

**Nottinghamshire Police and Crime Commissioner****Notice of Decision**

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Date Received*:	18/08/14
Ref*:	2014.43

\*to be inserted by Office of PCC

**TITLE: Redevelopment of kennel Facilities Force Headquarters**
**EXECUTIVE SUMMARY:**

The Police dog kennels have existed at HQ Sherwood Lodge for a considerable number of years and at least since the formation of Nottinghamshire Constabulary in 1968. The site of the existing kennel complex has been added to and modified throughout this period.

Kennels are located on the HQ Sherwood Lodge site in an area away from normal vehicle/people traffic and managed and maintained on a daily basis by Police Staff. Although the kennel facility provides a limited 'boarding' facility it is managed in line with recommendations and must conform to animal welfare legislation.

The purpose of the kennel facility is to provide efficient and effective kennelling for all operational police dogs throughout their service/retired life. The facility is used in a number of ways but primarily has the capacity to support:

- Temporary 'day' kennelling for officers to utilise during their tour of duty
- Boarding for operational dogs where officers are on annual leave, courses or through sickness
- Temporary kennelling for dogs undergoing assessment and/or awaiting handlers

Due to the age and condition of the kennels these no longer meet the required standards and therefore need full replacement.

**INFORMATION IN SUPPORT OF DECISION:**

A Restricted tender process was conducted via [www.bluelight.gov.uk](http://www.bluelight.gov.uk) that allowed all interested parties the opportunity to express an interest in this requirement.

17 suppliers responded to the PQQ and out of this 4 suppliers were down selected to be taken through to the ITT stage of the tender.

One supplier opted out during the ITT stage and the remaining three were evaluated. See table below:

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Supplier	Specification 10%	Technical Requirement 10%	Technical Requirement MIR 10%	Total Price 70%	Total 100%	Position
A&S Enterprises	6.3	5.0	2.5	64.5	78.3	3
North Midland Construction Plc	7.5	10.0	6.8	66.8	91.1	2
Robert Woodhead Ltd	8.1	9.1	7.5	70.0	94.7	1

Robert Woodhead Ltd proved to be the Most Economically Advantageous Tender based on the evaluation criteria set.

The budget for this project was set at £520,000.00

The winning bid is: £498,595.00

Savings achieved = £21,405.00

Is any of the supporting information classified as non public or confidential information?

No

**DECISION:**

The decision required is to approve the award of contract to Robert Woodhead Ltd for the Redevelopment of the Kennels at Force Headquarters for the total contract value of £498,595.00

**DECLARATION:**

I confirm that I do not have any disclosable pecuniary interests in this decision and I take the decision in compliance with the Code of Conduct for the Nottinghamshire Office of the Police and Crime Commissioner. Any interests are indicated below:

The above request has my approval.

Signature:

Nottinghamshire Police and Crime Commissioner

Date:

20/07/14

**OFFICER APPROVAL**

I have been consulted about the proposal and confirm that the appropriate 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.

Signature:

Chief Executive

Kem Dennis

Date: 19<sup>th</sup> August 2014

\*\* See guidance on non public information and confidential information.

## **BUSINESS CASE (BC)**

**Project:**        **HQ Police Kennels**

Release:        1.1

Date:            March 2014

Author:         Nigel Rippon

Approval:       Supt Andy Hall

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**1 Business Case History**

**Document:** This document is only valid on the day it was printed.

**Location:** The source of the document will be found in folder:

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**1.2 Revision History**

Revision date	Previous revision date	Author	Summary of Changes	Changes marked
11/9/12	N/A	Nigel Rippon	First issue	N/A
10/03/14		David Heason	New Option 5	4.5, 6, 7

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**1.3 Approvals**

This document requires the approval from the appropriate Manager.

Name	Title	Date of Issue	Version
T/Supt Barrowcliff	Deputy Divisional Commander - OSD	11/9/12	1.0
Supt Andy Hall	Supt, OSD	March 2014	1.1
T/Ch Supt Howick	Ch Supt, Head of OSD	March 2014	1.1

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**1.4 Distribution**

This document has been distributed to:

Name	Title	Date of Issue	Version
T/Supt Barrowcliff	Deputy Divisional Commander - OSD	11/9/12	1.0
Tim Wendels	Head of Estates & Facilities Management	11/9/12	1.0
ACC Jupp	Joint Performance Programme Board	March 14	1.1



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**Business Case Document**

**2 Purpose**

The purpose of the document is to review the current provision for operational dog management and welfare, which incorporates the current dog kennel facilities at Headquarters, Sherwood Lodge. This also provides an opportunity to seek an objective view on the current standard of facilities Nottinghamshire Police manage with a view to identify failings and/or shortfalls emanating from recent legislation and recommendations; thus identifying a need to build a new kennel facility.

**3 Background**

Police dog kennels have existed at HQ Sherwood Lodge for a considerable number of years and at least since the formation of Nottinghamshire Constabulary in 1968. The site of the existing kennel complex has been added to and modified throughout this period.

Kennels are located on the HQ Sherwood Lodge site in an area away from normal vehicle/people traffic and managed and maintained on a daily basis by Police Staff. Although the kennel facility provides a limited 'boarding' facility, this is not licensed through the local authority for commercial purposes but is managed in line with such recommendations and must conform to animal welfare legislation.

The purpose of the kennel facility is to provide efficient and effective kennelling for all operational and retired police dogs throughout their service/retired life. The facility is used in a number of ways but primarily has the capacity to support:

- a. Temporary 'day' kennelling for officers to utilise during their tour of duty
- b. Boarding for operational dogs where officers are on annual leave, courses or through sickness
- c. Boarding for retired dogs as at b, above.
- d. Temporary kennelling for dogs undergoing assessment and/or awaiting handlers.

In recent years Nottinghamshire Police has been subjected to a number of reviews and efficiency savings. The OSD Dog Section has not escaped this process and is currently at its lowest establishment. The current police handler and dog establishment provides for 18 Police Officer handlers supported by 2 Police Staff Trainers and 4 part-time Kennel Staff. There are currently 16 GP and 12 Specialist dogs licensed for police operational duties.

Over the years, the kennel complex has had a number of alterations and modifications to meet operational requirements, along with expansion requirements when the dog training facility moved from Epperstone Manor to Sherwood Lodge. This placed considerable pressure on the existing facility and a number of significant changes were required to the structure. It was identified even at this stage that the facilities were not ideally located but there very few options available for relocation. The existing facility saw its last major facelift some 7+ years ago with a number of improvements made to the 'boarding' area (10 kennels). These facilities have deteriorated since this date and form part of the subject of this business case. In addition to the alterations/deterioration, the introduction of the Animal Welfare Act 2006 (AWA)<sup>1</sup> has change the position and provision of kennel facilities. Defra has also produced a statutory code of practice<sup>2</sup>

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<sup>1</sup> <http://www.legislation.gov.uk/ukpga/2006/45/contents>

<sup>2</sup> <http://www.defra.gov.uk/publications/files/pb13333-cop-dogs-091204.pdf>

concerning the welfare of dogs which provides practical guidance in respect of this section of the AWA.

Additional factors came into the equation with the sudden death of two operational police dogs (over 2 years ago) and the additional interest this generated from animal welfare groups and the RSPCA. Although not directly related to kennelling, it was clear that better provision must be provided for police dogs. A scheme (AWS Lay Visiting Scheme) managed by the Police Authority, has been introduced to facilitate regular visits to all police premises by Lay Visitors to inspect and report upon animal welfare. This naturally included the kennel complex.

In April 2012, as part of this process, Lay Visitors and the RSPCA attended the kennel complex and reported back on a number of issues identified by them at the time. From this inspection, a report<sup>3</sup> was compiled which contained 10 recommendations to be followed to ensure we are compliant with current animal welfare requirements. This report draws attention to the legal obligations of the force and the liabilities relating to breaches of legislation. Although not a licensed boarding facility under the Animal Boarding Establishments Act 1963, it would be expected that the force meet the minimum requirements contained within. The RSPCA report was based upon animal welfare legislation and clearly highlights a number of failings from the facilities currently provided.

The recommendations include:

1. **The far kennel block and isolation facilities should cease to be used as they do not, in our opinion, meet AWA standards and Nottinghamshire police should demolish these and provide more appropriate facilities.**
2. **All internal surfaces within the kennels must be impervious and kept in good repair so they can be kept clean.**
3. **All kennels must be kept in good repair so they are free from hazards to protect the health and welfare of the dogs.**
4. **Environmental enrichment must be provided within the kennels, for example sleeping platforms and toys, etc.**
5. **Exercise areas should have environmental enrichment and would benefit from some barriers put in so that dogs cannot see other dogs all the time.**
6. **Suitable bedding must be provided for all dogs when staying in the kennels. It is not acceptable to leave dogs without because they chew it.**
7. **The temperature must be better monitored and controlled in the kennels to ensure the dogs are kept comfortable.**
8. **Cleaning regimes must be significantly improved to ensure high levels of bio security.**
9. **The isolation facilities are totally inadequate and need redevelopment.**
10. **Record keeping would benefit from a more efficient approach where data is recorded on clip boards on each kennel.**

Although some of the recommendations have been mitigated through new processes and procedures, there remain a number of issues that cannot be resolved without considerable alteration and expense. The current facility has a number of major flaws which require urgent attention as we cannot fully comply with legislation. These flaws include:

1. The location of the kennel block (low ground in a predominantly wooded area) attracts a lot of damp during winter and rarely has an opportunity to dry out.
2. Drainage requires improving to remove surface water

<sup>3</sup> Initial Report on Nottinghamshire Police dog kennels at Nottingham Police Headquarters for Nottinghamshire Police Authority – dated 4 May 2012 by Chief Inspector Simon Parker and Claire Robinson, RSPCA.

3. Electrical supply to the complex is not sufficient to allow for additional heating
4. A number of existing kennels are of below standard construction and present bio hazards
5. No Isolation facility due to closure of a number of existing buildings based upon animal welfare concerns
6. Some kennel buildings require demolition
7. Building construction is tired and continually requires repair.
8. The design layout of existing buildings/kennels does not meet new legislative needs for enrichment
9. Current design and structure of buildings does not assist with protection from spread of infectious diseases.
10. Heating & ventilation within the 'boarding' block is inadequate
11. Weather protection at the end of runs is inadequate and dogs are regularly exposed to foul weather conditions.

Due to the current design and general wear a tear of the kennel complex, it is necessary to continually conduct expensive repairs. The fabric of the complex is such that it does not and never will, satisfy existing welfare legislation. In detail, some buildings (old isolation and day blocks) are of breeze block type construction and harbour disease. The fabric of the 'boarding' section is tired and requires regular repairs (roof/gates/tiles). The whole complex requires regular steam cleaning to remain on top of bacteria control. Due to the location, the complex remains damp and does not present a healthy atmosphere. Continual maintenance contributes to considerable cost over time and is likely to escalate the longer the existing facility is left.

As a result of increasing maintenance and running costs, combined with the failure to meet the requirements of the Animal Welfare Act, it leaves very little option available other than a complete complex rebuild.

Alternatives to reconstruction have been considered and are discussed in detail later within the document. However, one option that has been discounted very recently is to seek a regional solution. Following detailed consideration, it was clearly apparent that whatever regional option was considered, there was no getting away from the fact that Nottinghamshire Police would still require a local kennel facility.

Should the force chose the 'do nothing' option, then there is a real danger of litigation. Other considerations must include:

- Increased risk of disease, and of disease spreading
- Inability to utilise dog resources through ill health and injury
- Reputational concerns if animals suffer through poor accommodation
- Rapidly increasing maintenance costs

#### **4 Proposal with options**

In order to satisfy the above requirements and observations, and at the same time create a facility which is efficient, manageable and legislatively compliant, consideration must be given to creating a new (modern) kennel facility.

It is proposed that all existing kennel buildings that do not meet current welfare requirements are demolished and a new complex is constructed to meet future demand. By following this route, Nottinghamshire Police can construct a low maintenance facility that will last for at least a further period of 25 years.

Other options included:

1. Complete demolition of all existing buildings within the current kennel complex and a total rebuild utilising modern design and materials on the existing site.
2. Complete demolition of all existing buildings within the current kennel compound and rebuild a completely new facility elsewhere on site.
3. Demolition of specific buildings within the kennel complex and further renovation of existing 'boarding' kennels.
4. Do nothing – renovate existing buildings.
5. To build a new boarding kennel block with 15 kennels plus an observation kennel. Convert the existing building; including some demolition to provide kennel staff and the training staff with the facilities to carry out their roles.  
The operational kennel facilities will be located on the west side of the site, using the existing modular day kennels plus some new day kennels, which will be placed on a new concrete base. – **Preferred Option.**

#### Preferred Option

In order to meet all elements of animal welfare legislation and withstand scrutiny around Animal Boarding Establishments Act 1963 it is necessary to build a new boarding kennels block, but in order to reduce the potential expenditure of the original preferred option, the team have agreed significant changes to the project. The latest outline floor plan has been developed by the design team to create an appropriate new kennel complex within the agreed budget, using the existing and new buildings.

A new boarding kennel block remains the primary improvement to the site, while the existing building will be converted to provide appropriate facilities for the kennel and training staff. The existing modular kennels, which are used by operational officers to kennel the dogs for up to a few hours will be retained but relocated in a new position on the site.

The team's new preferred option 5 is based on a number of practical factors which includes:

1. To rebuild on an existing and established site will make any expected planning applications less onerous.
2. The existing site has a number of existing facilities that can be utilised to best effect which includes - pre-designed dog walks – isolation from police officers & staff – exercise compounds – existing store areas.
3. Water/Power/Lighting utilities are in place although require upgrading.
4. Potential to retain some of the existing buildings for food preparation and storage
5. No requirement to displace any other facilities on site.
6. Reduced chances of a continually damp environment through better (modern) building construction/insulation materials. Upgrade drainage.
7. Reduced maintenance costs and a need for steam cleaning
8. More efficient method of animal management thereby providing a healthier and enriching environment.
9. Reduced incidents of dog confrontation and staff bites/injuries through improved kennel layout.



Dependant upon the outcome, a detailed survey and assessment will have to be conducted and closer liaison with AWS and RSPCA will have to be conducted to ensure the best and most cost effective facility to meet the force requirements.

## **5 Benefits Expected**

Benefits from such a project will not be realised until after completion. However, estimated benefits include:

- a. Reduced annual maintenance costs extending beyond 5 years
- b. Improved safety both for dogs and police staff
- c. Improved management and reduction of infectious diseases (building construction/design)
- d. Compliance with Animal Welfare Act (AWA) and Animal Boarding Establishments Act (ABEA).
- e. Reduced potential for further criticism of animal welfare
- f. Potential to offer facilities throughout the region through collaboration.
- g. Improved efficiencies of animal (kennel) management - reduced costs.

## **6 Costs**

A full and detailed breakdown of the costs associated with the preferred option to convert the existing building, build some new kennels to meet the necessary legislative compliance and the costs of the whole project are not likely to exceed £600,000.00. However, exact costs will not be known until the tender process is complete and full engagement with the contractor.

## **7 Risks**

Failure to provide a facility that meets AWA and ABEA will present the force with some difficult issues, particularly around animal welfare. There are a number of elements of the RSPCA recommendations (outlined earlier) that cannot be mitigated without reconstruction. No matter what additional remedial work is carried out, it will not eliminate the fact that the facility is not fit for purpose and maintenance costs are likely to soar.

Any temporary measures to meet the RSPCA expected standards are not likely to provide any non-cashable savings. However, the risk is reduced if the option to reconstruct is chosen. This is based upon savings/benefits from heating/lighting/ongoing maintenance costs.

The risk to the organisation has already been clearly documented in the past. Should Nottinghamshire Police fail to review the dog kennel provision and make the necessary improvements it risks the possibility of prosecution and would damage the reputation of the Force.

## **8 Timescales**

Once approval of the preferred option is confirmed by the Programme Board, a period of planning will be required to fully appreciate costs. Once confirmed, project initiation can be implemented and stage managed.

A detailed timeline can be produced following approval, but it is expected that the works will commence in October 2014 and be completed by March 2015.

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**9 Investment Appraisal**  
TBC