

Report to: **Audit, Best Value & Community Services Scrutiny Committee**  
Date: **12 March 2014**  
By: **Chief Operating Officer**  
Title of report: **SPACES Programme: Update**  
Purpose of report: **To provide an update on the SPACES Programme**

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**The Committee is recommended to: (1) Note the presentation and report;  
(2) Consider the current programme activity taking place; and  
(3) Agree future updates on the SPACES programme**

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## **1. Financial Appraisal**

1.1 No costs arise from the recommendation of this report.

## **2. Introduction/Background**

2.1 The Strategic Property Asset Collaboration in East Sussex Programme (SPACES) aims to identify and realise opportunities for co-location and collaboration between public sector and community and voluntary sector partners.

2.2 The partners, governed by a central board, are seeking to achieve a more cost effective public estate through a reduction in footprint and thus CO2 and revenue costs as well as realising capital receipts and synergies of service.

2.3 The partners include East Sussex County Council, all district and borough councils, all emergency services, representatives from the voluntary and community sector, NHS services and some central government departments such as Job Centre Plus (DWP).

2.4 This report gives an update on the status of the programme, focusing on its achievements to date and direction of travel. The Programme Manager for SPACES will provide an introductory PowerPoint presentation to the SPACES programme at the committee meeting.

## **3. Project Delivery**

3.1 The following activity was visible and actively managed to delivery within the SPACES Programme.

(a) An anti-social behaviour hub has been created in Aquila House in Hastings. This provides a joint response to the community for anti social behaviour issues from both Sussex Police and Hastings Borough Council.

(b) Sussex Police moved to co-locate with Eastbourne Borough Council in Grove Road releasing the Police Station for disposal. Service synergies are expected.

(c) SEAP (Support. Empower, Advocate. Promote) were in need of new premises which were provided by Hastings Borough Council at Aquila House.

(d) A new site for the Carisbrooke GP surgery and pharmacy was provided by Hastings Borough Council at White Rock Gardens after the fire at Marlborough House displaced them.

(e) Sussex Police and East Sussex Fire and Rescue Service (ESFRS) are using St Leonards Academy playing fields free of charge for training purposes

(f) Job Centre Plus has been provided with free of charge space in Rye and Battle council premises for outreach services.

(g) A facilities management contract has been jointly procured between East Sussex County Council (ESCC) and Wealden District Council. Eastbourne Borough Council and ESFRS also have the option to use this.

(h) Rother District Council and ESCC swapped land to enable the Link Road development to continue unhindered.

3.2 A further 28 co-location opportunities have been identified. Eight of these have been prioritised and their detail and current status can be found in Appendix A.

3.3 As well as co-location activity, there are other work streams underway as follows:

(a) Discussions are underway between procurement professionals from across SPACES partners with the intention of eliminating duplication and enabling future procurement collaboration.

(b) Activity is commencing to consider the Fleet maintenance arrangements of ESFRS, Sussex Police and South East Coast Ambulance Service NHS Foundation Trust (SECAMB). An opportunity has been recognised to align activity and provide larger, fit for purpose maintenance hubs.

(c) Information Management and Storage needs are a key enabler to reduction in property estate. Activity is underway with eight SPACES partners to jointly consider physical and electronic storage needs.

(d) The mapping of Public Estate Assets and how this information can be accessed publically is being considered. Two viable options are being explored.

#### **4. Benefits**

4.1 The benefits each opportunity offers have started to be collected. Those that have been identified to date can be found in Appendix B.

#### **5. Other activities undertaken**

5.1 A number of other activities have been undertaken to inform the direction of SPACES as follows:

- a. A matrix of co-location opportunities identified (Appendix C) has been developed to map the partnership development and identify if there are any opportunities that can be replicated elsewhere.
- b. A Partner Survey (Appendix D) was undertaken to show what partners want to achieve through SPACES and how well this is being delivered.
- c. A paper to show the work in progress and prioritisation of activity within the Programme Board can be found in Appendix E.

#### **6. Next steps**

6.1 The programme is continuing to develop and it is expected that the following activities will be started in the near future:

- d. Co-location activity – further focus groups, management of space requests and development of the opportunities matrix
- e. Enablers and barriers – developing a model to understand the types of co-location and the enablers and barriers to them, hot desk mapping, public access mapping and so forth
- f. Customer insight work – mapping of customer type, use of service and contact to inform the location and delivery of services

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Local Member: All

#### Background Documents

None

## Appendix A – Opportunity Prioritisation

A further 28 opportunities have been identified and the following are already in flight or have been prioritised for progression:

- a. Southover Grange and The Maltings land swap between Lewes District Council and ESCC is due for completion early 2014
- b. Newhaven Community Hub is progressing which will include a library on the ground floor and a number of partners on the first floor. Negotiations have commenced with partners and business cases are being developed for each to gain sign off for proceeding. The building is expected to be complete in Autumn 2014.
- c. Newhaven Fire Station Development continues with ESFRS, Lewes District Council and Sussex Police planning to share accommodation through developing a derelict site in Newhaven Town. Expected delivery late 2015
- d. Rother District Council is in discussions with a partner regarding co-location at the Town Hall building in Bexhill. A business case has been developed and is currently in the process of being signed off. This is expected to be complete in Spring 2014.
- e. Activity is underway to investigate an emergency response service sharing Ropemakers at Hailsham which is an ESCC site. Negotiations are commencing with the landlord to agree terms and timeframes.
- f. Discussions are commencing between ESFRS, SECAMB and NHS regarding Lewes Fire Station, Springman House and the adjoining Ambulance Station. Decisions regarding a way forward with this are expected in Spring 2014.
- g. An opportunity for a SECAMB response post to be located at The Ridge Fire Station in Hastings has been identified. A business case and timeline for this has yet to be established.
- h. Discussions are underway to establish whether Rye Library could provide some support to Rother District Council in the way that front line services are delivered in Rye.

## Appendix B – Benefits identified to date

Benefit	Delivered	Planned	Unplanned	Total	Change from previous month	% of target identified	% of target achieved
Capital Receipt Value Held	£900,000	£400,000	£8,450,000	£9,750,000	£0	32.50	3.00
Capital Receipt Realised	£0	£0	£0	£0	£0	0.00	0.00
Revenue Reduction	£767,000	£192,621	£946,466	£1,906,087	£550,000	19.06	7.67
CO2 Reduction	136	55	142	333	0	3.33	1.36
Revenue Receipt	£29,155	£75,000	£0	£104,155	£0		
Cost Avoidance	£17,032	£3,500	£12,000	£32,532	£29,032		
Investment - Regeneration	£0	£0	£0	£0	£0		
Investment - Community Grants	£0	£0	£0	£0	£0		
GIA Reduction m2	2620	948	8299	11867	4692		
Co-Location related services	2	2	3	7	0		
Co-location response services	0	1	8	9	0		
Land Swap	1	1	0	2	0		

Note: These are only those that have been identified to date. In some instances, the benefits are not yet clear for a project and therefore cannot be recorded.

### Benefits per District and Borough

Eastbourne	14%
Lewes	20%
Hastings	5%
Rother	17%
Wealden	22%
County Wide	22%

This is the breakdown of where all benefits will be realised across the Districts and Boroughs. This is for all SPACES partners.

## Appendix C – Co-location Matrix

### 1. Purpose

- 1.1. The purpose of this paper is to show the co-location opportunities that have been identified between partners.
- 1.2. This can then identify the types of co-location opportunities identified to date and where there may be further opportunity.

### 2. The Opportunity Matrix

#### 2.1 The Matrix

Partner	ESCC	Eastbourne Borough Council	3VA	Hastings borough Council	Lewes District council	Rother District Council	Wealden District Council	SECAMB	Sussex Police	ESFRS	NHS Partnership Trust	East Sussex Healthcare NHS Trust	DWP JobCentrePlus	Other VCS	Town / Parish Council	Totals
ESCC		1	1		1	4	2	1		1			2		1	14
Eastbourne Borough Council	1						1		1	1						4
3VA	1												1		1	3
Hastings Borough Council									1					1		2
Lewes District Council	1								1	1						3
Rother District Council	4												3			7
Wealden District Council	2	1							1	1					1	6
SECAMB	1								4	3		1				9
Sussex Police		1		1	1		1	4		3					1	12
ESFRS	1	1			1		1	3	3			1				11
NHS Partnership Trust																0
East Sussex Healthcare NHS Trust								1		1						2
DWP JobCentrePlus	2		1			3									1	7
Other VCS				1												1
Town / Parish Council	1		1				1		1				1			5
Totals	14	4	3	2	3	7	6	9	12	11	0	2	7	1	5	86

2.2 The matrix shows every instance where a co-location opportunity has been identified. So if ESCC co-locate in one building with DWP and Lewes District Council then a count will show against ESCC and DWP, ESCC and Lewes District Council and Lewes District Council and DWP.

2.3 The matrix does not include shared service provision or collaboration on other opportunities such as Storage, Fleet or Procurement.

### **3. Observations**

- 3.1 DWP can be seen to be working closely with Rother to identify joint opportunity but opportunities with other districts and boroughs have yet to be identified.
- 3.2 As could be expected there are no co-location opportunities between District and Borough Councils as they are servicing different geographical areas.
- 3.3 Strong links can be seen between emergency services with a high number of opportunities between them all demonstrating the similarity in requirements for location.
- 3.4 ESCC, ESFRS and Sussex Police have the widest range of partners and conversely Rother, and to a slightly lesser extent SECAMB have a significant level of opportunities concentrated on a smaller number of partners.
- 3.5 Rother District Council and ESCC have a significant number of joint opportunities. Some of these involve changing the way Rother's front line service is provided in some parts of the district through partnership with library services.

### **4. What this tells us**

- 4.1 Much of what can be seen is as expected from the types of partners and their engagement with SPACES.
- 4.2 Understanding the type of co-location and how well it works once implemented as well as the intention in entering the agreement will provide lessons going forward for all partners in where to look for further opportunities.
- 4.3 The type of co-location could be anything from sharing a building for cost reduction, through to changing how front line services are provided to customers through collaboration.
- 4.4 A model to define the different types of co-location and to use as a check against the opportunities seen in the matrix can be developed.
- 4.5 This model along with the partner experiences will enable identification of additional service led opportunities.
- 4.6 The model will also enable identification of barriers and enablers to each type of co-location and can be used for informing decisions against opportunities regarding their likelihood of success and timeliness.
- 4.7 The differences in approach by partners as observed above will afford a richness of data to draw from in defining the types of co-location and using this to identify other opportunities.

### **5. Next steps**

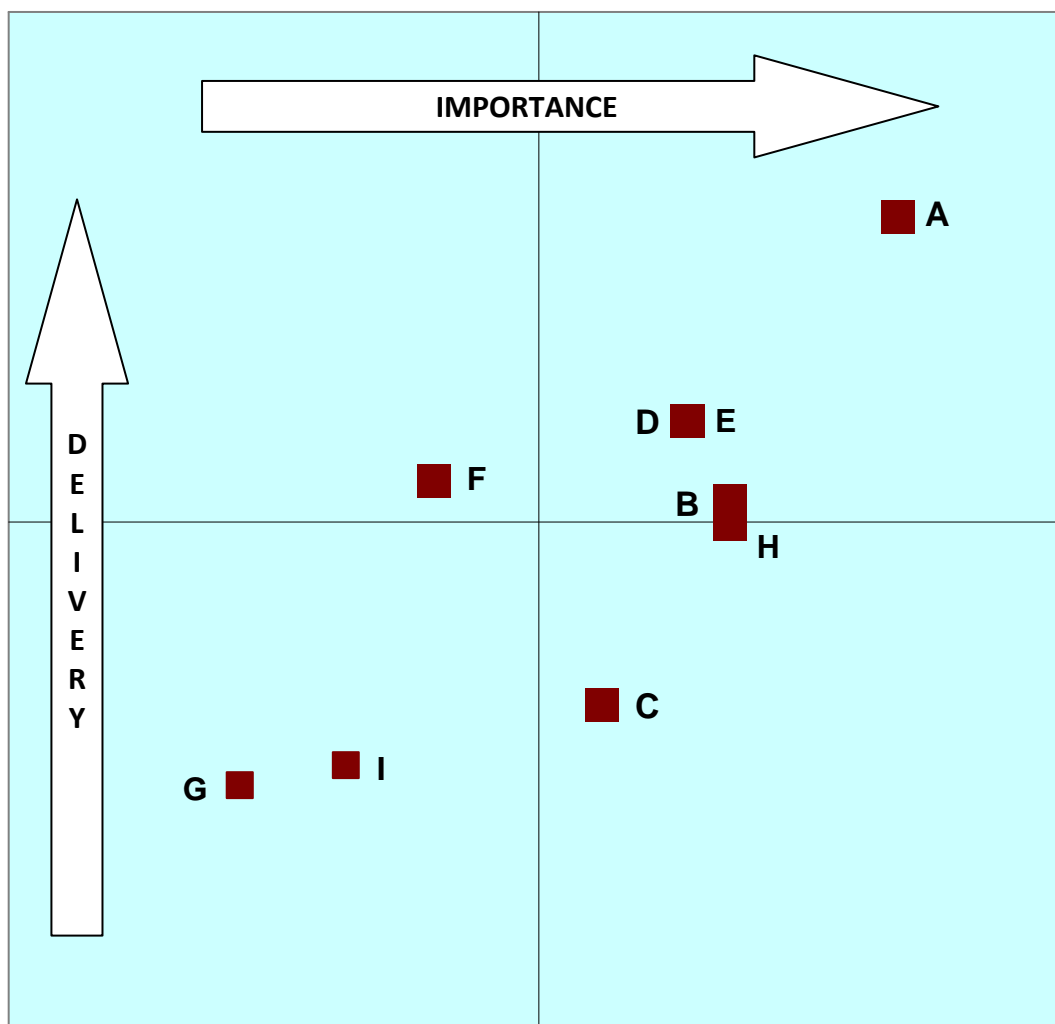
- 5.1 To develop the model to show the types of co-location and the barriers and enablers to each
- 5.2 To use this model to benchmark the types of opportunities identified, i.e. those focused on cost reduction and those focused on service improvement and retention, recognising this will not be mutually exclusive
- 5.3 To draw from this the lessons that could be applied to identify further opportunities. For example, if Rother District Council successfully change service provision in some instances through collaboration with ESCC Library Services and benefits are realised could the same be done elsewhere?
- 5.4 To use this model to inform decision making on future opportunities by identifying the enablers and barriers for each co-location type that may influence the approach.

## **Appendix D – Partner Survey**

1. A survey was undertaken in September 2013 consisting of 3 questions and free text commentary. The intention was to understand for the partners, what they believe SPACES should be doing, and how well it is doing that. This gives some indication of where we need to focus our efforts and whether we need to adjust our approach.
2. The detail of the survey with graphs and analysis of the findings can be found in sections 3 onwards. The survey raises some questions for consideration by the board. These are summarised below:
  - 2.1. Are we confident that the activities currently planned and underway will improve the delivery of revenue reduction and opportunity identification (section 3.5)
  - 2.2. Is there a need for more action to tackle a perceived lack of delivery around customer service improvement (section 3.6)
  - 2.3. To understand the partnerships arising (sections 3.2 and 4.3) should we produce a heat map to identify the opportunities or current partnership activities between each SPACES partner organisation. This would enable analysis around the opportunities arising between different partners and where there are none. Coupled with an understanding of the types of co-location or partnerships within the overlapping opportunities, this could indicate if there are any issues, or whether partnerships are developing as expected according to the customers needs. Overlaid with an understanding of the types of business of the involved partners, this could answer some of the service opportunities aspects and identify where we should be looking for more opportunity for service alignment. For example, we will see that in Aquila House Sussex Police and Hastings Borough Council are co-located to deliver a joined service. However in another location it may be that two organisations just share a location for reduced costs.

### **3. What SPACES is delivering and its relative importance**

- |          |   |
|----------|---|
| <b>A</b> | <b>Strengthening relationships between partners</b>   |
| <b>B</b> | <b>Opportunities for co-location/collaboration</b>    |
| <b>C</b> | <b>Enhancing service to customers</b>                 |
| <b>D</b> | <b>Sharing Information</b>                            |
| <b>E</b> | <b>Sharing best practice</b>                          |
| <b>F</b> | <b>Sharing resource and partner provided services</b> |
| <b>G</b> | <b>Capital receipt</b>                                |
| <b>H</b> | <b>Revenue cost reduction</b>                         |
| <b>I</b> | <b>CO2 reduction</b>                                  |



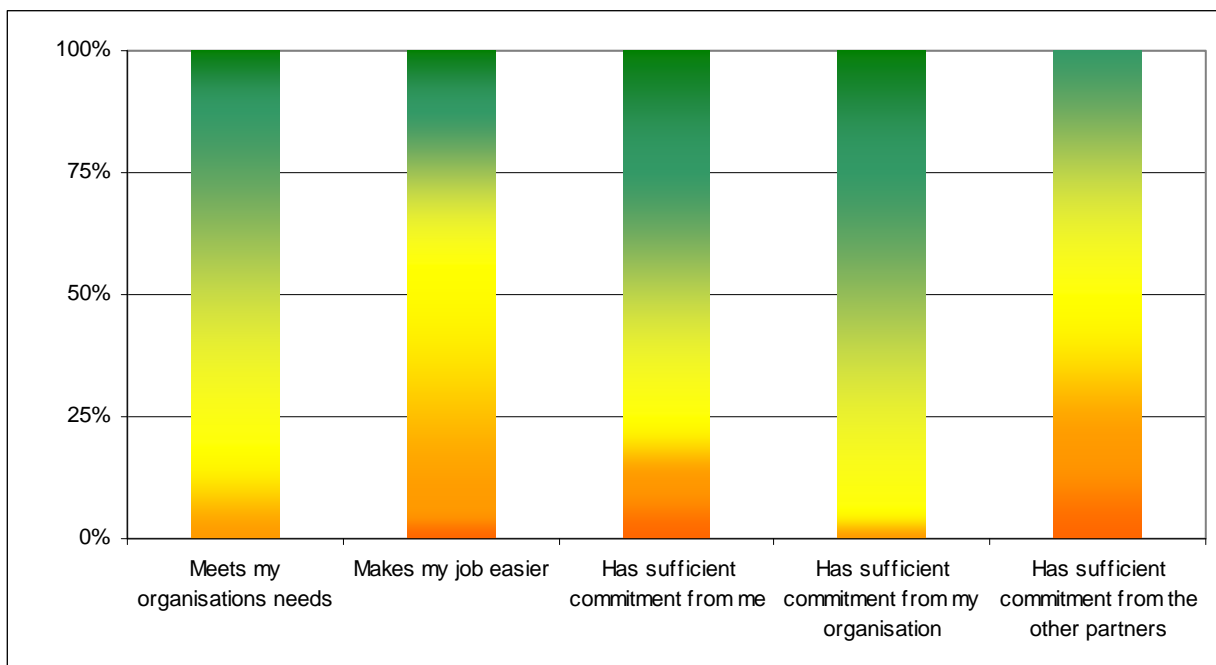
- 3.1 The above graph represents the weighted responses from partners to show what is important in SPACES and how well each aspect is being delivered. It is encouraging to identify a broadly diagonal line from bottom left to top right of the grid, indicating that generally the areas which are considered more important are being more successfully delivered than those of less importance to partners.
- 3.2 Clearly it is believed that developing relationships between partners is the most important aspect of SPACES and it is being delivered better than any other item measured.
- 3.3 It is noteworthy that two of the KPIs set are perceived as of relatively low importance that is G and I correlating to Capital Receipts and CO2 reduction respectively.
- 3.4 It is encouraging that the areas currently getting most attention at the board, sub groups and focus groups – that is data and best practice sharing, and opportunity identification are perceived as important on the chart (items B, D and E). There is room for improvement on all these also, so it will be interesting to see the direction of travel in these aspects over time.
- 3.5 It is reasonable to expect that revenue reduction (H) would be shown as more important to the board as a whole than the Capital Receipt target (G) as all partners have revenue costs but not all have the assets to realise capital receipts. It is also reasonable that to date this has not been well delivered, but with the identification of more opportunities and the measurement of the benefits that are achieved through them, this should be possible to improve.



3.6 It is clear from the matrix that the area requiring most attention is enhancing customer service (C). This is in the bottom right of the matrix indicating it is of relatively high importance with low delivery. Customer Service was not a main focus in the setting up of SPACES and many board and sub group members are estates focused. A stronger connection to the service areas may be necessary to bring this forward, coupled with an awareness of the service opportunities inherent in the SPACES activities. The introduction of benefit measures concerning customer service may help, but it may be that the board has to determine whether the service aspects are core to the business of SPACES and how this can be managed going forward.

**4. SPACES:**

	Strongly Disagree	Disagree	Neither	Agree	Strongly Agree
Meets my organisations needs	0	0	3	11	2
Makes my job easier	0	1	8	5	2
Has sufficient commitment from me	0	2	2	8	4
Has sufficient commitment from my organisation	0	0	1	11	4
Has sufficient commitment from the other partners	0	3	5	8	0



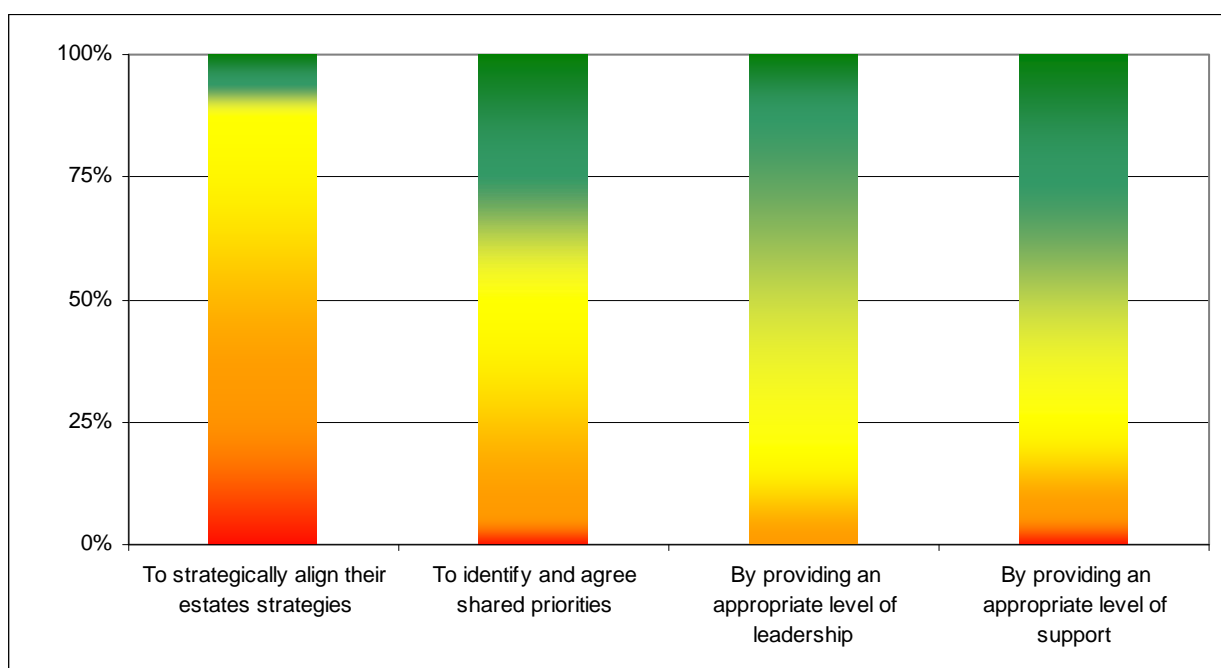
4.1 The above chart shows the strength of feeling on each aspect with the bottom red / orange indicating a negative response, that is disagree or strongly disagree, and the green indicating a positive response of agree or strongly agree.

4.2 The lack of red on the chart is due to no respondents strongly disagreeing with any statement above.

- 4.3 It appears that SPACES is broadly meeting organisation needs and has sufficient commitment from our own organisations and the respondents. However interestingly, there is a split between positive and negative responses on sufficient commitment from other partners with no respondents believing strongly that there was sufficient commitment from others. This may be reflecting some movement in board members and some partners not visibly engaging as fully as others. So although the first matrix showed that relationship building was being broadly delivered, it may be that this is currently in pockets and not across all partners.
- 4.4 While there is one respondent believing that SPACES is making their role more difficult, most did not feel it made a difference with some believing it was helpful to their role. This may be a reflection of the different roles individuals on the board have in their organisations and what their individual needs are. I would be interested in hearing more from the individual who feels SPACES is negatively impacting their role as perhaps if understood this further it could be directly addressed.

**5. SPACES enables partners:**

	Not at all	To some degree	To a satisfactory agree	To a greater degree
To strategically align their estates strategies	31.3%	56.3%	6.3%	6.3%
To identify and agree shared priorities	6.3%	43.8%	25.0%	25.0%
By providing an appropriate level of leadership	0.0%	20.0%	66.7%	13.3%
By providing an appropriate level of support	6.7%	20.0%	46.7%	26.7%



- 5.1 Again this chart shows the range of responses with red indicating the more negative responses that is those which SPACES is not delivering, and the green indicating where SPACES is delivering.
- 5.2 The responses indicate that there is no perceived alignment in strategy, but that is not surprising at this stage of the Programme. What is encouraging is that there appears to be some identification and agreement in shared priorities, and growing this may enable more alignment in strategy. Support and leadership levels get a positive response, recognising where SPACES strengths currently are.
- 5.3 The question could be asked as to whether SPACES should be enabling alignment of strategy. If the answer is yes then should more be done to achieve this, or is it believed, with the activity currently in place to exploit situations where strategies align, this is sufficient for now. A way forward may be to develop a more detailed vision of how partners will work together in future and a clearer direction of travel for the programme overall. This is echoed in the free text responses below to work towards a more aligned strategic direction.

## 6. Free text responses:

- 6.1 Communication and data sharing is main benefit. Also the community customer journey is streamlined through co-location of services, which in itself is indirectly a SPACES objective i.e. the Agile hub. However, Spaces are still struggling with identifying and achieving savings/capital receipts that benefit all partners. Until savings/capital receipt incentives are common and shared across partners we still expect a 'silo' approach to financial management i.e. projects only proceed for the benefit of a limited numbers of partners with savings being distributed unevenly and not part of truly shared SPACES objectives. Whether this can be a realistic outcome given existing treasury restrictions is uncertain but perhaps should receive further focus as we move forward
- 6.2 Recognise that Partnership working is tricky but it is a valued and important priority for South East Public Sector. The Spaces board is still at a relative early stage in terms of delivery but has made some considerable progress in forming partnership relationships. The challenge will be to now exploit the relationships and trust developed and make progress on a single view of and strategy for the public sector estate.
- 6.3 Stronger direction by the Board would be welcomed in terms of expectations along with the priorities, actions and timescales clearly identified. Then a lead partner for each priority needs to be identified to ensure effective progress is made.
- 6.4 The appointment of the Programme Manager has been key to providing support for the project overall and I believe it is vital that this role continues.
- 6.5 There hasn't been an alignment of property strategies but what SPACES are good at is where strategies coincide opportunities have been identified and realised.
- 6.6 This is going to be a long term project as dealing with estates matters takes time. We have made a good start which we will need to continue building on.

**Appendix E – Work Streams of SPACES Programme**

Work stream	Aspects of	Short (by April 2014)	Medium	Long	Comments
Front Facing Services	Service delivery - footfall Emergency Response Svs Community Centres	Focus Group per town to identify opportunities Prioritise and begin to implement short term opportunities	Approach longer term opportunities already identified. Customer engagement mapping. Community Centre review commences		
Support Services	Property Services Fleet Procurement Finance / HR / ICT Transactional Training	Fleet review begins Identify opportunities for Property services collaboration Emerging centres of excellence mapped Procurement group formed Principles / process in place for procurement collaboration	Training review begins Identification of services available to partners Support services collaboration underway Joined / aligned contract management		
Enablers / Barrier Management	Agile alignment SPACE Desk Public Access Meeting / Interview Rooms Parking Technology Culture Branding Policy	Map current public access Map current agile working (where partners could use) Align Agile approaches and identify design principles Staff segmentation to consider the needs for touchdown and working locations across partners Identify model of co-location and necessary enablers for each Map meeting / interview rooms available	Parking review Gap analysis of staff touchdown points		
Storage	Physical Electronic Data Management Central postal solution	Identify and implement physical, electronic and data management solution Postal solution identification	On board other partners including Town and Parish Councils and VCS	Customer Journey Value Mapping	
Information Sharing	Between partners for SPACES Ad Hoc Space matching	Solution identified for data sharing Solution identified for ad hoc space matching, manual and automated	Solution in place for Data Sharing Automated solution in		

	Best Practice	Regular slots at board for information sharing Log of data shared at board and best practice along with contact	place for space matching	
Data Management	Maps of assets Building data Data analysis Disposal	Map on tierrier Some data gathered Gaining awareness of partners disposal activity Map on Google or e-Pims	All data gathered Analysis occurring to identify opportunities Disposal aligned	
Customer Insight	Customer segmentation Customer contact mapping			
Programme Governance	Vision and outcomes Principles of design Communication Strategy Risk management Partner engagement Benefit and KPI monitoring Governance Structure Project reviews and Lessons	Vision and outcomes agreed CFS model produced and gaps filled Communications strategy agreed including engagement of each partner Risk process in place KPIs agreed First survey of partner engagement undertaken Standard programme reporting in place Standard sub group meetings regularly occurring and exception reporting to board Benefits for all opportunities identified and tracked Begin reviews of projects implemented to gather lessons	Build principles of design Develop the vision of future working via use cases	

Complete

In progress

Next steps

Pending action