

**REPORT TO:** Cabinet

**MEETING DATE:** 11 October 2016

**BY:** Depute Chief Executive (Partnerships and Community Services)

**SUBJECT:** Smarter Working for Better Outcomes: Opportunities for Collaborative Working with Police Scotland through Co-location at John Muir House

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## **1 PURPOSE**

- 1.1 The purpose of this report is to seek approval in principle for collaborative working with Police Scotland through the co-location of police at the Council headquarters, John Muir House.

## **2 RECOMMENDATIONS**

That the Cabinet:

- 2.1 Agrees in principle to the co-location of all operational and community Police currently based in Haddington Police Station to the former Sheriff Courts and John Muir House.
- 2.2 Agrees that this opportunity be used to enable 'smarter' and more integrated ways of working between the Council, the Police and other partners to support the prevention agenda, to make a positive impact on as broad a range of outcomes as possible and further enhance public service delivery.
- 2.3 Agrees that a joint business case between Police Scotland and the Council is developed which delivers fair and equitable benefits to all partners and confirms a mechanism whereby costs (revenue such as rental and/or capital contributions) are apportioned/recharged/recovered in a fair and equitable way, and agrees to work with Scottish Futures Trust (SFT) on these matters.
- 2.4 Agrees to support immediate consultation around this to inform the joint business case to be presented to the Scottish Police Authority (SPA) Finance Committee on 8 November 2016, for SPA approval on or around 15 December 2016.

### **3 BACKGROUND**

3.1 The 'Report on the Future Delivery of Public Services' by the Christie Commission identified four key objectives for the programme of Public Sector reform:

- Public services are built around people and communities, their needs, aspirations, capacities and skills, and work to build up their autonomy and resilience.
- Public service organisations work together effectively to achieve outcomes.
- Public service organisations prioritise prevention, reducing inequalities and promoting equality.
- Public service organisations aim to increase performance whilst reducing costs.

3.2 In response to these recommendations the Council has been facilitating a joint approach to asset planning with our community partners. The East Lothian Partnership Joint Asset Plan was agreed in May 2015 which supports the development of well-designed, sustainable places through effective partnerships. A Joint Property Asset Management Group was convened in September 2015, supported by a Joint Asset Operational Group to help identify and support projects and initiatives.

3.3 A strategic brief was subsequently developed to support delivery of the Joint Asset Plan. This sets out our common principles for developing and delivering a programme of projects which will make a positive difference to East Lothian, identifying key emerging opportunities which will drive this programme. Projects are underpinned by the following principles:

- Joined-up collaborative services which deliver better outcomes
- More efficient use of public resources which deliver greater savings
- Demand-led provision of services which deliver more impact on the ground
- Leverage of all public sector investment to deliver wider economic benefit
- Joint business cases which deliver fair benefits to all partners
- A pace of implementation which can deliver early wins.

3.4 As part of the Scottish Court Service reforms, a decision was taken to close Haddington Sheriff Court with business transferring to Edinburgh in January 2015. The Council took operational ownership of the building in December 2015. The former Court building is an important civic building which is key to enabling the Haddington town centre to thrive. Ownership of the building presents the Council with significant

opportunities in terms of extending accommodation for staff and/or community partner use.

- 3.5 Parts of the building date back to 1833 and are of historical interest. Therefore the building is Grade B listed. However, possibly as a result of 'Crown Immunity' status, the building has not been maintained in a way that satisfies current standards. Recent condition reports have also highlighted a range of issues which need attention. Significant expenditure estimated at £650,000 is required to bring the building up to a minimum standard, with further investment required to make it suitable for occupation to support modern and flexible ways of working.

In view of this, the historical context and various aspects of this potential move the Council has asked (SFT) to help define the best way forward as regards revenue and capital funding and the sharing of costs. They have some experience in these matters and have agreed to help and work with both parties.

- 3.6 Police Scotland is developing plans across 'J' Division to modernise and rationalise their estate. The multi-agency approach undertaken across all four local authority areas in the Division presents significant opportunities to support an integrated service delivery model with partners. Co-location is not an end result and it is recognised that partners sitting in the same building does not necessarily lead to improved working outcomes or breaking down barriers in working practices. However, co-location does present the opportunity for, and can support, greater and more effective partnership working at the point of service delivery so that services are less bureaucratic, more efficient and deliver better outcomes against challenging budgets.
- 3.7 A joint statement which sets out the joint ambition of the Council and Police Scotland has been agreed by the Chief Executive and Divisional Commander (see Appendix 1). The statement expresses a clear commitment to developing partnership working across the public sector to improve outcomes for our communities.
- 3.8 It is within this context that proposals have been developed to co-locate the 37 Operational Police, 15 Community Police and management team based in Haddington Police Station into accommodation on the 1<sup>st</sup> floor of the former Sheriff Courts and space within John Muir House (JMH). The project aims to deliver service improvements and better outcomes through improved communications and the sharing of information and smarter, more integrated ways of working. The current proposals will have no impact on accommodation for Elected Members in their current configuration.
- 3.9 The Project is being delivered as part of the Council's Transformation Programme under the 'New Ways of Working' stream of accommodation projects. New Ways of Working (NWoW) aims to maximise space utilisation, reduce environmental impact, provide a range of settings which improve the way teams and individuals work together and enhance staff welfare and engagement. This approach has been promoted by the Scottish Futures Trust and has been widely adopted across the Public

and Private sectors (including the Scottish Government and many other Scottish Local Authorities); and, is now considered 'best practice'.

3.10 The project team developed an options appraisal, which identified and appraised seven options.

#### 3.10.1 (Option 0) Do nothing – no occupancy

This option leaves the former Courts as is, undertaking no essential repairs and also leaves the 1st floor of the former Courts unoccupied. Whilst this option initially incurs no costs, the condition of the building is likely to deteriorate. The project team would not consider this option to be viable.

#### 3.10.2 (Option 1): Undertake only necessary works – no occupancy

This option prepares the area for design works to accommodate staff, community partners or both, at an estimated cost of £385,000. This will address issues such as those pertaining to fire regulations and issues identified in the conditions reports. This work is essential if any of the further options below are to be implemented; so the proposal is to undertake Option 1 in parallel with any of the further options.

The £385,000 does not include around £260,000 essential mechanical and electrical (M&E) works specific to each of the options below.

*The costs quoted for each of the options below include the £385,000 of Option 1 plus M&E works.*

#### 3.10.3 (Option 2): Council staff use of former Courts

This option enables up to 71 council staff to occupy the 1<sup>st</sup> floor area, making no provision for the Police.

A key benefit of this option would be to increase the number of staff based in Haddington and potentially help to reduce accommodation costs at other locations through the consolidation of staff at JMH. A consequence is that whilst the area becomes useable, the Council would be making a significant estimated investment of £1.1M with no potential for rental income/ payback to help mitigate the capital investment.

*The following options make provision for shared use of the Court Street reception area to accommodate the Police counter. They also make provision for car parking for 12 Operational Police vehicles.*

#### 3.10.4 (Option 3a): Council Staff and Operational Police use of former Courts, and Community Police in a room within JMH

This option provides use of one third of the space on the 1<sup>st</sup> floor of the former Courts for up to 40 council staff and the remaining two-thirds for 37 Operational (Response) Police (16 at peak shift cross-over). In addition, 15 Community Police will be located in a room within JMH. This option requires an estimated investment of £1.29M.

Key advantages of this option are that we fully utilise the space in the Courts and that there is potential for income generation through rent, and possibly capital contribution to help off-set costs. This could enhance Court Street; providing a more 'visible' presence for the Police and improved accessibility.

Accommodating the Community Police in a single room within JMH could create a 'silo' rather than achieving our ambition of integrated working. It may be perceived as more of a co-location and offer less in terms of integrated partnership working.

**3.10.5 (Option 3b): Council Staff and Operational Police use of former Courts, and Community Police integrated within existing Council teams/ locations**

This is as per Option 3a in terms of the Courts space and income generation, but rather than occupying a single office the Community Police are integrated within existing Council teams. The estimated cost of this option is £1.28M.

The key advantage of this option is that it provides an opportunity for greater collaboration between the Council and the Police and to improve integrated working and joint service delivery.

This is a more complex solution and could be more costly for the Police to install the necessary IT infrastructure in different office locations. Dispersing Community Police may make it more difficult to locate individuals and could impact on their own collaborative practices.

**3.10.6 (Option 3c): Council Staff and Operational Police use of former Courts, and Community Police integrated within teams and individuals in a 'Collaborative Hub'**

This is as per options 3a and 3b in terms of the Courts space, costs and rental income, but rather than occupying a single office or being dispersed, we would create a 'Collaborative Hub' within JMH. This would enable Community Police to co-locate with the two Scottish Fire & Rescue Local Area Liaison Officers, the Safer Communities Team (including Community Wardens) and other teams and individuals to provide a fully integrated approach to delivering the prevention agenda and broader outcomes. This option has greater potential to create flexible space through New Ways of Working; enabling more staff and partners to occupy JMH.

This option is estimated to cost £1.37M. It will require council staff to be moved around JMH in order to create the space. Further work will be required to identify individual staff and teams that would be fully engaged in this new model of integrated working.

**3.10.7 (Option 4): Operational and Community Police in the former Courts**

This option would entail allocating all of the 1<sup>st</sup> floor space in the Court building to both Operational and Community Police; with no provision for Council staff. The Council would keep the building wind and watertight

but the Police would pay for all the running costs, minimising ongoing liabilities for the Council.

A key advantage of this option is that this is estimated as the cheapest of the options which enable the Police to relocate, at an estimated £1.1M. It also offers a simpler implementation; with less implication in terms of IT infrastructure for the Police and no impact on existing Council staff in terms of relocations. The Police would be responsible for any ongoing maintenance and servicing of the building.

However, accommodating all of the Police within the former Courts would perpetuate 'silo' working and be perceived as merely co-location with none of the benefits associated with closer, more integrated partnership working and collaboration with council staff and other partners offered by other options. Understandably the Police do not want to pursue this option.

- 3.11 The option appraisal exercise resulted in Options 3a, 3b and 3c being the preferred options – co-location of all operational and Community Police currently based in Haddington Police Station to the Former Sheriff Courts and John Muir House. Work will continue to further explore these options from an operational and financial perspective, firming up on the capital and revenue costs and rental agreement between the Council and Police Scotland.
- 3.12 As part of the development of a joint Business Case, Police Scotland require to undertake an immediate consultation around this that will be presented to the Scottish Police Authority (SPA) Finance Committee on the 8<sup>th</sup> November 2016, for SPA approval on or around the 15<sup>th</sup> December 2016.
- 3.13 The Council will finalise the proposals for the Business Case by mid-October 2016. This will include the space proposals, capital and revenue costs and rental agreement between the Council and Police Scotland for the SPA's consideration.
- 3.14 We aim to start the project as soon as the SPA reaches a decision and agreements are signed, and it is anticipated that it will take 16 months to complete.

#### **4 POLICY IMPLICATIONS**

- 4.1 These proposals demonstrate the Council's commitment to public sector reform and working in partnership around joint asset planning, as well as our ambition to improve service delivery and outcomes for our communities whilst reducing inequality.

#### **5 INTEGRATED IMPACT ASSESSMENT**

- 5.1 The subject of this report does not affect the wellbeing of the community or have a significant impact on equality, the environment or economy.

However, Police Scotland is required to undertake an Integrated Impact Assessment to inform the Business Case as part of the process. As and when the Council starts to implement the proposals an Integrated Impact assessment will be completed.

## 6 RESOURCE IMPLICATIONS

6.1.1 Financial – There are a range of costs presented for the options within this report which vary from zero up to £1.37M. The Council’s approved Capital Plan contains an allocation of £1.08M for ‘New Ways of Working’ projects. Two projects have already been committed in respect of the Planning Service and a Corporate Booking System, leaving around £800,000 uncommitted. Assuming all of this could be earmarked for the ‘Upgrade and utilisation of Courts accommodation’ project, this would require a balance of up to £470,000 to be identified either from within or additional to existing capital spending limits.

6.1.2 A joint business case will be developed that will confirm a mechanism whereby costs are apportioned / recharged / recovered in a fair way. The business case should be both realistic for the Police and viable for the Council. This will include an annual occupancy rental for Police Scotland to help off-set the Council’s costs and potentially a capital contribution for SPA’s consideration.

6.2 Personnel – A project team has been established to develop the project as part of the Council’s Transformation Programme, with support from the Strategic Assets and Capital Plan Management Team and Engineering Services. Consultation will take place with Council staff who may be impacted by any moves and changes in work location as a result of the further development of any of the options detailed in this report.

6.3 Other – None

## 7 BACKGROUND PAPERS

7.1 Appendix 1: Smarter Working for Better Outcomes: A Joint Statement from East Lothian Council and Police Scotland

<b>AUTHOR’S NAME</b>	Stuart Hiles
<b>DESIGNATION</b>	Project Manager
<b>CONTACT INFO</b>	<a href="mailto:shiles@eastlothian.gov.uk">shiles@eastlothian.gov.uk</a> 01620 828752 (Ext 6752)
<b>DATE</b>	28 <sup>th</sup> September 2016

## **APPENDIX 1: Smarter Working for Better Outcomes: A Joint Statement from East Lothian Council and Police Scotland**

We are committed to work together to tackle inequalities and improve the lives of those who live and work in East Lothian. Through more integrated working and co-operation we can improve local services. By working even more closely and effectively together in shared premises, with a focus on the people we serve we believe:

- our own people will have the opportunity to build more effective relationships and better understand what other people and departments can provide
- This approach provides a more effective way to share information, in order to deliver better advice and service to communities making sure there are no gaps in the services we provide.

Haddington is an important civic centre of East Lothian with the Police station currently sited a few hundred metres from the council's HQ. Incorporating the Police service together with council services in John Muir House would provide an integrated model which has been successfully adopted elsewhere in Scotland.

It is not enough however to simply share premises. We are also committed to simplifying processes and integrating service delivery to:

- Reduce the number of different locations local residents need to visit to get information,
- Reduce the number of visits or meetings required to resolve issues and
- Increase the opportunities for communities to engage with all services in East Lothian in order to influence the way in which those services are delivered.

We will strive to deliver better services through integrated working and simplifying access to services wherever possible.

**Angela Leitch**  
Chief Executive  
Lothian Council

**Ivor Marshall**  
Local Police Commander East  
The Lothians & Scottish Borders  
Division