What can we do with the office?
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What can we do with the office?

Section 1.0

Introduction
1.0 Introduction

1.1 Aims, task and scope

Our aims and task

The Asset Management workstream within the Scottish Futures Trust (SFT) is focussed on helping public sector organisations achieve the most benefits from their property estate through intensifying space use, increasing space utilisation, and creating opportunities across organisations to share service and space provision.

The benefits are broad ranged and include; reduced operational costs; reduced carbon consumption; the release of capital value and the creation of a more effective estate which can help deliver better and more streamlined business outcomes.

The importance of achieving best use and value from the office portfolio is widely recognised.

The office portfolio is a large part of the overall public sector estate, and is the subject of this project.

The project has four key aims:

1. To share and disseminate good practice and lessons learned
2. To encourage a more corporate and strategic approach to property asset management and the planning of space
3. To assist organisations in their journey of achieving a more flexible, nimble and space efficient office portfolio which can deliver improved business outcomes and services
4. To develop a common language around workplace and how to measure and benchmark space standards

Scope of the project

Through a review and analysis of work happening on the ground as well as previous projects, studies and publications, SFT has developed the following:

- A journey of key steps in the route to a more efficient workplace including some conclusions and thoughts about looking forward
- A suggested model of best practice process and conditions for success
- A best practice review of key projects in progress
- A review of spatial elements within a best practice workplace strategy which supports the development of space standards
- A “what if” study looking at the impact of new ways of working on the space planning of a work floor

This document summarises and illustrates the outputs from the project.
Outcomes

This exercise gives an insight into some of the initiatives ongoing within public sector workplaces in Scotland and beyond. It has highlighted the need for a well considered “joined up” approach to maximise the potential value and benefits of rationalising and consolidating the public sector estate.

The benefits achieved so far by current programmes include both efficiency and effectiveness gains through the creation of more appropriate space-efficient work places that deliver business outcomes. These gains are encouraging organisations to push the boundaries even further and the journey will continue.

To maximise the opportunities available it is important to consider the property estate in alignment with the demand-driven requirements of service delivery along with the need to rethink process and how to best enable more flexible and agile work practices. Improvement of poor desk utilisation, and the intensification of space-use needs to embrace as well as new ways of working, best practice space planning, rationalisation, and consolidation.

Moves to a new way of working require a degree of organisational change to be implemented. Consideration of whether a move to these practices is in fact appropriate for the organisation requires a strategic lead at the most senior level.

A helicopter view considering neighbours, partners, and colleagues and how property strategies can be more integrated requires an understanding of the organisational issues which can allow a collaborative approach beyond just co-location. By combining these considerations with the supply-driven opportunities of the existing estate, its geography and current configuration along with its ability to respond to the demand drivers, strategies can be future proofed.

Using workplace intelligently is helping to cut the cost of business. Through the intensification of space use, organisations are reducing the financial and environmental cost of the workplace.

It is also allowing public sector bodies to demonstrate and message their core ethos and values through their workplace models. The importance of expressing identity cannot be underestimated, both in terms of the visitor and customer experience and also in terms of staff satisfaction.

The opportunities within new and existing properties are explored within this document. The exercise has highlighted the importance of understanding the embedded spatial inefficiencies within legacy buildings and specifying the efficiency coefficients public sector bodies expect to be achieved in new buildings. The exercise validates the idea that we can do more with what we have without excessive expenditure. It highlights the importance of considering the reuse of the existing estate as well as new build options.

Design issues such as best practice environmental and comfort conditions are not analysed and the outcomes are explored from a space planning perspective only. This is not to belittle the importance of good quality and informed design which is fundamentally important however this is not part of the project.

The review is not exhaustive and SFT will continue to build a case study library. It is intended that initial pockets of good work that have been explored will engender the necessary confidence and enthusiasm which can encourage others to follow suit. Sharing and disseminating best practice will help us all to go further on this journey. The case studies provide evidence of what can be achieved.

A thank you to our participants and contributors:
Aberdeenshire Council
Scottish Borders Council
Clackmannanshire Council
Dundee City Council
Fife Council
Glasgow City Council
Midlothian Council
Northern Ireland Civil Service
Stirling Council
Welsh Government
West Lothian Council
What can we do with the office?

Section 2.0

Context
2.0 Context

2.1 Why are we changing?

The current estate

Many public sector bodies operate from a diverse portfolio consisting of poorer stock premises which have been acquired over time without recourse to any long term strategy. The location and layout and of these premises often hinders communication and innovation and constrains staff from using their time effectively in the pursuit of the organisational aspirations, vision, and service delivery.

In the majority of cases public sector workplace has grown organically and in general is not space efficient. There are many reasons for this including; cultural issues around modern working practices, reactive, inflexible and “quick fix” space planning (at both the strategic and detail level) as well as the use of inappropriate office furniture bought for a past technological era.

Desks are unoccupied for large parts of the day and there is duplication in terms of service and reception points. Many people have desks in multiple locations. There is a culture of space allocation by status rather than by business function and there are still large parts of the estate which have long lonely corridors with single occupant rooms.

Meeting rooms are underutilised. Often this underutilisation is a complex tale. Often meeting spaces are not fit for purpose. This is because some are of such poor quality (lighting, ventilation, space, furnishings). Location within the geography of the building(s), along with adequacy of facilities and technology, also have a big impact on usage. This means that the better meeting rooms are oversubscribed, creating a perception that there are not enough meeting rooms. Booking systems are poor which means that rooms booked out are not cancelled when required, meaning they cannot be booked by others.

Some organisations are heating, lighting, and ventilating much of the estate even when empty. Taxi bills, train fares, and mileage can be high as people have to move across dispersed buildings on a daily basis. All of this is contributing to the CO2 impact.

Space is often managed departmentally, rather than corporately, and is seen as a free cost. The dispersed nature of the portfolio and a lack of corporate approach also means that facilities-management contracts are procured and managed locally, creating duplication, and without buying power being fully exploited.

There is a recognition that the status quo creates a drain on resources (human, operational, process, and environmental) however there is also recognition that we can change how we do things.

We can use our space strategically to meet business needs better. The case study examples within section 4.0 reinforce this.

By creating efficient space models which enable modern effective workplaces, public sector bodies can significantly improve what they do.
2.0 Context

2.1 Why are we changing?

**Ability to meet business challenges**

It is accepted that a good quality modern working environment should support working patterns and encourage more collaborative, integrated, and cross functional activity. In addition there is a growing understanding of the different work activities, work processes, and work styles across public sector organisations which help and support employee performance.

Modern work practices often mean greater fluidity between groups and teams with expansion and contraction happening on a project basis making the best use of skills to suit a more fluid business demand. Without a flexible workplace strategy to deal with this, these changing team dynamics and structures are not easily accommodated. Dealing with continuous organisational change in the current workplace models is expensive and time consuming.

From the case studies it can be seen that there is an increasing awareness of opportunities for more flexible working, improved work life balance, and improved spatial efficiency in the workplace.

The case studies give tangible evidence of how this is being achieved and the benefits being realised for those who are now in the implementation phase.

---

**By rationalising, consolidating and ultimately reducing our estate we can:**

- Intensify space use
- Remove duplication
- Create environments that can react nimbly to changing teams and structures minimising the impact and cost of continuous organisational change
- Move to more flexible working arrangements creating greater openness as well as supporting increased communication, and collaboration
- Improve office planning and ensure appropriate distribution of space and facilities
- Improve productivity through workplaces that support job requirements
- Improve visitor and staff experiences
- Improve customer interface
2.0 Context

2.2 How are we changing?

Model workplace principles

This move to consolidate and rationalise is allowing organisations to reconsider the workplace and develop new ways in which the workplace can be used more strategically.

The process is a journey and there can be different starting points. The catalyst is contextual depending on the priorities and business objectives of the organisation and it is important to understand each context and not to generalise.

Working Beyond Walls, (Office of Government Commerce) published in 2008, analyses the model workplace strategy in chapter nine. It identifies a number of principles which are illustrated in figure 2.2.1. These workplace principles are being applied across the case studies to varying degrees.

In this document the key steps in a journey towards more efficient and effective space use are mapped out and it is these steps which allow the principles to be implemented. This journey is explained in section 3.0.

Case studies, reviewed in section 4.0, illustrate workplace strategies and benefits being achieved across a number of organisations who are at different stages in the journey.

Model workplace principles identified in Working Beyond Walls

- Space allocated by need not status
- Reduced storage practices (personal, team and corporate)
- Clear workplace policies
- Desks shared not owned
- Reduced allocation of space for desks
- Higher proportion of shared ancillary and support space
- Cellular space available for use but not owned
- A rich variety of alternative work settings
- Increased utilisation of the workplace
- Centralised recycling and waste disposal
- Rationalised copying and printing
- Employees empowered to work across locations
- Exploitation of new technologies
- Emphasis on sharing not owning

Figure 2.2.1 Model workplace principles
Source: Working Beyond Walls, an OGC / DEGW publication 2008

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2.0 Context

2.2 How are we changing?

Moving from multiple buildings to consolidated sites

As an example, figure 2.2.2 illustrates three functions within a local authority portfolio which can inform the space typologies within the office portfolio.

Current models vary as to whether these functions are consolidated onto a single site or dispersed.

An example of consolidation into one single building can be seen at the new Civic Centre at West Lothian Council. This project has also co-located many of the council’s partners under its one roof.

How far a property portfolio can be consolidated needs to be driven by organisational demand and how this demand for space can be most effectively overlaid on informed property delivery scenarios. Analysing these scenarios, against the criteria inherent in the vision of the organisation, ensures that the best value from any investment is achieved. There is no one size fits all.
What can we do with the office?

Section 3.0

Mapping a journey towards efficiency and effectiveness
3.0 Mapping a journey towards efficiency and effectiveness

3.1 Introduction

Introduction

Figure 3.2.1 overleaf, maps the steps in the journey to efficient and effective space practice.

The journey map identifies the enablers that allow boundaries to be pushed further. It is important that the possibilities beyond just flexible working and desk sharing are considered. This will help ensure workplace strategies are flexible and future-proofed.

It is not necessarily a linear journey and the most appropriate starting point will vary according to the nature and context of each organisation. The case study review (section 4.0 and appendix A) illustrates how starting points and the catalysts vary.

For some, the catalyst has been a building at the end of its useful life and the opportunity therefore to link a new way of working with the new workplace project (e.g Dundee City Council implementing desk sharing and a more agile way of working in their new headquarters).

Glasgow City Council had a different starting point and has implemented a big initiative around a consolidated rationalised estate, with space efficient practices, and baby steps into new ways of working with a strategic plan to drive this further.

The Northern Ireland Civil Service have been incrementally consolidating and trying to improve their space efficiency around well planned and executed workplace principles but without any flexible working or desk sharing policies.

Fife, Scottish Borders, Aberdeenshire, and Stirling Councils are all looking at a new and more agile way of working including enhanced mobility and home working opportunities, which is working in tandem with a clear property rationalisation and consolidation strategy. All of this is reinforced by efficient spatial planning and desk sharing policies. All of these councils are at different stages in this journey. Scottish Borders Council are managing their programme on an incremental basis with minimal expenditure, minimal building interventions, and reusing existing spaces and furniture wherever possible. Stirling and Fife are spending in a very strategic and considered way to save, rationalise, and consolidate but at a faster pace.

Clackmannanshire Council has a strategy which is currently in the implementation phase to consolidate from three dispersed buildings in Alloa into one building with use of a vacant adjoining warehouse. The project, due for occupation in 2013, has been managed with minimum expenditure, making the most of what they have and reusing furniture. See section 6.0.

The Welsh Government has achieved significant workplace environmental improvements and spatial efficiencies. These have been achieved through the non hierarchical allocation of space along with the application of a desk sharing policy. The desk sharing is not based on home working or increased mobility but on improving desk utilisation.

Midlothian Council has a well grounded strategy which is about to move into an implementation stage. It will allow the Council, to progress through each station and beyond the red tube line in one big initiative.

It is important to develop a clear understanding of how the current organisation works, mapped against a vision of how it hopes to work in the future. This will help articulate the benefits of workplace change and the journey of how best to achieve the desired goals.
3.0 Mapping a journey towards efficiency and effectiveness

3.1 Introduction

Less emphasis on “my desk” with greater emphasis on “my neighbourhood”

A portfolio can be rationalised through moves to open, collaborative working, and space efficient practices. However, modern work styles can often involve high levels of mobility which is resulting in desks lying vacant for long periods of time. This encourages organisations to consider the possibilities of taking these space efficient practices further.

Being away from the desk and interacting or collaborating elsewhere allows the opportunity to use different kinds of spaces rather than the formal meeting room on a booking system. Often it is preferred to use shorter, sharper, and more efficient ways of interacting, taking place in shorter duration settings.

The feedback from two case studies showed that the formal meeting room provision has been too high. In the lead up to their move some council staff had shown concern that there were not enough meeting rooms. Conversely, in another situation, new ad-hoc meeting spaces, are now proving very popular.

All of this is leading organisations to consider a variety of work settings.

From the case studies it is clear that space planning efficiencies, through carefully considered space standards, are being complimented by sharing ratios being applied to the desk spaces. In most cases this is supported by flexible working and home working programmes. Place change is being supported by people and process changes. All of this is underpinned by the technological enablers which are being implemented as part of a holistic approach to the workplace.

This changing workplace helps organisations move away from rigid departmental boundaries towards open and fluid thresholds which will enable greater flexibility to accommodate change. It is important to consider this change carefully when selecting from the library of space planning enablers; the menus of spaces, furniture and technology inherent within space budgets, and design guides.
3.0 Mapping a journey towards efficiency and effectiveness

3.2 The key steps

Figure 3.2.1 Route options of the journey
3.0 Mapping a journey towards efficiency and effectiveness

3.2 The key steps

Hierarchy to open
(figures 3.2.2 and 3.2.3)

All the case study projects are predicated on moving from a situation of many owned offices which are allocated according to hierarchy, to a new position of open, collaborative, and transparent working with space allocated according to function. It should be noted that in some of the case studies reviewed, owned offices allocated by hierarchy still exist for those above director level including service directors.

In the Welsh Government building for instance, the Permanent Secretary will be desk sharing with her colleagues in the new workspace.

Already the Permanent Secretary sits openly in the Causeway Exchange building, in Belfast

In the Aberdeenshire Council headquarters building, the only owned office to remain is that of the Chief Executive.

In Stirling Council, the Chief Executive, the Deputy Chief Executives and Heads of Service are in corporate management shared offices.

Eliminating duplicate desks
(figures 3.2.4)

From the review undertaken it seems like this is one of the hardest things to achieve. This may seem surprising. It is evident that most organisations are not starting from a baseline of one desk to every employee, in fact, many of the most mobile workers have duplicate desks and offices in a number of locations.

More and more staff have been changing their job profile with reduced hours, part-time working, and job share opportunities becoming more common over the last couple of decades. However, there is still a culture where these staff all own desks.

As the workplace becomes more dynamic, flexible, and open, and as the virtual desktop becomes more standardised across groups, teams and departments, the need to occupy a desk in each location becomes less important. This “virtualisation”, and standardisation, of our desk tops will allow staff to work from any desk, any location, and will help, break the culture of duplicate desks.
3.0 Mapping a journey towards efficiency and effectiveness

3.2 The key steps

Space planning efficiencies and tightening the space standards
(figure 3.2.5)

Space planning efficiencies are being achieved through:

- Carefully considered space standards and targets
- Clever space planning at the strategic and detailed level

Huge space savings can be made through a strategic approach to space planning. Traditionally workplace has developed organically with frequent small and large moves to deal with changing group structures, team dynamics, and staff numbers. This affects the amount of space inhabited as well as the effectiveness of that space.

Section 5.0 discusses zones of space (public, invited and private) and the need for efficient primary circulation. The application of these principles to the workplace, prior to considering the space planning at a detail level, is helpful in ensuring that the space is efficient but also ensures that desks have the necessary shelter and privacy.

For example: If meeting rooms are accessed off the workspace this can result in interruptions to workflow, disturbance to concentration, and confidentiality and security can be compromised. Carefully considered planning can avoid these compromises.
3.0 Mapping a journey towards efficiency and effectiveness

3.2 The key steps

Implementing a flexible workplace through workstyles
(Figure 3.2.6)

There is already a mobile workforce that is contributing to the under utilisation of workplaces. Utilisation can improve through the application of work styles to the headcount. This is explained in section 5.0.

Many of the current workstyles within the modern public sector are extremely mobile. This mobility is helping to create the under utilisation of desks which is being experienced across the public sector.

Space efficiencies can be achieved through understanding existing mobility.

Both the Welsh Government and Glasgow City Council are desk sharing without enhancing mobility and on the basis of current work practices.

Essentially this allows organisations to respond better to current work practices without huge changes in how they work. The cultural leap is not large by exploiting existing mobility.

Optimal flexible working
(Figure 3.2.7)

Mobility can be further enabled by providing tools which allow greater numbers of staff to work from alternative locations, whether this be from home or several different locations across the working day.

There are good examples of where this is happening in the case study review (section 4.0 and appendix A).

This enhanced roll-out of mobility is allowing the desk sharing ratios to be driven harder and should be balanced by a change in the proportion of ancillary settings which become much more important in the new work environment. As occupation density is increased, the need to provide collaborative settings away from the desk also increases. In turn the need to provide good quality retreat, “heads down”, and more private or confidential settings to support workstyles also increases.

There is still a culture of “presentee-ism” within many organisations and a change to flexible working needs change management support. There is evidence these new ways of working are contributing to better outcomes. At Aberdeenshire Council 97% of managers whose teams have undergone change have reported, through survey, that output has at least remained consistent or has improved through the change.
3.0 Mapping a journey towards efficiency and effectiveness

3.2 Key steps

**Pushing the boundaries: moving towards distributed, location neutral and cross organisational models**

Having taken steps into flexible working, all participants are looking to drive this further. Initial steps into desk sharing policies, with an average 8 desks to 10 staff ratio is being successfully received and bettered in the pockets of flexible working which are emerging across Scotland.

The key tool to this enablement is around changing cultures and mind sets. The management of staff when they are enabled to work in the best location to suit the task at hand is a very different process to what many are used to.

Change management programmes have been rolled out successfully in Fife, Aberdeenshire, and Scottish Borders Councils. Staff have adapted and are embracing the change.

It is important to understand and deal with the cultural and “mind set” issues as identified in figure 3.2.8.

Once open, flexible, and agile working practices are in place with mobility enabled and desk sharing implemented, the move to distributed and location neutral way of working can become a natural progression.

Figure 3.2.8 The relationship between mind set and distributed working
Working Beyond Walls: OGC / DEGW 2008
3.0 Mapping a journey towards efficiency and effectiveness

3.2 Key steps

**Distributed and location neutral working (figure 3.2.9)**

Location is becoming far less important. Technology is allowing us to capitalise on knowledge based activity, ensuring the right skills are available without location being a disabler. The creation of many and varied spaces which can be worked in, and between, is allowing us to think beyond geographical boundaries.

Some organisations believe it is important to enable this wider workplace distribution to accommodate workers who do not live in proximity to the centre.

Long commutes are harmful to the environment and are contrary to the culture of improved work life balance that is being promoted. Home working is also not always the answer.

Consider for example, a Scottish Government worker, who lives in Fife, being able to touch down in a shared centre locally to them. Is it possible to offer the ability for any public sector employee to work in any city or town when on the move through shared centres?

Neighbourhood hub pilots are currently being considered by a number of organisations including the Welsh Government and Stirling Council. Aberdeenshire Council is planning a location neutral culture allowing staff to work across the region to suit business need.

These initiatives are starting to open the door and allowing the possibility of approaching the workplace in a very different way that enables location neutral working and less commuting.

**Cross organisational shared service centres (figure 3.2.10)**

There are many examples of co-location projects such as the new shared centre at Livingston, West Lothian. The obvious next step looking beyond pure co-location is more integrated delivery models.

Once all the ingredients are in place; spatial, mobility, and organisational, sharing space across organisations can be considered more easily.

The possibilities for this should be considered during a workplace strategy development phase to create the flexibility to move into models around cross organisational space sharing.
3.0 Mapping a journey towards efficiency and effectiveness

3.2 The key steps

The opportunity ahead: distributed working (figure 3.2.11)

There is a journey of change which there is no retreating from. Different ways of working are becoming more fluid, high degrees of mobility are becoming essential and, for an increasing number of organisations, there is a need for more choice of where, when, and how their staff work.

If this change is to be exploited to allow for creative, efficient, and effective workplace models, then it is important to plan for the future.

Estates and asset management policies need to link planning models with business improvement models.

Organisations need to develop corporately owned and flexible strategic frameworks to avoid reactive, organic, short term fix solutions.

New outlooks and mind sets are needed in order to respond to the current, and future economic and business demands. These require new, responsive, ways of working which are cognisant of people, place, and process.

The requirements of future generations of workers also needs to be considered. Younger workers are naturally more mobile and blur the boundaries between work and leisure. Working in a distributed manner in different locations comes naturally and a rigid workplace culture can be constraining.

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3.0 Mapping a journey towards efficiency and effectiveness

3.2 The key steps

A joined up approach to property assets (figure 3.2.12)

Figure 3.2.11 maps a typical local authority area and the many places where people work. It is clear the conventional single place of work is in the past. It is also clear there are better quality options across an area to deliver greater choice of where staff can work to suit their travel demands of the day.

To do this there needs to be an approach which considers the whole portfolio and opportunity to create pockets of workplace in a variety of building typologies (e.g. schools, libraries, community centres, health centres).

The work to date validates the benefits of this more fluid approach in terms of economic and environmental savings along with service delivery improvements and greater staff satisfaction.

If organisations can think beyond this and across area boundaries, as shown in figure 3.2.12, they can then start to consider the opportunities of cross organisational collaborative hubs and how this can aid efficiency and effectiveness both spatially and organisationally.

The opportunity is there: the barrier is a cultural one and not a spatial or infrastructure one.

Sharing space and place does not need to compromise competitive edge and, arguably, it can enhance that edge as it will free up resource (human, space, technological) to focus on business outcomes.
3.0 Mapping a journey towards efficiency and effectiveness

3.3 Conditions for success

To really implement a hard driven workplace change programme which encompasses spatial efficiencies and new ways of working it is important to create the right conditions for success. Some of the main ingredients are discussed below:

**Clear leadership**

Commitment to and championship of the goals, aspirations, and the new way of doing things emanates from the top of organisations and this is vital. None of this is easy and people in general do not like change.

A new space and process efficient workplace strategy needs support at the highest level. This is apparent in the case studies.

The role of senior management in championing the change, the move agenda, and the projects has been emphasised in many of their visits. Where this has been done well, unequivocally, the move has been more successful for the user community.

**A holistic approach**

The case studies illustrate that where more flexible or agile working is operating in tandem with property strategies there is a much better framework which allows an alignment between the property moves, the HR change strategies, and any ICT* infrastructure change. The process is managed by a team encompassing all the necessary skill bases.

High performing and integrated ICT solutions should be seen as facilitators and enablers and not as drivers. These are often expensive and through an holistic overview, with property and process change, the priorities can be balanced.

If staff members are provided with expensive equipment which enables them to work flexibly in other locations, including home, then their desk will become less heavily utilised and they should expect to share this. In turn people will only embrace change if they see there is going to be some gain in terms of their work processes becoming easier and more streamlined.

**Empowerment and engagement**

There is a clear need to empower those who are implementing the strategy. They need the ability to enforce it as well as supporting continuous engagement across departments with a structured change programme.

Change management has been cited as being of real importance to the majority of people. This has been around implementing and maintaining clear desk policies, developing and implementing protocols, (in the use of and behaviours in open environments) or support in the use of new ICT.

**Clearly defined process**

A generic methodology to develop the workplace and rationalisation strategy is outlined in section 5.0. The strategy should be informed by clear process in the visioning, development, and implementation phases. The consideration of the necessary work streams, the allocation of responsibilities, and the structuring of the decision making process should all be mapped clearly.

*ICT - information and communications technology*
3.0 Mapping a journey towards efficiency and effectiveness

3.4 Supply and demand analysis

Developing a robust future property strategy clearly requires a thorough understanding of the changing political, business, financial, and service delivery environment. The characteristics of the built environment that can support, or hinder, such change should also be considered. Such issues will mean a careful analysis of:

- Public access and local context of service delivery
- Co-locational preferences, possibilities and benefits
- Structural grids of the buildings, floorplate flexibility, office core configuration and the space planning/opportunities
- Technological developments and the implications of these on existing infrastructures
- The potential of new ways of working and enabling staff to shape their work schedules and thus their work/life balance
- The implementation of new knowledge management systems and the potential to implement electronic retrieval systems
- The importance of shared spaces (collaborative and retreat activities) as a proportion of total workspace and the corresponding decline in the importance of individual workstations

This indicates a need to carefully consider the supply and demand aspects of the estate as parallel but separate work streams in the initial stages of the development of a new asset rationalisation and workplace strategy. This process is explored in figure 3.4.1.

By overlaying demand models on matching supply options, a series of scenarios, which will allow assessment of the best models to deliver optimal business and financial performance can be interrogated.

The criteria by which these options are measured must be supply and demand driven.

The scenario modelling should carefully consider how the release of estate can be managed, whether this is the further release of whole buildings in the future, or whether it is the release of more fragmented space within buildings which can also offer opportunity for partnership co-location and collaboration.
3.0 Mapping a journey towards efficiency

3.4 Supply and demand analysis

Supply appraisal

It is important to consider the performance of the estate against spatial performance aspects as well as the more traditional harder building performance and condition measures (type, age, tenure, condition, space etc).

Figure 3.4.2 explores some of the quantitative and qualitative aspects which are recommended to be considered within the initial supply studies.

Whilst the qualitative measures relate to the space the estate can supply, in some cases, they should be appraised against demand drivers. This validates the importance of two parallel but separate work streams.

Please note: Building efficiency is discussed in section 5.0, part 5.3.

Spatial categories can be defined during the strategy phase however mapping would typically include; desk areas, formal meeting space, incidental meeting and breakout space, receptions, and support accommodation.

Zoning strategies are considered in section 5.0, part 5.5. Consideration of the building’s ability to respond to these is useful to understand in the analysis phase.

The planning grid should take cognisance of column spacing, window mullion locations and other building components.

Figure 3.4.2 Appraising for performance of the estate
3.0 Mapping a journey towards efficiency and effectiveness

3.4 Supply and demand analysis

Demand appraisal: Organisational and user demand for space

The future organisational demand for space should be considered in order to develop a clear organisational profile which can set out both the quality and quantity of space required for the business. This would include the impact of growth or contraction, the impact of changing work practices, and the opportunities offered by technology including more mobile working strategies and electronic file storage. Each of these will impact both the range and variety of work settings, both for individual and collaborative activities, as well as accommodation of customers and visitors within the future space.

A top down strategy, informed and developed by the representative leaders of the organisation, can start to generate high level space modelling data including broad brush standards applied across work styles. This in turn allows the allocation of space to be considered.

As the strategy moves forward it is important to be matched by a bottom up interrogation of how this space is in fact apportioned in a finer grain analysis of the constituent parts of the business.

There is however no point in doing this unless it helps to ensure that things are done better. Reducing the operational cost and environmental impact of the estate may be the principal goals many are focussing on, however, this should be done in a way that also brings real value to the way people work and delivery of services.

The case studies (reviewed within section 4.0) have the necessary leadership at the highest level. They have allowed this more detailed demand appraisal to impact the implementation of the work place strategies. The Chief Executives are on board and the Service Directors have responsibility to champion the implementation phase.

Scenario modelling

A clear picture of how much and what type of space is required by an organisation, along with an understanding of the capacity and opportunities afforded by the existing buildings in the estate, allows the consideration of how to match the demand with supply options. The resultant spatial models can then be fed into a number of strategic planning options allowing evaluation of these scenarios against key criteria established at the outset of the project.

In this phase the evaluation should be both ‘demand’ driven based on alternative profiling of the organisation as well as ‘supply’ driven based on the opportunities for rationalisation. Figure 3.4.1 illustrates how the parallel supply and demand work streams can combine in the scenario modelling phase.

It is clear from the case studies that no one is standing still and once initial targets are being met organisations are considering how they can create further workplace improvements. Once the organisational consolidation, and the space planning efficiencies, are maximised utilisation is being considered. This is predominantly focusing on desk utilisation and the opportunities for further enhancing mobility and desk sharing.
What can we do with the office?

Section 4.0

Case study summaries
4.0 Case study summaries

4.1 The case studies in context

Introduction

This section provides a brief overview of the projects reviewed. Appendix A gives greater detail along with contact details of lead personnel within each organisation. All of the case studies involve the steps in the mapped journey to efficiency and effectiveness to varying degrees.

Move to open working

All have taken this step, however some organisations still have owned offices at senior grades. Some have eliminated all senior management hierarchical allocation of space. For organisations starting on the journey it is important to consider these successful examples and push the boundaries.

Tighten the space standard

All the case studies analysed have target space standards and are considering space planning effectively to maximise efficiencies. Some organisations are tightening the space standard and doing the best they can, utilising legacy furniture. Ultimately this will result in less ancillary provision. When increasing workplace density and utilisation, good quality retreat with quiet and collaboration space becomes increasingly important to be able to create really effective environments.

New furniture allows very flexible and space efficient models to be developed. Any investment must be balanced by significant space and operational savings.

Implementing flexible working through workstyles

All participants in the selected studies have started the journey into flexible and new ways of working. Some are further along the journey than others.

Some are well on the road to optimal flexible working models and are looking towards location neutral working along with other distributed working strategies.

Commonality

There is a clear acknowledgement in each of the projects reviewed, that corporate improvement strategies are inextricably linked to office rationalisation initiatives. This is critical if the objective is to be able to do more with less.

Within all the projects there has been support from the highest level and those implementing strategies have been empowered.

Until initiatives are rolled out across whole organisations then the benefits that can accrue from opportunities such as the elimination of duplicate desks will not be realised fully. Organisations within these studies are looking to the future and see their current strategies as the start of an ongoing process.

The case studies

Listed below are the case studies summarised in this section. Detailed studies of these can be accessed within Appendix A.

- A new HQ at City of Dundee Council
- WorkSPACE at Aberdeenshire Council
- The Welsh Government new workplace initiatives
- Northern Ireland Civil Service
- The big move at Stirling Council
- Fife office rationalisation programme (ORP)
- Effective working in Midlothian Council
- Incremental change at Scottish Borders Council
- Glasgow City Council: Tomorrow’s Office

This selection of projects provides a broad range of situations and experiences.

The Case Study data has been provided by the various public sector bodies involved.
4.0 Case study summaries

4.2 A new HQ at Dundee City Council

The project

In 2004 a decision was made by Dundee City Council to relocate from Tay House. The building had condition and functionality problems. The site had major value in terms of the City Waterfront regeneration masterplan.

The project is however far more than a simple relocation and is part of an overall asset rationalisation and consolidation strategy. It has also been used as a catalyst for changing the way the organisation works and is viewed as an important trail blazer within the overall strategy.

The building is simple and elegant with flexible, loose fit, long-life and healthy workplace being at the core of what the council wished to achieve.

The project has been approached holistically considering new flexible working practices (people), the space planning (place) and the technological (process) implications in a joined up strategy which has informed the architecture.

This project is work in progress and the building and space planning, are accommodating the evolving and developing workplace strategy as the “New Ways of Working” are driven to be more flexible.

Flexible working and desk sharing is being applied in workplace environments. Initial sharing ratios are being pushed as staff learn to work in new ways and there is evidence of increased outputs from departments. This is very much a pilot into new ways of working which is now being integrated with the wider asset management strategy and rolled out across the portfolio.

Source: Reaich and Hall Architects

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Vision

The programme is targeting an estate reduction from 98 buildings to 72 initially, over a 2 year period (2011 - 2013) with a further reduction to 53. The timetable is influenced by lease exits.

The rationalisation is incremental and encompasses open working for all, tightening the space standard, and optimal flexible working through enhanced mobility and home working. It moves through all stages in the journey map, up to the red line.

The strategy is managed corporately and is delivered through a multidisciplinary team encompassing; property, space planning, and change management skills.

Flexible working

The strategy is underpinned by the roll out of a *worksmart programme. Enablers include a corporate approach to booking of spaces and desks, document records and storage systems, and service point provision.

Key success factors

Corporate ownership of the strategy and enabling those implementing it to enforce it along with dedicated resource are seen as key to the success. In addition by championing asset management at the highest level a new space utilisation culture is embraced allowing old habits to be challenged.

Benefits

The initial 20% reduction of 11,000 sq m will bring an annual saving on operational costs of £1 million. Commuting mileage amongst those already in the worksmart programme has already been reduced by 60%. Business mileage has reduced by 15% so far. Productivity has been shown through a survey to have remained consistent, or, has shown to have improved.

Next steps

The pace of change is being stepped up. A location neutral approach allowing staff to work across the region to suit their business need is being planned. This will take them beyond the red line on the journey plan.

Open working for all grades along with well considered corporate workplace and space standards. Flexible working and desk sharing is being applied successfully in an incremental way across the portfolio. Benefits are already being achieved and the aspiration is being stepped up to deliver even more. The implementation encompasses the bringing together of property, change and process.

“The implementation of the workSPACE Strategy, and associated initiatives, enables Aberdeenshire Council to establish an office portfolio that supports modern working arrangements. The benefits are clear; improved customer service by providing a range of ways for the public to interact with Council services, better working environments for employees, and savings generated from a reduced portfolio.”

Colin Mackenzie
Chief Executive, Aberdeenshire Council

* worksmart a flexible working brand by Nomad Scotland
Vision

The vision for the Welsh Government offices was ‘to provide an exciting and efficient place for staff to work’. This was underpinned by the principle of average 8:10 working (desks: staff ratio).

The approach is being rolled out across the portfolio incrementally having been piloted in recent buildings. Occupation density and utilisation has been radically increased whilst improving the environment.

Flexible working

This is being done with existing mobility and without enabling a greater level of remote working.

Key success factors

Leaders are “walking the talk” which makes it difficult to reasonably resist and find a reason why you are different. Directorate Generals will work openly with their staff. The Permanent Secretary plans to work in the open plan office on an equitable unowned desk when her area is refurbished.

Next steps

A new People Strategy is being rolled out which will have the workplace strategy at its core. Initiatives such as “location neutral” policies are being considered.

The future role of technology, mobility enablement and more formal home working policies are seen as possibilities to further improve the workplace organisationally and spatially.

“I am very excited about the progress we are making to transform our property assets. We are well on the way to delivering a first-class, flexible, workplace that is affordable and a fit for the future portfolio.”

Bernard Galton, Director General, People, Places and Corporate Services, Welsh Government

Space efficient practice and desk sharing is being applied successfully in an incremental way. The first desk sharing pilot project with the new space standards was in 2006 and has now been applied to every project since that date. Space is allocated according to need not hierarchy.
4.0 Case study summaries

4.5 Northern Ireland Civil Service (NICS)

Overview

The project is called Workplace NI standards. Change has been incremental around realising better practices and savings through a series of key principles:

- The elimination of owned offices
- Spatial efficiency through a carefully managed space planning framework based on a space standard of 10 to 12 sq metres Net Internal Area (NIA) per workstation space standard
- A strategy of tackling the buildings in worst physical condition first.

Carefully balanced appraisals are informing the strategy to get the best outcomes. Some buildings are so inefficient spatially that they can never achieve optimal space efficiencies (shape, depth of plan etc). Strategically it has been important to consider these aspects when deciding where best to spend money.

Benefits

Careful exploitation of lease expiries has achieved savings of approximately £4 million per annum on rent, rates and service charges so far. A further £1 million per annum saving on service charges has been realised by strategically relocating groups when leases expire. Capital receipts have also been obtained through disposals.

Next steps

NICS are considering a “road map” of principles that will lead to flexible working and need an aligned approach between Human Resources, Technology and Property.

A successful incremental strategy achieving significant benefits through spatial efficiencies and open working. The incremental nature of the strategy will allow relatively straight forward transition into the next step of more flexible working. The infrastructure and spatial enablers are in place. The new workplace includes a good balance of ancillary and support space provision within a pleasant and effective environment.
4.0 Case study summaries

4.6 The big move at Stirling Council

Overview

This rationalisation project is based around five moves which result in a 55% space reduction of 11,793 sq m in the central Stirling portfolio. The vacated properties which are owned will be sold. They are also exiting a number of leases.

Funding is through prudential borrowing (the strategy is not dependent on capital receipts). The business case is based on a forecast net annual saving of £450k.

The workplace strategy is being delivered by a composite team including property, ICT and HR.

Works are due to commence in 2012.

The workplace strategy

The ICT and furniture solutions have been carefully thought out and planned with standard desk tops and cloud technology. It involves a bench solution with 1.2 m long desks. Local break out settings are provided and the environment is wireless which allows colleagues to touch down locally. Cafe spaces are provided and these are intended as an extension of the workspace.

Fixed workers are allocated 1 desk per person, internally mobile (flexible) workers are on a 7:10 desk: staff ratio with mobile workers and home workers assumed to be at the desk 10% of the time and desks allocated accordingly.

An interesting example of the “spend to save” agenda this workplace strategy is designed to maximise the value of the investment. Getting the metrics correct both in terms of headcount, space apportionment across headcount through workstyle categorisations, the correct space allowance per workstation and all of this in the correct proportions to stack up in a business case, has been important particularly as money is being borrowed and payback scheduling needs to be robust.
4.0 Case study summaries

4.7 Fife Council Office Rationalisation Programme (ORP)

Programme and benefits

Fife Council is almost two years into a five year rationalisation plan. The initial business case was to reduce the number of offices from 97 to 37. A review to the programme after the first year saw the number of offices to be retained reduce to 31.

4,747 staff are affected by the programme of which 3,739 will relocate during implementation. ORP will achieve annual revenue savings of £2.5 million. Capital receipts will be £12.7 million. 3,465 tonnes of carbon will be saved.

ORP is being delivered alongside mobile and flexible working and the Council’s customer management (CM) programmes.

“Fife’s Office Rationalisation Programme is a catalyst for change across the Council, enabling and supporting a number of connected objectives. These range from driving carbon reduction strategy and supporting enterprising communities to linking with other Corporate Improvement Programmes, which relate to achieving a highly mobile and flexible workforce as well as workforce change and customer management programmes.

“The changes are delivering a more integrated approach to delivery of services at the front line to include sharing with partners as well as generating significant opportunities for efficiency gains. This in turn is linked to a wider Cultural Change Programme to embed a devolved, empowered and flexible approach to service delivery.”

Alan Paul, Fife Council, Corporate Asset Manager

Workplace standards

The Council has defined workspace standards at 8.5 sq m NUA (Net Usable Area) per workstation and a utilisation ratio of 10 staff to 8 workstations. However they believe whilst metrics are a useful planning tool, a flexible approach is required for implementation. There are some owned offices at director level and above.

Furniture pilots informed the strategy and a standard workstation configuration has been adopted.

A good example of a joined up strategic approach combining spatial efficiencies, intelligent workplace space planning and flexible working.

Fife Council is continuing to push the boundaries as they move forward in the implementation of the strategy and new ways of working.
4.0 Case study summaries

4.8 Effective working in Midlothian Council

Introduction

Effective working in Midlothian (EWiM) is part of Midlothian Council’s asset management strategy which is in turn one of six business transformation work streams developed to fundamentally change and improve the way Midlothian Council operates.

The drivers are; a focus on improving the quality and maintenance of Council’s assets, the alignment of service delivery to best suit customer requirements at key/core locations along with ensuring a well utilised estate which is rationalised and modernised.

The project is still in its strategy development stage and the benefits achieved will depend on the final selected option.

There are two principal options - the first being a consolidation of the 13 operational offices into a single new build project, and the second being the refit and remodel of two existing and adjacent buildings Midlothian and Fairfield houses.

Savings of around £600,000 per annum are projected in both these options.

The philosophy

The project’s philosophy is around losing buildings and not bodies. The portfolio reduction is planned around increasing occupancy rates and utilisation through new and better ways of doing things which will help deliver improved business outcomes as well as:

- Reducing the cost per occupant
- Reducing service and maintenance costs
- Reducing energy and carbon costs
- Reinvestment and capital contribution
- Selling and letting the surplus estate

Target for completion is 2017.

Workplace strategy and standards

These are being considered and developed in conjunction with service directorates and users. Further detail of the strategy is given in appendix A.

The Midlothian example is being driven in line with the conditions for success outlined in section 5.0 part 5.1 in the main document as well as the process diagram in section 3.0 part 3.4.

- There is commitment to, and championship of, the goals, aspirations and what the new way of doing things entails from the top of the organisation
- The strategy is being considered across property, ICT and HR initiatives in a holistic way
- Those who will have responsibility for implementing the strategy have the corporate ability to enforce it as well as supporting continuous engagement
- Measures have been put in place to support the organisation and its people through the change
Overview

An incremental change programme predicated on minimal capital spend. The Council’s aim is a reduction in the office accommodation footprint of 20% (a reduction of at least 3,270 sq m of office accommodation) through spatial efficiencies and new working practices. The programme is half way through in terms of the property reduction. The value of property across the region is low. Cost of new build can often exceed the value of new building. Building work is kept to a minimum and space planning carefully considered to avoid re-carpeting and the like where possible.

In terms of changing work practices this follows three stages for a departmental move:

Stage 1: Moving to open co-located and collaborative working practices
Stage 2: Changing the way work is done in line with work styles (flexible, mobile, fixed and home working categorisations)
Stage 3: Stepping up the change and moving to a more flexible way of considering workspace with desk sharing

Benefits

The programme will release recurring savings of at least £241,000 along with capital receipts of at least £1.2 million from the disposal of surplus office accommodation (subject to market conditions).

The reduction in building footprint will mean less energy usage and reduced CO₂ emissions by at least 333 tonnes per annum. (Based on reduced energy consumption through vacating buildings).

Business mileage will be reduced through more location appropriate working (by at least 9.8% a reduction of £185,400 year in travel claims). In turn this will also reduce the commuting travel to work mileage.

The strategy is predicated on consolidating the location of the workforce wherever possible with the aim of reducing duplication and enabling good space efficient practice. Embedded in the strategy is the need to improve efficiency and effectiveness through increasing mobility and opportunities to work more flexibly. This is being achieved incrementally and without high levels of capital expenditure.

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4.0 Case study summaries

4.10 Glasgow City Council: Tomorrow’s Office

Portfolio reduction

The planned reduction of Glasgow City Council’s city centre portfolio is from 19 buildings to six or from 95,000 sq m to 35,000 sq m. The project will ultimately consolidate 3,750 staff into 2,900 desk modules across the six buildings enabled by the workplace change programme and a one stop shop service desk.

Benefits

Investment of approximately £45 million is projected to save nearly £6 million per annum.

Efficiencies will also arise in the following areas:

- The EDRMS information management system is achieving performance benefits particularly in relation to process activities
- The impact of co-location and centralisation on journeys between buildings and travel time along with taxi bills is significant
- The stepping up of the flexible working programme into the agile working phase and the impact on space use with the opportunity to sublet and share accommodation is being reviewed

Tomorrow’s Office is an example of a well designed workplace. This has been achieved by an efficient space standard per occupant and includes a variety of work settings. Accommodation is well zoned with clear separation between the invited and ancillary settings and the private workspace. It is a big initiative which has not yet achieved the full goal of agile working and reinforces the importance of ICT enablers being in place if the workplace change is to achieve an optimally flexible workplace. The new workplace does achieve an element of flexible working and desk sharing, which is based on existing workstyles. The next step in the strategy will be to roll out additional flexibility through enablement of greater mobility and home working options.

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What can we do with the office?

Section 5.0

Understanding space and using space strategically
5.0 Understanding space and using space strategically

5.1 Approaching rationalisation

Introduction

This section offers an approach which can help shape strategy development, assist with an understanding of space metrics and the techniques associated with the modelling of space.

Figure 5.1.1 maps a methodology to help define and form the strategy with five stages and includes key actions within each stage. This methodology is based on the development of an aligned organisational vision, the development and understanding of organisational demand for space (through the analysis of the future organisation configuration) and a thorough analysis of what the estate can supply. All of this can then allow best fit scenarios to be modelled considering the impact on, and benefit for, service delivery. It also allows the implications of spatial cost and delivery models to be considered. Decision making can thus be evidence based and robust.

A typical picture of success is outlined, followed by a detailed explanation of how a numerical model can be built and analysed considering workstyles and use of these to apportion space standards across an organisation. The impact of more flexible working patterns on the space typologies within the modern day office is illustrated graphically. Spatial zoning techniques are outlined.

Guidance on the definition, categorisation and measurement of space is given and in the associated appendix B a detailed organisation of the space standards within the illustrated space typologies is given to assist in the development of corporate work standards.

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Figure 5.1.1 Strategy formation
Understanding space and using space strategically

5.1 Approaching rationalisation

**Stage 3**
Define future work model (demand model “what could be”)

Stage actions
- Develop workstyles and plot these against group / organisational structure / headcount
- Model the future relationship: corporate back office function, community service function, democratic support function
- Consider levels of consolidation / co-location and necessary dispersal to suit optimal service delivery and optimal elimination of duplication (space, resource, service)
- Develop workplace standards: space standards and workplace needs per workstyle
- Consider necessary organisational work streams to enable the change: HR policies, ICT initiatives, change management, implementation structure
- Map the space budget

**Stage 4**
Estate constraints and opportunities (supply research and analysis)

Stage actions
- Develop fixed and equal criteria (over and above standard more traditional measures of the current estate) to assess the property, considering the following:
  - GIA, NIA and NUA measures
  - Occupation efficiencies
  - Space planning / building / structural grids and their impact on planning for changing work practices
  - The opportunities offered by new ways of working and the delivery of efficient, effective workplace planning
  - Impact of building constraints on the notional space standards
  - Floor plate flexibility and core configuration (criteria to be defined)
  - Opportunity for organisational corporate branding (criteria to be defined)
  - Suitability for public access

**Stage 5**
Synthesise: match supply and demand to develop the scenarios

Stage actions
- Through the testing of the ‘organisational demand’ model against the ‘building supply’ options a number of occupancy scenarios can be developed
- These scenarios can be evaluated against key criteria established at the outset of the project
- This assessment can then form the basis of the business case and implementation plan

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5.0 Understanding space and using space strategically

5.1 Approaching rationalisation

Conditions for success

The definition of success should be clearly articulated as part of the vision for the rationalised portfolio. When considering the property asset, a successful workplace strategy and rationalisation project, the following aspects should be considered:

- Variety and choice of spaces - moving towards less focus on the desk and more focus on a rich variety of settings to suit work task and style
- Elimination of space ownership - with a move towards space sharing (within and between public sector bodies)
- Optimising opportunity for space allocation according to need rather than position
- Optimal utilisation of all space typologies including desk areas, formal and informal ancillary space, central ancillary and cafe spaces
- Space metrics in alignment with good practice
- Space duplication, only where the needs of service delivery demand that duplication is necessary
- A flexible space planning strategy which allows changing team dynamics and structures without having to move furniture and kit
- The ability to change and develop, push the boundaries and exploit further opportunities
- All the fundamental design considerations relating to healthy workplace such as daylight, environmental control and accessibility (not analysed in this document however information on the criteria is readily available)

This list is not exhaustive and should apply whether flexible or agile working is implemented or not and whether the final solution is a new build, a refurbishment project, or a mix of both.

Encompassing all of the above will ensure the footprint, along with carbon and energy consumption, is optimised resulting in financial and environmental benefit.
5.0 Understanding space and using space strategically

5.2 Numerical modelling

**Defining demand**
Activities within buildings require space. This is defined as organisational demand. Demand categories of space are illustrated in figure 5.2.1 as follows:
- Workspace (typically desk space)
- Ancillary space (typically collaborations and retreat space, reception points, cafes) located both locally to the workfloors and centrally shared
- Local support space (typically personal storage, shared facilities such as printing, resources and tea preparation)
- Fit-Factor (generally an allowance of 5% of the sum of the above areas as a space contingency to cover design unknowns such as structural column footprint)

The area requirements of these spaces are determined by the requirements of the organisation. The demand category of space is known as:
- Net Usable Area (NUA)

**Defining supply**
Buildings provide space in which activities take place. These spaces are connected by primary horizontal and vertical circulation. Space is also needed for services equipment and plant. These are dependent upon the design of the building. Supply categories are defined as the areas which support usable space and are illustrated in figure 5.2.1 as follows:
- Gross Internal Area (GIA)
- Net Internal Area (NIA)
(for definitions of GIA and NIA see 5.3)
Preparing a space budget

A space budget is used to calculate the total area requirement of the organisation. It is based on the accumulation of units of space supporting individual, group and logistical needs. These are expressed numerically and are based on space standards for activities in space per person along with considered ratios per person (e.g. desk ratios, allocation of personal storage / departmental filing in terms of linear metres and provision of ancillary spaces).

A space budget is not a schedule of accommodation. It is a dynamic tool, where space allocation can be modelled to illustrate the impact of various scenarios including; differing space standards, differing workstyles and differing headcount information.

An important ingredient for preparation of the space budget is developing an understanding how space is measured and categorised.

Designing and populating a space budget is a specialist skill which may be available in-house or may require the input of a specialist consultant as part of the workplace strategy development.

It is important that the starting point in the space budget is net usable area (NUA). This allows benchmarked and informed space standards to suit work patterns and activities, to be used.

Step 3 of the methodology illustrated in figure 5.1.1 notes the type of background data which supports the development of ratios and space standards within the scenarios.

Once the net usable area is defined and relevant ratios per person have been determined, best practice coefficients can be applied to the net usable area (NUA) to uplift the area to net internal area (NIA) and in turn to gross internal area (GIA).

Figure 5.2.2 illustrates the kind of spaces to consider within NUA. It illustrates the factors which influence the uplift of NUA to NIA (being the primary circulation along with what is described as a “fit factor” and includes an allowance for internal building components such as partitions). It then defines the circulation core, plant room and services uplift required to achieve GIA. This diagram follows best practice guidance from the Royal Institution of Chartered Surveyors (RICS) when considering the measurement of GIA and NIA, along with industry best practice to establish and measure NUA. These are further amplified in detail in the following pages in figure 5.3.1.

A space budget can be developed across the organisation calculating the detailed demand for space of that organisation. This can then be used to match best fit supply options and scenarios which have been researched and analysed.

Step 4 of the methodology (see figure 5.1.1) illustrates the type of background data which supports the development of fixed and equal criteria to assess the supply opportunities across the estate.
5.0 Understanding space and using space strategically

5.2 Numerical modelling

The space budget can also act as the cornerstone of a briefing document informing a design team but also acting as a measure of design efficiency and adherence to the brief as design proposals progress (providing the design team are encouraged / required to update the space budget as design proposals evolve).

An example space budget is illustrated in figure 5.2.3.

This space budget is based on a new build budget in terms of the uplift from Net Usable Area to Net Internal Area. It is based on user data provided by Clackmannanshire Council. They are currently exploring flexible working and the model is quite conservative with an average desk sharing ratio of 10 staff to 8 desks and approximately 50% of the space being ancillary with the balance being desk settings.

Many organisations, particularly in the private sector, are working with much higher desk sharing rates with the emphasis on ancillary space being around 80% of the total workspace allocation.

This space budget examines a typical provision in a corporate back office workfloor. The structure of the space budget can be directly related to space categories in figure 5.2.2.

<table>
<thead>
<tr>
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<th>ratio</th>
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<th>staff</th>
<th>desks</th>
<th>sq/m</th>
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<tr>
<td>2% lift factor</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>15% primary circulation</td>
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</table>

<table>
<thead>
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<th>area</th>
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<th>area</th>
<th>sq/m</th>
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<tbody>
<tr>
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<td>122</td>
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<td>4.40</td>
<td>17.60</td>
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<td>9.20</td>
<td>16.40</td>
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<tr>
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<td>1</td>
<td>18.00</td>
<td>20.00</td>
</tr>
<tr>
<td>10 person meeting @ 1</td>
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<td>1</td>
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<td>28.00</td>
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</tr>
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</tr>
<tr>
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<td>153.95</td>
<td>20.37</td>
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</tr>
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</table>

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<thead>
<tr>
<th>Private Neighbourhood work areas</th>
<th>ratio</th>
<th>desks</th>
<th>no</th>
<th>area</th>
<th>sq/m</th>
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<tbody>
<tr>
<td>Local ancillary</td>
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<td>122</td>
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<td>4.40</td>
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<tr>
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<td>122.00</td>
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<td>18.00</td>
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<td>4 person booths @ 1</td>
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<td>2</td>
<td>7.60</td>
<td>15.20</td>
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<tr>
<td>Sub total invited local ancillary NIA</td>
<td>0.75</td>
<td>20.37</td>
<td>153.95</td>
<td>20.37</td>
<td></td>
</tr>
</tbody>
</table>

| Total floor plate NIA(neighbourhood work areas plus workspace) | 996.08 |
| GIA coefficient uplift (NIA / GIA = 1%) | 175.78 |
| Calculate GIA (15% coefficient) | 1171.85 |
| Space standard NIA per workstation on floorplate | 8.15 |

Figure 5.2.3 The example Space Budget considering new build.

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5.0 Understanding space and using space strategically

5.3 Developing common practice

Developing common practice

If benchmarking is to be meaningful there needs to be a commonality in terms of how space is:

- Defined
- Measured
- Categorised

Defining and Measuring space: Best practice

Figure 5.3.1 illustrates best practice methodologies for measuring space according to guidance by the Royal Institution of Chartered Surveyors (RICS) for gross internal area and for net internal area. In the case of net usable area industry best practice is illustrated.

Categories of space

In the following section, 5.4, a workstyle approach to workplace strategy is considered. Space typologies in the office are identified considering the workfloor which consists of the following:

- Work desks
- Ancillary space nearby work desk areas which consists of settings for collaborative and quiet activities or tasks
- Support settings which are local to desk areas and which include facilities and tea preparation areas

Central ancillary space typologies are also considered. These are the shared spaces such as reception points along with more formal collaboration spaces such as board rooms.

The space standards in detail

Appendix B illustrates some typical space standards looking across these spatial categories.

Efficiency calculations

In a new build project it is important that best practice space planning efficiencies are specified and that design teams are measured against compliance with these at key design stages. In refurbishment, refit and remodelling projects it is important to understand inherent building efficiencies prior to application of the corporate space standards.

Landlord efficiency is expressed as a % of GIA

This is

\[ \text{NIAXGIA} \times 100 \]

Accepted categories in workplace (British Council for Offices, BCO)

- Excellent: NIA 84 – 87% of GIA
- Good: NIA 80 – 83% of GIA
- Poor: NIA below 80% and above 87% of GIA

Occupier efficiency is expressed as a % of NIA

This is

\[ \text{NUAXNIA} \times 100 \]

Accepted categories in workplace (industry recognised)

- Excellent: NUA 85% or more of NIA
- Good: NUA 80 - 84% or more of NIA
- Fair: NUA 75 - 79% or more of NIA
- Poor: NUA Less than 75% of NIA
5.0 Understanding space and using space strategically

5.3 Developing Common Practice

<table>
<thead>
<tr>
<th><strong>Gross Internal Area – GIA</strong></th>
<th><strong>Net Internal Area - NIA</strong></th>
<th><strong>Net Usable Area - NUA</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Also known as GI FA (Gross Internal Floor Area) and GFA (Gross Floor Area) in the construction industry.</td>
<td>Also known as Net Lettable Area (NLA) in the property industry</td>
<td>Also known as NOA (Net Occupiable Area) in the property industry</td>
</tr>
<tr>
<td><strong>Source:</strong> RICS definition</td>
<td><strong>Source:</strong> RICS definition</td>
<td><strong>Source:</strong> Recognised industry best practice</td>
</tr>
<tr>
<td><strong>Definition:</strong> The full internal floor area measured to the internal face of the perimeter walls of each floor level</td>
<td><strong>Definition:</strong> Sum of the GIA less the core area</td>
<td><strong>Definition:</strong> Sum of the NIA less the primary circulation and partitions</td>
</tr>
<tr>
<td><strong>Includes:</strong> Areas occupied by internal walls and partitions, columns, piers, chimney breasts, stairwells etc.</td>
<td><strong>Includes:</strong> Atria with clear height above, measured at base only* Entrance halls Notional lift lobbies Kitchens, cleaner cupboards accessed from usable areas Area occupied by skirting and perimeter services trunking</td>
<td><strong>Calculation:</strong> Primary circulation is defined as the major routes within the NIA that: Link fire escapes Ensures no part of the floor plate is more than 7 – 9 metres metres from primary circulation</td>
</tr>
<tr>
<td><strong>Excludes:</strong></td>
<td><strong>Excludes:</strong> All core areas (vertical circulation, plant, plant distribution ducts) Structural elements</td>
<td><strong>Primary circulation</strong></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Width applied is defined by use typically: 1500mm in workspace</td>
</tr>
</tbody>
</table>

(* state separately)

Figure 5.3.1 Best practice space measurement definitions
As organisations increasingly take account of the range of workstyles across their business, there is a growing realisation that space needs to support increasing levels of internal and external mobility. A workstyle is a term which describes how people work in carrying out their daily work processes. It is important to stress that a ‘workstyle’ is status and hierarchy free. You may find people of differing job titles working in similar ways across an organisation.

Many public sector bodies are using workstyles to categorise flexible working options. These workstyles are supported by the mobility tools which allows staff to work from alternative locations whether this be home or several different locations across the working day. These workstyles are supported by a variety of differing work settings, some owned and some shared, which appropriately support staff in doing their work.

The space budget is built up from the allocation of quantities of area (sq m) to workstyles which are mapped across departmental structures, to establish the workspace demand across the categories of space.

Increasingly work tasks need more than just a desk and it is important to consider all the space typologies needed to carry out our daily tasks across the workstyles. The more mobile staff become, the more they become reliant on space which can foster interaction. Accommodation that supports a range of work styles can help to break down silos and provides flexibility to cope with growth or shrinkage. Better interaction both within and between teams can be fostered through a more open workplace which can encourage movement, greater accessibility and collaboration if the apportionment of space beyond the desk is carefully considered.

Benchmarked ratios of local ancillary space and support space per workstation can be allocated to suit the varying needs of the workstyles. There are many good examples of where central facilities such as the cafe become very popular places to work whether in collaborative activity, touch down space or just an alternative place to work.

The typical range of workplace settings are illustrated in figure 5.4.2 and analysed in detail in terms of what they mean as a per person space standard in Appendix B. These work settings are illustrated within the categories of space illustrated in figure 5.4.1 and discussed in part 5.2.
5.0 Understanding space and using space strategically

5.4 Understanding work styles

Figure 5.4.2 Work settings in categories
Source: SPACE Strategies
5.0 Understanding space and using space strategically

5.5 Strategic zoning of space

Public, invited and private access

The workplace can be divided into three zoning categories according to the degree of privacy and accessibility which is required. Each of these ‘places’ is composed of a number of appropriate work settings.

To be able to benchmark space standards it is important to take variable considerations (special provisions such as public service counters) out of the NIA space standard per desk.

Central ancillary space within the public and invited zones and how this is allocated is variable and is very dependent on a number of considerations. A headquarters building with central ancillary space which includes public accessible service desks is very different from a headquarters building which houses back office functions only.

An approach towards zoning space is explored in figure 5.5.1. This approach allows organisations to take account of the variables as well as creating workplace environment benefits. Zoning the workspace areas in more private locations aids security, protects confidentiality and minimises disturbance to the workfloor. Visitors accessing a meeting space by traversing through the workfloor can compromise all of this.
5.0 Understanding space and using space strategically

5.5 Strategic zoning of space

Public space

Access is immediate and this will be where visitors or the public arrive. Work settings will be predominately suited for informal interaction and touchdown working for relatively short periods of time. How traffic beyond this zone is managed should be carefully considered as should the area given to the central ancillary facilities which sit in this zone. If the corporate (back office), community (public counters) and democratic (accommodation for elected members) functions are to combine into one single entrance area, it is important to consider the functions and zoning even more carefully.

Invited space

These spaces support collaborative project team and meeting spaces as well as providing space for concentrated individual work. Whilst access to these spaces may be controlled, it is recommended they are kept in a zone which can be separated from the private workspace.

Private space

These spaces contain both individual and collaborative work settings but with a greater emphasis on privacy and confidentiality, and will generally require defined space boundaries and security.

Cafe spaces

These are sometimes included within workplace for a variety of reasons. Perhaps the workspace is not located in the city centre with onsite staff facilities being a necessary support for staff. The workplace strategy may include these as ancillary space to support the work area. In either case, by zoning these carefully and bridging the publicly accessed and the invited access zones these spaces can work very hard for organisations. The City of Edinburgh Council headquarters building and the Scottish Enterprise building at Atlantic Quay are good examples of this with both cafes being intensively used for meetings, touchdown and as just another place to work.

If space is given over to the cafe as part of the workspace, this should be accounted for as part of the ancillary allocation within the space standard and the overall NIA space standard per desk in the space budget should reflect this.

Figure 5.5.2 City of Edinburgh Council: Waverly Court cafe / collaboration space

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What can we do with the office?

Section 6.0

What if?
6.0 What if?

6.1 Background

Introduction

Rationalisation moves to date in Clackmannashire

Clackmannashire Council has been rationalising its office estate incrementally for a number of years.

The office rationalisation includes the consolidation of the council corporate functions from three central properties in Alloa town centre into one of these properties, Kilncraigs, which is being extended currently into an adjoining vacant warehouse building which the council own.

In terms of the journey map discussed in section 3.00 of this document, Clackmannashire have been been working very hard with what they currently have and with minimal expenditure to:

- Move to open working models
- Eliminate duplication
- Tighten space standards, using existing furniture

Through this, they have been increasing density within the existing building at Kilncraigs. So far this has allowed a complete floor to be vacated and Education Services to be co-located from three dispersed buildings. In Spring 2013 Kilncraigs will be ready to accommodate further staff and the first moves of the full consolidation will commence. Whilst incremental, the pace of transformation has been fast. The programme is on track.

Staff have been supportive of this transformation. Service improvement through co-location and an improved work environment have been persuasive factors. The initiatives are supported by elected members and directors.

The work to date

The work to date has been around maximising space planning efficiencies through open collaborative working with minimal building interventions and with the reuse of existing furniture. The CEO and the two service directors are the only staff to get owned offices; everyone else without exception is moving to open working.

The big shifts have been a move to more sharing between services and working towards a desk ratio of 1:1. As discussed across the case studies, it is not always easy to eliminate duplication as there are many part-time and job share workers who traditionally all have owned desks.

The final consolidation into the extended Kilncraigs building is planned for Spring 2013.

The task: What if?

These initiatives have now been optimised and there is an awareness that further space efficiencies are dependant on considering new ways of working, some minimal building interventions (removing walls primarily) and investment in new furniture to support these new ways of working. At the same time the council is considering the impact of new ways of working on service delivery improvements.

Scottish Futures Trust (SFT) has been working with Clackmannanshire to consider a single floorplate within Kilncraigs and how a move to new ways of working could impact on the space. This allows SFT to illustrate the application of the new workspace models being discussed throughout this document and helps Clackmannashire test the possibilities for increased utilisation and density.

What if new ways of working were to be implemented: what kind of environment can be created and how will this influence efficient and effective use of space in the new consolidated workplace?
6.0  What if?

6.2  Flexible working and the pilot

Flexible working at Clackmannanshire and a pilot initiative

Through data gathering across services on how people are working now and an understanding of the work processes across groups, Clackmannanshire have started to establish broad work patterns across the whole community.

Workstyles relate to levels of mobility, collaboration (formal and informal), individual working, team working, concentrative working and interaction.

This work allows different groups of staff to be considered and categorised. Staff mobility can be examined and what it is they need to perform their function including space, work settings, technology and mobility enablement. This in turn allows allocation of space standards across headcount.

Clackmannanshire Council is considering the implementation of more flexible work practices and the possibility of desk sharing as part of next steps development and improving the space utilisation further.

The Council have been considering the future organisational demand for space and working on the development of a clear organisational demand profile which can set out both the quality and quantity of space required for the business in the future.

Flexible working and desk sharing is very much a part of this strategy moving forward. As part of this, the Council have been considering these work styles across the organisation and how these can be applied across the headcount. These workstyles start to inform the opportunities for flexible working practices.

SFT is continuing to work with Clackmanannshire and a pilot space within the existing Kiklncraigs footprint is being planned to test the new spatial and organisational configurations before the consolidation moves start in Spring 2013.

It is hoped this pilot will inform not only the Clackmannanshire move but will be useful to those public sector organisations who are following along the same path.

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6.0 What if?

6.3 The space planning so far

The space planning developed so far

Figure 6.3.1 illustrates the space plan of a typical floor plate developed by Clackmannanshire Council on the basis of 1:1 working and the re-use of existing furniture. The area considered in the study is on the third floor and will ultimately co-locate and house Services to the Community staff. This group are also the planned population for the pilot initiative.

The ground floor of the building is public access and includes a measure of central ancillary space including formal meeting rooms and a café space.

The council is not using new furniture and this has required carefully inventories of the existing stock to be scheduled and careful detailed space planning to show how these can be used in an equitable way on the basis of an L shaped desk model 1600 x 1200mm.

The existing furniture follows a reasonably standard model across locations. It should also be noted that walls are not being removed and thus previous owned offices have been converted into shared offices where these can support additional desks.

The space plan proposed for the new third floor includes the following accommodation:
- 165 desk spaces
- One 6 – 8 person enclosed meeting room
- One 3 person enclosed meeting room
- One 10 person open meeting
- One tea prep area

Compromise which exists through using existing furniture

Given the restrictions of existing legacy furniture, the space plan has been developed reasonably optimally. There are however many compromises which would cause difficulty if space use were to be intensified and utilisation was to be increased. Some of these are listed below, however the list is not exhaustive:

Ancillary settings
- The existing desks are space hungry and there is very little in the way of ancillary settings
- This is not a good layout for a desk sharing strategy where access to a variety of settings for both collaborative and individual activity based is needed to support the workstyles

Disruptive circulation
Within the original Kilncraigs floorplate there are areas where space planning compromises exist in terms of primary circulation routes:
- There are a number of areas where the distinction between primary and secondary circulation is not clear
- In this case a reasonable number of people need to traffic past other desks to get to their own desk
- Seats which back onto circulation routes can be very disruptive to occupants
- Desks which are located in the central part of the floorplate will lack access to daylight
Daylight penetration and benefit is questionable beyond seven metres from a window wall
- Occupation of desks in areas in deeper plan than this is best suited to short stay functions (touch down, quick access desks for mobile workers or interaction with colleagues)

Shared offices
As walls have not been removed there are shared offices. The reason for these is not business driven but a result of building compromises. Shared offices are commonly used to locate specialist small teams who are working with highly sensitive or confidential material and are not commonly planned in modern workplace strategies.

Support settings
Shared printers are provided however they are not grouped and screened to avoid disruption to adjacent occupants
- Wardrobes / coat hanging spaces are not provided
- Personal storage is limited to under desk pedestals (which are not appropriate in a desk share scenario)
- Central storage space is limited and difficult to organise locally to groups
6.0 What if?

6.3 The space planning so far

Figure 6.3.1 The space plan as currently proposed utilising existing furniture and retaining existing partitions
6.0 What if?

6.4 The space budget

The space budget illustrated in figure 6.4.1 defines demand for space in exactly the same fashion as the example space budget in Section 5.0, figure 5.2.3 of this document.

The supply parameters are different however. When working within an existing building with inherent inefficiencies it is important that these are built into the space standard which is defined in terms of net internal area, otherwise the net usable area will not achieve the goals of the corporate space standard target.

In this building the efficiencies have been measured according to the methodology outlined in part 5.3 under building efficiencies. Where 85% occupier efficiency is best practice in a new build project, the existing Kilncraigs building has an occupier efficiency of 82%. The result of this is an additional 3% in the uplift from NUA to NIA in the space budget and thus an increased space standard.

The space standard of 8.15 sq m per desk which was illustrated in Section 5.0 part 5.2 in the example space budget is increased to 8.37 sq m to accommodate the inefficiencies of the existing building.

The space budget otherwise follows the same format as the example space budget. The resultant demand calculation indicates the demand for space is less than the space the floor plate can supply and there is a surplus of space. The space standard generated allows a calculation to indicate how many additional desk spaces could be accommodated.

<table>
<thead>
<tr>
<th>Private Work space</th>
<th>ratio</th>
<th>area</th>
<th>staff</th>
<th>desks</th>
<th>sq/m</th>
</tr>
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Allocated @ 1 linear metre plus 10% primary circulation

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<tr>
<th>Sub total workspace NUA</th>
<th>ratio</th>
<th>area</th>
<th>staff</th>
<th>sq/m</th>
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<th>staff</th>
<th>sq/m</th>
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<th>staff</th>
<th>sq/m</th>
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<tbody>
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<table>
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<tr>
<th>Total 7,200 sq m</th>
<th>ratio</th>
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<tbody>
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<td>415.25</td>
<td>0.80</td>
<td>10.00</td>
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</tr>
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</table>

Demand NIA (neighbourhood work areas plus workspace)

Total NIA available on floorplate

Total NIA

Total NIA available on floorplate

Surplus space

Space standard per workstation on floorplate

Additional workstation potential

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6.0 What if?

6.5 The value of the new space plan

The new space plan is based on the particular group Services to the Community, who are scheduled to occupy this floor.

The proposed full time equivalent staff headcount is 155 and the space plan which had been developed to date and illustrated on the previous page (figure 6.3.1) allows for 161 desks on a 1:1 basis leaving surplus of six desks.

The workstyles and their application across headcount allows a space budget to be mapped as illustrated in figure 6.4.1.

Taking the developed workstyles and applying desk sharing ratios which are benchmarked (at the lower end) of what is being achieved successfully by other similar organisations results in a demand requirement of 122 desks, for 155 FTE staff, and a space surplus of 267 sq m NIA.

When reconciled with the space standard established numerically in the space budget (8.37 sq m per work station), this indicates a potential for 39 additional desks on the floor (surplus space divided by the calculated space standard per occupant / workstation). This indicates a capacity of 161 occupant / desk spaces.

With a notional occupant capacity understood, this allows a test space plan to be developed. Clever space planning in the final test fit space plan achieves 172 desks (NIA space standard of 7.83 sq m per occupant desk). It also includes a number of short stay touchdown workspaces (9 No) for visiting colleagues, meeting spaces both formal and informal, tea prep areas, facilities points and wardrobes along with a number of quiet work areas for heads down “do not disturb” activity (six of the work desks are in the central spine and would not be recommended for long stay working).

This increased capacity validates the importance of well considered test space planning. However the importance of a numerical model as the starting point should not be underestimated. A well conceived numerical model is required to establish the workplace corporate principals and keeps a check on the space planning efficiencies.

The space plan, utilising new furniture and eliminating existing walls, provides a flexible workspace encompassing a rich variety of settings to support staff and their workstyles when they are in the office.

There are 172 bookable desks and based on the average staff-to-desk sharing ratio of 10 to 8, this allows the floor plate to accommodate 215 staff. Clackmannanshire were accommodating 165 staff on the workfloor. The new space plan accommodates an additional 54. This indicates a 30% intensification of the space use could be achieved. Given that there are four workfloors in the building designated for council use, this allows in excess of a floor plate to be considered for partner use or for external leasing.

The axonometric of the new floorplate (figure 6.4.3) along with the visuals in the following pages illustrate the quality of environment which can be provided with new furniture and clever space planning.

This modern flexible environment aligns with the key concepts discussed in earlier sections which are required to support flexible work patterns along with greater collaborative, integrated and cross functionality activity.

Figure 6.6.1 on the next page schedules the provision of settings including desk options, collaborative settings both formal and informal along with quiet, retreat and private spaces. All of this is being achieved within a NIA workfloor space standard of 7.83 sq m per occupant desk.

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6.0 What if?

6.6 Matching supply and demand: The workplace components and visuals

Figure 6.6.1 Scheduling the accommodation provided on the workfloor
6.0 What if?

6.6 Matching supply and demand: The workplace components and visuals

Figure 6.6.2 Axonometric of the full floor
6.0 What if?

6.6 Matching supply and demand: The workplace components and visuals

Figure 6.6.3 Part axonometric
6.0 What if?

6.6 Matching supply and demand: The workplace components and visuals

Figure 6.6.4 Part axonometric
6.0 What if?

6.6 Matching supply and demand: The workplace components and visuals

Figure 6.6.5 The space planning creates sheltered team space
Figure 6.6.6 The work benches with shared ancillary settings beyond
Figure 6.6.7 Organic desks provide an option with layout space
Figure 6.6.8 Collaboration or individual works space: Booths
Figure 6.6.9 Informal meeting and touchdown

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The following organisations have been very helpful in the compilation of information within this document:

Reiach and Hall (architects, Dundee City Headquarters)
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Streets UK (consultation, Tommorow’s Office)

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Bisley
Orange Box
Cafe Vitra
Bene
Vitra
Space Oasis
Mansfieldmonk
Scott Brownrigg
Loookindustries
Desk International
Perstorage
Locker Store
Kirsty Connell (www.johnconnell.co.uk)