ONE PUBLIC ESTATE: UNLOCKING THE VALUE IN PUBLIC SECTOR ASSETS

FEBRUARY 2017
Government Property Unit

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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Too often, the public is made to feel as though they are the servants of the government, rather than the other way around. It is my simple ambition to reverse that relationship. I want to see a revolution in the way we deliver our public services – so that people across the country feel that government is at their service, at every single stage in the journey and at every single moment of every interaction.

If governing is to serve the people, it is the consistent delivery of effective and efficient public services for local communities that underpins everything we do as a government. Whether it is filling in a tax return online, visiting a government building or applying for a driving licence, the citizen’s journey must be as efficient and smooth as possible – all while maximising value for money for the taxpayer and delivering our commitment to be the most transparent government in the world.

That is why in 2013 the Cabinet Office and the Local Government Authority piloted the One Public Estate programme, aiming to bring central and local government together in order to provide local citizens with a single, integrated point for accessing the vital services they need every day. By pooling together resources and expertise we are helping to create local jobs, release land for housing and invest in the local community – while delivering considerable savings for the hardworking taxpayer.

One Public Estate began with just twelve areas, but today we are working with more than 250 councils on projects transforming local communities and public services right across the country. By 2019-20 the programme is now set to generate 44,000 jobs, releasing land for 25,000 homes, raising £415 million in capital receipts from sales, and cutting running costs by £98 million.

One Public Estate goes well beyond a balance sheet of property and land. It encourages a creative approach to serving the public by using co-location to bring services under one roof, such as integrating local council and job centre services together. It helps release much-needed land for new homes, and invigorates the economy by providing new jobs and inward investment – such as the flagship Knowledge Quarter in Liverpool.

But there is always more we can do, which is why I am delighted to welcome over 140 new councils joining One Public Estate in the last 4 months – meaning the programme now covers over 70% of all councils in England. Together with other public sector partners, they will continue the success of our early pilot schemes by mapping land and buildings, identifying opportunities to make better use of their collective estate and working in partnership to jointly deliver jobs and houses. By the end of 2018, we aim for 95% of all councils in England to be covered by the One Public Estate programme.

This programme’s success is heavily reliant on building a strong and lasting partnership between the wider public sector and the centre. I would like to thank Lord Porter and his Local Government Association team for being such enthusiastic partners and the wider One Public Estate family for the excellent work we are pleased to demonstrate in this brochure.

The year ahead is set to be an exciting one: we will continue to invite new partnerships to join the programme, and we plan to make closer links with other Government programmes including housing, health, and defence. By doing so we will improve the way we deliver public services for the taxpayer – while helping to build a country that works for everyone.

Foreword

The Rt Hon Ben Gummer MP
Minister for the Cabinet Office and Paymaster General
The One Public Estate programme has gone from strength to strength in the past three years. Starting off as an innovative pilot with just 12 councils involved it has now expanded to become a truly national programme with over 70 per cent of councils involved.

Local government has a proud tradition of using land and property to deliver service priorities that are important to our communities. We’ve done this by building new homes to support our growing populations and supporting the delivery of a more customer focused, joined up health and social care service across the country – many of these examples can be found within these pages.

We have proven through OPE that local government has the democratic legitimacy, the dedicated interest, and the breadth of responsibilities to be leaders of place – when it comes to improving our local communities and the delivering public services we all rely on.

There is no doubt that councils are crucial to unlocking assets and meeting housing targets, either through new homes development, or through our planning powers and partnership strengths. 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.

Councils are committed to getting Britain building again, so much so that we have pledged to match the Government’s drive for 160,000 new homes by the end of the Parliament. We will continue to strive to collaborate with government and wider public sector bodies to deliver much needed housing and services for our local communities.

I would encourage councils combined authorities and other ambitious partnerships who have been considering getting involved in the programme to do so. The evidence speaks for itself.

Lord Porter of Spalding CBE
Chairman of the Local Government Association
Interpreting the new landscape in the context of One Public Estate

Through the OPE programme, we have seen organisations across the public sector deliver some truly innovative outcomes from a more collaborative use of their land and property. One Public Estate continues to support the Government’s departmental agendas and devolution plans.

The Housing and Planning Bill became an Act in 2016. Part 8 of the Act will come into force in 2017 and will improve the effectiveness and transparency of public sector asset management and disposal by introducing:

- **A Duty to Engage** – a requirement that Government Ministers engage with councils and other public authorities when developing proposals to dispose of surplus land.
- **Reports on surplus land** – a requirement that Ministers and other public authorities publish a report setting out land and buildings which they have retained as surplus for at least two years (six months for residential property), and their reasons for retention.
- **Power to direct disposal** – allowing an existing power for the Secretary of State to direct specified bodies to dispose of land to be used in a wider range of circumstances.
- **Reports on efficiency and sustainability** – a requirement for councils to report on improving the efficiency and sustainability of buildings which form part of their estate. These requirements are similar to those which central government already reports on, and which are also extended to report on the military estate.

We are publishing guidance on the disposal of surplus government land. It clarifies that the first call on surplus land held by any government department will be for schools and housing; then other public bodies, including councils. It also paves the way for further work on a priority purchaser status for local government later in the year.

**Housing**

**Unlocking land to boost supply**

New housing delivery remains a key priority for both central and local government, with each sector committing to achieving land release for 160,000 new homes (320,000 in total) across this Parliament. The Public Land for Housing Programme\(^1\) involves the Department of Communities and Local Government (DCLG) working in partnership with Cabinet Office and across government. It requires each department to produce a delivery plan setting out how it will meet commitments set out in the Spending Review 2015. It also supports the Government agenda to build 1 million new homes by 2020.

Last year the Government announced £2 billion to deliver Accelerated Construction, increasing the pace of build out by partnering with SME house-builders and using off-site methods. DCLG have published an expression of interest inviting local government proposals and requests for support. Many OPE projects are unlocking central and local government land for new homes across the country. The programme is also linking up with other government programmes to ensure OPE investment is aligned with wider government funding, including the Local Authority Land Release Fund.

**Health**

**Strategic estate planning and engaging with NHS Trusts/Foundation Trusts**

The NHS is in the process of transforming its services, and the disposal of surplus land is high on its agenda. Much activity is expected in the coming months including the publication of the Naylor Review.

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Sustainability and Transformation Plans (STPs) are a key element of the NHS Shared Planning Guidance and the local implementation of the Five Year Forward View. STPs will be place based, multi-year plans built around the sustainable transformation of health and care outcomes in 2016 – 2021. NHS providers, clinical commissioning groups, councils, and other health and care services have come together to form 44 STP ‘footprints’. Many STP areas are working well with councils and are involved in OPE partnerships. The OPE team is supporting STP partnerships including councils to develop robust proposals and deliver joint projects. This is helping to integrate health and social care, unlock land for housing, and raise capital funding which can be reinvested in frontline services.

**Defence**

‘A Better Defence Estate’ Strategy

The Ministry of Defence (MoD) has conducted detailed planning work to develop ‘A Better Defence Estate’ (2016).

To achieve a strategic asset footprint of the right size, quality and location to support defence requirements the MoD has identified that almost 130,000 hectares of surplus land, on 91 MoD sites, will be disposed of. These sites follow on from two tranches of MoD sites announced in January and March 2016. There is an opportunity for OPE partners to work closely with the MoD to ensure that redevelopment of these sites is done to best meet local needs. OPE is supporting partners to deliver on the opportunities stemming from the MoD disposals of its surplus land.

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3 http://www.communityhealthpartnerships.co.uk/strategic-estate-planning

*right: Knowledge Quarter, Liverpool*
Employment
Co-locations and preparing for the end of the PRIME contract
In 1998, the Department for Work and Pensions (DWP) transferred ownership and management of its estate to Telereal Trillium under a 20 year contract known as PRIME. With the end of this arrangement due in 2018, and in the context of benefits reform, DWP has been looking at opportunities to improve delivery of its services.

In January 2017, DWP announced plans\(^6\) to transform into a smaller, more efficient department, reducing its costs by around £180 million a year for the next 10 years. This will ensure people will always be able to access the support they need, but takes into account the increased use of online services, the impact of Universal Credit and the anticipated demand on its services.

The department will retain the majority of DWP offices (both back office functions and Jobcentre Plus offices) but will divest some out-dated and surplus offices, creating more efficient processing sites, merging smaller sites with larger ones, and reorganising its corporate centre to maximise the use of six regional corporate hubs.

DWP will also co-locate around 50 Jobcentre Plus offices with councils or other community services to provide joined-up services for the local community in one accessible location. These arrangements will bring benefits for the department, claimants and the taxpayer.

Education
Free schools
Free schools were given approval in the Academies Act 2010 and establishing 500 Free Schools by 2020 is a manifesto commitment.\(^7\) Free schools are funded by the Government but operate independently of local councils and have more control over how they operate.

Identifying new free school sites is a central part of successful delivery, and the Education Funding Agency (EFA) is the body responsible for acquiring sites for free schools.

OPE partnerships can use the programme to facilitate discussion with the EFA on suitable sites for free schools, particularly where this can best complement new housing developments and town centre regeneration.

Transport
Network Rail set up Network Rail Property
In April 2016, Network Rail gave its specialist transport property business, Network Rail Property, greater independence by establishing it as a property company with its own board to approve investments in the estate and make decisions about the disposal of property.\(^8\)

The new structure and governance arrangement will enable Network Rail to increase its property activities to help generate £1.8 billion to fund the Railway Upgrade Plan by disposing of assets. It will also provide greater focus on plans to deliver land for housing.

In an effort to deliver the bulk of the Department of Transport’s commitment to release land for up to 38,000 new homes, nearly 200 sites across the country have been identified by Network Rail as suitable housing development opportunities for around 12,000 new homes. It is anticipated that land for around 5,000 of these homes will be delivered in London, 3,600 in Manchester and the north, 1,700 in the Midlands and East of England, and around 1,400 homes in the south of England.\(^9\) Network Rail continues to assess these sites with the aim of increasing their potential for housing development.

OPE is supporting a number of partnerships to work with Network Rail and transport bodies – on station and town centre regeneration, unlocking land for housing, and new development schemes.

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Government Hubs
The Government Hubs programme was set up to transform the Government Estate to drive efficiencies for the taxpayer, boost the UK economy by freeing up much needed land and property, and providing a modern working environment for civil and public servants. The Government Hubs programme aims to consolidate government’s c.800 offices into c.200 by 2023.

Relocating civil and public servants from existing, often fragmented office locations to modern, cross-departmental workplaces will make the most of emerging working practices and technology to ensure cost savings.

HMRC: Transitioning to regional centres
In November 2015 HM Revenue and Customs 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 ten. As part of the Government Hubs programme, 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 released there are opportunities for councils to use OPE to promote those sites for future uses that best meet local needs.

East London Office Hub
In December 2016, it was announced that government is set to move around 5,700 full time civil and public servants from offices in Whitehall to Canary Wharf in east London.11 The move, which will be completed in 2018, supports the modernisation of the Civil Service outlined by the new Workplace Plan in July 2016.

Such re-location and co-locations can be facilitated through OPE partnerships, alongside the roll-out of ‘touch-down’ spaces which help boost the mobilisation of cross departmental location.

Justice
Courts reform and prisons strategy
The 2015 Spending Review announced major investment in the HM Courts and Tribunals Service reform programme, including £700 million investment to fully digitise the courts and create a more modern estate.12 It is expected that this will generate savings to the taxpayer of approximately £200 million a year from 2019/20. In autumn 2015 HM Courts and Tribunals Service consulted on proposals to rationalise the estate and close some court buildings.13 In the 12 months since the announcement 10 court sites have been transferred to the Homes and Communities Agency (HCA).

The Government has also announced plans to reform and modernise the prison estate, investing £1.3 billion over five years, to bear down on costs and ensure prison effectively supports rehabilitation. The Spending Review 2015 announced that the Government will build nine new prisons, with five opening in this Parliament while selling old, inadequate prisons located on prime real estate.

Together, the investment in the court and prison programmes is set to enable the Ministry of Justice (MoJ) to release land for more than 5,000 homes. Many court buildings planned for release are centrally located, and some are key to unlocking wider regeneration schemes. OPE has facilitated collaboration between MoJ and councils to help shape plans which best meet local requirements. OPE has also supported MoJ to explore potential locations for new prisons with councils.

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13 http://hmcts-courtdisposals.live.jll.com/
The success of the early phases of the One Public Estate programme have now set the foundations for a truly collaborative approach to public sector asset management. We are delighted to see that the partnerships in the pilot programme have achieved a number of early wins, delivering ambitious property-led projects, boosting local growth, improving local services and driving efficiencies across the public sector.

We have seen a culture change in the approach to public sector asset management, looking at property not only as a necessary cost, but something that can unlock wider benefits for local communities. We are also starting to see the evidence of much stronger partnership working between central and local government and the wider public sector.

One Public Estate has grown significantly since 2013 into a national scheme with over 250 local councils on board and more opportunities for a new cohort of councils to join the programme in spring 2017.

Each partnership will continue to deliver the core One Public Estate objectives:

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

In 2016 we continued to build capacity and expertise to deliver the programme successfully. We increased capacity of our central team to support the local delivery of projects. We have funded project management resources to run partnerships and oversee project delivery and development.

Benefits

One Public Estate partnerships have developed a wide range of land and property projects that are achieving major service transformation, large scale economic growth, and substantial efficiency savings. A number of project themes are also highlighted in the case studies within the brochure.

The partnership proposals supported by October 2016 are set to deliver capital receipts of £415 million; reduced running costs of £98 million; the creation of 44,000 new jobs and 25,000 new homes. It now cannot be in any doubt the contribution that this innovative programme is making to the transformation of local communities.

Lessons learned

The most successful partnerships we have seen have had a portfolio of projects that include quick wins as well as longer term, and more ambitious, projects:

- senior level leadership amongst all parties is the key to successful partnerships
- all ambitious schemes come up against hurdles; at times only central government has the ability to overcome them
- having a range of public sector partners involved is key to gaining maximum benefit for the partnership
- the strongest partnerships are those who have been able to clearly demonstrate the added value of One Public Estate ethos and funding.
Over the next 5 years, Partnerships that joined OPE by October 2016 expect to deliver at least:

£98 million reduction in public sector running costs

£415 million generated in capital receipts

44,300 new jobs

25,000 new homes
One Public Estate

Our offer

From **12 councils** in 2013 to **over 250 councils** on the programme.

Nearly **three quarters of all councils** in England are involved in the programme.

**Partnership challenges**

- Tight funding
- Agreeing and implementing devolution deals
- Navigating multiple government strategies and processes
- Making partnerships work but avoiding ‘forced marriages’
- Property traditionally a low priority
- Access to government departments
The essentials

- Asset mapping
- Generating ideas; a shared vision shaping for public sector assets
- Bringing public sector partners together
- Establishing an appropriate partnership with senior buy-in
- Seed funding and ongoing professional support
- Establishing a vision and programme of work for your partnership

Partnership support

- Funding
- Regional support from LGA and GPU
- Access across central government
  - Sharing OPE best practice and case studies
  - Opportunities workshops to develop your programme of work
- Support to change policy to assist local delivery
- Technical support on benchmarking and data

Future developments

- An independent evaluation of the programme
- Benchmarking support for example across common types of co-location
  - Closer working with major government asset-owning departments
- Comprehensive benefit tracking
  - Pool of experts
- Partnering with the private sector/different sources of investment
OPE coverage map of all councils on the programme in phases 1-5
Case studies

The OPE programme aims to assist public sector landlords to work in partnership and use their assets collectively in order to deliver joined up, efficient and appropriate public services, contribute to the reduction of public spending and to promote economic growth from redesigned and surplus assets.

The case studies contained within this document demonstrate how the OPE methodology is assisting participating councils, central government and the wider public sector in working together to succeed with the better use of public land and property and deliver improved public services. These case studies both look back at what partnerships on the OPE programme have achieved, and look at what they are aiming to achieve.
Case study 1 Public sector (blue light) co-location
North East Partnership (Northumberland)

The challenge
It is essential that blue light and other public sector services have a fit for purpose estates portfolio that effectively supports staff needs, facilitates efficient and effective community safety and emergency response services. The estate must also encourage interoperability and deliver value for money and wherever possible, added value for the taxpayer.

Much of the partners’ estate is reaching, or has already reached, the end of its economic life and requires major investment or replacement. Recent condition surveys identified that some of the properties are no longer fit for purpose due to their age, health and safety issues, inadequate training facilities and their unsuitability for community engagement activities. High quality accommodation and working environments are also recognised as positive facilitators for recruiting and retaining high performing, quality personnel, particularly from under-represented community groups.

The vision
To undertake an ambitious estate renewal and improvement programme that aims to deliver an estate that is fit for purpose and provides a foundation for delivering lean, modernised, integrated public services.

This estate improvement and transformation led programme is acting as a catalyst to identify more efficient and effective ways of working. This will ensure that the partners that ensure the partners can provide quality services which meet the expectations of their communities whilst delivering financial efficiencies.

Actions
OPE funding and support has been essential to kick-start activity in several areas throughout Northumberland, including the new shared facility on the existing site occupied by Berwick Community Fire Station:

- a feasibility study to inform the suitability of the proposed site (the existing Berwick Community Fire Station site) to accommodate the partners in a modern fit for purpose facility and to identify available funding streams which will ultimately allow business case sign-off
- funding for a dedicated project manager has been allocated from Northumberland Fire and Rescue
- a pipeline of blue light projects across the North East Combined Authority (NECA) is in development including further co-location projects in South Tyneside and Northumberland
- the North East Partnership is continuing to work to tie the OPE workstreams into ongoing NECA programmes and regional economic growth themes, which are overseen by NECA and the North East Local Enterprise Partnership.

Berwick Fire Station as existing
Outcomes

- The OPE programme has provided funding that was otherwise unavailable to complete feasibility work for the Berwick co-location project, which it is hoped will benefit both localities by providing service efficiencies and improvements.
- The participation and collaboration that has been encouraged between partners has formed a strong partnership with a joint focus that has led to several tangible opportunities being discovered and developed which should directly benefit the organisations involved.
- The co-location of three blue light services alongside HM courts and county council departments (including Public Protection and Trading Standards) will release land and property for regeneration and economic growth with buildings located both in town centre and industrial areas.
- Capital receipts from selling existing sites, are estimated to be £465,000 from both commercial and town centre locations. This will be realised from potential disposal of the existing North East Partnership and NEAS sites.
- Potential future cost-avoidance of £1.2 million on maintenance backlog and projected five year spend. This is an equivalent cost pressure of £236,000 per annum.
- The OPE funding is also enabling, as part of the feasibility work, a review of available capital funding and affordability of the project to inform the business case.
- Current operational running costs combined calculated to be £182,000 per annum, £910,000 over five years. Savings will also be realised by replacing aged and deteriorating buildings with modern, more efficient combined spaces.
- Running cost savings estimated at £79,000 per annum, or £395,000 over five years.

Next steps

Should the scheme proceed beyond feasibility and obtain business case sign-off, the next stage would be the development of robust capital funding applications.
The challenge
Leeds OPE Partnership, led by the city council are developing a network of community hubs. This will enable public bodies in Leeds including the council, the police, NHS Property Services, the fire and rescue service and the ambulance service, to also change the nature of its work and to be in a better position to handle the changing nature of its face to face work and the increasingly complex issues affecting individuals and their families.

At a time when some councils are reducing or closing public facing services and one stop centres. Leeds wanted to try a different approach.

The impact of welfare reform, universal credit and the changing nature and make-up of local communities mean that flexible, locally based services, able to adapt to changing needs are essential if the council and public bodies in Leeds are to have a real and positive effect on citizens’ lives. Co-locating public bodies offers the opportunity to develop a joined up approach to the delivery of services, and improving the access and overall services for all users.

The vision
By using the community hub model, the partnership hopes to create a single, sustainable, ‘front of house team’ to provide the community hub workforce. This will bring together face-to-face customer services staff, library assistants, jobshop and community engagement officers and relevant housing colleagues. The vision is to continue to make a real difference for local communities, changing people’s lives and enabling the partnership to deliver more and better services at the same or lower cost.

Actions
The delivery of the community hubs has been split into multiple phases due to the scale of the programme and to accelerate delivery:

- **Phase 1** – five sites are now fully operational. Pop-up provisions were also introduced in locations such as GP surgeries/medical centres and supermarkets in order to provide better access to council services.
- **Phase 2** – 18 refurbishment schemes are currently underway or in the planning stage in a number of key locality buildings, mainly existing libraries and one stop centres in order to support the delivery of integrated, accessible and local services.
- **Phase 3** – This phase will look to extend the community hub approach across the city to 25+ sites. This will include housing offices, one-stop centres and libraries that have not been considered so far.
- **Additional opportunities** – Expansion of the Bike Library through further funding provided by Welcome to Yorkshire and Yorkshire Bank. This facility is available at four sites already and funding has been secured to extend the facility to a further four sites. Phase 2 and Phase 3 will also see the additional development of pop-up services and a mobile provision.

Case study 2  Community hubs
Leeds City Council

Pudsey community hub project supported by the OPE programme in Leeds
Outcomes
Through OPE support the operational community hubs have created real integration opportunities with a wide range of services and partners and are providing better outcomes for local people, including helping more people into work:

• evidence from the operational community hubs identifies that there is considerable customer satisfaction both with being able to access services locally and retaining a valuable local resource
• all the Community Hubs have seen an increase in residents using the buildings with one reporting a 95 per cent increase in use and a 31 per cent increase in the use of the enhanced ICT facilities that have been introduced in the schemes completed to date.

In addition to the success on the ground, the partnership can also report the community hubs project as a great financial success as it has the potential to generate up to £3.3 million in capital receipts by 2020.

Next steps
OPE funding of the programme resource will continue to assist in the development and implementation of Phase 2 which will see the completion of a further 18 community hub sites.

The refurbishment and conversion works for the Phase 2 sites will include the provision of library areas, one-stop facilities, jobshops, private interview rooms, hotline phone access to council services, self-service facilities, Wi-Fi, meeting rooms, social spaces, customer toilets and engaging waiting areas. A Queue and Appointment Management System will also be implemented to improve customer flow to enable fully integrated services to be delivered more efficiently to customers.

Programming of Phase 3 has begun which will see the creation of a further 25+ community hubs. The service will be further enhanced through the development of pop-up community hubs and the introduction of a mobile provision.
The challenge
The London Cancer Hub represents an unprecedented and unique opportunity to transform 26 hectares of brownfield land in multiple public sector ownership, to create the world’s largest life science cluster specialising in cancer research and treatment outside of the USA. With 14 million new cases of cancer diagnosed each year worldwide and rising, there is a pressing need to accelerate cancer innovation to discover better treatments for cancer.

The London Cancer Hub will be delivered by multiple cross-sector organisations working closely together: the London Borough of Sutton, the Institute for Cancer Research (ICR), the Royal Marsden NHS Trust, Epsom and St Helier NHS Trust, life-science development partner, and Transport for London.

The partners have worked for two years to develop a masterplan and delivery strategy; a critical factor to unlock the development potential of the London Cancer Hub is the land owned by the NHS. The land identified for expansion – 5.94 hectares of land – under the ownership of Epsom St Helier University Hospitals NHS Trust. Together with funds and influence from OPE to prepare the enabling actions (see below) the project has managed to move on from the planning phase.

The vision
The London Cancer Hub will be the world’s leading life science campus specialising in cancer research and treatment.

The Cancer Hub concept is to take advantage of the vacant and underutilised land on and around the existing ICR estate in Sutton and redevelop it to create an expanded, vibrant community of scientists, doctors and companies. This would be undertaken with the intention of accelerating innovation to expand the delivery of a range of benefits for cancer patients and in so doing it could significantly boost local and national economic growth.

The actions
The London Borough of Sutton joined the One Public Estate (OPE) programme in October 2016 and was awarded funding to kick start delivery of the project which will support local growth and make a real difference to the community and public services in Sutton.

In addition to funding, OPE is supporting the establishment of robust governance between partners which is essential to drive delivery of this major project, and support the enabling activities that are critical to progress the project until a commercial development partner is appointed.
These include:

- undertaking a business case review – the business case is being finalised
- securing NHS approval for bringing together the estate – this step is being finalised
- bringing land under single ownership through a Limited Liability Partnership (LLP) – the LLP is underway.

**The outcome**

The London Cancer Hub Partnership has been steadily making progress towards their vision for two years. The OPE Programme has already started and will continue to help broker relationships with central government departments and ensure they are effectively co-ordinated to facilitate the growth agenda.

The delivery of The London Cancer Hub will take 20 years to be fully realised. However, over the next 10 years the partnership have projected the achievement of the following outcomes; capital receipts of £30 million, reduced running costs of £275 million, creation of 10,000 new jobs, creation of 1,080 new homes and generation of £1 billion of inward investment.

**The next steps**

- Establish a delivery vehicle to hold land and facilitate development.
- Produce a development infrastructure funding strategy as a system of coordinating multiple funding sources to implement a phased programme of infrastructure enhancements.
- Appoint a commercial investment partner – through OJEU procurement, the London Cancer Hub partners will bring on-board a private sector investor/developer.
- Design and implement research hub through the creative interim use of heritage buildings.
- Develop a marketing strategy to engage occupiers and enhance the site as a centre of excellence within London MedCity.
- Develop a hybrid planning application to create a detailed masterplan as outline; planning permission and full planning applications for Phase 1 projects.
- Enhance transport capacity by implementing a phased transport investment strategy.
- Develop the community plaza as the central public square.

Plan of the London Cancer Hub
**Case study 4 Health and social care**

**Lancashire**

**Leyland Health and Community Campus**

**The challenge**

The Lancashire OPE Partnership is faced with the challenge of providing better services against a background of public and health sector reform, whilst improving the satisfaction of their growing communities.

West Paddock is an ambitious long-term community regeneration scheme which will be completed over a 10 year period and aims to deliver better local services. By locating services together in and around West Paddock, both physically and from a customer perspective, the partnership aims to transform how civic, health and community services are delivered to customers. The scheme is a strategic response to anticipated public and health sector reform challenges facing agencies in Leyland which wish to see greater consolidation and improved services where better services can be provided for a growing local population.

**The vision**

The partnership vision is of an ambitious long term community regeneration scheme. The vision is for the new Leyland Health and Community Campus to transform the health, civic and community service provision serving the local community.

The campus will create its own economic growth (new homes – at least 60 residents flats and over 300 jobs) whilst supporting the City Deal ambitions for 17,000 new households and 20,000 jobs.

**Actions**

Support and funding from the OPE programme has provided a kick start to the delivery of the project which has made good progress, including:

- The work to establish the core collaboration of GP practices is progressing well.
- Masterplan work is in progress for the main site and is expected to be completed within six months.
- A co-location study for South Ribble was completed in November 2016 which involved all major stakeholders.
- Formation of two important contributors is currently underway – arm’s length companies for the voluntary, community and faith sector (VCFS) network and the South Ribble Partnership.
- City Deal complementary works are in year two and targets are currently being met – more than 1,500 new homes and 753 new jobs in the past two years.
- Continuing the success of the partnership on the OPE programme and participation of all partner councils.
Outcomes
The potential outcomes include:
- a new health core which will sit alongside the remodelled civic centre
- extra care housing – at least 60 new apartments with a Dementia Centre of Excellence
- MEDS - Medical Education and Development School supporting staffing and development
- flexible space for VCFS and supporting community activities
- council one stop shop and combined gateway
- all three emergency services
- physical activity/leisure activities for young and old
- green environment between facilities, gardens and open areas will make the campus a pleasant and distinct environment benefitting from town centre connectivity
- the delivery of over 60 residents flats and over 300 new jobs, which will allow the campus to create its own economic growth.

Next steps
A masterplan is being created for the site. This work will be completed during spring 2017. A new arm’s length community interest company has been created to assist with funding and management operations. Engagement in the OPE programme is allowing financial and legal models to be developed alongside the master planning work. The GP collaboration has grown and grown, and governance is being developed in parallel with the development plans.

The masterplan will be informed by the ‘Our Health Our Care’ (OHOC) programme and the local delivery plan (LDP). OHOC will review the current system and consider opportunities are to improve and modernise services and the way they are delivered.

The LDP has been developed in conjunction with partners across central Lancashire and sets out the framework for delivering improvements across health and social care for the local population. The aim of OHOC and the LDP is to use collective resources across health and social care to create a radically new health and social care system that is person centred, efficient and effective, combining improvements in experiences, better health outcomes for the local population and better use of wider NHS and social care resources.
Case study 5 Housing

Stockport Metropolitan Borough Council

Stockport Investing in Communities

The challenge

Stockport Investing in Communities is set against the backdrop of the Government’s encouragement for a ‘Northern Powerhouse’ including Greater Manchester Combined Authority (GMCA). The need to promote regional economic growth, uphold public services despite of substantial demands of all public sector bodies to consider how to deliver services more effectively and rationalise property portfolios and finally, a substantial under-delivery of all forms of housing in the region – private, intermediate and affordable sub markets.

Stockport Metropolitan Borough Council and its OPE partnering organisations hold responsibility for a combined estate of some 350 non-housing and school public buildings. Additional government department assets on the ‘A6 Town Centre Corridor area’ (a total of 11 properties) add a further 20.5 acres of developable land. This estate profile in Stockport enabled OPE partners to look to substantially enhance the town centre and town centre gateways, have a positive impact on the regeneration of neighbourhood centres and districts within the borough, rationalise a wide group of central and local government services and bringing forward substantial land for new housing.

The vision

Stockport OPE partners committed to work collaboratively and use assets under their control to help support, transform and improve the way services were delivered through a fully rationalised and regenerated public sector estate and that property could be a vehicle for delivering service transformation, and in turn deliver a considerable number of new homes.

Actions

A borough wide network of ten community hub projects has been established which will deliver all OPE outputs. Three of these hubs, are now being advanced through a business case process, representing an initial phase of the overall localities plan. In addition, a series of town centre specific projects are moving ahead at a pace:

- DWP Job Centre Plus staff relocation from the town centre to community locations and the repurposing of existing building potentially for 80 apartments
- co-location of health sector and council middle and back office staff, facilitating the release of land to generate a further 100+ dwellings on the site
- a combined facility accommodating the fire and rescue and ambulance services, unlocking up to six sites for housing and employment land
- the relocation of the further education college to the town centre and disposal of existing Greek Street site to the Homes and Communities Agency.

The college was operating from a campus that, at just under 11 acres was some 200,000-300,000 sq ft too large for its needs. Using E-Mandate data, the college was also spending some circa £3.5 million per annum on estate running costs. The site was sold to the Homes and Communities Agency, generating a capital receipt of £77 million.

Architects have been appointed to develop a housing master plan proposal for the existing site, which enables the college to continue to operate as normal until 2019. The master plan looks to bring forward some 450 new housing units and regenerate a key gateway to the town centre from the south, situated as it is on the main A6 arterial route.
Outcomes
The outputs from the OPE supported project are:
• the development of a masterplan to anticipate the delivery of over 450 new homes
• a comprehensive, holistic view of the borough, its communities, their performance and the services provided to them
• a close view of existing service strategies and those proposed to deliver better community outcomes more effectively
• clarity around revenue stream savings
• sharper visibility of housing numbers potentially generated and employment land released
• achievable targets for floor space reduction in the public sector estate and a substantial integration of public sector services
• a strategy to deliver a full refresh of the estate needed to support those services; all interlinked and interdependent.

Next steps
More projects are now emerging. Specific next steps are to bring forward the remainder of the community based facilities which will unlock significant savings and substantially reduce the overall floor space of the public sector facilities that they will replace.
Case study 6 Jobs
Liverpool City Region
The Knowledge Quarter

The challenge
The Knowledge Quarter (KQ Liverpool) is important, not just to the future economic success of Liverpool, but to the rebalancing of the economy across the UK. Despite its strengths, Liverpool City Region faces challenges retaining the very best students, graduates, scientists, clinicians, academics and business innovators which highlights the need for co-ordinated intervention and investment to ensure the city region’s latent potential is exploited.

The vision
Knowledge Quarter vision
The partnership vision for KQ Liverpool sets out how to establish one of the world’s leading innovation districts. As a place, KQ Liverpool provides a unique environment for discovery by combining the arts, culture, education, science and healthcare in a single eco-system.

Knowledge Quarter Phase 1 – Paddington Village vision
This £1 billion flagship expansion site sitting at the eastern gateway to the city centre, has been earmarked as 1.8 million sq ft of science, technology, education and health space.

The site will be developed in three phases: Paddington Central, Paddington South and Paddington North. Phase one due to commence in the coming months. At 30 acres, Paddington is a sizeable urban village.

Actions taken
Knowledge Quarter Phase 1 – Paddington Village
As the owners of the land, Liverpool City Council with its partners has prepared and consulted on a strategic framework document having developed a detailed masterplan for Paddington Central (funded from the OPE programme). This includes ten proposed development plots, a multi-storey car park and significant public realm and green space.

This will create a blueprint for developing the site and will support potential funding and investment opportunities available through city region sources.

Paddington Central will become home to The Royal College of Physicians (RCP), who announced that they are to be one of the site’s first anchor tenants, taking 70,000 sq ft of space for their new Northern Centre of Excellence.

Also confirmed for Paddington Central is Liverpool International College, a partnership between Kaplan and the University of Liverpool. The college will bring 45,000 sq ft of education and learning facilities and 262 residential bed spaces to the site.

Paddington South will present the opportunity for mixed-use developments focused around research and innovation. There will be residential accommodation, centred around landscaped public realm and green space, which will connect easily with Paddington Central.

There are also plans in place for a new train station, making this phase of the Paddington Village development key to the new transport infrastructure for the area. The new station will link to the city’s existing underground network, connecting the Knowledge Quarter to the rest of the city centre.

Liverpool City Council are already working closely with Merseyside Police to relocate their vehicle repair centre, which is currently based on Paddington South.

Paddington North, which sits opposite the new £429 million Royal Liverpool Hospital, will offer long term opportunities for both commercial and residential developments.

Royal College of Physicians
Upon completion of the new hospitals, including the new £157 million Clatterbridge Cancer Centre, as well as the £24 million Liverpool Life Sciences Accelerator, Paddington North will be within touching distance of one of the largest clinical campuses in the UK.

The development framework also proposes an easy-access link bridge, which will connect the site directly to the heart of Paddington Central.

**Outcomes**

It is anticipated that the delivery of the new Knowledge Quarter will provide unprecedented outcomes for Liverpool and Liverpool City region. Over the next four years, Phase 1 of the Knowledge Quarter (Paddington Village) will deliver:

- 1.8m sq ft of science, technology, education and health space
- £3.5 million capital receipts (local government land 2017-2024)
- 2,000 jobs (170 already confirmed)
- 785 homes
- 90,000 sq ft of space for ground floor retail and hospitality space
- 30 storey landmark building
- 700+ new car park spaces
- 3.4 hectares of quality public realm.

**Next steps**

KQ Phase 1 (Paddington Central) acquisitions are underway and the scheme is on track to start on site in early summer 2017 with the first developments coming online in late 2017, and further developments being brought online through to the start of 2019.

Liverpool City Council are procuring a construction partner to develop Phase 1 site infrastructure and public realm. This will set out the development plots. The contractor was appointed in early December 2016 with design taking place between January–June 2017.

They are in discussions with Stakeholders about the development of the other plots. The Royal College of Physicians confirmed in early August 2016 that they wish to take 70,000 sq ft on Plot 3. They will be submitting planning in June 2017.

The New Royal Liverpool Hospital is expected to open in 2017.
The challenge
In January 2015 the US Department of Defense confirmed American forces (USVF) will withdraw from RAF Mildenhall by 2023. They also announced that RAF Lakenheath, four miles north of RAF Mildenhall, would expand with new jets and USVF personnel. As a result of one base closing and the other expanding, there could be a net loss of around 2,000 on-base jobs and it is believed that around 300 of these would be UK civilian jobs.

Following the announcement, there was concern amongst local residents and businesses about the implications of the announcement on the local economy and local housing market. There were also concerns regarding the future use of the 440 hectare RAF Mildenhall site which is owned by the Ministry of Defence. Local partners are keen to work with the Government on a collaborative response so that the significant opportunities of RAF Mildenhall are not lost.

The vision
The aim of the Mildenhall place-shaping project is to offer an OPE exemplar in a rural setting which has the potential to deliver local/national growth aspirations for thousands of jobs and/or homes through the preparation of deliverable long-term plans for the future of RAF Mildenhall when USVF leave in the 2020s.

Actions
As part of their response, local partners set out the desire for a proactive approach to the regeneration of RAF Mildenhall within the Mildenhall Place-Shaping Project, supported by funding through the One Public Estate programme to develop a local vision for the site.

Local organisations have been working together on a plan for the site and, following public consultation, the RAF Mildenhall prospectus was published in December 2016. The prospectus builds on a market assessment of potential uses for the site and outlines the local ambition to transform RAF Mildenhall into a mixed use, sustainable community with opportunities for jobs and industry. A housing development on the site would improve viability and ease pressure on the regional housing market.

Building on strong engagement with the Government that has developed since the announcement in 2015, a partnership approach between local organisations, the Defence Infrastructure Organisation and the Homes and Communities Agency is being developed to progress a joint work programme which will drive the project forward.
Outcomes
The prospectus showed the potential of the site in regard to employment and housing. The final decision regarding detailed land uses requires much more work. The housing and job creation estimates are early indications, ahead of detailed site condition work and dependent on provision of supporting infrastructure.

Next steps
Follow-on OPE funding and support will be sought to address key areas, which may include:

- funding and/or access to appropriate specialist expertise to assess possible delivery vehicles, delivery mechanisms and funding routes to consider and take forward the development of an effective governance model and delivery structure
- further development of the business plan for potential aviation uses.

Local partners will be working with the Homes and Communities Agency and Defence Infrastructure Organisation (DIO) to explore the potential for joint working and anticipate developing a joint bid.
Case study 8 Town centre regeneration
Bedford and Bedfordshire
Transforming Bedford

The challenge
Bedford Borough Council is committed to the regeneration of sites in and around the south and west of Bedford town centre to bring back into use brownfield land in public ownership which is underused or has potential for improvement. The target is to develop more than 700 homes over the next five years.

The new homes and associated development delivered via OPE Transforming Bedfordshire, will represent a vital continuation of the council’s successful regeneration of Bedford Town centre in recent years. This includes the restoration of traditional shopfronts via a multi-million pound heritage-based regeneration project on Bedford’s traditional high street, a brand new bus station and a soon to be completed riverside development featuring a new public square, cinema, hotel, restaurants and more.

The vision
To continue the strategy to revitalise the Bedford town centre, building on its heritage features and reflecting its long history as a county town and its magnificent natural setting on the banks of the River Great Ouse.

Actions taken
The partnership has worked hard to ensure delivery of the vision and commit to the OPE agenda. Building on the successful PAN Bedfordshire Estates Group which has been in place for over three years, it is our intention to maximise the use of the ePims database to identify opportunities for early wins and to develop long term plans to create more efficient use of the public assets across Bedford and Bedfordshire.

Outcomes
The drive to deliver on our first year quick wins has seen success in both new homes and reductions in revenue costs. Working with our partner housing trust bpha, the police, and the NHS we have been able to release office spaces for redevelopment. The projects include:

- housing trust offices conversion to new homes
- hotel site development of a complex needs service well underway
- nursing accommodation, planned conversion to new homes
- police station disposal underway leading to new homes
- medical facilities site disposal in progress leading to new homes.

- generated capital and revenue savings by relocating the police to the Borough Hall, council offices and by relocating the bpha housing trust staff to the council’s customer service centre
- we have also commenced the conversion of two office buildings to provide a business start-up centre and a training centre.

Through OPE support we have secured first stage approval for additional match funding of £2.33 million from the Estates and Technology Transformation Fund (ETTF) for two sites to deliver integrated health and care hubs.
Next steps
To continue to make best use of the collective partnership asset data and resources to rationalise the wider public sector assets. Using this data we are making good progress on developing shared locations and touch down areas.

The partnership is delivering real integration of health and care services through the development of four health and care hubs across Bedfordshire. This includes working with Bedford Hospital to develop the North Wing ‘Bedford Health Village’ which has great potential to deliver additional space for integrated health services and new homes.
The challenge

Plymouth is the busiest station in the Heart of the South West Local Enterprise Partnership (HotSW LEP) and third busiest in the south west after Bristol Temple Mead and Bath Spa. Yet it is the only station in the region that has not undergone major redevelopment or is included in a plan for major redevelopment, since the 1960s. At present the station presents a poor impression for rail passengers arriving in Plymouth and needs a major overhaul. There is a need to improve the passenger experience and provide a new gateway when passengers approach and leave the station.

The Plymouth Railway Station Project involves a comprehensive redevelopment of the existing station and surrounding area. The landowners Plymouth City Council, Network Rail and Great Western Railway have committed to work in collaboration with Plymouth University to deliver the project.

The first phase, supported by £5 million of HotSW LEP Growth Deal 3 funding and £500,000 from Cornwall Council, is the construction of a new multi storey car park and demolition of the existing car park. This will enable the creation of several development sites which will attract inward investment into the station area and funding for the improved public realm and accessibility.

The vision

More than 2.5 million passengers come through the station every year, and the numbers of passengers continue to grow year on year. On arrival, visitors’ first view of Britain’s ‘Ocean City’ is of a station that has been neglected and is not in keeping with the largest city in the south west peninsula.

Plymouth Council want to change this and to create a sense of welcome more in keeping with what this ocean city offers. This exciting scheme will transform and revitalise the station and its approaches with shops, offices and public space. Plymouth Railway Station Project will play a key part in the international Mayflower 2020 celebrations.

The actions

Plymouth Council and Network Rail have commissioned consultants to prepare a high level master planning exercise with the preferred option approved by the key stakeholders.

A Memorandum of Understanding has been entered into by Plymouth City Council, Network Rail, Great Western Railway and the University of Plymouth which establishes the principle of key stakeholder collaboration.

As the two site owners, Plymouth City Council and Network Rail have entered into a Bi-lateral Understanding setting out the principles of merging their sites for the wider comprehensive redevelopment of the station.

A project steering board has been established with senior representation from Plymouth City Council, Cornwall Council, Cabinet Office, the Department for Transport, HotSW LEP, Network Rail, GWR and the University of Plymouth.

The injection of OPE funding has facilitated the commissioning of White Young Green to prepare a feasibility study and business plan on the new multi storey car park, leading to the demolition of existing multi storey car park, and providing 300 – 400 new modern parking facilities at the station.

Once the feasibility study and business case for the car park has been completed and agreed between Network Rail and Great Western Railway, the council, funded by OPE, we will commission consultants to prepare the outline business case for the HotSW LEP Growth Deal 3 funding application.

OPE has also funded the employment of a dedicated project manager to co-ordinate all activity on the site. If the £5 million Growth Deal 3 application is approved, the new multi-storey car park can be built, freeing up the old car park site for redevelopment of the University of Plymouth’s new 11,000 sq m faculty.

Further phases of redevelopment within the station will follow over the medium term which will lever in inward investment.
Outcomes

- University of Plymouth academic faculty of approx. 11,000 sq m
- Development site created due to the demolition of the existing multi storey car park
- High quality public realm of approximately £2 million creating an appropriate sense of place for the railway station
- New concourse and retail space
- Improved car parking, bus and taxi facilities
- A long term solution for Intercity House

Over next 10 years:
- inward investment of £48 - £55 million
- reduced running costs of £1.4 m
- creation of 920 jobs
- 16,000 sq m of new mixed use development space.

Next steps

A detailed feasibility study is being undertaken by GWR, funded by OPE to deliver a new multi storey car park and demolish the existing. Given the number of key stakeholders and associated work strands they will be individually responsible for, a detailed station programme plan identifying all critical path items and interdependencies is being prepared for agreement by all stakeholders involved.

Subject to a Growth Deal Funding award Plymouth City Council will commence the preparation and submission of the outline and then a detailed business case.

Plymouth City Council and Network Rail intend to enter into a landowner’s agreement and agree a land transaction with the University of Plymouth in respect of the proposed landmark education building and associated public realm.
Case study 10 Collaborative regeneration

London Borough of Brent
Northwick Park

The challenge
To bring together four landowning public sector organisations, and work with other stakeholders to rationalise services and resources, unlock development land, reduce running costs, create jobs, homes, and revenue streams, and make Northwick Park a landmark destination.

The four partners, the London Borough of Brent, London North West Healthcare NHS Trust, the University of Westminster and Network Homes Ltd all own land adjacent to each other. They are very different organisations, with different aims, governance structures and priorities. However, common themes unite them: residential accommodation requirements, reduction of running costs, increased efficiencies, opportunities for shared teaching accommodation, ground maintenance and facilities management, maximising land values, improving infrastructure, dealing with parking, provision of leisure facilities, etc.

The site has evolved in a largely piecemeal way over the years, with little interaction between the organisations. The site has enormous potential, but is essentially landlocked, with limited road access and a series of unco-ordinated unattractive footpaths, and the park is isolated.

The vision
The vision of the four partners is to create a ground breaking development that complements the park and outer London setting, providing new homes in a currently land locked setting.

The project will bring in other stakeholders, such as Transport for London, Network Rail, London Borough of Harrow, Greater London Authority, with the aim of not being constrained by physical boundaries of the site.

The vision is to:
• bring about the anticipated delivery of over 500 new homes
• celebrate the park and integrate it with its surroundings
• develop new homes of the highest quality
• bring in increased revenue
• create employment and skills opportunities
• replace inadequate infrastructure
• maximise land values
• drive down operating costs
• make Northwick Park a destination of choice.

The actions
The Partnership is in its infancy and has concentrated on firming up its governance and project management arrangements. Individual and common outcomes have been agreed, property assets are being mapped out, and briefs for the main consultants are being drafted.
The outcomes
Ultimate potential outcomes of the project include:

- creation of over 500 new mixed tenure, high quality homes
- generation of capital or revenue receipts
- better service delivery
- integrated services and facilities, such as parking, and joint use of teaching facilities
- new vehicular, public transport and pedestrian routes on the site
- joint sports and social facilities
- introduction of revenue generating commercial enterprises
- creation of a new energy centre serving the development, and selling surplus energy back to the grid
- step free access and enhanced entrance to two tube stations
- revenue savings
- social benefits
- stimulating economic growth by place making and an integrated master plan design
- catalyst for private sector investment in the area.

The next steps
There is still much work to do:

- a communications strategy is to be developed to ensure clear messages are being delivered and the vision is shared
- scoping documents are to be prepared and consultants selected to develop the feasibility work and establish a business case and develop proposals for service redesign.

It is anticipated that this work will be used to inform transformational improvements to other hospital sites within the borough.
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