

THE OFFICE OF POLICE AND CRIME COMMISSIONER FOR DERBYSHIRE

DECISION RECORD

Request for PCC Decision	Received in OPCC Date: November 2018	OPCC Ref: 62/2018
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POTENTIAL REPLACEMENT OF COTTON LANE POLICE STATION

Executive Summary:

The report outlined the options for the replacement of Cotton Lane Police Station and make recommendations for the most effective and efficient solution.

Decision:

1. To confirm that the existing Cotton Lane building is no longer fit for purpose, scalable and uneconomical to restore/refurbish.
2. To support the conclusion that (based on SWOT analysis, operational requirements, projected demographic changes, a commitment to work collaboratively with DRFS and the financial evaluation) a relocation to the Ascot Drive site adjacent to the DFRS building is the preferred option.
3. An initial budget of £9.5m for the scheme was approved.
4. To authorise the Force Estates team to proceed with the scheme with regular progress updates.
5. The PCC and Chief Constable reaffirmed their commitment to closer Estates collaborations with colleagues from DFRS.
6. To provide updates to the Derbyshire Fire and Rescue Authority on the progress of this project.

Declaration

I confirm that I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct for the Police and Crime Commissioner for Derbyshire. Any such interests are recorded below.

None The above request has my approval.	
Signature Hardyal Dhindsa	Date
PUBLICATION SCHEME CONSIDERATIONS	
Is the related Section B report to be published Yes The report contains commercially sensitive information.	

Is the publication of this approval to be deferred No If Yes, provide reasons below Date to be deferred to – NB Statutory Instrument 2011/3050 (as amended by SI 2012/2479) states that: <i>all decisions made by a PCC are in the types of information that must “be published as soon as practicable after it becomes available to the elected local policing body”.</i>
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OFFICER APPROVAL	
Chief Executive or Nominee: I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner	
Name Andrew Dale	Date

STRATEGIC PRIORITIES ASSURANCE BOARD

REPORT TITLE	POTENTIAL REPLACEMENT OF COTTON LANE POLICE STATION
REPORT BY	CHIEF CONSTABLE
DATE	26 NOVEMBER 2018

PURPOSE OF THE REPORT

To consider the options for the replacement of Cotton Lane Police Station and make recommendations for the most effective and efficient solution.

ATTACHMENTS

1. APPENDIX 1 – SWOT ANALYSIS OF POTENTIAL RELOCATION SITES
2. APPENDIX 2 – OUTLINE SKETCH OF POTENTIAL COTTON LANE RE-DEVELOPMENT
3. APPENDIX 3 – COST FORECAST OF POTENTIAL COTTON LANE RE-DEVELOPMENT

RECOMMENDATIONS

1. PCC to confirm that the existing Cotton Lane building is no longer fit-for-purpose, scalable and uneconomical to restore/refurbish.
2. PCC to support the conclusion that (based on SWOT analysis, operational requirements, projected demographic changes, a commitment to work collaboratively with DRFS and the financial evaluation) a relocation to the Ascot Drive site adjacent to the DFRS building is the preferred option.
3. PCC to approve an initial budget of £9.5m for the scheme.

4. PCC to authorise the Force Estates team to proceed with the scheme with regular progress updates.
5. PCC and Chief Constable to reaffirm their commitment to closer Estates collaborations with colleagues from DFRS.
6. PCC to ensure that continued updates are provided to Derbyshire Fire & Rescue Authority on the progress of this project.

CONTACT FOR ENQUIRIES

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1. OVERVIEW

- 1.1 Cotton Lane Police Station was constructed in 1978 and has provided the base for Operational Response, Local Policing, Safer Neighbourhood Teams, Special Constables and the 101 Disaster Recovery Fall-back facility over its lifespan.
- 1.2 Due to the maintenance backlog, limitations in the site and building dimensions, inability to meet current and future operational requirements and the obsolescence of the building at Cotton Lane, future refurbishment or redevelopment is not viable or cost effective.
- 1.3 The cost of addressing the backlog of maintenance is reported to amount to £1.321 million, however a more recent review by the Assets Department has identified that this now amounts to £3.115 million when considering the consequential damage associated with effecting the repairs, the preliminary costs attributable to a contract to deliver the refurbishment and the opportunity to address some of the suitability and sufficiency issues. In addition to this there are issues relating to the location and size of the building and availability of car parking which cannot be addressed on the current site through investment alone. This makes the site less viable for running major incidents or indeed recommissioning as a back-up call centre at short notice.
- 1.4 Between 2001 and 2028 the population of South Derbyshire will grow by about 30%. It is the fifth fastest growing local authority outside the south east. With this in mind the Divisional Commander for South Division has reviewed the policing needs for the Derby area and concluded that a policing hub towards the south of the city would balance Saint Mary's Wharf for the north. The current Cotton Lane location fails to meet these requirements.

2. COLLABORATION BETWEEN DERBYSHIRE CONSTABULARY AND DFRS

- 2.1 In recent years Derbyshire Constabulary has started to work more closely with the Fire Service and has plans to co-locate with the Fire Service in a number of buildings across the county as a catalyst to promote closer working at a local level. Notably both organisations have co-located their headquarters and have invested in a Joint Firearms Range and Training Centre while 16 additional schemes are currently either in construction or going through a feasibility

process. This collaborative working accords with the duties set out in the Policing and Crime Act 2017.

- 2.2 In 2013, the Force entered in to a commitment to develop a joint Police and Fire Headquarters and formalised this commitment on 3rd December 2014 when the PCC entered into a Partnership Agreement with Derbyshire Fire Authority (DPFP LLP). The Headquarters was completed on 22nd August 2016 and fully occupied by 4th November 2016.
- 2.3 During the development of the partnership vehicle, Government issued a consultation document proposing greater collaboration between Emergency Services. This consultation commenced on 11th September 2015 and concluded on 23rd October 2015. The outcome was enacted in the Police and Crime Act 2017 which received Royal Assent on 31st January 2017.
- 2.4 Using the partnership model (LLP), the Force has since agreed to and jointly delivered a joint Training Centre with Derbyshire Fire and Rescue Service (DFRS), all against a backdrop of emerging legislation and guidance which has served to underpin and warrant the decisions made.
- 2.5 Police and Fire Executive Teams have sponsored closer working, collaboration and co-location and the term 'Partners of choice' is an agreed position statement for both organisations.
- 2.6 To underpin this commitment, in April 2017, Police and Fire signed up to a Secondment Agreement which provides for a Joint Head of Strategic Assets. The post objectives include amongst others the requirement to deliver co-location projects to enhance collaboration opportunities. The post has since been substantiated permanently as of the 1st November 2018.
- 2.7 Additionally, the Asset Management Plans for Police, Fire and the LLP all support collaboration and co-location and the LLP Business Plan actively promotes that Police and Fire will explore the most appropriate routes to achieve this aim. A programme of co-locations has been agreed with Fire and this commenced with the closure of Ashbourne Police Station and relocation to Ashbourne fire station this year. Fifteen further projects will unfold over the following 3 years and it is this commitment that will be factored into the decision to relocate Cotton Lane.

3. SELECTION PROCESS OF A NEW SITE

- 3.1 At the beginning of the process a number of sites were assessed for suitability via SWOT analysis. The sites concerned were Ascot Drive, land adjacent to the existing fire station, Osmaston Road, Royal Way and Wincanton Close. These areas were pinpointed for their location with regards to serving the south of the city and busier business areas. These locations are also located within commercial/industrial zones which generally allow for greater design flexibility than a residential area. The SWOT analysis for these areas can be found in Appendix 1 of this document.
- 3.2 Numerous land searches were conducted in these areas which identified that no suitable sites for a development of this scale were readily available on the open market. Agents therefore approached local developers known to have land holdings and the site adjacent to the Ascot Drive fire station was identified as a potential option for a development of the required scale.
- 3.3 Once the Cotton Lane site had been deemed unsuitable and other sites unavailable or unsuitable, the Assets Team have proceeded to secure a brief for the user requirements and developed a concept for the new Police Station located adjacent to Ascot Drive Fire Station.

4. CURRENT BUDGET

- 4.1 To allow accurate budget estimates to be made it was imperative all user/operational requirements were captured. Through this process it was evident the build was required to be more than just a straight replacement of the Cotton Lane building.
- 4.2 The current Cotton Lane site and the Divisional Headquarters at St Mary's Wharf jointly house business continuity functions that will provide a more effective and efficient service if operated collectively at a single location.
- 4.3 With the closure of Cotton Lane and the limited remaining contractual life of the PFI at St Mary's Wharf, this opportunity can be exploited within the new Ascot Drive Police Station in a timely manner.
- 4.4 In doing so, decisions about the future of the St Mary's Wharf site will be less constrained, providing more flexibility for policing in Derby.

- 4.5 Once all requirements for the build had been gathered architects were appointed to design a suitable building and associated floor plan which sits at 2,263m². This has been evaluated by a cost consultant who has calculated the current budget figure of £9.5m.
- 4.6 The budget includes all costs relating to the purchase of the land. Discussions have been held with the current landowner and developer regarding the land purchase and development costs for the proposed build. Discussions were positive and outline figures agreed. These figures include for the land purchase, developers profit, management of the planning and construction process and the delivery of a completed building along with installation of all required utilities and external grounds, security and car parking.

5. POTENTIAL COTTON LANE REDEVELOPMENT v RELOCATION TO ASCOT DRIVE

- 5.1 Architects have been commissioned to complete an outline feasibility identifying how the potential build could be situated on the existing Cotton Lane site. The outline sketch can be found in Appendix 2 of this report. The feasibility sketch shows how the proposed Ascot Drive building footprint could be altered to allow for it to be located within the Cotton Lane site.
- 5.2 The existing Cotton Lane site measures 1.38 acres. This is significantly smaller than the proposed Ascot Drive site which sits at 2.25 acres in size.
- 5.3 The external grounds at Cotton Lane allow for a total of 69 Police parking bays and 12 visitor parking bays. This is substantially less than the proposed site at Ascot Drive and would not be sufficient for mobilising to large incidents or for fall back arrangements.
- 5.4 Cost Consultants have been commissioned to complete a redevelopment estimate for the Cotton lane site. The estimated cost of the redevelopment sits at £9,506,232. This includes for demolition of the existing building, temporary accommodation costs while the site is developed, construction costs, consultants various statutory compliance fees and all IS and utility related costs we can reasonably expect. The redevelopment estimate can be found in Appendix 2 of this report.

- 5.5 Future flexibility has played a major part in the design of the Ascot Drive development. All work areas are open to allow for easy movement of teams and individuals when workload dictates. Large inter-changeable meeting and briefing spaces are also present along with a large unisex locker room area with the aim of providing a functional area for years to come as the gender balance of incoming officers potentially changes. An expansion zone has also been included within the purchase agreement. The aim of this is to allow for future flexibility as policing demands change. This is also planned to take into consideration the PFI arrangement for St Marys Wharf is due to end in 2030, allowing the force more flexibility when it comes to making a decision regarding the future of that particular site.
- 5.6 The current Ascot Drive project allows for a total of 53 operational vehicle parking bays and 102 staff parking bays. On top of this there are 7 planned visitor spaces as well as disabled parking provision in all areas, furthermore, allowances have been made for future electric charging points. A Cotton Lane redevelopment could potentially house 69 parking bays for both operational and staff vehicles – a slight improvement on the current number of 66. However parking at the site is a constant issue and the proposal to increase the number available by 3 would be inadequate.
- 5.7 The Assets department currently spend large amounts of time and finance in relocating teams around the force. A move to Ascot Drive would result in a single move of staff as they relocate from the existing site to the new. Should Cotton Lane be redeveloped a move to temporary accommodation would be required and then a subsequent move back to a completed Cotton Lane site.
- 5.8 The redevelopment costs attributable to the existing Cotton Lane site are comparable to those of building a new facility at Ascot Drive. The option to develop Ascot Drive however, comes with the added benefit of a future capital receipt for the disposal of the Cotton Lane site.

6. SUMMARY

- 6.1 Numerous pieces of work have been commissioned in recent years to comment on the suitability of the Cotton Lane site and its current condition. Condition

surveys have highlighted a multi-million pound maintenance backlog while costs to demolish and construct a building that is fit for policing in the 20th century outweigh the costs of constructing on a new site.

- 6.2 Comparative costs of redeveloping the site have been shown to provide a smaller, less flexible site for approximately the same capital outlay. This would not be a recommended approach. The option to redevelop Cotton Lane negates any capital receipt whilst the Ascot Drive option offers making this scheme the most economically advantageous option.
- 6.3 Furthermore comments from senior police officers have confirmed that the location of the site is unsuitable for anticipated future demands making the Cotton Lane site undesirable from both a cost and operational point of view.
- 6.4 The Royal Institution of Chartered Surveyors comment in their 'Sustainability and the RICS Property Lifecycle' guidance note that 'the principle of sustainability seeks to balance economic, environmental and social objectives, at global, national and local levels, in order to meet the needs of today, without compromising the ability of future generations to meet their needs'.
- 6.5 Taking this comment into account it is clear that the most suitable location for a future site to serve the South Derby area would be the land adjacent to the existing Ascot Drive fire station. It is the most economically viable solution, provides greatest flexibility for future service delivery while allowing two emergency services to develop and cement closer working relationships in accordance with the leading piece of legislation.

BACKGROUND PAPERS

A.

SWOT ANALYSIS OF POTENTIAL RELOCATION SITES

Ascot Drive adjacent to Fire Station.

<p><u>Strengths:</u></p> <ul style="list-style-type: none"> • Accords with Police, Fire and LLP Business and Asset Management Plans (Strategic) • Accords with the principles of the Police and Crime Act 2017 (Strategic) • Emergency Services building already exists on the site which may assist a future planning application (Strategic) • Serves a greater concentration of the Derby Community including in areas where expansion to meet housing demand is planned, in particular the proposed Infinity Garden Village (Location) • The site is in close proximity to the IPRO Football Stadium and will support match day Policing. (Location) • Provides a foundation for a more resilient operational Policing portfolio across South Division (Operational) • May support wider Force strategic plans e.g. location of 101 back up facility (101) 	<p><u>Weaknesses:</u></p> <ul style="list-style-type: none"> • The site forms part of a larger development that requires careful coordination.
<p><u>Opportunities:</u></p> <ul style="list-style-type: none"> • This option releases accommodation at SMW providing greater flexibility for deploying resources in the South (e.g. Alfreton SC & SB).(Operational) • The proposal also accords with options to relocate 999 /101 Disaster Recovery and CJ – Digital Records (101) • Opportunity to potentially share facilities and deliver more co-ordinated services (Strategic) 	<p><u>Threats:</u></p> <ul style="list-style-type: none"> • Cotton Lane is running quickly to end of life and there is a risk of loss of continuity or incurring costs if not addressed soon (2 years). • The site is part of an existing development and could be taken by another organisation.

Ascot Drive.

<p><u>Strengths:</u></p> <ul style="list-style-type: none"> • Accords with the principles of the Police and Crime Act 2017 (Strategic) • Emergency Services building already exists near the site which may assist a future planning application (Strategic) • Serves a greater concentration of the Derby Community including in areas where expansion to meet housing demand is planned, in particular the proposed Infinity Garden Village (Location) • The site is in close proximity to the IPRO Football Stadium and will support match day Policing. (Location) • Provides a foundation for a more resilient operational Policing portfolio across South Division (Operational) • May support wider Force strategic plans e.g. location of 101 back up facility (101) 	<p><u>Weaknesses</u></p> <ul style="list-style-type: none"> • There is no potential to link to the existing Fire Station. (Strategic)
<p><u>Opportunities:</u></p> <ul style="list-style-type: none"> • This option releases accommodation at SMW providing greater flexibility for deploying resources in the South (e.g. Alfreton SC & SB).(Operational) • The proposal also accords with options to relocate 999 /101 Disaster Recovery and CJ – Digital Records (101) 	<p><u>Threats:</u></p> <ul style="list-style-type: none"> • Cotton Lane is running quickly to end of life and there is a risk of loss of continuity or incurring costs if not addressed soon (2 years). • The site is part of an existing development and could be taken by another organisation.

Osmaston Road

<p><u>Strengths:</u></p> <ul style="list-style-type: none"> • Serves a greater concentration of the Derby Community including in areas where expansion to meet housing demand is planned, in particular the proposed Infinity Garden Village. (Operational) • The site is in close proximity to the IPRO Football Stadium and will support match day Policing (Operational) • Provides a foundation for a more resilient operational Policing portfolio (Operational) • May support wider Force strategic plans e.g. 101 facility (101) 	<p><u>Weaknesses:</u></p> <ul style="list-style-type: none"> • A busy road may prohibit access and exit (operational) • The site is not yet on the market (strategic) • Additional Planning Restrictions could be placed on this high profile site (strategic) • No link to existing emergency services buildings within the area (Strategic)
<p><u>Opportunities:</u></p> <ul style="list-style-type: none"> • This option releases accommodation at SMW providing greater flexibility for deploying resources in the South (e.g. Alfreton SC & SB) (Operational) • The proposal also accords with options to relocate 999 /101 Disaster Recovery and CJ – Digital Records (101). 	<p><u>Threats:</u></p> <ul style="list-style-type: none"> • Cotton Lane is running quickly to end of life and there is a risk of loss of continuity or incurring costs if not addressed soon (2 years).

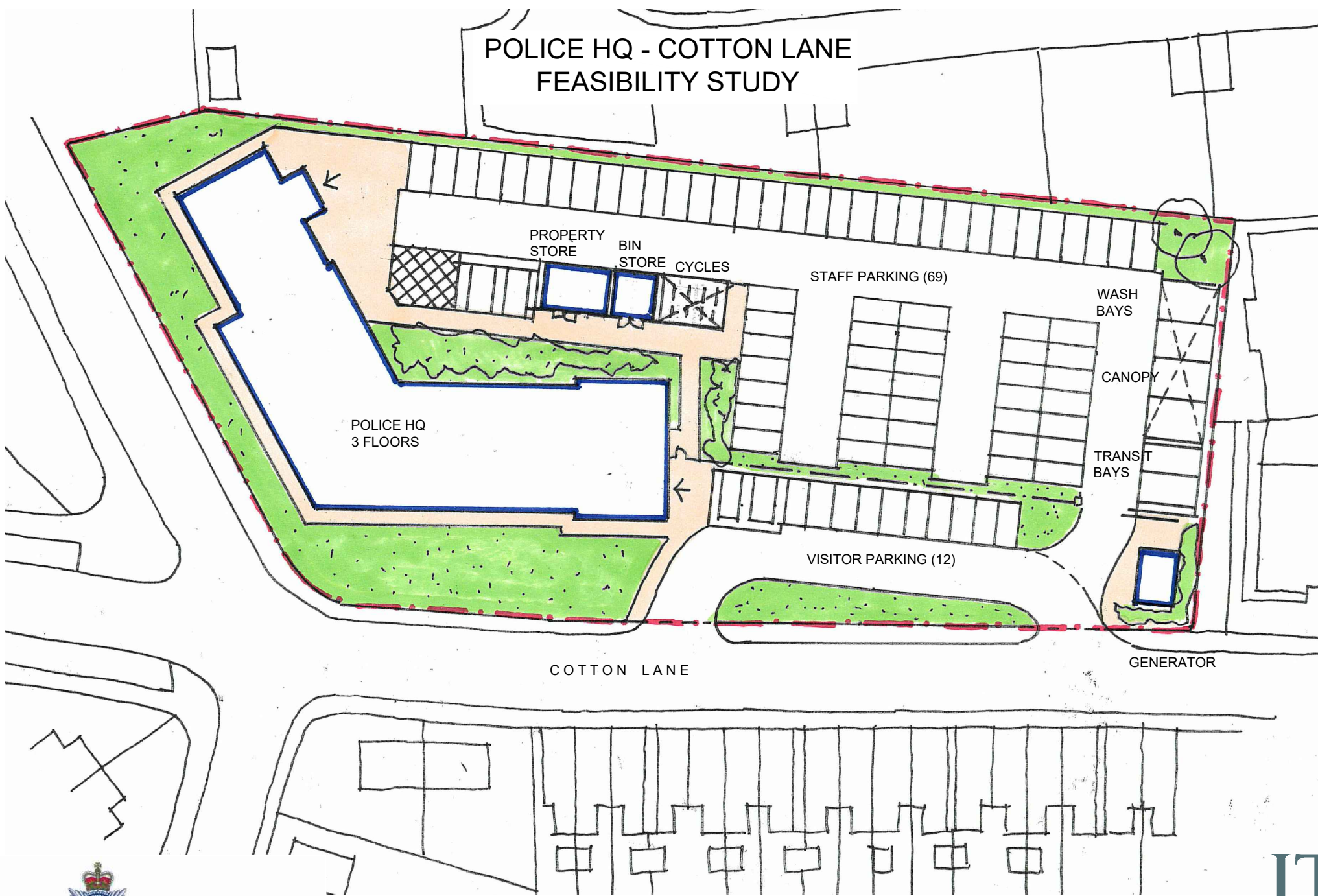
Royal Way

<p><u>Strengths:</u></p> <ul style="list-style-type: none"> • The site is in close proximity to the IPRO Football Stadium and will support match day Policing (Location) • May support wider Force strategic plans e.g. 101 facility (101) 	<p><u>Weaknesses:</u></p> <ul style="list-style-type: none"> • Moves Resources further away from high demand areas (Operational) • Replicate the existing St Mary's Wharf site (Operational) • The site is not yet on the market. • Additional Planning Restrictions could be placed on this high profile site (Operational) • Location may also mean this site is more expensive (Strategic) • No link to existing emergency services buildings (Strategic)
<p><u>Opportunities:</u></p> <ul style="list-style-type: none"> • This option releases accommodation at SMW providing greater flexibility for deploying resources in the South (e.g. Alfreton SC & SB) (Operational) • The proposal also accords with options to relocate 999 /101 Disaster Recovery and CJ – Digital Records (101). 	<p><u>Threats:</u></p> <ul style="list-style-type: none"> • Cotton Lane is running quickly to end of life and there is a risk of loss of continuity or incurring costs if not addressed soon (2 years).

Wincanton Close

<p><u>Strengths:</u></p> <ul style="list-style-type: none"> • The site is in close proximity to the IPRO Football Stadium and will support match day Policing (Operational) • May support wider Force strategic plans e.g. 101 facility (101) 	<p><u>Weaknesses:</u></p> <ul style="list-style-type: none"> • The site is not yet on the market. • Access and egress would be poor given the location on an industrial site (operational) • Location would prevent community access e.g. for interview rooms etc (location)
<p><u>Opportunities:</u></p> <ul style="list-style-type: none"> • This option releases accommodation at SMW providing greater flexibility for deploying resources in the South (e.g. Alfreton SC & SB) (Operational) • The proposal also accords with options to relocate 999 /101 Disaster Recovery and CJ – Digital Records (101). 	<p><u>Threats:</u></p> <ul style="list-style-type: none"> • Cotton Lane is running quickly to end of life and there is a risk of loss of continuity or incurring costs if not addressed soon (2 years).

POLICE HQ - COTTON LANE FEASIBILITY STUDY



**DERBYSHIRE
CONSTABULARY**

SITE PLAN 1:500 @ A4

JTP
ARCHITECTS

REDEVELOPMENT BUDGET ESTIMATE NR. 1		£
SUMMARY		
Temporary Accommodation		
Decant costs of moving staff and furniture, etc to temporary accomodation	£ 100,000.00	
Temporary Accommodation - 20,000ft2 at £5/ft2 = £100,000 p.a. Three years =	£ 300,000.00	
Refurbishment and fit out of temporary accommodation	£ 800,000.00	
Information Systems	£ 250,000.00	
		£ 1,450,000.00
Existing Building		
Asbestos strip out	£ 200,000.00	
Demolition of existing building	£ 100,000.00	
Fees and Charges, say	£ 45,000.00	
		£ 345,000.00
New Police Station		
Construction of new Police station (as Ascot Drive proposals, adjusted for smaller site)	£ 6,450,000.00	
Fees and Charges:		
Architect	£ 240,000.00	
Employer's Agent	£ 120,000.00	
Mechanical and Electrical Engineer	£ 90,000.00	
Structural and Civil Engineer	£ 90,000.00	
Ground Investigation	£ 12,500.00	
Principal Designer	£ 15,000.00	
SBEM	£ 15,000.00	
Building Regulations	£ 15,000.00	
Waranties	£ 5,000.00	
Air Test/Acoustics	£ 10,000.00	
Planning Consultant	£ 15,000.00	
Transport/noise/Ecology/drainage Reports	£ 12,100.00	
Planning Fee	£ 16,632.00	
Legal Fees	£ 5,000.00	
		£ 7,111,232.00
Information Systems	£ 250,000.00	
		£ 250,000.00
Decant from Temporary Accommodation		
Decant costs of moving staff and furniture, etc to new Police Station	£ 100,000.00	
Dilapidation costs	£ 150,000.00	
Removal of Information Systems	£ 100,000.00	
		£ 350,000.00
Redevelopment Total		£ 9,506,232.00