



Creating a safer
Cambridgeshire

To: Business Coordination Board

From: Chief Constable

Date: 31 July 2019

Operational Requirements for Custody

1. Purpose

- 1.1 To inform the Board about the current custody provision at Parkside and the case for change regarding provision of custody facilities in the southern part of the county.
- 1.2 To seek support for a recommendation to progress procurement of a design and build contract to build a new facility.

2. Recommendation

- 2.1 The Board is recommended to:
 - a. Note the Constabulary's operational policing requirements and the case for change regarding provision of custody facilities in the southern part of the county.
 - b. Note that early contractor, design and build, involvement has been adopted under the Scape Framework with the supplier partner reviewing the draft design and producing a project programme and budget cost at no charge.
 - c. Delegate to the Commissioner's S151 Officer the financial review of the contractor's budget cost and the authorisation to produce detailed design and market testing, with detailed costs being reported to a future BCB.

3. Background

- 3.1 Cambridgeshire Constabulary commissioned Barker Storey Matthews to complete a feasibility study for a new divisional headquarters at Cambridge in 2009. This study identified that the site at Parkside was too small to meet future requirements especially those relating to custody and therefore concluded that refurbishment of the facility at Parkside was not an adequate option. The study was not taken any further as the project was put on hold in 2010 due to austerity measures introduced by government. The need to improve custody provision for Cambridgeshire is not a new requirement.
- 3.2 In 2015 the Chief Constable asked for a group to be set up to review the replacement of custody and other services provided at Parkside. In May 2015 Chief Inspector Iain Clark wrote a short paper summarising 3 custody options available which were stated as:
 - a. Single Site at Alconbury for a 56 cell facility
 - b. Site at St Neots in collaboration with Bedfordshire Police
 - c. Site at Milton providing custody
- 3.3 The paper recommended that the project board focused on a replacement custody facility in the Milton area as this was deemed to be the most cost-effective option. In January 2016 Chief Inspector Iain Clark wrote a further paper on Parkside custody replacement options. This looked in more depth at the various options compared to the May 2015 paper and concluded that the replacement of most functions from Parkside as the best option operationally, at a single site within the Cambridge area, see 4.6 below.
- 3.4 As a result of this study a project relaunch paper was written by the Director of Estates and Director of Finance, providing the remit of the facility. The need for officers to have good access to attend incidents within the city centre was also reiterated.
- 3.5 The Project Initiation Document was written by the Constabulary's estates team in June 2017, highlighting the two imminent changes to custody practises that would potentially increase demand for custody those changes being i) Bail changes within the Policing and Security Bill and ii) the use of virtual courts. It was agreed that a 20-24 cell would be required together with the provision for future expansion.
- 3.6 In March 2018 the Business Coordination Board (BCB) endorsed work to progress proposals to provide a new facility for a Cambridgeshire Southern Police Station. The new building will replace the existing accommodation at Parkside, including custody. It will provide modern functional accommodation specifically designed to meet the current and changing requirements of community focused policing and the Home Office Custody Design Guide.
- 3.7 A Police Station will continue to be provided in the City Centre and this commitment has been reiterated by the Chief Constable at public meetings.

4. Current Custody Provision

- 4.1 Currently Cambridgeshire has the use of three custody suites, the existing custody model works on a two-centre model within the county boundary with additional custody space being available as part of the PFI contract with Norfolk Constabulary for the use of Kings Lynn Police Investigation Centre. There is the choice of two further custody suites which are available in the event of:
- planned maintenance
 - an unexpected increase in demand which exceeds the capacity of the other three custody suites
 - if an incident occurs at one of those suites which means the business continuity plan needs to be invoked e.g. there is a loss of premises or systems.

The locations of custody provision for Cambridgeshire Police consists of the following:

Thorpe Wood, Peterborough – 29 Cells

Parkside, Cambridge – 16 cells (only 12 currently of the standard to be operational)

Kings Lynn, Norfolk – there is a contractual agreement between Cambridgeshire and Norfolk

Constabulary's for the use of the PIC at Kings Lynn, which is provided via a 30 year PFI scheme with approximately 8 cells available to Cambridgeshire Police.

March – 11 Cells (contingency use only)

Huntingdon – 10 cells (contingency use only)

The facilities located at March and Huntingdon, do not provide a long term solution to custody provision for Cambridgeshire for the following reasons:

- The Police Operating Model defines two centres to maximise efficiency and coherent service for the whole policing area. To operate multiple bases no longer aligns with the Police Operating Model.
 - The locations of March and Huntingdon would not provide an accessible custody facility for persons detained in Cambridge City and result in avoidable inefficiency, with officers away from active policing at busy times whilst transporting detained persons to these locations.
 - There would need to be increased level of resourcing to staff separate custody facilities and resulting avoidable duplication of resourcing compared to a single custody location.
 - There would need to some capital spend to improve facilities at both March and Huntingdon as well as increased maintenance costs for the longer term to maintain a number of separate sites.
- 4.2 Thorpe Wood provides custody for the northern area of Cambridgeshire and Peterborough and is located close to the A47 to the west of Peterborough. With 29 cells this is the main custody suite for Cambridgeshire Police.
- 4.3 Parkside provides custody for the south of the region, but only has 12 cells in operation leaving insufficient custody capacity within the southern area of Cambridgeshire. At times of high demand additional travel time and resource is required to take detainees 40 miles to Thorpe Wood in Peterborough. Capacity planning has indicated that the custody provision to the south of the county needs to provide 24 cells to avoid this unnecessary transporting of detainees and the resultant

reduced policing capacity during travel time as well as providing resilience for emergencies and planned maintenance.

- 4.4 The custody at Kings Lynn is generally used when an arrest is made in the north eastern reaches of the county, due to the geographical location, access to Kings Lynn is easier than Cambridge and Peterborough.



- 4.5 The Constabulary has identified the most effective means of policing for their geographical area as a two-centre policing model, the area of coverage has been split north and south. The current model uses Thorpe Wood at Peterborough as the main northern Police station, and Parkside in Cambridge City centre as the main southern police station, as both stations contain custody facilities, supported by smaller satellite police stations within the county. Further custody facilities at Kings Lynn in Norfolk are used for arrests occurring in the north east more remote areas of Cambridgeshire.

- 4.6 A paper prepared by Chief Inspector Iain Clark in January 2016 explores the options for Parkside Custody Replacement and the findings are summarised here:

Option 1: a single custody suite, located at Dogsthorpe, Peterborough - Discounted due to extended transport time beyond the accepted 30 minute limit and this option provided reduced police coverage for the south of the county.

Option 2: a two custody model identifying Peterborough and Cambridge as optimum locations with only a relatively small rural area being outside the 30 minute limit. The above modelling has not taken into account the Constabulary's contract with Norfolk Constabulary for the use of the Kings Lynn PIC. The cost of buying the Constabulary out of the contract is prohibitive and would not make economic sense in the current financial climate. The above 2 scenarios were rerun with Kings Lynn enforced as a must have site and the model still returns Dogsthorpe as the single in county location and leaves the South of the county with long travelling distances to custody as noted under Option 1.

With two in county suites and Kings Lynn enforced the most efficient distribution, according to the modelling remains Peterborough and Cambridge.

Option 3: a tri-county three-base option

Discounted because for Cambridgeshire these are not considered viable options as the proposed base sits outside the 30-minute travel time for the 2 largest users of custody facilities in the county. Additionally, there is limited resilience, especially for Cambridgeshire even using other facilities outside BCH (Kings Lynn, Bury St Edmunds) which both sit outside the 30-minute travelling timeframe for most of the high demand areas in Cambs.

Option 4: a tri county 4-7, multi base option

As soon as more than 3 bases are required the modelling shows that the most efficient model has 2 bases in Cambridgeshire, with Peterborough and Cambridge being the optimum locations. Any increase in tri-county bases does not reduce or amend the optimum locations within Cambridgeshire.

From the above modelling and taking into account the operational direction of the Chief Constable, a two site, in county, custody model provides the most efficient use of resources and meets the operational requirements and mitigates the risks that are associated with having a single site. A tri-county multi base solution still results in the need for two custody centres in Cambridgeshire with optimum locations being Peterborough and Cambridge.

5. Condition

- 5.1 Parkside was constructed in the 1960's and is beyond its' functional age as a police facility requiring significant investment to keep the building operational in the mid to long term. The building layout is also restrictive due to the cellular office spaces and does not provide the required flexibility for change or meet current Policing standards. This limits the efficient delivery of policing to the community.
- 5.2 Essential maintenance was completed at Parkside in 2014, this was only intended to extend the useable lifespan of the buildings for up to 5 years. Delivery of the new Southern Police Station therefore needs to be completed before the facilities at Parkside require further major investment to keep them operational. In addition custody improvements were undertaken following a peer review in 2014 and works have been completed to improve the facility as far as reasonably possible. This still, however, provides for only 12 of the required 24 cells.
- 5.3 A Home Office Inspection of Parkside was undertaken in August 2017 and the facilities continue to provide inadequate space and the condition of the building is deteriorating despite repairs. Extensive remodelling could improve the custody, however due to limitations of the current building and its structure, it would fall short of the provision needed by Cambridgeshire Police. Whilst derogations from the Home Office guidance can be made, Cambridgeshire Police would have to document and evidence that every derogation would not cause a risk to either detainee or member of staff. The number of derogations is likely to be high and the impact upon operational efficiency significant and unsustainable.

- 5.4 A custody inspection took place by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) in August 2017 across the custody provision within Cambridgeshire. This reported that some of the cells at Parkside had ingrained dirt and were generally a bit grubby. A deep clean was recommended. It was also noted within the HMICFRS inspection report and the condition survey that the cell ventilation system was not adequate, with cold cells in the winter and overheating in hot weather. There are significant shortcomings in the facilities at Parkside and these fall short of adopted Police Operating Model adopted by Cambridgeshire Constabulary. Shortcomings are mitigated as far as possible but at busy periods and with only 12 cells being available, management of the facilities was noted as being difficult and impacting operational efficiency.
- 5.5 Improving Parkside and the custody provision it provides, cannot be undertaken piecemeal. Once an area is upgraded then the facility is assessed in accordance with Home Office Guidance and there are a number of areas that, whilst they function adequately, fall short of current accommodation standards and would still not deliver the Police Operating Model. The building fabric is poor and the site offers no option to expand to provide the additional custody facilities that are required. Significant remodelling will not solve the capacity issues or overcome poor access due to the central city location, which then impacts the efficiency of the force.

6. Custody Demand

- 6.1 The number of cells available to Cambridgeshire Police on a daily usage is circa 49 cells, with the availability to extend the number of cells by opening either facility at Huntingdon or March. These contingency facilities, which are otherwise unmanned, are only available at planned times for known busy periods or for planned maintenance.
- 6.2 The capacity of custody at a given time, is therefore not only determined by the number of physical cells available but is also dependant on other factors such as staffing. The contingency suites would therefore only be available for use if staffing levels allow.
- 6.3 Arrest data for the 2 year period October 2016 through to October 2018 for Cambridgeshire has been interrogated. In that time over 24,000 arrests were made within the county. Not all those arrested will have been detained in custody, some will have been released on bail pending investigation.
- 6.4 From the analysis of the arrest data, the average number of arrests each month is slowly declining. This is a trend that other police forces have noticed. However, while data on the time each detainee spent in custody within Cambridgeshire was not available, other police forces have reported that this is increasing. The reasons for this increase in detention times can be attributed to a number of key reasons. Firstly, the changing nature of policing has resulted in the type and complexity of crimes under investigation increasing. This means that investigations can often take longer due to the need to obtain more detailed evidence, from an increased number of sources, such as digital media. Secondly, the number of detainees requiring medical assessment either for physical or mental health issues is increasing thereby adding to detention time to allow for the assessment. Similarly, a growing need for interpreters for those

who do not speak English means that interviews cannot start until an interpreter is in attendance at the police station. At the conclusion of the custody process, the increasing use of virtual courts is resulting in detainees being held until appearance at court happens via a video link from custody. If applicable, the detainee then continues to remain at the custody facility until transport to prison becomes available.

- 6.5 With the growth of over 31,000 planned new homes within the southern area of Cambridgeshire, to the north of the City, in turn comes additional demand for policing and the other police functions. This includes a higher demand for custody facilities and puts further pressure on the existing limited facilities at Parkside. Within the 2011 census, there were 2.3 occupants per household. Based on an increase of housing it could be assumed that the population of southern area of Cambridgeshire will therefore increase by circa 71,000 people. Currently, cell to population ratio is 1 cell per 13,500 people. On this basis, with the expected population growth, a minimum of 6 additional cells will reasonably be required.
- 6.6 It is recognised that the additional travel time required to Thorpe Wood when Parkside is full may be suppressing the true nature of demand for cells in the south of the county. To ensure the most effective use of resources and to reduce the amount of time officers spend on minor incidents, it is more likely that when dealing with offenders who have committed minor offences, alternative methods other than arrest will be used. A new 24 cell facility would increase the total number of cells available on a daily basis to 61. This number of cells would meet the true demand for cells in the south of the county, provide capacity for future increases in demand due to any increase in crime, population growth, and provide contingency for both peaks in demand and any unplanned maintenance and exceptional circumstances such as a major local incident where a large number of cells are required at the same time.

7. **Proposal**

- 7.1 The options available to increase custody capacity and increase efficiency of other support services has been appraised and clearly demonstrates that the most effective way to implement the Two-Centre Policing model within Cambridgeshire is to provide a new Southern Cambridgeshire Police station. This would provide most services currently delivered from Parkside, whilst also increasing custody capacity. A smaller city centre policing base will be retained.
- 7.2 The Options of:
- a. Do Nothing
 - b. Refurbish/Remodel Parkside
 - c. Relocate Custody only, and retain other functions at Parkside
 - d. Relocate all functions from Parkside
- Are detailed in the Full Business Case in section 4.0.
- 7.3 The new South Cambridgeshire Police Station will be designed to meet the current operational needs and will not only provide sufficient custody provision for current demand but will be future proofed to allow for an increase in demand, as the population increases with the new housing developments planned within the area.

- 7.4 The new facility will enable full implementation of the local policing review programme for Cambridgeshire Police and improve efficiencies in staff working methods, decrease travel times and reduce operational risk. This will be achieved by supporting the delivery of neighbourhood and community policing, shorten travel times with detainees, providing better custody environment meeting current standards that also have sufficient capacity for current levels of demand with the ability to expand to meet future changes in demand.
- 7.5 Policing has had a notable change since the opening of Parkside, working practices have been influenced by the use of technology, enabling an officer to complete many duties remote from the traditional Police Station. The use of technology has also enabled closer working between functions and the drive is to encourage this knowledge and resource sharing by working in open plan spaces rather than the traditional cellular offices which compromises how functions are able to work together.
- 7.6 Any new custody facility should be designed to comply with the Home Office Design Police Buildings design guide (2011). This guidance is produced to ensure maximum safety to both police staff and the detainee. Due to the age of the custody facilities at Parkside and changes in working practices within custody there is concern that any adaptations to Parkside would fall short of Home Office Compliance standards, despite the best efforts of the Police and staff to accommodate shortcomings. The new facility should be subject to an Equality Impact Assessment.
- 7.7 The Constabulary's chosen solution is to relocate the vast majority of the Parkside functions to a new facility. It is acknowledged that any new facility would not be located within Cambridge, and therefore a city centre presence would need to be maintained to reassure public of a local policing presence in the city centre. The requirements are as follows:
1. To provide a Southern Cambridgeshire Police Station which is integral to the delivery of the Police Operational Model.
 2. The location of the Police Station needs to ensure that travel from point of detention to any custody facility is kept to a minimum and also aligns with the Police Operational Model so that policing within the whole county is efficient and sustainable.
 3. The Custody facility needs to include:
 - i. Minimum of 24 cells with the ability for future expansion, with a site size to achieve this.
 - ii. All Custody MUST be on the ground floor in accordance with Home Office design guidance.
 - iii. Preferred radial design for custody, as this allows best line of sight from the charge desk. This also allows space allocation for future expansion without major disruption to existing facilities or service delivery.
 4. Car parking requirements:
 - i. Operations 68no. vehicles, inc 10no. large spaces for vans

- ii. Staff required 242no. spaces – to allow for staff shift patterns which will cover a full 24 hour period and times when access to public transport is not an option. A full travel plan will be developed to ensure that wherever possible travel options are possible for “regular” shift staff. The site is also to be used as a muster point for major incidents and some level of flexibility in parking is an operational requirement to cater for these urgent response activities.
- iii. Staff minimum No.s dependant on final location and what transportation links are available
- iv. Visitors, partners, site contractors 15-20 spaces
- 5. Ease of access to the site from the areas of high arrest as well as ease of access/egress for detainees; families; custody support services (ie. Solicitors, Doctors) and police.
- 6. Sensitivity to neighbours especially with regards to release of detainees
- 7. Transport links to enable detainee journey home
- 8. Economically viable

8. Procurement

- 8.1 Pick Everard consultants have been appointed as project manager and have advised on procurement options.
- 8.2 The nature of the Southern Police Station project does not necessitate the need to adopt an overly complex procurement or contract strategy and advice has been obtained on the two most common strategies namely “design and build” and “traditional” procurement. In the former the contractor designs some (or all) of the works and also constructs the works. The latter sees the client retain the design team (and liability thereof) for the duration of the project and the Contractor only builds what has been designed by others.
- 8.3 Both strategies have strengths and weaknesses and to guide in the procurement route a workshop was held to priorities the key objectives. The client team have completed a procurement questionnaire that has arrived at a consensus view on the project objectives.
- 8.4 The results of the workshop and questionnaire identified that a single stage design and build procurement strategy is the best fit for this project. The single stage design and build route is most likely to achieve the prioritised project objectives.
- 8.5 The design and build procurement route and use of the national Scape Framework was supported at the Project Board and also the Estates Sub Group.
- 8.6 A meeting has been held with Scape and confirmation obtained that:
 - the framework is procured in compliance with EU Procurement Regulations; the rules are rigorously applied and no framework process or award has ever been challenged since Scape was formed in 2006.

- The construction frameworks are competitively tendered for the appointment of a single supplier to fix the people costs and the overhead and profit elements of every project.
 - The remaining project costs are sub-contracted work packages that are locally tendered open book to a managed supply chain to ensure competitive tensions are maintained, by effective price benchmarking and cost targeting to achieve value for money.
 - The consultancy framework was tendered to secure highly competitive rates for a wider range of built environment services including specialist services through a pre-qualified tier 1 supply chain and an open source approved tier 2 supply chain.
 - Early contractor involvement and contractor support/advice on brief development, budget costing, project programming and buildability is provided at no cost at feasibility stage (unless external support through third party appointments to inform the process such as surveys, etc. is required).
 - Scape monitors an array of key performance indicators (KPIs) for each of its frameworks. KPIs in the construction frameworks include time and cost predictability, defects at completion, health and safety, client satisfaction (both product and service), waste management, achievement of employment and skills plan targets, local spend and local employment. The use of small and medium sized enterprises (SMEs) is also monitored.
- 8.7 The Scape Major Works Framework UK is for projects of £10m-£50m and fits best with the Cambridgeshire Southern Police Station. The alternative Major Works England & Northern Ireland framework is for projects of £2m to £20m.
- 8.8 The Constabulary's project board has approved the early contractor involvement provided by the framework and this will review the draft design, project programme & buildability and provide a budget cost at no charge by 27th August 2019.
- 8.9 The project Board and Estates Sub Group will review the contractors report and costs and it is proposed that the Commissioner's S151 Officer has delegated authority to approve detailed design work and market testing by the framework delivery partner.
- 8.10 A separate report to the Board sets out the process by which the appropriate site search for the Southern Police Station has been undertaken and the progress in sourcing land in this area.
- 8.11 Progressing the project on a contractor design and build framework will provide private sector experience, innovative solutions and ensure tight cost control and affordability.

9 Summary

9.1 A timely solution for a new custody facility is needed as there is risk that Parkside may be deemed unsuitable in the medium to longer term to continue to provide custody facilities. The most expedient design and procurement process adopts a Design and Build procurement route using a public approved Framework. Sufficient time for the process of design development and construction will be required to ensure a quality scheme is delivered that meets end user requirements. This must be factored into the development of the delivery programme

10 Recommendation

10.2 The Board is recommended to:

- a. Note the Constabulary's operational policing requirements and the case for change regarding provision of custody facilities in the southern part of the county
- b. Note that early contractor, design and build, involvement has been adopted under the Scape Framework with the supplier partner reviewing the draft design and producing a project programme and budget cost at no charge.
- c. Delegate to the Commissioner's S151 Officer the financial review of the contractor's budget cost and the authorisation to produce detailed design and market testing, with detailed costs being reported to a future BCB.

BIBLIOGRAPHY

Source Document	Cambridgeshire Constabulary Estate Management – Project Files
Contact Officers	Colin Luscombe, Director of Estates Niki Howard, Director of Finance & Resources