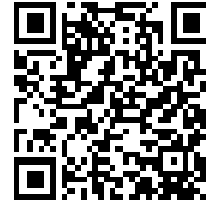


**To: All Members of the Police and Fire Collaboration  
Committee  
(and any other Members who may wish to attend)**



**J. Henshaw  
LLB (Hons)  
Clerk to the Authority**

Tel: 0151 296 4000  
Extn: 4113 Kelly Kellaway

Your ref:

Our ref KK/DM

Date: 21<sup>st</sup> August 2015

Dear Sir/Madam,

You are invited to attend a meeting of the **POLICE AND FIRE COLLABORATION  
COMMITTEE** to be held at **2.00 pm** on **TUESDAY, 1ST SEPTEMBER, 2015** in the  
Liverpool Suite.

Yours faithfully,

Clerk to the Authority

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**MERSEYSIDE FIRE AND RESCUE AUTHORITY**  
**POLICE AND FIRE COLLABORATION COMMITTEE**

**1 SEPTEMBER 2015**

**AGENDA**

**Members**

**Dave Hanratty (Chair of Merseyside Fire & Rescue Authority)**  
**Les Byrom** (Vice-Chair of Merseyside Fire & Rescue Authority)  
**Linda Maloney** (Vice-Chair of Merseyside Fire & Rescue Authority)  
**Jane Kennedy** (Police & Crime Commissioner)  
**Sue Murphy** (Deputy Police & Crime Commissioner)

**1. Preliminary Matters**

The Committee is requested to consider the identification of:

- a) declarations of interest by individual Members in relation to any item of business on the Agenda
- b) any additional items of business which the Chair has determined should be considered as matters of urgency; and
- c) items of business which may require the exclusion of the press and public during consideration thereof because of the possibility of the disclosure of exempt information.

**2. Minutes of the Previous Meeting**

As this is the first meeting of this Committee, there are no previous Minutes submitted for approval.

**3. Terms of Reference For Joint Police And Fire Collaboration Committee** (Pages 5 - 6)

To consider and endorse the proposed Terms of Reference for the Joint Police And Fire Collaboration Committee.

**4. Fire and Police Collaboration Programme** (Pages 7 - 20)

To consider Report CFO/073/15 of the Chief Fire Officer and Chief Constable, concerning a proposed framework to explore opportunities for further collaboration between Merseyside Fire and Rescue Authority (MFRA) and Merseyside Police (MP) and the draft Guiding Principles to inform the Collaboration Programme.

**5. Dates of Future Meetings**

To consider and approved a schedule of dates for future meetings of this Committee.

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If any Members have queries, comments or require additional information relating to any item on the agenda please contact Committee Services and we will endeavour to provide the information you require for the meeting. Of course this does not affect the right of any Member to raise questions in the meeting itself but it may assist Members in their consideration of an item if additional information is available.

Refreshments

Any Members attending on Authority business straight from work or for long periods of time, and require a sandwich, please contact Democratic Services, prior to your arrival, for arrangements to be made.

## POLICE AND FIRE COLLABORATION COMMITTEE

### DRAFT TERMS OF REFERENCE

1. To act as a Strategic Board to oversee collaboration between Merseyside Police (MP) and Merseyside Fire and Rescue Authority (MFRA).
2. To consider reports on progress towards budget savings created by collaboration on operational issues.
3. To consider reports on progress towards budget savings created by collaboration on shared premises wherever possible.
4. To consider proposals created by an Officer led project group to share transactional support services and associated costs savings and timescales for this.
5. To consider any other potential opportunities to make savings by shorter or longer term proposals.
6. To make recommendations to the Police and Crime Commissioner and Merseyside Fire and Rescue Authority about potential collaboration opportunities between MP and MFRA.
7. To provide a template for future developments in legislation around collaboration

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# Agenda Item 4

<b>MERSEYSIDE FIRE AND RESCUE AUTHORITY</b>			
<b>MEETING OF THE:</b>	<b>JOINT POLICE AND FIRE COLLABORATION COMMITTEE</b>		
<b>DATE:</b>	<b>1<sup>st</sup> SEPTEMBER 2015</b>	<b>REPORT NO:</b>	<b>CFO/073/15</b>
<b>PRESENTING OFFICER:</b>	<b>CHIEF FIRE OFFICER STEPHENS AND CHIEF CONSTABLE MURPHY</b>		
<b>RESPONSIBLE OFFICER:</b>	<b>DCFO GARRIGAN DCC COOKE</b>	<b>REPORT AUTHOR(S)</b>	<b>AM JOHN McNEIL CH INSP HELEN CORCORAN</b>
<b>OFFICERS CONSULTED:</b>	<b>MFRA STRATEGIC MANAGEMENT GROUP</b>		
<b>REPORT TITLE:</b>	<b>FIRE AND POLICE COLLABORATION PROGRAMME</b>		

<b>APPENDICES:</b>	<b>APPENDIX A: COLLABORATION / SHARED SERVICES GUIDING PRINCIPLES</b>
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## **Purpose of Report**

1. To request that the Committee approve the proposed framework to explore opportunities for further collaboration between Merseyside Fire and Rescue Authority (MFRA) and Merseyside Police (MP) and the draft Guiding Principles to inform the Collaboration Programme attached at Appendix A.

## **Recommendation**

2. That members:
  - a. Approve the draft Guiding Principles for the Collaboration Programme attached at Appendix A
  - b. Instruct the Chief Fire Officer (CFO) and Chief Constable (CC) to undertake a joint review of existing and potential opportunities for collaboration in line with the methodology detailed within the Guiding Principles.

## **Introduction and Background**

3. Members will recall that at its meeting on 14<sup>th</sup> July 2015 the Fire and Rescue Authority approved the establishment of a Joint Fire and Rescue and Police Committee. The report detailed the current and anticipated legal and financial drivers for collaboration between the two services. Members instructed the CFO and CC to establish a small project team to consider current and potential future collaboration and to adopt an agreed set of guiding principles to inform the Collaboration Programme.

### **Principles of the Collaboration Programme between Merseyside Fire and Rescue Service and Merseyside Police.**

4. The primary objective of the Collaboration Programme is to deliver an approach, which is underpinned by defined and agreed high-level guiding principles that supports progress,

provides clear strategic direction to those involved in the collaborative journey and assists in the expeditious realisation of benefits.

5. The following high-level guiding principles are proposed:

- To maintain Merseyside Fire and Rescue Service and Merseyside Police as independent organisations capable of delivering flexible, efficient Fire and Rescue and Policing services to meet local community needs.
- To identify cashable efficiency savings for each organisation that enables the Fire and Rescue Authority and Police and Crime Commissioner to protect frontline service delivery.
- To enhance the quality of Fire and Rescue and Police services and develop their respective models in a way that is inclusive of each other.
- To establish a governance structure for the collaborative programme that enables timely and well informed decision making that enjoys the confidence of the Fire and Rescue Authority, Police and Crime Commissioner and both organisations.

## **Scope**

6. The Collaboration Programme will initially focus on understanding the areas where joint working would be most beneficial. The following business areas will be considered:

### **A. Corporate Services**

- Human Resources
- Occupational Health
- Finance
- Procurement
- Vehicle Fleet Management
- Estates/Facilities
- Press Office
- Communication and Marketing
- Performance/Corporate Development
- Legal Services
- ICT

7. The Collaboration Programme will also seek to develop a greater understanding and explore the potential opportunities for joint working; where appropriate with NWAS, in the following areas:

### **B. Ways of Working**

- First Responding
- Preparedness (Operations)
- Community Risk Management

### **C. Shared Estates**



8. Once the initial scoping has been completed, decisions will be required in relation to which business areas will progress to an opportunity assessment.

**Methodology**

9. The Collaboration Programme will be developed using the following phased approach:

Phase One (28 Days)	Scoping Exercise to identify potential opportunities for collaboration.
Phase Two (90 Days)	Opportunity assessment to identify potential high level options for collaboration in agreed business areas.
Phase Three (60 Days)	Outline business case followed by 60 day model consultation
Phase Four (60 Days)	Phase Four (60 days) – Full business case - cost benefit analysis to build well evidenced business cases supporting new delivery models and new ways to fund services jointly.
Phase Five	Implementation and staff consultation.

10. In addition:

- Findings and proposals will be jointly documented using standardised templates.
- All findings and proposals made must be underpinned by a thorough and demonstrable understanding of relevant resources, processes and demand data.
- The evaluation work should be conducted using systems thinking/continuous improvement techniques.

**Governance**

11. The early Project work will commence on 2<sup>nd</sup> September 2015.
12. Initial findings will be monitored by Legal and HR Directors from each organisation and reported to Joint Programme Boards chaired by the Deputy Chief Officers. The Programme Board will oversee a number of project teams all with a nominated lead from each of the relevant organisations. The work of these teams will be coordinated by the collaboration team.
13. A full Chief Officer Board, attended by the respective Chief Officer teams will consider further progression of the options identified. It is this point that decisions will be made as to which of the reviewed areas of business should proceed to formal proposals.
14. All formal proposals will be presented to the joint Fire and Rescue Authority and Police and Crime Commissioner Committee for consideration of the business cases and decisions made in relation to formal approval

**Equality and Diversity Implications**

15. Any identified deliverables emanating from the programme will be subject to a full Equality Impact Assessment, throughout the development process and compliance with the requirements of the Equality Act 2010 will be maintained.

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**Staff Implications**

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16. It is recognised that there is the potential for significant impact on staff, however this cannot be fully gauged until further analysis has taken place. The Collaboration Programme Team will as part of the initial review, draw up a communication strategy with the intention of keeping staff fully informed of the process at all stages.
17. MFRS and Merseyside Police will enter into consultation with all relevant stakeholders and representative bodies.

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**Legal Implications**

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18. There is a great deal of legislation affecting both organisations, both existing and the form of Bills progressing through the Parliamentary process. These include Cities and Local Government Devolution Bill 2015 which has now passed its House of Lords stages and will need to be re-examined by the House of Commons by 1<sup>st</sup> and 2<sup>nd</sup> Reading, Committee and Report Stages, 3<sup>rd</sup> Reading and Royal Assent.
19. All relevant legislation will need to be taken fully into consideration when establishing potential collaboration outcomes. The Collaboration Programme Team will liaise closely with the Legal Teams in each organisation. The legal teams will monitor changes and progress of legislation and advise the Collaboration Team accordingly. Legal advice will also be provided to the Chief Officer Board.

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**Financial implications & Value for Money**

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20. Cost benefit analysis will be an integral part of all outcomes as part of the Collaboration Programme.
21. A joint financial modelling package will be developed by the coordination leads, with support from Merseyside Fire and Rescue Service and Merseyside Police Finance Officers.

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**Risk Management, Health & safety and Environmental Implications**

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22. Each project work stream will be delivered in line with recognised project management methodology. Consequently a risk register will be created and maintained throughout the life of the project.
23. All outcomes will be subject to a full risk assessment in line with the requirements of the MHSWR
24. No direct environmental implications have been identified.

<b>Contribution to Missions:</b>	<b>‘Safer Stronger Communities – Safe Effective Firefighters’ ‘Community First’</b>
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25. The communities of Merseyside will continue to benefit from the best possible protection from its Blue Light Services and put the community at the heart of everything we do.

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**Background papers**

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MFRA Report CFO/070/15  
Cities and Devolution bill  
Briefing paper 06649 “Combined Authorities”

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**Glossary of Terms**

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MFRA Merseyside Fire & Rescue Authority  
MP Merseyside Police  
PCC Police & Crime Commissioner  
MHSWR Management of Health & Safety at Work Regulations 1999  
NWAS North West Ambulance Service

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**COLLABORATION / SHARED SERVICES  
GUIDING PRINCIPLES  
BETWEEN:**

**MERSEYSIDE FIRE AND RESCUE SERVICE**

**MERSEYSIDE POLICE**

**Document Status: DRAFT**

**Version Number: 0.2**  
**Created: 14/08/2015**

## 1. PURPOSE

The purpose of this document is to provide a summary of the guiding principles, objectives and scope of this review and its key deliverables, so that all parties have a clear understanding of what is expected. These Principles must be agreed / signed (in section 4) at the commencement of the review by the Deputy Chief Fire Officer of Merseyside Fire and Rescue Service and Deputy Chief Constable of Merseyside Police.

## 2. CONTEXT & GUIDING PRINCIPLES

The primary objective of the Collaboration Programme is to deliver an approach, which is underpinned by defined and agreed principles, supports progress and provides clear strategic direction to those involved in the collaborative journey and assists in the expeditious realisation of benefits.

The following high-level guiding principles have been agreed:

- To maintain Merseyside Fire and Rescue Service and Merseyside Police as independent organisations capable of delivering flexible, efficient fire and policing services to meet local community needs.
- To identify cashable efficiency savings for each organisation that enables the Fire and Rescue Authority and Police and Crime Commissioner to protect frontline service delivery.
- To enhance the quality of Fire Rescue and Policing services and develop their respective models in a way that is inclusive of each other.
- To establish a governance structure for the collaborative programme that enables timely and well informed decision making and that enjoys the confidence of the Fire and Rescue Authority, Police and Crime Commissioner and both organisations.

At all times during this review, recognition is given to the importance of being:

- Transparent and open with each other, adopting a 'no surprises' approach.
- Equal partners.
- Flexible, pragmatic and prepared to compromise.
- Clear, with a well understood governance structure.
- Early engagement with the Fire and Rescue Authority and Police and Crime Commissioner.

In addition project leads will each work in a way in which:

- Focuses on what matters to the public.
- Ensures that all officers and staff become more self-sufficient.
- Embeds more agile and flexible structures and ways of working in order that we may meet future changes.
- Uses advances in technology and science to support our service delivery to the public.
- Reduces the costs of our Estate in line with existing Estates Strategies.
- Uses evidence-based principles.

## 3. PROJECT DEFINITION

### 3.1 OBJECTIVES

To conduct a comprehensive scoping exercise in order to identify potential collaborative opportunities where improvements could be made to service delivery, value for money and productivity by adopting a shared services model. Shared Services can encompass a wide variety of models, including collaboration on many different levels and each will be considered on its merits as potential options.

This approach will require both organisations to jointly:

- Evaluate their current position in terms of cost and resources.
- Evaluate their current functions / service delivery (using evidence based techniques such as work force demand analysis, stakeholder consultation, robust assumptions and professional judgement).
- Where applicable / available, the results of comparator benchmarking data should be analysed and incorporated into the scoping work.
- Utilise the baseline information to identify collaboration / shared service opportunities that will deliver meaningful and joint financial benefits.

### 3.2 SCOPE

The team will focus initially on understanding the areas where joint working would be most beneficial and will consider the following areas:

#### A. Corporate Services

- Human Resources
- Occupational Health
- Finance
- Procurement
- Vehicle Fleet Management
- Estates/Facilities
- Press Office
- Communication and Marketing
- Performance/Corporate Development/Planning
- Legal Services
- ICT

The Collaboration Programme will also seek to develop a greater understanding and explore the potential opportunities for joint working; where appropriate with NWAS, in the following areas:

#### B. Ways of Working

- First Responding
- Preparedness (Operations)
- Community Risk Management

#### C. Shared Estates

Once the initial scoping has been completed, decisions will be made in relation to which business areas will progress to an opportunity assessment.

### 3.3 RESOURCE REQUIREMENTS

John McNeill (MFRS) and Helen Corcoran (Merseyside Police) will act as Coordination Leads for the programme.

Each organisation will need to identify Project Review Leads for each business area. They will also require a small internal Project Team.

### 3.4 METHODOLOGY

The project will incorporate standard Project management methodology.

	Phase	Timescale	Deliverables
1	Initial research and project scoping	28 days	<ul style="list-style-type: none"> <li>• Agree Terms of Reference and define governance process.</li> <li>• Establish a Coordination Lead and internal project team.</li> <li>• Establish a Review Lead in each business area.</li> <li>• Create an overarching Project Plan.</li> <li>• Establish 'best practice'/benchmarking with other Fire and Rescue and Police Services</li> <li>• Map current position in terms of costs and resources.</li> <li>• Map current function/service delivery.</li> <li>• Identify potential 'quick wins'.</li> <li>• Identify stakeholder groups.</li> <li>• Create communications and engagement plan.</li> <li>• Create risk register.</li> </ul>
<b>Progress Report to the relevant Programme Board (Blue Light Collaboration Programme Board and Police/Fire and Rescue Services Corporate Services Review Board) before progressing to next phase.</b>			
2.	Conduct an 'Opportunities Assessment'.	90 days	<p>Findings and proposals will be jointly documented by Review Leads using a standardised Opportunities Assessment template.</p> <p>Report on proposals for potential collaborative working that includes the following;</p> <ul style="list-style-type: none"> <li>• Potential savings</li> <li>• Threats / Risks and Interdependencies.</li> <li>• Timeframes</li> </ul>
<b>Present to Joint Chief Officer Board for consideration and ratification</b>			
3.	Outline Business Case	60 days.	<p>Review Leads complete an 'outline business case', that includes the following:</p> <ul style="list-style-type: none"> <li>• Opportunities, high-level options and models.</li> <li>• Proposals of where collaboration / shared services may be beneficial; this should range from full department / functional mergers i.e. one department providing the service to both organisations through to options in-between.</li> <li>• The proposals should be underpinned with evidence of feasibility, a cost / benefit analysis and impact / risk assessment.</li> <li>• It should also identify internal / external interdependencies (both current and anticipated) and be supported by a gap analysis of what action would be required to progress.</li> <li>• Identification of areas of business where it would not be appropriate to consider collaboration / shared services supported by evidence based rationale.</li> </ul>
<b>(after the 60 days) Present to Joint Chief Officer Board Model Consultation begins – 90 days</b>			



	Phase	Timescale	Deliverables
4.	Complete Full Business Case	60 days	Review Leads complete a 'full business case', that includes the following (this will be similar to the above); <ul style="list-style-type: none"> <li>• Summary of People and savings</li> <li>• Current Service Provision</li> <li>• Demand Analysis</li> <li>• Recommendations for Change</li> <li>• Consultation</li> <li>• Impact Assessment</li> <li>• Implementation considerations</li> <li>• People Impact</li> <li>• Equality Analysis</li> <li>• Costs and Savings</li> <li>• Risk Assessment</li> <li>• Interdependencies</li> </ul>
<b>Joint Fire and Rescue Authority and Police Committee Consideration</b>			
5.	Implementation and staff consultation	T.B.A (dependent on the scale)	Tracked approach.

- Collaborative working will only be progressed after each party has ensured that all possible efficiencies have first been made within their respective organisations.
- All findings and proposals made must be underpinned by a thorough and demonstrable understanding of relevant resources, processes and demand data.
- Any savings estimations must be derived from the financial modelling package that will be developed by the Coordination Leads in conjunction with Financial advisers from both organisations.
- The evaluation work should be conducted using agreed systems thinking/continuous improvement techniques.

### 3.5 EXCLUSIONS

- Scoping work will only be undertaken on those areas of business defined and agreed.
- It is acknowledged that in the longer-term, collaboration scoping may not be exclusively limited to just these areas.
- Wholesale outsourcing.
- Wholesale mergers.
- Collaborative arrangements with Private Sector companies or organisations.

### 3.6 ASSUMPTIONS

- Ongoing and locally run change projects that cover some / all of the 'in scope' areas of business will continue to be progressed in order to bring consistency to processes which may drive out efficiencies that result in local cashable savings being achieved.
- Consideration will be given to legal or regulatory frameworks governing arrangements.
- Regard will be given to each organisations' regional and national requirements and obligations.
- Local Senior Management Teams and Trade Unions & Staff Associations will be briefed that this scoping work has been commissioned.

- That any collaboration / shared services proposals will not have a detrimental impact on the principles that each organisation deems important to their identity and would wish to protect.

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### **3.7 INTERDEPENDENCIES**

The Government Comprehensive Spending Review (CSR) presents significant financial challenges to Merseyside Fire and Rescue Service and Merseyside Police along with the respective Fire and Rescue Authority and Police and Crime Commissioner.

In response to the CSR, both organisations have set up change programmes to identify options for change, which will result in efficiencies and financial savings.

The outcome of the collaboration reviews should be considered in all current and future (local) change projects to ensure all opportunities are maximised, work is not duplicated, local proposals would not impact on the viability of longer-term collaboration and savings are not 'double counted'.

### **3.8 GOVERNANCE**

#### **Governance Principles**

1. The maintenance of good governance arrangements to enable the Fire and Rescue Authority and Police and Crime Commissioner to properly discharge their responsibilities in maintaining efficient and effective fire and police services.
2. The maintenance of joint Fire and Rescue Authority and Police and Crime Commissioner Governance Committee meetings and joint Chief Officer meetings to govern proposed collaboration business cases within the boundaries of these terms of reference.
3. The Deputy Chief Fire Officer and Deputy Chief Constable will maintain oversight of the change programme and ensure that both the programme and individual projects are managed professionally.
4. Decision making will be informed by recommendations that are underpinned by an analysis of the operational, organisational and financial risk, threats and opportunities that exist.
5. Governance structures and processes will be developed to achieve timely and sound decision making. (see Appendix One)

#### **Governance Arrangements and Structure.**

The Project will commence on 2<sup>nd</sup> September 2015.

To ensure the Collaboration Programme meets the outlined requirements and timescales it is imperative that the governance is robust but without becoming overly bureaucratic. It will be the role of the Coordination Leads to jointly manage these requirements.

Joint Project Review Leads will be required to submit progress/status reports to the Coordination Leads on a fortnightly basis (standard template will be utilised).

Initial findings and options will be reported to Joint Programme Board meetings chaired by Deputy Chief Fire Officer Garrigan and Deputy Chief Constable Cooke. A full Chief Officer Board, attended by the respective Chief Officer teams will consider further progression of the options identified. It is at this point that decisions will be made as to which of the reviewed areas of business should proceed to formal proposals.

All formal proposals will be presented to the joint Fire and Rescue Authority and Police and Crime Commissioner Committee for consideration of the business cases and decisions made in relation to formal approval.

**4. GUIDING PRINCIPLES SIGN OFF (Chief Officer Sponsor)**

Agreed by	Name	Signature	Date
Merseyside Fire and Rescue Service	Deputy Chief Fire Officer Garrigan		
Merseyside Police	Deputy Chief Constable Cooke		

**Document History:**

Version	Summary of Changes	Document Status	Date Agreed

