

# NORTHAMPTONSHIRE POLICE & CRIME PANEL

5<sup>th</sup> July 2016

## AGENDA ITEM 11 - ESTATES UPDATE REPORT AND APPENDICES

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COMMUNITY JUSTICE SECURITY

**Agenda Item No: 11**

## **NORTHAMPTONSHIRE POLICE & CRIME PANEL**

**5<sup>th</sup> July 2016**

### **Estates Update**

#### **1. Introduction**

- 1.1 This report sets out information on a number of significant issues relating to the Commissioner's Estate, including the recent sale of part of the Wootton Hall Park site and the current work being undertaken to relocate the various police services and functions currently based on the site; the Northern Accommodation Hub, and the future development of the Estates strategy.
- 1.2 Northamptonshire's Police Estate supports the operation of some 1220 full time uniformed Police officers, PCSOs, the Special Constabulary and some 800 civilian staff.
- 1.3 The Estate comprises 36 properties, with operational, leasehold and freehold status and partner sites.
- 1.4 There is a wide range of properties, including police stations, specialist facilities such as firearms ranges, laboratories, police stations and office accommodation.
- 1.5 The former Commissioner inherited the former Police Authority's Estates strategy which had addressed a range of issues in the north of the County which has recently culminated in the approval of a contract to build the Police Investigation Centre and the Northern Accommodation Building.

#### **2. The Wootton Hall Park Site**

- 2.1 In his election manifesto, and subsequently in his first Police and Crime Plan, the former Commissioner was clear regarding his aspiration to re-locate the Force from its current site at Wootton Hall. That aspiration was 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 21<sup>st</sup> Century Police service.
- 2.2 The Commissioner was also 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.

- 2.3 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.
- 2.4 In taking forward the former Police and Crime Commissioner's aspirations for the HQ site, the first step undertaken was 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.
- 2.5 This work was carried out by the OPCC and Force officers with expert support provided through Pick Everard, an external strategic partner with expertise in asset management.
- 2.6 The key conclusion from this work was that it was more cost effective to re-locate the Force from Wootton Hall than to consolidate staff at Wootton Hall.
- 2.7 From that point on a consultation and decision making process was followed over many months which culminated in the sale of part of the site to the Secretary of State for Communities and Local Government. The site will be used to accommodate the new Wootton Park Free School.
- 2.8 The consultation and decision making process was at every stage informed by expert external legal advice to ensure compliance both with legislation and the Commissioner's governance requirements.
- 2.9 A series of Executive Orders were made by the former Commissioner on the basis of advice from his statutory officers. Each of those Executive Orders have been previously reported to the Panel have been published together with the supporting officer advice on the Commission's website.
- 2.10 For the Panel's convenience the relevant Executive Orders are set out below:

**Executive Order 54: 7<sup>th</sup> January 2016**  
CONSULTATION ON THE DRAFT ESTATES STRATEGY

**Executive Order 62: 30th March 2016**  
ESTATES STRATEGY AND PROPOSALS FOR THE FUTURE  
DEVELOPMENT OF THE WOOTTON HALL SITE

**Executive Order 64: 6th May 2016**  
WOOTTON HALL DECANT PLAN - Prospective Costs and Financing  
Strategy

**Executive Order 65: 11th May 2016**  
ESTATES STRATEGY WOOTTON HALL Contract of Sale

- 2.11 Those Executive Orders and the associated advice are appended to the report for the Committee's convenience.
- 2.12 Also appended to this report is a chart showing the area of the site sold to the Secretary of State.
- 2.13 The new school will have permanent accommodation on the land sold to the Secretary of State. That building will open in September 2019. However, since the school will commence operations in September 2016, a temporary site to the north of the site to be sold will be made available on a lease to the Secretary of State for four years from May 2016 to May 2020 for a peppercorn rent.
- 2.14 In addition to the site area being sold, the contract entered into with the Secretary of State provides for the granting of a lease on or before 30th April 2019 of land for playing fields for the school. The exact location of this land has yet to be determined and may ultimately be made up of land owned by the Commission and the County Council. This will be a 999 year lease at peppercorn rent for not less than 6.2 acres.
- 2.15 The (former) Commissioner and the Secretary of State for Communities and Local Government (CLG) have now entered into a contract agreeing to sell (part of) Wootton Hall Park. Should the Commissioner wish to explore the options for exiting the contract before completion, the most likely option would be to refuse to enter into arrangements with other parties envisaged by the contract.
- 2.16 Legal advice is that this would be a risky approach, as it would almost certainly lead to a legal dispute with the CLG which the Commissioner is likely to lose.
- 2.17 In such circumstances the CLG would be likely to sue for completion of the contract, and the Court would order the Commissioner so to do. CLG might also sue for compensation and costs.
- 2.18 The Commissioner would also incur legal costs, and suffer reputational risk and potentially trigger questions from the external auditor and the public on value for money grounds. The Office of the Commissioner might also be brought into disrepute with other public bodies and the public.

### **3 The Decant Plan from Wootton Hall**

- 3.1 A three phase decant has been developed and is being managed by the Force overseen by the Deputy Chief Constable.
- 3.2 The three phases are:
- Phase 1 release of core occupied buildings by September 2017;
  - Phase 2 relocation of Transport and Fleet facilities by 1<sup>st</sup> June 2018;
  - Phase 3 relocation of the Force Control Room and any remaining services by 1<sup>st</sup> April 2020.
- 3.3 The former Commissioner approved an indicative capital budget of up to £6.9m for any necessary building alterations and modifications. The approval of expenditure will be overseen by a Programme Board comprising senior OPCC and Force officers, who will make recommendations to the Commissioner for his approval in accordance with Financial Regulations.
- 3.4 Staff relocated from Wootton Hall will be accommodated across the remainder of the Estate including the new Northern Accommodation Building which will be available in September 2017. Further details of that building and the Police Investigation Centre are set out at paragraph 4, below.

### **4 The Northern Accommodation Hub**

- 4.1 The Northern Accommodation Hub (NAH) consists of two elements:
- Northern Accommodation Building (NAB) - replacement of out-dated accommodation in the north of the county;
- Prisoner Investigation Centre (PIC) - second phase of the custody review approved by the former Police Authority in March 2012. This delivers the second purpose built custody suite in the North of the County to complement the Criminal Justice Centre.
- 4.2 OPCC Executive Order 31 approved the purchase of land to facilitate the construction of a Police Investigation Centre. Executive Order 38 approved the purchase of land adjacent to that purchased under Executive Order 31. Executive Order 42 approved capital expenditure of up to £0.96m to take the project to the contract award stage.
- 4.3 Tenders were received for the construction of the NAH in late 2015 with an acceptance date of 2nd December 2015. These tenders were in excess of the budget of £16.188m included in the approved Capital Programme. On the advice of the Acting Chief Executive, Acting Director of Resources and the Head of Estates and Facilities, the

former Police and Crime Commissioner approved the commencement of the programme to construct the PIC but deferred a decision on the NAB until March 2016 to enable negotiations to proceed with the contractor regarding the NAB.

- 4.4 Executive Order 56 approved in February 2016 approved the award of a contract to construct the NAH at a revised cost of £20.550m.
- 4.5 The Chief Constable and Police and Crime Commissioner have a responsibility to ensure the Northamptonshire Police estate is fit for policing in the 21st century. Many of the existing police stations are old, inefficient and expensive to maintain and therefore appropriate investment in new, modern facilities is required if the force is to continue to provide the best possible service to its communities.
- 4.6 The proposed 'Northern Accommodation Hub' will provide office and custody facilities to support policing in the north of the county. The additional accommodation would be a separate building providing a flexible working space for both operational police officers and staff working in support functions.
- 4.7 The additional accommodation will enable the Force to consolidate its existing estate and bring a number of functions together under one roof. It will be a separate building providing a flexible working space for officers and staff working in the north of the county.
- 4.8 Custody officers and staff currently working in Corby custody suite will move to the new centre, along with prisoner investigation teams.
- 4.9 Planning permission for the custody centre was given in February 2014 and a planning application for the office building was submitted early 2015 and completion is anticipated during 2017.

#### **The Police Investigation Centre (PIC)**

- 4.10 The PIC originated as the second phase of the Custody Review that was approved by the former Police Authority in March 2012. It comprises the delivery of a purpose built Custody Suite in the Northern half of the county which will, with the Criminal Justice Centre, deliver modern and compliant custody facilities throughout the Force.
- 4.11 Once completed, the Police Investigation Centre will provide the full range of facilities needed to deal with people detained by police on suspicion of committing a crime. The centre will provide office accommodation for investigators and partner agencies, together with a 20-cell custody suite. It will replace the custody suites at Corby and Kettering.

- 4.12 The detention and investigation of people arrested in Kettering, Corby and the east of the county currently takes place at Corby police station. The condition of existing custody suites has been a cause for concern for some time. The facilities at Corby and Kettering no longer meet Home Office standards or Safer Detention guidelines and need to be upgraded or replaced.
- 4.13 A thorough review was carried out and which concluded that it was not cost effective to upgrade or replace the existing facilities at Corby or Kettering. The review recommended a new, purpose-built complex in the Kettering area which, together with the Criminal Justice Centre in Northampton, will ensure all of the county's custody facilities are fit for purpose for the next 50 years.
- 4.14 The centre is currently being built on an unoccupied part of the North Kettering Business Park, Rockingham Road, on the outskirts of Kettering, just off the A6003. The location for the new centre has been carefully considered, taking into account cost, the size of the land available and whether it is ready for immediate development. The centre also needs to be easy to get to and the chosen location has bus links to nearby towns and villages, while the road network provides good access for officers serving the north and east of the county.
- 4.15 People who have been arrested will be taken to the centre in the same way they are currently taken to existing custody centres. They will usually be interviewed and will often speak with a legal advisor. They may also be seen by a forensic physician, a social worker, probation officer or a drugs intervention worker. If charged with an offence, they will either stay in custody until they go to court (which will be the same or following day, depending on the time of the arrest) or they will be released and will attend court at a later date. They may also be released on bail to allow further investigation and will return to the centre at a pre-arranged time. On average, 11 people a day are arrested and taken into custody at Corby police station. While they can remain in custody for up to 24 hours, the average time is eight hours. For more serious cases, they may be held for up to 36 hours if agreed by a superintendent.
- 4.16 Before anyone is released, the custody sergeant will carry out a risk assessment as required by law. If necessary, conditions will be placed on their release, for example, to prevent them from returning to a particular area or address. Some people will arrange for someone to collect them when they are released, while others will walk home or use public transport. There are bus stops directly opposite the site, on the A6003, with regular buses to Corby, Kettering, Desborough and Rothwell. The site is around a 40 minute walk into Kettering town centre, where there are buses to the surrounding towns and villages. Others, such as those who are vulnerable or have a disability, may be taken home by a police officer or staff from a partner agency

## **5 Longer term Estates strategy**

- 5.1 It is now intended to work with the Force to address ongoing Estates opportunities across the remainder of the County including the potential developmental opportunities of the residual element of the Wootton Hall Park site that remains in the ownership of the Commissioner, and the wider service needs of the Force in the context of revisions to the Force's service delivery model and the collaborative opportunities with other East Midlands forces. This work has begun.
- 5.2 The Panel is asked to note the Court Estate is a matter for Her Majesty's Courts and Tribunals Service. Following public consultation, it is intended that Corby and Kettering courts will be closed. These decisions are not within the control of the Police and Crime Commissioner. The Police Estate is not dependent on the estate of other partners in the Criminal Justice system.
- 5.3 It is clear to me that delivering the Force's Estates Strategy is a complex undertaking and one that contains a number of risks. As the newly elected Police and Crime Commissioner, I have inherited a strategy that presents both me and the Chief Constable with a number of key challenges. It is my determination however, that Northamptonshire Police has an Estates Strategy that is fit for purpose and delivers buildings which enable our officers and staff to deliver efficient and effective policing across Northamptonshire.
- 5.4 It is my intention to bring a further report on the Estates Strategy and how it helps to deliver the operational requirements of the Force to a future meeting of the Police and Crime Panel.

## **6. Recommendation**

- 6.1 That the Northamptonshire Police and Crime Panel note the content of the report.

### **Author**

John Neilson  
Acting Chief Executive

### **Appendices**

1	Executive Order 54 and supporting advice
2	Executive Order 62 and supporting advice
3	Executive Order 64 and supporting advice
4	Executive Order 65 and supporting advice
5	Plan of site sold to CLG

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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 7<sup>th</sup> 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**

**7<sup>th</sup> 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 7<sup>th</sup> 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**



## NORTHAMPTONSHIRE POLICE AND CRIME COMMISSIONER

7<sup>th</sup> 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 7<sup>th</sup> 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 21<sup>st</sup> 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 21<sup>st</sup> 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 21<sup>st</sup> 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 21<sup>st</sup> 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 7<sup>th</sup> 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 2<sup>nd</sup> 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.

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## **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

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**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](http://www.northantspcc.org.uk)

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

**These can be submitted through the website:**

[www.northantspcc.org.uk](http://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 21<sup>st</sup> 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 21<sup>st</sup> 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

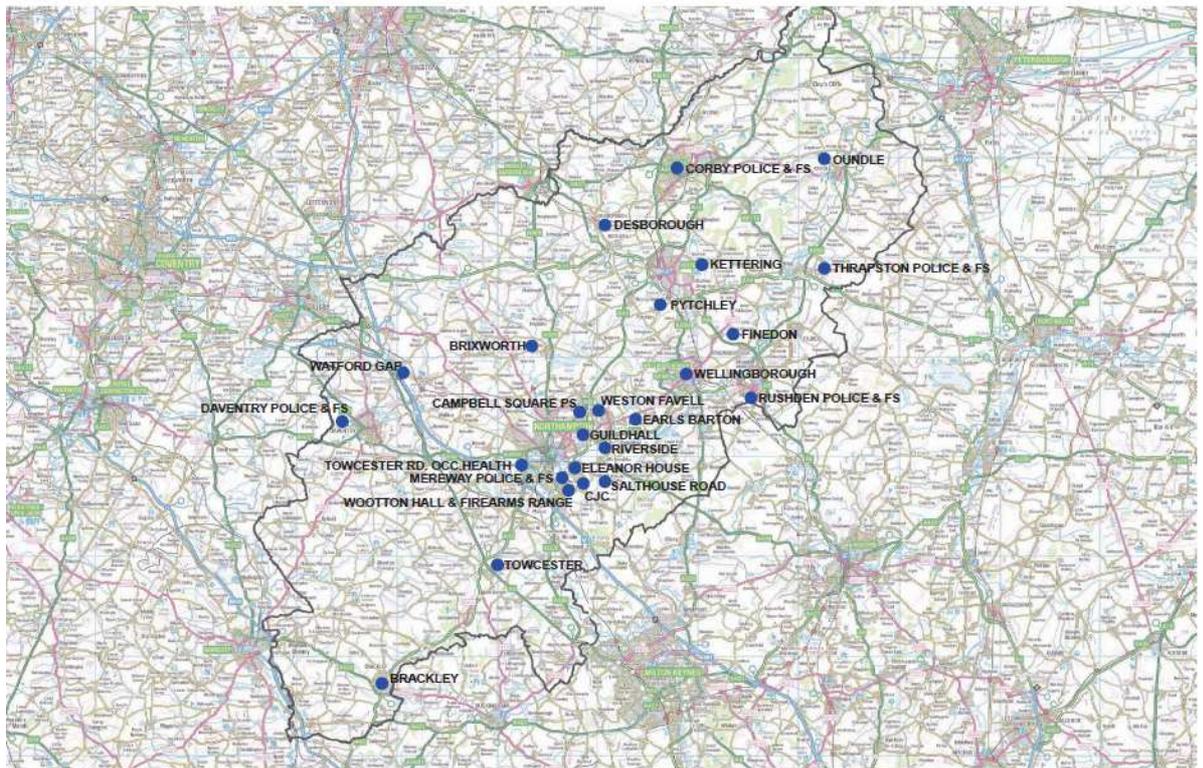
Partnership with Northamptonshire County Council, to undertake a Masterplan approach to the development of the Wootton Hall site.

## 5 Governance

- 5.1 The Estates Programme Board will be responsible for proposing a portfolio of programmes to deliver the agreed priority objectives of the Strategy, reporting via the Transformation Board to the Commissioner's Accountability Board.

### Appendix 1

#### Map of sites



## List of sites

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

END

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## **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**

<b>Work style profile</b>	<b>Desks: people</b>	<b>People: Desks</b>	<b>Note</b>
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 31<sup>st</sup> 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

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

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

	<b>Desks</b>	<b>Staff supported</b>	<b>Parking</b>
Baseline 1 – existing Estate	1,775	3,050	1,396
Baseline 2 – current strategy	2,416	4,655	1,586
<b>Target</b>	<b>1,161</b>	<b>2,477</b>	<b>393</b>
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	
<b>Floor area (m<sup>2</sup>)</b>	<b>41,330</b>	<b>39,276</b>	<b>22,387</b>	<b>28,042</b>	
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>	
<b>Additional construction</b>	-	-	<b>2.4</b>	<b>3.8</b>	<b>Note 1</b>
Maintenance costs	47.9	45.4	24.6	31.2	
Operational costs	40.6	38.6	22.0	27.5	
<b>Total running costs</b>	<b>88.5</b>	<b>84.0</b>	<b>46.6</b>	<b>58.7</b>	<b>Note 2</b>

<b>Capital receipts</b>	-	-	<b>-7.9</b>	<b>-3.8</b>	<b>Note 3</b>
<b>TOTAL</b>	<b>88.5</b>	<b>84.0</b>	<b>41.1</b>	<b>58.7</b>	<b>Note 4</b>

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 government<sup>1</sup> requires that established and traditional modes of delivery are challenged<sup>2</sup>. In short, and in line with Home Office guidance<sup>3</sup>, we need a new approach to fighting crime.

Firstly, we need to work on prevention as well as cure<sup>4</sup>. Prevention is central to achieving the outcomes of the Police and Crime Plan<sup>5</sup>. Secondly, we need policing to adapt and respond efficiently and effectively to the changing nature of crime and criminality in the 21st century<sup>6</sup>.

We recognise the vital role of education in improving outcomes for young people and future generations<sup>7</sup>. 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.<sup>8</sup> This can achieve a major long-term impact in making Northamptonshire the safest place in England.<sup>9</sup>

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.<sup>10</sup> At the same time, the Home Office is providing practical advice to schools and colleges in the prevention of youth violence and gang involvement.<sup>11</sup>

In furtherance of new approaches, we will continue our commitment to enhance our involvement with the efforts of all schools in Northamptonshire,<sup>12</sup> 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.

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

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

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

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<sup>4</sup> *Ibid*, page 6 paragraph F

<sup>5</sup> See 'Prevention', paragraph 1 of page 29 of the Police and Crime Plan

<sup>6</sup> See 'Foreword', paragraph 3 of page 2 of the Police and Crime Plan

<sup>7</sup> See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

<sup>8</sup> See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

<sup>9</sup> See 'Prevention', paragraph 1 of page 29 of the Police and Crime Plan

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

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

<sup>12</sup> 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.<sup>13</sup>

Our involvement with such a new school will include facilitating the Police cadet scheme<sup>14</sup> 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.<sup>15</sup>

In finding and building new ways of working, we are also overhauling delivery of services in many other ways, by integrating<sup>16</sup>, collaborating<sup>17</sup>, and visibly moving our presence from traditional locations into communities<sup>18</sup>. 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.<sup>19</sup> 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 policing<sup>20</sup>. 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-term<sup>21</sup>.

**END**

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<sup>13</sup> See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

<sup>14</sup> See 'Police Cadets'. Page 26 of the Police and Crime Plan

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

<sup>16</sup> See 'Police and Fire service integration', page 38 of the Police and Crime Plan

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

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

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

<sup>20</sup> See 'Prevention', paragraph 3 of page 29 of the Police and Crime Plan

<sup>21</sup> See 'Prevention', paragraph 1 of page 29 of the Police and Crime Plan



COMMUNITY JUSTICE SECURITY

**EXECUTIVE ORDER 0062 ESTATES STRATEGY AND PROPOSALS FOR THE FUTURE DEVELOPMENT OF THE WOOTTON HALL SITE**

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:

- a) To note the report to the Police and Crime Panel, at its meeting on 2<sup>nd</sup> February 2016;
- b) To note the report and recommendations of the Police and Crime Panel, to the above report ;
- c) To note and approve the publication of the Commissioner's response to the Police and Crime Panel;
- d) To approve a revised Police and Crime Plan;
- e) To approve the publication of the revised Police and Crime Plan;
- f) To approve the sending of the revised Police and Crime Plan to the Chief Constable and responsible authorities within the police area;
- g) To note the responses to the recent consultation on the draft Estates strategy;
- h) To approve his response to those consultation responses;

- i) To approve the Estates Strategy;
- j) To approve the sale of part of the Wootton Hall site to the Secretary of State for Education or such other entity as the Secretary of State may approve or direct subject to:
  - i. Northamptonshire County Council approval regarding their exercising their powers to dispose of land at less than best consideration reasonably obtainable pursuant to the Secretary of State's general disposal consent 2003 to promote wellbeing;
  - ii. Satisfactory conclusion of contract negotiations.
- k) To delegate authority to the Chief Executive to sign the requisite contractual documentation on behalf of the Commissioner;
- l) To approve in principle a Masterplan partnership agreement with Northamptonshire County Council;
- m) Delegate authority to the Chief Executive to conclude negotiations on that agreement with Northamptonshire County Council.

**ADAM SIMMONDS**

NORTHAMPTONSHIRE POLICE AND CRIME COMMISSIONER

29<sup>th</sup> March 2016

**Equality, Diversity and Human Rights**

All accommodation will comply with relevant legislative and regulatory requirements.

**Advice Taken**

Advice was taken from:

1. The Acting Chief Executive (Northamptonshire Police and Crime Commission)
2. The Acting Director for Resources (Northamptonshire Police and Crime Commission); as set out in the report to the Commissioner dated 29<sup>th</sup> March 2016.



COMMUNITY JUSTICE SECURITY

**NORTHAMPTONSHIRE POLICE AND CRIME COMMISSIONER**

**29<sup>th</sup> March 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**

The Commissioner is **RECOMMENDED** to:

- a) Note the report to the Police and Crime Panel, at its meeting on 2<sup>nd</sup> February 2016 (appendix 1);
- b) Note the report and recommendations of the Police and Crime Panel, to the above report (appendix 2);
- c) Note and approve the publication of the Commissioner's response to the Police and Crime Panel, (appendix 3);
- d) Approve a revised Police and Crime Plan, (appendix 4);
- e) Approve the publication of the revised Police and Crime Plan;
- f) Approve the sending of the revised Police and Crime Plan to the Chief Constable and responsible authorities within the police area;

- g) Note the responses to the recent consultation on the draft Estates strategy, (paragraphs 4.1 – 4.16);
- h) Approve his response to those consultation responses, (paragraphs 4.17 – 4.27);
- i) Approve the Estates Strategy, (appendices 5 and 6);
- j) Approve the sale of part of the Wootton Hall site to the Secretary of State for Education or such other entity as the Secretary of State may approve or direct subject to:
  - i. Northamptonshire County Council approval regarding their exercising their powers to dispose of land at less than the best consideration reasonably obtainable pursuant to the Secretary of State's general disposal consent 2003 to promote well-being;
  - ii. Satisfactory conclusion of contract negotiations;
- k) Delegate authority to the Chief Executive to sign the requisite contractual documentation on behalf of the Commissioner;
- l) Approve in principle a Masterplan partnership agreement with Northamptonshire County Council; and
- m) Delegate authority to the Chief Executive to conclude negotiations on that agreement with Northamptonshire County Council.

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## 1 Background

- 1.1 On 7<sup>th</sup> January 2016 the Commissioner approved for consultation purposes the draft Estates Strategy 2016 which included 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 Secretary of State for Education;
  - 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 7<sup>th</sup> February 2016.
- 1.2 That report set out in some detail the overall policy context in which the draft Estates Strategy had been prepared, including the Commissioner's intentions to intervene early to prevent crime, for a more visible police force, and the assessment that the cost of the Commission's current ageing Estates is

unsustainable in the long term. The report also rehearsed the Commissioner's aspiration to re-locate the Force from its current site at Wootton Hall, and his ambition – subject to the case for re-locating the Force be established – that part of the site be used for a new school.

- 1.3 This report sets out the outcomes of the consultation process, the Commissioner's response to that, and goes on to set out further recommendations regarding the Estates Strategy, and specific proposals for the future of the Wootton Hall site.

## **2 The Police and Crime Plan**

- 2.1 The Commissioner consulted the Police and Crime Panel on both a variation to the Police and Crime Plan and on the draft Estates Strategy at the Panel's meeting on 2<sup>nd</sup> February 2016. See appendix 1.
- 2.2 Following due consideration, the Panel provided a report to the Commissioner setting out their responses; (appendix 2), to which the Commissioner formally responded – see appendix 3.
- 2.3 Accordingly the Commissioner is recommended to approve the variation to the Police and Crime Plan and the revised Police and Crime Plan (appendix 4).

## **3 Consultation**

- 3.1 The draft Estates Strategy was consulted upon during the period 11<sup>th</sup> January to 7<sup>th</sup> February 2016. 276 responses were received from individuals (including members of the public and Northamptonshire Police officers and staff). In addition responses were received from the Chief Constable, the Superintendents' Association, UNISON and the Joint Independent Audit Committee.
- 3.2 All consultation responses are available on request to the Office of the Police and Crime Commissioner.

## **4 The Consultation Responses**

- 4.1 The Commissioner has carefully considered these responses with an open mind has given due regard to those responses in determining his decisions on the Estates strategy taking into account, among other things, the matters at 4.2 and 4.3 below.
- 4.2 The absolute number of responses from individuals was low – 280 compared to the population of the county of some 700,000 people.

4.3 52% of individuals who responded declared themselves to be employed by Northamptonshire Police.

4.4 A summary of headline responses from the 280 individuals to three specific questions asked is set out in Table 1, below.

Table 1

Questions	Agree %	Neither %	Disagree %
A review of the Estate is important?	72	9	19
Close Wootton Hall as HQ and relocate the Force?	22	10	68
Establish a new school on the site?	17	14	69

4.5 Respondents were given the opportunity to suggest alternative uses that might be considered for the Wootton Hall site. These suggestions are summarised below.

Table 2

Alternative suggestions for future use of the Wootton Hall site	%
Retain as an Emergency Services hub	29
Sell to highest bidder	11
Sell for Housing	8
A range of other suggestions including community leisure facilities, hotels, council offices, parks or care homes	5
Do not know	18
No comment	29
	<b>100</b>

4.6 A commentary on these responses is set out below.

Retain as an Emergency Services Hub (29%)

- 4.7 The key point here perhaps is that the Chief Constable has advised that the Wootton Hall site is not fit for purpose for Police use.

Establish a school on the site (17%) (see Table 1)

- 4.8 This proposal was the second most popular alternative in terms of support from consultees. This proposal is also strongly supported by the County Council – as noted later in this report.

Sell to the highest bidder (11%)

- 4.9 Maximising financial return alone is not necessarily the best strategy. The Commissioner is not legally obliged so to do. The Commission's Financial Regulations state:

*Assets shall be disposed of when in the best interests of the PCC and at the most advantageous price.*

- 4.10 The key issues are firstly the determination of the *best interests* of the Commissioner - these are considered later in this report; and, secondly, what the determination is of the most advantageous price (with reasons) where this is not the "highest offer".

Sell for Housing (8%)

- 4.11 Similarly it is not necessarily in the best interests of the Commissioner to sell the entire site in his ownership for Housing – nor would planning permission necessarily be granted. Furthermore the Commissioner is developing a partnership agreement with the County Council through which an overall Masterplan for the Wootton Hall site will be jointly developed and agreed. The intention is such a Masterplan will propose a balanced range of developmental opportunities that taken as a whole reflect the wider community interest, as determined by the County Council and Commissioner following consultation.

A range of other suggestions

- 4.12 The comments above at paragraph 4.11 regarding the proposed Masterplan approach apply here also.

The Superintendents' Association response

- 4.13 Key points made were:

The existing HQ buildings are not fit for purpose for policing in the 21<sup>st</sup> century

A plan to leave the HQ site is therefore supported, subject to a number of comments  
New accommodation is needed  
A 'minimal disruption policy' should be adopted – in essence a 'one move' only policy for staff  
Undertake an all premises review  
Need to comply with statutory and regulatory requirements on staff consultation  
Need for a fully costed plan  
Need to ensure the decant plan properly addresses specialist accommodation needs  
Concern that timescales are too quick

#### The Chief Constable's response

##### 4.14 Key points made by the Chief Constable were:

Agrees current buildings are not fit for purpose  
Supports the intention to move away from Wootton Hall  
Concerned over lack of current detail on the decant plan  
Would like to see a complete decant plan prior to moving  
Would like a 'one move' only approach is possible  
Emphasised need for alternative arrangements to properly meet a range of specialist requirements such a training and the need for a Major Incident Command Centre  
Concern over timescale for proper consultation with staff prior to prospective June 2016 moves  
Wants to be satisfied the right arrangements are in place

#### UNISON's response

##### 4.15 Key points made were:

Main concern is the prospective speed at which decant from the site may be required, and lack of detail currently the new locations for staff  
Not opposed to a review of the estate  
Alarmed at the manner in which it is being done and the speed of decision making  
Staff are reluctant to take part in the consultation as the consultation asks for names and addresses and invites respondees to state whether they are members of the public or Police officers or staff  
Concern over the increase in vehicles on the site if and when the school is operational, and the implications for emergency response vehicles egress from the site  
Concern for pupil safety at a time of 'heightened' threat level  
Concern at moving staff from not fit for purpose Wootton hall site buildings into other non-fit for purpose buildings

## The Audit Committee's response

### 4.16 Key points made were:

Strong support for aspiration of a 'fit for purpose' estate  
Assured by the use of independent specialist advisers on the work to date  
Noted lack of detail on the suitability of the current estate for policing and the decant plan  
Noted work on the decant plan and a proposed Service Delivery Model is currently underway; some concern regarding the impact of the Strategic Alliance but noted this is not a reason for delay  
Concern that further options appear not to have been considered  
Supportive of the joint work of the Commission, Force and County Council on the future development of the overall Wootton Hall site  
The Committee is satisfied the Commissioner has the power make a decision to dispose of the site  
Felt the range of stakeholders who were consulted was quite extensive  
Some concern regarding the recent amendment to the Police and Crime Plan  
Concern process being rushed  
Recognition of the difficulty of defining all aspects of any estates strategy at a single point in time  
And in summary the Committee recommended the Commissioner:

- Consider the potential impact of future changes such as the Strategic Alliance, Estates Masterplan and the Service Delivery Model;
- Commissions a more complete appraisal of options relating to Wootton Hall
- Consider if this is the optimum time to take a decision
- See that the Masterplan is prepared in more detail and agreed, before agreeing to the sale of the site.

## The Commissioner's consideration of the consultation responses

- 4.17 The Commissioner is grateful to all of the individuals and organisations who took the time and trouble to respond to the consultation invitation and to set out their views on the draft Estates Strategy.
- 4.18 Although the number of responses was relatively low, a wide range of points and suggestions were made, which have influenced and improved the recommended way forward set out in this report.

- 4.19 It is not feasible to respond in this report to each and every point made by consultees. However, a response to a number of recurrent themes that emerged through the consultation is set out below.
- 4.20 There was clear support for a review of the Estate. There are rational and powerful reasons so to do – including reducing estates costs before people costs, securing better value for money through a more efficient estate, and generating capital receipts for investment in policing. It is fair to say the Estate has not been well maintained over a long time span – which has now no doubt contributed to the clear professional view from the Chief Constable and his most senior officers that the current estate is not fit for purpose which is policing in the 21<sup>st</sup> century.
- 4.21 in terms of number of responses, there was a low level of support for relocating the Force from Wootton Hall – although it is important to note again both the views of the Chief Constable and senior officers which are supportive of such a relocation; and the fact that some 52% of individual responses are from individuals who identified themselves as employees of the Force.
- 4.22 In terms of alternative uses of Wootton Hall, 68% of individual responses would prefer the Force to remain, and 29% stated they would like to see an ‘Emergency Services hub’ established on the site. This suggestion however runs counter to the view of the Chief Constable, as noted above. The next most strongly supported use was in fact a school – 17% of individual consultees agreed with the Commissioner’s proposal.
- 4.23 The following additional issues were raised by various organisations and individuals:
- Why proceed now with this sale?  
Undertake further options appraisal
- 4.24 The Commissioner’s view on these matters is summarised below.
- 4.25 It has previously been established that the overall Police estate, including Wootton Hall, has suffered from under-investment over many years, and many buildings are no longer fit for purpose. The Commissioner has approved investment of over £20m in the two new purpose built assets to be constructed in the Kettering–Corby sector of the county, and recent work, previously reported to the Commissioner, has identified the potential to achieve some £40m of revenue savings over a 25 year period, and generate capital receipts, by the relocation of the Force from the Wootton Hall site. Given the long period of under-investment, each year of continued occupation of the site represents an annual opportunity cost of £1.5m. This is no longer acceptable, at a time of acute financial austerity and an urgent need for investment funding, not least to pay for the creation of the prospective Strategic Alliance, the initial final business case for which has been approved

by the Commissioners and Chief Constables of Leicestershire, Nottinghamshire and Northamptonshire.

- 4.26 It is of course always possible to undertake further analysis of options. Over time more options become possible. But more option appraisal takes time; time costs money – as noted above. The Commissioner is obliged to take decisions in a time of great volatility, uncertainty, complexity and ambiguity. Ultimately therefore he has to balance considerations of taking more time undertake further analysis to reduce uncertainty, against the consequential opportunity costs and risks of ‘paralysis by analysis’.
- 4.27 On the basis of these responses the Commissioner remains minded to proceed with the approval of the Estates Strategy and the proposal to sell part of the site to enable the establishment of a Free school on the site.

## **5 Taking forward the Estates Strategy**

- 5.1 The draft Estates strategy set out some key initial objectives and proposals. These are now considered in turn in the light of consultation responses.

### Declaring the Wootton Hall site surplus to Police requirements

- 5.2 The Chief Constable has formally advised the Commissioner that the Wootton Hall site is not fit for purpose for policing in the 21<sup>st</sup> century. Previously reported work has established (the ‘stay- no stay’ options appraisal set out in the report to the Commissioner on 7<sup>th</sup> January 2016 – see Background papers) that it is more cost effective to relocate the Force away from Wootton Hall that to consolidate staff at Wootton Hall.
- 5.3 Accordingly work is well advanced to develop a decant plan for the relocation of the part of the site to be sold to the EFA in order to enable the establishment of a school. The wider Wootton Hall site, including those areas in the ownership of the Commissioner, will continue to be used by the Force for a number of years, pending final decisions on the prospective Masterplan to be agreed with the County Council.
- 5.4 Therefore the **overall** site will not be declared surplus to Police requirements for a number of years yet. The Commissioner is however taking forward his Estates strategy on the basis the site is not fit for purpose for policing.

### The Police Investigation Centre (PIC) and the Northern Accommodation Building (NAB)

- 5.5 The Commissioner has recently approved (through Executive Order 56 dated 15<sup>th</sup> February 2016) the building of the Police Investigation Centre and the Northern Accommodation Building (NAB). These facilities are now planned to be operational by September 2017.

The development of a joint Northamptonshire – Nottinghamshire –  
Leicestershire Contact Management strategy

- 5.6 This prospective strategy is part of the 'Strategic Alliance' will lead to major performance improvements – an imperative demanded by the Police and Crime Plan - as well as leading to financial savings. Work is already well underway with the design phase of this strategy. The previously agreed early objective to relocate the Northamptonshire Force Control Room from Wootton Hall by June 2017, has now been changed. The proposed contract with the Secretary of State for Education or such other entity as the Secretary of State may approve or direct requires the Force to re-locate the Control Room by 1<sup>st</sup> April 2020.

Sale of part of the site to the Secretary of State for Education to enable the  
building of a new school

- 5.7 The aspiration of the Northampton Free School Trust and the Department for Education is to establish the Wootton Park Free School on the Wootton Hall site from September 2016.
- 5.8 Paragraph 6 below, sets out the conditions that need to be met to enable the Commissioner to make such a decision, and the progress that has been made in order to satisfy those conditions.

A progressive decant of the Wootton Hall site

- 5.9 The proposed decant arrangements of that part of the site to be sold are set out at paragraph 7, below.
- 5.10 The Estates Strategy, amended in the light of consultation responses, is now recommended for approval, (**appendix 5**), together with a revised Equalities Impact Assessment (**appendix 6**).

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

- 6.1 As set out in the report to the Commissioner on 7<sup>th</sup> January 2016, having made the case to relocate the Force from Wootton Hall the 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.
- 6.2 The Police and Crime Commissioner has clear powers to acquire and dispose of land and to enter into contracts. In exercising his powers, the PCC has to have regard to any statutory requirements, statutory and relevant non-statutory guidance and the adopted procedures of the Office of the Police and Crime Commissioner.

- 6.3 The proposals relating to the future of Wootton Hall (and any implications for the delivery of an efficient and effective police force) are reflected in the published Police and Crime Plan, and the recently consulted upon draft Estates strategy.
- 6.4 It has been recognised in determining the current Medium Term Financial Plan that significant additional capital investment, and additional capital receipts may be required / be generated should the proposed sale be approved. The Reserves Strategy approved by the Commissioner in February 2016 includes the creation of a new Capital / Transformation Reserve which could be used to fund such investment.
- 6.5 Disposals will need to have regard to the requirements of the Financial Regulations and the Commissioner has taken valuation advice from qualified experts.
- 6.6 The PCC can demonstrate a clear audit trail of powers to make these decisions and can also demonstrate that its policies and, in particular, the current Police and Crime Plan, clearly support the exercise of those powers to relocate current Police activities which will facilitate in securing that the police force is efficient and effective and dispose of Wootton Hall for the purpose of supporting the establishment of a new school.
- 6.7 Further relevant detail regarding these conditions is set out below.

#### Powers to dispose of land

- 6.8 The PCC has the power to do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of his functions. (Schedule 2, para. 14, of the Police Reform and Social Responsibility Act 2011).
- 6.9 The PCC can acquire and dispose of property (including land) and enter into contracts and other agreements (whether legally binding or not). These actions are expressly provided as examples of what the PCC has the power to do.
- 6.10 However, the PCC may only exercise his power to dispose of property if doing so is intended to allow or assist him in discharging his principal statutory functions.
- 6.11 The PCC's principal statutory functions include a duty to:
- secure the maintenance of the Police force for the area
  - secure that the Police force is efficient and effective
  - issue a Police and Crime plan

have regard to the published Police and Crime plan in the exercise of his functions (The Police and Crime Plan must set out the PCC's police and crime objectives).

### PCC Policy and Police and Crime Plan objectives

6.12 As noted above at paragraph 2, the recommended amendment to the Police and Crime Plan includes the following objectives:

To enhance police involvement with the efforts of all schools in Northamptonshire;

To create and use links between policing and education to prevent and reduce crime in the future;

To visibly move police presence from traditional locations into communities.

To create a beacon of good practice in new approaches to policing.

6.13 The prospective Wootton Park School and the relationship between the school and the police will be a beacon of good practice in new approaches to policing.

6.14 It is also worth noting in passing that the Home Secretary, speaking at the Policy Exchange on 4<sup>th</sup> February 2016, stated her belief that "the next set of PCCs should bring together the two great reforms of the last Parliament – police reform and school reform – to work with and possibly set up alternative provision free schools".

6.15 The proposals recommended in this report are consistent with that belief, although there is nothing yet reflecting this belief in the new Policing and Crime Bill, which is at Committee stage in the House of Commons, with the 5<sup>th</sup> sitting on 24<sup>th</sup> March 2016.

### PCC Financial Regulations

6.16 The Commissioner's Financial Regulations state:

*6.21 Assets shall be disposed of when in the 'best interests' of the PCC and at the 'most advantageous price'. Where this is not the highest offer, the Chief Constable shall prepare a report for the PCC outlining the reasons. The Chief Constable may dispose of surplus land and buildings ... up to the estimated value shown in Section F (£100k). Disposals above this value are to be reported to the PCC for prior approval.*

*6.22 Items above the estimated value shown in Section F (£50k) generally shall be disposed of by public auction or sealed bids after advertisement, unless it can be shown that an alternative method of disposal would provide better value for the PCC.*

### Best interests

6.17 As noted in paragraph 5.2 above, the Chief Constable has formally advised the Commissioner that the Wootton Hall site is not fit for purpose for policing in the 21<sup>st</sup> century. Furthermore previously reported work (the 'stay- no stay' options appraisal set out in the report to the Commissioner on 7<sup>th</sup> January 2016 – see Background papers) established that it is more cost effective to relocate the Force away from Wootton Hall than to consolidate staff at Wootton Hall.

6.18 Disposal of the Wootton Hall site is therefore in the 'best interests' of the PCC.

Financial Regulation C6, 6.21 requires that a proposal by the Chief Constable to a disposal of land or buildings above a value of £100,000 would require a report to the Commissioner for prior approval. The Commissioner is the proprietor of the land for legal purposes pursuant to Schedule 15, part 2 paragraph 5(1) of the Police Reform and Social Responsibility Act 2011 as the "policing body" for Northamptonshire from 23:59 hours on 31st March 2014 and pursuant to s14(1)(b) of that Act the Commissioner therefore has the power to dispose of land. Given in this instance the proposed disposal is being put forward by the Commissioner's office, the Chief Constable has not prepared a report but has been duly consulted and his representations duly considered in relation to the proposal.

As owner of the site, and in the context of the value of the proposed transaction, the Commissioner as a corporation sole has directly undertaken or commissioned the necessary work to provide the necessary assurances on the consideration and assessment of 'most advantageous price'.

### Most advantageous price

6.19 Having established that it is in the best interests of the Commissioner to dispose of the Wootton Hall site, and taking account of the Commissioner's objectives in the Police and Crime Plan, the next step was to obtain an expert independent valuation of the relevant part of the site.

- 6.20 Savills were jointly commissioned by the Commissioner and the Education Funding Agency to provide such a valuation based on existing use and assess the most appropriate alternative use and to produce a subsequent alternative use valuation.
- 6.21 The existing use valuation was based on the assumption of vacant possession and 24/7 access.
- 6.22 Savills concluded the most appropriate alternative uses for the site would be an education use or residential use. The alternative use valuation for education purposes was valued on the same basis as the existing use value.
- 6.23 The residential use valuations were based on hypothetical residential schemes, with hypothetical planning consents.
- 6.24 In practice there would be some risk associated with obtaining alternative use planning consents and this may affect the sum a buyer would be prepared to pay. In this context the value of this risk it is a matter of judgement by the seller and the prospective buyer.
- 6.25 The Savills report set out three valuations.

£6m  
£4.65m  
£3.3m

- 6.26 The respective assumptions for each are summarised below.

£6m valuation

- 6.27 Current market value of the freehold interest, comprising the total redevelopment (including demolition of the Hall) of the whole site for residential purposes.

£4.65m valuation

- 6.28 Current market value of the freehold interest assuming conversion the Wootton Hall principal buildings, retaining the formal gardens associated with the building and developing the rest of the site for residential purposes.

£3.3m valuation

- 6.29 Current market value of the freehold interest, including vacant possession for the purposes of education / community purposes.
- 6.30 The key consideration at this stage therefore is the justification for agreeing to sell the land to a specific buyer (the Secretary of State) for a specific price. Prior to setting out the justification for the proposed sale, it is crucially

important to recognise the interests of the County Council both in terms of its ownership of land on the Wootton Hall site, which gives rise to a so-called 'ransom' situation; and in terms of the Council's statutory responsibilities for securing the supply of school places in the county.

### Ransom issue

- 6.31 The access to the site that is to be sold is via a road owned by the County Council. The Council has granted the Commissioner access rights to the site to date. In the proposed scenario of this sale, the Council holds a potential ransom over the future purchaser. This ransom has a value.
- 6.32 The County Council has agreed to forgo the potential value of its ransom that is held in respect of access, relating to the land that is to be disposed of for the creation of a new school, in pursuance of its land disposal powers and general disposal consent from the Secretary of State which allows the council to dispose of an interest in land at an undervalue where it will promote the social wellbeing of its area. The proposed disposal will help accommodate a new school and will facilitate provision of school places pursuant to NCC's current duties under Education legislation.
- 6.33 It is understood that ransoms are valued according to the respective bargaining powers of the particular buyer and seller in any specific case. The value of ransoms is typically between one third and one half of the valuation.
- 6.34 The Commissioner has sought additional professional valuation advice to provide further review and assurance that the proposed disposal will, in the round, offer better value than a disposal by way of sealed bids or auction and be in the best interests of the Commissioner. He has secured a Letter of Advice to that effect from Bidwells LLP.
- 6.35 The key points from that letter are summarised below.
- 6.36 The two key issues in comparing the current offer from the EFA on behalf of the Secretary of State offer to the Savills valuations are:
- The uncertainty of achieving the values suggested by Savills;  
The ability of Northamptonshire County Council to command a ransom payment in lieu of their control over the access to the site.
- 6.37 Bidwells set out a reasonable disposal process for residential development and conclude that a potential purchaser would take of the order of 2 to 3 years to conclude a purchase, and an unconditional bid would be heavily discounted as the potential purchaser would be taking all the risk. If the PCC funded the costs of obtaining planning permission it could potentially cost up to £250k, all in the context of risks that the valuations set out by Savills might not be achieved in full.

- 6.38 A £6m valuation may result in net value of £3m to the Commissioner as Bidwells suggest NCC may be able to command a ransom of up to 50%. Similarly in respect of the £4.65m valuation, NCC may be able to command a ransom of £2.35m. Both the £3m and the £2.35m figures are below the current offer of £3.45m.
- 6.39 In conclusion the combination of the uncertainty surrounding the assumptions on the valuations and the ability of NCC to leverage a ransom in the event of disposal of the site for a non-educational use suggest the certainty of obtaining £3.45m plus the benefit of an overage provision to help secure best consideration for the PCC in the event of a future disposal for non-educational use appears to be the most appropriate option for the PCC, when considered in the round against a potential disposal for a residential scheme, which would take longer to achieve, cost more and in the context of risk that the residential valuation figures might not be achieved given a higher number of contingencies.

#### Key features of the proposed sale

- 6.41 Therefore the proposed recommended sale to the Secretary of State has the following key features:

A net sale price of £3.45m, payable to the Commissioner  
Access to the site via the road owned by the County Council – see paragraph 6.31, above  
An agreement that the Commissioner will have a 50% share of any future sale of the site in perpetuity for use other than educational or office use (D1 or B1a).

## **7 Decant arrangements of the site to be sold**

- 7.1 The Commissioner is recommended to sell part of the Wootton Hall site. That will allow the Department for Education to approve the opening of the new Wootton Park School from September 2016 on the Wootton Hall site.
- 7.2 Initially for a period of three years thereafter to August 2019 (i.e. to the end of the school year 2018-19) the school will be accommodated in temporary bespoke buildings located outside of the Force HQ secure area and also outside of the site which will host the permanent school accommodation from September 2019.
- 7.3 The intention is the Force will decant from the site in a number of phases. The majority of staff and functions will vacate the site by September 2017 with the exceptions of the Force Control Room, which will remain until April 2020; and the Transport and Fleet Management functions which will remain until June

2018. Furthermore, critical IT infrastructure such as the communication mast will remain on site for a longer period until such time as they are redundant.
- 7.4 This timeframe allows a period of 24 months (September 2017 – August 2019) for the building / re-modelling programme for the school, and also a reduced level of co-location of the site by the Force and the school compared to that included on the draft Estates strategy recently consulted upon.
- 7.5 The previously envisaged interim deadline of June 2016 for elements of the decant plan no longer applies. The proposed extended timeframe will allow time for a more considered decant plan to be developed, and a longer period for staff consultation. It is now planned that a final proposal will be recommended to the Chief Constable and Commissioner by late April 2016. This approach addresses concerns raised in the consultation regarding operational police business continuity and security concerns especially at a time of heightened threat levels.
- 7.6 Any moves of staff that can be reasonably be made earlier than September 2017 will be so authorised.

## 8 Legal advice

- 8.1 This report has been prepared and informed by legal advice from Trowers and Hamlins LLP.

## Appendices

1	Report to the Police and Crime Panel 2 <sup>nd</sup> February 2016
2	Report to the Commissioner from the Police and Crime Panel
3	Response to the Panel's Report by the Commissioner
4	Revised Police and Crime Plan
5	Estates Strategy 2016
6	Estates Strategy Equality Impact Assessment

## Background papers

1	Report to the Commissioner of 7 <sup>th</sup> January 2016 from the Acting Chief Executive and Acting Director for Resources: 'Estates Strategy and proposals for the future development of the Wootton Hall site'.
2	Executive Order 56: Approval to the building of the Police Investigation Centre (PIC) and the Northern Accommodation Building (NAB)

## Author

John Neilson - Acting Chief Executive

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COMMUNITY JUSTICE SECURITY

## **EXECUTIVE ORDER 0064**

### **ESTATES STRATEGY**

#### **WOOTTON HALL DECANT PLAN - Prospective Costs and Financing 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:

To create an earmarked Wootton Hall Decant Plan Reserve of £6.9m to be managed by the OPCC Chief Financial Officer to meet the prospective costs of a range of capital works and other decant plan activities

**ADAM SIMMONDS**

NORTHAMPTONSHIRE POLICE AND CRIME COMMISSIONER

6<sup>th</sup> May 2016

#### **Equality, Diversity and Human Rights**

All accommodation will comply with relevant legislative and regulatory requirements.

#### **Advice Taken**

Advice was taken from:

1. The Acting Chief Executive (Northamptonshire Police and Crime Commission)
2. The Acting Director for Resources (Northamptonshire Police and Crime Commission); as set out in the report to the Commissioner dated 6<sup>th</sup> May 2016.

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COMMUNITY JUSTICE SECURITY

## Northamptonshire Police and Crime Commission

### Supporting Report to the Police and Crime Commissioner

<b>Date of Report</b>	4 <sup>th</sup> May 2016
<b>Subject</b>	Wootton Hall Decant Plan
<b>Report Author</b>	John Neilson – Chief Executive, Office of the Police and Crime Commissioner

#### 1. Purpose of Report

1.1 To set out the key estimates and assumptions relating to the both the costs and financing of those costs of the release of part of Wootton Hall as a consequence of the approved sale of the site to the Secretary of State

#### 2. Decision(s) Recommended:

2.1 The Police and Crime Commissioner for Northamptonshire approves the creation of a new earmarked Decant Plan Reserve to be managed by the OPCC Chief Financial Officer to meet the prospective costs of a range of capital works and other decant plan activities.

#### 3. Relevant background / Chronology of Key Events:

3.1 The Commissioner has previously taken decisions set out in Executive Order 0062 in March 2016 to approve the sale of part of the Wootton Hall site to the Secretary of State.

3.2 That sale has now been concluded.

3.3 The OPCC commissioned Pick Everard to develop a high level decant strategy and plan and their draft report has informed the recommendation in this report.

3.4 The OPCC and Force will now finalise and implement a detailed decant plan to vacate the site as required contractually.

3.5 A three phase decant is proposed, as follows:

1. Phase 1 release of core occupied buildings by September 2017;
2. Phase 2 relocation of Transport and Garage facilities by 1<sup>st</sup> June 2018;
3. Phase 3 relocation of the Force Control Room and any remaining services by 1<sup>st</sup> April 2020.

3.6 The approval of expenditure against this new reserve will be overseen by a Programme Board comprising senior OPCC and Force officers, who will make recommendations to the Commissioner for his approval in accordance with Financial Regulations.

#### **4. Consultation:**

4.1 The Estates Strategy of which this decant is a part, was widely consulted on earlier this year.

#### **5. Compliance Issues:**

5.1 Is this a decision of 'significant public interest?'

5.1.1 In accordance with the Decision Making Policy, the decision is of significant public interest in that:

5.1.2 The decision exceeds the expenditure threshold – albeit at this stage no expenditure is being authorised.

5.1.3 The Chief Executive is advised the decision is of significant community impact.

5.2 Is the recommended decision consistent with the priorities set out in the Northamptonshire Police and Crime Plan 2014/17?

5.2.1 The proposals are consistent with the approved Estates Strategy and the current Police and Crime Plan

5.3 What are the financial and procurement implications of this decision?

5.3.1 The recommendation provides an overall sum of £6.9m. As noted above a detailed decant plan will now be developed for each of the three phases.

5.3.2 All necessary procurements will be made consistent with the OPCC Governance framework.

5.3.3 Appendix 1 sets out further detail of the costs and the financing strategy for the prospective Decant Plan.

5.4 Will further decisions be required?

5.4.1 Yes – as noted at paragraph 3.6, above.

5.5 Legal Implications

5.5.1 No legal implications identified.

5.6 Risk Management

5.6.1 A Risk Register will be developed for the final decant plan by the Programme Board noted at paragraph 3.6, and overseen and managed by that Board.

5.7 Has an Equality Impact Assessment been undertaken?

5.7.1 An Equality Impact Assessment will be developed as an integral part of the final decant plan.

**6. Evaluation of alternative option(s):**

6.1 The Pick Everard work noted at paragraph 3.3 considered a range of potential options which were tested with the Force for operational robustness.

**7. List of background reports used to compile this report:**

7.1 (Draft) Pick Everard Report: “Release of Wootton Hall” – 25<sup>th</sup> April 2016.

**8. List of appendices accompanying this report (if any):**

Appendix 1 – Costs and Financing

9. Approvals	Date	
Has this report been approved by the author's line manager? Not applicable		4 <sup>th</sup> May 2016
Has this report been approved by the s. 151 officer? <b>Steve Dainty</b>	Yes	4 <sup>th</sup> May 2016
Has this report been approved by the Chief Executive? <b>John Neilson</b>	Yes	4 <sup>th</sup> May 2016

## WOOTTON HALL DECANT PLAN

### Prospective Costs and Financing strategy

#### 1. Purpose

- 1.1 To set out the key estimates and assumptions relating to the both the costs and financing of those costs of the release of part of Wootton Hall as a consequence of the prospective sale of the site to the Secretary of State.

#### 2. Background

- 2.1 Pick Everard were commissioned by the OPCC to produce their report *Release of Wootton Hall* dated 25<sup>th</sup> April.
- 2.2 **That summary provides the basis of the cost figures used in this appendix.**
- 2.4 The above Pick Everard report does not address financing of the potential costs of the decant plan.
- 2.5 Those financing decisions are ultimately the responsibility of the PCC acting on the advice of his statutory officers.

#### 3. Prospective costs

- 3.1 The Pick Everard report sets out two potential Options for the decant plan – both analysed over three phases, as follows.

Table 1

	<b>Option 1</b> <b>£000</b>	<b>Option 2</b> <b>£000</b>
Phase 1	4,312	4,312
Phase 2	892	6,787
Phase 3	1,657	1,657
<b>TOTAL</b>	<b>6,861</b>	<b>12,756</b>

- 3.2 Option 2 is not considered further at this stage – but may be required if the preferred option 1 is not ultimately deliverable. To be affordable Option 2 would require additional borrowing to be undertaken. No additional borrowing is required to deliver Option 1.
- 3.3 At this stage the timing profile over which these costs may be incurred are assumed to be:

Table 2

	2016-17 £m	2017-18 £m	2018-19 £m	2019-20 £m	TOTAL £m
Phase 1	3.3	1.0			4.3
Phase 2		0.5	0.4		0.9
Phase 3				1.7	1.7
<b>TOTAL</b>	<b>3.3</b>	<b>1.5</b>	<b>0.4</b>	<b>1.7</b>	<b>6.9</b>

#### 4. Proposed Financing

- 4.1 As noted above it is the responsibility of the PCC to authorise the financing of the potential costs of the decant plan.
- 4.2 Table 3, below sets out uncommitted funds in a number of earmarked reserves controlled by the PCC.

Table 3

Source of funds	2016-17 £m	2017-18 £m	2018-19 £m	2019-20 £m	TOTAL £m
Employee Benefit Reserve	1.1				1.1
Initiatives Fund	2.3	0.7	0.9	0.9	4.8
Capital Transformation Fund			0.8	2.5	3.3
OPCC carry forward	1.2				1.2
<b>TOTAL</b>	<b>4.6</b>	<b>0.7</b>	<b>1.7</b>	<b>3.4</b>	<b>10.4</b>

- 4.3 Set out below is the proposed financing strategy for Option 1, utilising part of the uncommitted funds set out above to create

Table 4

<b>Source of funds</b>	<b>2016-17 £m</b>	<b>2017-18 £m</b>	<b>2018-19 £m</b>	<b>2019-20 £m</b>	<b>TOTAL £m</b>
Employee Benefit Reserve	1.1				1.1
Initiatives Fund	2.2	0.8			3.0
Capital Transformation Fund			0.4	1.7	2.1
OPCC carry forward		0.7			0.7
<b>TOTAL</b>	<b>3.3</b>	<b>1.5</b>	<b>0.4</b>	<b>1.7</b>	<b>6.9</b>

4.4 General reserves are not affected by this proposed strategy.

## 5. Commentary

5.1 The proposed financing set out above does not require any changes in the Force (or OPCC) Revenue Budget plans set out in the approved MTFP of February 2016.

5.2 However all future formal Budget decisions are subject to the formal approval of the PCC in the February preceding the relevant financial year and therefore cannot be guaranteed at this stage.

**END**

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COMMUNITY JUSTICE SECURITY

**EXECUTIVE ORDER 0065**

**ESTATES STRATEGY  
WOOTTON HALL  
Contract of Sale**

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:

Executive Order 0062 dated 29<sup>th</sup> March 2016 included the following decisions:

- a) To approve the sale of part of the Wootton Hall site to the Secretary of State for Education or such other entity as the Secretary of State may approve or direct subject to:
  - i. Northamptonshire County Council approval regarding their exercising their powers to dispose of land at less than best consideration reasonably obtainable pursuant to the Secretary of State's general disposal consent 2003 to promote wellbeing;
  - ii. Satisfactory conclusion of contract negotiations.
  
- b) To delegate authority to the Chief Executive to sign the requisite contractual documentation on behalf of the Commissioner;

The conditions set out in a) above have now been satisfied and I have accordingly signed the requisite contractual documentation.

**ADAM SIMMONDS**  
NORTHAMPTONSHIRE POLICE AND CRIME COMMISSIONER

11<sup>th</sup> May 2016

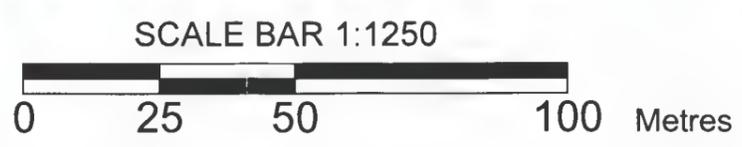
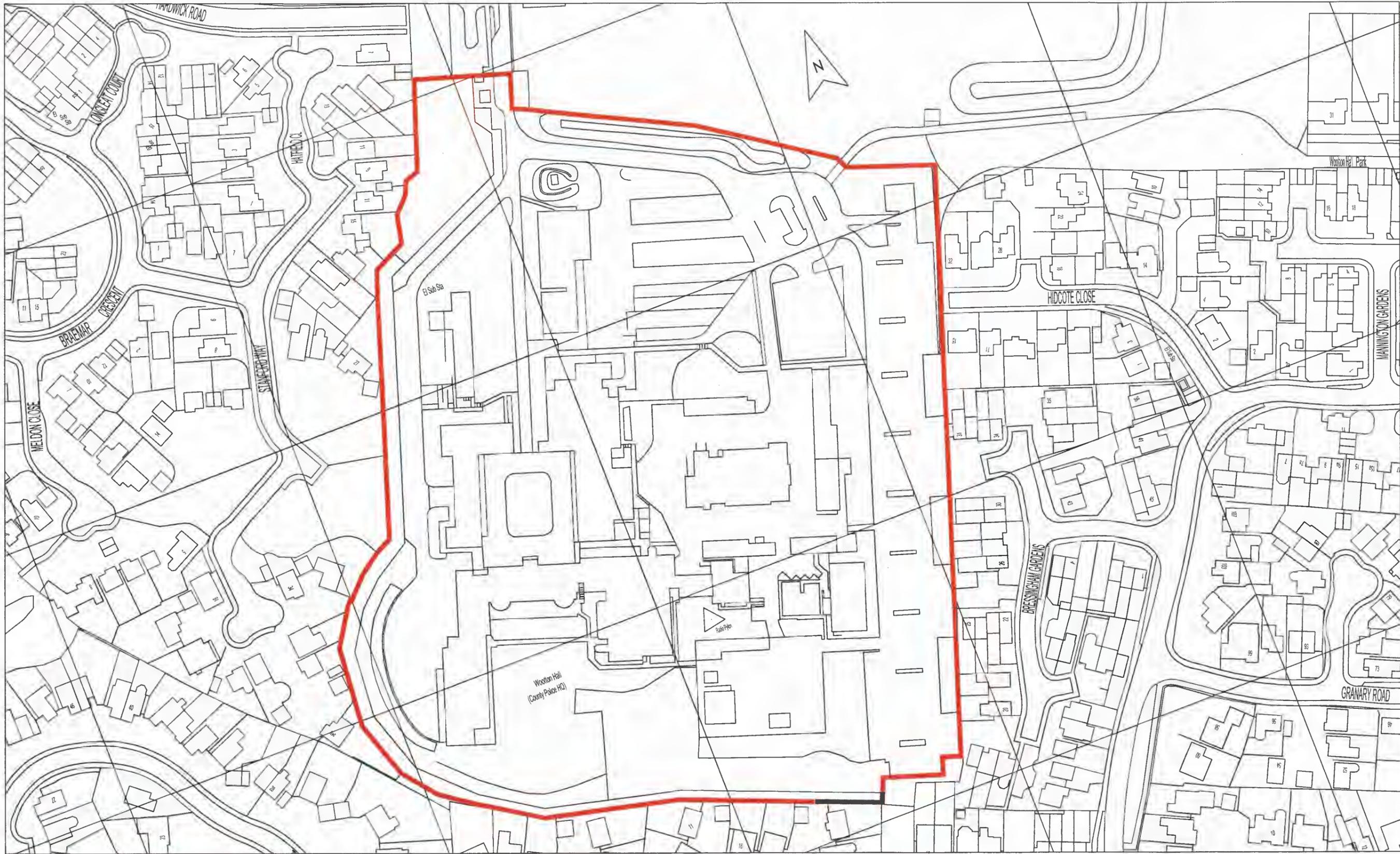
**Equality, Diversity and Human Rights**

All accommodation will comply with relevant legislative and regulatory requirements.

**Advice Taken**

Advice was taken from:

1. The Acting Chief Executive (Northamptonshire Police and Crime Commission)
2. The Acting Director for Resources (Northamptonshire Police and Crime Commission); as set out in the report to the Commissioner to support Executive Order 0062



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Title: <b>Wootton Hall Park Lease Plan</b>	Scale: <b>1:1250 at A3</b>
	Date: <b>28th April 2016</b>
	Drg No: <b>001/A3</b>

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