

**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 HP/DM

Date: 2 September 2016

Dear Sir/Madam,

You are invited to attend a meeting of the **POLICE AND FIRE COLLABORATION
COMMITTEE** to be held at **2.30 pm** on **MONDAY, 12TH SEPTEMBER, 2016** in the
Liverpool Suite at Merseyside Fire and Rescue Service Headquarters, Bridle Road,
Bootle.

Yours faithfully,

Clerk to the Authority

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MERSEYSIDE FIRE AND RESCUE AUTHORITY
POLICE AND FIRE COLLABORATION COMMITTEE

12 SEPTEMBER 2016

AGENDA

Members

Dave Hanratty (Chair)
Jane Kennedy (PCC)
Les Byrom
Linda Maloney
Sue Murphy (Deputy PCC)

1. Preliminary Matters

Members are 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 Previous Meeting (Pages 5 - 8)

The minutes of the previous meeting of the Police and Fire Collaboration Committee, held On 7th June 2016, are submitted for approval as a correct record and for signature by the Chair.

3. Police & Fire Collaboration Programme Committee update (Pages 9 - 20)

To consider Report CFO/068/16 of the Chief Fire Officer, concerning an update on progress of the collaboration programme.

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.

MERSEYSIDE FIRE AND RESCUE AUTHORITY

JOINT POLICE & FIRE COLLABORATION COMMITTEE

7 JUNE 2016

MINUTES

Present: Cllr Dave Hanratty (Chair) Councillors Les Byrom,
Linda Maloney and Sue Murphy (Deputy PCC)

Also Present:

Apologies of absence were received from:
Jane Kennedy (PCC)

1. CHAIRS ANNOUNCEMENT

The Chair requested that all present introduce themselves.

Information regarding general housekeeping and confirmation of the recording of proceedings was provided by the Chair to all in attendance.

The Chair then declared the meeting open.

2. Preliminary Matters

Members of the Committee considered the identification of declarations of interest; any urgent items; and any business that may have required the exclusion of the press and public:

Resolved that:

- a) No declarations of interest by individual Members in relation to any item of business on the Agenda were made; and,
- b) No additional items of business to be considered as matters of urgency were determined by the Chair; and
- c) No items of business, which may have required the exclusion of the Press and Public during consideration because of the possibility of the disclosure of exempt information, were identified.

3. Minutes of Previous Meeting

The Committee considered the Minutes of the previous meeting of the Police and Fire Collaboration Committee, held on 15th March 2016.

It was requested that the following amendments be made to the Minutes as printed:

- **Item 4 – last paragraph** Be amended to read:

“The PCC informed the Committee of work to be undertaken by an independent consultant on the cost benefits of closer working between MFRA, Merseyside Police and the Office of the Police and Crime Commissioner (OPCC); and it was suggested that the consultant be asked to assist with undertaking a cost benefit analysis for all options of collaborative activity between the three organisations.”

- **Item 4 – resolution d)** “..., including potential Governance models” be deleted.
- **Item 4 – under discussion took place regarding recommendation 2c)** the spelling of Commissioner be amended.

With the inclusion of the amendments above, the minutes of the previous meeting of the Police and Fire Collaboration Committee, held on 15th March 2016, were approved as a correct record and signed accordingly by the Chair.

4. Police & Fire Collaboration - Corporate Services Review

Members considered report CFO/043/16 of the Chief Fire Officer, concerning progress of the development of the Outline Business Case for Collaboration in the delivery of Corporate Services for Merseyside Police, Merseyside Fire and Rescue Authority and the Office of the Police and Crime Commissioner.

Members were provided with an overview of the report which highlighted the key political and financial drivers for preparing an Outline Business Case in relation to shared corporate services.

Members were informed of the challenges around the development of a Corporate Services business case, and how the engagement of an external consultant was therefore considered to be the most effective solution. As such, an “Invitation to Tender” has been drafted and published, which sets out the requirements.

Those areas which are to be considered in scope, were highlighted to the Committee, along with the key deadlines for the process.

The Chair of the Committee confirmed that this process would not include a review of governance arrangements, which would be considered at a later stage.

Members Resolved that:

The engagement of consultants to work with officers to produce an outline business case and suitable operating model for collaboratively delivering the Corporate Services functions of Merseyside Police, Merseyside Fire & Rescue Authority and where appropriate the Office of the Police & Crime Commissioner, be approved.

5. Police / Fire Collaboration - Service Delivery Update

Members considered Report CFO/044/16 of the Chief Fire Officer concerning an update on the service delivery projects and outline business cases for the Blue Light Collaboration Programme.

Members were provided with a brief overview of the report which highlighted the work streams being considered.

The Chair expressed thank on behalf of the Committee to the Collaboration Team for all their work to date.

Members Resolved that:

The content of the report be noted.

Close

Date of next meeting Monday, 12 September 2016

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| MERSEYSIDE FIRE AND RESCUE AUTHORITY | | | |
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| MEETING OF THE: | POLICE AND FIRE COLLABORATION COMMITTEE | | |
| DATE: | 12 SEPTEMBER 2016 | REPORT NO: | CFO/068/16 |
| PRESENTING OFFICER | CFO STEPHENS | | |
| RESPONSIBLE OFFICER: | AM JOHN MCNEILL | REPORT AUTHOR: | JOHN MCNEILL HELEN CORCORAN |
| OFFICERS CONSULTED: | JOINT CHIEF OFFICER GROUP PROCUREMENT TEAMS | | |
| TITLE OF REPORT: | POLICE & FIRE COLLABORATION PROGRAMME COMMITTEE UPDATE | | |

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| APPENDICES: | APPENDIX A: CORPORATE SERVICES REVIEW – DESIGN PRINCIPLES |
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Purpose of Report

1. To inform of the progress of the collaboration programme in the following areas:
 - Development of the Outline Business Case (OBC) for collaboration in the delivery of Corporate Services for Merseyside Police, Merseyside Fire and Rescue Authority and the Office of the Police & Crime Commissioner.
 - Development of the Outline Business Cases for collaboration in the delivery of: Operational Planning, Joint Capabilities and Procedures, Training Delivery and Community Risk Management, between Merseyside Police, Merseyside Fire & Rescue Authority and North West Ambulance Service.

Recommendation

2. That Members note the contents of the report and provide comment on any strategic considerations, which may potentially impact on implementation of the recommendations contained within the Outline Business Case(s).

Introduction and Background

Corporate Services Review

3. At meeting on 7th June 2016 the Joint Police and Fire Collaboration Committee ("the Committee") considered report CFO/035/16.
4. The Committee has previously acknowledged that Merseyside Police and MFRA are both required to deliver significant savings following the current spending review. The greater level of savings that can be delivered through

collaboration around Corporate Services the more opportunity there is to protect operational response capabilities. The CFO and CC recognise that the organisational capacity does not exist within Merseyside Police and MFRA to conduct the extent of forensic analysis required to produce the OBC.

5. The Committee acknowledged that the development of the Corporate Services business case was particularly challenging and complex and that it presented significant risk to all parties. Consequently, in order to support this work, and in light of the changing political landscape, the Committee approved the recommendations of the report relating to going out to tender for the engagement of consultants to work with officers to produce an outline business case and suitable operating model that considers fully costed options to transform corporate services across the OPPC, Merseyside Police and MFRA.
6. The Invitation to Tender (ITT) described the outcomes to be achieved by examining the different functions to identify where improvements can be made to service delivery, value for money and productivity by adopting a shared service model either as single organisations or as a collaborative endeavour between the three organisations. Shared services can encompass a wide variety of models, including collaboration on many different levels. The merits of each option need to be considered to identify the most appropriate model for delivery.
7. A Crown Commercial Services framework was identified as the most appropriate to market and following consultation with the procurement leads from MFRA and Merseyside Police, the ITT was published on the “Blue Light tendering portal” on 11th May 2016.
8. On 18th May 2016 Officers hosted a “Supplier Open Day” which was attended by eight of the potential twenty suppliers’ party to the framework.
9. The deadline for bids to be received was 10th June 2016. Six bids were received. These were evaluated by the collaboration leads and Procurement Managers from MFRA and Merseyside Police utilising the marking scheme published in the ITT and in line with Crown Commercial Service guidance.
10. The marking scheme is outlined below :
 - a. Quality requirements – 40%
 - b. Team experience and capability – 5%
 - c. Knowledge and skills transfer – 5%
 - d. Track record – 10%
 - e. Presentation and bidder interviews – 10%
 - f. Cost – 30%
11. The remaining 10% of the total marks were allocated to be awarded at interview stage based on the overall score. Two bidders had already attracted in excess of 10% of the total more than any other therefore only these bidders were invited to interview.

12. The evaluation process revealed that the lower bidder was not as strong qualitatively as some of the other bids, however the price quoted was significantly lower than any other. Consequently they were progressed to the interview stage. Deloitte were notably strong in the quality of their bid.
13. The interviews were conducted on 23rd June 2016 jointly led by the Deputy Chief Fire Officer, Merseyside Police Director of Resources, and the Chief Finance Officer for the OPCC.
14. Both bidders were invited to give a 30 minute presentation which detailed their proposed approach to delivering the requirements prior to panel questions.
15. At the conclusion of the process Deloitte LLP were identified as the preferred bidder and following approval by the OPC and MFRA were awarded the contract.
16. Subsequently the programme team met with Deloitte to agree the deliverables of the project (Appendix A). The MFRA and Merseyside Police procurement teams have jointly drafted an agreement to which all parties have signed.
17. Week one of the project commenced on 15th August 2016 and the core team whose members are drawn from MFRS, Merseyside Police and Deloitte have been co-located at unit 5a Vesty Park, Bootle.
18. A leadership event facilitated by Deloitte and attended by the Principal Officers from MFRS and Merseyside Police took place on 17th August. At this event both leadership teams jointly agreed the design principles to guide the future requirements emanating from the project. These can be found at appendix A.
19. This was followed by a Stakeholder event held 23rd August. At this event, attended by the Lead Officers from all organisations, senior stakeholders were briefed by Deloitte on the planned delivery of the project. All attendees were to raise any risks or other issues they identified and in doing so to contribute to the development of the Risk Register.

Other Work streams.

20. The Collaboration Project Team under the governance of the Programme Board (which includes NWS as they are in scope for all areas other than Corporate Services) have now completed the development of the Outline Business Case (OBC) for the Phase One Projects of the "Blue Light Collaboration Programme" as identified in the guiding principles.
21. The recommendations emanating from each OBC are due to be presented to the Chief Officers group on 6th September

Each OBC follows the same analytical process and includes the following areas:

- Current service provision and operating models
- Legal and statutory requirements
- Customers
- Organisational structures
- Summary of resources and costs
- Recommendations for change
- Consultation
- Implementation considerations
- Costs and implications
- Benefits
- Risk Assessment
- Interdependencies
- Equality Impact Assessment

22. The full OBC for each workstream has not been reproduced for this report, however copies can be obtained by Committee Members from the Programme Team on request. A brief overview of the recommendations are presented below:

Co-location / Shared Estate

23. There are already good example of the effective sharing of buildings notably:

- HART and Search and Rescue Teams co-located at Croxteth
- Joint Control Centre
- NWAS located on 6 Fire Stations

24. The Estates managers from the three organisation meet on a regular basis to review progress and to provide update on their respective internal change programmes. The table below provides an overview of the current situation for each of the opportunities identified.

Operational Preparedness – Operational Planning

25. The OBC sets out proposals to create a single ‘Joint Operational Planning Team’ across all three organisations.

26. There are three key functional areas where teams can be aligned and integrated:

- Contingency Planning
- Event and Operational Planning
- Business Continuity.

There are some functions that relate to only one organisation for example site specific risk information for MFRA and VIP/covert operations for Merseyside Police. Whilst these functions will form part of a joint operational planning team they will remain aligned to each organisation.

27. It is recommended that the model should be delivered using a phased approach.

The proposed phases are:

Phase 1 - Co-Location

Phase 2 - Shared management structure (Command Team)

Phase 3 - Single management structure and joint teams for different functions

Phase 4 - Development of omnicompetent staff who can work across the three emergency services

28. A review and evaluation can be undertaken after the implementation of each phase to consider whether to move forward with the next stage. The order of the phases can be reviewed and modified, with cognisance of interdependencies and consideration can also be given to expand the scope of work that can be undertaken during any of the phases.

Joint Capabilities & Procedures

The outline business case makes the following recommendations:

29. Create a catalogue of specialist services and equipment across the three organisations that can be shared and disseminated to enhance knowledge, understanding and improve efficiency and effectiveness in line with JESIP principles.
30. During the workshops with staff from each of the specialist teams it was apparent that they were not all aware of each other's specialist capabilities and equipment/vehicles which are available. Creating a catalogue will ensure both specialist and non-specialist teams are fully aware of each other's capabilities and skills when considering tactical options and responses to incidents.
31. Align training days for Matrix (Merseyside Police), Search and Rescue Team (MFRA) and Hazardous Response Teams (NWAS) to allow joint specialist training and exercises.
32. Each organisations specialist teams have pre-planned training days. There are opportunities to align these training days to enable joint specialist training which will help further develop JESIP principles.
33. When purchasing specialist equipment and vehicles, each organisation considers the opportunities for joint procurement and joint use of vehicles/equipment to maximise efficiency and effectiveness.
34. As part of this work MFRA and Merseyside Police are considering the joint purchase of a drone with a paper being submitted to Chief Officers.

35. MFRA are considering the purchase of a new Incident Command Vehicle. Work is currently being undertaken to explore the opportunities of this being a shared vehicle between MFRA and Merseyside Police.
36. During the Operational Response Collaboration Project further work will be undertaken to look at the joint operational response to Missing from Homes and Concern for welfare which may include each organisation's specialist capabilities.

Training Delivery

37. The OBC makes 23 recommendations in relation to the provision of joint training in the following areas
 - First Aid/Trauma Training
 - Health & Safety
 - Leadership
 - Coaching and Mentoring
 - Method of Entry Training
 - Rope Access/Working at Height/Confined Spaces
 - Search Training
 - CBRNe
 - Physical Fitness Training/Assessments
 - E-Learning
 - Crime
 - Driver Training
38. The recommendations include:
 - Trainers from one organisation providing training for the other organisation(s)
 - Places allocated for students from other organisation(s) on existing courses
 - Joint Course (existing) or development of new courses/
 - Use of other organisations venues/training facilities and equipment.

Community Risk Management

39. The OBC recommends the creation of a Joint Community Safety Team with a central hub and locally based teams.
40. The proposed model has been developed as a result of a detailed review and consultation with each of the teams to identify an enhanced joint service delivery by combining prevention, protection, intelligence and engagement techniques used by each organisation to ensure the most efficient and effective service is delivered to the communities of Merseyside.

Central Hub

41. It is proposed to integrate MFRA central Community Prevention and Protection based functions with Merseyside Police's Local Policing Engagement Unit (currently Community Engagement Unit) using a phased approach:

Functions which can be jointly developed include:

- Community Risk Management
- Youth Engagement
- Volunteers
- Community Events and Engagement
- Protection Officers and Architectural Liaison Officer

Locally Based Community Safety Teams

42. It is proposed to bring together staff from MFRA locally based Community Prevention and Protection Teams and Merseyside Police's Community resources from their Local Policing Teams to form a joint Community Safety Team based locally in each Local Authority Area.
43. There are a number of functions and activities the locally based teams can provide including:
- Safe and well visits
 - Detailed assessment of needs
 - Frequent Callers/High intensity Users
 - Target Hardening Visits
 - Prevention/Problem Solving
 - Data Sharing
 - Education
 - Community Resilience
44. The team can support Community resilience in times of need, e.g. adverse weather, heightened tensions. MFRA and Merseyside Police carry out reassurance to increase feeling of safety. A joint team could ensure greater expertise, using a joint strategy to target areas using social media, and the proposed Police Community Messaging Service. At times of increased Threat, Harm and Risk e.g. heightened OCG activity, the team could be involved in an "Operational Relentless" whereby a number of relevant agencies work together in a particular area as a show of strength for the public.
45. In bringing together staff from MFRA and Merseyside Police to form a joint locally based Community Safety Team it is proposed to use a phased approach similar to that presented for Operational Planning.

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46. Any identified deliverables arising from the Outline Business Case for all work streams will be subject to a full Equality Impact Assessment throughout the implementation process and compliance with the requirements of the Equality Act 2010 will be maintained.

Staff Implications

47. It is recognised that there is the potential for significant impact on the staff from both organisations, however this cannot be fully gauged until further analysis has taken place and will be considered within any outline business case
48. A Communication and Engagement Plan details the approach to be taken in keeping staff fully informed of the process.
49. MFRA and Merseyside Police will continue to consult with all relevant stakeholders
50. All consultation with the Representative Bodies will be conducted through the normal procedures in accordance with National employment law timescale requirements. Formal consultation will be planned and coordinated between the Fire and Rescue Authority and Police and Crime Commissioner/Chief Constable to ensure continuity of message to all employees and utilisation of internal best practice.

Legal Implications

51. The Government have made clear the intention to legislate to enable PCC's and FRA's to collaborate where a local case is made
52. The Policing and Crime Bill continues in the parliamentary process.
53. The House of Commons agreed a carry-over motion for this Bill on 7th March 2016. This means that consideration of the Bill will be resumed in the 2016-17 session.
54. The Bill is currently set to go into the Committee Stage in the House of Lords commencing 14th September 2016 which requires a line by line reading.

Financial Implications & Value for Money

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

Risk Management, Health & Safety, and Environmental Implications

57. The “Blue Light Collaboration programme is being delivered in line with recognised project methodology. A risk register has been created which will be maintained by the Collaboration Programme Team.

Contribution to Our Mission:

- *Safer Stronger Communities – Safe Effective Firefighters*
- *‘Community First’*

58. All parties are committed to achieving maximum efficiency and value for money through collaboration which will facilitate the best possible service delivery for the communities of Merseyside.

BACKGROUND PAPERS

Police and Fire Committee Report – CFO/073/15

Police and Fire Committee Report CFO/087/1

Police and Fire Committee Report - CFO/035/16

Cities and Local Government Devolution Act

Police and Crime Bill

GLOSSARY OF TERMS

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| Design principle | Additional information |
|---|---|
| Exploits leading practices | <ul style="list-style-type: none"> • Leading practices in corporate services functions and shared services will be used to inform and stretch the future options |
| Rationalises and shares management and strategic capacity between the parties where appropriate | <ul style="list-style-type: none"> • Options will include a reduction in management roles and establishment of shared roles where these can effectively support the organisations • Opportunities to enhance the resilience of strategic capacity will be explored |
| Provides flexibility and scalability to meet future changes | <ul style="list-style-type: none"> • The options will enable the organisations to adapt to future changing needs and challenges, including incorporating other organisations within any shared service or collaborative model |
| Takes advantage of technology developments / improvements in line with delivering business requirements | <ul style="list-style-type: none"> • Advances in technology will be considered where they address the needs of the wider business need • Technology developments will not be considered in isolation of positive impact on delivering wider organisational objectives |
| Enables strategic capacity, statutory roles, and specialist services to operate effectively | <ul style="list-style-type: none"> • Strategic, statutory, and specialist roles / services will not be exempt from collaboration / sharing if this maintains / enhances effectiveness for the organisations |
| Improves consistency and standardisation across functions | <ul style="list-style-type: none"> • Processes will be the same across the organisations wherever possible • Exceptions to standardisation will only be considered where the business requires a bespoke solution |

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| Integrates roles and processes where possible to remove functional / organisational barriers | <ul style="list-style-type: none"> • Opportunities for integration of roles and processes at all levels across the organisations will be tested • Integration should increase productivity and efficiency and/or capacity |
| Maximise self-service | <ul style="list-style-type: none"> • Self-service will be optimised where it leads to increased efficiency and effectiveness for the individual, the manager or the organisation |
| Co-locates staff where appropriate and practical | <ul style="list-style-type: none"> • Opportunities for co-location of staff will be explored to help realise efficiencies. |
| Eliminate where possible | <ul style="list-style-type: none"> • Remove unnecessary process steps and hand-offs • Unnecessary or duplicative activities will be stopped prior to considering collaboration |
| Paperless wherever feasible | <ul style="list-style-type: none"> • There will be increased use of automated processes leading to reduced manual inputs and reliance on paper forms • Automated processes will aim to increase direct inputs into system(s) |
| Won't be constrained by existing policies | <ul style="list-style-type: none"> • Where appropriate, existing policies/guidance will be subject to amendment to deliver opportunities for more effective and efficient service delivery, including collaboration |