

# Cumbria Police Authority

13 April 2006

## Agenda Item No 4

### North Cumbria BCU Estates Infrastructure

#### A report by the Acting Chief Constable and Treasurer

#### 1. Summary

This paper is put forward to allow members to approve the first of two phases to redevelop BCU facilities in North Cumbria arising from the damage sustained in the storms in January 2005. The first phase of the development will allow custody facilities to be formed, and to replace the emergency arrangements put in place more than a year ago. A time table is set out in the report in which the custody facilities are planned to be operational before the end of 2006.

#### 2. Recommendations

2.1 Members are asked to: -

- (i) Approve phase one of the Capital Scheme to redevelop the BCU Headquarters on the site at Durranhill, in line with the Authority's Financial Regulations
- (ii) Note the future plans to take forward phase 2 of this scheme to provide a BCU Headquarters in Carlisle as set out at paragraph 6
- (iii) Approve the application of capital grants amounting to £1.772m, as set out in the report
- (iv) Note the impact on the revenue budget and the pressure this will create on future budgets of the amalgamated Authority.

#### 3 Background and recent history

3.1 The North Cumbria BCU in Rickergate, Carlisle, was severely damaged resulting from the storms over the weekend of 6-7 January 2005. Members, advised by the Chief Constable, accepted that the site was no longer suitable for use as a BCU headquarters.

3.2 An action plan was urgently developed and agreed so that the range of policing services provided from the Rickergate base could continue as normally as possible. In essence, functions from the Rickergate site can be grouped as follows: -

- Operational 'front line' services
- Back office functions
- Custody facilities

The Authority and Constabulary are grateful for the support from a range of partner agencies and other organisations, who, collectively, have helped to provide a range of temporary facilities to allow policing in Carlisle to continue as normally as possible, given the circumstances.

Two separate premises were quickly secured in the centre of Carlisle to provide a five year temporary solution for front line and back office functions, and temporary custody arrangements were put in place using a combination of; -

- Use of the Crown Court cells in Carlisle
- Formal redesignation of the Constabulary's custody facilities in Penrith
- Additional placements in the cells at Workington

As members are aware, occupation of the Crown Court cells is by courtesy of HM Courts service, to whom the Authority and Constabulary owe enormous gratitude. However, these temporary arrangements are inadequate in the longer term for the services that have to be provided and involve considerable risks. The Chief Constable has previously advised members of the need to secure permanent accommodation as soon as possible.

#### **4. Location of suitable site**

- 4.1 Members received a report from the Chief Executive, Chief Constable and Treasurer in June 2005, which set out the temporary measures put in place by the Chief Constable and also outlined a number of options to provide a permanent solution. This included a preferred option to purchase and build a modular custody suite on a site owned by the Authority which is used by the Northern Traffic Unit at Houghton, about 1.5 miles from Carlisle City Centre. Members endorsed the assessment that Houghton provided the best way forward, not only for Custody facilities, but also for the other elements of the BCU Headquarters.
- 4.2 At the same meeting the Authority considered the complex legal position in relation to the ownership of the Rickergate site, and endorsed the view of the Chief Constable that Rickergate was neither suitable nor viable as the Headquarters for the North Cumbria BCU.
- 4.3 Planning permission to construct Custody facilities at the Houghton site was made in June 2005. Due to the nature of the application and the degree of opposition by local residents to the application, a special meeting of the Carlisle City Council planning committee heard the application in October. Whilst planning officials supported the proposals, the Committee rejected the application, despite a range of control measures offered by the Chief Constable to allay the fears of local residents.

- 4.4 Subsequently, at a meeting of the Authority in December, members considered a further report by the Chief Constable setting out the position at that time. The paper looked at possible methods of appealing the decision of the City Council to refuse planning permission for the Houghton site and recommended that the use of external consultants be considered as part of a further analysis of potential suitable sites in the Carlisle area.
- 4.5 Discussions were also held with Carlisle City Council to try and assess if any of their sites might be suitable for the Constabulary's purpose. From those discussions it emerged that a site on the Durranhill Industrial estate, previously occupied by Rathbones bakery might be suitable. Subsequent investigations and site visits by the Constabulary's project team formed the opinion that the site did indeed offer the potential, not only to provide custody facilities, but also a future BCU HQ. A feasibility study quickly established that the custody building design, originally conceived for Houghton, could be applied to the Durranhill site.
- 4.6 The Chief Constable reported the suitability of the Durranhill site to members on 24 February 2006, who both endorsed the suitability of the site and, in addition, the commitment of the Chief Constable to a modular solution for custody facilities. Planning permission for a BCU HQ and custody facility was granted for the Durranhill site on 29 March 2006.

## **5 Custody facilities**

- 5.1 Since the damage caused to the custody facilities in January 2005, the endeavours of the Chief Constable to resurrect permanent custody facilities have been predicated on the need to plan to have those facilities in place as soon as possible. In a joint report to members in June, the Chief Constable set out his belief that a modular solution offered the best route to providing efficient and effective facilities to support operational policing, which members endorsed.
- 5.2 The Constabulary has invested significant time to appraise the suitability of modular custody facilities as compared with facilities using traditional building methods. Specifically, the Chief Officer Team received a report in February 2006, which, amongst other things considered the relative merits of modular and traditional approaches. The most important learning point has been that many modular solutions are in effect a combination of both approaches, where site preparation works and groundworks can commence on site whilst the cell complex can be constructed off site in a factory controlled environment in parallel to the onsite works. Thereafter, the structure is quickly joined together on site and with an external brick finish and roof to create a building of traditional appearance.
- 5.3 In many ways the modular approach adopted is pioneering work in the police service, and has attracted considerable interest, not only from other forces, but also from the Home Office, with whom regular contact has been kept and advice sought throughout. The Chief Constable is of the opinion that the proposals will not only provide an effective way forward for Cumbria Constabulary as it moves towards amalgamation, but, in addition, can set the benchmark for modular custody design and build.

- 5.4 There has been a comprehensive tendering process for the custody facilities, with four companies interested in this work to provide a 24 cell complex. It is believed that this approach to providing custody facilities will have considerable future appeal in the wider police custody market place. The process has involved evaluating original tenders and taking two preferred tenderers to a final evaluation and tender process. This has allowed more detailed analysis to take place, which has examined finer details from tenders, has helped to determine the Best Value option and an organisation best placed to deliver on time. A consultant from Capita was part of the Constabulary evaluation team. A summary of the detailed assessment criteria is attached at appendix (ii).
- 5.5 A report has been submitted to the Chief Officer Group with a clear recommendation to appoint a contractor for this work. The Chief Constable has approved the recommendation in line with the Authority's Standing Orders in relation to contracts.
- 5.6 Subject to members approving the first phase of this scheme i.e. to provide custody facilities, and to the agreement of a lease with Carlisle City Council, the timescales are set out below for members information: -

<b>Works</b>	<b>Time</b>
On receipt of order, contractor to finalise detailed design. Detailed planning approval sought.	Four weeks
Construction period to handover	Twenty Two weeks
<b>Total</b>	<b>Twenty Six weeks</b>

On the basis that an order for these works can be placed by the end of April, this will allow the contractor to handover the completed project around the end of October 2006.

## **6. BCU HQ Facilities**

- 6.1 As set out above at paragraph 4.5 and as members will recall from the meeting in February, the site at Durranshill is of a size which can accommodate both a custody facility plus a BCU Headquarters. The Acting Chief Constable is content that Durranshill represents a suitable site for North Cumbria's HQ. Indeed, some site preparation costs for custody facilities have been upgraded to ensure they would allow a HQ building to operate from the site, in order to minimise overall costs. However, as members are aware, the energies of all involved in this work have, to date, been around ensuring that permanent custody facilities are provided as soon as possible. It is intended that the wider scheme to completely replace those assets damaged in the storms of January 2005 will comprise two formal phases: -

- Provision of Custody facilities – Phase 1
- Provision of BCU HQ facilities – Phase 2

6.2 As set out above, whilst most of the energies over the last year have gone towards replacing custody facilities, some research has been undertaken to establish the requirements for a BCU HQ. This has included: -

- Site visits to a number of differing types of accommodation
- Detailed discussions and learning from other forces undertaking similar work
- Some elementary work to scope the broad size of any facility.

The latest assessment of need is for a three-storey building, with floor space of about 6000m<sup>2</sup>. Such a facility could be properly accommodated to the front of the Durrhill site and, subject to approval, would be built at a later date. The custody facility would remain fully operational whilst HQ facilities are developed.

6.3 Members will be aware that the issue of special grant to support the construction of replacement HQ facilities has been raised by members and officers in relation to the discussions surrounding the amalgamation with Lancashire Police. This issue was raised, first and foremost, so that the amalgamated Authority is not financially disadvantaged because of something of Cumbria's making. The Home Office have indicated that they are prepared to listen to the Constabulary and to any further information which can be provided in this regard. A separate paper is being finalised, using all the data collated to date with a view to presenting this information to Home Office officials in the coming weeks, prior to signing the amalgamation order.

6.4 However, the timing of the development of this second phase will need more detail and, in addition, the formal business case for approval will be required to be placed before the Strategic Shadow Authority at a later date.

## **7. Estimated costs and financing arrangements**

7.1 Members will recall from previous financial reports that the Home Office have kindly offered to provide significant financial assistance towards the estimated construction costs, which stemmed, in the first instance from a commitment offered by the Police Minister Hazel Blears, when she visited Rickergate in the aftermath of the storms and subsequent flooding and saw at first hand the extent of the damage caused. An initial offer of £1.2m towards the costs of replacement custody facilities was made in early 2005, which was supplemented with a further offer of £1.6m, after further correspondence, when the latest estimate of replacement costs become known. As set out in paragraph 6.3 above, it is intended to make further representation in the near future regarding the cost of a BCU HQ.

7.2 A schedule of the estimated capital expenditure and subsequent running costs is set out in Appendix (ii), and is summarised below for members' information.

	Financial year	
	2006-07 £'000	2007-08 £'000
Estimated costs and funding		
<b>Capital Expenditure</b>	<u>4,572</u>	
Funded by: -		
Home Office specific grant	2,800	
Unapplied Capital Grants	1,772	
<b>Total Capital Costs</b>	<u>4,572</u>	
<b>Additional Revenue Expenditure</b> (from the analysis in Appendix (ii))	<u>70</u>	<u>195</u>
Funded by: -		
Constabulary Contingency	70	
From budget of amalgamated Authority		195
<b>Total additional Revenue Costs</b>	<u>70</u>	<u>195</u>

7.3 The estimated capital cost is made up from the building works, all professional fees associated with the work plus any necessary IT provision and other items of equipment. Included in the cost is £160k for works in readiness for the construction of phase 2 of the project, i.e. the construction of a BCU Headquarters. These costs are predominantly IT related. By undertaking these works now, significant savings will be made to future development costs and operational disruption to the custody operations will be avoided during the construction of the HQ facility.

#### 7.4 Financing

It is proposed to finance the estimated capital costs as set out in the table above at 7.2. More than 60% of the overall estimated cost will be met by specific Home Office Capital Grant, as referred to above in paragraph 7.1. The balance will be funded by uncommitted capital grants available to the Authority. Use of grant in this way will reduce the amount of resources available for investment, which will impact on the amount of investment income, by about £40k in 2006-07 and £80k in a full year.

#### 7.5 Revenue costs

A detailed schedule of running costs associated with the custody facility is set out at Appendix (ii). It highlights the ongoing costs of operating a complex to the size and standard to be constructed. Members should note that, in most regards, as the appendix sets out, ongoing revenue costs are provided for via existing budgets, i.e. from the budget provision that existed for the custody complex at Rickergate. In particular, members will see from the appendix, that there are no additional employees costs, reflecting that no change is anticipated to the throughput of prisoners in the new complex. Members should note that the additional number of cells in the new complex is to bring about single occupancy of cells, in line with the latest Home Office guidance.

So far as Supplies and Services costs are concerned, all costs are met from existing budgets other than for IT, which represents the ongoing cost of larger IT links, now needed for a BCU / Custody facility. The only revenue costs which need specific budget provision are those for premises related costs. This reflects that the equivalent premises related costs at the Rickergate site have been utilised to a great extent to fund the same expenses for the two temporary sites in Carlisle at the Citadel and at Portland Square. In the longer term, when phase 2 of the complex at Durranhill is operational, it is hoped that there will be some economies in premises costs which will flow from operating out of a single site.

- 7.6 Finally, members will recall that the Government has, as part of its commitment to longer term financial settlements for Local Government bodies, indicated that external funding in 2007-08 for Cumbria would amount to an increase of 3.6%. This figure reflects the expected formula protection for Cumbria. In the context of an amalgamated Authority, it is expected at this stage that funding for the Strategic Police Authority will be based on the sum of the two precursor Authorities' entitlements, until such time as a new formula is agreed. To that end, Lancashire's overall financial position is not dissimilar to Cumbria's. The likelihood will be that the expected levels of external funding for the combined Authority will require some savings to be made (over and above amalgamation savings to fund investments in protective services) and, accordingly, a commitment to fund the revenue costs set out above will add to any overall savings required.

**Christine Twigg**  
**Acting Chief Constable**

**Douglas Thomas**  
**Treasurer**

### **Appendices:**

- (i) Summary of Tendering Evaluation Criteria
- (ii) Schedule of Estimated Capital, Revenue and Financing costs
- (iii) Custody Facilities – Scale drawing

## Custody Evaluation Criteria

<u>Evaluation Criteria</u>	<u>Weight</u>
1. A full description of the proposal including details of all standards	3
2. Overall Building Structure Proposal	3
3. Groundwork's Proposal	2
4. Mechanicals Proposal	4
5. Electricals Proposal including CCTV	4
6. Programme for full completion including commissioning and testing, including assessment of the ability to meet stated timescale	5
7. A demonstration of the added value they are able to offer in delivering the total solution	2
8. Drawings design information and product literature clearly showing design solutions	3
9. Breakdown of costs as included in the product schedule	3
10. Evidence of engagement with partners to deliver the project	3
11. Maintenance Proposals / Ease of maintenance	2
12. Life Cycle costings	3
13. Internal Finish	5
14. Energy awareness / sustainability	2
15. Training and Handover	2
16. Health and Safety	3
17. Resilience of the proposal including demonstration of previous history	3
18. Demonstration of ability to deliver the total solution within the timescale	5
19. Business operation including resources available to deliver the requirement to the right quality on time	5
20. Demonstration of ability to meet the conditions of contract and special terms needed to deliver the project	2
21. The price considered to be the most economically advantageous	4
22. Company financial position	3

## Durranhill Custody Revenue Costs

Appendix (ii)

Budget Heading	2006/07		2007/08	
	Projected Total Cost £000's	Projected Unbudgeted Cost £000's	Projected Total Cost £000's	Projected Unbudgeted Cost £000's
<b>Employees</b>				
Police Pay	152		461	
Police Staff Pay	72		219	
<b>Premises</b>				
Electricity	12	12	24	24
Gas	8	8	16	16
Water	3	3	10	10
Rates	17	17	51	51
Premises Supplies & Servicing	8	8	25	25
Grounds Maintenance	1	1	3	3
Cleaning Charges	5	2	15	8
Breakdown Repairs	2	2	5	5
<b>Supplies and Services</b>				
Admin & Operational Equipment	1		3	
Catering	2		6	
Prisoner Equipment	2		7	
Interpreters	3		10	
FME	65		195	
Scientific Supplies including	10		30	
Livescan Hire				
IT	18	17	55	53
<b>Total</b>	<b>381</b>	<b>70</b>	<b>1,135</b>	<b>195</b>

### Notes :

- General - 2006/07 figures assume that the new site will be operational from the 1st December 2006 and costs are indicated from this point.  
Pay and price inflation of 2.5% is assumed for 2007/08.
- Employees - Based on 2006/07 budgeted costs 8.8 Custody Sgt & 8 Detention Officers  
Assume that there is no increase in numbers of detainees and staffing model to be unchanged from Rickergate, as per Project Team guidance.  
Assume 2.5% pay increase for 2007/08
- Premises - Based on analysis prepared by the Estates Manager.
- S & S - Based on 2006/07 budgets plus cost experience for previous two years. Largely variable in behaviour and would increase if the volume of detainees were to rise.
- IT - Based on IT department schedule of requirements of the new site, largely incremental.