

Open Report on behalf of Les Britzman, Chief Fire Officer

Report to:	Public Protection and Communities Scrutiny Committee
Date:	28 July 2020
Subject:	Blue Light Collaboration Programme - Progress Report

Summary:

In December 2015, the three Blue Light Services agreed a programme of collaboration and formally started the 'Lincolnshire Blue Light Collaboration Programme'.

A steering group meeting in May 2016 formally agreed the full programme management structures required which initiated the programme proper.

The programme structure defined the following key elements:

- A shared Fire and Police Service Headquarters (SHQ) project
- A shared Fire and Police Service Control Room (SCR) project
- A combined Lincoln Police/Ambulance/Fire station (South Park) project
- A Wider Estates (WE) review project
- A Wider Interoperability and Integration (WII) Project

The programme has a number of specific milestones although, given the rolling nature of the last 2 elements which are being considered on a case-by-case basis, no specified end date.

This report provides an update on the progress made to date and an indication of work which has been or is planned to be undertaken.

Actions Required:

The committee are invited to note progress within the programme and provide feedback as appropriate.

1. Background

- 1.1 The Blue Light Programme is the umbrella term given to a range of projects to enable collaborative working across the 3 emergency services in Lincolnshire. In June 2016, the Executive considered and approved the Blue Light

Collaboration Programme¹. This firmly set the course for greater cooperation and joint working between the 3 emergency services in Lincolnshire. In March 2017, further key recommendations were agreed by the Executive² including an agreement to enter into a Collaboration Agreement and enter into a works contract for the combined station at South Park. The collaborative legal agreement and the South Park Campus support the Government's policy direction around increased collaboration and integration of emergency services.

- 1.2 The programme includes 3 projects (SHQ, SCR and South Park) which are funded by the 3 partners supported by a Home Office Police Innovation Fund (PIF). The remaining 2 elements (WE and WII) are required to be self-funding based on individual business cases.

2. Current Situation

Shared Headquarters

- 2.1 The first project, namely the inception of a shared Headquarters between Lincolnshire Police and Lincolnshire Fire & Rescue was completed in April 2017 with a formal project closure date of 1st November 2017 and a subsequent 'lessons learned' session.

Shared Control Room

- 2.2 The second project, to share a control room facility with Lincolnshire Police at Nettleham, was completed on Tuesday March 10th 2020. This has been achieved within the initial budget despite being delayed.

Issues with the East Coast and Hertfordshire consortium mobilising system collaboration which have now been resolved, meant the final physical move had been delayed for a significant period. The decision to delay was made to prevent additional expense being required which would have provided hardware with a very limited useable life.

The move to a shared control facility will for the first time bring supervisors from both services together and provide the ability to run adjacent 'Silver' command facilities from within the building.

The move will greatly help satisfy the Joint Emergency Services Interoperability Principles (JESIP) of:-

- Co-location
- Communication
- Coordination
- Joint understanding of risk
- Shared situational awareness.

¹ Executive paper dated 7 Jun 16.

² Executive paper dated 7 Mar 17.

This move alone provides the county with a significant improvement in our capability to respond to a rapid onset emergency without the need for dedicated channels of communication between two of the blue light services.

A lessons learned exercise has again been completed for this part of the programme.

South Park

- 2.3 The South Park development has been complex due in part to the lack of national models to learn from, the intricacies of the site and the building of a full custody suite to current Home Office regulations. As expected this has increased the duration of the build.

Contractual arrangements were made under the pressures of a requirement to spend Police Innovation Fund monies within specific financial years. It is recognised that this fact placed pressures on the project which would otherwise not have been there and in some ways may have affected the relationship between the client and contractor during some stages of the project. This has been captured in detail through the post construction learning sessions.

The full site was 'taken over' on the 18th November 2019 and this marked the beginning of the final decant of staff from West Parade working towards full occupancy. The formal South Park construction contract was signed on 25/02/2020 (completion certificate.)

The complexity of this project should not be underestimated and although there have been significant challenges throughout, is badged as a great success and is a flagship of collaboration for Lincolnshire throughout the country.

The project recently won the 'One team' award at the government property awards ceremony.

Wider Estates

- 2.4 The Wider Estates programme includes various differing collaborative models ranging from potential use of On-call fire stations for EMAS training to tri-service estate sharing. The first station to have shared areas was Grantham Fire station in December 2016 when the Police Underwater search team moved their facilities and vehicles to allow space to be freed at Nettleham for LFR stores.

The first shared Fire and Ambulance station, at Louth, opened officially on the 17th November 2017. The remodelling of the Fire station to enable EMAS to base and mobilise all their assets involved a significant amount of work. This was funded by EMAS.

The new, purpose built facility at Sleaford, which brings together EMAS, LCC departments and Fire & Rescue has been operating since 2018. Work to share LCC estate with EMAS at Boston, Stamford and Spalding has been put on hold until the property strategies for other services are fully understood.

Further strategic work to review the Police estate and identify collaborative efficiencies is currently underway.

Wider Integration and Interoperability

2.5 The Wider Integration and Interoperability project was added to the main programme early on to ensure a process could be followed for any ideas or concepts which begin to fall naturally from the collaborative work. So far work and discussion has taken place on the following subjects:

- A tri-service Symposium was held which included political leaders to explore the will to collaborate
- A Fuel Sharing agreement has been set up between Fire & Police
- Work to combine Policies and set up of working groups in South Park has been completed
- A Joint Executive Group has met at HQ where strategic managers from Police and Fire discuss any issues or quick wins in terms of collaborative activity
- There have been informal, closer working agreements at HQ and other locations in areas such as Alcohol Licensing and Fire Safety
- Best practice has been shared between analyst departments
- Shared training opportunities- underwater search, rope rescue
- The Lowland search and rescue team now occupy Wragby fire station as their HQ under license
- There is a current drone sharing agreement enabling Fire to request the Police drone to provide imagery at large incidents
- Lincolnshire Police have been provided access in some locations to enable drop-ins for breaks in the working day, enabling officers to remain working in the community for longer periods
- Fire and forensic recovery training is being developed

There currently remain 19 opportunities still to be progressed of which varying levels of progress will be seen over the next 12 months.

3. Finances

3.1 The programme costs are shown in the table below.

Key changes to the requirements during the design phase have included:

- An additional floor
- Increased clinical provision (In line with CQC requirements)
- Additional provision for future use of electrical vehicles
- Improved specification of security provisions
- Additional PV cells

At contract signature stage the programme steering group were provided with full clarity on the changes to the design. The County Council funding for the full design solution was approved by the Executive Director of Finance and Public Protection under delegated authority.

Currently the programme is projecting a slight underspend although it is likely that when programme closure occurs the underspend will have been absorbed by sundries currently being discussed at the Blue Light Steering group.

Appendix A provides the most recent financial report sent to the steering group from which the table below is lifted.

Blue Light Programme	Revised Budget	2016/17 Actual	2017/18 Actual	2018/19 Actual	2019/20 Actual	Programme Actual as at Mar-20	Outturn Variance as at Mar-20	Budget Virements	Adjusted Budget	2020/21 Budget	2020/21 Actual to date	2020/21 Forecast	Total Forecast Outturn	Forecast Variance
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Capital Expenditure														
Shared HQ/Control Room														
Headquarters	1.977	1.431	0.546	-	-	1.977	-		1.977	-			1.977	-
Shared Control Room	0.644	-	0.231	0.064	0.088	0.383	(0.261)	(0.027)	0.617	0.234	0.005	0.167	0.550	(0.067)
Total Shared HQ/Control Room	2.621	1.431	0.776	0.064	0.088	2.360	(0.261)	(0.027)	2.594	0.234	0.005	0.167	2.527	(0.067)
Blue Light Campus														
South Park Construction	19.076	0.443	4.609	10.479	3.716	19.247	0.171	0.171	19.247	-		0.058	19.305	0.058
Vinci Mouchel Fees	0.352	-	0.111	0.111	0.145	0.367	0.015	0.015	0.367	-		0.045	0.412	0.045
Client Risk	0.300	-	-	-	0.140	0.140	(0.160)	(0.160)	0.140	-		-	0.140	-
ICT	0.400	-	-	0.026	0.238	0.264	(0.136)		0.400	0.136		0.018	0.282	(0.118)
Furniture	0.330	-	-	-	0.325	0.325	(0.005)		0.330	0.005		0.005	0.330	-
Total excl. level 1 extension	20.458	0.443	4.720	10.616	4.565	20.344	(0.114)	0.027	20.485	0.141	0.000	0.126	20.470	(0.015)
Level 1 Extension	0.562	-	-	0.513	0.039	0.552	(0.010)		0.562	0.010			0.552	(0.010)
Total incl. level 1 extension	21.020	0.443	4.720	11.129	4.605	20.896	(0.123)	0.027	21.047	0.150	0.000	0.126	21.022	(0.025)
Overall Blue Light Expenditure	23.641	1.874	5.497	11.192	4.693	23.256	(0.385)	-	23.641	0.385	0.005	0.293	23.549	(0.092)

4. Conclusion

4.1 The Blue Light programme has been challenging and extremely beneficial bringing together staff at all levels of the three emergency services. Closer working between functional departments at SHQ, integration of operational crews and staff at the shared station locations and real time ability to share time critical situational information in a Shared Control Room have all proved to be significant leaps forward in the world of Blue Light service collaboration. Key points to note include:

- SHQ opened as planned and within budget.
- Shared Control Room occupied behind schedule but within budget.
- A fully operational tri-service station at South Park. The first of its kind nationally incorporating a Fire station, Emergency ambulance base with deep clean facilities, State of the art Home Office compliant custody suite and a significant number of divisional Police departments.
- The wider estates project which has provided opportunities to share estate at Sleaford, Louth and Grantham amongst others which has been the catalyst for improved ways of working between the emergency services staff at operational incidents.

4.2 Next Steps

The programme governance has recently changed due to the major projects now being complete, the emphasis moving onto the continuation of Wider Estate (Linked with OPE) and reinvigoration of the wider collaborative initiatives.

With a clear intent to streamline and refresh the programme the governance structure now consists of:-

- Steering Group – Chaired by CFO (Strategic)
- Collaboration Delivery Group – Rotating second tier manager (Delivery)
- Terms of reference for both groups have been agreed)

5. Consultation

a) Have Risks and Impact Analysis been carried out?

Yes

b) Risks and Impact Analysis

- There are live risk logs which will be discussed at the Collaboration Delivery Group Meetings.
- An Equality Impact Assessment (EIA) was carried out for the SHQ project.
- An EIA has been carried out for the South Park Development.
- EIAs are carried out for each individual Wider Estate location.
- An EIA has recently be revisited prior to the move to SCR.

6. Appendices

These are listed below and attached at the back of the report	
Appendix A	Blue Light Collaboration Programme Steering Group Financial update

7. 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 Area Manager Tim Joyce, who can be contacted on 07799110491 or tim.joyce@lincoln.fire-uk.org.