Thrapston Fire & Police Station	Response / Operational / Admin	FH
Rushden Police Station	Response / Operational / Admin	FH
Rushden Fire Station - New Partner Site		
Daventry Police Station	Response / Operational / Admin	FH
Daventry - New Partner Site	Response / Operational	
Brixworth	Response / Operational / Admin	L
Watford Gap	Response / Operational	L
Towcester Road Occupational Health		FH
Towcester Police Station	Response / Operational / Admin	FH
Towcester - New Partner Site	Operational	
Brackley	Response / Operational / Admin	FH
Weston Favell Police Station	Response / Operational / Admin	FH
Criminal Justice Centre - Northampton	Response / Operational / Admin	FH
Campbell Square Police Station	Operational / Admin	FH

END

SUMMARY OF OPTIONS APPRAISAL STAY – NO STAY WOOTTON HALL

This options appraisal considers two high level scenarios for the future Estate – being a consolidation on the Wootton Hall site and alternatively consolidation across the Estate, including the Wootton Hall site being declared surplus to Police requirements either in whole or in part.

Both scenarios assume (a) no large scale new capital investment pending greater clarity of the regional direction of travel on greater collaboration between Police Forces; (b) significantly fewer staff requiring accommodation as a result of spending reductions, (c) the new operating model for the Force and (d) ‘smarter’ working processes and practice.

Those outcome of this work are summarised below.

The Options Appraisal – approach and conclusions

The approach

The work was informed by a comprehensive data set and analysis, including staffing, vehicles, building condition, capacity and current usage, ownership and costs. Some data was readily available; other data had to be generated and rigorously checked and verified.

The two options being appraised (characterised as ‘Retain at Wootton Hall’; and ‘Release ‘Wootton Hall’’) were developed against two baselines.

The **first baseline** is the current existing Estate without change.

The **second baseline** is the current approved Estate strategy, which assumes both improved space utilisation of the existing Estate by creating work settings which facilitate ‘agile working’ and the completion of the Northern Accommodation Hub (NAH).

The analysis of the two options has been informed by operational requirements of the Force. At the time the options appraisal was commissioned a key planning assumption was that the Force Control Room (FCR) would remain for the time being.

As noted in the main report a separate feasibility exercise is currently underway on potential alternative arrangements for the FCR.

The proposed options have been informed by initial assumptions based on the following ‘work style profiles’, including ‘desks to people’ (x:x) for ‘Field, Flex and

Fixed' workers, and those workers whose role requires no desk, described as 'None' in the Table below.

This approach also recognises that for a limited number of **functions** – notably the Force Control Room, Custody and Stores, the space allocated is based on peak demand, and the space is not suitable for use by others in 'hot-desking' mode.

Table 1

Work style profile	Desks: people	People: Desks	Note
Field	0.2:1	5	Role requires access to a work setting for less than 20% of their working day
Flex	0.6:1	1.7	Access required for between 20% and 80% of the working week
Fixed	0.8:1	1.25	Access required for a minimum of 80% of the working day at a pre-determined location with colleagues from same tem / function or an adjacent service
None	0:1	n/a	Role requires no desk e.g. Volunteers (TBC)

The two high level alternative Estates scenarios have being considered are:

1. Release Wootton Hall
2. Retain Wootton Hall

The key starting points for assessing these scenarios are:

- a. The ratios etc. set out in Table 1
- b. The shift patterns of the **current** staff numbers
- c. Successful completion of the NAH.

These starting points give a target number of staff to be supported of 2,477; and a target number of desks of 1161 (a ratio of 0.52) allowing for a contingency of 10%.

It should be noted it is likely staff numbers will be further reduced over the medium term; and our regional strategy may reduce the number of staff to be accommodated on our Estate still further.

The two baseline positions

The two baseline positions are summarised below

Baseline 1 The Existing Estate

As the Estate stood at 31st October 2014, on the basis of current utilisation of desks, it supports 2,985 staff across all departments and sites with a 'work setting allocation' (i.e. number of desks) of 1,775.

Parking spaces total 1,396.

Baseline 2 The 'near future Estate' - as it will be on current strategy and assuming implementation of agile working

This baseline assumes the implementation of the Agile working approach exemplified by the ratios and other assumptions set out in Table 1. It also assumes the completion of the Northern Accommodation Hub.

The potential capacity of that scenario is 2,416 desks which could support 4,655 staff. i.e. a desk: people ratio of 0.52.

This baseline provides 1,586 parking spaces.

The above data is summarised in Table2, below.

Table 2

	Desks	Staff	Parking
Baseline 1 – existing Estate	1,775	2,985	1,396
Baseline 2 – current strategy	2,416	4,655	1,586
Target	1,161	2,477	393

Note

The car parking spaces target is the minimum required to comply with the current Fleet vehicles.

This Table demonstrates that implementation of the current Estates strategy – notably completing the NAH – **and** implementing Agile working approaches based on the ratios and definitions in Table 1 will result in our Estate having the capacity to accommodate 4,655 staff.

That number is significantly more - almost 90% more - than the 'target number' of 2,477.

This target number will reduce further as we reduce staff numbers in line with the MTFP and Regional collaborations.

So it is simply not good value for public money to continue on our current Estates strategy.

The two alternative scenarios

Scenario 1 Release Wootton Hall

This option releases Wootton Hall and re-locates staff to other sites across the Estate.

It supports 2,485 staff, 1,296 desks representing 5.2 desks per 10 people

The total number of parking spaces is 842. This number is a reduction on the current position but adheres to the current car parking policy. It should be noted that given the assumption of Agile working across the organisations the intensity of demand on car parking will be less than in the current culture.

Scenario 2 Retain Wootton Hall

This option maximises the occupation at Wootton Hall and rationalises the remaining Estate

It supports 3,435 with a total number of desks at 1,755

These numbers significantly exceed the 'target number of staff' of 2,477 which is attributable to the need to maintain a large number of service delivery sites across the county.

The number of parking spaces is 1,168.

Table 3 summarises the comparative outcomes of the Baselines and scenarios.

Table 3

	Desks	Staff supported	Parking
Baseline 1 – existing Estate	1,775	3,050	1,396
Baseline 2 – current strategy	2,416	4,655	1,586
Target	1,161	2,477	393
Scenario 1 – Release W Hall	1,296	2,486	842
Scenario 2 – Retain W Hall	1,755	3,435	1,168

On the basis of the analysis to this point – i.e. before consideration of the financial implications – the preferred high level option would be Option 1- release Wootton Hall

Financial implications of the two scenarios

There is a need to demonstrate the proposed scenarios are economically viable and provide VFM.

A detailed financial analysis has been undertaken of both Scenarios and a comparison done against both Baseline positions.

The key elements of the financial analysis are:

- Capital cost appraisal
- Life cycle cost appraisal over 25 years

In summary: both scenarios demonstrate economic benefits over the current approved strategy – arising from the rationalisation of the Estate and the consequential reductions in floor area.

Releasing Wootton Hall raises the opportunity to generate additional capital receipts of £4.1m compared to the retention scenario.

The Retention scenario includes an additional £1.4m capital investment compared to the release scenario to adapt Wootton Hall to Agile working practices.

Key figures are set out in Table 4 below.

Table 4

	EXISTING ESTATE	CURRENT STRATEGY	RELEASE W HALL	RETAIN W HALL	
	Baseline 1	Baseline 2	Scenario 1	Scenario 2	
Floor area (m²)	41,330	39,276	22,387	28,042	
	£m	£m	£m	£m	
Additional construction	-	-	2.4	3.8	Note 1
Maintenance costs	47.9	45.4	24.6	31.2	
Operational costs	40.6	38.6	22.0	27.5	
Total running costs	88.5	84.0	46.6	58.7	Note 2
Capital receipts	-	-	-7.9	-3.8	Note 3
TOTAL	88.5	84.0	41.1	58.7	Note 4

Notes

- 1 Additional capital construction costs over and above both the Existing Estate and Current Strategy baseline scenarios
- 2 Over 25 years. Implies an average annual reduction of £1.5m in revenue maintenance / operational costs over our current strategy
- 3 Additional capital receipts compared to existing plans
- 4 Represents life cycle costs over 25 years.

Based on the financial analysis, scenario 1 (Release Wootton Hall) offers the better Value for Money.

Recommendation

On the basis of the above evaluation, the Commissioner is recommended to approve in principle the disposal of the Wootton Hall site.

END

Draft supplement to the Northamptonshire Police and Crime Plan 2014-17 – For insertion after page 39

TAKE A GENERATION OUT OF CRIME

Achieving the outcomes of the Police and Crime Plan against the financial pressures of public spending reductions from central government¹ requires that established and traditional modes of delivery are challenged². In short, and in line with Home Office guidance³, we need a new approach to fighting crime.

Firstly, we need to work on prevention as well as cure⁴. Prevention is central to achieving the outcomes of the Police and Crime Plan⁵. Secondly, we need policing to adapt and respond efficiently and effectively to the changing nature of crime and criminality in the 21st century⁶.

We recognise the vital role of education in improving outcomes for young people and future generations⁷. As part of our wider vision to *Take a Generation out of Crime*, we are committed to supporting the positive development of young people by creating and building relationships with schools and by working closely with schools.⁸ This can achieve a major long-term impact in making Northamptonshire the safest place in England.⁹

New guidance from the Early Intervention Foundation shows how frontline police and professionals working with children and young people are part of the same multi-agency setting and need to work together in decision-making.¹⁰ At the same time, the Home Office is providing practical advice to schools and colleges in the prevention of youth violence and gang involvement.¹¹

In furtherance of new approaches, we will continue our commitment to enhance our involvement with the efforts of all schools in Northamptonshire,¹² and in addition we are supportive of a new school on the Wootton Hall site (should that be feasible) with a unique curriculum specialism in applied crime science.

¹ See 'Financial Planning – Medium to Long-term', page 45 of the Police and Crime Plan

² See 'Building New Ways of Working', paragraph 1 of page 37 of the Police and Crime Plan

³ Home Office Publication (undated) 'A New Approach to Fighting Crime', reference: ISBN 978-1-84987-401-4

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⁴ *Ibid*, page 6 paragraph F

⁵ See 'Prevention', paragraph 1 of page 29 of the Police and Crime Plan

⁶ See 'Foreword', paragraph 3 of page 2 of the Police and Crime Plan

⁷ See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

⁸ See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

⁹ See 'Prevention', paragraph 1 of page 29 of the Police and Crime Plan

¹⁰ Early Intervention Foundation in collaboration with the Home Office and the College of Policing, authors: Stephanie Waddell and Donna Molloy

¹¹ Home Office Publication (undated) 'Preventing youth violence and gang involvement', reference: ISBN: 978-1-78246-125-8

¹² See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

The Commissioner set out in his Police and Crime Plan published in March 2013 his aspiration to re-locate the Force from its current location at Wootton Hall, an aspiration that is re-affirmed here.

We want to create and use links between policing and education to prevent and reduce crime in the future.¹³

Our involvement with such a new school will include facilitating the Police cadet scheme¹⁴ in Northamptonshire, which will engage pupils in the practical work of frontline services, reducing negative stereotypes between police and young people and increasing positive participation of young people in the community. Practitioners in front-line police roles and in support and prevention services will contribute to enrichment and work-experience programmes.¹⁵

In finding and building new ways of working, we are also overhauling delivery of services in many other ways, by integrating¹⁶, collaborating¹⁷, and visibly moving our presence from traditional locations into communities¹⁸. This is because we need a more flexible and dynamic policing workforce to serve Northamptonshire more efficiently and more effectively.

To this end, we have reviewed policing operations and back and middle office functions at established sites.¹⁹ The review has informed the Police and Crime Commissioner's draft Estates Strategy, which is now being published as a supplement to the Police and Crime Plan.

A school's use of the site will establish a particularly close relationship between the school and police from the outset, and our vision is that it will be a beacon of good practice in new approaches to policing²⁰. Put simply, our involvement with the schools will demonstrate how synergies between policing and education can prevent and reduce crime, as well as reduce negative stereotypes between police and young people, and promote strong communities in the long-term²¹.

END

¹³ See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

¹⁴ See 'Police Cadets'. Page 26 of the Police and Crime Plan

¹⁵ Wootton Park School application, viewed at <https://www.gov.uk/government/publications/approved-free-school-application-forms-wave-7> (viewed on 21 October 2015)

¹⁶ See 'Police and Fire service integration', page 38 of the Police and Crime Plan

¹⁷ See 'Building New Ways of Working', paragraph 2 of page 37 of the Police and Crime Plan

¹⁸ See 'A more visible police force', page 15 of the Police and Crime Plan

¹⁹ See 'Building New Ways of Working', paragraph 2 of page 37 of the Police and Crime Plan

²⁰ See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

²¹ See 'Prevention', paragraph 1 of page 29 of the Police and Crime Plan