



Cabinet Office



Ministry of Housing,
Communities &
Local Government

Local
Government
Association

ONE PUBLIC ESTATE: BUILDING A MOVEMENT THROUGH PARTNERSHIP 2018



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FOREWORDS

In my role as Minister for Implementation, I look across government to make sure that commitments given to the public are delivered fully and promptly and that a range of supporting and behind-the-scenes services – government IT, procurement and property, civil service diversity and public appointments – work as effectively and efficiently as they can.

One of the most effective ways of transforming our public services is through partnership, collaboration and cooperation. Where we can instill such relationships, between services, across government, between local and central government and with other partners, we can transform local communities and public services.

One Public Estate, which is now five years old, is a great example of how collaboration can produce better results than individual sectors, government departments or services are able to achieve alone.

I am delighted to see One Public Estate driving forward partnerships of local, regional and national bodies to develop ideas for the better use of publicly-owned property. One Public Estate is at the heart of changing the approach to public sector property, helping to support national and local priorities in a way that works for everyone. We can see the fruits of this approach right across the country, from Cornwall's integrated blue lights services, to Nottingham's co-located council and Department for Work and Pensions (DWP) services to York's West Offices public services co-location.

Changing the way in which different organisations work – so that each partner works to achieve shared objectives – is something we and previous governments have been trying to bring about for some time. With One Public Estate we can show that it works, delivering real benefits to the public in terms of new homes, better public services and savings than can be reinvested in frontline services.

I pay tribute to our partners – the Local Government Association for its commitment to and support for One Public Estate. Local authorities are at the centre of shaping communities, so it is fitting that they're playing a leading role in bringing together OPE partnerships. I'm delighted that over 9 in 10 councils in England are part of the One Public Estate family.

I would also like to warmly welcome our new partners, the Ministry for Housing, Communities and Local Government. Their Land Release Fund, delivered through OPE, will give councils access to significant new funding in order to free publicly-owned land for the new housing this country so badly needs, alongside existing OPE support.

The fifth anniversary of One Public Estate offers an opportunity to look back at what the programme has achieved so far. Its growing list of successful projects are improving the lives of communities up and down the country. But just as important are the lessons we have learned about public sector organisations working in partnership. The integration of One Public Estate and the Land Release Fund is an example of how we are applying those lessons in new areas.

I look forward to the next five years of One Public Estate, to it extending further and bringing more projects to fruition and to the even stronger partnership working across the public sector.

Oliver Dowden CBE MP
Minister for Implementation, Cabinet Office





Firstly, I'd like to thank Cabinet Office Ministers for their commitment to One Public Estate. Their dedication to partnering with local government has been a key reason for OPE reaching its 5th year of delivery.

As the programme enters its 5th year, I wanted to reflect on what has allowed the programme to go from strength to strength. The programme we see today is the perfect example of local government's proud tradition of using land and property to deliver service priorities that matter to our residents. 90 per cent of councils are now involved, leading the delivery of over 500 projects in partnership with central government and other public bodies. All of which are looking to get the best possible use out of the public estate.

OPE is not your average national programme. Its success comes from OPE being driven by local priorities and need. By putting our local communities at the heart of the programme, it has allowed councils to work successfully with bodies across the public sector to develop a shared approach to using land and property.

I have been able to witness the success of OPE first hand in my own authority, South Holland District Council, and through similar work at Breckland District Council (with whom we share a management team and a number of services). Here, the Department for Work and Pensions (DWP) recently moved its Job Centre Plus (JCP) service into South Holland District Council's offices in Spalding. This has seen the council develop a new community hub, hosting JCP alongside South Holland's Customer Services and Housing teams as well other front line services such as the Citizens Advice Bureau. In Breckland a similar agreement has seen local JCP services move into Elizabeth House, Breckland Council's offices.

The benefit to local residents is the convenience that comes with being able to access council and DWP services in one location, with South Holland, Breckland and DWP reducing their own operational costs.

Finally, I'd like to take the opportunity to welcome the Ministry of Housing Communities and Local Government (MHCLG) to the OPE partnership. We all know that tackling the housing crisis is one of the most important issues we face as a country. Collectively, local government now approves 9 in 10 planning applications; planning approvals are at a 10-year high with 384,000 permissions being granted in the year to June 2017; and over 140 councils have now set up bespoke housing companies to deliver more new homes. In OPE, around 80% of the land planned for release for new housing development is council land. We are joined at the hip with the Government on our shared priority to each release land for 160,000 new homes by the end of the Parliament.

Lord Porter of Spalding CBE
Chairman, Local Government Association

It gives me great pleasure to mark the fifth anniversary of the One Public Estate (OPE) programme. Over the last 5 years, the OPE programme has been a beacon of government collaboration, bringing together the central and local government sectors to improve efficiency, support growth, and help build the homes this country needs.

The OPE programme has made a real impact. The partnerships that OPE has created since 2013, now accounting for more than 90% of councils, have brought government bodies together to free up assets for other uses, saving taxpayers' money and providing better services.

OPE is also bringing this expertise to bear to support the government's housing ambitions. As Housing Minister, I was pleased to announce the £45m Land Release Fund (LRF) programme earlier this year, which, through OPE, my department is delivering in partnership with the Cabinet Office and the Local Government Association. This collaboration will build better relationships between central government and local authorities, achieving faster delivery and better value for money.

The combination of central government resources and the on-the-ground knowledge of local government is already making an important difference locally, overcoming barriers to delivery and getting stuck sites moving. The projects supported will play an important part in meeting the ambition to release local authority land for 160,000 homes by 2020.

Over the last 5 years the One Public Estate Programme, has fostered an important and innovative partnership across government aimed at making a real difference on the ground, and I look forward being part of its continued development.

Dominic Raab MP
Minister of State for Housing and Planning



ONE PUBLIC ESTATE JOURNEY 2013-2018

A pilot for our vision

One Public Estate (OPE) is now five years old. The programme set out with an aim to test how public sector partnership working could act as a catalyst for driving forward better asset management that supported the provision of local services and saved the taxpayer money.

Through the two early pilot phases in 2013/14, One Public Estate established a partnership model that is still as important now as it was five years ago.

Mapping the Public Estate: Knowing who owns what in a locality is vital to building the foundations of a relationship with public sector bodies. Identifying assets in local areas is key to identifying the opportunities to use them in a more efficient, customer-focused way.

Forming a partnership: Establishing a strong governance mechanism with representation across the public sector is essential in driving delivery. With continued buy-in from partners, barriers to delivery are identified and dealt with at an earlier stage and ensure an honest relationship is maintained throughout a project's life.

Generating a shared vision: Engaging with public sector partners at the earliest possible stage to jointly develop a vision that meets the needs of local communities, and satisfies the requirements land-owning bodies, is a vital step to a successful scheme.

Securing funding: The availability of revenue funding to support the early stages of project activity or dedicated programme management capacity is a key factor that helps bring partners to the table and gives them confidence to support projects.

A recent independent evaluation of OPE showed that our basic building blocks – mapping the public estate; forming a partnership; and allocating dedicated programme management and leadership – have become accepted practice across the country and recognised by professional bodies such as the Chartered Institute of Public Finance and Accountability (CIPFA) and the Royal Institution of Chartered Surveyors (RICS), as best practice in establishing and embedding successful collaborative working.

Building a movement through partnerships

One Public Estate is a story of working together and breaking down historical barriers to achieve more through land and property. The story began with the founding partners of the programme, it followed with the establishment of wider public sector partnerships which we have encouraged to build, and has now reached our expanded remit with the Ministry for Housing, Communities and Local Government (MHCLG).

The partnership between the Local Government Association (LGA) and the Cabinet Office's Office of Government Property is at the very heart of our working model. One Public Estate sits in the centre of local and central government and this is a key factor in developing honest brokerage across the public sector. From our regional managers to our most senior officials, we have a blended team that supports councils, government departments and wider public sector bodies to break down barriers to engagement and foster innovative relationships.



We have turned this partnership mentality into a way of working which has been replicated across England. We now work with over 90 per cent of councils, 13 government departments and hundreds of health and blue light organisations. The rapid expansion from 12 pilot councils in 2013 to over 300 in 2017 demonstrates the momentum gathered through collaboration and the opportunities that exist to work closely together to manage public assets effectively. We can now be seen as a national programme at the heart of delivering national priorities.

The country's need for new housing – in the right places and at the right price – has become greater as the housing crisis has continued. OPE therefore puts a special emphasis on freeing-up land for house building, alongside other objectives of better services and efficiencies.

A particularly fruitful new development is the partnership between OPE and the MHCLG to jointly administer its Land Release Fund. In February 2018, the fund awarded £45 million to help councils overcome barriers (such as the need for site remediation) that would otherwise make land unusable for development, thereby helping them to meet their ambition to unlock land with capacity for at least 160,000 homes by 2020.

In forging strong bonds between OPE and MHCLG to deliver the Land Release Fund, we are helping to provide OPE partnerships with revenue and capital to accelerate and expand the release of land for housing. We expect to be working much more closely with MHCLG and Homes England to help them deliver their aims of a million new homes by 2020, and releasing land for 160,000 homes on government land and a further 160,000 on local government land by 2020.

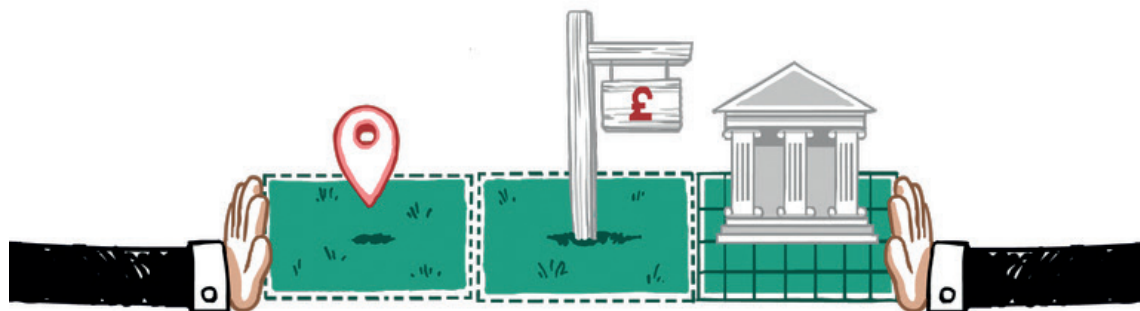
Investment and reinvestment

Continued investment in OPE partnerships has been a major contributor to the programme's success. OPE has distributed around £40 million to deliver over 450 projects involving central and local government land and property. This has helped to accelerate delivery and expand the scope of existing projects. We also understand the importance of continued programme management capacity to support projects that have been funded.

Since 2013, OPE has expanded from 12 areas to reach 319 councils in 76 partnerships. Early projects have already raised £145 million in capital receipts, cut running costs by £23 million, created 5,700 jobs and released land for over 2,900 homes. By 2020, projects are expected to deliver £615 million in capital receipts and £158 million in running cost savings, create 44,000 jobs and release land for 25,000 homes.

For most of its first five years, OPE projects have been supported through grant funding. We continue to explore options for alternative funding models. In addition to launching discussions with investors, we piloted recyclable grants in OPE's sixth phase. We will expand their use in the future so that we can recycle funding to create a sustainable supply of income that can be reinvested into the programme in future years.

For the country to deliver hundreds of thousands of new homes a year, we are likely to need to develop new towns and villages. While a number of central government land releases, particularly from the Ministry of Defence, have the capacity for development of upwards of 10,000 new homes, the scale of the infrastructure required and the long-term nature of the investment necessary make them a difficult challenge. OPE is in discussion with a number of investors to explore ways of bringing in new sources of finance. No decisions have yet been taken but we hope to be able to make an announcement about this later in 2018.



Better outcomes together

Building relationships is core to embedding a long-term way of working at the local level. Our offer to councils, government departments and wider public sector bodies has always been about supporting them to secure senior buy-in and leadership across all relevant parties. This is central to the OPE ethos, and the most successful partnerships we have seen to date have made excellent use of this offer.

Whilst many OPE partnerships are at the early stages of existence, we have used those new relationships to broker agreement between partners to progress specific projects, involving specific sites.

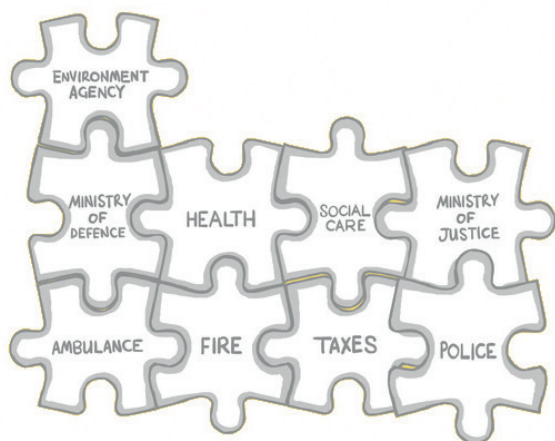
This has been crucial to OPE's success to date. Our ambition is to build on this success and create a way of working whereby partner organisations broker these agreements as a standard activity when a site becomes surplus or service requirements change.

We recognise that unlocking and accelerating estate rationalisation throughout the public sector is a journey that needs a long-term commitment for effective delivery. As OPE partnerships begin to mature through delivered projects, capacity funding and OPE regional support, our focus has shifted towards enabling partners to deliver in collaboration as a standard way of working in the long term.

Delivering efficiencies will remain important in the next few years. We will continue to explore the possibilities for co-locating local authority, central government and other public sector services, making them more convenient for the public to use, better coordinated and with reduced costs. Co-location provides a significant opportunity for a number of areas with aligned priorities:

- As the Department for Work and Pensions leaves behind its previous estates arrangements (known as 'PRIME'¹) and new contracts come live, the opportunity to expand its co-location agenda with councils is a substantial one that OPE has experience in enabling.

¹ <https://www.gov.uk/government/news/delivering-a-more-efficient-and-modern-employment-service>



- Councils, blue light services and the Department for Transport operate similar vehicle and depot functions. There is a widespread opportunity here to maximise the efficiency of current services into joint facilities. Different depot functions do not need individually separate sites. Not only will co-located depots deliver efficiency savings, they can transform how public services are delivered in local areas.
- Delivering efficiencies also remains a major challenge for the Department of Health and Social Care following the Naylor Review's² findings on the state of the NHS estate. OPE is ideally placed to support health bodies to release surplus land and property that can unlock capital to help respond to that challenge. This will be an important part of OPE activity over the coming years. For example, OPE supported the London health devolution deal to set up the London Estates Delivery Unit, which will directly assist all 19 OPE London councils and help to shape the pan-London health and care agenda.

OPE's innovative approach in bringing central and local government together was recognised at the 2016 Estate Gazette Awards, where it and the Government Hubs programme were joint winners of the Collaboration Award. OPE was also recognised as a leading example of collaboration in the 2016 Civil Service Awards.

Supporting the national and local agenda

A key strength of the programme is that it is locally led. Our flexible framework empowers OPE partnerships of councils, local public bodies and central government agencies to decide how to best use their collective assets. This sees OPE deliver a broad range of schemes that support local growth and improve customer services, but also enable central government to progress key land and property agendas. OPE's role, led by our regional teams, is to act as an 'honest broker', giving impartial advice and support to ensure that the best outcomes are achieved.

Areas where OPE is making a key contribution to driving forward national priorities include health, defence and employment.

Health

The NHS estate is large, with running costs of over £8 billion each year³. While some of the estate is state-of-the-art and much remains fit for purpose, some properties are less able to meet the demands of a modern health service, even if upgraded, and others are under-utilised. Through the disposal of surplus land, the Department of Health and Social Care (DHSC) is seeking to generate capital receipts of £3.3 billion for reinvestment in the NHS and achieve planning certainty for 26,000 homes.

² Available at <https://www.gov.uk/government/publications/nhs-property-and-estates-naylor-review>

³ Paragraph 1.1 of the Government's response to the Naylor Review. The response is available at: www.gov.uk/government/publications/naylor-review-government-response

The Government's response to the Naylor Review committed it to a range of actions to transform the estate through targeted investment, clear leadership from a new NHS Property Board and practical support from a strategic estates planning team. It also recognised the important role OPE can play in this. For example, NHS strategic estates advisers will connect the country's 44 sustainability and transformation partnerships ever more closely with OPE to maximise the potential of collective assets.

The DHSC will also accelerate the disposal of smaller and lower-risk surplus sites. The NHS Property Board will ensure a joined-up approach to tackling the most common obstacles to disposal, working with partners including OPE to maximise the development of housing and opportunities to drive the integration and co-location of health, community and social care services.

The Naylor Review reported emerging evidence that high house prices, particularly in London, can make it difficult to recruit and retain staff, increasing reliance on expensive agency staff. In response, the 'homes for NHS staff' policy aims to benefit up to 3,000 staff by offering them a right of first refusal on land released for affordable housing. The DHSC, One Public Estate and the Greater London Authority have jointly developed a London pilot focusing on early win exemplar sites that can be brought forward to deliver new affordable homes for NHS staff.

One Public Estate has already developed a network of partnerships between London councils and health landowners, making it a prime channel by which to support this pilot, working with DHSC and the GLA. One Public Estate and the Greater London Authority are working in partnership with five London councils – Barnet, Bexley, Croydon, Kingston upon Thames and Lewisham – to deliver the pilot project. Construction of new affordable homes is likely to begin in 2019. The project

will also produce a step-by-step toolkit to help other areas apply the lessons learnt.

Defence

The 'Strategic Defence And Security Review' published in 2015 confirmed the need to transform the defence estate to better support military capability by investing in key defence sites and reducing the built estate by 30 per cent to make it more affordable.

A defence estate optimisation programme has been mobilised to deliver much of the strategy that supports this work, with plans to dispose of 91 sites by 2040. In tandem, the Ministry of Defence is working closely with local authorities (including through OPE) to explore ways in which vacated sites may be used to help deliver development opportunities and growth, through local plans, such as new housing and commercial uses. OPE is already supporting discussions for 12 of the disposal sites.

Defence sites are often in remote areas and lack infrastructure capacity to support alternative uses. OPE has played a key role in bringing interested parties together and brokering discussions, for example at St George's Barracks in Rutland, to maximise housing and commercial opportunities whilst still meeting other local needs such as access to open space. More detail on this project is included in the 'case studies' section of this report.

The involvement of OPE in the estate optimisation programme has assisted joint working between the Ministry of Defence and local councils where disposals are planned. The involvement of OPE as a third party has had a positive impact and helped partners develop a greater understanding of housing and infrastructure needs and opportunities.

Employment

The DWP has an extensive national estate. Around 96 per cent of its sites were occupied under a Private Finance Initiative (PFI) contract with Telereal Trillium which expired in March 2018. More than 75 per cent of around 800 buildings in the estate are customer facing Job Centres, others are a mixture of back office, support and corporate sites.

The expiry of the PFI contract allowed the DWP to improve the efficiency of the estate by rationalising the portfolio and negotiating more flexible lease terms. This flexibility creates opportunity for further portfolio rationalisation up to 2023.

OPE has played an important role in facilitating a first wave of Job Centre Plus and local authority service co-locations and, in total, around 12.5 per cent of Job Centres are now co-located with other local services. There are a number of co-location proposals still in the pipeline - many supported by OPE, and there is scope for further co-location in the future.

DWP is currently reviewing its estates strategy to determine the actions to be taken in respect of those properties where DWP has flexibility, through lease breaks and short leases, to divest sites within the next five years that are either not fit-for-purpose or do not represent good value for money, and will consider the scope for delivering additional co-locations.

Insights and expertise

Part of OPE's offer has been to develop solutions that will give local partnerships the tools and expertise to accelerate the delivery of projects and overcome barriers that would have otherwise been difficult to deal with. In the first five years of the programme, we have developed opportunities for partnerships to gain valuable insight from important stakeholders. Moving forward, we will be expanding that offer to provide more expertise at the local level to further accelerate the delivery of OPE projects.

Peer networking

We hold regular regional peer networking with partnerships to share experiences and best practice. This has proved particularly beneficial for new partnerships with ambitious aims but limited experience of collaborating with multiple public partners on a large scale.

We have also delivered workshops focused on government departments with a number of disposal opportunities in a region or nationally. Providing the space to build these relationships at an early stage, alongside similar organisations that can provide valuable insight, has been a key factor in progressing plans on large strategic sites. For example, in May 2017, OPE held a workshop with the Defence Infrastructure Organisation to discuss the ambitious disposals pipeline with OPE partnerships where this will have a substantial impact on local areas.

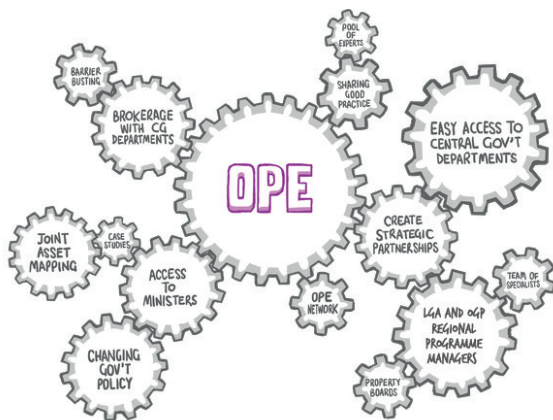
Pool of experts

OPE has recently established a pool of experts to provide capacity and professional capability to support and deliver projects where in-house expertise is not available. With a trusted team of specialists to call on, OPE offers a streamlined approach to procuring expertise without the need for individual and lengthy procurement activity at the local level, and provides a channel to share learning and experience to accelerate successful delivery across the programme.

Specialist skills include:

- partnerships
- master planning
- feasibility studies
- options appraisals
- surveyors
- project management.

We have started to roll out the pool to partnerships and will expand this offer during 2018. Partnerships are encouraged to discuss their specialist requirements with OPE regional teams, which can help to identify and suggest suitable experts to meet the specific needs of the brief.



University partnerships

One Public Estate is seeking further opportunities to expand the offer of sharing best practice, awareness and expertise with partners. To this end, OPE is establishing a strategic partnership with the University of Liverpool and the University of Manchester. This partnership will provide a forum to collaborate on research and share both academic and practitioner knowledge and learning for built environment students, local government and the wider public sector.

The strategic partnership between the LGA, the Cabinet Office and the two universities will be formally established during 2018. The partnership's activities will include:

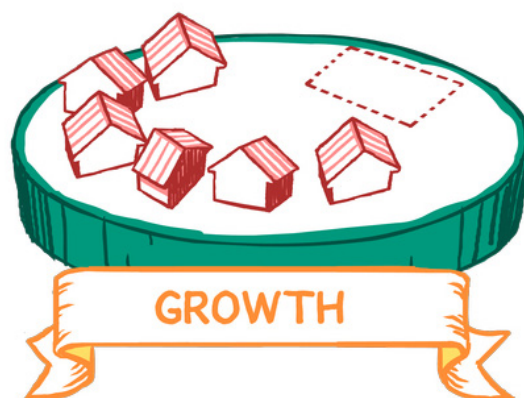
- adopting a programme for evaluating specific OPE themes and assisting with more in-depth analysis of OPE projects and programmes
- hosting the OPE peer networking events and providing academic speakers to enhance learning, share best practice and support continuous professional development
- providing students with practical experience and learning, such as mentoring and research opportunities
- identifying potential strategic partnership links with other Government departments and institutions with an interest in OPE or the built environment more generally.

Promoting innovation

One Public Estate has also shown itself to be a driver of innovative solutions to deal with the property industry's biggest challenges, such as building homes.

Most housing industry observers believe that in order for the UK to deliver the 300,000 new homes needed annually there needs to be much greater involvement of off-site manufacturing (also known as 'modern methods of construction'). To this end, OPE has teamed up with the Chartered Institute of Housing to support its 2018 annual conference off-site village, highlighting good practice in modular housing design and arranging tours of construction activity.

Informal partnership working is already under-way with the University of Liverpool which, in collaboration with OPE, has allocated funding to undertake research on modern methods of construction in delivering housing.



Reflection on the programme

As we prepare for a seventh phase of the One Public Estate programme, to be launched in the second half of 2018, the growing maturity of OPE partnerships means that we are looking as much to secure the programme's outputs and outcomes – the homes, jobs and services that people need – as we are to expand further.

OPE recently commissioned an independent evaluation to assess the impact of the programme, both at local level and strategic level, with government estate transformation plans. The evaluation also considered how the programme can evolve to meet the changing needs of OPE partnerships.

The findings highlight how the programme performs a distinctive and unique role, catalysing and supporting joint estates planning across public partners in a way not seen in other government-funded land and property initiatives. Its extensive network of partnerships has shown that relatively small amounts of funding and support have successfully enabled a significant number of strategic housing, employment and service co-location sites through the early phases of the development cycle. This has given the public sector the confidence and will to put local resource into the delivery of projects that would not have got off the ground if they had worked in silos.

Through consultation with local partners, one of the evaluation's key conclusions was that providing dedicated programme management resource to partnerships was one of the most highly valued tools of OPE. We consider local programme managers to be the driving force behind OPE projects, coordinating the work of partners in a central role. We will continue to ensure that partnerships receive dedicated programme management as part of the programme's offer.

The evaluation also found that OPE's flexible framework – covering economic growth, generating efficiencies and public service transformation – has enabled it to stand the test of time and expand rapidly. Flexibility has allowed OPE to respond to changing government priorities over the last five years and to respond to evolving policy initiatives such as regional and health devolution, homes for NHS staff and the public sector land programme.

In its first five years, OPE has focused on forming partnerships and developing a pipeline of investable projects.

With partnerships and projects now established and maturing, the programme is set to support significant outcomes over the coming years as its focus shifts into an enabling delivery role. To respond to this, we are looking to attract both public and private funding for OPE areas that can further support successful delivery.



ONE PUBLIC ESTATE WAYS OF WORKING

A unique way of working

The OPE programme is now one of national significance. Following our latest (sixth) phase of applications and awards:

- OPE now covers over 90 per cent of English local authorities in 76 partnerships of councils, combined authorities, City Deal partnerships and other consortia
- OPE projects have already delivered 340 new homes and released land for 2,900 more
- the programme is on course to raise over £615 million in capital receipts and deliver running cost savings of over £158 million by 2020.

OPE has developed a unique way of working, designed to maximise the impact of coordinated support and funding within our objectives. We have used learning from the programme's independent evaluation, alongside the knowledge and experience being generated by individual OPE projects, to identify and provide insights into the practical steps to address challenges for public land holders in developing or disposing of their assets, which follow.

1. Understanding the public estate

Mapping assets in a local area across public bodies is the first step to understanding the potential opportunities to collaborate. We encourage partnerships to share information and good practice through asset mapping and regular 'lessons learned' exercises during the delivery of projects.

OPE provides dedicated support to partnerships to use the e-PIMS asset database as a tool for mapping assets across

the public sector. This has proved very beneficial for developing partnerships. It is important that a regular joint review of assets takes place as local and national priorities evolve, bringing new opportunities to light.

We are also working with central government departments to identify surplus sites that are a priority for them to work with councils on. In the next OPE funding round, we will be introducing a short consultation period with departments to ensure awards are made in support of projects which align with relevant departmental priorities.

2. Securing senior buy-in

Senior leadership involvement amongst all partners has been a vital cog in the OPE model. OPE does not own any land or properties itself and therefore exerts influence, not control, over the final outcomes achieved on the assets owned by public sector bodies. Part of the way we achieve this is by facilitating access to Government decision-makers at the local level. Without firm support from Government, some schemes can struggle to progress at pace, so our role within the Cabinet Office in bringing those stakeholders to the table early on is vital to success.

3. OPE as an honest broker

OPE serves as an 'honest broker' in an environment where competing priorities need moderation to maximise the opportunities presented by assets. Office for Government Property (OGP) and LGA regional teams act as those brokers at a local level.

Our regional teams provide impartial advice and support to partnerships that identify and flag-up barriers to delivery. Local and national priorities do not always perfectly align, particularly when considered on the scale that many OPE projects work at. The regional

teams can provide a useful challenge, for example, when broadening the scope of proposals to explore whether they could meet wider collective goals.

4. Flexibility to respond to local and national priorities

Flexibility, enabling broad cooperation and collaboration between partners while directly addressing local needs and priorities, is a fundamental part of OPE's way of working.

This is a distinguishing feature of the programme that makes our approach to land and property unique. OPE is not pursuing a 'one size fit all' approach. Our way of working encourages the development of a diverse range of partnerships to emerge that respond directly to local needs, opportunities and priorities. Our feedback on the programme since its inception is that this holistic approach to place-shaping by engaging multiple organisations, interests and services within a common agenda is where the added value of the programme lies.

5. Peer learning and insights

OPE has developed solutions that will give partnerships the tools and expertise to accelerate the delivery of projects and overcome barriers that would have otherwise been difficult to deal with, such as:

- **peer networking** – making the space to share insight across partnerships

- **a pool of experts** – providing capacity and professional capability to support and deliver projects where expertise does not exist in-house
- **university partnerships** – using universities to promote OPE and share learning with a wider public sector audience.

6. Exploring new opportunities

OPE support is not only about getting collaborative projects off the ground. It is about creating a long-term way of working to foster the development and progression of future opportunities to transform public assets. With over 90 per cent of councils now involved and a funding output of £40 million, OPE stands at the point at which further expansion comes in two forms.

Firstly, we will expand on the existing programmes of work that partnerships are delivering, through new funding and greater engagement with new public sector partners. This includes pursuing new joint working opportunities to use public assets within the OPE ethos.

Secondly, OPE is looking at opening up access to new sources of funding. While it does not award capital investment to remediate sites, provide enabling infrastructure or deliver new schemes, it is vital part of making that happen. We engage with partners and projects at the early stages of development to help ensure partnerships are well-founded and feasibility work is in place to underpin work on complex long-term initiatives.



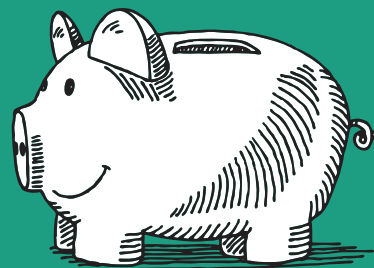
ONE PUBLIC ESTATE BENEFITS

By 2020, partnerships that joined OPE by November 2017 expect to deliver at least:



£615 million

capital receipts



£158 million

running cost savings



44,000

new jobs



land released for

25,000

new homes

To date, OPE has delivered:

- **£145 million** capital receipts
- **£23 million** reduced running costs
- **5,700** new jobs
- land released for **2,900** new homes.

The Land Release Fund expects to deliver land released for **7,820** new homes across **79** schemes.

ONE PUBLIC ESTATE TIMELINE



2013

Programme launches with 12 pilot councils.



2015

Phase three launches and 80 new councils join, bringing the total to 112.

- OPE is recognised in the Cornwall Devolution Deal as a key method to deliver an ambitious public service co-location agenda. This has led to the successful expansion of the county's blue light co-location programme, integrating property across the blue lights sector.

2013

2014

2015

2016

2014

Pilot expands, with 20 more councils joining in phase two.

- OPE successfully brokers the land transfer of a vital access road with the Ministry of Defence at Tipner, Portsmouth, enabling the development of the Portsmouth City Deal site.



2016

Phase four launches with £10 million funding and 65 new councils, bringing the total to 177.

- The Liverpool Knowledge Quarter scheme confirms the Royal College of Physicians as an anchor tenant to secure the future development of the project.
- OPE wins an Estates Gazette Collaboration Award and Civil Service Award, marking the recognition of OPE across the civil service and the property industry for its innovative approach to collaborative working.
- The Government pledges its ambition to unlock land for 160,000 homes by 2020, and the LGA commits local government to match this number. OPE will play a pivotal role in achieving both targets and accelerating the release of central and local government land for housing.





2017

Phase five launches with £8 million funding and 78 new councils join, bringing the total to 255.

- Agreement is secured for OPE to play a major role in the London health devolution deal, ensuring councils and health bodies are joined up to deliver integrated health services across the city.
- Publication of the Naylor Review looking at the NHS estate and property. OPE projects play an important role in NHS surplus land disposal and it increasingly supports health and social care integration across the country.
- OPE announces a new partnership with the Ministry of Housing, Communities and Local Government to jointly deliver the £45 million Land Release Fund through OPE's sixth round of funding. Capital funds are available to partnerships to remediate challenging local authority-owned sites for housing delivery.
- Phase six achieves 90 per cent coverage of English councils on OPE with £13 million funding, introducing a Sustainable Pilot Grant, and 91 of the top 100 council asset owners on OPE.
- City of York Council formally agrees a partnership with Network Rail, Homes England and the National Railway Museum to deliver York Central: regeneration of a joint 72 hectare site, providing a mix of 1,500 new homes and 100,000 square metres of commercial space.

2017

2018

2019

2020

2021

2022

2018

The £45 million **Land Release Fund awards** are announced, expecting to release land for 7,820 new homes across 79 schemes. Delivery begins, with OPE giving councils joined-up support from across government to help them to release more land, more efficiently.

2018 Looking ahead

OPE will work with the DHSC to develop a pilot programme for the 'homes for NHS staff' policy: OPE is supporting the Government's ambition of providing up to 3,000 staff homes on surplus NHS land. Five London boroughs will be part of a pilot on early win exemplar sites that can be brought forward to deliver new affordable homes.

- Launch of a new OPE funding application round to support delivery of new and existing projects is expected in the second half of 2018.



2020-2022

OPE projects are expected to deliver 200 public sector co-locations by 2020 and 250 by 2022. In 2017, the programme exceeded its initial aim to deliver 45 co-locations by 2020; as a result, it has set ambitious new targets. Many of these individual projects will become anchors for large regeneration projects.



ONE PUBLIC ESTATE CASE STUDIES

Liverpool City Region: Liverpool Knowledge Quarter

The challenge

The Knowledge Quarter, which includes the Paddington Village regeneration scheme, is a central part of Liverpool's OPE programme of work and is set to become one of the main economic drivers of Liverpool City Region.

Liverpool city region's £23.1 billion economy continues to struggle to punch at its economic weight. Average 'gross value added' (a measure of the value generated by an area engaged in producing goods and services) per capita is 75 per cent of the national average and this gap has remained largely unchanged over the last decade. As a result, the city region suffers from an £8.2 billion output gap compared to national figures.

Additionally, Liverpool needs to build nearly 30,000 new homes between 2013 and 2033. In order to achieve this, it is essential that all major development schemes contribute to this total.

Actions taken/planned

There are already over £1 billion of new developments planned or underway in the Knowledge Quarter. One Public Estate awarded £170,000 in 2015/16 for consultancy fees and to develop the master plan for Paddington Central. This has informed a strategic framework document for the Paddington Village site, developed and consulted on by Liverpool City Council with its partners. This includes 10 proposed development plots, a multi-storey car park and significant public realm and green space. The site's first anchor tenant is the Royal College of Physicians, which will establish its northern centre of excellence there.

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 and supporting its future sustainable development and growth.

There are six site acquisition plots in phase one, five of which are now in the ownership of Liverpool City Council. The outstanding plot, Elm Grove, is progressing through a compulsory purchase order. Kaplan International College is under construction and due for completion early in 2019.

Outcomes/potential outcomes

The new Knowledge Quarter is set to provide significant outcomes for the Liverpool city region, including:

- £2 billion of investment (over £1 billion of new developments in the pipeline and a further £1 billion likely in the next five years)
- more than 250,000 square metres of development floorspace/land



Architect's impression of Kaplan International College



Paddington Village Masterplan

Over the next four years, phase one of the Knowledge Quarter (Paddington Village) project will deliver:

- 167,000 square metres of science, technology, education and health space
- £1.6 million capital receipts
- 2,000 jobs (170 already confirmed)
- 785 homes
- 8,300 square metres of space for ground-floor retail and hospitality
- a 30-storey landmark building
- at least 700 new car parking spaces
- 3.4 hectares of quality public realm.

Next steps

- Royal College of Physicians to submit for planning in the summer of 2018
- a proton beam therapy centre under construction – due for completion in 2019
- the new Royal Liverpool Hospital is expected to open in 2019

- Knowledge Quarter development company special purpose vehicle to be created and a development partner procured by early 2019
- Knowledge Quarter gateway regeneration framework to be created in early 2019.



Royal College of Physicians, architect's impression of the Spine Building Interior

ONE PUBLIC ESTATE CASE STUDIES

Hertfordshire Partnership: Stevenage town centre hub

The challenge

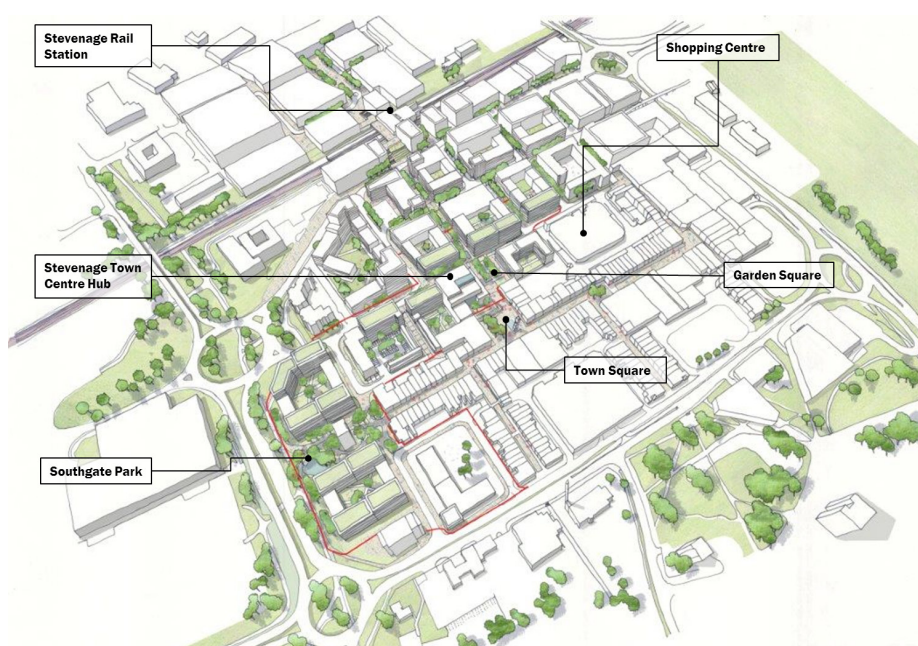
Public service providers in Stevenage currently operate from a range of isolated sites around the town centre. By co-locating and working much more closely, they will be able to address the local health and wellbeing challenges more effectively. As well as creating development opportunities by releasing land and reducing running costs through sharing space, a public service hub will transform the customer service offer in Stevenage.

Services within scope of the project include health services, the library, council offices, Age Concern, Citizens Advice Stevenage and Stevenage Credit Union.

Actions taken/planned

One Public Estate awarded £55,000 to the Stevenage project in 2017 for a consultant to develop the schedule of accommodation for public sector partners and accelerate delivery of Stevenage town centre regeneration.

Prior to the procurement of a construction company to develop the site, Stevenage Borough Council worked with local health partners, Hertfordshire County Council and voluntary sector organisations to understand their future service needs, explore ways of sharing space and working more closely together and form their space requirements for the hub. OPE supported work to jointly develop a health planning document for shortlisted bidders to use to develop concept designs for the hub.



Stevenage Framework Plan

Stevenage Council is now in the process of forming a legal agreement with the construction company as it enters into an exciting phase of refining designs and the master plan. This will include working with all partners to refine the designs for the hub prior to consultation on the scheme, expected in late 2018.

Work is also underway to attract private investment in other parts of the town centre. It is an exciting time for Stevenage, and the strong market interest being shown is a reflection of the clear vision, hard work and commercial approach to re-development that has been instilled through the Stevenage central framework.

Scott Crudgington, Chief Executive of Stevenage Borough Council, said:

“The Stevenage town centre hub perfectly mirrors the aspiration of One Public Estate as this is not just a new building. This is a pledge to work together with organisations from the voluntary and public sector to achieve the best outcomes for residents by placing them at the heart of what we do, and in the heart of the town centre.”

Outcomes/potential outcomes

The project is expected to deliver £8 million in capital receipts and £400,000 running cost savings, to release land for 800 homes and create 250 jobs over a 10-year period.



Architect's impression of the Public Service Hub Design

ONE PUBLIC ESTATE CASE STUDIES

London Borough of Brent: Northwick Park

The challenge

The challenge in Northwick Park is to bring together four land-owning 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 – Brent Council, London North West University 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, but all face common challenges: the need for residential accommodation, reduced running costs, increased efficiencies, opportunities for shared teaching accommodation, ground maintenance and facilities management, maximising land values, improving infrastructure, dealing with parking and provision of leisure facilities.

The site has significant redevelopment potential but currently has limited road access, a series of uncoordinated footpaths and an isolated park. The potential developable area is 12.45 hectares. Ownership between the partners is as follows: University of Westminster 36 per cent, the NHS trust 31 per cent, Network Homes 28 per cent and Brent Council five per cent.

The vision

The partnership's vision is to secure Northwick Park's future by delivering a first-class, modernised university hospital, improved transport links, more good quality affordable homes and jobs for local people.

With Brent Council as lead partner, the landowners have entered into a 'Memorandum of Understanding' (MoU) and are working with a number of associate partners including Transport for London, the Greater London Authority, Network Rail and the London Borough of Harrow.

The vision is to work together to deliver:

- shared state-of-the-art teaching spaces for the university hospital and the University of Westminster
- affordable homes and mixed tenure housing, including for healthcare workers and students
- improvements to hospital services and facilities



Local Context

- KEY
- University of Westminster
 - Northwick Park Hospital
 - Hospital Development Site
 - Network Housing Development Site
 - Golf Course
 - Northwick Park
 - Residential Area

Northwick Park shown with wider land ownership



Aerial view of Northwick Park

- infrastructure improvements including new cycle routes, footpaths, access roads, parking spaces and junction improvements to protect emergency service access to the hospital
- upgrades to Northwick Park railway station
- local shopping facilities and improved sports facilities
- a new green energy centre to serve Northwick Park Hospital and the University of Westminster as well the new homes
- integrating public services so they are easier for residents to use and to increase efficiency.

This is a complex scheme which OPE revived following an abandoned earlier proposal to redevelop the hospital site in isolation. OPE is providing the framework of funding for landowners to work collaboratively and take a strategic view, which would not have happened without OPE as the catalyst. While Brent Council works closely with partners on service delivery, OPE represents the first time that a shared approach to asset management has been adopted at scale.

Outcomes/potential outcomes

The outputs and outcomes of the proposals include:

- a redevelopment area of 120,000 m²
- potentially over 1,600 housing units
- shared teaching space
- sports facilities parking.

The project is one of four OPE schemes focused on acute hospital sites in London. The successful delivery of these schemes will form an important element of realising the £1 billion London component of the total £1.8 billion England-wide financial opportunity that is identified by the Naylor Review as being tied up in surplus NHS acute sites.

OPE support and funding has laid the foundations to make this project an investable proposition and has assisted LB Brent in securing Government capital funding from the Housing Infrastructure Fund to take these opportunities forward.

ONE PUBLIC ESTATE CASE STUDIES

Actions taken/planned

Brent Council received £270,500 of OPE funding for Northwick Park as part of phase four of the programme. Working on behalf of all partners, the council is deploying this resource to procure professional consultancy services including project management, master planning, infrastructure planning and development advice.

Following the signing of the MoU between landowning partners, work quickly progressed with master planners to fully realise the site's overall potential. Partners dissolved ownership boundaries and acted as one entity in bringing forward ambitious proposals that met joint and individual aims.

The next steps for the project are:

- refinement of an integrated common master plan and development of a transport strategy with Transport of London to maximise development potential of the site
- preparation of a feasibility study for a joint energy centre, serving all partners and exporting surplus energy to the grid, thereby bringing in revenue savings and generating an income by 2020
- preparation of a landscape master plan integrating the university, hospital and Network Homes land, together with the open space, by 2020.

Homes for NHS staff pilot: London

The challenge

The NHS is facing unprecedented demand as a service. As certain areas of the country have seen house prices rise significantly over recent years, the Department of Health and Social Care (DHSC), Greater London Authority and One Public Estate are responding to the lack of affordable housing affecting the supply and retention of NHS staff.

The Royal College of Nursing found that 40 per cent of London nurses were considering leaving the city in the next five years due to the pressure of housing costs. Of these, 75 per cent would be more likely to stay in London if their housing needs were met.

Sir Robert Naylor's report recommended that land vacated by the NHS for affordable housing should be prioritised for the development of homes for NHS staff, where there is a need, and that action should be taken to accelerate the delivery of a large number of small-scale and low-risk developments to deliver housing.

Action taken/planned

To address this challenge, the DHSC, One Public Estate and the Greater London Authority have jointly developed a London pilot focusing on early win exemplar sites that can be brought forward to deliver new affordable homes for NHS staff. OPE has already developed a network of partnerships between London boroughs and health landowners, making it a prime channel by which to support this pilot, alongside the other partners.

By establishing a programme leadership structure, developing a delivery toolkit (a step-by-step guide to support providers when they are considering delivery of affordable homes for their staff), growing the supply market and bringing forward exemplar projects to test delivery approaches, the pilot will go beyond simply giving NHS staff a right of first refusal with respect to affordable homes that would have been built anyway, by actively stimulating the flow of projects being brought forward and shaping the offer to meet the needs of NHS staff.

As part of the overall London health and care devolution programme, the London Estates Board and London Estates Delivery Unit lead on estates and property matters and provide the governance and a delivery framework for the homes for NHS staff pilot. Utilising these structures will mean that the pilot schemes will be embedded alongside wider activity to coordinate the release of surplus NHS land in London and generate capital for reinvestment. Pilot projects will receive the same support locally from the OPE London regional team to support delivery and develop local networks. To lead the delivery of the pilot, a project director has been appointed in the London Estates Delivery Unit.

Outcomes

The OPE programme is supporting a number of schemes that involve the release of NHS land for residential development. A review of the project pipeline in London identified the following exemplar projects:

- Croydon University Hospital
- Finchley key worker accommodation
- Kingston key worker accommodation
- Sydenham Green Health Centre, Lewisham
- Erith Road Hospital, Bexley.

Each pilot project has received £70,000 of OPE funding through the 'homes for NHS staff' pilot to accelerate the delivery of affordable housing as part of the overall project scope. The number of homes for NHS staff that will be delivered through the pilot will be determined on a site-by-site basis once master-planning and feasibility studies are completed.



ONE PUBLIC ESTATE CASE STUDIES

Greater Brighton: North Street Quarter redevelopment

The challenge

The North Street Quarter (NSQ) will be a vibrant, mixed-use neighbourhood which will regenerate the area around North Street and the former Phoenix industrial estate in Lewes, East Sussex and will reconnect the area to the heart of the town.

The project is a £180 million mixed-use regeneration scheme delivering 416 homes. The development plans are designed to be sustainable and sympathetic to its location on the banks of the River Ouse and within the South Downs National Park. It will also deliver high levels of affordable housing, provide vital flood defences, create a riverside walkway, create flexible employment space, and provide a public car park and a healthcare hub serving 26,000 patients.

In order to maximise the opportunity for the wider scheme and ensure its viability, the existing Lewes community fire station, which occupies part of the site, needs to be relocated to release land for development.

The vision

The preferred relocation opportunity is making use of NHS-released property at Springman House, located just outside the NSQ regeneration area. This site was acquired from the NHS and South East Coast Ambulance Service by Lewes District Council in 2017. It is adjacent to the recently constructed police station, which presents an ideal opportunity for a blue light hub whilst also enabling the wider NSQ regeneration scheme.

Through partnership working supported by the OPE regional team, the council has broadened discussions around the future potential of the Springman House site beyond those with East Sussex Fire and Rescue Service to include discussions with Sussex Police. This includes working through shared requirements around training areas, vehicle access and security issues. An ambulance community response post will also be provided as part of the new facility.

The Springman House project will relocate the existing community fire station to a new enhanced blue light services hub integrating fire, police and ambulance services. Modern and innovative design will enable services to share spaces and work more efficiently utilising the latest technology. The co-location will:

- unlock and enable the development of 416 new homes through the £180 million NSQ regeneration site in Lewes



An indicative image of the new development. The building will stand on the site of the old Victorian Ironworks that once existed in North Street.



CGI of New Street Quarter Redevelopment

- enable blue light services in Lewes to be co-located, delivering public service efficiency savings of £25,000 per year in line with OPE objectives.

Action taken/planned

In 2016, OPE fully supported the project, funding the feasibility study and cost advice for Springman House. A bid to the Coast to Capital LEP Local Growth Fund was successful, with £2 million awarded to overcome the viability gap for the Springman House proposal. The purchase of Springman House was completed early in 2017, and in June that year Lewes District Council authorised the design and construction of the new blue light services hub. A further £150,000 was allocated to help fund feasibility and design work for the new integrated health centre which needs to be provided as part of the scheme.

Outcomes

OPE investments will help unlock the £180 million NSQ regeneration site, with the following significant benefits:

- 416 new homes, of which 40 per cent will be affordable
- 13,000 square metres of new workspace, including subsidised creative workspace
- 488 jobs
- a new modern health centre for 26,000 patients
- strategically important flood defence works, completing the defence of Lewes
- a public square hosting contemporary restaurants, a two-tier riverside promenade and extensive new cycle paths and footpaths.

In addition, the Springman House project will deliver:

- a shared blue light service hub for the centre of Lewes, including community rooms, office space, equipment rooms and storage
- a £25,000 reduction in annual running costs and more efficient use of buildings.

ONE PUBLIC ESTATE CASE STUDIES

West of England OPE Partnership: Small sites programme

The challenge

The West of England is set to be the first area in the country to achieve formal adoption of a joint spatial plan, demonstrating the strong partnership between the four unitary authorities of Bristol, Bath & North East Somerset, North Somerset and South Gloucestershire, underpinned by the new West of England Combined Authority. The West of England joint spatial plan includes ambitious targets such as the delivery of 105,000 new homes and 82,500 new jobs between 2016 and 2036.

The West of England OPE Partnership brings together existing OPE partnerships led by three of the four unitary authorities (Bristol, North Somerset and South Gloucestershire) along with Bath & North East Somerset and the West of England Combined Authority. This provides a unique opportunity to explore property and estates collaboration at scale, with ambition, and involving a broader range of partners. This will help the whole area to address its significant housing need as well as driving efficiencies from the public sector estate, joining-up service delivery and supporting economic growth.

The vision

Opportunities to deliver major housing schemes are already being taken forward across the West of England, and the newly formed OPE partnership provides the mechanism to do more at scale than the individual partnerships could achieve working independently. It also provides a mechanism for Bath & North East Somerset to benefit from the OPE initiative.

Given the pressure to deliver new homes, the four authorities have challenged themselves to re-consider a large number of smaller potential sites for housing, which could otherwise be overlooked. Addressed in isolation, these sites would not always attract the necessary level of internal resource to bring them to fruition. The four councils recognise that there is an opportunity to aggregate these small sites under a single programme on a large enough scale to unlock dedicated resource, releasing sites for development of new homes.

This innovative approach will significantly accelerate the development of these small sites and will result in greater efficiencies and a more streamlined delivery process. At the same time, this will provide a framework for the development of other small sites going forward, both within and outside of council ownership. It may also act as a trigger for creating and accelerating a unified approach towards delivery models such as community-led housing and self-build.

Outcomes

The West of England partners were successful in bidding for £235,000 of funding through OPE phase six to develop a small sites delivery strategy. The small sites programme is expected to release around 80 sites, comprising 33 hectares, to deliver around 830 new houses across the area, which the partnership estimates will generate £9 million in capital receipts.

Next steps

Governance will be established for the small sites programme which can be used to test and shape the planned West of England Joint Assets Board. The small sites delivery strategy under development will confirm the sites to be included in the programme and test their viability.

The development of the small sites strategy will provide a significant opportunity to bring on board other partner organisations with small sites of their own, including central government departments, health partners, blue light services and the higher and further education sector, further maximising the impact of the aggregated approach.

The partners recognise that a broad range of approaches and delivery models need to be considered. The small sites strategy will establish the appropriate delivery mechanisms to bring each site forward for housing development, which may include:

- community-led schemes
- self-build
- local authority housing companies
- small and medium-sized enterprises-led
- registered providers/housing revenue accounts
- Homes England.

The strategy will evaluate the sites within the proposed programme, determine the optimum delivery route for each and draw up a delivery plan and funding strategy, including governance arrangements. Innovation and accelerated delivery will remain at the heart of the programme.

Bristol City Council Deputy Mayor, Councillor Craig Cheney, said:

“This is another great example of collaboration across the West of England. Through partnership working we are developing an innovative, cohesive and joined-up approach to local housing delivery. Our successful bid will enable us to look carefully at suitable sites for development that provide homes and commercial opportunities, bringing much needed accommodation and investment opportunities to the area. There is now the potential for the four local authorities to collaborate with a range of organisations including community organisations, universities and the business sector. We hope that we can develop a delivery model that can be replicated, bringing far reaching benefits across the region.”



ONE PUBLIC ESTATE CASE STUDIES

Southampton: Hospital sites optimisation

The challenge

A significant proportion of Southampton's population is aged over 65, with demographic forecasts indicating this will increase sharply during the 2020s. This challenge has been one of several drivers behind the 'Better care Southampton plan', developed jointly by Southampton City Council and NHS Southampton City Clinical Commissioning Group (CCG). To facilitate joint working, the council and CCG have also created a £100 million-plus pooled budget, managed by an integrated commissioning unit.

In parallel, the CCG has led a multi-stakeholder review of the NHS estate across Southampton, a central component of which was to ensure improved use of the two community hospitals – the Royal South Hants Hospital (RSH) and the Western Community Hospital (WCH). Both have unused and under-utilised land and buildings, including the former Department of Psychiatry building at the RSH which has remained empty since 2010.

At the same site, one of the city's two wards for the physical rehabilitation of older people (43 beds) is in a building that is now well beyond its useful life. Given the demographic trend and the high demand for the existing beds, this will soon be insufficient for the city's needs. Action must be taken to avoid emergency admissions and to increase capacity of post-acute rehabilitation. Without this, patient care and clinical outcomes would be compromised, in-patients would remain in a 'queue' awaiting a rehabilitation bed and A&E waiting times would increase.

The partnership has also identified a need for 400–500 additional 'housing with care' units by the mid-2020s.

The vision

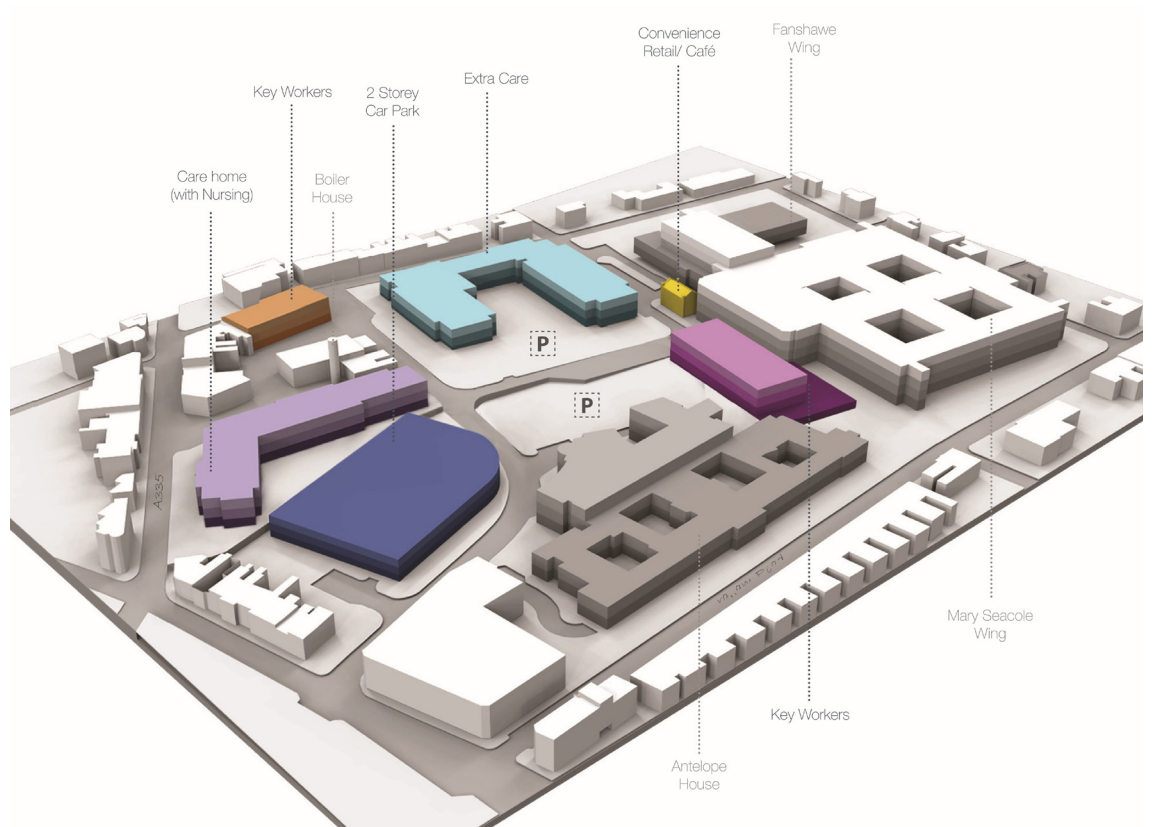
The RSH/WCH project being supported by One Public Estate will see a step-change improvement in the utilisation of land and buildings at both hospitals. Key elements of the vision are:

- transfer some elements of the RSH site to the council, creating 150 housing with care units, a 70-bed care home and up to 80 key worker housing units
- improved use of the remaining clinical buildings at the RSH, including an integrated primary and community care hub serving city centre communities
- conversion of a former hospital chapel to a community asset
- vacation of an 1890s ward block, relocating the two older people rehabilitation wards at the RSH to a new ward block at the WCH.

Action taken/planned

The estate optimisation project's outline business case identified a preferred option for the replacement ward block and was approved by the CCG board and Solent NHS Trust in early 2018.

OPE funding has enabled the CCG and NHS Property Services to engage expert property consultants to advise on alternative uses for RSH land and buildings – a key part of determining the preferred option in the outline business case.



The Royal South Hants Hospital plan

At the time of writing, Southampton City Council and NHS Property Services were seeking to establish a memorandum of understanding setting out a collaborative framework and timetable for the joint development of the RSH site to meet the city's health and care needs. Under the memorandum, elements of the land at RSH will be acquired by the council at a mutually acceptable market-based valuation. Southampton City Council will then take the lead on progressing the housing with care, nursing home and key worker developments.

For the Western Community Hospital site, a full business case is under development to relocate the 43 rehabilitation beds at the RSH to a purpose-built 50-bed facility, expected to open by 2021.

Outcomes

Expected outcomes of the project include:

- demolition of a redundant former psychiatric unit at the RSH, replacing with 150 units of housing with care, enabling people to remain independent for longer
- acquisition by the city council of other elements of under-utilised land at the RSH to enable the development of a 70-bed care home with nursing

- development of up to 80 units of key worker housing on under-utilised sites at the RSH, addressing difficulties in recruitment and retention
- bringing a wing of the WCH back into use for inpatient care, delivering additional bed capacity for older people's rehabilitation
- providing a greatly improved environment for patients through development at the WCH – improving clinical quality and patient outcomes by co-locating physical and mental inpatient services.

Next steps

- Finalisation of the memorandum of understanding between Southampton City Council, the CCG and NHS Property Services, followed by design work on the development of the site and transfer of land from NHS ownership to city council ownership. The council will then implement the housing with care and other developments on a timetable to be determined.
- Complete a pre-full business case feasibility study to examine and eliminate key risks to the Western Community Hospital project, then completing the full business case by December 2018.

ONE PUBLIC ESTATE CASE STUDIES

Greater Lincolnshire: Blue light wider estates programme

The challenge

In 2015, a blue light collaboration programme reviewed the estates held by Lincolnshire Police, East Midlands Ambulance Service (EMAS) and Lincolnshire Fire and Rescue Service to look for ways of improving services through working more closely together, improving value for money and generating savings.

At that stage, operational delivery took place from 20 locations. Collectively, blue light services operated from 52 properties, with an estimated capital value of the combined estate of £11 million and estimated running costs of £1.6 million per year.

Action taken/planned

The programme is mostly self-funding through the release of capital receipts. In 2017/18 the partnership received £30,000 of OPE funding to accelerate the co-location of EMAS into Louth Fire Station. This move has released three sites, generating savings that have kick-started the wider blue lights programme of work across the OPE partnership. This work includes:

- Fire and rescue staff coming together with the police to form one shared headquarters at Nettleham. The building, formerly the police headquarters, has been refurbished to provide accommodation for both service's chief officers, administrative staff and 999 control rooms, and opened in March 2017.
- In the east of the county, the opening of the new Louth Fire and Ambulance Station in November 2017.

- During 2018, fire crews and ambulance staff will move into a new shared station in Sleaford. In addition to co-locating the services, the move is creating a simulated search and rescue training facility and a practice road traffic collision area – ideal for firefighters and ambulance crews to train together and develop new ways of working. Lincolnshire County Council is also benefiting from closer working with the blue light services. The development is part of a £6 million project which includes offices for Lincolnshire County Council staff.
- The former fire headquarters at South Park in Lincoln will become a new £19 million ambulance, police and fire station, set to open in 2019.

Councillor Martin Hill, Leader of Lincolnshire County Council, said:

“After much planning and hard work, it is fantastic to see the new fire and police headquarters ready for staff from both organisations to move in to. This move will allow better opportunities for closer working, which will undoubtedly mean improved services for the public.”

Outcomes/potential outcomes

The most significant outcome of the co-locations will be improved services through better collaboration. However, individual moves will generate additional savings. For example, the new Louth Fire and Ambulance Station will release a surplus property with an estimated capital value of £250,000 and reduce annual running costs by around £37,000.



Opening of Louth Ambulance and Fire Station, November 2017

Going forward, the programme has the potential to:

- release 27 surplus property assets
- generate capital receipts estimated at £3.9 million
- release approximately £700,000 of running costs per annum.

Next steps

During 2018/19, the Greater Lincolnshire OPE Partnership will review the potential for five further co-locations, along with feasibility work to explore tri-service solutions at two additional locations. The major investments in building projects will be recouped through selling old sites and through significant reductions in running costs, with the new properties being much more efficient and having less wasted space.

This is only the start of the blue light journey within the OPE partnership and there have already been significant achievements, the most important being the delivery of better services for members of the public through working more closely together and reinvesting the money saved.

Marc Jones, Police and Crime Commissioner for Lincolnshire, said:

“A shared fire and police headquarters is a tangible example of how collaboration can deliver the best results for the taxpayer. It means we can share certain costs, allowing us to divert more resources to the frontline and ensure we maximise the budget we have to provide even better services for our communities. It puts Lincolnshire at the forefront of innovation in terms of collaborative working.”

ONE PUBLIC ESTATE CASE STUDIES

London Borough of Waltham Forest: Town hall campus

The challenge

The London Borough of Waltham Forest has been exploring the challenge of using its multiple office sites to reduce estate running costs and free-up development land for new housing. The council has staff based in 10 corporately managed operations, including six remote offices, with estate running costs of around £2 million per year.

A prime opportunity to co-locate council staff has been identified at Waltham Forest's historic town hall campus, which includes the Grade II listed town hall and a former magistrates' court owned by Her Majesty's Courts and Tribunal Service (HMCTS), currently housing the Probation Service. The campus sits within a key strategic location in the borough at which to base public services.



Refurbished former Magistrates Court at Waltham Forest Town Hall Campus © Dirk Lindner

The council is seeking to use its estates transformation strategy to provide an integrated and more efficient public service offer for the local community. Any plans will have to avoid disruption to the daily provision of services, with staff remaining on campus throughout the construction phase.

The vision

Waltham Forest Council and HMCTS have forged a relationship to jointly transform the historic town hall campus, redeveloping buildings around the town hall to relocate services and staff from existing council offices and the Probation Service to a new 6,600 square metre civic centre developed to house the council, HMCTS and potentially other public bodies and private businesses.

The council and other staff will then move into the new office accommodation, offering more joined-up services for the public including a one-stop-shop for health and wellbeing and a new public service contact centre. Nine of the council's older, less efficient offices will close, freeing up land for 430 new homes (of which at least 35 per cent will be affordable) and commercial space. The planned civic centre will have capacity for further public bodies to co-locate on the site and the partnership is identifying suitable partners.

Waltham Forest College sits next to the town hall campus, and through additional OPE revenue funding the scheme has expanded to include the college within its scope, delivering an additional 100 housing units and reduced running costs alongside improved education facilities.

Martin Esom, Chief Executive,
London Borough of Waltham Forest, said:

“OPE funding has been instrumental in allowing us to redevelop and modernise our civic estate by instilling collaborative, partnership working with other public sector partners to create economic growth for Waltham Forest residents alongside the delivery of new housing and improved public services.”



Perky Blenders at the magistrates cafe in the refurbished former Magistrates Court © Dirk Lindner

Actions taken/planned

One Public Estate has funded a dedicated project manager and has successfully brought together HMCTS and the council to align the interests of local and central government in the area, achieving the best local and national outcomes.

HMCTS sold the former court building to the council, which refurbished and reopened the premises in March 2018. The re-use of the building is the first phase of the programme and has been delivered through a cost effective design-led intervention. Internal court walls were demolished to transform the building and increase the feeling of space, maximising natural light. The designers enhanced and re-used many of the original features of the old court building.

It is now used by 350 council officers as well as members of the public and is a light, calm place to work. The cafe at ground floor is already a success and is making the town hall campus more inclusive, accessible and a better place for the community.

The refurbishment and re-use of the court has released land for up to 100 homes through the release of two offsite buildings.

Additional OPE Sustainable Pilot Grant funding has been secured by the partnership which will speed up the release of feeder sites for housing at the town hall campus, as well as providing extra housing to the scheme overall.

Outcomes/potential outcomes

Outcomes of the project include:

- creation of over 500 new high-quality homes (around 35 per cent of which will be affordable)
- generation of capital receipts to the value of £44.5 million
- revenue savings
- integrated public services and improved public service delivery.

Next steps

The project is moving at pace and has delivered early successes, with the acquisition of the former magistrates' court delivering a capital receipt to HMCTS, releasing land for 100 units and seeing 350 staff relocated into an innovative cost-effective workspace environment.

The next steps include the delivery of:

- an expanded master plan for Waltham Forest College and the campus which will complement and enhance the transformation proposals
- planning for new housing and additional civic space for a co-located and integrated public service delivery location for the borough
- early release of surplus accommodation by making the best use of the newly refurbished former court building
- construction to begin on new civic space and housing.

ONE PUBLIC ESTATE CASE STUDIES

Rutland County Council: Releasing Ministry of Defence surplus estate

The challenge

The Ministry of Defence (MoD) is one of the largest landholding government departments and, as such, an important strategic partner for the OPE programme and the councils involved. The MoD's strategy 'A Better Defence Estate' (November 2016) aims to reduce the estate by 30 per cent by 2040 by releasing 130,000 hectares from 91 surplus sites.

In the strategy, the MoD published the decision to close St George's Barracks, located in the Rutland County Council area, in 2021/22. Rutland is the smallest unitary council in England and covers an area measuring just 16 miles by 17 miles. The 300 hectare St George's Barracks site is the single biggest and highest priority site for the council in the locality, considered vital to supporting sustainable growth and meeting housing needs.

The vision

The ambition is to transform this 300 hectare brownfield site, which lies in an accessible and attractive location, by delivering up to 3,000 homes by 2032 in a new 'garden village'. This would be at a pace of 300 housing units per year from 2021/22, utilising innovative delivery approaches including modern methods of construction. The site will also include an enterprise zone and a leisure and recreation area.

The site will be developed over a 10-15 year programme commencing with a 'plot ready' site, building on experience from across the country from successful garden village projects.

Action taken/planned

Rutland County Council is a recent addition to the OPE programme and was awarded £175,000 in December 2017 for project management, consultation, surveys and master planning of the St George's Barracks site.

Following the announcement of the closure of the barracks in 2016, the council engaged with OPE regional programme managers. Substantive progress has been made in developing a local partnership between the council and the MoD, evidenced by an innovative memorandum of understanding, which underpins a new style of public/private partnership to deliver joined up de-risking and master planning, to establish partner objectives, and define roles and milestones for bringing forward the site.

Underpinning this approach has been close collaboration between the two partners. A series of workshops has been held, enabling them to work through issues. This has included the development of the master planning process, support for the Housing Infrastructure Fund bid and high-level financial planning for the project.

The workshops have included a range of staff from both organisations and have been key to moving the project on with a shared vision and understanding of what needs to be done.

Outcomes

In addition to the land released for around 3,000 housing units by 2032, the project will generate potential for £30 million in capital receipts, £1 billion in investment and the creation of more than 2,000 jobs by 2026/27.

The OPE team has provided essential advice, expertise and good practice in developing the memorandum of understanding, together with the added value of the programme in helping to raise ambition and capacity locally. There is wide consensus that OPE engagement had accelerated the planning and development process by at least 12 months. This is partly due to an enhanced relationship with the MoD but also by encouraging the council to act more quickly. The 'badge effect' of the programme has added weight too and validated the proposals, giving the council the confidence to invest its own resources and senior officer time.

As one of the pre-selection criteria, a local board was set up comprising Rutland County Council, MoD/Defence Infrastructure Organisation, Greater Cambridge and

Peterborough Local Enterprise Partnership, Homes England, East Leicestershire & Rutland CCG and Leicestershire Fire & Rescue Service to coordinate and drive project delivery. The board has provided a useful mechanism for securing senior level buy-in.

Next steps

The St George's Barracks scheme is progressing well with the MoD, which is due to vacate in 2021/22. Rutland County Council will review a number of expressions of interest in the enterprise park opportunities that will deliver high-value jobs and significant investment

The high level master plan has been launched and work will continue to develop a more detailed master plan, with a planning application expected in 2019.

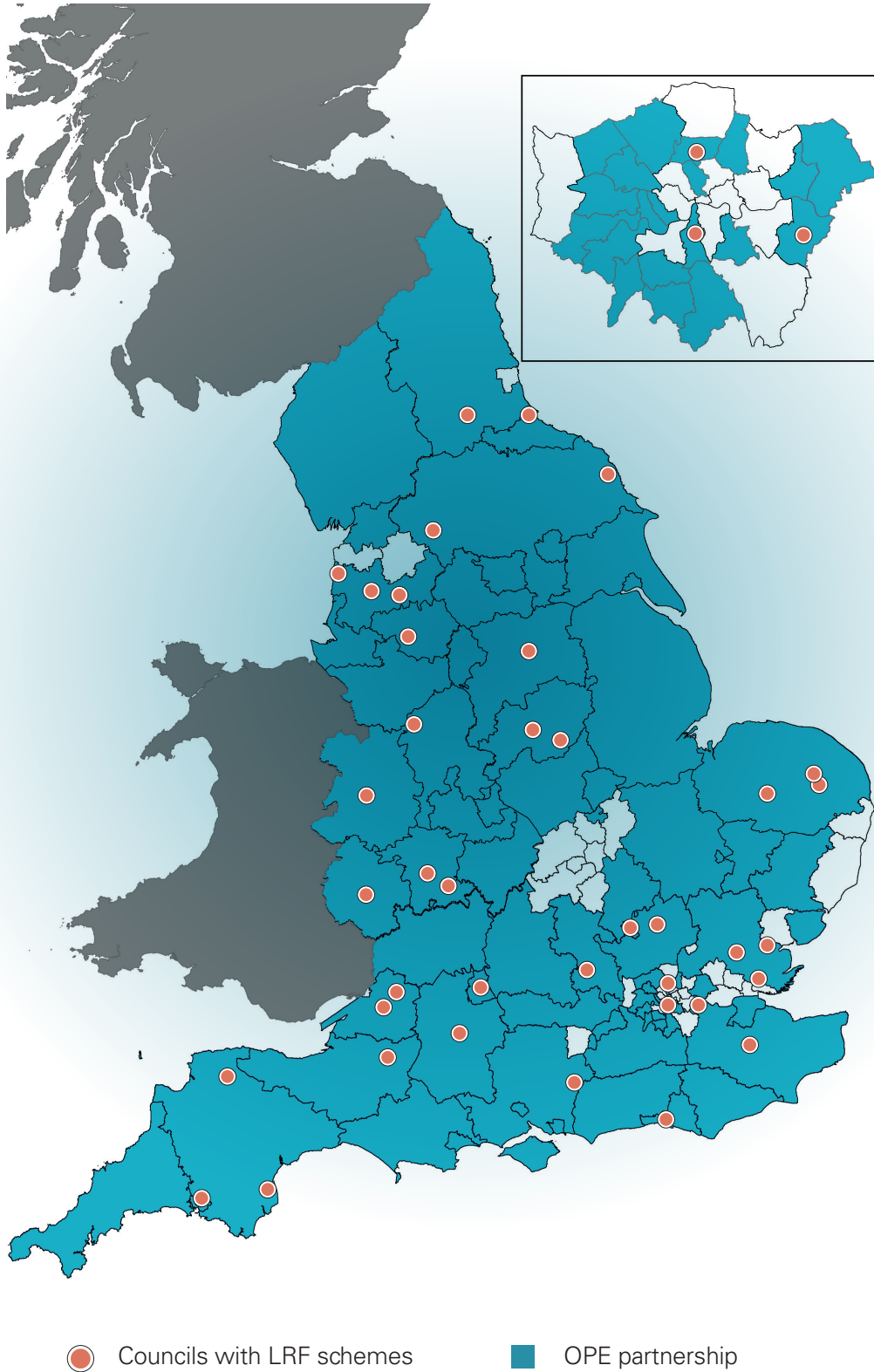
Rutland County Council Leader, Councillor Oliver Hemsley, said:

"St George's can have a profoundly positive effect on Rutland and our quality of life here – providing new homes for families, space for businesses to grow and supporting the development of our local economy."



Architect's impression of St. George's Barracks, aerial view

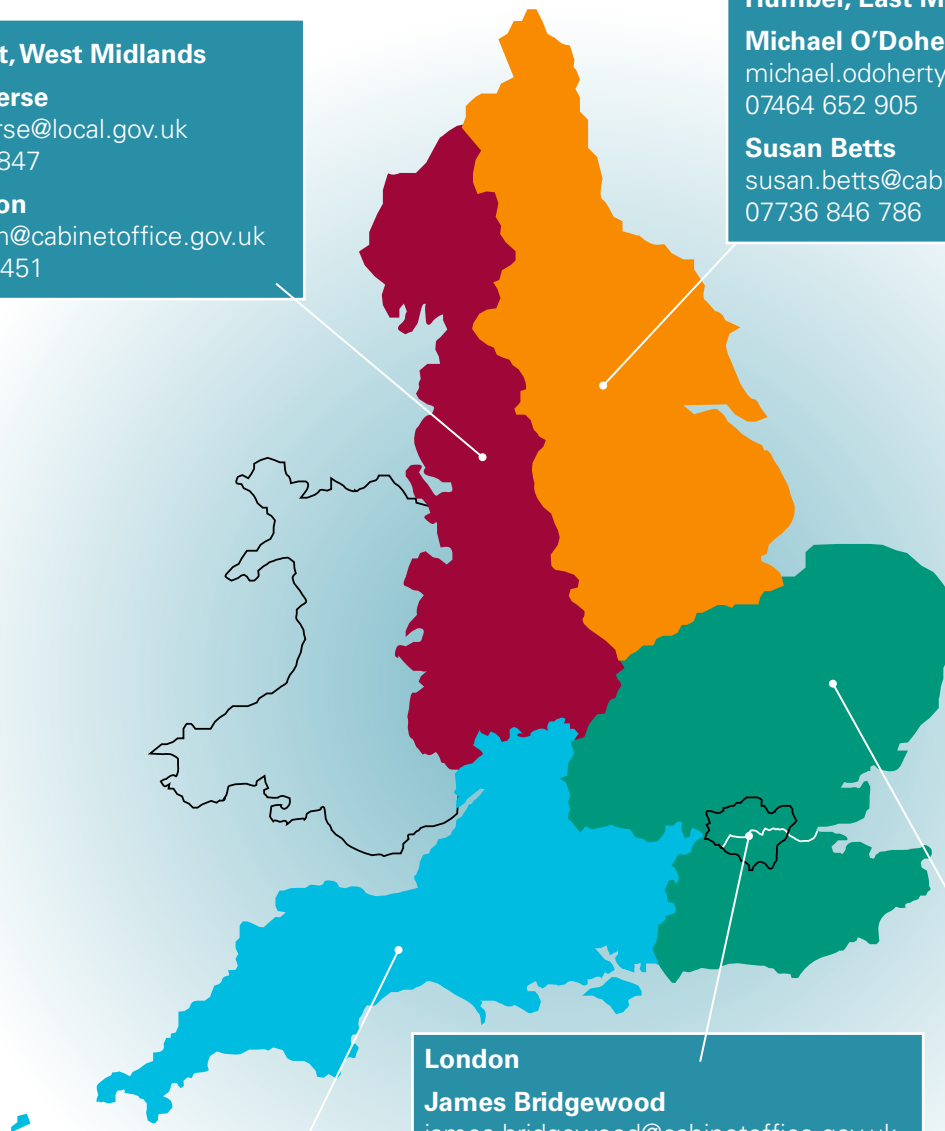
ONE PUBLIC ESTATE COVERAGE MAP



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