



Executive

Redacted Report on behalf of Pete Moore, Executive Director of Finance and Public Protection

This redacted report was requested by the Community and Public Safety Scrutiny Committee at its meeting on Wednesday 1st June 2016 when this item was considered.

Report to:	Executive
Date:	07 June 2016
Subject:	Blue Light Collaboration Project
Decision Reference:	I011034
Key decision?	Yes

Summary:

The purpose of the report is to outline the work conducted to date around the Lincolnshire Blue Light Collaboration programme. It seeks Executive's approval for Lincolnshire County Council (LCC) to progress to the next stage of the programme and to note a maximum contribution of £2m from the LCC new development capital contingency budget.

Recommendations:

That the Executive:

1. Support the taking forward of the next steps in the Blue Light Collaboration Programme as proposed in the report.
2. Approve a maximum financial contribution of £2m from the LCC capital reserve to the programme
3. Delegate to the Executive Director of Finance and Public Protection in consultation with a sounding board consisting of Councillor M J Hill OBE (Leader of the Council), Councillor B Young (Executive Councillor for Community Safety and People Management) and Councillor C N Worth (Executive Councillor for Culture and Emergency Services), authority to take forward the programme, subject to further key decisions as determined by the Leader of the Council being reserved to the Executive.

Alternatives Considered:

1. Not to proceed with the programme

The Council's funding will be saved. The opportunity for further collaborative working will be lost together with the savings projected from the programme and the external funding that has been attracted.

Reasons for Recommendation:

The Blue Light Collaboration programme is an innovative and exciting venture which has been developed between LP, LFR, EMAS, the Police and Crime Commissioner (PCC) and LCC with the aim of building on the existing collaborative work which currently exists between each of the organisations.

The programme will provide a modern, efficient, and fit for purpose estate which meets the needs of each service into the future, whilst optimising savings and reducing running costs for all.

The programme fully acknowledges the benefits of closer joint working and is aligned with the Government's intent to introduce a duty to collaborate on the three emergency services later this year. It gives each organisation an opportunity to maximise interoperability and integration in the future, but recognises the importance of maintaining their own individual identity.

Overall, Lincolnshire's emergency services will be able to maintain and improve service delivery and increase public confidence by working more closely together.

1. BACKGROUND

- 1.1 Partnership working within the County between the three services is not new, the existing co-responder scheme and more recent joint ambulance conveyance project, being examples of how services can be delivered effectively in partnership. The Blue Light Collaboration programme is a natural progression of that partnership working and is aligned to the Governments intent to introduce a duty to collaborate on the three emergency services later this year.
- 1.2 To facilitate the project, LP submitted an outline bid to the Police Innovation Fund for £7.5m. This has been approved subject to final agreement and provision of matched funding by local services.
- 1.3 Since April 2015, work has been undertaken by a small project team, under the guidance of a steering group, formed from the senior managers of LFR, LP, EMAS, PCC and LCC to scope the feasibility of the elements of the programme. Key outputs from the programme will include;
 - **A combined Lincolnshire Police and Lincolnshire Fire & Rescue Headquarters.** LFR will move their Headquarters to the current LP Headquarters, utilising office space within the existing footprint created through the adoption of a modern and effective use of space. The change will enable efficiencies to be made from the co-location of staff, joint working and future rationalisation of resources. LFR HQ staff from South Park Avenue and a number of LP staff from West Parade will be

relocated to Nettleham, allowing the redevelopment of South Park Avenue and the sale of the West Parade site. EMAS currently have a divisional base at Bracebridge Heath. While the potential exists, they are not intending to co-locate with the joint HQ at this stage.

- **A Joint Blue Light Campus.** The Blue Light Campus will be a 'state of the art' combined Police, Fire and Ambulance operational station and would be located at South Park Avenue on the existing EMAS and LFR site. The existing LFR and EMAS operational stations would be rebuilt on the site. The campus would retain the county emergency planning centre and would also include a new LP town enquiry office and custody suite which is currently provided at West Parade. Whilst EMAS would have an operational base here, they have not expressed a desire to relocate their Lincolnshire based divisional staff to the campus at present, choosing to remain in Bracebridge Heath.
- **Rationalisation of the wider blue light estate.** A Joint Asset Management Group has been created and has undertaken a feasibility study of Lincolnshire's emergency service buildings across the county. The group has currently identified up to 16 potential sites for co-location. This element would result in the move of police and ambulance stations onto existing fire stations and would realise both operational and economic efficiencies.
- **A combined Lincolnshire Police and Lincolnshire Fire & Rescue Command & Control Centre.** The existing LFR Control Room at South Park Avenue would relocate to the existing LP Force Control Room at Nettleham, making way for the Blue Light Campus. LFR and LP will co-locate in the existing building, allowing better communication between both organisations during mobilising and Joint Operational Incidents. EMAS have indicated a possible move back to the East Midlands area for their Lincolnshire control room and therefore would not currently be included in the joint control room.

- 1.4 Lincolnshire's Emergency Services are delivering an efficient and effective service to the people of Lincolnshire and, as a consequence, receive the full confidence and support of the community, who wish their services to remain locally accountable.
- 1.5 Since 2010 the Government's austerity programme has seen significant financial challenges for both local authorities and public services. With the realisation that these difficult times are set to continue, collaboration offers the opportunity for Services to face these challenges together whilst maintaining and improving services to the people of Lincolnshire.
- 1.6 The Government has indicated that they are keen to see the public sector work more closely together so as to achieve greater value for money whilst maintaining and improving upon service delivery. This has included direct reference to Emergency Services increasing interoperability and integration.
- 1.7 Sir Ken Knight's 2013 review of the efficiencies and operations in fire and rescue authorities in England , '*Facing the Future*', highlighted that merging fire and rescue

services with one or more of the other blue light services and/or sharing governance structures could result in considerable gains.

- 1.8 Earlier this year, the Government proposed a bill which would give a legal duty to Emergency Services to collaborate with each other.
- 1.9 It is clear that Lincolnshire continues to rise to the challenge of austerity through innovative working, such as regional collaboration, private sector partnerships and programmes such as the co-responding scheme and joint ambulance conveyance project. Each Service has also internally maximised opportunities to deliver savings, minimising the impact on service delivery as far as possible.
- 1.10 The four elements of this programme support the Government's policy direction around increased collaboration and integration of emergency services.
- 1.11 A recent Home Office Bill will also enable, where a local business case is made, Fire & Rescue Services to be brought under the control of the Police and Crime Commissioner, which could support greater reform and opportunities for Police and Fire & Rescue Services to work more closely together.
- 1.12 Notwithstanding the current appetite for collaboration, it is recognised that the individual identity of each organisation is vital to allow its effective function. Whilst the programme delivers collaboration between the three emergency services and provides a platform for further collaboration and possibly integration in the future, it also aims to ensure that the established relationships each service enjoys with the public is not compromised.
- 1.13 The programme also provides an opportunity to build on the Joint Emergency Services Interoperability Programme (JESIP) principles, introduced in 2010, as a way *"To ensure that the blue light services are trained and exercised to work together as effectively as possible at all levels of command in response to major or complex incidents so that as many lives as possible can be saved"*.
- 1.14 Nationally other services have already accessed funding streams and achieved economies of scale through emergency service collaborative working, attracting the interest and support of Government. With further funding reductions likely and with less opportunity to individually attain the level of savings previously achieved without further impact on service delivery, this programme represents Lincolnshire's opportunity to meet the political and public expectation of providing value for money and delivering services which are fit for purpose.
- 1.15 The age and condition of the existing estate for each Service, within the scope of this programme, must also be taken into consideration. Within Lincoln alone, buildings such as West Parade and South Park Avenue date back at least 50 years and will require a significant amount of funding to ensure they can continue to safely and effectively function, whilst also adapting to meet the needs of ever changing Service requirements.
- 1.16 This is also the case for EMAS, where many of the current sites lack appropriate accommodation for the level of staffing required, do not have the capacity to meet growing demand or are in need of essential improvements.

2. KEY BENEFITS

2.1 Realisation of this programme will deliver a significant number of benefits to each organisation and to the public of Lincolnshire. The Key benefits identified in the initial business case, submitted to the Steering Group in December 2015, included;

- Is in line with Government strategy and demonstrates innovative working
- Maintaining and improving services to the public
- Provides efficiency and effectiveness savings and therefore greater value for money
- Greater interoperability and integration opportunities
- Senior Leadership Teams working closer together
- Increased strength through local partnerships
- Provides a new state of the art and future proof estate
- Further enhanced national reputation for Lincolnshire
- Mitigates impact of future cuts
- Improved IT and working environment for staff
- Creates a platform for greater future collaboration

2.2 The programme brief was initially aimed at collaboration, achieved primarily through co-location of the three emergency services across the county. The programme team has identified further potential opportunities for joint working, including shared training facilities, shared procurement and stores and joint community initiatives.

2.3 Whilst work is already ongoing in some of these areas, it is recognised that the Blue Light Collaboration Programme would be a platform for much more to be achieved together in the future.

3. COSTS

3.1 The benefits realisation of the programme are longer term but with a possible generation of austerity ahead and with the prospect of obvious savings opportunities having been exhausted, investing in the short to medium term to realise longer term savings will provide the catalyst for closer working and efficiencies. The financial analysis so far has also determined that, within 11 years, the 'Do Nothing' option will be more expensive to each organisation.

3.2 The programme team commissioned Vinci Mouchel, through the LCC Estates team, to undertake a feasibility study of the LP HQ at Nettleham and Blue Light Campus at South Park in June 2015. This also looked at confirming that operationally the

location of the Blue Light Campus was suitable. This feasibility study formed the basis of the cost modelling for the outline business case.

- 3.3 In preparing the financial case, the programme team have consulted with the property teams from LCC, LP/G4S and EMAS. Indicative costs have been prepared using estimates from current and recent projects, building industry standards and professional estimates. They also included current revenue costs of each organisations buildings to formulate part of the overall cost model.
- 3.4 The primary objective of the Feasibility Report provided by Vinci Mouchel was to provide options to meet the requirements of the Programme Brief with the following preferred options being confirmed;
- Nettleham HQ to accommodate up to 111 additional LFR & LP staff in the existing HQ building
 - Accommodate the Fire Control function within the existing Police Force Control Room
 - Retain the existing County Emergency Centre and HQ building at South Park and build a joint Blue Light Campus on the site
 - Identification of a number of sites where all three services could co-locate across the county

4. TIMEFRAME

- 4.1 The support for the programme from each organisation relied heavily upon the successful Police Innovation Funding Bid from central Government. Now confirmed by the Home Office, a successful bid is normally expected to be delivered within two years of the funding being received, although, it is reasonable to expect a significant programme such as this to be completed in more than two years.
- 4.2 The move of LFR HQ to the Nettleham HQ is planned for June 2017, and the construction of the Blue Light Campus should realistically be completed by December 2018.
- 4.3 The sequencing of the programme elements will necessitate Nettleham HQ to be remodelled first before LFR staff move away from South Park Avenue.
- 4.4 During the Nettleham HQ works, temporary LFR & EMAS operational facilities will be constructed on the South Park Avenue site to maximise the time available to complete the significant demolition and building work for the Blue Light Campus.
- 4.5 Careful sequencing of the construction phase would allow the operational crews to return to a permanent base before the rest of the site is fully completed, minimising any disruption to normal service.
- 4.6 The wider estates review is not dependent on the other key elements of the programme and therefore can begin immediately – with the potential for EMAS to

share the sites at Louth and Sleaford already underway. The remaining sites will be addressed in parallel with the Blue Light Campus work.

4.7 The timescales are dependent upon a number of factors which have been considered by the programme team, including;

- Legal Framework Agreement – Agreement needs to be reached with all parties regarding the ownership, shared costs and rights for each of the joint locations (see below).
- Public Consultation – this will be required, particularly with the relocation of the police station and custody suite to South Park Avenue.
- Trade Union Consultations – discussions with the Police Federation and the FBU/FOA/RFU are yet to be formally started.
- Planning Permission – several local or district councils will be involved in the planning process and the construction is likely to affect a number of local stakeholders.
- Sequencing – The sequencing of work on each of the sites is critical to each organisation, but particularly the Fire service, in maintaining the operational service to the public. Ensuring each element of the programme is well planned is integral to the smooth and timely delivery of the Blue Light Campus.
- PCC elections – The prospect of the PCC elections in May prohibited the project team from progressing any of the wider estates work involving the Police. LP will now consult with the newly elected PCC on the Blue Light Collaboration programme.

4.8 A significant inter-dependency exists with the current fire and rescue IRMP consultation around the proposed change of duty system at Lincoln South fire station. If the Blue Light programme were to progress, any agreed change to the duty system may be subject to a delay before implementation due to the nature of accommodation available to the Service throughout the construction phase. This would impact directly on LFR's ability to meet its current savings targets.

5. LEGAL FRAMEWORK

5.1 Work around the legal framework elements of the Blue Light Collaboration programme is currently in progress. Initial discussions between the East Midlands Police and LCC legal teams took place on 14th April to determine the most suitable vehicle for delivering the framework which will allow all parties to enter into an agreement to achieve the elements of the programme. Both teams are now working together to progress that solution.

5.2 With regards to the Blue Light Campus, the land is presently owned by Lincolnshire County Council and EMAS. The new site would require significantly more space for LP resources compared to LFR or EMAS. In developing the shape of the Blue Light Campus, differing costs and m² requirements have also been identified, with the

costliest element per m² being the Police Custody suite and the least expensive being the Fire & Ambulance appliance bays. We have also identified opportunities for shared space within the plans; this would potentially attract a differing approach towards cost sharing when compared to the rest of the location.

- 5.3 The PCC/LP will remain the accountable body for the Police Innovation Funding grant and how it is spent within the programme.
- 5.4 LP HQ, including the Force Control Room and other buildings are owned by the Office of the Lincolnshire PCC. The current proposal will see LFR based within the HQ main building, Force Control Room and garage area, though exact m² requirements have yet to be set out in detail.
- 5.5 The Wider Estate review has identified 16 short-term locations whereby existing LFR Stations will be utilised by either LP (13 locations) or EMAS (3 locations). No locations have been identified that would see LFR move to a new location, though in the medium to long term there would be options to replace and update existing buildings, such as Bourne, to create a new “mini” Blue Light Campus.
- 5.6 There are a number of situations whereby each organisation could potentially take on the role of tenant/landlord and therefore seek opportunities to share costs, realise capital receipts or generate a revenue stream, potentially based upon an equitable formula. An agreement will therefore be produced which will document the ownership interest of the parties and will set out their rights and liabilities as to ownership.
- 5.7 A possible model based on an example given at a recent Blue Light Collaboration conference saw the creation of a Limited Liability Company that utilised a 999 year lease and collaboration agreement to construct a joint Police and Fire Headquarters.
- 5.8 Initial discussions have indicated a preference for a collaboration agreement dealing with funding and implementation risk and reward supported by lease and potentially licence arrangements to regulate the property relationships. There are considered to be legal issues with a limited liability partnership for delivering the programme and a report is due from the joint legal teams shortly to confirm this.

6. GOVERNANCE

- 6.1 A Steering Group for the Blue Light Collaboration project was formed in April 2015 and has provided strategic direction to the programme during the scoping work and conception of the business case.
- 6.2 Steering Group Board members are drawn from the County Council management team, senior leadership of all services, Executives of PCCs office and EMAS Trust Board members and it is intended that these overlaps will provide a range of perspectives in governance.
- 6.3 A Programme Board and Project Team were also established in April 2015 and has worked to provide the business case and costed options for each organisation to take to its own political decision making process. Once the agreement to proceed has been granted, the programme board will ensure that the appropriate reporting mechanism and scrutiny is in place. Day to

day delivery decisions will be made by the Programme Board which will be represented by each organisation.

- 6.4 The Chief Constable will chair the programme board and be accountable for the governance of the programme. The Governance arrangements are currently under review to ensure that all the appropriate work streams are represented at both programme and steering group level by each organisation.
- 6.5 Governance arrangements will recognise that the emergency services are politically led organisations and also reflects the roles and responsibilities of the programme.
- 6.6 Strategic leads for IT, property, procurement, finance etc. will be represented at both programme board and steering group level. Functional work streams (Blue light campus, Joint Nettleham HQ, Command & control room & Wider estates) will be led by appointed persons from one of the organisations and will report to the programme board on progress.
- 6.7 A 'sounding board' of key executive members from LCC will be formed as the programme progresses to ensure regular communication of progress and to provide reassurance that key outcomes are being delivered as expected. Important decisions as determined by the Leader of the Council will be reserved to the Executive.
- 6.8 Other controls during 'planning the programme' and delivery will include:
- Operating within the national best practice framework 'Managing Successful Programmes' (MSP).
 - Standard MSP programme controls set out as 'deliverables' above.
 - Independent gateway reviews before completion of 'planning the programme' and at least once a year afterwards, including evaluation at programme closure.
 - Review by Internal Audit as appropriate. (It is also anticipated that our external auditors will take a keen interest in this programme).

7. RISKS

Principal Risk/Issue	Mitigation	Inherent Dependency
The Proposed site for Blue Light Campus deemed unsuitable resulting in high cost of remedial action	Appropriate surveys to be completed prior to commencement of project and alternative sites explored if required, to achieve financial viability	The Authority to discuss and agree alternative site locations if necessary
Failure/delays to obtain	Adapt planned works or	Authority to discuss and

planning permission in relation to the Blue Light Campus Site	identify alternative sites	agree a revised Milestone Date and Milestone Plan
Construction Project Costs overrun the budget	Adoption of open book policy from commencement of contract and rigorous financial control of expenditure and stringent scrutiny of request for change that would affect cost.	The Authority identifies and agrees all operating requirements prior to the freezing of the design.
Delays in handover of completed Blue Light Campus	Rigorous monitoring of construction programme ensuring that time critical items are prioritised within construction phasing.	All parties aware of consequences of PIF funding regulations
Police Innovation Funding being withheld due to Home Office regulations not being met during programme	Ensure planning and sequencing phase is thorough, with close monitoring of construction phase to ensure deadlines are met	All parties to discuss potential options if regulations are unachievable

8. LEGAL ISSUES

Equality Act 2010

8.1 The Council's duty under the Equality Act 2010 needs to be taken into account when coming to a decision.

8.2 The Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the [Equality Act 2010](#)
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it: [Equality Act 2010 section 149\(1\)](#). The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; sexual orientation: section 149(7)

8.3 Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it

- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low
- 8.4 The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities
- 8.5 Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding
- 8.6 Compliance with the duties in this section may involve treating some persons more favourably than others
- 8.7 A reference to conduct that is prohibited by or under this Act includes a reference to:
- A breach of an equality clause or rule
 - A breach of a non-discrimination rule
- 8.8 This duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.
- 8.9 An Equality Impact Assessment has not been undertaken at this stage of the Project. However, potential for impacts on people with a protected characteristic have been identified in relation to the accessibility of the buildings (particularly for people with a disability) and changes in work locations and arrangements (with particular reference to women who disproportionately likely to be lone parents or have caring responsibilities
- 8.10 Mitigating actions identified at this stage will be to ensure that accessibility standards are met in the design and construction of buildings and to ensure compliance with the equality policies of the various bodies in managing and undertaking change.

Child Poverty Strategy

- 8.11 The Child Poverty Strategy aims have been taken into account in the preparation of this Report and there are not considered to be any direct consequences for child poverty.

Joint Strategic Needs Assessment (JSNA) and Joint Health and Wellbeing Strategy (JHWS)

- 8.12 The proposals in this Report directly relate to improving the health and well-being of the people of Lincolnshire through greater collaboration between and more efficient operation of the emergency services involved. In particular, the joint location and shared strategies by community safety teams, will enable a more effective and efficient response, particularly to more vulnerable members of the community.
- 8.13 Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.
- 8.14 The proposals in the report contribute to dealing with crime and disorder by providing improved facilities and the more efficient use of resources.

9. CONCLUSION

- 9.1 The Blue Light Collaboration programme is an innovative and exciting venture which has been developed between LP, LFR, EMAS, the Police and Crime Commissioner (PCC) and LCC with the aim of building on the existing collaborative work which currently exists between each of the organisations.
- 9.2 The programme will provide a modern, efficient, and fit for purpose estate which meets the needs of each service into the future, whilst optimising savings and reducing running costs for all.
- 9.3 The programme fully acknowledges the benefits of closer joint working and is aligned with the Government's intent to introduce a duty to collaborate on the three emergency services later this year. It gives each organisation an opportunity to maximise interoperability and integration in the future, but recognises the importance of maintaining their own individual identity.
- 9.4 Overall, Lincolnshire's emergency services will be able to maintain and improve service delivery and increase public confidence by working more closely together and the Executive are asked to approve progression of the programme and the commitment of a maximum of £2m contribution by the Council.

10. LEGAL COMMENTS:

The Council has power to pursue the recommendations. The matters to be taken into account in reaching a decision are addressed in the Report

The decision is consistent with the Policy Framework and within the remit of the Executive if it is within the budget.

11. RESOURCE COMMENTS:

A maximum capital sum of £2m has been allocated to this project from the current years' capital contingency thus ensuring the County Council has earmarked its share of the required matched funding should the project proceed. It is noted that the sum of £600k still needs to be identified by the partners to complete the matched funding element of the project. The funding package will not be complete until this funding has been identified.

12. CONSULTATION

a) Has Local Member Been Consulted?

N/A

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

The matter will have been considered by the Community and Public Safety Scrutiny Committee on the 1 June 2016 and the Committee's comments will be reported to the Executive.

d) Policy Proofing Actions Required

As set out in the report.

13. BACKGROUND PAPERS

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

This report was written by Dave Gilbert, who can be contacted on 07799110499 or dave.gilbert@lincoln.fire-uk.org .

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