

PICK EVERARD



Full Business Case
for
Cambridgeshire Southern Police Station
Cambridgeshire Police

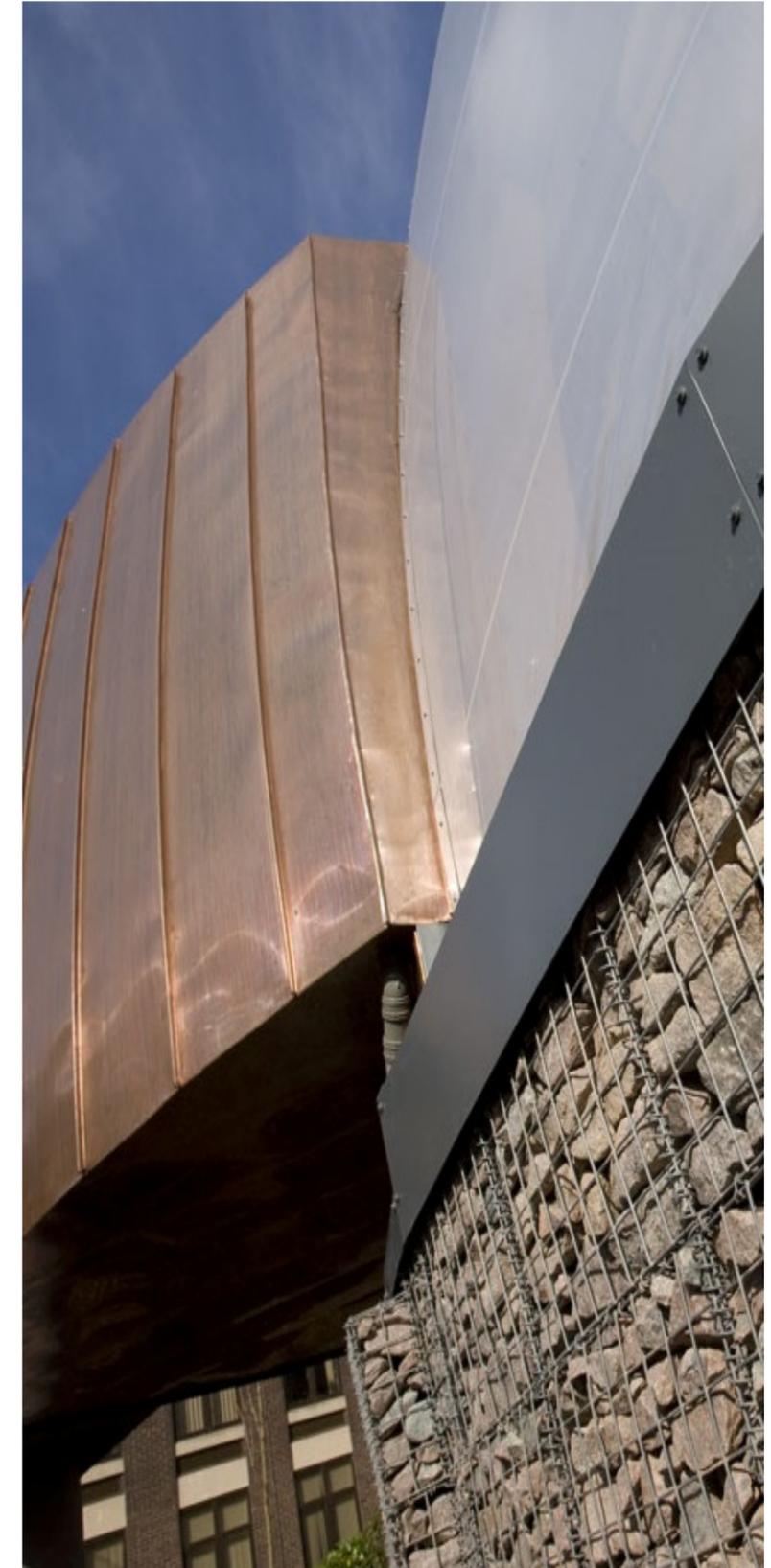


Issue 04Final
18th June 2019

Document History

Issue	Date	Comment
Draft	19.02.2019	Draft issue
02	27.03.2019	Amendments to Draft 01 with tracking
03	18.04.2019	Amendments to Draft 02 and Executive Summary added
04Draft	14.06.2019	Amends to DRAFT 03 for presentation to Board
04Final	18.06.2019	Incorporates comments CL

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1.0 Executive Summary

Cambridgeshire Police and Crime Commissioner (PCC) Jason Ablewhite works alongside Cambridgeshire Police to deliver effective and efficient policing, in line with the objectives set out within the Local Policing Review programme for Cambridgeshire.

Cambridgeshire Police's main southern police station at Parkside doesn't fulfil the directive set for delivering policing within Cambridgeshire. This Full Business Case is written in accordance with HM Treasury Green Book using the Five Case Model to determine the most appropriate way of providing policing provision for the southern area of Cambridgeshire.

Cambridgeshire Police 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.

Thorpe Wood Custody contains 29 cells whilst there are only 12 cells in operation at Parkside, 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. 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.

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 restrictive and does not meet current Policing standards. This limits the efficient delivery of policing to the community.

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.

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.

The strategic and functional criteria for identifying a suitable location for the new facility have been established and a full site search within the defined area has been carried out. Criteria for the new site were set adopting 3 core considerations:

1. Assessment of travel distances and area coverage of Cambridgeshire Police: ensuring that there is a custody facility within a travel time of 30 minutes relative to the location of an incident anywhere within the County
2. Assessment of the location of arrest across Cambridgeshire within a 2-year period, to identify potential "hot spots" of arrest

3. Locations of future large housing developments and centres of population growth, to ensure some future proofing of any new facility to be able to deliver efficient policing to new communities.

This analysis has identified and focussed on an area of search to the north of Cambridge along the A14 and A10 corridors as being the ideal location for the Southern Police Station. Land available for development will be assessed as the next stage of this process, leading to the preparation of a planning case for the new development..

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.

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.

There are key risks to Cambridgeshire Police and the project which include; ensuring the site is developable for Cambridgeshire Police; an increase in demand for custody prior to the new facility being available and construction costs increasing at a time of unpredictable markets due to political uncertainty.

In addition, the identified area of search means that the identified site will be located within the green belt and securing successful planning permission to deliver a new facility for police remains a primary focus of project developments at this stage. The site search and site assessment must now be rigorous, complete and transparent, presenting a sound evidential basis to support any planning application.

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.

Following the identification of the most suitable site in planning terms the initial project tasks will be to undertake the site due diligence and ensure the preferred site is developable by Cambridgeshire Police, and ensures full feedback is provided to the land owner in accordance with the Option agreement.

Site surveys and investigations will be instructed and a full site feasibility report will be prepared to inform land options recommended within this Full Business Case and provide support to the planning case for development in the Green Belt.

2.0 Introduction

2.1 The Approach

This Full Business Case (FBC) has been commissioned by Cambridgeshire Police working closely with the Police and Crime Commissioner (PCC) to collate information and data to establish the business case for a new police and custody facility. This FBC is written in accordance with HM Treasury Green Book – Central Government Guidance on appraisal and evaluation 2018, using the Five Case Model, covering the following

- a. The Strategic Case
- b. The Economic Case
- c. The Commercial Case
- d. The Financial Case
- e. The Management Case

This Full Business Case compiles the data to support the need for a new facility, taking into consideration the existing and potential offer provided by Parkside, and considers the best approach to providing custody and Police functions to serve the southern area of Cambridgeshire. This report presents information that explains why the current facilities at Parkside Police Station in Cambridge require replacement and explores the best approach to the delivery of custody in the south of Cambridgeshire. By adopting the approved approach of the OGC Five Case Model for business case writing, we will establish:

- The need for increased custody provision
- The options for Custody provision within Cambridge
- Explore the opportunity to expand and improve Parkside in line with the requirements of the Police Operating Model.
 - The site options for a new facility
 - Selection of the most appropriate location for a new custody facility and the reasons for collocating other police services at the new site?
 - How to procure the chosen option.
 - Financial implications of the scheme
 - Management of the delivery of the chosen option

2.2 The Project History

The Chief Constable is responsible for the effective and efficient delivery of the police service within Cambridgeshire. As the owner of the estate, one of the ways this is being achieved is through ensuring the estate, where reasonably practicable provides best delivery of service. The PCC has worked closely with the constabulary at each stage of the project, and together commissioned the following stages of the project.

Cambridgeshire Police 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.

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 to Cambridgeshire Police, 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

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. As a result of this study a project relaunch paper was written by the Director of Estates and Director of finances, providing the remit of the facility and reiterating the location of the facility is to remain within a reasonable travel time to Cambridge City centre, allowing good access for officers to attend incidents within the city centre.

Momentum on the project picked up with the Chief Constable and PCC instructing the search for suitable land. In March 2017 MP Real Estate were appointed to act as land agent on the constabulary's behalf, and an updated land search was carried out. The process of appointing a suitable consultancy through the SCAPE framework also commenced.

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.

A further study was commenced in July 2017 to explore the best custody model for Cambridgeshire. With the project relaunch, there was a remit to secure land and build a 20-24 cell custody facility within reasonable travel distance of Cambridge city. Pick Everard were appointed through the SCAPE framework as design consultant to assist with site due diligence and professional design guidance for the initial stages of the project.

The Outline Business Case for the proposal was written in September 2017 by the constabulary's estates team. This provided a clear description of the proposed development, setting out the project programme and the financial and non-financial implications of the project. With a recommendation of providing flexibility for evolving custody requirements by pursuing a new facility on the outskirts of Cambridge city centre, disposing of the existing site at Parkside, but retain a smaller city presence.

After consultation with Planning Advisors, it was determined that in order to ensure an auditable and transparent process a complete Full Business Case would be developed to interrogate the need and brief for any new facility; undertake a new site search, given the passing of time since the original site search; and undertake a formal assessment of site options based upon current and future service need. In particular the assessment of risks and opportunities had identified that the main criterion influencing the location of the new custody facility should be the time taken to reach a custody suite after attending an incident in the south of the County, so as to minimise the time officers and detainees spent reaching the custody facility..

This Full Business Case presents the findings of this new research in an approved business case approach, developing the rationale for any new facility, based upon the requirements of Cambridgeshire Police to deliver policing in the Cambridge area.

3.0 The Strategic Case – the case for change

3.1 Existing custody provision in Cambridge

Cambridgeshire Police currently has the use of three custody suites, the current 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..

Cambridgeshire Police have 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:

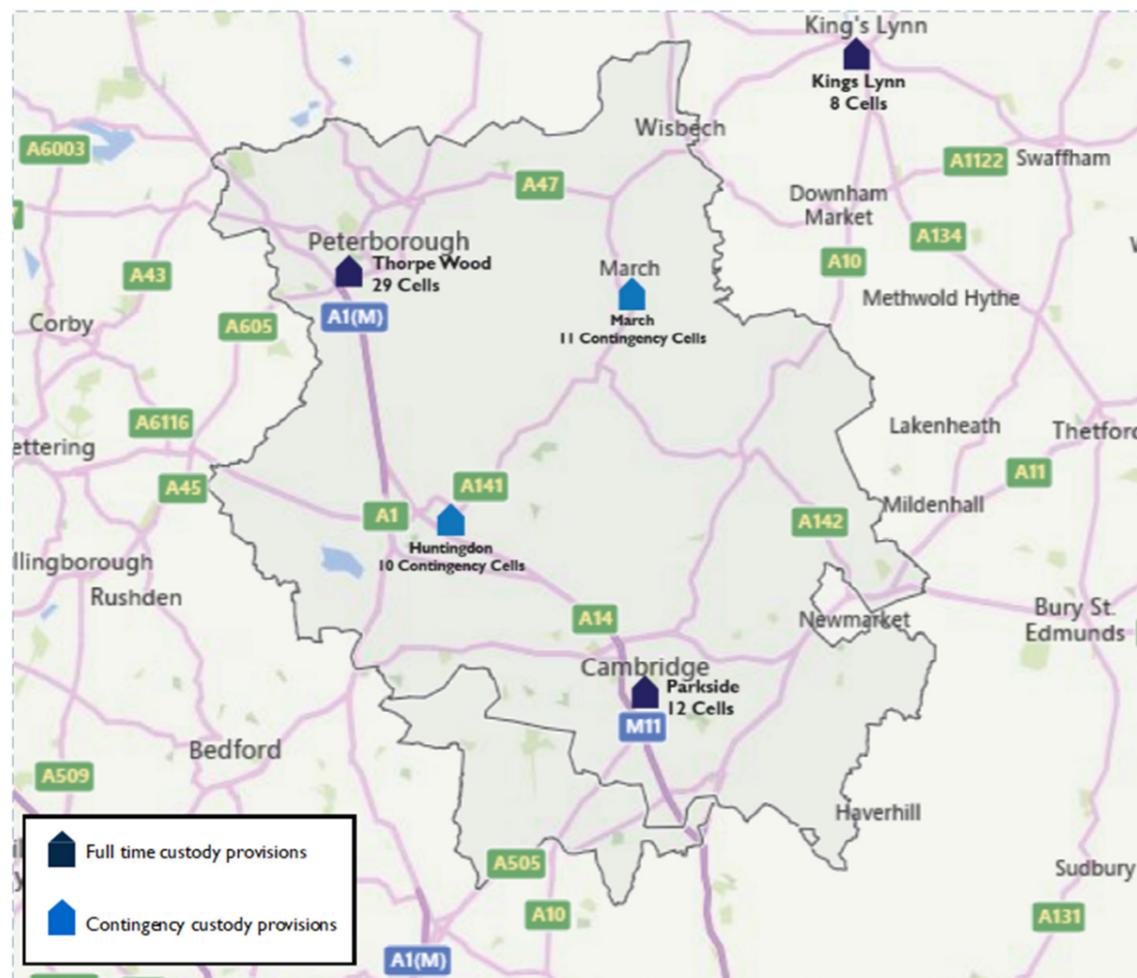
Thorpe Wood, Peterborough – 29 Cells

Parkside, Cambridge – 16 cells (only 12 currently in operation)

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)



Cambridgeshire Police operational zone map: custody locations

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.

Parkside provides custody for the south of the region, but due to limited cells being available and the high demand, detainees are also taken to Thorpe Wood, which is 40mile north on the A14. 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.

Parkside Police station has been identified as requiring major maintenance works to ensure continued use of the buildings. Parkside covers a large geographical area and the 12 available cells is restrictive resulting in detainees being taken to Thorpe Wood during busy periods. The future of Parkside therefore needs to be considered by Cambridgeshire Police.

3.2 Parkside Police Station – The current offer

Parkside Police station is located within the centre of Cambridge opposite Parkers Piece. It was built in 1960's and consists of three main blocks; the Police station itself which contains the custody suite, the CSI/ gymnasium block currently used as locker space and a multi-storey Car park.

The Police Station

This is a 4-storey building plus a basement. The custody facility is based on the ground floor. The original custody layout contained a total of 16 cells but only 12 of these are currently being used as cells. The other 4 original cells as they no longer provided Home Office compliant custody space and could not be refurbished to meet the new improved regulations, have been modified to create; 2 virtual court spaces, a consultation room, blanket store and documentation room. There is a staff canteen on the second floor, and the remainder of the building is split into various separate office spaces, with the functions dealing with more sensitive work being located on the top floor.

CSI/Gymnasium

This is a standalone 2 storey building, and houses SOCO, exhibits store, WC's and changing on the ground floor. The first floor gymnasium is now used for locker space.

Car park

The multi storey car park contains workshop and stores on the ground floor level, with 3 car parking levels providing a total of 99 parking spaces.

The facilities at Parkside no longer provide the standard of accommodation to meet the needs of a modern police force, where flexibility for change is required. When Parkside was built in the early 1960's police stations were built as small cellular office spaces with senior ranks demanding dedicated personal office space.

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.

Any new custody facility should be designed to comply with the Home Office Design Police Buildings design guide. 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 inworking 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.

Condition of Parkside

A condition survey was carried out on Parkside in 2010 (copy within appendix A) by BBS Chartered Building Surveyors. This concluded that the site had lacked planned maintenance in the years up to 2011. Some investment in recent years has been necessary to ensure the continued use of the building.

Essential maintenance was carried out in 2014, which was expected to extend the life of the building for 5 years and to improve custody compliance with safer detention regulations. To extend the life of the site beyond this, further major maintenance and remodelling works would be required.

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.

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.

Current Demand for Custody

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.

	Existing cell No.	Comments
Thorpe Wood	29	
Parkside	12	Location to close
Kings Lynn	8	Approx. No available
Daily Total	49	
March	11	Only used as contingency facility
Huntingdon	10	Only used as contingency facility
Grand TOTAL	70	

Current cudy cell numbers For Cambridgeshire Police

Guidance from the College of Policing taken from <https://www.app.college.police.uk/app-content/detention-and-custody-2/> on custody capacity is given as

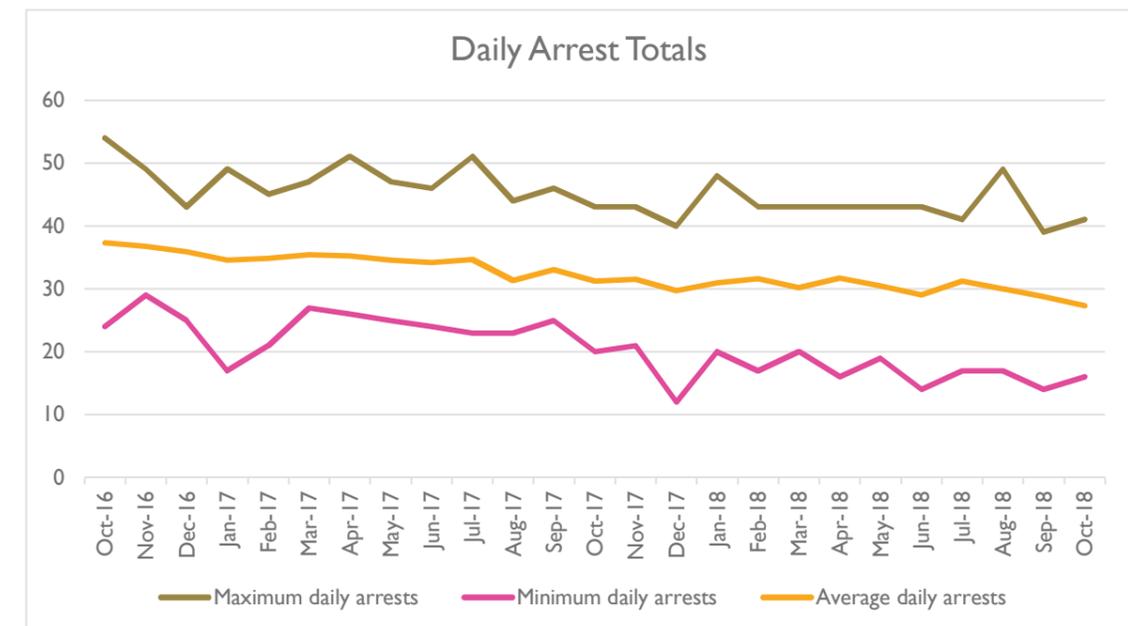
Custody capacity

- Cell capacity is based on single cell occupancy in accordance with PACE Code C paragraph 8.1. The safe operating capacity of a custody suite depends on a number of factors:
- the number of detainees currently being held
- the level of monitoring required for those detainees being held

- identified risks
- the number of trained and competent staff available on duty
- operational commitments of the area
- the actual number of cells in operation.
- Where the custody officer determines that level of risk within the custody suite cannot be sufficiently reduced and/or mitigated to a safe operating level, then the custody officer may decide not to accept any further detainees. This is to avoid compromising the safety and welfare of the detainees and staff, in accord with their legislative responsibilities under PACE

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.

Data on the cell occupation numbers was requested from Cambridgeshire Police, but the information is not recorded to indicate the average or peak cell usage across the estate. However, 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.



Daily arrest Data October 2016 – October 2018

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.

The police can hold a detainee for up to 24 hours before they must charge or release them. However, the period of detention can be extended for up to 36 hours with the authority of a Superintendent or 96 hours with the authority of the court. The time of arrival at the police station is recorded and the detention clock starts from that point (or from the time of arrest if the person is arrested at the police station). It is therefore imperative that the detention time is used efficiently. A delay in the booking in process upon arrival will reduce the investigation time. The booking in process is largely dependent on the number of cells available at a facility and the staffing levels within custody. With a capacity of only 12 cells at Parkside it takes on average 20mins to book someone into custody.

The constabulary works to a principle of seeking to finalise investigations within the first period of detention wherever possible. Changes to police use bail introduced by the Police and Crime Act in April 2017 mean that there is now a presumption of release without bail in almost all cases, except where strict conditions apply. As a consequence, and to ensure victims and the vulnerable are effectively safeguarded, the use of the initial 24 hour detention period is maximised to complete as many of the enquiries and investigations while detainees remain in custody.

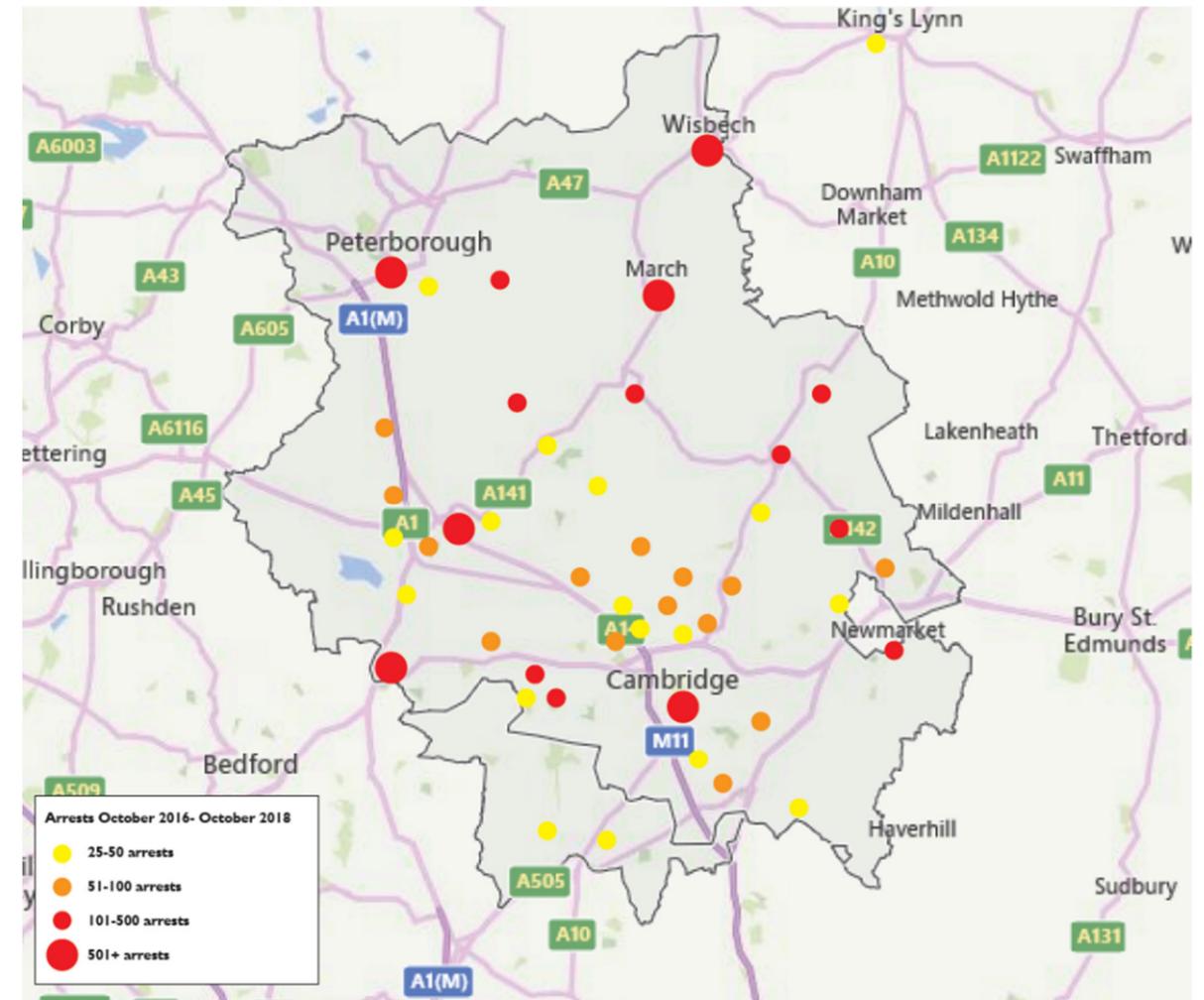
Based on the arrest data, the peak in number of arrests happened in October 2016 with a total of 54 in one day across the county. The average number of arrests is in the low-mid 30's each day. If the assumption was made on the worst-case scenario, that each arrest required detention and for the maximum 24 hrs, the current custody provision would be enough on the average day. However, for 5 months of the two year period, the number of arrests in one day exceeded the number of cells available. While the current cell provision was not reported to have been breached in the two year data period, it remained close to maximum capacity at times, highlighting that current cell provision is only just sufficient to meet current demand. Any increase in demand would therefore result in current custody provision being insufficient.

The contingency suite at Huntingdon was used for 268 detainees over the two year period. In most instances the facility was used for either planned maintenance or when emergency maintenance was required at another custody facility. The facility is purposely used as a fall back facility should there be an issue with either custody at Thorpe Wood or Parkside. It can only be used if staffing numbers permit and the facility is clean and ready for use. It would not be cost effective for additional staff to be held on standby to open an additional facility at short notice in times of high demand.

Whilst the arrest data indicated the facility that the detainee was taken to, it did not indicate if the closest custody was full and whether they were therefore taken to an alternative location. With there being 40 miles between Parkside and Thorpe Wood, and a travel time of 50 minutes, there could be substantial additional travel times at peak periods.

In addition, resilience across the county needs to be considered to allow for unexpected peaks in demand or a custody suite closure for unplanned maintenance. Additionally, the custody facility at Thorpe Wood is known to need refurbishment. The impact this will have on custody provision and timescales is currently unknown, but allowance for such an event will need to be considered and how it can be managed and impact to service mitigated.

The locations of where the arrest occurred between October 2016 and October 2018 has been mapped. From the arrest data it is clear that the area of higher arrest rate is within Cambridge and to areas to the north such as Ely and Soham and to the west at Cambourne.



Cambridgeshire Police Operational Zone map: Number of arrests by location, October 2016 – October 2018

Travel times with detainee

Officers are currently deployed on patrol at the start of a shift from one of the three current operating response hubs (Parkside, Ely and Huntingdon), to provide coverage for the southern area of Cambridgeshire. The location of these hubs does not impact on subsequent patrol activity and area of coverage. The travel time of officers from the response hub to the point incident is therefore not such an important factor.

From the point that a person is arrested, they become the responsibility of the Police. Ideally the travel time from point of arrest to custody needs to be kept to an absolute minimum to reduce any risk to both detainees and officers. Many detainees are often vulnerable at the point of arrest for reasons that can include excessive drug and alcohol use, mental health issues and heightened emotional stress as a consequence of their arrest. It is important that any transfer period is minimised as far as possible to reduce the time that detainees spend in a police vehicle where they could place themselves or others at risk. In addition, it is important to ensure that officers can return to duty as quickly as possible to ensure there are sufficient resources available to answer other emergency calls for service.

As Parkside is the default custody facility covering Cambridge City, East Cambridgeshire, south Cambridgeshire and large parts of Huntingdon, average travel time with a detainee is increased, especially during busy periods such as morning and evening rush hour. Only arrests that occur within the city

centre benefit from a central custody suite, but these arrests are largely associated with the night time economy, when the roads are generally quiet.

The location of a custody suite is therefore important as it has an impact on the safety of both detainees and police staff, resource levels and the efficiency of the investigation.

3.3 The need for new facilities

Home Office guidance

The most current adopted guidance on the provision of custody is the Home Office Police Buildings Design Guide 2011. This guidance is produced to ensure maximum safety for both police staff and the detainee, whilst also ensuring uniformity in working practices within custody. Revisions to this guide have been drafted but to date have not been formally adopted. All new custody facilities should be built in accordance with the current approved guidance. Any derogations away from the design guide should be documented, risk assessed and actioned accordingly.

A peer review was carried out on the facilities at Parkside in September 2014 (copy contained in Appendix B). This identified 11 areas of improvement to make the current facility more compliant. Works have subsequently been completed at Parkside to improve the current facility as far as reasonably possible.

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 intermittent 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.

It is recommended that a current report is commissioned to assess Parkside Custody and Police Station against the Home Office guidance to assess condition of the building and potential cost to now totally refurbish, with a view to extend the life and operational function of the building up to 50 years. In addition, the function of Parkside needs to be aligned with the adopted Police Operational Model and an external review should be undertaken to assess if this is reasonably possible.

College of Policing

The College of Policing was established in 2012 as a professional body to provide those working within policing in England and Wales with the skills and knowledge necessary to prevent crime, protect the public and secure public trust. They therefore provide guidance on various aspects of policing, including neighbourhood policing and custody management. A brief summary of which is below

Neighbourhood policing

The College of Police give the defining features of neighbourhood policing as

- Police officers, staff and volunteers accessible to, responsible for and accountable to communities
- Community engagement that builds trust and develops a sophisticated understanding of community needs
- Collaborative problem-solving with communities supported by integrated working with private, public and voluntary sectors

The College of Policing definition of neighbourhood policing recognises that those involved in neighbourhood policing need time and space to work in a proactive and preventative way to:

- Protect local neighbourhoods or communities
- Safeguard the vulnerable
- Manage and divert offenders
- Earn community confidence

These features distinguish neighbourhood policing from other broader policing functions. Those involved in neighbourhood policing need the ability to work in a proactive and preventative way to achieve the goals set by the College of Policing.

Custody Management and planning

The principles for safer detention are given by the College of Policing as

1. *There is a strategic focus, supported by the chief officer group, which promotes the safe and decent delivery of custody.*
2. *Detention is appropriate, authorised and lasts no longer than is necessary. Forces adhere to all rights relating to PACE and the PACE Codes of Practice. While detainees are in custody, officers and staff treat them in a way that is dignified and takes account of their human rights and diverse individual needs. Custody staff are respectful in their day-to-day working and are aware of and responsive to any particular risks and vulnerabilities.*
3. *Detainees have access to health and social care services appropriate to their physical and mental health needs. They receive emergency medical care where necessary and are provided with appropriate medication or support according to their needs.*
4. *Any force used within a custody suite is necessary, proportionate and lawful.*
5. *All custody officers and staff have undergone appropriate and adequate training. Police, contract and healthcare professionals (HCPs) understand their role and their legal responsibilities and are operationally competent.*
6. *All areas of the custody suite are clean and safe. Officers and staff keep custody facilities in a good state of repair and ensure that they are fit for purpose and meet fire safety standards.*
7. *Officers and staff record and monitor all use of force.*
8. *Forces must ensure that there are appropriate governance and accountability arrangements in place for contracted and commissioned staff.*

Further guidance is given within HMIC Expectations for police custody document and provides criteria for assessing the treatment of the conditions for detainees in Police custody. This guidance is used when HMIC inspections take place at custody facilities.

Target Operating Model

Cambridgeshire Police have undergone a review of their structure and, through the Local Policing Review Change Programme, were tasked with designing a model that would deliver a demand-led and victim-focused service which provided much needed support to the frontline. As well as delivering additional frontline staff, the model creates two geographical policing areas, thereby delivering on the core principle of 'one team' providing more effective and efficient governance, improved resilience and reduced supervisory and senior management posts.

As part of the review, a consultancy with an extensive background of demand forecasting supported the constabulary and provided a strong and robust evidence base for the most effective locations of police stations. This work analysed demand, resources and travel times and presented options according to the total number of sites required by the constabulary and identified the requirement for a two centre model.

Working to a two centre model, these locations were confirmed as Thorpe Wood in Peterborough in the north of the county and a further hub location in the South of the county, located to the north of Cambridge.

Benefits of Co-Location

Efficiencies in working practices can be achieved when the correct teams are able to work together. The efficiencies that can be achieved for the constabulary by locating those functions that work alongside custody together are

- **Improved communications**

Being able to talk face to face rather than relying on communication such as email improves working relations and saves time by gaining instant answers.

- **Time**

The amount of time that patrol officers spend within custody during handover of a detainee is reduced, as the investigation team are located at the same location. The quicker handover allows the patrol officers and those working in preventative and neighbourhood functions to resume the patrol of their local area more quickly.

The investigation team conduct interviews with both the detainee and victims with detainee interviews taking place within custody. To ensure the victim feels comfortable engaging with the police, these interviews take place in an environment outside of the custody block. However, by having an appropriate location in close proximity to the custody cells, reduces the travel time of police staff and, consequently, the overall detention time for detainees.

- **Information sharing improves intelligence**

Direct access between the Investigation team and SOCO is important to ensure the correct evidence is collected.

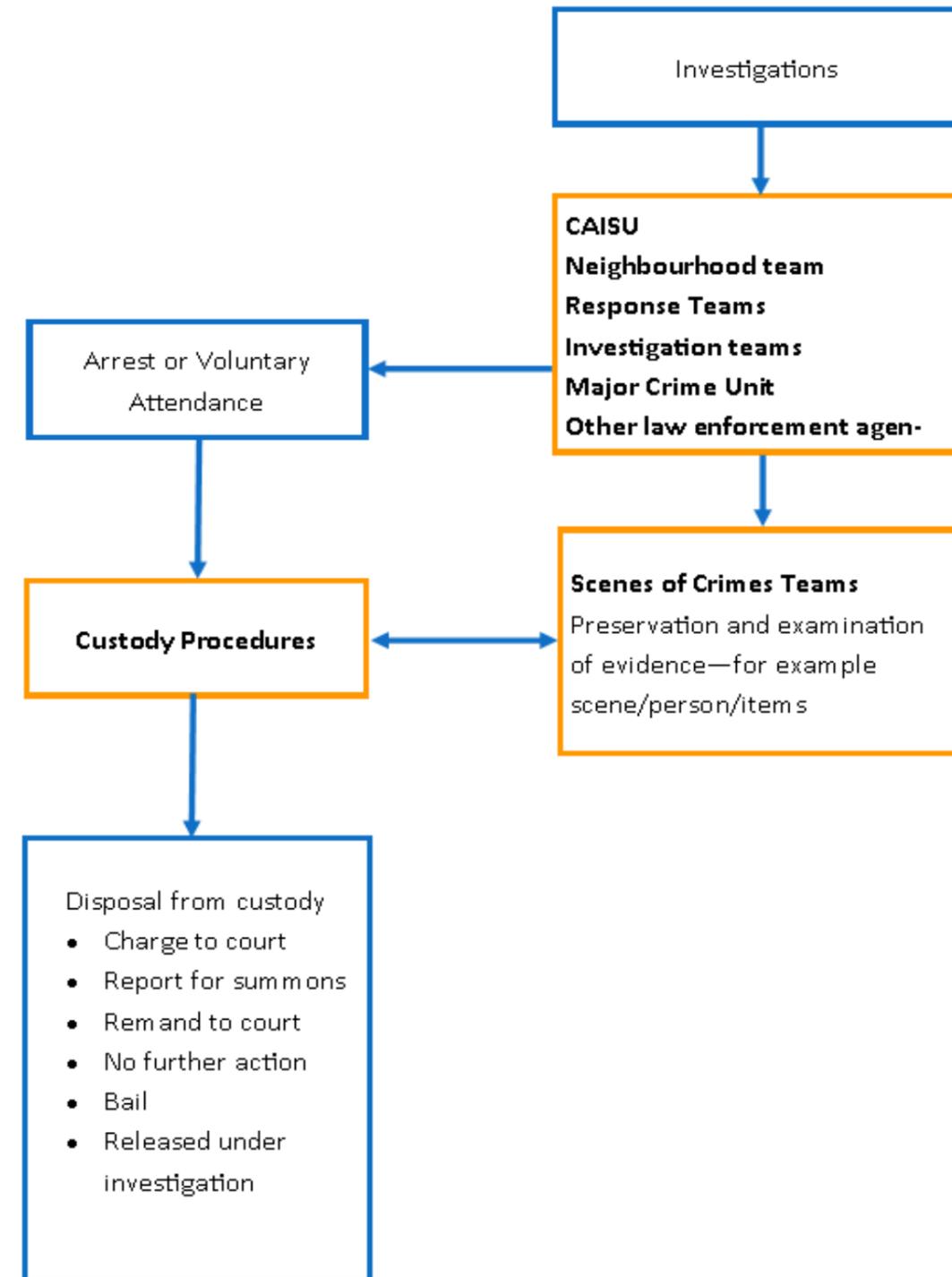
- **Awareness of others work**

Sharing knowledge of particular issues or investigations can often complement other live investigations. Links are made, the potential for duplication minimised and intelligence opportunities are maximised.

Improved understanding of other functions' working practices, and how they can be utilised to complement each other's work.

The processes of how the core policing functions work with custody, have been clarified within the adjacent flow chart. It can be seen that there are significant business benefits for the following functions being co-located with custody:

- CAISU
- Neighbourhood team
- Response team
- Investigation Team
- SOCO



Police functions involvement with custody

Future demand

Cambridgeshire and in particular the south of the county is one of the fastest growing areas in the country and has been recognised as a quintessential residential and employment area due to its thriving economy and quality of life. The south area of Cambridgeshire is a rural district that encompasses Cambridge City, with its borders being 10-15 miles from Cambridge. The district comprises of over 100 villages broken down into 4 sub-categories; Rural Centres, Minor Rural Centres, Group Villages and infill villages.

Rural Centres

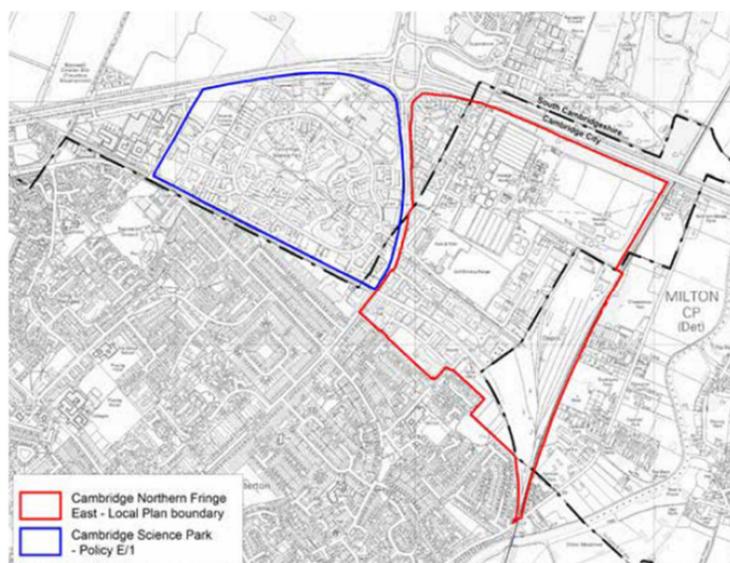
Rural Centres are described as the most sustainable villages; they have appropriate access to secondary schools, employment opportunities, a variety of services and facilities as well as good public transport services to Cambridge.

These Rural Centres have been identified as prime areas for development and redevelopment. The Local Plan, adopted October 2018, identified several sites as Areas of Major Change, however the 7 sites of note are;

- Between Huntingdon road and Histon Road- 1,696 dwellings
- Clay Farm- 2,250 dwellings,
- Cambourne- 2,350 dwellings,
- Bourn Airfield- 3,500 dwellings,
- Waterbeach- 9,000 dwellings,
- Northstowe- 10,000 dwellings and
- Cambridge Northern Fringe – Circa 4,000 dwellings.

Waterbeach and Northstowe are to form new towns within South Cambridgeshire District Council. Waterbeach is yet to have works commence with planning permission having recently been resolved to be granted for a phase of 4,500 homes. In comparison, residents have already started to relocate to Northstowe, with Phase 1 releasing 92 homes which families moved into in May 2017.

Cambridge City Council and South Cambridgeshire District Council have prepared a draft issues and options consultation document as it relates to 'North East Cambridge Area Action Plan'. This document was published for consultation for six weeks up to the period up to the end of February 2019 and sought responses to proposed new significant development within the area, within the next Plan period.



Northern Fringe Area Action Plan, Location map

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.

Future capacity

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.

3.4 The aims and objectives of service delivery

Client aims

The aim of the project is to ensure delivery of the local policing review by providing a single force with a two-centre base, which will enable delivery of an efficient service that is demand led and victim focused.

To achieve this the focus of the project is to provide a facility for the southern area of Cambridgeshire that not only meets current policing standards but enables flexibility for future change ensuring the delivery of 21st Century policing.

It is expected that the encouragement of improved collaborative working between policing functions will result in an increase of efficiencies in officer time, the outcome of which will lead to a better service for the wider community and keeping people safe

Client Requirements

Cambridgeshire Police's chosen solution is to relocate all functions of Parkside to a new facility. The project name is Cambridgeshire Southern Police Station (CSPS). 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 client has defined their requirements to be:

1. Provide a Southern Cambridgeshire Police Hub, which is integral to the delivery of the Police Operational Model.
2. Location of the Southern Hub needs to ensure that travel from point of detention to any custody facility is kept to a minimum.

3. Any location of new hub must align with the Police Operational Model so that policing within the whole county is efficient and sustainable.
4. The occupation of the new Southern Hub will align with that already adopted at Thorpe Wood.
5. There are some operational improvements identified at Thorpe Wood and these should be improved at any new facility.
6. Other functions to be located within this new facility are:
 - i. Neighbourhood Policing team
 - ii. SOCO
 - iii. Storage facility accessible to the public
 - iv. Integrated Offender Management
 - v. Public Protection
 - vi. Abuse Investigation.
7. 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 view of site from the charge desk (rather than the racetrack design). This also allows space allocation for future expansion without major disruption to existing facilities or service delivery
8. Preferred model of office accommodation is 2 storey, 3 storeys would be acceptable if site size is limited
9. Car parking requirements
 - i. Operations 68no. vehicles, inc 10no. large spaces for vans
 - ii. Staff required 242no. spaces – to allow for staff shift patterns
 - iii. Staff minimum No.s dependant on final location and what transportation links are available
 - iv. Visitors, partners, site contractors 15-20 spaces
10. 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
11. Sensitivity to neighbours especially with regards to release of detainees
12. Transport links to enable detainee journey home
13. Economically viable

4.0 The Economic Case

4.1 The Options

Several papers have been written both by Cambridgeshire Police and by external consultants, looking at various options around the provision of services currently provided by Parkside. Essentially the main options are:

1. Do Nothing
2. Refurbish/Remodel Parkside
3. Relocate Custody only, and retain other functions at Parkside
4. Relocate all functions from Parkside

As a means of determining which option the constabulary should peruse, each option is measured against the aims and objectives. The best option will provide the means of achieving all aims and objectives. To reinforce this analysis the evaluation of the strengths, weaknesses and opportunities of each option provides a better understanding of what needs to be incorporated within the chosen scheme.

4.2 Evaluation of each option

Do nothing option

The facilities at Parkside were given a refurbishment in 2014, these works were intended to extend the lifespan of the buildings for 7-10 years. To stay within the existing facilities further major maintenance will be required. These will only provide a limited extension to the life expectancy of the building.

Aims		Comments
Meets current service delivery standards	✗	Custody at Parkside doesn't comply with current new build standards.
Allows for future flexibility of changing policing methods	✗	The current building layout at Parkside is restrictive on how functions currently work and there is limited scope for future changes.
Encourages collaborative working across functions	✗	The current building layout is split into smaller offices spaces leaning towards independent working
Provide means to improve efficiencies of working	✗	The building layout is restrictive in changing ways of working
Objectives		Comments
Provision of 24 cells.	✗	Currently only 12 cells available for use.
ALL custody MUST all be on the ground floor in accordance with Home Office design guidance	✓	Custody at Parkside is at ground floor level
Preferred radial design for custody, as this allows best view of site from the charge desk over the racetrack design	✗	Layout of cells is neither radial or racetrack as recommend within Home Office design guidance. View of the cells is not achieved from the charge desk
Preferred model of office accommodation is 2 storey, 3 storeys would be acceptable	✗	Parkside office accommodation is located over 4 storeys.
Sufficient parking for operational vehicles/ visitors and staff	✗	Parking Numbers are limited at Parkside, staff parking is restricted leaving staff finding alternative methods of transport to work, which is not ideal for those working shift patterns.
Location, coverage of area of county in relation to other custody locations	✓	Parkside is located to the southern area of Cambridgeshire, but located in city centre position
Ease of access to the site from the areas of high arrest	✗	Some of the high arrest areas are located to the north of Cambridge. Transport time from point of arrest to centre of Cambridge can be extended in rush hour periods

Sensitivity to neighbours especially with regards to release of detainees	✗	Release of detainee is within the centre of town and this may enable continued unwelcome behaviour
Transport links to enable detainee journey home	✗	As Parkside is located in the city centre, there are many transport options for detainee's journey home, however there is greater potential for detainees to return to their unlawful activities easily.
Economically viable	✗	Major maintenance works required to all facilities at Parkside which will extend the lifespan of the site by a limited period

It is clear from the measure against the aims and objectives that the "Do Nothing" option significantly fails to meet the objectives of Cambridgeshire Police. This is reinforced when looking at the strengths, weakness and opportunities. With there being only one strength, no foreseen opportunities but several points of weakness. To DO NOTHING will not improve the current or future provision for police in Cambridgeshire

Strengths	Weaknesses	Opportunities
Retain existing city centre policing presence	Limited life left in the building before major investment required.	
	Limited Custody capacity in Southern area of Cambridgeshire.	
	Travel time with detainee to town centre can be increased at peak times	
	Many derogations from Home Office guidance	
	Staff moral low, existing facilities not fit for purpose	
	Doesn't provide suitable space to improve the safeguarding of vulnerable persons to support positive behaviours beyond custody incident.	
	Contingency suite only available for planned use – too costly to retain permanently on stand by	

Refurbish/Remodel Parkside

An option open to Cambridgeshire Police would be to complete major refurbishment and remodelling works to Parkside, including all the office accommodation and standalone CSI/Gymnasium block. This option would extend the useable lifespan of all the current site and the custody provision could be improved. But the current building and site are restrictive of any potential changes. The ability to ensure custody could be remodelled to comply with Home Office design guidance is minimal. Many derogations will be required which could leave detainees and staff at risk.

The size of the custody facility will be limited and will still only provide 12 cells. Travel times from some areas within Cambridgeshire Police's southern operational area will be over 30mins as vehicles with detainees need to get to the congested centre of the city.

Improvements to the office accommodation would be limited by the building structure, creating a modern open plan office space will be limited and functions may still remain working in singular offices.

Major remodelling works would be very disruptive to the site and will close custody whilst the works are going ahead. Alternative custody provision would be required during the remodelling works, and potentially temporary staff office accommodation would also be required.

Aims		
Meets current service delivery standards	✗	Changes can be made to the building to improve service delivery, but there will be limitations on the possible changes
Allows for future flexibility of changing policing methods	✗	The building layout is restrictive and limits scope for future changes.
Encourages collaborative working across functions	✗	The current building layout is split into smaller offices spaces leaning towards independent working
Provide means to improve efficiencies of working	✗	The building layout leaves little changes in ways of working
Objectives		
Provision of 24 cells.	✗	Space is limited and remodelling may provide the potential to increase cell numbers, the aspired 24 cells will not be achieved.
ALL custody MUST all be on the ground floor in accordance with Home Office design guidance	✓	Custody would remain in the current area on ground floor.
Preferred radial design for custody, as this allows best view of site from the charge desk over the racetrack design	✗	Due to restrictions of the existing building and it's structure the radial design cannot be achieved. The racetrack layout would also be unlikely achievable
Preferred model of office accommodation is 2 storey, 3 storeys would be acceptable	✗	Parkside office accommodation is located over 4 storeys
Sufficient parking for operational vehicles/ visitors and staff	✗	Parking Numbers are limited at Parkside, staff parking is restricted leaving staff finding alternative methods of transport to work, which is not ideal for those working shift patterns.
Location, coverage of area of county in relation to other custody locations	✗	Parkside is located to the southern area of Cambridgeshire, but located in city centre position so access at busy times exceeds the maximum 30 minute travel time.
Ease of access to the site from the areas of high arrest	✗	Some of the high arrest areas are located to the north of Cambridge. Transport time from point of arrest to centre of Cambridge can be extended in rush hour periods

Sensitivity to neighbours especially with regards to release of detainees	✗	Release of detainee is within the centre of town which can lead to detainees just returning to previous unacceptable activities
Transport links to enable detainee journey home	✓	There are many transport options from Parkside for detainee's journey home
Economically viable	✗	Major maintenance and remodelling works required to all facilities at Parkside which will extend the lifespan of the site by a limited period. Temporary custody provision required during remodelling works.

Similar to the "Do Nothing Option" this option does not achieve many of the aims and objectives. There are some improvements that could be gained from this option, but the extent of improvement of the facilities will be limited by the structure of the existing building and custody capacity could not be increased on the ground floor

Strengths	Weaknesses	Opportunities
Retain existing city centre Policing presence	Alternative custody facilities required during refurbishment work	Potential in making limited improvements to office accommodation
	Temporary staff office accommodation required during refurbishment work	Through the remodelling works some of the general maintenance works will be completed.
	Significant Capital investment required to achieve a less than totally satisfactory outcome	
	Travel time with detainee to town centre can be increased at peak times	
	Derogations from the Home Office design guide will remain	
	Capital investment required to extend the life of building by relatively short period	
	Space limited due to current site restrictions	
	Additional custody capacity would not be achieved	
	There will be a need to relocate custody during remodelling works.	

Relocate custody only

The custody facility at Parkside falls short of the Home Office Guidance and could therefore leave Cambridgeshire Police vulnerable should an incident happen to either a detainee or member of staff within custody. The only solution to provide a fully Home Office Guidance compliant custody facility, would be to create a new facility. Due to the constraints on the current site, it would not be possible to create a new custody facility at Parkside. An alternative site would need to be found.

Due to the location of Parkside being in the centre of Cambridge, a suitable site for custody would not be in close proximity to Parkside, land availability is limited, and land purchase costs would be high. Custody would therefore be located remotely from Parkside.

By relocating the current custody to a new bespoke facility, this would provide facilities with an expected lifespan of 50 years, with the assumption that due to the nature of the facility a full refurbishment may be required in 20 years. The new custody facility would provide additional cells to the south of the county and site dependant could be designed to allow further expansion should demand increase in the future.

Whilst custody provides a very specific function, it is not a standalone function. There is close liaison between CAISU team, Neighbourhood team, response team and the investigation team. The remote distance between these functions if they were to stay at Parkside and a relocated custody facility, would entail additional travel for staff between Parkside and the new custody suite. This would, increase operational costs as it is resource dependant. In addition, the time spent travelling between Parkside and the custody facility would impact on the limited detention time available to the police to carry out their investigations.

The location of a new custody facility would be crucial, as not only does it need to be in close proximity to Parkside, but it would also need to be located in an area accessible to the high arrest locations and the areas of greatest demand.

The building at Parkside would still require extensive capital investment to extend the life of the building for the remaining functions. Revised use of the current custody facility would need to be established otherwise this would become a mothballed facility which would remain an ongoing maintenance burden.

Custody staff morale would be improved as they would be working in a new clean, fit for purpose facility which improves their safety and working conditions. Staff morale is crucial in the retention of staff and contributes to improved efficiencies. Staff remaining at Parkside may feel entirely demoralised.

In addition, a better environment is likely to have a positive impact on the behaviour of detainees reducing the number of assaults on officers and staff and the need to use force in custody

Aims		
Meets current service delivery standards	✓	Custody would be designed to meet current Home Office design guidance
Allows for future flexibility of changing policing methods	✗	For the remaining functions at Parkside the current building layout is restrictive on how functions currently work and there is limited scope for future changes.
Encourages collaborative working across functions	✗	The current building layout at Parkside is split into smaller offices spaces leaning towards independent working. Also, custody would be remote from other functions
Provide means to improve efficiencies of working	✗	Due to service delivery being split over two sites, the likelihood of efficiencies decreasing is high. There will also be two buildings to run and maintain
Objectives		
Provision of 24 cells.	✓	The site can be chosen to ensure 24 cells are provided
All custody MUST be on the ground floor in accordance with Home Office design guidance	✓	The design would ensure custody is all at ground floor level
Preferred radial design for custody, as this allows best view of site from the charge desk over the racetrack design	✓	With the right site the radial design can be achieved, failing that the racetrack design will be achieved as a minimum
Preferred model of office accommodation is 2 storey, 3 storeys would be acceptable	✗	Parkside office accommodation is located over 4, storeys – cost or refurbishment to achieve a suitable working environment for office support staff would be too costly
Sufficient parking for operational vehicles/ visitors and staff	✗	This would remain a challenge for part of the police facility remaining at Parkside and there would be increased traffic between any new facility and the remaining services which impacts efficiency and demand for flexible parking.
Location, coverage of area of county in relation to other custody locations	✓	The new site for custody would be chosen in an area that is right to meet operational need. The site may not however be in close proximity to remaining functions at Parkside
Ease of access to the site from the areas of high arrest	✓	The new site for custody would be chosen in an area that is right to meet operational need.
Sensitivity to neighbours especially with regards to release of detainees	✓	The new custody suite location would be chosen in an area that is suitable for the building's usage.
Transport links to enable detainee journey home	✓	The new custody suite location would ideally be located close to public transport links
Economically viable	✗	Large capital investment required to construct the new custody suite. Major maintenance works required to all facilities at Parkside which would extend the lifespan of the site by a limited period. There would be two buildings for the constabulary to maintain and run which compromises the opportunity for greater efficiencies

This third option meets many more of the aims and objectives set. This primarily is due to the provision of a new custody suite that meets current standards and therefore improves working practices within

custody. As can be seen from the strengths and weaknesses analysis, this option requires a large capital investment whilst still retaining the costs associated with retaining Parkside. This is a major drawback of splitting the Custody from support functions – the potential efficiencies are lost and, in some cases, splitting the locations will give rise to new constraints. This option does not meet the aims and objectives of Cambridgeshire Police.

Strengths	Weaknesses	Opportunities
Retain existing city centre Policing presence	Limited life left in the building before investment required.	Reallocation of custody at Parkside to another use
The new custody would have a 50 year life span	Additional cost in reutilisation of the existing custody suite	Custody can be designed to allow for further future expansion.
Custody would be in a fit for purpose facility	Large capital investment required to build new facility and refurbish Parkside	
There would be an increase in cell capacity to meet current and known future demand	Maintenance of two buildings required.	
	Functions working remotely from each other	
	Additional resource and travel cost between sites	
	Travel time reduces amount of time that can be spent on the investigation or detainee interviews	

Relocate all functions

Similar to option 3, relocating all the current functions from Parkside to a new bespoke facility, would provide facilities with an expected lifespan of 50 years, with the assumption that due to the nature of the facility a full refurbishment may be required in 20 years.

As with option 3, the facility would provide additional cells to the south of the county, which would be Home Office Design Guidance compliant, and would ensure that extended detainee travel times to another facility is not required.

The office building would be designed to meet current and future Policing models, with open plan spaces to encourage collaborative working. This would both increase efficiencies and allow for flexibility to adapt to change. The flexibility provided by open plan office space more effectively future proofs the working environment as policing responds to changing crime, legislation, and processes.

A town centre presence would need to be maintained so that policing is accessible and available at a local level. This would be a far smaller facility than Parkside and could be co-located with a partner authority. A small retail unit may potentially provide such a facility.

The future use of Parkside is still to be considered but would not be required as a location for police functions.

Aims		
Meets current service delivery standards	✓	Custody would be designed to meet current Home Office design guidance
Allows for future flexibility of changing policing methods	✓	The new facility would be designed to be as flexible as possible, and site dependant could be designed to allow for future expansion.
Encourages collaborative working across functions	✓	The office space would be designed to be open plan to encourage collaborative cross function working, with dedicated spaces for those functions requiring more privacy due to the nature of their work.
Provide means to improve efficiencies of working	✓	All functions would be on one site, leaving no travel requirements between functions on site. The site will be ideally located to ensure easy access to the high demand areas of the county.
Objectives		
Provision of 24 cells.	✓	The proposed scheme would be developed to provide 24 cells,
All custody MUST all be on the ground floor in accordance with Home Office design guidance	✓	The design would ensure custody is on the ground floor level
Preferred radial design for custody, as this allows best view of site from the charge desk over the racetrack design	✓	The design would be dependent on the site, but the aim would be to achieve the radial design
Preferred model of office accommodation is 2 storey, 3 storeys would be acceptable	✓	Depending on the site, the scheme would be designed to achieve the 2/3 storey model
Sufficient parking for operational vehicles/ visitors and staff	✓	The site would be chosen on the proviso that sufficient parking can be achieved to meet the requirements operationally, and ensuring staff transport to and from their place of work.
Location, coverage of area of county in relation to other custody locations	✓	The site would only be selected within a defined search area, that ensures coverage of the county with Thorpe Wood and Kings Lynn.
Ease of access to the site from the areas of high arrest	✓	The site would be chosen having regard for access to and from the areas where arrests occur and ensure easy access back to the new facility
Sensitivity to neighbours especially with regards to release of detainees	✓	The site would be chosen to ensure that detainees are not released in the middle of residential areas or in close proximity to vulnerable people.
Transport links to enable detainee journey home	✓	The site would be chosen to ensure that there are adequate transport options to enable the detainee to travel home
Economically viable	✓	Whilst major capital investment is required for this option the maintenance requirements for a new facility would be minimal for the first few years. There is also the potential of some financial return from the disposal of Parkside to help offset the project costs.

This option clearly meets all of the aims and objectives set by the client, with two weaknesses, that being a large capital investment required, and the continued likely requirement to provide a second much smaller police facility within the city centre for public enquiries.

Strengths	Weaknesses	Opportunities
50 Year lifespan of the new building	Large capital investment	Encourage collaborative working across functions and provides for efficiencies and sustainable service delivery.
Additional custody cell provision	Dependant on location, a public contact point would be required within town centre.	Allows for future custody expansion for growth/ increase in demand
Flexible to meet change in policing needs.		Ongoing cost efficiencies possible through good design
Staff moral increased by working in a fit for purpose building		
Local Community policing remains in city centre		
Public contact point remains in city centre		

4.3 The optimal solution

The evaluation of options against the aims and objectives clearly demonstrates that the ideal solution to enable Cambridgeshire Police to deliver their local policing model is option 4, the provision of a new facility to replace Parkside and enable the associated functions to be located within one purpose designed facility..

Social and Economic Benefit

Whilst demonstrating that the proposed option meets the constabulary's aims and objectives, the social and economic benefit should also be appraised.

Although many of the social benefits also provide an economic benefit, these are harder to measure to provide tangible justification.

The potential social benefits may be:

- *Improved safeguarding to staff and detainees* – the reduced travel time from point of arrest to custody should be reduced, and the custody facility would be a safer environment than Parkside for both detainees and staff
- *Improved public relations* – By being located closer to demand, response to issues should be quicker. A quicker response and shorter travel back to custody frees up additional officer time to get back to working within the community and reducing crime
- *Enhanced staff wellbeing* – Staff working within a bespoke work environment helps morale, reduces stress and enables staff to work efficiently. Staff retention is also likely to improve, thereby reducing the costs of recruitment and training needs.
- *Located closer to the demand* – Improves the public perception of being in a safer environment by knowing that the service is close by.
- *Improved behaviour* - a better environment is likely to have a positive impact on the behaviour of detainees reducing the number of assaults on officers and staff and the need to use force in custody

Risk and mitigation

The Green Book identifies the generic type of risks likely to be encountered by a project covering the three main categories: Business, service and external risk. It is noted that within the public sector any business risk will remain with the authority, however the extent of service and external risk can be shared with the private sector. An evaluation of the generic risks in relation to this project are:

The Green Book – Generic Risk	Risk in relation to this project
Business Risk	Ensuring the Constabulary are able to provide policing/ custody functions in accordance with regulations
Reputational risk	Ensuring that there is a benefit to the general public and this can be demonstrated.
Service risk	Cambridgeshire Police have a responsibility and are accountable for supervising and managing custody staff, custody suites and detainees.
Design Risk	That the design does not meet current Home Office design guidance.
Planning Risk	Challenges with planning approval will be site dependant. Early consultation with planning authority will reduce potential issues.
Build Risk	As with all construction projects the three main risk factors are; delays in completion, additional construction costs and poor build quality. These can all be mitigated, in varying degrees, through the chosen procurement route
Project Intelligence Risk	Thorough site due diligence will enable informed decisions to be made at early stages of the project.
Decant Risk	This can be managed down through the use of soft landings and potential phased decant to new facility, to ensure an easy transition to the new facility.
Environmental Risk	Ensuring a strong communications strategy is in place will ensure the general public are kept informed of the process.
Procurement Risk	Ensuring a complete review of all procurement options and assessing what is the best procurement route for the client based on the specifics of the project.
Operational Risk	Ensuring the scheme meets the operational requirements both in location and design.
Demand Risk	Ensure there is sufficient in the scheme to ensure capacity to meet current needs/demand and any known changes. Whilst providing the potential of flexibility for future changes.
Volume Risk	Client to ensure that the new facility is used in a manner as expected by staff.
Occupancy Risk	Ensure that all functions vacate Parkside and move to the new facility or alternative central city location.
Maintenance Risk	Due to the nature of the building usage, some regular maintenance will be required from the outset, and needs to be taken into account with budgeting
Technology Risk	Technology is ever improving, thereby making it difficult to future proof. An agreed point in time will need to define the technology to be used within the project and a level of flexibility to adapt to future changes as far as possible

Funding Risk	Significant capital expenditure will be needed, Cost Estimates will be provided at key milestones to allow for client budgeting of the project.
The Green Book – Generic Risk	Risk in relation to this project
Residual risk	Client to ensure allowance of a contingency sum to cover any unforeseen risks.
External Environmental risk	Ensuring seamless transition of service, to ensure continued safe guarding of the general public
Economic Risk	Until an agreed construction sum has been obtained, the construction cost is market dependant.
Legislative Risk	Changes in policing policy/regulation or updates and changes to Home Office building design guidance
Policy Risk	Potential changes to Home Office design guidance could impact on the design, programme and construction cost.

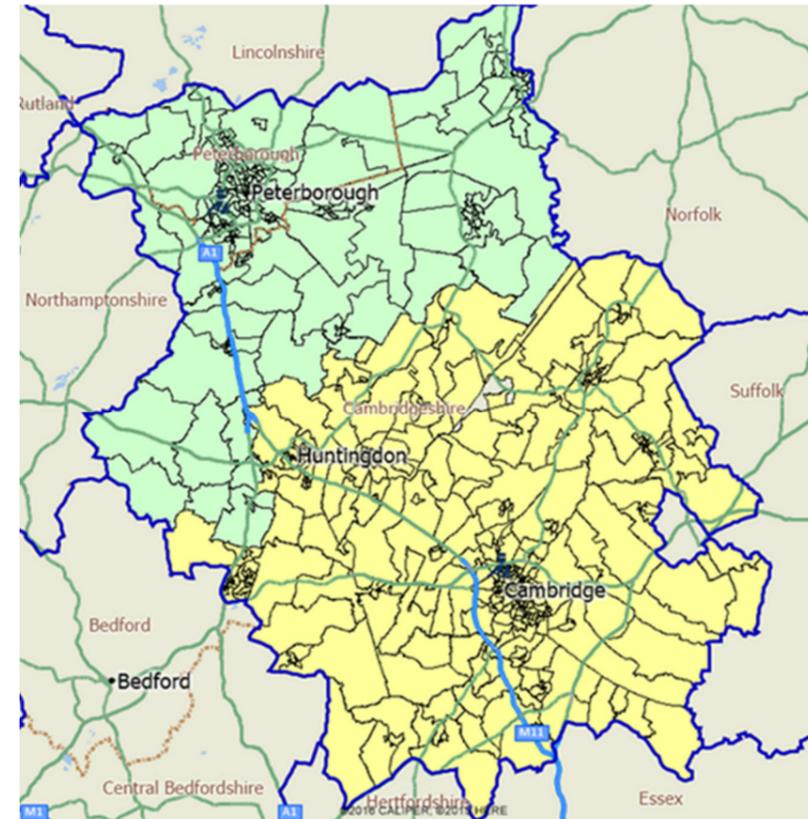
4.4 Developing the preferred solution

A new land search within the identified zone was undertaken in January 2019, and the sites are being assessed in a fair and transparent evaluation process to ensure the best site will be identified

4.4.1 Establishing the Site Location

Based upon the preferred option of the relocation of Parkside functions, a new site would need to be identified that can fulfil all of the Local Policing Review aims and objectives.. The location of the new collocated facility will be key to ensuring the aims and objectives of the police are fully achieved and future-proofed as far as possible.

Cambridgeshire Police employed Process Evolution in 2017 to look at location options for a replacement Parkside and location of response officers. The reports conclude that a two centre custody model with a north/south split is the best solution for custody within Cambridgeshire, as shown on their map below, this reinforces the Constabulary’s adoption of the Policing Delivery Model which proposes a two centre approach for policing in Cambridgeshire.



North/South split of the county – Map by Process Evolution

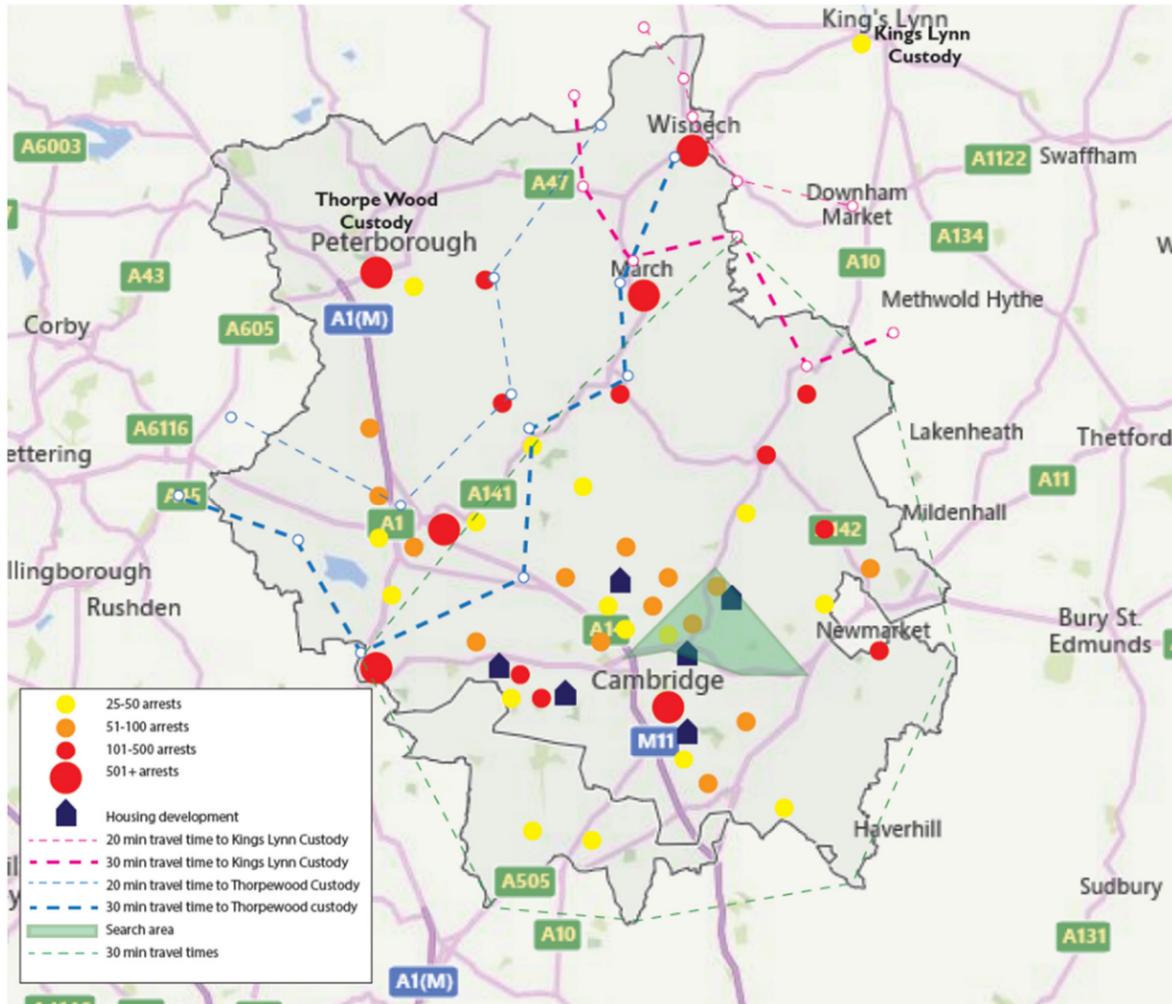
Operational requirements will inform the best geographical location for the new facility, such requirements include:

- Travel time from point of arrest
- Where arrests are happening
- Ease of access to main road network
- Parking Availability for operational vehicles and staff
- Transportation links for detainee on release and staff travel to/from work

Although response time is of high importance, it is less likely that officers will be responding from the custody facility. An officer will attend to a call whilst on patrol or from the location of a previous call.

A key aspect that highlights the importance of minimal travel times is the safety of officers and detainees whilst in transit. Extended travel time and distance increases risk of potential harm during transfer from point of arrest to point of detention. Guidance dictates that an intoxicated detainee needs to be roused and spoken to at least every 30 minutes to check on their condition. This can be difficult during van transfers to custody. This risk needs to be kept to a minimum and a 30-minute maximum travel time can therefore be justified. Therefore, travel time in this situation is from the place of arrest to custody, rather than response time from custody.

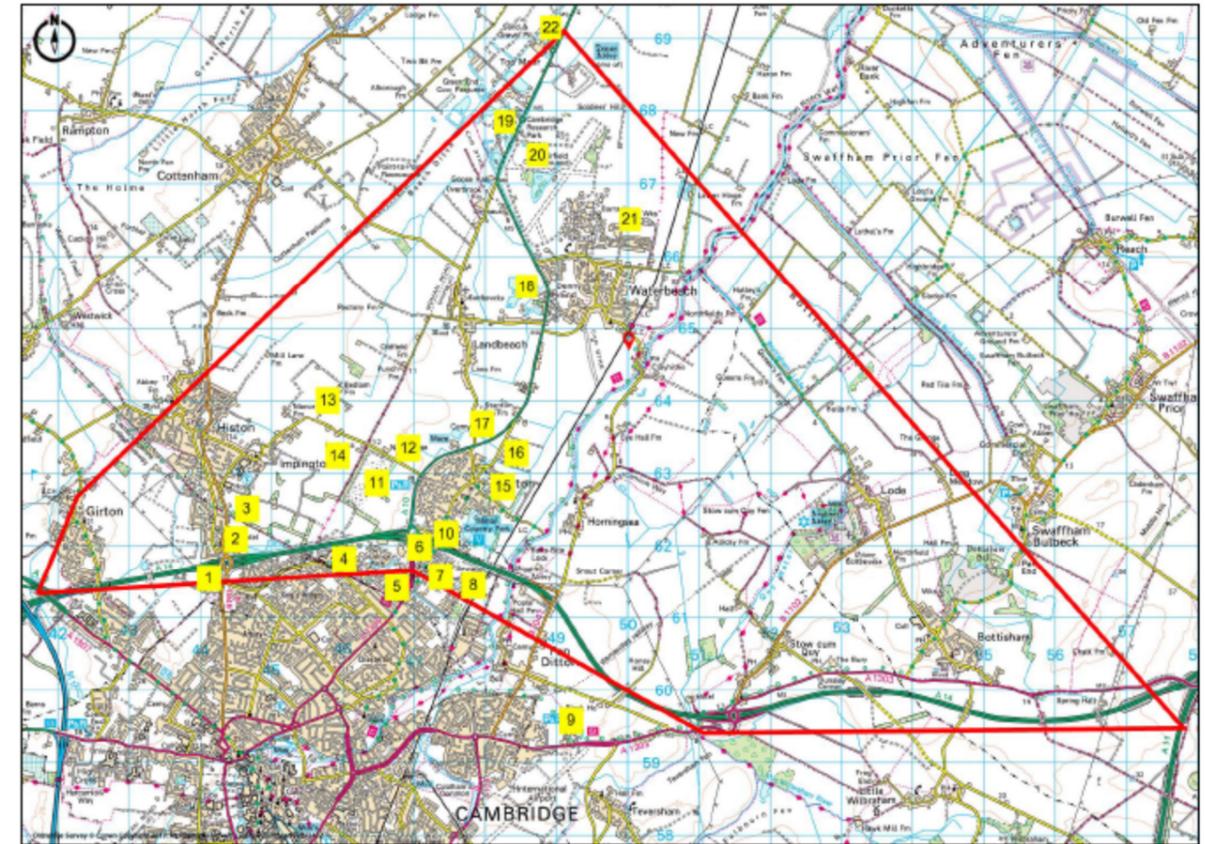
The designated search area for the new site ensured that travel time from point of arrest to custody would be within the 30 minutes transfer time. Thorpe Wood and Kings Lynn had their travel times mapped to display the area within a 30 minute travel zone The area of site search was further mapped by identifying the locations of the County not within the Thorpe Wood/Kings Lynn 30 minute zone. This resulted in the triangular zone of search, which would provide a location for any new custody facility, that would provide optimal regional coverage.



Cambridgeshire Police Operational Zone map: Defined search areas, based on travel time and arrest data

This search area is reinforced by looking at the arrest data for the two-year period October 2016-October 2018. Cambridge is an area of high arrest, but the map clearly shows many more arrests take place to the north and north/western areas of Cambridge. These are areas which are easily and quickly accessible from the site search zone. To further support the site search area, and potential additional demand, the new housing developments are shown to be to the north and west of Cambridge.

4.4.2 The Area of Search



Identified potential site locations – Map by MP Real Estates

4.4.3 Site assessment process

Once the potential sites had been identified, further work began to establish the suitability and financial viability of the availability of each site. Savills planning consultants were employed to advise the police regarding a sequential test. This test should be aligned to the clients aims and objectives relative to known national and local planning policies, in order to assess each site against a range of pre-determined criteria in a fair and transparent manner.

The process to date has led the team to be considering the prospect of development in the Green Belt to the north of Cambridge. Planning permission will only be granted provided that very special circumstances are found to exist. The team is therefore moving forward with a series of assessments and further detailed evidence about need to ensure that a strong case can be presented. The process and evidence must show that there is no suitable site outside the green belt and that any choice between green belt sites is based on the requirement that the harm to the green belt is the minimum possible.

4.4.4 Steps towards site selection

With the acceptance of the recommendations within this FBC the team will now proceed with the detailed assessment of sites, needs and relative impact required to support the application for and grant of planning permission.

5.0 The Commercial Case

5.1 Procurement – The options

A procurement strategy defines the complex network of relationships between a project team. Each of the commonly adopted procurement strategies have different characteristics in respect of:

- Design Control.
- Cost certainty.
- Risk.
- Ability to accommodate change.
- Time.
- Quality control.

Selecting an appropriate procurement strategy is a key success factor in delivering construction work. The strategy must facilitate the delivery of the project's objectives and define the relationships and responsibilities of the project team. The strategy is then solidified with a contract strategy that legally binds the parties in those relationships and sets out their responsibilities as legal obligations.

Project objectives are often in conflict with each other. For example, a rapid start on site achieves a reduced project duration but leads to reduced cost certainty as all of the project requirements may not be defined before a contract is agreed to deliver the works. Selecting the appropriate procurement strategy is therefore a “best fit” exercise where the project objectives are prioritised and the strategy which best fits those objectives is selected. The process requires compromise and an acceptance that one cannot achieve, rapid start / rapid completion, high quality, low cost and cost certainty at the same time.

The nature of the Southern Police Station project does not necessitate the need to adopt an overly complex procurement or contract strategy. On that basis we have focused our procurement advice 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.

Both strategies have their strengths and weaknesses. The strategies (and the variants thereto) are set out in further detail in our procurement report as are the advantages and disadvantages of each strategy. We have worked with Cambridgeshire Police via a procurement workshop to review the available strategies and to then prioritise the key objectives for the project. The client team have completed a procurement questionnaire that has enabled us to arrive at a consensus view on the project objectives. The results of the questionnaire have enabled us to identify 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.

If that recommendation is accepted, then the next steps will be to identify the most appropriate route to market. The two options identified are via a compliant public procurement exercise or via the use of a framework that includes an element of mini competition. We cannot identify the most appropriate route until such time as a site is identified and a time scale for purchase of that site is agreed. It may be a case where if the site acquisition becomes prolonged then the only available route to market is via a framework as there may be insufficient time to carry out a public procurement exercise. However, in either route to market the design must be progressed to a stage where the requirements of Cambridgeshire Police and capture in sufficient detail to ensure the functionality and quality of the end product.

A copy of the full Procurement Strategy Report can be found in appendix E.

6.0 The Financial Case

6.1 Project Costs and Considerations

Cambridgeshire Police have been provided initial costs for land acquisition, site due-diligence, construction and professional fees. These will be refined for specific site options as the project progresses and due to the commercial confidentiality required ahead of land acquisition and a construction contract it is not appropriate to publish this information ahead of formal contracts.

7.0 The Management Case

Jason Ablewhite is the Police and Crime Commissioner (PCC) for Cambridgeshire Police. Jason was elected into office in May 2016. The PCC is charged with securing efficient and effective policing of their area, and to hold the Chief Constable to account for the delivery of the Police Crime Plan.



Jason Ablewhite Police and Crime Commissioner

The role of a Police and Crime Commissioner is to ensure an efficient and effective police service is delivered in their area. Commissioners set police and crime objectives and the police budget. Commissioners also hold the police to account, making them answerable to the public.

As the owner of Cambridgeshire Police estate, approval to proceed with the scheme ultimately falls with the PCC, who will need to be assured that the scheme will ensure efficient and effective policing for Cambridgeshire. The PCC has been involved with the project and worked with Cambridgeshire Police project board at all stages to ensure the right proposal is being delivered.

7.1 The Client Project Board

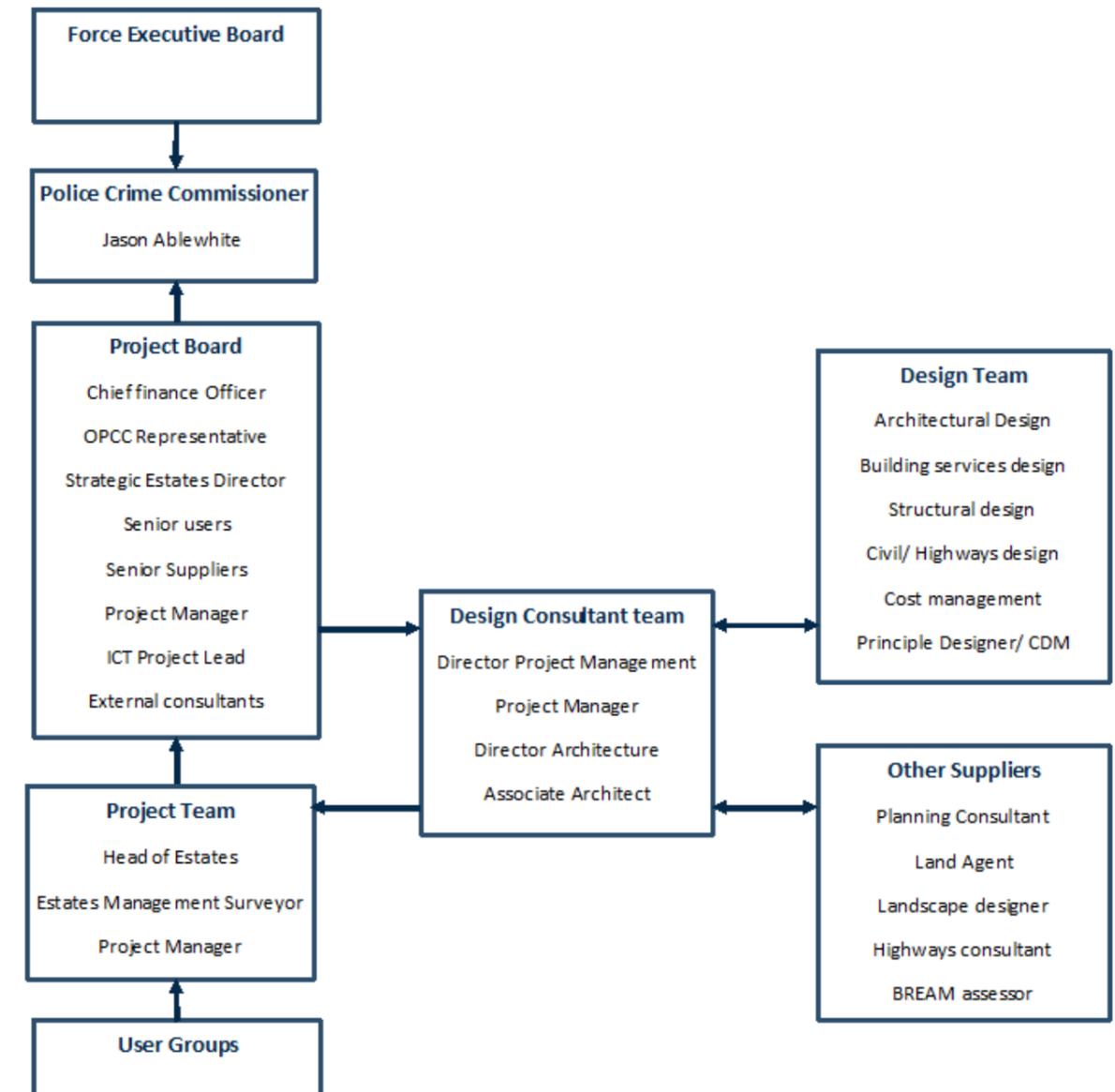
A client Estates Programme Board has been set up and they are accountable for the success of the project. The Project Board is made up of representation of the OPCC, Chief Finance Officer, senior users and suppliers, ICT team and relevant external consultants. The Project Board role is to provide overall direction and management of the project. In instances where the Project Board do not have authority, they will report to the Force Executive Board

7.2 The Delivery Team

Day to day management of the project will be delivered by the project team who report to the Estates Project Board. This team is headed up by Colin Luscombe. The project team will be responsible for working alongside the design consultants to ensure the project provides the required product, to the required quality standards whilst achieving best value.

7.3 Communication

The lines of communication can be seen within the project organogram



There is already a well established team and meeting structure which will evolve and develop in line with project requirements. This will include: Monthly team progress meetings

- Monthly Project Board meetings
- Highlight (snap shot project reports)
- End of Stage reports and client sign off
- Internal design team meetings
- Weekly internal design team touchbase meetings

Monthly meetings will be minuted and actions assigned, with review of action completion/update in preparation for the next monthly meeting. Communication is key to project success and all of these

processes will be collated into a Project Execution Plan, a live document that informs the project delivery.

7.4 Developing the design solution

The RIBA plan of work is the definitive UK model for building design and construction and is split into different stages from 0-7. This project will therefore follow the stages of work, and the detailed project programme will be broken down to reflect specific tasks for each stage.

The key tasks at each stage of the design process RIBA stages 1-5 are detailed below. Each stage requires client sign off prior to moving onto the next stage of the project.

RIBA Stage 1	RIBA Stage 2	RIBA Stage 3	RIBA Stage 4	RIBA Stage 5
Develop initial project brief and objective	Complete sequential tests of sites	Site surveys and investigations	Preparation of technical design	Issue construction design information
Preparation of feasibility study	Prepare concept design	Preparation of developed design	Preparation of room data sheets	Contractor mobilisation and site establishment
Preparation of initial cost plan	Prepare cost plan	Client sign off Gateway 3	Preparation of updated cost plan	Construction
Client sign off Gateway 1	Prepare feasibility report	Preparation of planning application	Procurement of main contractor	Handover
	Client sign off Gateway 2	Site specific surveys	Signing of contract documents	RIBA Stage 6-Handover and close out
		Planning application process		RIBA Stage 7- In use
				Defects period

Cambridgeshire Police have appointed Pick Everard as lead design consultant for the project, including Project Management, Design and Cost Management services, with the current appointment up to the completion of RIBA stage 2.

7.5 Meeting the project objectives

Project briefing workshops have been held with the client delivery team, and this enabled Pick Everard to develop an initial scheme including potential building arrangement and possible site layout. These initial proposals were used to assess the site area requirements and set out the design principles. Once a site has been confirmed the proposals can be developed on a more site specific basis working with any constraints of the site.

Due to the nature of the unique design requirement for a custody facility, it is most important that the end users of any new custody suite have an opportunity to contribute to the design development. A design assessment process will therefore be adopted to monitor the design progress and ensure compliance with user groups requirements.

Design Assessment process

The design quality assessment (DQA) process has been put in place to allow for critiquing the design of the new CSPA facility by police staff and to ensure this aligns with constabulary needs. The success of the design is being measured by questionnaire of the user groups, at key stages of the design process.

The format of the questionnaire is three series of statements regarding different aspects of the design; **Site**; covering access to the site for vehicles and pedestrians, the car park and site security.

Custody; covering movement of detainees, the vehicle dock, the charge desk, layout and if the design meets the requirements of staff, detainees, visitors and maintenance.

Support spaces; covering storage, welfare facilities, meeting rooms and space for shift change overs. Each Statement has 7 possible answers varying from *strongly disagree* to *strongly agree*, as pictured below.

Strongly disagree Disagree Somewhat disagree Neither agree nor disagree Somewhat agree Agree Strongly Agree

1. The anticipated location of the access on to the site works well for vehicular and pedestrian movement	<input type="radio"/>						
2. The layout of the car park meet your service requirements	<input type="radio"/>						

After each section there is an opportunity for the operational team to make a comment and expand from the statements their opinion about the design at this stage.

The DQA will be sent out three times during the design stages; RIBA Stage 1, RIBA Stage 3, at the end of planning submission, and RIBA Stage 4, during technical design.

The base questions from stage 1 will remain the same throughout all three assessments, however more questions will be added to reflect the progression of the design. The aim of the DQA is to measure whether the design is improving and ensuring it is meeting the end users' needs.

Stage 1 Design Quality Assessment – based on the initial proposals

The first DQA consisted of 38 statements and three optional comment boxes. 9 members of the Operational team completed the questionnaire giving a total of 342 answers. Out of the 342 answers 90.06% of answers were on some level of agreement with the statements. None of the statements received *strongly disagree* responses and only 2.63% of responses were *disagree* or *somewhat disagree*, leaving 7.31% of answers neutral.

The comments provided a better insight and suggestions for areas of improvement. The most prominent comment was about the Investigations and Response staff being located too far away from the car park on the 2nd floor resulting in a slower exit. The comments also evidenced concern for visitors regarding family visits and access confusion. These items will be reviewed during the design development during RIBA Stage 2.

7.6 Outline Delivery Programme

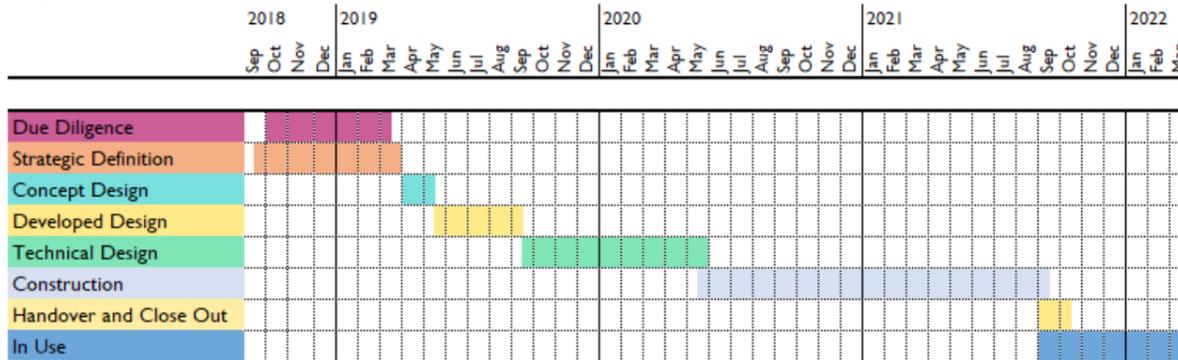
A high-level programme for the project shows that delivery of the new facility could be by the end of 2021. The programme will be developed further as the project progresses and final preferred site is determined.



Client: Cambridgeshire Police

Project name: Cambridgeshire Southern Police Station

Project number: 170843



There are many factors that can impact on programme, one of those being the chosen route of procurement of main contractor. Until this has been confirmed the detail of the delivery programme cannot be fully confirmed.

7.7 Risk Management

Pick Everard Project Management team will manage the construction risk register, a live document, which shall be updated regularly during the project. Although managed by Pick Everard, all parties will have the opportunity to contribute to the risk register throughout the project, starting with a risk review workshop at the end of RIBA stage 2.

The aim of this document is to monitor and manage threats to the project. After identifying a risk to the project, a description of the risk including the risk cause, risk event, and risk effect on the project's objectives and its consequences are then added to the register. Based on this information, the risk is then evaluated to combine the risk's probability: the likelihood of the risk occurring, and impact: how the risk will affect the project's objectives should it occur, are then evaluated and measured against a RAG colour coding system;

- Red- High probability and impact
- Amber- Medium probability and impact
- Green- Low probability and impact.

The RAG status is also combined and represented by a number system, as shown below.

Risk Matrix:	
Probability (P)	
4	8 12 16
3	6 9 12
2	4 6 8
1	2 3 4
	Impact (I)

All risks will have their cost implications valued by the Pick Everard Quantity Surveyor. Appropriate mitigation measures are then determined at the risk workshop and put in place by the risk owner, who shall be allocated based on who is most appropriate to monitor, manage and mitigate that risk until closure. Risks will have a target resolution date for the owner to close the risk by, once a risk is deemed as closed it will remain on the register but marked as complete.

During the design stages, RIBA stages 2-4, the risk register will be reviewed at every client design progress meeting, once the project progresses to the construction stage, RIBA stage 5, then it shall be reviewed at the monthly site progress meetings.

Allowances shall be made in the budget and programme for risk. This will be determined when negotiating the contract with the contractor.

7.8 Change Control

Within this project a procedure is in place to manage change through a process of submitting, approving and actioning change orders. A change is defined as deviation from the brief whether it is a drawing, programme or change of scope. More specifically, this will cover;

- All requests for design change and specifications
- Any problems/concerns needing to be managed formally

Each change request received will have its time and cost implications evaluated which will then be reported back to the client to be accepted or rejected. If rejected the client may request for further reporting and negotiating to be done before reaching an agreement.

The change requests are to be logged and managed by the Pick Everard Project Manager. Discussions regarding the change with the client shall also be held through the Project Manager.

It is most important that any requests either from the client, design team or contractor are placed through the project manager, to ensure that every potential variation is properly recorded and managed.

Appendix A

2010 Parkside Condition Survey

Appendix B

Parkside Peer Review

