

SCOTTISH PRISON SERVICE

INFRASTRUCTURE COMMISSION FOR SCOTLAND



Dundee Community Custody Unit

Initial Call for Evidence - Submission

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1.0 Introduction

This paper sets out details of the Scottish Prison Service (SPS) infrastructure development programme intended to ensure that the prison estate is fit for purpose in terms of being able to support the delivery of a modern prison service and in discharging the duty to protect the public by keeping those who have been sentenced by the courts in safe and secure custody. It is aligned to the current National Performance Framework through contributing to ensuring communities are inclusive, empowered, resilient and safe.

The paper details the work carried out to date as part of the development programme in upgrading/modernising the estate and the work which is planned to take place in improving facilities and opportunities for staff, visitors and those in the SPS care by ensuring prisons in Scotland are safe, healthy and positive places in which to live and work.

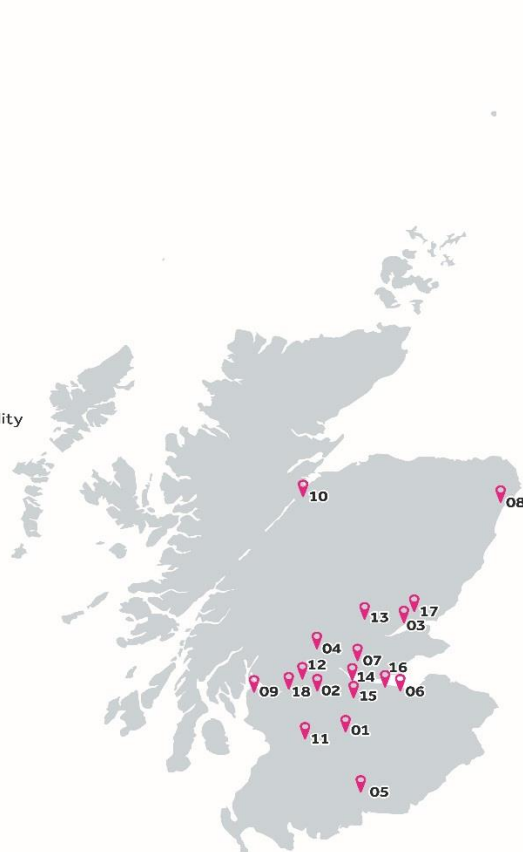
2.0 The Scottish Prison Service

The Scottish Prison Service (SPS) is an agency of the Scottish Government and was established in April 1993. As an Executive Agency, the SPS is funded by the Scottish Government.

There are 13 publicly managed prisons and two privately managed prisons (HMP Kilmarnock and HMP Addiewell). (See map below, showing the location of the SPS prisons, as well as SPS HQ, the proposed Women's National Facility and two Community Custody Units at Glasgow and Dundee.)

Scotland's Prisons

- 01 Addiewell
- 02 Barlinnie
- 03 Castle Huntly
- 04 Women's National Facility
- 05 Dumfries
- 06 Edinburgh
- 07 Glenochil
- 08 Grampian
- 09 Greenock
- 10 Inverness
- 11 Kilmarnock
- 12 Low Moss
- 13 Perth
- 14 Polmont
- 15 Shotts
- 16 Headquarters
- 17 Dundee
- 18 Glasgow



3.0 Estates Development Programme

An Estates Development Programme was instigated as a result of the Scottish Government's response to a Review of the Prison Estate which was published in 2002. The review identified that the Scottish Prison Estate, consisted of mainly Victorian prisons and a collection of miscellaneous buildings that had been acquired over the years and adapted for custodial purposes and was no longer fit-for-purpose.

One of the main concerns highlighted was the lack of in-cell toilet facilities for prisoners and the increased likelihood of legal challenge by prisoners. This became reality only a few years later and such challenges continued up to 2010 and the ending of "slopping out". These challenges resulted in substantial costs being incurred in legal fees and prisoner compensation payments and led to time-bar legislation being introduced (by both the UK and Scottish Governments) to cap the related financial exposure on this matter.

Another key driver for change highlighted was the requirement to develop a modern prison system with flexible buildings and facilities for prisoner activities designed to support the SPS work with those in custody to address offending behaviour.

The development programme covered a potential 20 year time span and is intended to ensure the prison estate is fit for purpose through replacing some prisons and modernising others. The programme is currently ongoing.

The work carried out to date has modernised a good proportion of the prison estate as follows;

- Two new publicly managed prisons have been constructed; HMP Low Moss and HMP/YOI Grampian.
- Five publicly managed prisons have been redeveloped/modernised; HMPs Edinburgh, Glenochil, Perth, Polmont and Shotts; and
- Two privately managed prisons, HMPs Kilmarnock (built pre 2002) and Addiewell operating under design, construct, manage and finance contracts.

The next phase of the proposed SPS Estate Development Programme comprises completing the following:

- Construction of a new Women's National Facility to replace HMP/YOI Cornton Vale and up to five Community Custody Units (two initially, with three further CCUs subject to evaluation of the first two).
- Construction of HMP Highland (to replace HMP Inverness) via capital funding on a site owned by SPS;
- HMP Glasgow (to replace the existing prison facilities at HMP Barlinnie) on a site to be acquired via capital funding; and
- HMP Greenock R (to replace HMP Greenock) via capital funding on a site owned by SPS.

On completion of the above, circa 90% of the prison estate of the Scottish prison estate will have been either replaced or modernised and could be classed as be fit-for-purpose.

When the foregoing is complete, this will leave only HMP Dumfries and HM Open Estate Castle Huntly to be modernised. There is however, the potential for further works to be necessary at HMP Kilmarnock should the prison transfer into public ownership in 2024.

Annex A provides further details of the individual works projects forming part of the SPS remaining Infrastructure Works Programme and also includes details of work to identify an alternative location for SPS Headquarters. It is anticipated the programme can be completed within a 5 year timescale i.e. by the end of 2024 but this is dependent on funding being available.

It is worthy of note that the infrastructure programme is not intended to add to the existing design capacity of the prison estate. The programme is fundamentally to ensure the existing estate is fit for purpose either through replacement of or modernisation of existing facilities.

It should also be noted that a Carbon Management Programme is in place to deliver specific carbon emission reduction projects and is a key feature of the modernisation/development programme.

Her Majesty's Inspectorate of Prisons Scotland, is required to inspect the prisons across Scotland in order to establish the treatment of, and the conditions for prisoners and to report publicly on the findings. The Inspection reports together with other commissioned reports and evidence relative to offending behavior have all helped to inform the extent, design and prioritisation within the programme.

The modernisation of the prison estate through the development programme is scheduled to be complete well within the next 30 years with the expectation that lifespan of the facilities will extend beyond that timeframe.

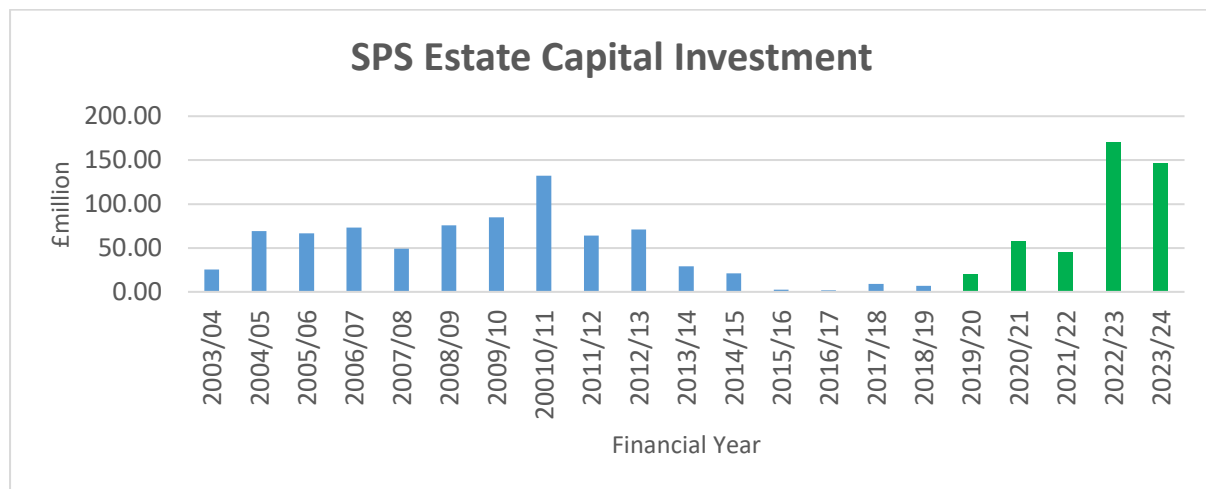
4.0 Estate Development Programme (financial investment)

Prison infrastructure delivered since 2002:

	Cost (inc VAT)	Completed
1. HMP Edinburgh	£88m	2008
2. HMP Addiewell	PFI	2008
3. HMYOI Polmont	£105m	2009
4. HMP Perth	£79m	2011
5. HMP Low Moss	£125m	2011
6. HMP Glenochil	£105m	2012
7. HMP Shotts	£91m	2012
8. HMP Grampian	<u>£80m</u>	2014
	£673m	

Prison infrastructure investment planned:

	Cost (inc VAT)	Planned Completion
1. Women's National Facility	£57.14m	2021
2. Community Custody Units (2no.)	£16.15m	2020
3. HMP Highland	£80.48m	2023
4. HMP Glasgow	£170m	2024
5. HMP Greenock "R"	£75m	2024
6. Community Custody Units (3no.)	<u>£29.03</u>	2024
	£427.8m**	



■ Completed Capital Expenditure 2003/04 – 2018/19 (£782 million)*

■ Forecast Capital Expenditure 2019/20 – 2023/24 (£439 million)**

*Figure includes all capital works carried out during the period, not just on the redevelopment or new build programme (i.e. £673m)

**Figure is subject to inflationary adjustments based on actual construction programmes for the various projects depending on confirmation of funding. The “£439m” figure includes other capital works (such as the SPS HQ “Work Smart” initiative) that are outside of the redevelopment or new build programme (i.e. £427.8m).

5.0 Maintenance of Infrastructure

Infrastructure Maintenance: The SPS maintenance programme takes account of the importance of maintaining our existing infrastructure to ensure longevity and that value for money is provided. In this regard the following programmes of work are in place;

1. Mechanical, Electrical and Specialist Systems (MESS) 5 year maintenance programme.

This is a rolling five year programme of work replacing building services and systems. The work priorities and timing for replacement are identified through a risk assessment process that considers the age and condition of the particular item, its cost for repair versus replacement and the likely impact should it breakdown or fail. The assessment takes into account industry guidance on life spans and costs as well as a technical opinion on condition. The specialist systems include CCTV, staff alarms and cell call systems as well as heating, lighting and ventilation replacements.

2. Special Works Maintenance (SWM) programme

This is also a rolling five year programme of maintenance work addressing building fabric issues and repair to mechanical and electrical infrastructure. This typically consists of a large volume of smaller locally managed projects.

3. Estates IT Systems programme

This is another five year rolling plan. The programme includes hardware and software replacements and upgrades to such systems as the Building Energy Management Systems and security systems management.

In addition to the maintenance works programmes above, the SPS carries out a programme of planned preventative maintenance which typically involves the statutory and routine maintenance of buildings, systems and equipment to increase their working life and reliability as well as comply with legislation such as with regard to water quality, legionella management etc.

6.0 Challenges – Current and Future

While it is anticipated the current development programme will deliver a modern prison estate which is fit for purpose, there are challenges to be met in relation to changing needs. This may require further development of the infrastructure beyond the scope of the existing programme. The following are considered to be the most relevant in this regard;

1. HMP Kilmarnock: The contract for the private run prison at Kilmarnock expires in 2024, with the potential that the facility will then be run by the public sector. The SPS will therefore be establishing any infrastructure investment and work needed to ensure that the facilities are in line with SPS requirements.

2. An increasing proportion of those in the SPS care have complicated medical conditions and restricted mobility but are accommodated in prisons that were built over 100 years ago. Whilst considerable investment has been made in modernising the prison estate, some of the newer prisons and facilities may need to be further adapted to accommodate increasing numbers of people with care and mobility issues.

3. The facilities (Women's National Facility and five CCUs) being constructed in relation to facilitate the new approach to women in custody are being designed to meet the needs of 230 women. The current population exceeds that number and it may be necessary to re visit the model/approach.

4. After a lengthy period where there was a downward trend in the prison population, 2018 saw a sustained increase in the level of demand for prison places. This trend has continued into 2019 and is predicted to rise further placing pressure on the prison estate. This may require additional investment in the infrastructure to ensure there is an appropriate level of places and facilities available.

7.0 Conclusion

This submission sets out how the SPS is investing in its estate infrastructure to improve the range of facilities and opportunities for staff, visitors and the people in our care. Good progress has been made over the last 15 years but there remains a considerable amount of work to be completed. A number of prisons that were designed in the Victorian era have still to be modernised and that presents real challenges to the efficient and effective delivery of a modern prison service.

SPS has a five year infrastructure investment plan to address these issues. The SPS proposed programme of work will also play a significant part in meeting the Scottish Government's carbon reduction targets. Sites have been identified and designs prepared that address our current shortcomings but also allow flexibility to better respond to changing future needs.

In respect of the 30 year planning horizon, and subject to funding, the current infrastructure development plan will be completed. The main investment thereafter will be in relation to ensuring the assets are properly maintained and for any adaptations to be made as required. For example, a steadily rising prisoner population which is becoming ever more complex and challenging to manage is placing additional pressure on the service and infrastructure. This may require further investment in the future.

WOMEN'S NATIONAL FACILITY*Aerial View of Women's National Facility*

As part of a new approach to addressing the needs of women in custody, a new 80-place Women's National Facility (WNF) is being constructed on the existing HMP/YOI Cornton Vale site.

Planning permission in principal has been obtained and an invitation to tender for the main construction works (via a design and build contract) has been issued and returned. Subject to funding and a satisfactory evaluation of the proposals, a contract award is scheduled for July 2019.

Budget approval for £57.14m was received from Scottish Government in February 2019. Phasing work in terms of demolition of vacant buildings and site clearance is well underway.

COMMUNITY CUSTODY UNITS – GLASGOW/DUNDEE*Aerial View (Hub and housing CCU Glasgow)**Front Elevation Dundee CCU*

The new approach to women in custody also includes the construction of five Community Custody Units (CCUs), providing capacity to house 100 women in our care. A phased approach is

being taken to the construction of the CCUs. The first two CCUs are to be built on sites owned by the SPS in Maryhill in Glasgow, and in the Hilltown area of Dundee.

The Glasgow CCU will be able to accommodate up to 24 women while the Dundee CCU will accommodate up to 16 women. Planning permission is in place and invitations to tender for construction issued. Site clearance has taken place in Glasgow and is well advanced in Dundee. The overall programme for both CCUs is due to be completed by the end of 2020.

The current projected budget for Glasgow CCUs is £8.35m. The current projected budget for the Dundee CCU is £7.8m.

The remaining three further CCUs are scheduled for completion by the end of 2024, subject to the evaluation of the Glasgow and Dundee facilities.

HMP HIGHLAND



Aerial View of HMP Highland

HMP Highland is planned as a replacement for HMP Inverness. The new prison is to be located at Inverness Retail and Business Park and will have a design capacity for 200 people.

The Invitation to Tender (ITT) documentation is in the process of being prepared and the contract notice and European Single Procurement Document (ESPD) for obtaining a main works Contractor are ready for release. Scottish Government has indicated that no specific funding will be available for HMP Highland during 2019/2020 and that future years have still to be confirmed. The likelihood is that procurement will be delayed until at least 2020/2021, with work on site potentially not starting until after April 2021. On this basis work on site would not be completed until 2023.

Approval to proceed with the project was signed off 28 July 2017 with a budget sum of £73.9m. This will need to be adjusted to take into account the revised inflation indices for the mid-construction period depending on when funding is likely to be made available. The current projected budget requirement is £80.48m.

HMP GLASGOW



HMP Glasgow-Proposed Site Layout

HMP Glasgow was first included in The Scottish Government's Infrastructure Investment Plan in 2011 as a replacement for HMP Barlinnie. In May 2014 the capacity of the new prison was confirmed as circa 1200 with the capacity to be able to accommodate 1500 if necessary. SPS appointed agents to search for sites between 15-30 hectares. The only site considered potentially suitable within the Glasgow City Council (GCC) area is at Provanmill former gas works. Negotiations with National Grid (NG) to purchase part or all of their site are ongoing.

A detailed budget has still to be prepared for this project. However, a preliminary estimate of £170m excluding inflation is included with the Scottish Government's Infrastructure Investment Plan. This will require to be adjusted to take into account the revised inflation indices for the mid-construction period depending on when funding is likely to be made available.

REPLACEMENT OF HMP GREENOCK (HMP GREENOCK "R")



Proposed entrance building

A site already owned by the SPS is available for redevelopment, following enabling and site clearance work which was carried out in 2014. The current proposals are such that the replacement for HMP Greenock will provide accommodation for up to 300 people.

Scottish Government has indicated that no specific capital funding will be made available during 2019/20 or 2020/2021 and as a result all work on this project has now been placed on hold.

The indicative budget is £75m (based on outline proposals February 2013). This will need to be adjusted to take into account the revised inflation indices for the mid-construction period depending on when funding is made available. An initial high level review of the current scheme estimates an overall budget requirement of circa £100m.

SPS Headquarters - Alternative Location

The current lease for SPS Headquarters at Calton House, Edinburgh expires in October 2022. The current building is deemed unsuitable for SPS future requirements. Work is underway to identify an alternative building which will support the SPS in implementing work practices that maximise flexibility as regards where and how work is carried out. A short list of potential alternatives is being considered taking account of the need to optimise performance, productivity and overall cost effectiveness.

A detailed programme will be prepared following the outcome of any decision on the options appraisal. Should SPS move office then dilapidation works would need to be carried out at the current Headquarters building as well as work to fit out the new facility. Approximately £4.5m has been identified as required.