

Outline Estate Strategy – Draft V1.20

1. Introduction

The Police and Crime Commissioner for Gwent (PCC) and the Chief Constable are committed to delivering effective policing services in the modern age, utilising new technology and up-to-date working practices to safeguard and reassure the public.

The nature of policing is changing, Gwent Police and the OPCC needs to be well placed to respond on a national as well as a local level, meeting the priorities set out in the Police and Crime Plan 2017-2021 and responsibilities within the national Strategic Policing Requirement. In addition, in support of the Wellbeing of Future Generations Act, the sustainability of the estate will be key.

To support service delivery, Gwent Police and the OPCC requires an estate that is fit for purpose and this strategy seeks to provide an assessment of the current estate against the policing and public requirements and to outline the future vision for the estate which in turn, will set the objectives and direction for the future of the estate.

This strategy is as a response to the Review of the Gwent Police Estate required by the Chief Constable and the Commissioner.

2. Vision for Policing

The National Policing Vision 2025 identifies six primary objective areas that forces must address to ensure the service meets future requirements. These will drive the direction of the service over this strategic time period:

- a. Local Policing;
- b. Specialist Capabilities;
- c. Workforce;
- d. Digital Policing;
- e. Enabling Business Delivery; and
- f. Governance and Accountability.

The vision for policing in Gwent is to develop the right balance between provision and re-assurance, which includes having a responsive police service, well located police stations and the modern forms of communication and technology to ensure officers are contactable and can provide an efficient, effective and economic service.

The Commissioner's Police and Crime Plan 2017-2021 sets the force's priorities and the Chief Constable manages resources to ensure the force is able to respond to calls for service from all communities in Gwent. The priorities within the Police and Crime Plan are as follows:

- a. Crime Prevention;
- b. Supporting Victims;
- c. Community Cohesion;

- d. Dealing with Anti-Social Behaviour; and
- e. Effective Service Delivery.

A fit for purpose estate is critical to achieving these priorities and the Commissioner is committed to promoting police accessibility and visibility to ensure that uniformed presence is organised and deployed as effectively as possible.

In addition, the national Strategic Policing Requirement identifies new areas of crime that must be addressed whilst also managing the Commissioner's priorities. The force therefore must be flexible, agile and adaptable to the changing nature and shape of service delivery.

The force's mission is to 'Protect and Reassure' local communities and specifies the essential values that need to be demonstrated in that purpose. These values; that the force *Cares*, is *Fair*, *Trusted* by the public, *Responsive* to communities and is *Professional* in its service delivery are equally applicable in the shaping of this strategy.

3. Vision for the Estate

Taking the above factors into consideration, the Commissioner's vision for the Estate is:

A future-focussed sustainable estate which reassures the public, motivates and enables officers and staff to deliver an excellent service with partners, whilst being financially viable.

a. Future Focussed

The Estate must be fit for purpose for the next 20-25 years and accommodate the way policing will change to meet differing demands and policing tactics – e.g. investigating crime using technology.

b. Sustainable

To deliver the principles of Sustainable Development reflected in the Wellbeing of Future Generations (Wales) Act.

c. Reassures

Consider the role that physical presence in communities plays in reassuring the members of those communities. This directly links to the Chief Constable's Strategic Aim to have 'Engaged Communities'.

d. Motivates and Enables

Officers and staff are our most important asset and we should provide them with the tools and physical surroundings to do their job alongside the Chief Constable's Strategic Aim to promote the Wellbeing of all officers and staff.

e. Excellence in Service Delivery

The force aspires to achieve excellence and this is promoted by the Chief Constable's Strategic Aims - to provide a 'Service that Works'.

- f. Partners
Proactive working with partners underpins our 'One Public Service Ethos' and will enable us to manage demand, provide an improved service and also provide better outcomes for the public and communities.
- g. Financially Viable
The aspiration of the Vision, must be grounded in the reality of the financial situation we face, the need to deliver Value for Money (VFM) and also the stewardship of public funds.

4. Objectives of the Estate Strategy

The primary objectives of the strategy are to provide:

- a. An Estate which provides a citizen-focussed policing service;
- b. An Estate which supports operational policing requirements;
- c. An Estate which demonstrates value for money; and
- d. An Estate which is designed for the future.

In aspiring to achieve these objectives will mean that the following secondary objectives are considered in the development of business cases for change:

- a. An Estate which provides a citizen-focussed policing service
 - i. Services meet the requirements of the public and communities;
 - ii. Services are accessible;
 - iii. Services present a positive corporate image; and
 - iv. Services are visible where the need is greatest.
- b. An Estate which supports operational policing requirements
 - i. Services are positioned to meet demand and operational needs;
 - ii. 'One Public Service' delivered through collaboration and co-location with partners;
 - iii. The welfare needs of officers and staff are met; and
 - iv. Officers and staff are supported to deliver an excellent public service.
- c. An Estate which demonstrates value for money
 - i. Estate running costs are commensurate with the 'sector' norm;
 - ii. Aspires to meet the highest environmental standards;
 - iii. Space is optimised;
 - iv. Meets all legislative requirements; and
 - v. Officers and staff are motivated by their surroundings.
- d. An Estate which is designed for the future
 - i. Supports accessible and visible policing within our communities;
 - ii. Supports the Wellbeing of Future Generations Act;
 - iii. Is sustainable; and
 - iv. Supports digital connectivity.

5. Strategy Development and Delivery

The Vision 2025 and the principles described against the current estate provision, demonstrate the need for wider consideration of policing development.

Headquarters

The corporate functions deliver the front line services such as control room as well as the support and management functions require a headquarters that is fit for purpose and can support collaborative working and interoperable services.

A business case is complete to provide a facility of up to 5,000m² to accommodate corporate policing and support functions. This will replace the current headquarters, which is 10,000m² and over forty year old.

Local Policing

The Local Policing provision comprises most of the existing estate and recognisable policing premises. Examining the local policing locations ensures that community need, as well as operational suitability, is at the forefront of estate decisions.

The model for Local Policing delivery therefore needs to reflect the analysis and the principles for service delivery to be maintained and improved.

A hub and spoke model for Local Policing will enable policing hubs at key strategic road networks, enabling effective response to emergency and priority calls, tackling threat, harm and risk. The spoke element represents the neighbourhood resource with suitable locations for engagement opportunities with communities within localities.

Spokes

Spokes are locations from which the police service is visible and accessible within local communities. The provision of Enquiry Office facilities provide the ability for the public to engage directly with police services, at identifiable police locations. In addition, new ways of contact, including digital services providing opportunities for self-service enhance the opportunity for the police to engage with the public.

Critical to all of these locations, however, is the need to ensure that they have corporate identity and are known within communities as locations operated by Gwent Police.

Decisions regarding Local Policing bases should be made through assessment of local need with models for delivery including partner-owned locations, independent premises or collaborative premises with partners in police-owned premises.

The strategy presents the base in the local community as being one of two categories:

Category 1 spoke would be a building that could be solely police owned or be shared with partners. It would have published opening hours and would be staffed by a Station Enquiry Officer. There would generally be a neighbourhood PC or PCSO

present and it would be accessible to significant numbers of residents in the community. Policing services that will be delivered from these locations would include Voluntary Attendance.

Category 2 spoke would be a building that could be police owned or could be shared with partners. It wouldn't have published opening hours and wouldn't need a Station Enquiry Officer working from it. It would operate on an 'If we are in we are open' basis and would be a space for officers to meet members of public during surgeries or on an ad hoc basis. Officers and PCSO's wouldn't be based from these locations but would visit on a regular basis. An example would be a community facility where officers have the ability to share a desk.

Spoke Locations

Category 1 - The PCC has committed publicly that access to police stations will remain in localities where current provision is provided, however, future provision may not necessarily be from an existing premise.

Category 2 – PCSOs and local Inspectors will be key to making recommendations in relation to category 2 provision. This will be determined on community engagement need and provided from community premises already used by partner agencies.

Hubs

A hub would be a location where a large number of officers could be brought together to parade with bespoke facilities for their professional need whilst also supporting well-being. The Hubs wouldn't be open to the public and wouldn't therefore need to be in city/town centre areas.

These locations would contain flexible space from where resources would be deployed in close proximity to good road networks. Specialist elements of the police resource could also be based from these locations.

The hubs do not need to be the same size or same design but would need to be operationally fit for purpose. Digital technology would enable officers to parade at these locations but then be able to leave for the duration of their shift without having to return. They would utilise community locations as well as some spokes for refreshment and meetings.

The following table presents the services that are planned to be based at the Operational Hubs and the facilities that will be planned into these locations.

Operational / Patrolling Hubs

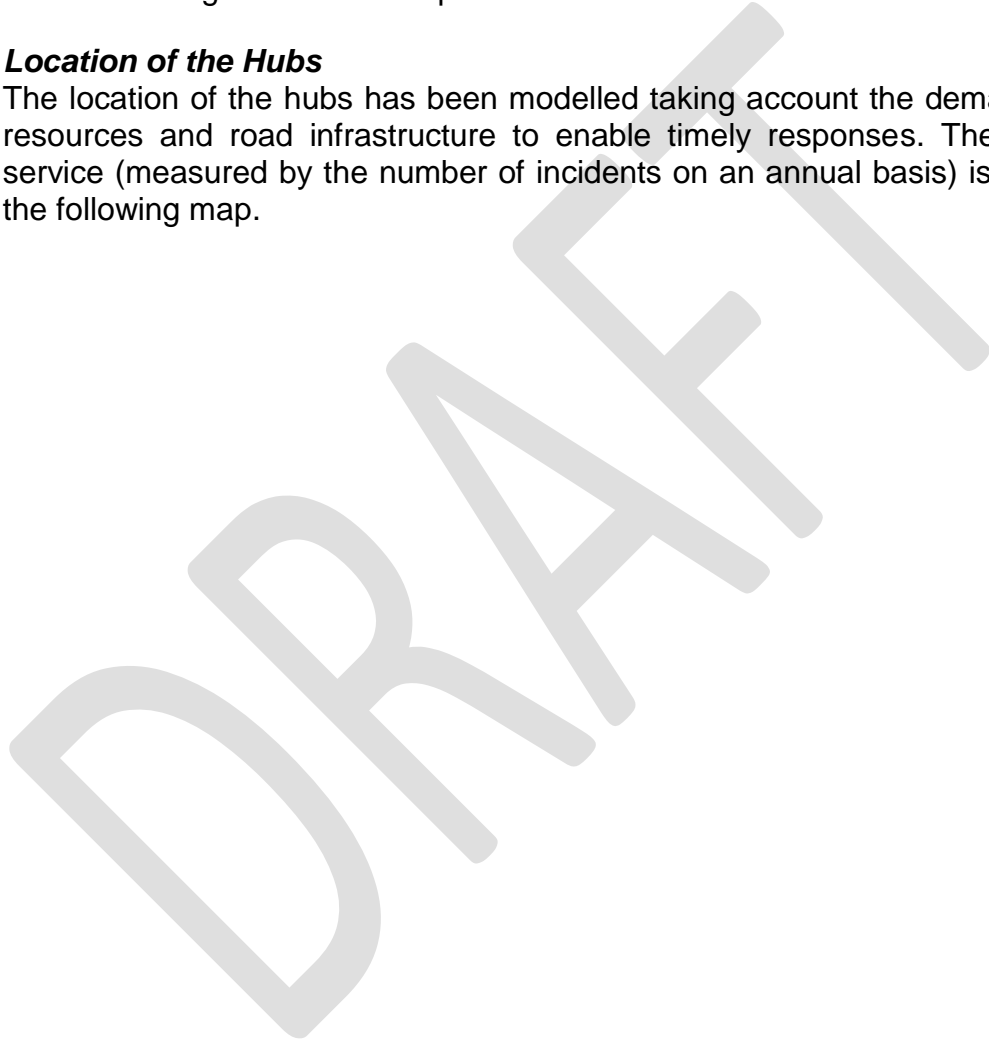
Services	Facilities	
Management	Open Plan Working	Showers
Crime Investigation Department	Property Stores	Parking
Voluntary Attendance (for Interviews)	Canteen	
Response Teams	Lockers	
PCSOs	Gym	

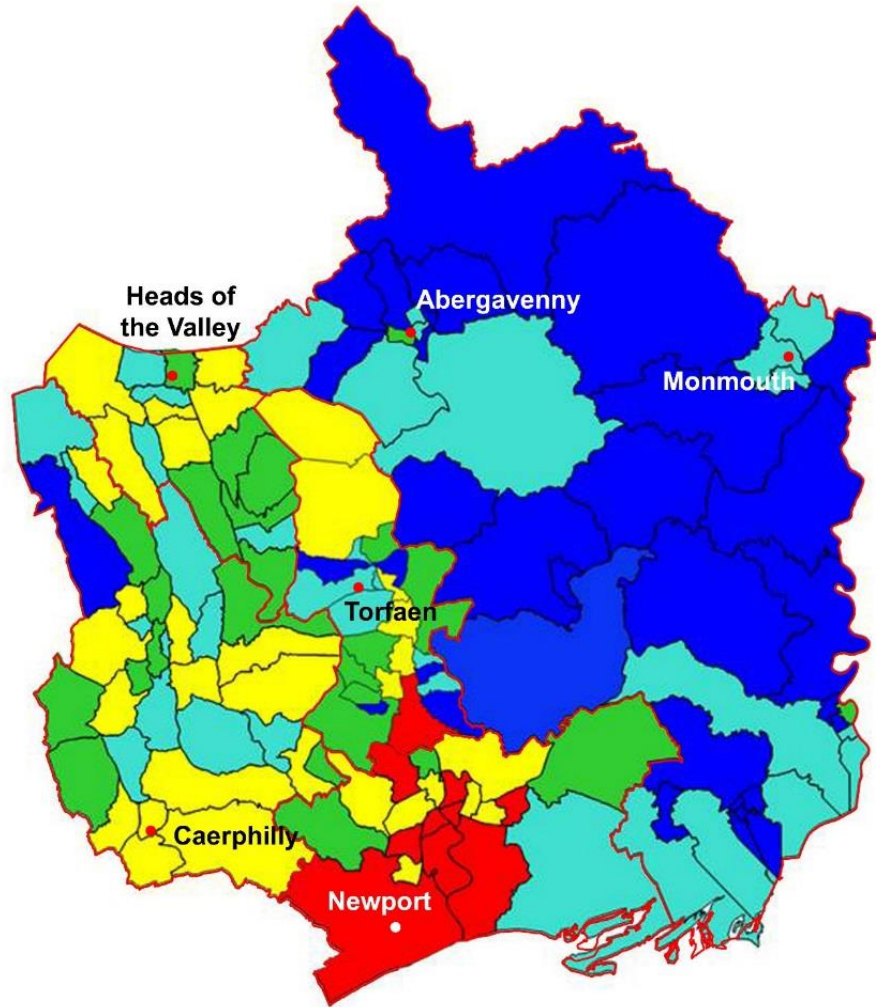
The hubs will facilitate the following functionality and resource for the force.

- The management structure to support delivery of the local policing model, which has not been possible by segregated management across neighbourhood and response teams due to geography.
- The location of hubs to enable officers to respond within agreed timeframes.
- The knowledge of community need including geography, individuals and issues.
- Developing teams to promote engagement and buy in.
- Wellbeing of officers and police staff.

Location of the Hubs

The location of the hubs has been modelled taking account the demand on police resources and road infrastructure to enable timely responses. The demand for service (measured by the number of incidents on an annual basis) is presented in the following map.





	High Density 3000 Incidents +
	1500 - 2999 Incidents
	1000 - 1499 Incidents
	500 - 999 Incidents
	Low Density 0 - 499 Incidents

The locations of each hub will need to be subject to a full business case. Each hub will need to be fit for purpose.



Monmouthshire

The large geographical area and poor road networks, combined with the demand profile has informed the need for two smaller hubs to meet operational response times. In these smaller hub locations consideration will be given to shared accommodation to enable economies of scale. A base on the outskirts of both Abergavenny and Monmouth would be preferred to enable access to the road network.

Newport Borough

The preference for Newport is a purpose built hub on the outskirts to the East of the city. This will allow access to South Monmouthshire as well as allowing officers to access the motorway which runs through the heart of the city.

Blaenau Gwent Borough

With the development of the Heads of the Valley road a hub at Rassau (or within that locality) would be the preferred option. It would provide support for the valleys south towards Caerphilly as well as offering support into Monmouthshire.

Caerphilly Borough

Demand analysis suggests one hub provided for Caerphilly, with the North of the borough serviced by the Heads of the Valley Hub.

Torfaen Borough

Torfaen is at the centre of the force area from an operational perspective and it has fast roads to access all five local authority area. It would also be an ideal location for custody provision as well as providing a hub for officers.

Assumptions

The modelling assumptions to be applied to all estate developments are aimed to improve the utilisation and efficiency of office space:

- A presumption for open plan as standard; design of any future office space should be open plan, not cellular. Individual offices should not be allocated purely on rank or grade; and the need should be clearly identified by job function.
- A 70% desking provision for designated team/departments – representing seven workstations for every 10 members of staff.
- Operational shifts and other organisational functions will be assessed at the appropriate standards.
- Workstation space standard to be targeted between 10-12 sq. feet (GIA); including locker storage.
- Greater use of off-site storage for records management and equipment, and the use of electronic/digital filing on the force network.
- The introduction of Flexible and Agile working practices.

6. Current Assessment

The estate has developed over the last century in response to the policing demands of the time, and properties do not necessarily match current or future requirements. The majority of police stations and offices pre-date modern ICT, partnership working models and environmental factors, such as carbon management plans. Whilst changes in policing structures and demand has been constant, the pace has increased and although some of the estate is still well placed to meet current demand much of it is not. Some buildings fail to meet expected standards, many lack the flexibility expected of modern workplaces, and some are disproportionately expensive to occupy and maintain.

The police estate, at the time of writing this strategy, can be characterised as follows:

- a. There are 48 assets ranging from Headquarters (over 10,000m²) to a police box (under 5m²).
- b. The Police and Crime Commissioner (PCC) owns, under freehold or leasehold arrangements, 32 properties. A further 15 properties/spaces within properties are leased or licensed and finally there is one property occupied under a Private Finance Initiative (PFI) contract. Therefore, 66% of properties are owned.
- c. The estate ranges from Victorian buildings to relatively new premises. Some 80% of properties pre-date the 1980s and just 20% are less than 20 years old.

- d. The most recent condition profile of the overall estate highlights that just over 70% of the properties surveyed are in good or reasonable condition. This suggests that whilst the Commissioner retains a reasonably well managed estate, there are opportunities to improve and modernise through refurbishing or replacing parts of the portfolio.
- e. The larger properties in the estate account for a significant proportion of overall space and cost. Some of the largest properties are disproportionate to the number of officers and staff they house and therefore demonstrate a high running cost per capita/head count.
- f. The Victorian premises, which are located throughout Gwent, have several similarities in design and construction. They can be considered to have been designed in line with policing delivery at the time of build and retained as stations recognisable within communities in Gwent. Some have been established within or adjacent to residential premises and each is generally of solid wall construction, with a collection of small rooms. They are relatively high cost to maintain and not situated with a view to modern transport requirements.
- g. Premises falling into a category relating to construction within the 1960's and 1970's suffer with poor insulation and associated heating implications. They are also comprised of smaller designated spaces and incur higher maintenance costs for the organisation. The current Headquarters (built in the 1970's and of similar construction to the now demolished County Hall) is showing signs of its construction deficiencies. Concrete degradation, ill-fitting windows and other maintenance considerations make this a priority. A move to a newly designed Headquarters premises, with the ability to be flexible in design, use and longevity is being planned. The occupancy profile at Headquarters includes corporate support and policing departments.
- h. The most recently built premises are better insulated and sited in locations near to road links, however, building construction does limit the flexibility within each building. Ystrad Mynach and Newport Central, in particular, are limited to change of construction due to the custody provision in each.
- i. The Commissioner has lease agreements on premises within the Mamhilad Park Estate. Over the past two years, been a withdrawal from these premises and relocation to Headquarters. The Commissioner also has lease agreements on premises at the Vantage Point complex in Cwmbran. Housing the Learning and Development department, Human Resources (HR), Criminal Justice Administration and partners within the Crown Prosecution Service (CPS) the space is provided on a predominantly open plan basis, with designated meeting/training space.
- j. Occupational Health is currently located within a semi-detached former police house in Llantarnam, which is independent from other support departments. The

Commissioner also owns a welfare chalet in Pembrokeshire, utilised to support officers and staff as a health and wellbeing retreat.

k. Collaborative Arrangements

i. *101 House*

This is a collaborative emergency centre supported through funding from Welsh Government and situated on the border between Gwent and South Wales Police. The space is shared with South Wales Police, South Wales Fire and Rescue Service and Welsh Ambulance Service Trust.

ii. *Joint Scientific Investigation Unit*

Located at South Wales Police Headquarters, this two-force collaboration provides in-house forensic services and has gained UKAS accreditation.

iii. *Joint Firearms Unit*

The unit covering the Gwent area is located at Rumney Police Station, Cardiff, with the training delivered from Waterton Estate, Bridgend. This tri-force collaboration (Dyfed Powys, Gwent and South Wales) provides the specialist firearms provision for the force.

7. Approach to Implementation

The future strategy and proposals seek to optimise the balance between retaining, improving and replacing both operational and support premises.

The fundamental principle within the strategy is that the force will not withdraw from communities but seek to achieve the Commissioner's vision for the estate:

"A future-focussed sustainable estate which reassures the public, motivates and enables officers and staff to deliver an excellent service with partners, whilst being financially viable."

A key element will be the development of business cases which demonstrate the best approach to policing a geographic area, supported by robust evidence for the preferred option applied to each property. The appraisal will utilize the PESTELLO assessment to ensure a comprehensive understanding of the factors that will be impacted upon; the PESTELLO matrix for this strategy is provided at Appendix 1. These will be prioritised for development and implementation, taking into consideration the size and geographical spread of the property portfolio, the extent of possible change, existing opportunities for collaboration as well as the resource and capacity to meet demand.

This will mean implementing a strategy that will:

- *Retain* and more effectively occupy accommodation and sites where properties are well located, in good condition and support strategy.

- *Redevelop or refurbish* properties to improve those that are located in strategic locations, with potential to accommodate future requirements which are currently in poor condition.
- *Replace* property not in the right location, or properties in poor condition that cannot provide for future needs. Service provision will be enhanced through investment in better located accommodation, which could mean:
 - acquiring new accommodation, either new leasehold property or a new freehold build, or acquisition,
 - enhanced collaboration and co-location with partners in shared facilities.
- *Recycle* the estate in the spirit of the Wellbeing of Future Generations Act Wales 2015; working with communities, voluntary and third sector organisations to enable property to be used by relevant groups; or transfer ownership to support local improvements, initiatives and social enterprises.
- *Regenerate* in collaboration with partner agencies, seek opportunities to support local development in areas of deprivation where this may be appropriate (eg ongoing local regeneration initiatives).

The proposed models have been applied to a number of example areas to allow illustrative options to be developed. These options reflect the functional requirements and meet the established strategic parameters. They describe a range of opportunities including increased collaboration and co-location which provides greater challenge to the status quo and the application of more ambitious space standards.

The process indicates the extent of benefit which will be achieved, but each example would require further development by means of a business case to establish which level of ambition is most appropriate.

The range of options will be influenced by a number of factors including, but not limited to:

- Pace of change of enablers (Digital programme, HR reform, Delivery Plan).
- Available funding (from existing budget and capital receipts).
- Partnering and space sharing opportunities.

This Estate Strategy will require annual review to reflect development and change.

8. Sustainability

The estate must be environmentally friendly to ensure sustainability for future generations. The implementation of the strategy will recognise building standards to achieve the standards of the UK Committee on Climate Change (UKCCC) and the ambition for the Welsh Public Sector to be carbon neutral by 2030.

9. Financial Implications

More effective use of accommodation may result in Gwent Police being located in fewer premises but delivering a more accessible and visible service to the public.

The current estate has a capital value of £22m and the annual running costs is £7m.

Headquarters

The cost of the new Headquarters is estimated at a capital cost of **£19m** and an annual revenue cost of £500k. These costs are supported by a business case approved for implementation in the Summer 2016.

Spokes

The cost of the sixteen potential spokes have been estimated determined on category 1 and 2 models for which individual needs assessments will inform the type of provision:

The Category 1 spoke is expected to cost a capital sum of circa £575k and annual running cost of £32k.

The Category 2 spoke in each location will cost an annual running cost of £20k.

These costs are fluid and therefore potential overall costs of the spokes have not been included in the financial plan for the Estate Strategy.

Hubs

The cost of the Hub will be dependent on the number of officers that will be based from each location.

Total

The total capital cost of this strategy over the period of the current Medium Term Financial Plan is summarised in the following table.

Estate Strategy							
Narrative	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	Total
	£	£	£	£	£	£	£
A) Headquarters	2,086,000	9,987,392	7,027,820	0	0	0	19,101,212
B) Police Hubs							
1. Monmouth Hub (Phase 1)		400					400
2. Abergavenny Hub (Phase 1)			1,000				1,000
3. Ystrad Mynach, Caerphilly (Phase 2)			8,425,722	8,425,722			16,851,443
4. Heads of the Valley Hub (Phase 3)					3,283,994	3,283,994	6,567,987
Sub Total Hubs	0	400	8,426,722	8,425,722	3,283,994	3,283,994	23,420,830
Total HQ and Hub Programme	2,086,000	9,987,792	15,454,542	8,425,722	3,283,994	3,283,994	42,522,042

Affordability

The financing of the Estate Programme will be sourced from both reserves and public sector loans. The funding of loans will be financed through the revenue savings achieved through the rationalisation of the estate and the lower running costs of new buildings compared to the current estate.

The programme will be developed on a rolling five year basis to align to the Medium Term Financial Plan.

The financing for each development will be considered in the individual business cases to ensure the Financial Strategy is sustainable.

10. Delivery Timeline for Estate Review and Implementation

Delivery of the Estate Strategy will be planned and implemented as a programme over a ten year period.

An outline implementation plan has been developed based on the condition of the current buildings and the need for change.

Estate Strategy Revised Phasing										
	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
Phase 1										
North M'Shire										
New HQ										
Phase 2										
Torfaen										
Phase 3										
Heads of Valley										
Phase 4										
Ystrad / Caerphilly										
Phase 5										
Newport										



The Headquarters development is progressing with the purchase of the land secured and the appointment of Design contractors. It is intended to submit planning permission early in 2018.

Phase 1 of the strategy will be progressed with the development of business cases for the North Monmouthshire area; specifically Abergavenny Town and Monmouth Town.

In turn, the Category 1 spokes will be developed for both Abergavenny and Monmouth Town Centres.

This will include necessary processes to ensure that proposals are subject to engagement with partners and local communities as well as the development of an Equality Impact Assessments.

A programme approach will be adopted to meet organisational needs and re-shape the estate. The annual review of the strategy will provide the opportunity to review the prioritisation to ensure the strategy has flexibility through implementation to react to opportunities as they arise. Appropriate resources will be directed to deliver the individual projects in line with recognised project management methodology.

11. Communication Strategy – Internal and External

It is essential that a clear Engagement and Communication Strategy is in place at each stage of estate considerations. Such strategies will need to consider local variances, but entail key similarities to ensure consistency in messaging. The Engagement Strategy is currently being revised and will form an important element of the approach adopted to communicating the development of this strategy.

12. Conclusion

The Estate Strategy highlights that the nature of the current police estate is both significant as well as diverse and that the potential opportunities arising from the implementation of the strategy are considerable.

It provides an opportunity to consolidate the footprint occupied by Gwent Police and rationalise the assets held without compromising on visibility and accessibility for communities. The intention of the strategy is to ensure that services are delivered consistently whilst having flexibility to evolve the estate to meet emerging and future change.

Collaboration at a local and regional level is integral to the strategy and builds on the vision of a modern, demand led and collaborative model of policing that is fit for the future.

In conclusion, the Estate Strategy provides the foundation for developing an estate that is fit for the future and adaptable to meet new challenges meeting the demand for an effective public service that will be delivered in partnership at the heart of local communities.

PESTELLO Analysis

The areas for consideration will need to be viewed alongside a comprehensive assessment of the drivers for change. Use of the PESTELLO model will ensure this is consistent across all areas of policing service delivery.

<p>Political</p> <ul style="list-style-type: none"> • Consider development towards One Public Service and delivery of a collaborative culture. • Drive for a radical change in design and delivery of public services. • Maintain responsiveness in service delivery to build public confidence. 	<p>Technological</p> <ul style="list-style-type: none"> • Future ICT systems and infrastructure which will support more flexible/remote working practices. • Greater communications mobility, releasing officers and staff to front line service provision.
<p>Social</p> <ul style="list-style-type: none"> • People and communities at the heart of service delivery (bottom up, not top down), with a drive toward community empowerment and connectivity. • Changing workforce demographic requiring greater demand for agile working (eg flexible workers, carers). • Responsibility to support diverse communities, particularly areas of deprivation. 	<p>Legislative</p> <ul style="list-style-type: none"> • Community Planning – requiring joint services delivery and sharing of public resource; cross-cutting responsibility for community wellbeing. • Wellbeing of Future Generations Act Wales 2015.
<p>Financial</p> <ul style="list-style-type: none"> • Maximise resources by joint working & collaboration. • Stewardship of public funds: responsibility to be efficient and cost-effective and deliver service within reduced budget. • Impact of socio-economic factors. 	<p>Environmental</p> <ul style="list-style-type: none"> • Climate change implications. • Carbon emission reduction targets.
<p>Organisational</p> <ul style="list-style-type: none"> • Consolidation and streamlining from legacy structures and premises. • Reshape of service delivery to meet changing demands. • Cognizance of financial constraints for future development. • Ensure remains focused upon force mission and values and Police and Crime Plan. 	