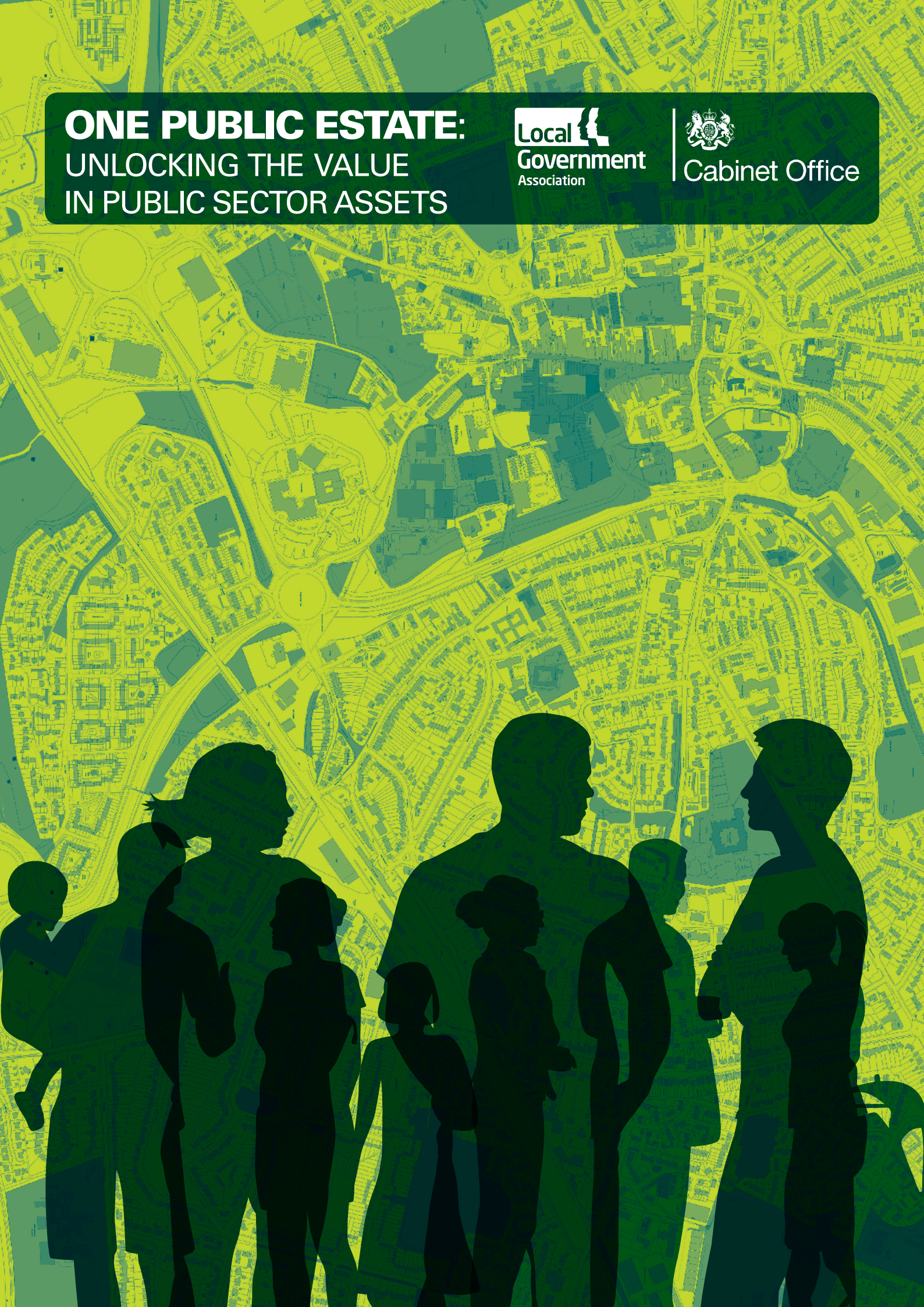
ONE PUBLIC ESTATE:
UNLOCKING THE VALUE IN PUBLIC SECTOR ASSETS

Local Government Association

Cabinet Office



GPU

The Government Property Unit (GPU) was set up in 2010 to improve efficiency and release value within the Government's property estate.

We aim to deliver a modern, sustainable and fit-for-purpose estate, boosting productivity, driving up efficiency and releasing surplus assets to create economic growth. Through coordinating how central government uses property, as well as working closely with organisations across the public sector, we aim to achieve maximum value for the taxpayer.

www.gov.uk/government/groups/government-property-unit-gpu

Local Government Association

The Local Government Association (LGA) is the national voice of local government. We work with councils to support, promote and improve local government.

We are a politically-led, cross party organisation which works on behalf of councils to ensure local government has a strong, credible voice with national government. We aim to influence and set the political agenda on the issues that matter to councils so they are able to deliver local solutions to national problems.

www.local.gov.uk

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Foreword

In the time since the One Public Estate programme began as a pilot in 2013 we have started to see a substantial shift in the landscape of public sector asset management.

Central and local government have a shared ambition to make efficient and productive use of our estates; and to see land and property not simply as a cost but an enabler for growth and service transformation.

We are already seeing the benefits of working in larger partnerships and adopting a public sector-wide mind-set. The One Public Estate programme adopts and promotes these shared values, channelling funding and support through councils to deliver ambitious joint projects.

But there is much more to do and more savings to make. Government is set to raise at least £5 billion from land and property and release land for 160,000 homes during the Parliament. There are clear benefits for all parties in effectively engaging with local government. Yet past experience has varied substantially, from excellent to none at all. That's why we have brought in the new Duty to Engage and Duty to Dispose in the Housing and Planning Bill. And through the One Public Estate programme we are working to introduce a new Priority Purchaser status for councils wishing to buy central government land where there is a clear case for doing so.

We have also introduced measures aimed at increasing transparency and accountability for local taxpayers by giving councils better information on which to take decisions about their estate. Each year, I present to Parliament the State of the Estate Report. It is a legal requirement that I report on the efficiency and sustainability of the central civil estate. This yearly progress report, covering the size and cost of the estate and how well we are fulfilling our sustainability commitments, helps inform action across Government. Extending this to the local government estate and the military estate should equally help ensure a consistent and comparable set of data and reporting against which decisions can be made.

Public authorities must be responsible in how they manage their estate, including releasing surplus land in a timely manner. That's why the new package includes a Duty to Report on Surplus Land.

It is important that we all play our part in identifying how central and local government can manage our estate more efficiently, which is why Government said at Autumn Statement we would strengthen the Right to Contest.

We began the One Public Estate programme as a pilot. We didn't know if it would work or if councils and others would see the benefits. Two years on, we have built on early success and the programme is thriving. With over 100 councils now fully signed-up, it's a very encouraging sign that there is will and excitement about what can be achieved by working together. I look forward to seeing many more successes from our joint working.

Rt Hon Matthew Hancock
Minister for the Cabinet Office and Paymaster General

Local government has a proud tradition of efficient asset management: using land and property to deliver service priorities that are important to local people, whether that be managing rural farm estates so that the sons and daughters of farmers can get a foothold in the industry, through building new homes for a growing population, to facilitating ambitious multi million pound regeneration schemes with the private sector to help boost the economy and secure growth. You will see examples of all of these in this brochure.

So I am very pleased to be able to announce, with the Minister for the Cabinet Office, an extension to the One Public Estate programme, taking it from an innovative pilot with 12 councils, to a national programme.

Just as important as the programme extension though are the allied measures to help our two sectors work more effectively together. A beefed up Ministerial Star Chamber will help iron out disagreements and barriers; an established Priority Purchaser status for councils will enable the public sector generally to co-locate, avoid competing for scarce resources in the market place, and retain much loved historical landmarks.

I think we have proved the point through the first two phases of One Public Estate that, probably, only local government has the democratic legitimacy, the dedicated interest, and the breadth of responsibilities to be leaders of place – to offer an integrated place-based partnership. I would like to thank the Minister, and his civil service team, for acknowledging that with us. So the proposals in the Spending Review to allow us greater flexibility in the use of our capital receipts, and the Duty to Engage with us, will all help both our sectors get 'more for less' out of the use of our land and property.

For our part, I want to take this opportunity to reaffirm our sector's commitment to meeting government's housing and growth targets. Whether that is directly through new homes development, or indirectly through our planning powers and partnership strengths. Local government sold £10 billion of land and property in the last Parliament, and the Office for Budget Responsibility (OBR) anticipates we'll achieve a similar sum between now and 2020. We continue to deliver residential planning consents in excess of the private sector's ability to build out, and we have facilitated land assembly and regeneration schemes in the face of challenging economic conditions.

I look forward to welcoming a new cohort of councils, combined authorities and other ambitious partnerships on to an expanded One Public Estate programme.

Lord Porter of Spalding CBE
Chairman of the Local Government Association

A new landscape for public sector land and property

We have seen bodies across the public sector being truly innovative, using their land and property as an enabler for local growth, service transformation and efficiency savings which can be re-invested. In the context of major agendas such as housing, health and social care integration, and benefits reform to name just a few, it is hardly surprising that we are increasingly turning to one of our largest costs – land and property – and seeing it not as a millstone around our necks, but as an opportunity to unlock transformation.

Last summer we brought some of the local authority chief executives from One Public Estate (OPE) together with HM Treasury and the Department for Communities and Local Government to consider what more could be done to support councils on the programme and beyond to deliver locally. It is a tribute to those who made the compelling argument that **capital receipt flexibility** (ie ability to spend capital receipts on revenue costs of service transformation) could bring a significant boost to local service transformation that this was announced at Autumn Statement. This important measure offers a strong incentive for councils to think creatively about how they can use assets to enable service transformation. Guidance can be found here:

www.gov.uk/government/publications/guidance-on-flexible-use-of-capital-receipts

Over this Parliament, central government is set to release land for **160,000 homes** and raise at least **£5 billion** from land and property disposals and local government is forecast to raise over **£9 billion** from land sales. These are justifiably bold ambitions, but we have seen through OPE and beyond that public sector partners across the country are increasingly working in partnership to maximise local and national benefits.

The meeting with council chief executives also discussed varying experiences of government engagement with local authorities when planning to dispose of land. It is clear that strong partnerships and engagement throughout the process drive better outcomes for all parties. That's why government is giving its firm commitment to engagement by introducing a new **Duty to Engage** in the Housing Bill. This puts a legal duty on government departments to engage with the relevant local authority as they are developing proposals to dispose of land.

Chief executives were also keen for central government to consider ways to better enable councils to buy surplus central government land where there is a clear case for doing so. The OPE prospectus committed to working towards introducing a **Priority Purchaser status** for councils. Councils have both strategic and direct delivery roles in meeting current and future housing and growth needs locally. It is hoped that a priority purchaser status will enable councils to use surplus government land to unlock local growth and regeneration.

Measures in the Housing Bill also seek to support more transparent, accountable and effective public sector asset management. They will support OPE councils and others to base decisions on their estate on a fuller evidence base and identify where faster action is needed to release surplus land. The package of includes:

- a new **Duty to Report on Surplus Land** which has been held as surplus for over two years – or, in the case of residential property, over six months; giving reasons why the land has not been released
- extending the **Duty to Report on the Efficiency and Sustainability of the Estate** to military estate and the local government estate
- strengthening the **Right to Contest** by allowing the Power to Direct Disposal of Land to be used in a wider range of circumstances to those that currently apply.

It is clear that strong voices across local government are engaging proactively and intelligently in how activity on public sector assets can support and drive delivery of common goals. We face common challenges, but working together there are exciting opportunities ahead to use land and property as enablers for local growth, service transformation and efficiency savings which can be re-invested.

Interpreting the new landscape in the context of One Public Estate

OPE supports councils, central government and wider public sector asset holders to develop and deliver a range of projects which improve local services and economies. In developing project proposals, partners will look at both the local and national context. Below are some of the national initiatives central government is progressing which are relevant for OPE partnerships.

Health

Strategic estate planning and engaging with NHS Trusts and Foundation Trusts

The NHS is in the process of transforming its services. System wide five year forward plans are currently in development. A critical part of delivering this vision is the drive for a more efficient estate to free resources, and a transformed estate from which to deliver new service models.

The two NHS property companies, Community Health Partnerships (CHP) and NHS Property Services, working on behalf of NHS England and the Department of Health have been tasked with helping local health systems to develop and implement local estate strategies; estates plans will be agreed and finalised throughout 2016.

OPE has been successfully used to facilitate partnership working with councils and local health leads in the development of these plans as well as future assistance with their implementation.

www.communityhealthpartnerships.co.uk/strategic-estate-planning

Defence

Footprint Strategy, Strategic Defence and Security Review

In 2015 Government published the National Security Strategy and Strategic Defence and Security Review (SDSR). In relation to the defence estate, the Review says:

The Ministry of Defence's (MOD) current basing footprint does not meet the needs of our modern Armed Forces. We will make the MOD's estate better suited, while reducing it and making it more affordable. We will invest in key defence sites, and reduce the built estate by 30 per cent, releasing public sector land for 55,000 new homes to support wider prosperity objectives.

To read more about the National Security Strategy and SDSR, go to:

www.gov.uk/government/publications/national-security-strategy-and-strategic-defence-and-security-review-2015

The MOD is currently conducting detailed work to develop a Footprint Strategy, which seeks to identify the most cost effective approach to Future Force 2020 basing to achieve a strategic asset footprint of the right size, quality and location, to support departmental requirements.

The strategy is due for completion in 2016 and is likely to see the release of several currently utilised sites deemed surplus to requirement; this will be in addition to the sites announced by the MOD on 18 January 2016:

www.gov.uk/government/news/defence-minister-mark-lancaster-announces-release-of-mod-sites-for-development

There is an opportunity for councils to work closely with the MOD to advise on how proposals can best be implemented to align with local needs.

Employment

Co-locations and preparing for the end of the PRIME contract

In 1998, Department for Work and Pensions (DWP) transferred ownership and management of its estate to Telereal Trillium under a 20 year Private Finance Initiative contract.

With the end of this arrangement due in 2018, and in the context of benefits reform including the introduction of Universal Credit, DWP is looking at opportunities to improve delivery of its services.

Autumn Statement announced that:

DWP will be transformed into a smaller, more efficient department. DWP's estate will be reformed and reduced by 20 per cent and the number of jobcentres co-located with local authorities will be expanded,

benefiting claimants and those using government services while delivering a total reduction of 30 per cent in estate costs. DWP will deliver cash savings of £319 million on technology while investing in information security.

The OPE programme is facilitating discussions between councils and DWP regarding potential future co-locations.

Revenue and Customs
Transitioning to regional centres

In November 2015 HMRC announced the steps to its modernisation programme to create a tax authority fit for the future, creating 13 new regional centres over the next five years.

HMRC's 58,000 full-time equivalent employees are currently spread across 170 offices around the country, which range in size from around 6,000 people to fewer than 10. HMRC will bring its employees together in 13 large, modern regional centres, equipped with the digital infrastructure and training facilities needed to build a more highly-skilled workforce.

For areas where properties are to be exited there are opportunities to use OPE to ensure that exited sites are used for purposes that best meet local need.

The 13 new regional centres will be in: North East (Newcastle); North West (Manchester and Liverpool); Yorkshire and the Humber (Leeds); East Midlands (Nottingham); West Midlands (Birmingham); Wales (Cardiff); Northern Ireland (Belfast); Scotland (Glasgow and Edinburgh); South West (Bristol); and London, South East and East of England (Stratford and Croydon).

www.gov.uk/government/news/hmrc-announces-next-step-in-its-ten-year-modernisation-programme-to-become-a-tax-authority-fit-for-the-future

Justice
Courts and prisons reform

Autumn Statement announced major investment in courts and prisons reform.

Over £700 million will be invested to fully digitise the courts and create a more modern estate. This will generate savings to the taxpayer of approximately £200 million a year from 2019/20. Together the investment in the courts and prisons systems will enable the Ministry of Justice (MoJ) to release land for more than 5,000 homes.

The Government has chosen to reform and modernise the prison estate, investing £1.3 billion in the next five years, to bear down further on costs and ensure that prison supports rehabilitation more effectively. The Government will build nine new prisons, five in this Parliament and four shortly after, that are cheaper to run and better tailored to reduce reoffending, while selling old, inadequate prisons located on prime real estate to free up land for over 3,000 homes.

In autumn 2015 HM Courts and Tribunals Service consulted on proposals on the provision of court and tribunal estate in England and Wales. This included proposals to rationalise the estate and close some court buildings. The Government response to the consultation is expected in early 2016.

https://consult.justice.gov.uk/digital-communications/proposal-on-the-provision-of-court-and-tribunal-es/

Councils have the opportunity to work closely with MoJ though OPE to help shape and implement these reform plans.

One Public Estate
The story so far and forward look

The Spending Review extends OPE with £31 million funding to support local authorities to work with other local public sector property owners and design more efficient asset management strategies.

The story so far

OPE is a pioneering initiative delivered in partnership by the Cabinet Office's government property unit (GPU) and the Local Government Association (LGA). It channels funding and expert support through councils to deliver cross-public sector collaboration on ambitious property-based projects. Each joint initiative will deliver against one or more of four core objectives:

- create economic growth (homes and jobs)
- more integrated and customer-focused services
- generate capital receipts
- reduce running costs.

We began OPE as a pilot programme with 12 areas in 2013. In 2014, a further 20 areas were successful in joining the programme. Together, these 32 areas forecast the following benefits from being on the programme compared with operating alone: 20,000 jobs, c.9,000 homes, reducing running costs by £77 million, and raising £129 million from land and property sales.

In July 2015 OPE councils were invited to apply to join Phase 3 (OPE3). Backed by £6 million of central government funding announced at Summer Budget, OPE3 will deliver a substantially more ambitious programme, working with more areas to deliver on a larger scale, at a faster pace.

In December 2015 the programme announced that 108 councils working in 24 partnerships had been successful in joining OPE3. These partnerships of councils have developed a wide range of land and property projects that are set to achieve major service transformation, large scale economic growth, and substantial efficiency savings. Some of the common project themes are covered in the case studies within this document.

OPE3 builds on the successful foundations of earlier phases – including mapping assets, bringing partners together on a property board, and agreeing and implementing joint projects – and maintains the same philosophy of cross-public sector working.

OPE is a key part of the new public sector assets landscape, and will operate in that context. Elements of the package such as capital receipts flexibility and priority purchaser status will be particularly important in OPE3. In addition, Government has also committed to establish a Ministerial Star Chamber to help overcome barriers to delivery, and continues to invite challenge to release land through the Right to Contest.

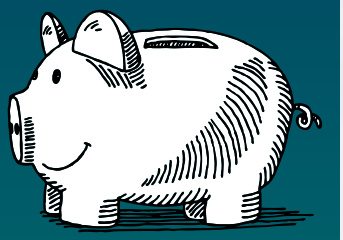
It is a credit to the achievements of those on the programme and the ambitions of OPE3 proposals that Autumn Statement 2015 announced an additional £31 million to further expand the programme. This additional funding will support more councils over the coming years, as well as provide continued support for those on the programme.

Lessons learned

- councils are at the heart of successful delivery - they have the democratic legitimacy, the dedicated interest, and the breadth of responsibilities to lead local partnerships
- it isn't easy work. Partnerships and property require strong leadership and investment – of time, energy and patience as much as cash
- the local economy, services and customers should be the driver, with property as the facilitator
- all ambitious schemes come up against hurdles; at times only central government has the ability to overcome them
- effective cross public sector asset management can deliver integrated services, local economic growth, and support more sustainable local government. But often the biggest wins can only be achieved by working on a larger scale.

£77 million

Reduction in public sector running costs.



£129 million

Generated in capital receipts.

£40 million

Further estimated long-term benefits to local economies.

20,000

new jobs.

9,000

new homes.

One Public Estate
our offer

The essentials

- **asset recording and mapping**
- **shared vision for public sector assets**
- **establishing an appropriate partnership and governance**
- **establishing a vision and programme of work for your partnership**
- **dedicating resource to implementation**
- **reporting progress and benefits.**

Support

- **funding**
- **professional support from LGA and GPU**
- **specialist assistance to unlock specific projects**
- **access to central government**
- **access to a network of local and central government OPE practitioners**
- **ministerial Star Chamber to help overcome barriers**
- **access to senior central and local government experts**
- **sharing OPE good practice and case studies**
- **facilitated Opportunities Workshops to identify new projects to take forward**
- **continued development of Government policy to assist local delivery**
- **technical support on benchmarking and data.**

One Public Estate in action

Successes so far and plans for Phase 3

Theme 1 Blue Lights collaboration

Cornwall
Liskeard Tri-Service Centre

The challenge

The wider OPE for Cornwall Programme, of which the Blue Light work stream is a significant part, is looking at ways to dramatically reduce the footprint of the wider public sector in Cornwall through a rationalisation and co-location programme that will potentially reduce the cost to the public purse by £2.3 million. The challenge is that the people in Cornwall will be able to access the services and support that they need from a network of combined and cost effective service hubs at key towns and localities across the county.

The vision

The implementation of OPE, at the pace and scale required, has the potential to release significant land and property holdings to the private sector, driving growth in employment and housing within the communities of Cornwall, which include some of the most economically deprived communities in the EU.

OPE will also aid the delivery of an improved emergency service to the residents of Cornwall. OPE enables Cornwall to build on existing initiatives which to date have seen England's first Tri-services officer cover duties of Cornwall Fire and Rescue Service (CFRS), Devon and Cornwall Police and South Western Ambulance Service in Hayle.

Actions

The Liskeard Tri-Service Centre and Integrated Service Hub, including the DWP, is an example of how the wider vision can be delivered. This element from the Blue Light work stream is investigating a reduction from seven assets to one single asset by 2018.

Hayle Tri-Service centre

Outcomes

This rationalisation alone has the potential to create c150 jobs and to save c£379,000 revenue over three years. Alongside this, the potential project at Liskeard Tri-Service Centre:

- promotes asset transformation by rationalising existing blue light centres from three to one, reducing running costs and delivering cost savings
- realises improved collaboration across emergency services achieved by a purpose built new facility with integration and cohabitation at the heart of its design, and unique Emergency Tri-Service Officer role
- prioritises community safety through the delivery of intelligence led, customer focused services, coordinated by the Tri-Service Officer
- acts as a pathfinder in establishing a special purpose vehicle for shared property ownership, with potential economic benefits across the OPE in Cornwall and beyond
- accelerates further blue light Tri-Centre projects by developing a blueprint for blue light collaboration across the OPE
- tests the suitability of the Tri-Service officer role in a different locality, to further understand its potential in Cornwall and across the country
- encourages cultural change, exploding myths arounds integrated working and will enable Cornwall's communities to experience, comment on and help shape future Blue Light Tri-Service projects.

Next steps

OPE Phase 3 funding is being used to facilitate the project development and feasibility for Liskeard Community Emergency Services Station and development of the standard approach for Blue Light Property Integration, including the establishment of a Special Purpose Vehicle for new build projects.

Additionally, the OPE programme team from both the LGA and GPU will act as a critical friend in the development of the capital funding bid for the project.

West Suffolk and Suffolk St Edmundsbury Borough Council and Forest Heath District Council
Mildenhall public services hub

The challenge

Through OPE, a wide range of partners, led by Forest Heath District Council, are working to transform the delivery of local public services in Mildenhall.

The vision

Linked to consultation on the Local Plan, the West Suffolk partnership is finalising the business case for the Mildenhall Hub, a public sector hub which will see education, health, leisure, council, DWP, voluntary sector, library, police and fire services and enterprise space delivered from one or two sites instead of eight.

Rather than creating a campus of separate units, the partnership is investigating its preferred option, a single site model built around a principle of separate and specialist operational spaces joined by a 'central heart' with the aim of providing residents a single point to access a range of services delivered across a range of public agencies.

As well as saving money for the taxpayer, and releasing land for growth, the project should help deliver Suffolk's radical agenda for integrating the delivery of all public services around localities and building community resilience. The co-location of this range of services with education, in particular, gives the project a strong emphasis on skills, as well as the care and health agendas.

For some frontline teams, the benefits will come from creating a multi-agency working environment closer to families and communities. Greater front-line integration between local and national agencies is envisaged. The Hub would also offer the ideal focus for piloting new forms of community budgeting and participation. This is because the Hub concept is for a huge range of community activities to converge at one point, or 'hub', offering not only convenience but creating the chance for new links to be made and entirely new activities to be started.

Many of the buildings within Mildenhall are reaching the end of their shelf life, and they will need to be replaced within the next 25 years in any event. In terms of revenue alone, the existing public buildings will also cost around £50 million to the taxpayer over the next 25 years. This adds considerable weight to the argument for the Hub, provided that the public sector can deliver the project collectively, rather than attempting to compartmentalise the investment and savings to individual organisations.

Outcomes

If support and funding for the educational facilities is gained the single site Hub project has the potential to:

- reduce the built elements of the existing public estate by around 4000m^2 or 15 per cent, even allowing for an increase in the current range of facilities
- include over 3000m^2 of shared internal space and shared meeting spaces
- reduce the running costs of the public estate by over 50 per cent (or £20 million) over 25 years
- relocate services from eight sites down to one easily accessible location for customers, close to the town centre
- provide scope for public services to expand in the future, if demand for them grows (including flexibility to deal with any scenario for the future of RAF Mildenhall)
- release more than five existing public sector sites for housing, retail or employment uses, one in a prime town centre location and another by the A11
- provide a flexible environment for virtually any model of service delivery in the future, with strong community ownership
- house a shared 'Hub Host' team in a single shared reception area who can deal with all first contacts with visitors
- integrate ICT systems.

Worcestershire: Place Partnership Ltd

A transformative property vehicle

The challenge

As part of the OPE programme, public sector partners across Worcestershire and the West Midlands have come together to establish a single asset management company: Place Partnership Ltd. It's the first company of its kind entirely owned by the public sector. Its aim is to deliver economic and regeneration benefits by maximising the value of its estate portfolio which includes 1,323 assets across four county geographic boundaries.

The vision

Commencing its operations in September 2015, Place Partnership Ltd has six founding public sector partners:

- Hereford and Worcester Fire Authority
- Redditch Borough Council
- Warwickshire Police
- West Mercia Police
- Worcester City Council
- Worcestershire County Council.

It is an arm's length company; each partner has an equal stake and voting rights. The shareholding group is open to other partners should they wish to join in the future, enabling them to truly maximise emerging opportunities in relation to land and property assets.

What makes Place Partnership Ltd unique is not just its ability to increase operational efficiency, providing the opportunity for economies of scale, cost reduction and significant savings, but also its ability to stimulate growth and change across a large area.

Actions

Place Partnership Ltd are now using their involvement in OPE to instigate a series of locality reviews. This will allow the company to:

- map the assets in a locality
- identify the stakeholders and political drivers for change
- assess which assets are fit for purpose
- understand all partners' operational business models
- identify local needs, growth plans and private sector investment opportunities
- identify solutions for implementation.

Outcomes

Using pilot locality reviews, Place Partnership has identified future savings and other non-financial benefits of:

- approx. £3.7 million of revenue savings in year two
- over £110 million of revenue savings over 10 years
- £118 million of capital receipts (18 per cent of portfolio value over a 10 year period)
- close liaison and partnership with Local Enterprise Partnerships (LEPs) on regeneration strategies
- delivery of a single unified Estate Strategy.

Next steps

The establishment of Place Partnership Ltd builds on its partner's already successful approach to collaborative asset management with central government and the wider public sector. To date their asset management solutions include moving 110 HM Revenue and Customs staff and 550 Department for Environment Food and Rural Affairs (Defra) staff into Worcestershire County Hall, allowing the release of a Defra owned 8.5 acre brownfield site for housing development.

Place Partnerships review cycle

Greater Manchester Combined Authority OPE supporting the Greater Manchester Devolution Agreement

The challenge

The OPE programme plays a key role in supporting the delivery of Greater Manchester's devolution agenda, leveraging public assets across the conurbation to transform public services, deliver efficiencies in the public estate and maximise opportunities to drive growth and regeneration.

The vision

Through the OPE programme the Greater Manchester Combined Authority (GMAC) are working to realise their devolution aspirations by developing:

1. a region-wide land commission
2. an integrated health and social care service
3. a localised 'Investing in Communities Programme'.

Actions

Greater Manchester Land Commission

The GMCA are working to establish the Greater Manchester Land Commission, a platform to bring public sector partners together to coordinate the use of land and property. To underpin their strategic view the Land Commission have been awarded OPE funding to develop a register of all publicly-owned assets in the region, including that owned by civil departments and public sector bodies such as health, police and fire and rescue. This register will be used to identify opportunities for regeneration and will assist the GMCA's ambition to deliver up to 10,000 homes per year.

Health and social care integration

The GMCA are also using the OPE programme to support the land and property aspect of their health and social care integration programme, agreed as part of the Greater Manchester devolution deal. 12 Strategic Estate groups have already been established involving all 10 Greater Manchester Authorities, CCGs, Community Health Partnership, NHS Property Services and NHS England. Together, these groups will develop local plans to improve utilisation of the public estate, develop more integrated health and social care services and improve health outcomes.

Stockport Investing in Communities and town centre regeneration

Working with public sector partners, the GMCA are using OPE funding and facilitation to coordinate the management, disposal and residential development of key sites in Stockport. Stockport is a sustainable location for housing growth and has many publically owned development sites which are currently vacant or no longer optimum for use. The Investing in Communities and town centre regeneration programme will contribute to Stockport's plans to bring forward up to 7,000 homes by 2020, a 30 per cent reduction in property portfolio costs, middle and back office rationalisation across health and council services.

Outcomes

In addition to the wider benefits of devolution, the GMCA have identified further savings and non-financial benefits through the OPE programme. These include:

- more effective use of the public estate
- more integrated and customer-focused services
- reduced running costs
- the disposal of surplus land and property holdings to generate capital receipts
- the development of new homes.

Next steps

To take forward these programmes at pace and unlock further opportunities, GMCA have received OPE funding towards a dedicated programme team to coordinate OPE activities across the whole of the Greater Manchester area.

Stockport town centre

Theme 5 Employment services

Nottingham City Council Improving 'employability' services for young people through co-location

The challenge

Nottingham City Council occupies modern, flexible accommodation in Loxley House. Nearby the DWP occupied two buildings, one of which supported delivery of the Youth Contract providing employment opportunities for 18-24 year olds. The council and DWP wanted to improve their offer to staff, customers and partners.

The vision

Through their involvement in OPE, Nottingham City Council and its partners looked at options for co-location of services.

They agreed that DWP would relocate its Youth Academy (the youth contract team and related services) to the ground floor of Loxley House. The youth academy team was already working closely with the council's economic development youth training function. Co-location has cemented this relationship bringing mutual benefits for both partners.

Experience elsewhere has shown that co-location and service integration with local authorities can break down engagement barriers with service users. Closer working will also support several strands of the Nottingham Growth Plan, which sets out the council's plans for economic growth to 2020. It will help to reshape the city's skills profile to ensure workforce supply meets demand now and in the future, and will help tackle poverty and deprivation by getting more people into good jobs.

Actions

Initial proposals were drafted to integrate the Youth Academy into Loxley House in a flexible, open plan layout providing 35 workstations. The proposal created an opportunity for the council to redesign the ground floor of Loxley House to create a more welcoming and open environment with flexible workspace.

The relocation also became a trigger for DWP to carry out further rationalisation of its estate in the city, reducing its overall running costs by £500,000 a year. This has included the relocation of the Job Centre Plus from the DWP Watercourt building into Nottingham City Council's headquarters.

The project benefited from a strong commitment from the council's leaders, who were keen to work more closely with DWP to find workable solutions to support colocation. This high-level commitment helped it to progress quickly and smoothly.

A formal and complex lease structure was avoided in favour of a simple agreement to occupy a number of workstations at a fixed 'all in' rate per workstation. This can easily be adapted as the space required by DWP changes with demand for its service.

Outcomes

- running cost savings to DWP of £500,000 p.a
- income generation for the council (c.£70,000 in Y1; c.£100,000 expected by Y3)
- enhanced collaborative working leading to improved service delivery
- better user experience for the public, staff and other partners
- the release of the DWP Watercourt site for redevelopment next to Loxley House
- better alignment between youth skills and local job market opportunities.

Next steps

There is a widespread recognition that public sector collaboration is necessary for efficient and better-designed service delivery. Being part of OPE has created a new forum for conversations between Nottingham's public sector partners and enabled the creation of a single property database, which is helping to identify opportunities for further collaboration.

The project has established a firm foundation between Nottingham City Council and the DWP. Discussions are underway to explore further opportunities to work collaboratively.

"DWP's move makes sense not just in terms of efficiency and savings, but also from a customer perspective. We already work very closely with the DWP on a number of successful initiatives to help local people find jobs and apprenticeships and this new arrangement can only help us work together even more effectively."

Councillor Nick McDonald
Portfolio Holder for Jobs, Growth and Transport

Theme 6 Regeneration of surplus health estate

Cambridgeshire
Accelerating health development and transformation

The challenge

The Cambridgeshire and Peterborough health economy has been identified as one of England's 11 most challenged health economies.

At **Hinchingbrooke Hospital** in Huntingdon, land and buildings at on the 40 acre site are poorly utilised and have high operating costs.

The **Ida Darwin Hospital** in South Cambridgeshire District has been considered for vacation/ redevelopment for some time. The 34 acre site represents a substantial and valuable development opportunity to provide housing. An outline planning application was submitted in 2013, and although recommended for approval was refused in July 2014 due to the lack of appropriate community facilities.

The vision

Cambridgeshire's Making Assets Count partnership takes a joined-up approach to public sector estate management. Partners include Cambridgeshire County Council, five district/city councils, police, fire service, health bodies and the Homes and Communities Agency. The partnership is seeking to deliver substantial and ambitious projects under OPE that will use public sector land and property to facilitate service transformation in health and social care.

Cambridgeshire is seeking to create an integrated multi-agency Health Campus at Hinchingbrooke, based on the current site providing end to end integrated care for older people. The vision in Huntingdon is for the MAC partnership to work with Hinchingbrooke Healthcare NHS Trust and other health partners to transform the site to create:

- a healthcare campus
- a retirement village
- key worker housing
- extra/dementia and mental health care facilities, and leisure facilities.

MAC plans to work with Cambridgeshire and Peterborough NHS Foundation Trust to release the Ida Darwin Hospital site on the edge of Cambridge to be re-developed for housing. There is also potential for employment and retained healthcare provision.

Actions

Cambridgeshire County Council, Cambridgeshire and Peterborough CCG and other local healthcare providers have supported a proposal for the new Hinchingbrooke Health Campus. Over the last year, work has been done to develop options that support clinical, financial and operational sustainability. Combining the existing site with an adjacent 12 acre plot owned by Cambridgeshire Police offers potential for the site to be reconfigured. The next step will be to acquire the police land.

A development brief for the Ida Darwin site was supported by South Cambridgeshire District Council in 2013. The Cambridgeshire and Peterborough NHS Foundation Trust plans to resume planning to release the site following a review of its service model.

Outcomes

The partnership forecasts the following benefits:

Hinchingbrooke

- £1 million per annum running cost savings from 2018/19 onwards
- significant capital receipts, to be reinvested into improved health infrastructure
- £3 million inward investment
- release of public sector land with capacity for c.450 homes, including key worker housing, affordable units, market housing and extra care units
- income generation for the Foundation Trust from, for example, leisure facilities.

Ida Darwin

- significant capital receipts (year 3), to be reinvested into improved health infrastructure
- release of public sector land with capacity for c.250 homes (subject to planning)
- integrated service delivery through co-located services.

Next steps

The OPE programme is providing funding and support to progress both of these projects. Next steps include developing business cases, securing alternative locations for existing health services, undertaking masterplanning, and coordinating delivery across multiple partners.

Theme 7 Health and social care integration

Leeds City Council
Integrated health and social care

The challenge

The integrated health and social care programme is one of a range of projects aiming to make better use of public buildings in Leeds, creating new models of service delivery and encouraging partners to work more flexibly together.

It is building on lessons from pilot projects that were already in place in the city, such as:

- colocation of joint care teams in council and Leeds Community Health buildings
- basing local authority social workers in hospitals to support social care needs and patient discharge arrangements.

The vision

Central to this health and care service transformation, which will see over 1,000 staff integrated into new area-based teams, is a joined-up approach to estate management across Leeds City Council and Leeds Community Health. Better use of assets and co-location will reduce running costs while also offering an improved and more efficient service for customers.

The programme will create 13 integrated health and social care neighbourhood teams across the city, working under a new operating model designed to increase efficiency of processes and enhance the sharing of information. Each team will have a main integrated office location, with additional 'touchdown' facilities located in other council and health buildings. In addition to this a team of twenty health staff have already been relocated to the council's main customer contact centre in order to create a new 'Gateway' referral unit which takes and processes health and social care referrals from hospitals and GPs.

Actions

A working group involving representatives from both organisations was set up to develop a joint office accommodation strategy and prepare a city-wide implementation plan for the programme's identified estate solutions. The team prepared detailed design principles and guidance for estate decisions, together with a framework for charging and re-charging the costs of integrated service accommodation. They examined how the programme would enhance service delivery, generate capital receipts through disposal of buildings and reduce running costs across both organisations.

Leeds City Council mapped all operational property on a ward-by-ward basis, including the assets of key public sector partners (police, the fire service, ambulance service, central government departments and health). This has helped to identify the best-fit properties in terms of location, condition, space and other factors for delivering joint facilities and space sharing.

Outcomes

Once fully developed and delivered, the new integrated health and social care operating model will feed into the council's city-wide asset rationalisation work which has already seen £1.46 million saved over 2013/14 and 2014/15.

A further £4.2 million is expected to be saved by March 2017, followed by c. £5 million by March 2020 post refurbishment of the council's city centre headquarters, Merrion House. This work forms part of a wider asset review programme delivering estate objectives in the council's 2014 Asset Management Plan, including:

- becoming a more efficient and enterprising council
- joining up health and social care services
- promoting sustainable and economic growth
- supporting communities and tackling poverty.

It is anticipated that once fully delivered, health and social care integration could support estate savings of up to £150,000 and £500,000 capital receipts from site disposals.

Next steps

The first neighbourhood teams moved into their integrated bases in March 2015, involving around 300 staff. A variety of property solutions across the rest of the city have been identified with work underway to deliver these. The solutions have involved the need for various measures, including reviewing how single buildings are used and implementing new ways of working to consolidate existing staff on site, creating capacity space for the Integrated teams. In addition, in November 2015 the council agreed to acquire two purpose built office buildings in which to base local neighbourhood teams.

London Borough of Croydon
Using public sector land to meet local housing need

The challenge
Croydon faces high demand for housing, including affordable housing. To help meet this demand the council has set a target of 1,900 home starts a year over the next five years. An opportunity to meet this challenge arises as the vast majority of public land in Croydon is owned by the council and the NHS.

The vision
London Borough of Croydon has outlined an ambitious development programme across the borough. Croydon Council and its NHS partners believe working across the public sector with a combined asset management view is key to releasing land for housing. Under the OPE programme, Croydon Council has brought partners together under a new Property Board to shape the local public land agenda and develop an integrated estates strategy.

Actions
The council has established a council-owned development company to directly build new homes. In 2015 the council carried out a wide-ranging review of assets to identify routes to unlock housing delivery a suitable delivery path. A pipeline of projects with housing potential was established, of these 15 sites owned by the NHS/council were identified.

Through Phase 3 of OPE, Croydon will be looking to bring forward 'quick win' pilot projects in partnership with the NHS.

Croydon University Hospital
Bringing forward surplus land delivered by upgrading hospital facilities. By consolidating and upgrading hospital facilities, land on the hospital site becomes freed up for residential development.

Central Parade, New Addington
The New Addington area has been identified by the NHS with a need for additional healthcare facilities. NHS England, NHS Property Services, Croydon CCG, and Croydon Council have been working in partnership to explore a development in the Central Parade. Partners have identified significant opportunities to explore asset efficiencies, including the option to centralise services into a health hub and release land for housing.

Purley Clinic
Services at Purley Clinic have been relocated to Purley hospital opening up redevelopment opportunities. As part of the collaborative arrangements between Croydon Health Services NHS Trust and the council, the council expressed an interest to acquire the site to assist in meeting its objectives for residential development. The council hope this scheme will be the start of wider partnership working with the Trust to unlock larger schemes.

Outcomes
Expected outcomes across the four pilots include seven new community facilities within the next five years.

The Croydon University Hospital site has potential to deliver 150 - 200 new homes alongside an improved A&E facility.

Central Parade, New Addington site is proposed to be allocated in the Croydon Local Plan. The aim is therefore to deliver a landmark high quality mixed-use regeneration scheme providing up to 500 new homes and associated facilities including leisure centre, shared community facility and health and wellbeing centre.

Next steps
OPE funding will be used to accelerate progress and bring forward the developments earlier than would have been the case. It is hoped these four pilot projects will form the basis of a longer term integrated estates strategy with the NHS looking at service integration and regeneration opportunities across all of Croydon.

Funding has also been provided to allow Croydon to develop an expanded OPE partnership and programme within the South London Partnership area.

Central Parade, New Addington site plan

Theme 9 Creating jobs

Liverpool City Region
Liverpool Knowledge Quarter

The challenge

The Liverpool Knowledge Quarter is located within the Mayoral Development Zone and is home to an unrivalled concentration of knowledge economy assets within an urban centre setting. These include the University of Liverpool, Liverpool John Moores University, The Royal Liverpool & Broadgreen University Hospitals NHS Trust, the Liverpool School of Tropical Medicine, Liverpool Science Park, Mersey Bio, the National Oceanographic Centre, the City of Liverpool College, and on its periphery the Liverpool Institute for Performing Arts, Liverpool Women's Hospital, and Liverpool Hope University. Together they make a major contribution to the economy of the city region, and the area continues to attract further investment. There is c. £500 million of development currently under construction in the area.

Liverpool City Council owns a key strategic site on the gateway to the Knowledge Quarter. One of the key objectives of the projects is to expand the council's landholding in the immediate area. It is currently working with a number of partners on the City Region Strategic Asset Board to help facilitate the land assembly process.

The vision

The identified project will build on Government investment in adjacent areas by improving linkages and bringing forward redundant and under-utilised land and buildings held by Liverpool City Council and public sector partners for redevelopment.

The vision for this area is to create a major hub and gateway development, which is the city's number one choice for knowledge and research businesses and institutions, building on the international brand already established.

Delivering this vision will provide a catalyst for other projects, include relocating and consolidating public sector assets, creating a major housing development, and new wholesale retail provision on land acquired by the council from the Homes and Communities Agency.

Actions

An initial vision document for the area was commissioned setting out potential uses for the site; the possible scale, mass and form of any development on the land; and the relationship between the development and the Knowledge Quarter, city centre and the wider city.

A technical team is now being assembled to develop a masterplan for endorsement by Liverpool City Council and the Liverpool City Region in Spring 2016. This will include an economic impact assessment of the development in the Knowledge Quarter, the City of Liverpool and the broader city region.

In tandem with this, Liverpool John Moores University, the University of Liverpool, Liverpool Philharmonic; Liverpool Royal Hospital Trust, Liverpool School of Tropical Medicine and Liverpool City Council, are reviewing their own respective estate strategies and their future asset requirements over the next 10 years, which will inform this master planning work.

Outcomes

Driving economic growth is a fundamental part of the Liverpool City Region devolution agenda and business support to accelerate growth of the manufacturing technology and bioscience in the Knowledge Quarter and job creation are integral outcomes which will result from this project.

The gateway project within the Knowledge Quarter will involve comprehensive regeneration of a 10 hectare site, delivering new homes, commercial space growing knowledge, life science and manufacturing.

In total the Knowledge Quarter will deliver 750+ new homes, 1.8m square feet of employment space. The ancillary projects created by displacing public sector assets from the Knowledge Quarter site will include creation of 144 houses; rebuilt and expanded primary school and re-provision and enhanced 68,000 square feet of wholesale retail space.

Next steps

Once a robust masterplan is agreed, following market analysis and consultation, a planning application for Phase 1 will be submitted in mid-2016. It is anticipated that a start on site for Phase 1 will commence February 2017. In advance of this, work will start on providing the new wholesale market in June 2016.

Theme 10 Defence

Wider Hampshire
Whitehill and Bordon Regeneration Project

The challenge

Over the past 100 years, much of Whitehill and Bordon has been developed around the Army garrison. Following a decision by the MOD to relocate the Army out of the garrison at Whitehill and Bordon, East Hampshire Council, Hampshire County Council and partners have planned a wide-ranging re-development of the area.

The vision

One of the key regeneration projects being delivered is a new 'green town' through large-scale regeneration and development within an unrivalled natural environment.

The vision for Whitehill and Bordon is for it to become a prosperous thriving town in a beautiful natural environment where people choose to live and work because it offers them great opportunities and a great quality of life.

The aim is for Whitehill and Bordon to be at the forefront of place-making with respect to the employment and leisure offer, the quality of housing and public spaces, transport solutions and the delivery of public services.

Actions

Partners have worked together to establish the Programme, consisting of:

1. Strategy Board – providing strategic overview
2. Delivery and Implementation Board – providing efficient and speedy delivery
3. 'Exchange' – consultation tier providing effective consultation.

In preparation for major capital works, development proposals have been put together through to planning approvals and funding is either in place or being actively sought.

Outcomes

The following outcomes are expected:

- a new Health Campus and Care Village built by 2019
- relocating the leisure centre and secondary school to the new town centre in 2019
- vacating health estates could generate up to £4 million capital receipts
- vacating leisure and school sites could generate up to £8 million capital receipts
- vacating sites could release land with capacity for up to 175 new homes
- contribute to town-wide regeneration aim to deliver 5,500 new jobs and 3,350 homes.

It is also envisaged that complementary services will relocate to these sites, such as primary and secondary outpatient care and prevention and self-management services led by community and voluntary organisations. Early consideration is being given to using new technology to enable a smart public service hub to be located in the heart of the town.

Next steps

Everything is in place to deliver this transformation – all sites have detailed or outline planning permission, developers have been appointed for all major sites, the bulk of the finance is in place and plans are in hand to secure the rest.

It is on a more strategic basis that OPE support is sought for such a project. OPE support will enable the partnership to accelerate delivery of all components of the Health Campus, from built environment to re-locating services out of other locations and capturing the redevelopment potential of NHS assets. Property, finance, risk and governance expertise will be required. The project will also pilot the delivery of a 'smart' public service hub ensuring agencies, customers and the public purse benefit for decades to come.

City of York Council
City centre regeneration

The challenge
As part of the OPE programme, City of York Council are working with wider public sector partners to regenerate a number of areas across the City including York Central and Southern Gateway, two large sites in the city centre.

The vision
The regeneration of York Central and Southern Gateway presents a significant opportunity for economic growth across the city.

York Central
Working with Network Rail, the National Railway Museum and the Homes and Communities Agency, City of York Council are using the OPE programme to redevelop York Central, the city's largest brownfield site. This 72 hectare site incorporates a range of existing uses including the National Railway Museum, private housing and operational rail land owned by Network Rail. The redevelopment of this site has potential to create over 100,000 sq. metres of Grade A office led commercial space, nearly 7000 jobs and approximately 1500 new homes.

Southern Gateway (Castle/Piccadilly Regeneration)
City of York Council are the principal land owners in Southern Gateway, an area with a range of public sector buildings and sites including the DWP, MoJ, HMRC, the English Heritage Trust, the York Museums Trust and the private sector. Through the OPE Programme, City of York Council are working to drive delivery of a joined-up regeneration project to improve the locality and create a socially and economically sustainable future. This redevelopment has the potential to create 400 permanent jobs, 450 new homes, 100,000 sq. feet of commercial space and improved connectivity and attractiveness across the city's retail and heritage quarters.

Actions
Significant work has already been undertaken to create high level draft master plans setting out development potentials, costed infrastructure requirements, viability assessments and transport modelling.

Outcomes
Through the OPE programme, City of York Council are able to support key corporate priorities and

- increase house building on council and partner land
- use council assets to drive commercial development and regeneration
- increase the financial yield from its asset portfolio
- improve the environment through decontamination of sites and care of heritage assets.

Next steps
Using OPE funding and facilitation, work is now in progress to support the formal establishment of a sector-wide partnership, undertake a public consultation and engage with property and legal advisors to complete commercial negotiations.

City of York Council – West Offices

The OPE team

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Councils and partnerships in OPE Phase 3

Partnership	Region	Local authorities in partnership	Lead authority	Total funding awarded
Bedford and Central Bedfordshire	East	Bedford Central Bedfordshire	Bedford Borough Council	£ 500,000.00
Cambridgeshire MAC Partnership	East	Cambridge Cambridgeshire East Cambridgeshire Fenland Huntingdonshire South Cambridgeshire	Cambridgeshire County Council	£ 280,000.00
Cheshire and Warrington LEP	North West	Cheshire East Cheshire West and Chester Warrington	Cheshire West and Chester Council	£ 250,000.00
Cornwall	South West	Cornwall	Cornwall Council	£ 470,000.00
D2N2 *	East Midlands	Derby City Derbyshire Nottingham City Nottinghamshire	Derbyshire County Council	£ 75,000.00
East Sussex and Surrey *	South East	Brighton and Hove East Sussex Eastbourne Elmbridge Borough Lewes Surrey Surrey Heath Woking	Surrey County Council	£ 100,000.00

Partnership	Region	Local authorities in partnership	Lead authority	Total funding awarded
Greater Manchester	North West	Bolton Bury Manchester Oldham Rochdale Salford Stockport Tameside Trafford Wigan	Manchester City Council	£ 250,000.00
Hampshire	South East	East Hampshire Eastleigh Fareham Hampshire Havant New Forest Test Valley Winchester City	Hampshire County Council	£ 400,000.00
Leeds	Yorkshire and Humber	Leeds	Leeds City Council	£ 100,000.00
Lincolnshire	East Midlands	Boston East Lindsey Lincoln Lincolnshire North East Lincolnshire North Kesteven North Lincolnshire South Holland South Kesteven West Lindsey	Lincolnshire County Council	£ 340,000.00
Liverpool City Region	North West	Halton Knowsley Liverpool City Sefton St Helens Wirral	Liverpool City Council	£ 340,000.00
LB Barnet and WLA	London	Barnet Brent Harrow	London Borough of Barnet	£ 350,000.00

Partnership	Region	Local authorities in partnership	Lead authority	Total funding awarded
LB Bexley *	London	Bexley Lewisham	London Borough of Bexley	£ 130,000.00
LB Croydon	London	Croydon	London Borough of Croydon	£ 250,000.00
Norfolk	East	Breckland Broadland Great Yarmouth King's Lynn and West Norfolk Norfolk North Norfolk Norwich City South Norfolk	Norfolk County Council	£ 115,000.00
North East Partnership *	North East	Gateshead Newcastle North Tyneside Northumberland	Newcastle upon Tyne City Council	£ 130,000.00
Place Partnership	West Midlands	Redditch Borough Worcester City Worcestershire	Place Partnership Ltd	£ 150,000.00
Plymouth	South West	Plymouth	Plymouth City Council	£ 420,000.00
Sheffield City Region*	Yorkshire and Humber	Barnsley Bassetlaw Bolsover Chesterfield Derbyshire Dales Doncaster North East Derbyshire Rotherham Sheffield	Sheffield City Region Combined Authorities	£ 140,000.00
Solent LEP	South East	Portsmouth Southampton		£ 400,000.00

Partnership	Region	Local authorities in partnership	Lead authority	Total funding awarded
West Midlands Combined Authority*	West Midlands	Birmingham City Cannock Chase Coventry Dudley Nuneaton and Bedworth Sandwell Solihull Tamworth Walsall Wolverhampton	Sandwell Metropolitan Borough Council	£ 150,000.00
Suffolk and West Suffolk	East	Forest Heath St Edmundsbury Suffolk County Council	Forest Heath District Council	£ 230,000.00
Wiltshire	South West	Wiltshire	Wiltshire Council	£ 350,000.00
City of York	Yorkshire and Humber	York	City of York Council	£ 250,000.00

*** Part funding allocated in 2015/16, part earmarked for 2016/17**

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We consider requests on an individual basis.

L16-9