

**POLICE HEADQUARTERS: ADDITIONAL GARAGE
AND OFFICE SPACE.**

**Lodged au Greffe on 24th May, 1988
by the Defence Committee.**



STATES OF JERSEY

STATES GREFFE

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PROPOSITION

THE STATES are asked to decide whether they are of opinion -

to approve, in principle, the extension of the existing police vehicle garage to provide additional garage space and the building of an additional floor of office accommodation above.

DEFENCE COMMITTEE

NOTE: The Finance and Economics Committee supports the Proposition, but reserves its position with regard to the availability of finance until consideration of the 1989 budget. The Committee notes that this is the first of three phases of work proposed to be carried out at Police Headquarters. The Committee also reserves its comments on the future phases until specific proposals, together with costs, have been supplied by the Defence Committee.

REPORT:**1. General outline**

- 1.1 The main activities of the Police Force are currently accommodated in two separate buildings - Rouge Bouillon Station and Police Headquarters, the former being part of the old town arsenal, and the latter the girls' school which became surplus to the requirements of the Education Committee.
- 1.2 The Rouge Bouillon Station was, in 1967, subject to extension and renovation designed to meet the immediate needs of the Force. That project made no provision for future expansion or development and, therefore, very soon became restrictive and, through the inadequacy of space, led to departments' being housed in Portakabins or other temporary accommodation, resulting in a lack of efficiency and regard for employee welfare.
- 1.3 In 1980, the decision was taken to modernise the Force control room and communications facility and the only available area of suitable dimensions was the roof space of the old town arsenal building.
- 1.4 As this building is subject to a preservation order, design options were severely restricted, leading to a final concept which was far from ideal in terms of equipment housing and, more importantly, work environment for officers engaged in this area.
- 1.5 Such were the difficulties experienced in accommodating the Force requirements into the available space that the communications consoles were designed, not for their suitability of operation, but to suit their location. Added to this, the lack of natural light and ventilation makes the control room, if not

claustrophobic, at least oppressive and undesirable for a 24-hour manning operation.

- 1.6 In 1983, the Force acquired the present Police Headquarters building, a former girls' school which, although providing much needed additional space, did not, through original design and structural limitations, lend itself entirely to suitable alteration, as a result of which optimum space utilisation has not, and cannot, be achieved.
- 1.7 Provision of minimum space requirements at a project planning stage invariably and certainly in the case of the Police Force results in needs having outgrown the provision by the end of the project. This lack of foresight and planning results in compromise and adaptation, which in time leads to unsatisfactory, inefficient and, in some areas, costly work environments.
- 1.8 This latter fact is most certainly true of the present position in Police Headquarters and the Rouge Bouillon Station, where each has a mixture of operational and administrative support staff, which detracts from operational efficiency and requires both buildings to be heated and lit throughout, on a 24-hour basis. The purely economic undesirability of this is self-evident.
- 1.9 The present situation, where departments are housed in one building and departmental supervisors in another, makes for neither good communications, good management nor efficiency. If the Force is to maintain the progress made in latter years toward more effective and efficient policing, the situation must be resolved in a way in which the senior and supervisory officers can ensure that effective and efficient use is made of all Police resources.

- 1.10 The lack of adequate accommodation is not confined to the Police Service, but directly affects the Civil Emergency Controller who currently operates within the Rouge Bouillon Station.
- 1.11 At present this department operates from two offices with a combined floor area of some 260 square feet, and necessitates filing cabinets being located in front of cupboards and having to be moved bodily to gain access to the stationery and general stores.
- 1.12 The already inadequate provision of suitable accommodation for the Civil Emergency Controller is shortly to become more acute if recent recommendations contained in a report prepared by the Organisation Division of the States Personnel Department receive Defence and States' approval. Any increase in establishment, a full-time deputy is envisaged, would involve providing Civil Emergency with additional accommodation. This, in turn, would lead to a reduction in police accommodation leading to a return to the days when the Police were forced to utilise open corridors for desks and filing cabinets, which is not far removed from the reintroduction of Portakabins in the Police and Fire Service yard.
- 1.13 It is accepted that the identifiable rôle of Civil Emergency Controller is so intertwined with that of the Emergency Services that the right place for the Controller and his staff to operate from is Police Headquarters, to take full advantage of the complex facilities provided at considerable expense for the day to day operational use of the Police. It follows that any future developments at Police Headquarters in the field of information technology, communications or accommodation should also, where possible, serve the needs of Civil Emergency. The case to accommodate the present and future needs of Civil Emergency at

Police Headquarters is a sound one which needs to be addressed immediately.

- 1.14 Stationery and general stores present three additional and quite distinct problems through their separate and unsuitable locations.
- 1.15 The Force stationery store is currently located in the roof space at Rouge Bouillon Police Station, many hundredweights of paper are carried up four flights of stairs, then up a steep narrow loft staircase for storage in an area of roof space which is not designed to carry the load. Care is taken to utilise the load-bearing walls, where possible, for to load the loft floor is dangerous. Distribution from this store necessitates collection and carrying of supplies down five flights of stairs and some 80-90 yards to the main consumer area in Police Headquarters. This particular exercise is time-consuming, very costly in man-hour terms, and singularly inefficient.
- 1.16 General stores, which currently hold uniforms and equipment, are currently located on the second floor of Police Headquarters, where they occupy prime office space in the centre of the Administration Section. The site is unsuitable, it is not large enough, to allow stationery to be incorporated within a central stores area, but no viable alternative exists to resolve this problem without creating additional accommodation.
- 1.17 The separate locations of the stores facilities do not lend themselves to either good stock control, distribution, or audit.
- 1.18 The Criminal Investigation Department, located at first floor level in Police Headquarters, occupies, not because of any managerial decision but through unsuitability of the premises, an area greater than their requirements and one which, through fragmentation of

office accommodation, does not lend itself to ideal supervisory procedures. The antiquated heating system which was designed to serve a school not an office block, has no zone control, therefore, an operational section like the C.I.D., if it is to have warmth in winter necessitates heating the whole building virtually 24 hours a day.

1.19 The fact that the C.I.D. premises are detached from all other operational units is also undesirable from the point of good communications and close working liaison between the various sections of the Force, liaison which is, for optimum operational efficiency, essential. Additionally, the remoteness of the existing C.I.D. office from the Police Station adds an unacceptable security problem to the movement of prisoners between the cells and the C.I.D. interview rooms. That problem is not only associated with the risk of escape but also from external influences, including public/press attention and, not least, the effects of inclement weather. Last but not least, the overall command of C.I.D. operations rests with the Superintendent (Operations) and he is accommodated in the principle operational building - Rouge Bouillon Police Station. The need for senior operational officers to consult regularly means many man-hours are lost walking back and forth between the two buildings.

1.20 The Drugs Unit, which must of necessity work in the closest possible harmony with the local intelligence officers, finds that, because each of these units is housed in different buildings, a considerable amount of time is spent moving between buildings to impart or retrieve items of information of which there is a constant flow between the two. This results in a waste of many valuable man-hours throughout the year, and creates supervisory problems for senior C.I.D. officers.

- 1.21 **The Force vehicle fleet, which represents a considerable financial investment, cannot, through insufficient garage space, be kept under cover. Similarly, where vehicles are impounded, as they often are, in connexion with matters of a criminal nature and responsibility for their safe-keeping becomes vested in the Police, the only way they can be properly protected is by the removal of one of the Police vehicles from its parking bay and allowing it to remain outside and subject to the elements. This allows the suspect vehicle to be placed under cover, but does not permit the degree of security and accessibility for examination which the situation so often demands.**
- 1.22 **The foregoing are the readily identifiable problems with the present Police accommodation. Options and recommendations for their resolution are on the following pages.**
2. **Options**
- 2.1 **As with any organisation faced with the need to expand, in premises terms, and at the same time rationalise the operation, there are only two ways in which to go, outwards or upwards.**
- 2.2 **Bounded as they are on all sides by commercial or residential premises, Police buildings are not, unless high capital expenditure is to be undertaken, capable of outward extension. There is one exception to this rule in that to the rear of the present garage block, the Housing Committee is currently developing an area. At the completion of this project, there will be available a strip of land 12 feet in width and some 96 feet in length. The Housing Officer has already indicated that this land does not figure in the overall design concept of the development and that they would readily relinquish ownership.**

2.3 The option of adding additional floors to either of the present buildings is not practicable, due to the inability of the existing foundations to accept any additional load factor and the previously mentioned preservation order that exists in respect of the Police Station building.

2.4 Alterations of existing interiors will not resolve any of the problems of lack of space but will, as dealt with later in this document, serve to rationalise and improve the efficiency of some areas of Police operations.

3. Recommendations

3.1 In making this recommendation, careful consideration has been taken of the present and future identifiable needs of the organisation.

3.2 Full account has been taken of the financial implications which this recommendation entails. This proposal is an essential element of a three-year plan aimed at obtaining maximum benefit from the existing accommodation by basing the operational functions of the Force in Rouge Bouillon Police Station and the Support Services, Force Administration and Civil Emergency Controller in Police Headquarters.

3.3 The objectives, when achieved, will result in increased operational and administrative efficiency through improved resource utilisation.

Phase 1

3.4 It is recommended that the land shortly to become available at the rear of the existing Police garages be acquired and that the ground floor garage be extended towards the east, thus providing valuable garage facilities and, as part of that development, an additional floor of office accommodation be built on.

This development would provide an additional 1,100 square feet of garage space plus 3,100 square feet of office/accommodation. The higher roof line of the development would be lost against the present housing development.

- 3.5 Such a development would enable the following provision to be made -
- (a) Locker room with drying facilities for 30 Traffic Wardens.
 - (b) Office accommodation for the Chief Traffic Warden.
 - (c) A suite of two offices for the Civil Emergency Controller.
 - (d) A plan drawing office.
 - (e) Office for the use of the Police Association.
 - (f) Toilet facilities for female staff.
 - (g) Additional space to park Police vehicles under cover.
 - (h) Secure scenes of crime vehicle examination bay.
 - (i) A Force rest room to serve all members of staff. (This facility would have a secondary use, i.e. committee/seminar room, briefing venue, hospitality room, etc. and will be capable of being subdivided into two smaller emergency offices.)
 - (j) Equipment store for the Bomb Disposal Officers.

(k) Office accommodation for the Research and Development Department.

4. **Project specification**
 - 4.1 Discussions with the States Architects' Department have identified the ability to incorporate the existing structure into the development proposals.
 - 4.2 The existing roof beams and cladding would be removed to be re-used on the new raised roof and the load-bearing inadequacies of the existing walls and foundation overcome by the use of additional steelwork on prepared base-pads.
 - 4.3 The first floor would be of timber construction with one-hour flame resistant materials to the underside to meet fire prevention requirements.
 - 4.4 Subdivision of the first floor accommodation area would be in studwork with decorated dry lining. The whole area would be bisected by a corridor and room dividing partitions would butt up to and not into the main structure to afford ease of alteration, if desired, at a later date. (Demountable partitioning has been considered, and indeed favoured, but was found to be cost prohibitive.)
 - 4.5 Heating will be provided by a spur, linked into the adjoining Housing Department development and will utilise, on a metered basis, some of the spare capacity of that installation.
5. **Cost**
 - 5.1 On a price base of £70 per square foot for building costs plus £34,000, in respect of professional fees, the development, it is anticipated, would have a total cost of £319,000 with an additional £10,000 requirement for

furniture and fittings which gives a final capital requirement of £329,000.

5.2 Analysis of these costs is -

(a)	Take off existing roof and demolition works	£20,000
(b)	Ground floor extension	£40,000
(c)	New foundation, ground floor slab, additional steel frame	£30,000
(d)	Vehicle inspection bay and Traffic Wardens' locker rooms	£15,000
(e)	First floor ground offices and accommodation	£172,000
(f)	External emergency staircase	£8,000
(g)	Professional fees	£34,000
(h)	Furniture and fittings	<u>£ 10,000</u>
		<u>£329,000</u>

5.3 All estimates have been obtained from or through the States Architects' Department and have in-built contingency figures.

5.4 Original budget warning figures for this project submitted in January 1987 and revised in January 1988 had projected costings in the region of £250,000. The considerable discrepancy between that figure and the current estimates is due to an initial miscalculation when officers of the Research and Development Department who, through the lack of budgeted planning funds, undertook cost calculations and overlooked the double costing factor of the 1,100 feet at ground floor level with the equivalent at second floor level.

Added to this was the £34,000 for professional fees which it had been understood were included in the figure of £70 per square foot but which have to be added to the calculations.

- 5.5 On receipt of more formal estimated figures (copy attached at Appendix A) it was evident that the project costs exceeded the initial estimates quite considerably and that economies had to be exercised.
- 5.6 The documents submitted by Nixey, Quantity Surveyors, gave for the garage extension a projected figure of £305,000. A re-evaluation of the projected specification resulted in a decision not to site the centralised stores facilities in the new premises thereby removing a load bearing requirement and achieving a saving of £8,000. It had, at the instigation of the States Architects, been stipulated that a covered emergency staircase should be provided. Removal of the covering to the staircase achieved an additional saving of £7,000. Finally it was realised that it had been intended to lay a new concrete slab throughout the new and existing garage area. By utilising the existing slab and sitting the new steelwork on to concrete pads, an additional £5,000 was saved. These measures reduced the projected cost by £20,000 to a figure of £285,000 to which should be added £10,000 for furniture and fittings and £34,000 for professional fees giving the project figure of £329,000, as shown in the analysis of costs at paragraph 5.2.
- 5.7 Although a copy of the document submitted by Nixey's can be found at Appendix A, it did not, in its original form, reflect the savings itemised in paragraph 5.6 above. An additional column has now been added which gives the revised estimates.
- 6. Revenue implications**
- 6.1 The only staffing implications associated with the proposed development will be the provision of cleaning services which

it is anticipated will amount to 0.4 staff with a cost implication of £2,800 per annum.

6.2 While the running expenses of the development will be at the accepted office accommodation 'norm' savings will eventually be achieved by removing daytime orientated operations from a building which functions on a 24 hours basis and replacing them with 24-hour operations.

6.3 It is difficult to estimate the extent of the savings but the provision of these premises will enable the existing headquarters building to eventually become a 12-hour instead of a 24-hour building with a representative saving in running expenses which will outweigh the expenses associated with the new buildings.

7. Comment

7.1 To describe these proposals as a keystone to the effective future development of both the Police Force and the Civil Emergency Department it is by no means over stating the case.

7.2 The extension of Police Headquarters at first floor level will allow for a relatively simple but extremely effective reorganisation of the existing accommodation by creating three main functional working areas to meet the established organisational requirements. These areas will be -

- (i) Police operations - Rouge Bouillon Police Station
- (ii) Support services (personnel and training, research and development and firearms registration, etc.) - Police Headquarters
- (iii) Force administration and civil emergency - Police Headquarters.

- 7.3. It is anticipated that progress to achieve these objectives will of necessity be phased over a three-year period of implementation, commencing with the current proposition of removing Civil Emergency offices, Traffic Wardens' lockers, separate parade facilities and offices for Traffic Wardens, the Police Association office and the plan drawing office from Rouge Bouillon Police Station, transferring to the proposed new development.
- 7.4. Phase 2 involves vacating existing training facilities in Rouge Bouillon Police Station and transferring the facilities to one of the "classroom" floors of Police Headquarters under the same roof as senior support services officers. (The organisational structure exists - present accommodation allocation splits support services between the two buildings).
- 7.5. The space vacated by this move will enable C.I.D. and drugs squad to transfer their offices to Rouge Bouillon Police Station under the command of Superintendent (Operations).
- 7.6. Phase 3 involves careful reallocation of office accommodation in the Police Headquarters building which will enable the creation of a central stationery and stores area and bring together all financial and administrative services on one floor. This phase will make more effective use of the existing building and manpower resources improve working conditions and allow for the scenes of crime laboratory to be extended into adjacent office accommodation to cater for the increased demands in respect of the forensic and scenes of crime work with particular emphasis on the use of hazardous chemicals.

APPENDIX A.

Extensions to Police Headquarters over garage as preliminary sketches

	£ <i>Original estimate</i>	£ <i>Revised estimate</i>
1. Take off existing roof and demolitions	20,000	20,000
2. Ground floor extensions	40,000	40,000
3. New foundation, ground floor slab, additional steel frame and redecoration of existing garage	35,000	30,000
4. Vehicle inspection bay and Traffic Wardens' room	15,000	15,000
5. Lift and shaft to four floors and motor room	80,000	
6. Diverting existing services	10,000	
7. First floor - equipment and stationery store	45,000	37,000
8. First floor - general offices and corridor.	135,000	135,000
9. Covered emergency staircase	<u>15,000</u>	<u>8,000</u>
	<u>395,000</u>	<u>285,000</u>

This estimate excludes all work inside the existing building near lift area, also all professional fees.

APPENDIX B.

POLICE HEADQUARTERS

EXTENSION TO GARAGES, OFFICES AT FIRST FLOOR
LEVEL AND EIGHT PERSON LIFTProfessional fees

Work to existing buildings - Class 3

Architectural

70 per cent of 9.25 per cent of estimated £395,000 £25,576

Clerk of Works

1 per cent of £395,000 £3,950

Electrical Engineering Services

½ per cent of £395,000 £1,975

Quantity Surveyors

Scale 36 £15,000

Structural Engineer

10 per cent of £100,000 £10,000

£56,501

Say £57,000