

POLICE & CRIME COMMISSIONER FOR
HERTFORDSHIRE
& HERTFORDSHIRE CONSTABULARY
ESTATES STRATEGY
2017 – 2022

Estates Strategy 2017 – 2022

1. Introduction

The Police & Crime Commissioner for Hertfordshire and Hertfordshire Constabulary Estates Strategy 2017 – 2022 is designed to support and enable delivery of the vision and key ambitions for Hertfordshire as set out in the Police & Crime Commissioner's Community Safety and Criminal Justice Plan for Hertfordshire 2017 – 2022: Everybody's Business.

There is growing evidence that the design, functions and location of estates assets have a significant impact on performance, productivity and satisfaction. This strategy is designed to enable Hertfordshire Constabulary to provide a modern, flexible, efficient and effective estate that is fit for policing to 2022 and beyond.

The police estate plays a critical role in supporting the delivery of operational policing and specific estates actions for the Force are set out in the Community Safety and Criminal Justice Plan, to:

- Improve the profile and accessibility of 'in use' police stations to the public
- Develop co-location of police and other public services
- Make more efficient use of the police estate and explore whether there are new ways to generate long term income from those assets which can be used to fund policing.

This estates strategy is designed to deliver a cost effective and operationally effective estate and represents an important opportunity to provide an estate for the force that is fit for the future as well as now and enables Hertfordshire Constabulary to deliver the best policing outcomes. Successful implementation of the strategy will support the force to reduce estates costs and improve productivity and satisfaction for staff and our communities through developing a modern, more efficient and flexible estate, that:

- Meets the operational requirements of the police service, both current and anticipated
- maintains visibility, accessibility and consistency of service
- is demand-led and fit for purpose
- reduces costs through improved design
- is consolidated through collaboration and co-location with partners
- is flexible to support a range of changing operational requirements, enabling:
 - greater utilisation
 - lower maintenance costs
 - reduced requirement for office moves and relocations
- provides good and modern workplaces that improve satisfaction and well being
- enable the force to get the full benefits from our investment in new technologies
- can be rationalised and developed to generate income

- is flexible enough to respond to significant changes in circumstances that may occur, for example fire and rescue governance moving to the PCC or not in 2018/19.

Estates Key Ambitions

We aim to provide an estate that is efficient and is agile to the changing nature of demand, explores and make best use of the estates opportunities from collaboration between police with public and private sector partners and enable our commitment to keeping people safe and delivering better services to the diverse citizens and communities of Hertfordshire. Key Ambitions for 2017 – 2022 are to:

Keep Crime Low

- *we will provide and maintain an estate that meets and supports operational policing requirements as its priority.*

Protect Local Policing

- *we will maintain a distinct and clearly identifiable police estate within 10 local policing districts designed around the 10 local authority and community safety partnership boundaries*
- *we will provide and maintain borough and district police stations to best support our safer neighbourhood teams.*

Increase Efficiency – to improve estate performance we will:

- *benchmark our performance and ensure that the estate is sustainable, efficient and effective and managed in line with best practice principles*
- *Improve estates efficiency with an overarching single efficiency target for the estate of 10 m² per person*
- *apply the Force agile working principles and Implement agile working where appropriate*

- *develop the Force headquarters site to provide accessible and efficient services for police and partners*
- *collaborate with Bedfordshire and Cambridgeshire Police and forces in the Eastern region to provide estates facilities best placed to deliver shared specialist support and shared business services.*

Keep Tax Low – we will reduce our estate costs through:

- *income generation from surplus estates sites. We will develop our long-term ambition of our estate generating income to support the costs of delivering local policing*
- *a shared estate and realise the operational and financial benefits from working with our Local Authority partners and through deeper collaboration with Fire & Rescue services.*

Focus on Victims – we are committed to provide an estate that supports our focus on victims and all our estates users. We will:

- *support victims, communities and our staff through providing an estate that is refreshed, efficient and effective for all users*
- *provide an estate that is easy to access in its location and design*
- *improve information on where and how to access services and within the constraints of operational security, we will communicate the policing functions of our estate.*

2. Estates Strategy 2017 – 2022 development

The Estates Strategy has been developed in close collaboration with stakeholders from the Commissioner, the Force and partners. The strategy development process has included:

- Stakeholder interviews – a series of interviews, with stakeholders from across Hertfordshire: Police Crime Commissioner, Police and partners, were carried out in December 2016. The interviews captured up to date information and views on estates requirements and the perceptions, opportunities and challenges of the current and future estate.
- An Estates Strategy Workshop working with key stakeholders from the PCC, the Force and Fire & Rescue, to understand and agree the:
 - Proposed future estates direction for the Constabulary and how it supports the PCC'S Community Safety and Criminal Justice Plan key ambitions.
 - principal influencing themes and priorities including:
 - HQ development
 - Operating bases
 - Custody
 - Joint Protective Services
 - Training
 - Agile working
 - Generating revenue.
 - Next steps.

3. The Current Estate

Hertfordshire polices an area which covers 634 square miles, 70% of the county is designated as rural, with four centres of population with over 50,000 residents: Hemel Hempstead, St Albans, Stevenage and Watford.

The Force local policing focus is through ten Community Safety Partnerships which are coterminous with local authority areas. Each policing district has dedicated neighbourhood, local response and crime teams, supported by inter-agency partnerships and centralised specialist support. Travel times and distances across the force (median distance 13miles and median travel time 21 minutes) are lower than police national averages (median distance 17miles and median travel time 30minutes).

The police estate currently comprises 37 police stations/police offices with a floor area of 60,000 m² and made up of 16 freehold sites (80% of floor area), 15 leasehold sites and 6 sites occupied on a licence agreement. The space utilisation of 18 m² per FTE is below the police national average of 22 m²/fte.

The Headquarters complex represents 30% of the total Force area (18,500m²) of which 8,000 m² are used by specialist functions – force control room, scientific services and fleet.

The strategic alliance with Bedfordshire and Cambridgeshire police forces, delivers joint protective services which take up 21% of the force estate floor area (12,300 m²) and the alliance is currently implementing elements of shared business services.

Estates and central building costs have been reduced by 21% over the life of the 2013 Estates Strategy. The Hertfordshire Constabulary estate costs are currently £7.0m per annum and £1,952 per FTE and are low compared with the national force average of £8.9m per annum*(HMIC 2016 VFM data).

This Estates Strategy 2017-2022 is founded on a estate that has been operated efficiently, has produced significant capital receipts from disposals and re-furbished facilities in seven of the ten force districts including:

- new stations at Hatfield and Hertford
- re-furbished Stevenage and Cheshunt
- re-located three Community Safety Partnership bases to shared accommodation within Local Authority sites at Rickmansworth (Three Rivers), Borehamwood (Hertsmere), and St Alban's (SACDC)
- relocation and redevelopment is under discussion at the following sites to improve efficiency through co-location at Local Authority premises: , Watford (Watford Borough Council), Letchworth/Hitchin (North Herts)
- Refurbishment to take place at Hemel Hempstead.

These current and planned developments have resulted in five significant sites being identified for review to understand the options and potential for revenue generation in-line with the Commissioner's strategic ambition for the Force. The sites at Watford, Borehamwood, Hemel Hempstead, Hoddesdon and St Albans have been subject to detailed options evaluations carried out by estates professional resources at Kier.

4. Agile Strategy

The Estates Strategy 2017 – 2022 has adopted the key principles of Agile and will apply them to all estates reviews and plans.

The key agile principles are:

- Development of safe and productive physical environments.
- Understanding agile working and promoting cultural change.
- Maximising the use of current and emerging technology.
- Trusting and empowering our staff.
- Benefit realisation – reduced estates footprint, reduced square metres per person, reduced estates cost – maintenance and operation, reduced number of internal moves, improved utilisation.

In consultation with the force Estates function, the Agile Project has identified specific site locations to potentially create suitable agile working areas for our own staff and visitors. Key sites for consideration will include Headquarters, Hatfield Police Station and Stevenage Police Station.



5. Key Themes

5.1 Force Headquarters

The Force Headquarters site represents a significant part of the estates annual spend of £7m annual cost with a number of the buildings at or approaching the end of their economic life

Force Headquarters provides a recognisable and accessible centre for leadership, collaboration, idea and knowledge sharing and innovation. This strategy adopts the principle of developing the Headquarters as the visible and accessible leadership centre of the force and designing modern and agile facilities that maximise the opportunity to share knowledge and best policing practice.

Subsequent to the Estates Strategy 2013, considerable progress has been made in planning for the redevelopment of the site. The stakeholder interviews and Estates Workshop identified the Headquarters developments are welcomed by stakeholders and there is a desire to progress these early in the life of this estates strategy.



The Commissioner and the Force are committed to maintaining the Headquarters site at Welwyn Garden City accommodating the following functions:

- Force Command Team
- Force Control Room
- Scientific support
- Vehicle Fleet.

In addition to these functions, there are a number of important opportunities for investment and development of the Headquarters site.

The location and functions of the Headquarters offer great opportunity for investment to provide more efficient premises. This coupled with the 10 year maintenance projection for the current HQ site which is £15m (50% of the total forecast maintenance for the Force estate) provides a strong case for investment. This case will need to be validated through a business case assessment.

Opportunities include:

- Development and design for agile working at the Headquarters site will drive further efficiencies through reduced footprint
- Utilising the large and state of the art control room which offers considerable potential to act as a shared control room with other emergency services or as a shared force and regional capability
- Development of shared estate including a joint HQ and training opportunities with Fire & Rescue to provide efficiency benefits as well as releasing space at Hatfield.

The wider site income generation opportunity for development is consistent with the Commissioner's commitment to delivering an efficient estate and exploring new ways to generate long term income from the estate.

The Corporate Estates Board has established a dedicated project team - the Headquarters Project team - to progress:

- Headquarters site development options
- Headquarters site masterplan
- Headquarters site development Business Case

Subsequent to the Headquarters masterplan being agreed, the Project team will prepare costed implementation plans for approval by the Corporate Estates Board, Chief Officer Group (COG) and the Commissioner.



5.2 Local policing

To maintain and enhance public focus, the Commissioner has made a commitment to ensuring that each of Hertfordshire's 10 districts and boroughs has at least one police station where their core local police team are based, supplemented by smaller local presence where required. This is further supported by a commitment to improving public accessibility to the police. Working to the principle that the profile and accessibility of in-use stations should be maximised, the public should be able to attend a police station by appointment if that is preferred to a visit at home or work.



Our key ambitions for local policing are to provide local facilities that:

- *Are visible and easily accessible to our communities*
- *Provide access by appointment for the public at 10 strategic local stations/hubs and facilitate face to face engagement with officers*
- *Clearly communicate the policing functions delivered from each of our premises unless there are operational security restrictions*
- *Maximise the efficiency of our local policing facilities through implementing agile principles and sharing estate with other public services where that is efficient or economic*
- *Are of the size, function and location to optimise our local policing services in line with demand*
- *Enable the use of technology within local policing to:*
 - *Assist communications with our communities through the use of digital and telephone contact but not replace face to face contact where this is most appropriate.*
 - *Facilitate services associated with vulnerable victims and witnesses in conjunction with the Criminal Justice Estates Reform Programme through providing, for example, remote witness facilities and provide future access to virtual courts.*

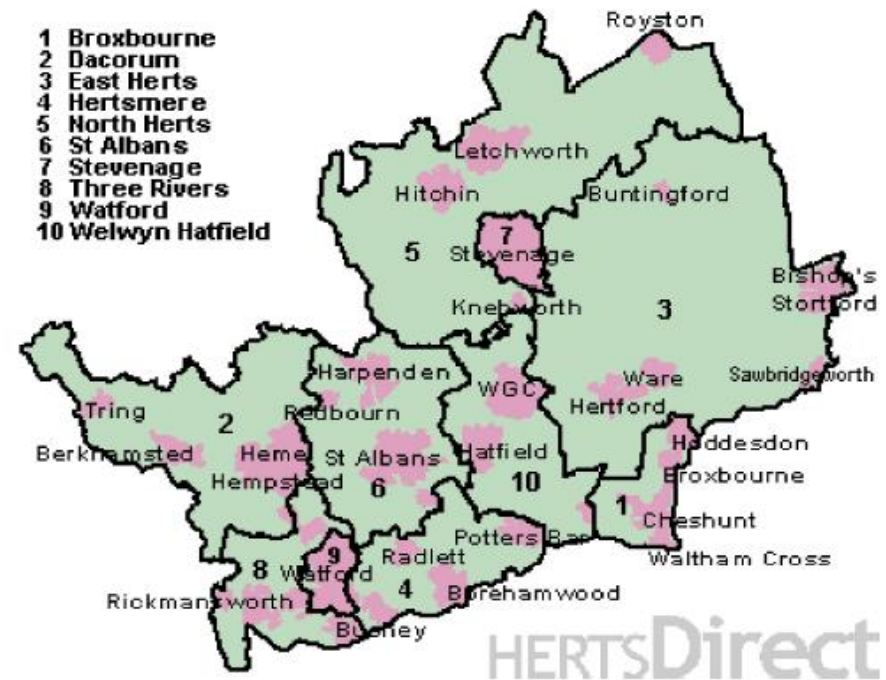
Our local policing estate currently comprises 21 police stations, with co-location in public sector hubs in St Albans, Hertsmere and Three Rivers. The public sector hubs have created surplus sites and allowed the Commissioner to explore the development potential of these sites to generate long-term revenue and drive ‘business sense’ efficiencies as set out in the Community Safety & Criminal Justice Plan. These are now subject to further exploration and business case development as outlined in the Income Generation Section of this strategy.

The Force will explore opportunities for co-location with our local partners such as local councils and fire, which offers improved access to services and greater efficiency.

We will not compromise on providing accessible local police facilities for our communities and ensuring our local police stations are fully utilised and configured to best provide local policing services and support our most vulnerable people, victims and witnesses.

We will review with our communities, the requirements for access and Front Counter Services. We will subsequently implement any changes to provide sufficient and appropriate access to our police stations and co-located facilities. We will then maintain and publish full details on how and where to access local police services from local police stations, co-located service hubs, and access to police officers located in other public buildings.

Strategic local policing units will be maintained within districts, supporting their individual Safer Neighbourhood Teams.



5.3 Custody

Investment in the provision and running of custody suites requires considerable investment and long-term planning. The force has custody suites at Hatfield and Stevenage providing custody facilities for the Force. Hatfield and Stevenage are both strategic sites for the Force and any future development of custody needs to be considered in that context.

In line with future demand planning we will explore the longer-term requirements for custody that considers:

- Current and future demand and prisoner profiling
- Travel times to custody and optimum locations
- Opportunities, risks and limitations of tri-force and regional custody provision
- Use of modern cost efficient custody blocks/modular suites – providing the most flexibility
- Criminal Justice Estates Transformation, court locations and virtual courts development
- HMIC reviews of custody.

The potential requirement in the longer term for custody facilities at sites in the east and west of the force area was identified. The Force is aware of the potential for two major housing developments which are currently in the early stages of development in the east and west of the force area.

The Force Estates Department will be proactive and maintain up to date information on these potential housing developments. We will initiate further work through the Corporate Estates Board, including consideration of collaboration with Essex Police for developments in the east of the Force, when and if these developments become more likely to progress. These developments will be explored as required along with any future custody requirements considerations



5.4 Specialist units – JPS and ERSOU

The Force recognises the opportunity to work in closer collaboration with our partners in Bedfordshire and Cambridgeshire and across the Eastern Region to develop solutions that will provide an effective estate for Joint Protective Services, Organisational Support and Operational Support and other collaborated command units.

The work by the National Specialist Capabilities Review is ongoing and will, in time, inform the estate requirements of specialist units at a force and regional level. However, there are some emerging themes that are likely to impact on future estate requirements.

Joint Protective Services Command suggests this demand is likely to require 2 operational 'centres of gravity' covering the tri-county forces of Hertfordshire, Cambridgeshire and Bedfordshire – with one in the north and one in the south. Hertfordshire is committed to working with our partner forces to develop a joint estate strategy and solutions for JPS. The JPS estates requirements will be reviewed on a team by team basis and take into account the individual functions within JPS and their specialist needs. The potential for a re-developed facility at Welwyn Garden City HQ to provide JPS accommodation hub in the south will be explored. Major Crime are already based at WGC HQ and no change is proposed.

Demand is expected to grow in the area of traffic cameras, enforcement ticketing and collision investigations and the estate strategy could potentially incorporate this through optimisation of the sites at either Stevenage or WGC HQ is the south of the tri-force region.

Specialist capacities are more likely to adopt a 'networked' model maintaining existing force structures rather than regional or national capabilities and will rely more heavily on technology than physical colocation to create the network and deliver operational effectiveness. It may therefore be more likely there will be an emphasis towards capital investment towards collaborative technology rather than collaborative buildings.

For Hertfordshire, like most other forces, maintaining a lean, modern flexible estate with good road and public transport links will offer the best future-proofing to meet emerging and changing demand picture.

Road Policing teams for the south of the tri-force region previously based at Hertford, Stevenage and Hitchin have been co-located to a single base in Stevenage. Armed policing and dogs will remain at their existing base at Luton Airport.

Hertfordshire will work with Eastern Region partners to develop a specific estate strategy for ERSOU (Eastern Region Special Operations Unit). This will respond to the direction set by the National Specialist Capabilities Review and the regional response to it. In the short term some decisions will need to be taken around the scheduled end of current lease arrangements at a key site based in Hertfordshire. This will be reviewed in the context of the regional model which, it is anticipated, will be based on a 3-hub approach at locations to be agreed.

5.5 Income generation opportunities

We are committed to exploring options to generate long term income from our estates assets which can be used to fund policing. The primary way this can be achieved is through a retained interest in the redevelopment of surplus sites, however, we will also explore opportunities to lease operational space to our public sector partners where there is an operational rationale and identifiable service benefits to the public.

Our ambition is to generate income from our estate that provides a significant contribution to the cost of local policing for Hertfordshire. This is an important step for the Force and will require careful planning and implementation to mitigate risk and ensure that the Force has the requisite capability to support these developments.

Our target, within the life of this estates strategy, is to generate income to reduce the overall estate costs (net of replacement and maintenance costs) in order to focus resources on front line policing delivery.

Any existing or future surplus sites will be reviewed to identify and evaluate their sale and/or redevelopment potential and thereby optimise their value to the Force in the context of the Force's prevailing revenue and capital planning objectives.

Recent changes to site occupation, through operational change and co-location of services with other agencies, have made a number of sites surplus to requirements. The Force has 3 surplus sites at St Albans, Hoddesdon and Borehamwood with a further operational site at Watford which offers the potential to generate long term income through their redevelopment.

An extensive review and weighted evaluation of the options and opportunities for each site was conducted in December 2016. All 5 sites represent an opportunity for the Force to generate significant capital receipts or longer-term revenue generation either in isolation or in conjunction with other public and private sector partners.

The site options have been assessed at the level of strategic business case and all will be subject to more detailed proposals and subsequent detailed business case proposals to demonstrate the best value option for the PCC consistent with his stated objectives.

The surplus sites could all be sold relatively quickly to generate capital receipts through a competitive bidding process to demonstrate best value. Alternatively, the Force could retain a long-term interest in their redevelopment and the underlying opportunities are:

- **Hoddesdon** – to progress the residential development of the Hoddesdon site either in conjunction with Broxbourne Council and their subsidiary housing company Badger Housing or an alternative developer partner.
- **Borehamwood** – to progress the opportunity to pursue a joint public sector residential development with a private sector developer selected via the Homes and Community Agency framework.
- **St Albans** – to progress, subject to best and final offers, the optimal proposition for the site’s residential redevelopment in partnership with either St Albans District Council or Angle Property, a private development partner.
- **Watford** – to consider acquisition of the redundant Courts site to enhance the potential and value of the Police site and progress with a mixed use commercial and office development in partnership with a private developer.

The development of detailed business cases for these sites will be undertaken by the Office of the Police & Crime Commissioner supported by the Constabulary.

5.6 Police Houses

A review of Hertfordshire Police housing portfolio was carried out in September 2016. The review identified that the portfolio currently consists of:

- 13 Police houses
- Of those, one police house is currently privately rented with two further police houses in the process of being marketed for rental.
- 8 (of the remaining 10) police houses will become available for disposal through anticipated retirements by 2019.

We will review the houses on a case by case basis as they become available through the life of this strategy. The Corporate Estates Board will evaluate the most appropriate of the three following options of disposal, rental or development of the asset.

5.7 Sharing Premises

The Commissioner and Constabulary embrace the principles of public sector partnership and are committed to realising the operational and efficiency benefits that a shared estate can provide.

Within Hertfordshire we have already created public sector hubs in St Albans, Hertsmere and Three Rivers and will consider other public sector collaboration where there is a clear benefits case to do so.

The St Albans hub has created the opportunity to consider the redevelopment of the vacant St Albans Station site for long term income generation.

The Hertsmere hub has allowed us to relocate officers from Borehamwood Station and thereby create the opportunity for income generation from the Borehamwood site.

The Three Rivers hub and relocation of officers from Rickmansworth Station generated a capital receipt and the opportunity to explore the development of South Oxhey Station as a 'One Stop Shop'.

The public sector hubs have been successful and providing operational and community benefits. However, they create a financial commitment for rent and services. Income generation from surplus estate will offset this cost to the Force.



6. Fire & Rescue Collaboration

The Commissioner is committed to exploring the potential public safety, community and efficiency benefits that deeper collaboration with Hertfordshire Fire & Rescue can provide. The Police and Fire Collaboration Group has been established with the mandate to follow the statutory process to explore in-depth collaboration consistent with Home Office guidance.

Estates specialists from both services are members of the Collaboration Group and are responsible for ensuring that the police and fire estate is professionally represented. Whenever a site is considered it must be in the context of requirements and assets of the other emergency services. Because of the statutory duty to collaborate as well as shared estate currently, this must also include the East of England Ambulance Service.

The efficiencies and operational benefits that can be achieved from a shared estate for Police with Fire & Rescue are clear. Specific opportunities for Hertfordshire arising from a shared Police and Fire estate are: the colocation of headquarters for Fire on the current Police Headquarters site, which could provide an important capital receipt for the Commissioner and enable further development of the headquarters site for income generation.; and the development of a shared training base at Hertfordshire Fire's current training centre at Stevenage.

The business case to explore shared governance, if approved by the government, from 2018/19 and closer working with Fire & Rescue Service in Hertfordshire whether or not governance becomes shared, will identify the full estates and other benefits to be achieved from the collaboration and the most appropriate organisational relationship. Subject to approval we will then develop a shared estates plan for

implementation consistent with the principles and objectives set out in this Estates Strategy. The local business case for shared governance identifies estates as a significant area where there can be efficiency and economy improvements as well as public safety benefits to Hertfordshire if the PCC becomes the fire and rescue authority as well as responsible for police governance.



7. Next Steps

7.1 Corporate Estates Board & Governance

The Corporate Estates Board, chaired by ACO Director of Resources, oversees the Headquarters, collaborative and Local Policing estates projects that will be subject to individual business cases, incorporation within the Medium Term Financial Plan and the associated development and implementation of these projects.

The Corporate Estates Board will develop and maintain an overall implementation plan. Consideration and approval of business cases will be undertaken through the Office of the Police & Crime Commissioners Strategic Executive Board.

Management of the Surplus Site developments will be undertaken by the Office of the Police & Crime Commissioner. Consideration and approval of business cases and incorporation within the Medium Term Financial Plan will be undertaken through the Office of the Police and Crime Commissioner's Strategic Executive Board.

7.2 Communications

The Estates Strategy represents a significant change that is likely to impact on each member of the Force, the Commissioner and Office of the Police Crime Commissioner and members of the public and communities of Hertfordshire. The changes required will not be limited to hard estates assets of buildings, but will include the requirement for changing behaviours and working practices – a change in culture. Effective communications are a cornerstone of these estates developments and successful change implementation. A dedicated communications strategy and plan will be developed for the estates

strategy programme which will encompass internal and external communications. The estates communications plan will be aligned with the wider force change programme and associated communications.

7.3 Resource Requirements

The Corporate Estates Board will establish an over-arching and coordinated change programme, requiring programme manager resourcing. To be successful, it is also critical that supporting projects have sufficient and capable resources to deliver them. Many of the projects to deliver this strategy will require capabilities outside of the current skills and experience of the estates team. The Board will need to support the sourcing of additional technical capabilities especially in design, project and programme management and communications.

7.4 Next Steps

The Corporate Estates Board will coordinate activities and resourcing to establish the Estates Strategy programme and supporting projects. Short term actions:

- Develop the Implementation Plan with priority projects:
- Develop business cases for investment and replacement projects.
- Liaise with OPCC on the development of business cases relating to Surplus Site developments.
- Establish estates portfolio with programme and supporting projects and resourcing
- Develop and implement Estates Strategy Communications Plan.