

Appendix 3

Benefits Criteria for PSV Model

In general, drawing on the strategic objectives and business needs listed in Part C of the main outline business case, the WWD would help to achieve the following benefits which align strongly with the above objectives of the One Public Estate Programme:

(a) Improved accessibility to services

Clearly, in any hub project, the relocation of constituent services to one site moves some nearer to or further away from specific residents. However, none of the facilities being proposed for inclusion in the PSV are provided exclusively for residents of one part of Bury St Edmunds. Most have a catchment of the whole of West Suffolk. In that context, what is more important about the proposal is that the PSV improves accessibility for the greatest number of people. Accessibility here can be measured in two ways.

Firstly, the planning application will need to show that the PSV is easy to reach for the majority of users, and also remains well connected to the centre of Bury St Edmunds, via all modes of transport.

Secondly, and more importantly, the PSV will improve accessibility insofar as visitors will be able to access multiple services in one trip, and new opportunities and synergies will open up.

As an indirect benefit of this, any transport assessment will be able to analyse how existing journeys in and around the town are affected by the PSV; the need for multiple separate journeys to different locations will be reduced, or avoided altogether, and some journeys will be redirected, shifting traffic patterns in the town.

(b) The standard of facilities has improved but the comparative cost of running them has at least stayed the same i.e. taxpayers get more for their money

In terms of the Council's own services, Appendix 1 provides this analysis for the leisure centre and shows that providing a new leisure centre as part of the WWD results in a better building which costs less to the taxpayer in the long-term.

In more general terms, ahead of technical designs, it is hard to calculate actual property costs for the new PSV scheme. However, there is a wealth of evidence, national and local, that co-locating services from older, separate premises to shared, modern buildings will reduce not only day-to-day running costs, but also long-term maintenance bills, if a whole-life cost is assessed. In fact, even if running costs were the same by floorspace, by sharing a building the area partners occupy will reduce, since they can share infrastructure like staff facilities, parking, reception areas, plant rooms, etc.

West Suffolk House (WSH) is the proof of this, with several buildings being replaced by one shared building which is very efficient in terms of space and running costs, and saving over £1m p.a. since opening. WSH also makes extensive use of renewable energy, and the WWD scheme offers the chance to take that further through district heating initiatives. Adding to public services on the site also allows greater economies of scale for facilities management, etc.

(c) Improved public services, measured through the performance of the partners in tackling their individual and shared priorities, and also through general indicators of economic and community wellbeing

Proving a causal link between new service hubs and performance measures is hard, particularly in terms of office-based functions. However, the PSV should not only improve the way services work together (see (d) below), but also have a measurable impact of its own due to the direct services which will be provided on the site. Specifically, in terms of leisure, health and education. The benefits of the leisure centre are set out in Appendix 2. For education, the planned provision of student accommodation should assist West Suffolk College to develop its post-18 offer. As the health partners make their own business cases to join the PSV in the next stage, they will similarly need to show the expected impact on their clinical services.

(d) More integrated and better coordinated public, voluntary and private services, demonstrated not just by reduced operational costs but by the implementation of new ways of working, and better outcomes for local people and businesses

This benefit is perhaps the real added value of the PSV or hub concept, with the largest potential impact on families and communities and the way the services they use are organised.

Like its sister projects in our other market towns, providing multiple services in one location also allows for more innovative ways of working together. The PSV is a manifestation of a new way of working collectively as partners and collaboratively with communities – not just cheaper but better. Also like the other hubs, it is defined not by buildings and organisations but by possibilities and outcomes and, if it is to have any chance of succeeding, it will require partners and central government to think and act differently about how things are done, and adapt existing rules around funding, ownership and occupation. Above all, local people will feel the PSV is their space, and that services are at the heart of their community.

The PSV concept is for a huge range of 'customer journeys' to converge at one point, offering not only convenience but creating the chance for entirely new journeys to be started. The more journeys that converge at the PSV, the stronger the community ownership of it will be, and the greater the potential for co-production with local people and organisations. The PSV will mean something different to everyone, and be part of their whole life in West Suffolk. Another key point is that the journeys are about outcomes, not inputs; there is no presumption about how services will be delivered or, in many instances, by whom. The PSV is a blank canvass for different models of service provision.

In simple terms, the PSV will just be a better way to provide skills, learning, health, community support and business to benefit all. Our own experience shows that where complementary services and facilities are placed just a few steps from each other it multiplies their effect. Ideas and skills can grow and flourish at the College, be tested in real environments through work experience and apprenticeships and into practice and real start-up businesses, all on the same site. Leisure facilities, including the skatepark, complement the local health services who, as well linking with each other, can also work much closer with public service colleagues in the councils or police to achieve better outcomes for those in the most need.

The leaders of other organisations joining the PSV will therefore be asked to pledge to look at new ways of working enabled by co-location. The experience of other projects shows that co-location alone is not enough to result in integration; partners must actively look at joining up with each other. This is consistent with existing work in Suffolk on system reform. If the target model for the PSV is delivered there could be considerable scope for further change and reform; either through sharing resources or multi-agency initiatives. As only a few examples: police working with mental health services; health working with adult care services; an integrated advice centre; health working with leisure; etc. All partners could share support services and start to look at sharing ICT systems and integrating processes. As in Mildenhall, a shared team of 'hosts' would provide not just traditional reception services but also guide visitors to the various services and help them to both take and join up the opportunities. For example, if a visitor is referred by a health practitioner to Abbeycroft, this can be followed up by Abbeycroft as part of the same visit with a welcome tour.

The initial 'edges' of customer enquiries could be more permeable, building on what we already observe by having co-located multiple advice teams in single reception areas in our council offices. The cross-over between housing, benefits, citizens' advice and care services is already significant for many families, but this could be extended in the PSV to NHS services, leisure, the police and government services.

To ensure that this happens, there will need to be a commitment from the leadership of PSV organisations to change the way we work together and with communities. Moving services to the PSV cannot be a straight lift and shift, maintaining traditional ways of doing things and making the public come to us on our terms, service by service. Services must be truly integrated and user-centric, and the point of entry should not matter on a 'no wrong front door' principle. A new shared customer charter, or equivalent, will be needed, with a focus on working collectively to respond to what communities bring to them as priorities¹. Behind the scenes, services will need to organise along similar lines, with multi-agency teams sharing resources, expertise and intelligence. The final layout of the building, in both public and staff areas, should be based entirely on making this easy to do.

In terms of measurable results, as well as better service outcomes, there should be evidence of partners achieving savings from new shared structures. The aim

¹ As an example of good practice elsewhere, Nottingham City Council has a model for its customer charter of 'Make it Happen, Make it Easy, Make it Better'.

would also be to reduce the cost to taxpayers of welfare, education crime and health provision.

(e) Supports Families and Communities

The public spaces in the PSV should therefore feel that they belong to the community, and people should feel 'at home' in them to the extent that they can actually shape how they are used. Simply designing the building to provide services along traditional lines will be a missed opportunity.

Furthermore, a key element of the West Suffolk Families and Communities Approach is the importance of preventing situations in families and communities from reaching crisis point. This is often achieved by supporting families and communities to help themselves, rather than creating a culture of dependence on public services to sort problems out. We are working to embed preventative and community-led approaches in public services across West Suffolk and are championing this in our partnership working relationships. The co-location of more public sector agencies in the Western Way Development will enable the Council and even more of its partners to work together with local people on finding integrated preventative approaches, reducing the risk of duplication, and promoting a families and communities approach in general.

(f) Supports the Skills Agenda in West Suffolk

Although physically separate, West Suffolk College, the new Abbeygate sixth form and the local upper schools would also be a key part of the vision, with access to sports facilities during the school day, vocational training opportunities for students and the ability for students and their families to participate easily in everything else happening at the PSV outside of school hours.

The parties have therefore identified real opportunities to develop a wider and deeper relationship between the WWD and the Council and College's shared broader aims and objectives. These areas of opportunity include:

- Forming links with all schools in the area, including the new Abbeygate Sixth Form.
- Creating a combined estates plan for the two sites, to realise their full potential and seeking to blur the edges.
- Joint work to capture the wider innovation and skills agenda, for instance by linking any enterprise space to the College, in terms of training support, research and development and nurturing entrepreneurship.
- There is also an opportunity to offer direct vocational training on site, by giving PSV facilities a teaching capacity. Health and leisure in particular, but also through the ancillary childcare, catering and facilities management functions. Similarly, the leisure centre, other public and private sector employers and voluntary sector occupiers and hirers can offer work experience opportunities, as well as directly linking to the College and schools' programmes to prepare students for the world of work.

- Increasing apprenticeships (see (g) below).
- The target model also provides for 150 new specialist units of student accommodation to support West Suffolk College's future development of further and higher education. This would not only attract new students to the town, with associated economic benefits, but also relieve pressure on other private rented accommodation.

(g) The creation of new jobs and apprenticeships on the site itself, but also on any sites vacated by partners moving to the WWD;

and

(h) The creation of new homes on any sites vacated by partners moving to the WWD (as well the creation of new student accommodation on the site);

A key part of the scheme is around boosting the local economy and freeing land for new homes.

Even if the public partners were assumed only to be relocating existing staff, the PSV could generate up to 6000m² of new commercial office space over time. At a conservative 10m² of net internal area (NIA) per employee, this could result in 100 new jobs per 1000m² of new space. If some companies were only relocating jobs from other sites, then these locations could still be backfilled with new jobs, so there would be a similar net gain. The jobs themselves would also be high quality jobs, and have the scope to link to the neighbouring College, as well as the public services themselves.

In addition, the planned catering, facilities management and child care facilities would also require additional employees.

The One Public Estate Programme aspects of the PSV would also generate new jobs over and above those in the scheme's own commercial spaces. This is because partners would vacate sites in the town, leaving them available for regeneration or re-letting. Some will remain in employment use, whilst others are sites identified in the local plan as being suitable for housing. The government also estimates nationally that each new house built generates 1.5 new jobs in its own right, which is also recorded in monitoring. The final business case will be able to put detail to this, when specific sites are known, but in terms of the sites which are publicly owned then the target model for the PSV could generate more than 100 new homes and over 200 new jobs. This excludes the two government buildings on St Andrew's Street North which are privately owned. The 150 student accommodation units are also counted by government as new homes for OPE purposes.

All of these areas of jobs growth should create apprenticeships and vocational training opportunities. In terms of the WWD itself, by placing all of these services and facilities together at one site, the opportunity to provide apprenticeships is much greater, in the public and private sector organisations alike. In order to ensure apprenticeships are widely available, a pledge could be signed by all partners encouraging them to employing apprentices as part of their occupancy

obligations in the PSV. With the College and schools next door, this would provide an excellent opportunity for young people to move into apprenticeships as soon as they finish education, but also to continue to use the College for their vocational training needs.

There would also be scope to support start-ups. Subject to a separate business case, the PSV also provides the opportunity to offer, within its planned commercial office space, enterprise space for local start-up businesses and entrepreneurs, with a direct link to the College and support and training. On top of this, business support services could be offered to businesses who do not have any/appropriate premises and wish to use a serviced meeting room or hot-desks on an ad-hoc basis, or have a 'virtual office' (with the PSV providing them with a mailing address and post room, telephone answering and other support for a small fee). Irrespective of whether they occupied the PSV or not, all local businesses (new or established) would be able to access economic development support from the councils and their partners, within a wider West Suffolk network, and hire facilities in the PSV.

(i) Generates inward investment to West Suffolk

The OPE programme also asks councils to measure the inward investment generated by new schemes, which is taken to include:

- private/external capital investment in partnership projects but not grants from other parts of government e.g. joint ventures; and
- new revenue and income streams, which might include:
 - Additional council tax income
 - Rental income
 - Revenue from new business rates
 - Leisure facilities
 - Increased tourism
 - Car park tolls.

To greater or lesser degrees, the WWD scheme could contribute significantly under all of these categories, if the re-use of vacated sites is taken into account. The choice of delivery vehicle would also have a large bearing. Some allowance is already made in the OBC for rental income, but no attempt has been made to factor in indirect benefits such as NNDR at this stage. The final business case will therefore need to look in detail at these matters.

(j) Provides Capital Receipts for the Taxpayer

Last but not least, in OPE terms an objective of the PSV would also be to generate capital receipts from vacated sites. As explained in the main OBC, there is scope to re-invest these directly back into the PSV. Again, when it is known which partners are formally signed up to the PSV, and their plans for disposing of sites are known, this level of detail can be added to the final business case.