



North East Ambulance Service **NHS**  
NHS Foundation Trust

# **Estates Strategy**

## **North East Ambulance Service**

### **2015/25**

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## 1. Introduction

The Estates Strategy must be closely aligned to the Trust Strategic Plan, objectives and transformational projects as they develop. The Trust faces a number of challenging strategic and operational issues over the short, medium and longer term all of which must be clearly understood in the current and future economic climate.

The Estates Strategy is principally concerned with the Trust's usage of its estate and the investment required to ensure that the Trust can achieve its service objectives. This strategy was produced following ongoing liaison with the Trust's service lines, a review of their business plans and a review of the Trust's current estates facilities. The strategy covers all of the Trust's estate.

## 2. Background

### 2.1 Trust Overview

For operational estate purposes the area covered by the North East Ambulance Service NHS Foundation Trust (NEAS) is divided into 3 areas, namely; North, Central and South. The tables below summarises some key Trust data.

<b>The Trust:</b>	
Geographical Area	3,200 Sq. miles
Employees (Whole Time Equivalent)	Circa 2400

<b>Type</b>	<b>Number and Details</b>
Stations (inc. HART)	60 No.
Contact Centres	2 No. Bernicia House, Newcastle Russell House, Hebburn
Workshops	2 No. Pallion Sunderland Stockton
Support Buildings	2 No. Bernicia House, Newcastle Lanchester Road, Durham
Divisional Headquarters	3 No. North - Morpeth Central - Pallion, Sunderland South – Lanchester Road, Durham
Mast sites	7 No. Debdon Farm, Rothbury Deckham, Gateshead Pallion, Sunderland Boldon Land, South Shields

	Quarrington Hill, Durham Coulby Newham Stannington
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**Table 2 – Summary of the NEAS Estate (at July 2015)**

## 2.2 Age Profile of the Estate

The current NEAS estate is a mixture of buildings that has resulted from regional mergers. The majority of the operational ambulance station stock is over 20 years old. The properties are a mix of owned and leasehold premises.

Age Profile	% (Sq. M) of Estate
Age Profile - 2005 to present	18.13%
Age Profile - 1995 to 2004	17.42%
Age Profile - 1985 to 1994	21.58%
Age Profile - 1975 to 1984	30.12%
Age Profile - 1965 to 1974	5.76%
Age Profile - 1955 to 1964	3.83%
Age Profile - 1948 to 1954	0.81%
Age Profile - pre 1948	2.35%

**Table 3 – Age profile of NEAS estate reported in ERIC Return (June 2015)**

## 2.3 Care Quality Commission

The Care Quality Commission (CQC) establishes the fundamental standards of care to which that the Trust must comply. Regulation 15 relates to Premises and Equipment and states that all properties must be:

1. Clean
2. Secure
3. Suitable for the purpose for which it is been used
4. Properly used
5. Properly maintained
6. Appropriately located

## 2.4 Property Condition (Six Facet Surveys)

The Trust has a statutory duty to safeguard the assets of the Trust. In order to establish the exact levels of backlog maintenance within the current estate a full 6-facet survey was carried out in 2014. The results of the surveys gave the estates team a clear indication of where expenditure should be focused over the following 5 years.

Each property was appraised against six criteria; physical condition, functional suitability, space utilisation, quality, energy performance, and statutory performance. Further details on each of these can be found in Appendix 1.

Survey findings suggested the disposal of a number of sites based on their functional suitability and/or physical condition.

The facet survey report provides the estates team with a comprehensive and clear understanding of the condition of the Trust's estate. This will allow the Trust to take informed decisions in relation to capital expenditure on refurbishment projects and ensure that expenditure is targeted at areas of greatest need.

## **2.5 Estates Operational Plan 2014/15 Progress**

The Estates Operational Plan for the period 2014/15 set out a number of key work areas for the Estates Department and the following is a salient list of what has been achieved;

1. Disposal of Panther House
2. Purchase of Blucher Ambulance Station
3. Review of Scotswood House
4. Lease renewals at various sites
5. Review of facilities in Barnard Castle
6. Review of facilities in Middleton in Teesdale
7. Reductions in utility consumption
8. Reduction in backlog maintenance
9. Health and safety improvements
10. Review of a legionella plan
11. Review of an asbestos plan
12. Cost improvement contribution of £207,120 (recurrent and no-recurrent)

## **2.6 Financial and Economic outlook**

The financial and economic outlook will be the overall driver for efficiencies in the estate towards:

- More co-location/partnership initiatives e.g. with other blue light services/public bodies.
- Reduction in the number of sites.
- More operating efficiencies derived from the proposed reduction in the estate footprint.

This strategy clarifies the key issues and actions required over the next ten year period. The strategy will need to be reviewed / updated as other Trust strategies develop.

The strategy will be used as the basis for determining the annual estates Operational Plan for the Trust.

## **2.7 Current Operational Model**

Currently the Trust operates a traditional ambulance station estate. In considering how the estate will support front line service delivery into the future under initiatives such as Integrated Care and Transport (ICaT) and Demand Planning Resource Optimisation (DPRO) it is critical that the Trust determines the future service models.

It is envisaged that ICaT will realise a new service model that will define a new Estate footprint for the Trust whilst DPRO will on forecast demand, the location and scheduling of resources.

## **2.8 The Way Forward and Direction of Travel**

The Trust's Strategic Plan sets out the future direction of the service. The key elements of this vision and strategy are; a single service model, a clinical hub, technology enabled care, emergency services collaboration, mobile healthcare, medicine management, agile working centre of excellence for training, resilience and commercial development. The aforementioned initiatives redesign ambulance responses, and some support service functions, to more appropriately meet the needs of patients and the response models appropriate to urban and rural areas of the North East. These elements require a review of the supporting estate.

Key to improving patient care is the development of deployment plans that position ambulance resources as close as possible to patients at the time of despatch and the concept of Demand Planning and Resource Optimisation based upon accurate and reliable activity data.

The impact of ICaT and DPRO on the Trust's Estates Strategy is currently unknown but it is likely to focus on providing the Estates Infrastructure and workshops.

"Hub and spoke" configurations would support DPRO particularly in concentrated high activity and dynamically changing urban areas. A more traditional ambulance station deployment would be more appropriate in the less densely populated and widely dispersed areas. The definition for "hub and spoke" would need to be explored and developed by the Operational project board.

## **3. Future Provision**

### **3.1 Supporting Service Delivery**

The successful implementation of this Estates strategy will enable the provision of safe, secure, high quality buildings and an infrastructure capable of supporting current and future models of service delivery and compliance with the CQC essential standards.

In order to support the new service model the focus of estates activities will include:

- The development of modern bases, which will provide the full range of facilities required to support the service strategy.

- The capacity to support a more diverse vehicle base.
- The potential to introduce alternative models across the region, based on large ambulance stations and standby points.
- Facilities for training both centralised and 'out in the field'. This will be defined by the Centre of Excellence.
- An estate that facilitates an Agile Working environment and its IM&T installations.
- Facilities for vehicle fleet maintenance, deep cleaning services and make ready solutions that will complement and improve vehicle availability and reduce ambulance crew downtime.
- A modern, well maintained estate that allows estates reactive maintenance costs to be controlled and avoids the need to invest significantly in backlog.
- Implementation of the Trust's Sustainable Development Plan that supports delivery of the NHS Carbon Reduction Strategy for England.
- The provision of appropriate facilities for the corporate functions within NEAS.
- The provision of appropriate facilities to support the Contact Centre.
- Opportunities for rationalisation, co-location and reduction in cost.

### **3.2.2 Financial and Economic Outlook**

The future economic environment requires levels of cost reductions beyond those historically delivered with the target for 2015/16 set at £6.8m.

Future year's targets are currently estimated at the following:

- 16/17 - £4.82m
- 17/18 - £4.61m
- 18/19 - £3.97m
- 19/20 - £3.89m

The Cost Improvement Programme (CIP) is a mixture of savings and also income generation.

### **3.2.3 Environmental Factors**

In January 2014 the NHS Sustainable Development Unit (SDU) published The Sustainable Development Strategy for the Health & Social Care System 2014-2020. It describes the vision for a sustainable and health care system by reducing carbon emissions, protecting natural resources, preparing communities for extreme weather events and promoting healthy lifestyles and environments.

In response to this requirement the Trust produced a Carbon Management Plan, endorsed by the Carbon Trust and signed off by the Chief Executive in March 2015. The plan outlines how the Trust will reduce its emissions by 30% by 2020, saving NEAS over £10million over the lifetime of the plan.

### **3.2.4 Legal and Regulatory Framework**

The Trust is required to comply with all statutory and regulatory requirements. In the field of Estates this is constantly developing, particularly with regards to Health, Safety and Environmental legislation. There is specific legislation related to the estate associated with

asbestos, legionella and waste that pose risks to the Trust, staff, visitors and patients. Management of these risks and the associated policies and procedures will continue and will be reflected in the Annual Estates Action Plans.

### **3.3 Workshops**

The Fleet & Workshop Review is currently in progress, however its impact on the Trust's estate is expected to be minimal. We will review the provision of workshops and make ready solutions as developments progress and opportunities arise.

### **3.4 HART/Resilience**

In line with the Home Office National Capability Programme, NEAS hosts one Hazardous Area Response Teams (HART). The HART and Trust Resilience team operate from Russell House, Hebburn.

### **3.5 Support Services**

Support services are currently primarily located in Bernicia House, Newcastle although some services operate within the divisions. The facilities provided from each site will continue to be reviewed.

### **3.6 Partnership with other services**

The Estates team will continue to investigate opportunities to develop the estate in conjunction with other organisations should the opportunities arise. These will include other NHS Trusts, local government organisations as well as private sector developers. The Trust has currently operates from the following collocated sites:

- Amble, Fire Station
- Bellingham, GP's Surgery
- West Hartford Fire Station, Cramlington
- Darlington Fire Station
- Debdon Gardens, Newcastle, Territorial Army Centre
- Fulwell Fire Station
- Gilesgate, Durham, Territorial Army Centre
- Guisborough, Hospital
- Hartlepool Territorial Army Centre
- Lanchester Road Hospital, Durham
- Middleton in Teesdale Fire Station
- Prudhoe, Fire Station
- Rainton Bridge Fire Station
- Rothbury Community Hospital
- Sandyford, Newcastle, Territorial Army Centre
- Swalwell Fire Station
- Washington Fire Station
- Wooler, Primary Care Centre

A number of further initiatives are planned for 2013/14:

- Middleton in Teesdale (upon completion of 6 month trial period) with the Fire Service
- Barnard Castle, “Quad Station” (Ambulance, Fire, Police and Mountain Rescue)

The partnership initiatives have a number of benefits:

1. Reduction in estate running costs.
2. Avoidance of the need for NEAS to invest capital monies in new facilities in the future.
3. Reduction in backlog maintenance.
4. Sale proceeds from NEAS sites to invest in new facilities.
5. Staff relocated into new modern facilities.
6. Increased opportunities for partnership working with other blue light services/public bodies.

## 4. Sustainability and Energy

### 4.1 Carbon Reduction and Energy Management

The invest to save budget is used to roll out projects such as Solar PV and LED lighting that will contribute to targets outlined in the NEAS Carbon Management Plan by reducing dependence on fossil fuels. The reductions accounted for in 2014/15 are shown in Table 4

Estates breakdown (Electricity and gas)	2012-13	2014-15	% change from 12-13 (baseline year)
Electricity Total Usage (kWh)	3,127,606	2,670,790	
Electricity Carbon Output (Tonnes)	1434	1225	-14.6%
Gas Total Usage (kWh)	5,481,662	3,398,447	
Gas Carbon Output (Tonnes)	1009	626	-38%

**Table 4: Reductions in electricity and gas in 2014/15 against the baseline year 2012/13**

The Estates Department plans future invest-to-save projects based on successful past and current schemes. We have an aim for a carbon neutral estate with properties using renewable technologies for power and heating.

### 4.2 Waste Management

In 2014 the trust began an OJEU tendering process with the north east police forces for a 48 month collaborative total waste contract. This contract covers all the trusts non clinical waste and has huge benefits for compliance, contract management, financial efficiency and setting of environmental targets. We are working closely with the total waste contractor to reduce waste to landfill to 0% by 2018 and engaging with staff to maximise recycling of waste from each property and to increase compliance.

### **4.3 Fleet Infrastructure**

In 2015 NEAS will introduce new electric vehicles into its fleet with the arrival of five electric pool cars. To support this initiative the Trust's infrastructure will be enhanced to provide appropriate charging facilities at key locations throughout the region.

## **5. Performance Measures and Benchmarking**

Achieving service quality is more than performing well financially. There is a need for measures across all aspects of performance relating to the estates function. On a monthly basis the reactive maintenance of the Estate is reviewed by the Estates Department and the information gained used to develop future planned maintenance schedules which are reviewed at Senior Management Team meetings. Separate contract meetings are regularly held with the Approved Maintenance Contractor to review their performance.

There must also be measures which relate to the overall strategic direction that has been set in order to provide a comprehensive view of performance in that respect. To this end, estate measures will include:

- Progress against outcomes of 6 facet survey indicators.
- Progress against NEAS Carbon Management Plan targets
- Compliance CQC requirements and legislation.
- Asset utilisation (space efficiency; cost of occupation; asset productivity; asset deployment; quality).

The Trust is a member of the National Heads of Estates and Facilities forum and the Green Environmental Ambulance Network along with all NHS Ambulance Trusts across the country. NEAS actively participates in benchmarking between member organisations, as well as benchmarking against the Department of Health's annual Estates Returns Information Collection (ERIC).

Performance measures and benchmarking results are detailed in the Estates work plan that is submitted bi-annually to the Trust's Transformation Board.

## **6. Health, Safety and Hygiene**

### **6.1 Legionella Prevention**

A Trust 'Policy for the control and prevention of Legionella' is in place and has been implemented to ensure that the requirements of HSE Approved Code of Practice L8 and NHS HTM 04-01 (where appropriate) are met. All Trust premises have a Legionella risk assessment which is updated at intervals specified in the Legionella management plan. Monthly water monitoring is undertaken and the results are regularly reviewed at monthly Water Hygiene Management meetings.

## **6.2 Asbestos Management**

A Trust Asbestos Policy is in place which sets out responsibilities and obligations under the Control of Asbestos Regulations. All Trust premises have an Asbestos Register and the Asbestos Containing Materials are re-inspected at regular intervals.

## **7. Financial Plan**

### **7.1 Depreciation, Revenue and Capital Programme**

The estate is an asset of the Trust. It consists of a mix of buildings in good condition, some in fair condition and others in poor condition. The asset value of the estate is £19,846,738 (as at 31.03.2015). The total depreciation value of the Trust's estate for 2014/15 was £1,056,125. The depreciation value is an indicator of the cost to re-instate and maintain the value of that asset. The Planned Capital Expenditure for the estate in 2015/16 is £1,909,628.

The Estates Team prepare annual and five-year capital and revenue investment plans with the aim of producing an Estate that will enable the provision of safe, secure, high quality buildings and an infrastructure capable of supporting current and future models of service delivery. Expenditure will be in line with the Trust's Strategic Plan (2015-2020). The five-year Capital Programme is reviewed and updated regularly and the current plan forms Appendix 4.

### **7.2 Cost Improvement Programme (CIP)**

The Trust must always demonstrate that it is giving optimum value in all areas of business. All NHS Trusts are subject to mandatory efficiency targets. To drive through efficiencies from the estates, to achieve reduction in running costs the key elements of this plan will be:

- Rationalisation
- Reduction in running costs
- Energy efficiency

## **8. Development of a Delivery Plan**

In order to deliver the 'Future Provision' detailed in Section 3 of this strategy, and taking into consideration the issues outlined in Sections 4 and 5, the delivery plan must be developed to enable successful implementation. The key parts of this plan are detailed in this section.

## **8.1 Estates Strategy Transformational Project**

The Estates Strategy Transformational Project, will set out the approach which will be taken to ensure the estate infrastructure meets the requirements of Emergency Care, PTS and Support Services.

## **8.2 Design Considerations**

The Estates Transformational project will outline the types of buildings and facilities which can be expected as the estate infrastructure adapts to meet the needs of the Trust and the service delivery models. The Design Considerations for Ambulance Stations and Ambulance standby points will outline the specification for the planning and commissioning of new NEAS ambulance stations and standby points for use by all NEAS operational staff.

## **8.3 Estates Transformational Project Board and Estates Project Team**

The project board and project team forms the strategic approach and direction, with the design considerations defining what will physically be provided. The Estates Rationalisation Project Board and Project Team provide the structure for the delivery. These groups will meet regularly and provide the mechanism for delivery of a significant part of the Estates Strategy. Their remit, functions and composition is detailed in the Terms of Reference document. The Estates Rationalisation Project Board will provide direction, advice and recommendations regarding proposals for the rationalisation of the estate. The Estates Rationalisation Project Team is responsible for progressing the individual schemes within the Estates Rationalisation Project Plan.

## **8.4 Annual Estates Operational Plan**

In order to plan and monitor the progress of individual activities and projects the Estates Team produce an annual estates Operational Plan that will highlight to the Transformation Board the progress achieved and plans for the following financial year. This includes:

- The Estates Capital programmes.
- Estates Rationalisation programme.
- Planned maintenance programmes.
- Areas of development for the Estates Team.
- A review of the six Facet Surveys
- Tasks necessary to ensure legislative requirements are met.
- Projects carried over from the previous year.

## **9. Stakeholder Engagement and Communications**

The successful implementation of the estates strategy will be dependent on effective engagement with staff, staff side and external stakeholders in all elements of its development. In particular, involvement will be essential in the review of the existing

estates and the vision and design of the future estates provision. This will ensure they are fit for purpose for delivering effective patient care and provide an appropriate working environment for staff.

A Communications Plan will be developed for the Estates Rationalisation projects and the plans will continue to be used and developed.

## **10. Equality impact assessment**

The Trust will ensure that all premises and their grounds comply with relevant legislation. All new building specifications will have the potential to impact both staff and services with regards to equality. Therefore, there is a requirement to carry out a detailed Equality Impact Assessment; this will be carried out in consultation with the Equality & Diversity team.

## **11. Conclusion**

This Estates Strategy is intended to support the service delivery models adopted by the Trust. In some cases this will necessitate the retention of the existing estate and in some cases the review of facilities in conjunction with service delivery plans. This document outlines some of the estates activities which are necessary for the delivery of the strategy and the enabling structures.

Key issues to be addressed, as identified in this document, are;

- Estates Rationalisation and the Strategic Implementation Plan
- Maintenance of the Estate
- Compliance with legislation
- Improved Energy Management and Carbon Reduction
- Continuous monitoring of the performance of the Estate

In order to ensure successful delivery of the strategy annual operational plans will be agreed prior to the commencement of each financial year and will reflect the resource assumptions for delivery of the business plans of the Trust, based upon agreed capital and revenue funding. Annual plans and risk assessments will be subject to an ongoing review of progress in order to ascertain necessary variations to the strategy because of changes in expected demand and internal and external environment.

## Appendix 1: Definitions of six facet survey criteria

- **Physical Condition** - The physical condition of all elements pertaining to the building stock of the Trust
- **Functional Suitability** - The appropriate provision of space, building fabric, services, amenities and equipment.
- **Space Utilisation** - The objective of the space utilisation survey is to assess whether the space available matches the needs of the service and its functional and future planned requirements. The exercise should identify surplus requirements as well as the need for expansion or space re-provision.
- **Quality** – This is a rating of the overall quality of the working environment. This takes into account factors such as overcrowding, lighting, heating, staff facilities, layout, interior design.
- **Energy Performance** - To classify the overall energy efficiency of buildings indicating energy usage per unit volume – GJ/100 cubic metres.
- **Statutory Performance** - Compliance of premises with statutory requirements of Fire Safety Regulations, Environmental Protection Act, Health and Safety at Work Act, Waste Management Regulations and other Statutory Obligations.

## APPENDIX 2 – 5 YEAR CAPITAL EXPENDITURE FORECAST

	Current	Year 1	Year 2	Year 3	Year 4
	2015-16	2016-17	2017-18	2018-19	2019-20
	£'000	£'000	£'000	£'000	£'000
<b>FIVE YEAR CAPITAL PLAN</b>					
<b><u>Planned Funding Sources</u></b>					
Operational Capital / Depreciation Funds	6,898	6,799	6,970	7,228	7,358
Funding from revenue					
Fulbeck Grange disposal	875				
Bellingham disposal	65				
Framwellgate	590				
St. John's Chapel disposal		58			
Middleton in Teasdale disposal		37			
Barnard Castle disposal		73			
Alnwick disposal		0			
Belford disposal		0			
Berwick Disposal		355			
Haltwhistle disposal		0			
Wallsend disposal		0			
<b>Internally Generated Capital Cash</b>	<b>8,428</b>	<b>7,321</b>	<b>6,970</b>	<b>7,228</b>	<b>7,358</b>
<b>Deferred Income/Grant income</b>					
<b>TOTAL CAPITAL CASH FINANCING</b>	<b>8,428</b>	<b>7,321</b>	<b>6,970</b>	<b>7,228</b>	<b>7,358</b>
<b><u>Estates Programme</u></b>					
Health and Safety	220	220	220	220	220
Invest to save	220	220	220	220	220
Condition Deficiency	179	154	154	154	154
Replacement Plant & Machinery	40	0	40	0	40
Strategic Estates Developments	100	500	500	500	500
Blucher Purchase	154				151
Agile Working - Estates	150				
Hub & Spoke	800				
Drug Storage Requirements	250	250			
<b>Sub-total Estates Programme</b>	<b>2,114</b>	<b>1,344</b>	<b>1,134</b>	<b>1,094</b>	<b>1,285</b>

