

## MERSEYSIDE FIRE AND RESCUE AUTHORITY

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|----------------------|-------------------------------|----------------|----------------|
| MEETING OF THE:      | POLICY & RESOURCES COMMITTEE  |                |                |
| DATE:                | 14 <sup>TH</sup> JANUARY 2014 | REPORT NO:     | CFO/004/14     |
| PRESENTING OFFICER   | DCEO K TIMMINS                |                |                |
| RESPONSIBLE OFFICER: | DCEO K TIMMINS                | REPORT AUTHOR: | DAVID ROBINSON |
| OFFICERS CONSULTED:  | I CUMMINS                     |                |                |
| TITLE OF REPORT:     | JOINT CONTROL CENTRE UPDATE   |                |                |

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|-------------|------|
| APPENDICES: | NONE |
|-------------|------|

### Purpose of Report

1. To inform Members of progress on all the work-streams associated with the Joint Command and Control Centre, (JCC) development at SHQ Bridle Road including the Heritage Centre and related Workshops works and to look ahead at the key programme milestones between now and practical completion.

### Recommendation

2. That Members
  - a) note the report
  - b) approve the budget amendments outlined in the financial implications section
  - c) grant delegated power to the DCE to approve any required further minor variations to the capital budget for any finalised variations (in consultation with the chair and to fund these from the capital reserve that members have set aside for this purpose already.

### Executive Summary

Excellent progress has been made on the project especially on the 2 storey building. However, Kier have recently identified a small delay (of a maximum 6 weeks) which has arisen because of unexpected issues arising in the building phase including:-

- the discovery of an unknown sewerage manhole in the main computer room,
- design delays for the diverse power solution/ power and data termination at the workstations
- the discovery of "low-level" asbestos in the existing switch room which required specialist removal.

The project remains ahead of the original CLG reported timescales.

A number of staff teams have decanted from HQ as the office refurbishment progresses.

The Police are reconsidering their use of the Gym and this may require a reconfigured design with minimal cost to MFRA.

It has been identified that relocating the reception desk would allow an "invest to save" proposal of approximately £110k which would allow ongoing revenue savings and efficiencies. It is proposed to fund this and some other minor variations from the capital investment reserve that members had set aside for this purpose.

The project has delivered 5 apprenticeships with a further 3 to come. 83 % of subcontractors used come from within 20 miles of HQ.

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### **Introduction and Background**

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3. Members will recall that it is just 2 years since the first informal discussions with Merseyside Police around the concept and feasibility of creating a combined control room and strategic/tactical command suites took place.
4. Since then, very rapid progress requiring significant resource input by, in particular, in-house ICT (and telent), Legal, Estates & Procurement departments has been made. Key activities (now completed) were to:-
  - Agree a governance structure
  - Form a joint project team
  - Identify the best site to build from both an operationally effective and economic perspective.
  - Procure additional land from Sefton Council for car parking
  - Agree on terms for the Development Agreement (terms during the building phase) and a Tenancy Agreement (terms when building in occupation)
  - Agree a Service Level Agreement which provides a framework for re-charging Merseyside Police for the actual cost of sharing the site
  - Decide on the route to market for a building contractor and then tender and select a winner
  - Develop site and building designs taking account of the stringent requirements for high levels of security and power and other infrastructure resilience and diversity
  - Secure planning permission with a concession for a relatively high ratio of car parking spaces to staff
  - Engage with stakeholders across both organisations to identify culture differences and explore ways of harmonising the workforces
  - Agree and draft a Security Protocol setting out steady-state management of security including staff vetting
  - Develop decant plans for the JCC with the arising from the major refresh to the existing 2-storey SHQ building
  - Manage the on-going complex site and traffic management H&S issues during the build phase

- Develop a design for extending the Heritage Centre and secure a partnership with NWAS together with funding
- Develop a design for extending Vesty Unit 1 (Workshops) to accommodate a commercial partner and further centralise storage
- Develop a new SHQ training facility including a training tower, explosives store and quad bike “garage”
- Develop existing space at the Training and Development Academy (TDA) to accommodate Secondary MACC and go-live
- Agree a significant capital investment in “state of the art” control room technology (SAN H & ICCS) and via telent go out to market for their supply.

### JCC Progress

5. Since the last update in June, 1<sup>st</sup> phase work developing the new 2-storey extension has continued on programme. In addition, a new replacement Secondary Control Room for resilience has been developed at the TDA. The facility was recently successfully used operationally to facilitate planned maintenance at the main MACC at Derby Road.
6. On 9<sup>th</sup> December 2013 work also started to refresh and refurbish the existing 2-storey SHQ block. Members will recall that the work is being carried out by ADTW through a contract let directly by the Authority and not as a sub-contractor to Kier.
7. The works have been phased to allow for decant of staff between floors and into other service buildings. Currently the 1<sup>st</sup> floor is undergoing strip-out and over a 10 week period will be completely refreshed including furniture and new office layouts. Following a 2 week gap and decant back in to the 1<sup>st</sup> floor from ground, the ground floor including the Occupational Health Unit will undergo an identical exercise.
8. Members have approved development work on the Heritage Centre and the Workshops. This was expected to be achieved by way of variation to the existing main contract with Kier, however, it has become increasingly obvious that to do so would result in the risk of significant slippage to the main JCC works due to over-stretching what Kier describe as their limited resources which they are reluctant to increase. Consequently, it was decided to re-phase and re-procure this work separately. The aim is to go to tender (the route to market being under consideration by the procurement department) in March/April 2014 with work commencing on-site in May 2014.
9. Work has progressed extremely well on the 2 Storey Extension and at the time of writing Kier is engaged in the second fix of mechanical & electrical equipment, completing the suspended ceiling grid, completing internal screens, completing the computer floor, applying floor finishes, fitting automatic doors (atrium) and painting and decorating all areas.
10. However, alongside the excellent progress of this design & build scheme a number of unavoidable issues have emerged as you might expect on a project of

this scale. These will impact on programme as we move forward in to the final fit-out of JCC and on to the refurbishment of the old “Shining” corridor. The main complications were:-

- the discovery of an unknown sewerage manhole in the main computer room,
- design delays for the diverse power solution/ power and data termination at the workstations
- the discovery of “low-level” asbestos in the existing switch room which required specialist removal.
- In some instances design delays have been compounded by lengthy negotiations over commercial issues. This particularly applies to the issue of providing suitable terminations for power and data at workstations.

11. As a result of the above, Kier recently announced (19/12/13) that currently they estimate a definite slippage period of 3 weeks and a further *potential* slippage of 3 weeks giving a worst-case slippage of 6 weeks. Work is underway with a view to minimise this.

The JCC project Team is in discussions with Kier about the cost of Kier’s presence on site (known as preliminaries) for an extra 6 weeks and contractual penalties for late completion.

12. The following table shows the old & new key milestones based on the worst-case scenario:

| <b>Milestone</b>   | <b>Old Date</b>                  | <b>New Date</b>                  |
|--|----------------------------------|----------------------------------|
| <b>Completion of JCC 2-storey extension</b>                        | 24/1/14                          | 10/3/14                          |
| <b>Police licence for limited occupation activates</b>             | 4/2/14                           | 20/3/14                          |
| <b>Full Practical Completion including “Shining” refurbishment</b> | 12/5/14                          | 23/6/14                          |
| <b>Police tenancy activates</b>                                    | 22/5/14                          | 3/7/14                           |
| <b>Go-Live JCC</b>   | To be agreed but post above date | To be agreed but post above date |

It is considered prudent that the project bases decant and migration programmes around the worst case new dates and the scheduling is being reviewed and revised accordingly. It should be noted that this represents a relatively small variation on a project of this scale and the deadlines remain well ahead of where CLG expect the Authority to be.

#### Police use of Gym

13. At a very early stage in the project the then Merseyside Police Authority decided that Police staff would not use the new gym and consequently, the Police Authority should not have to share the cost of developing that area. This decision is reflected in the apportionment of costs as captured in the Development Agreement.

14. The decision significantly influenced gym design. The 70m<sup>2</sup> floor area currently proposed is the same as the existing gym at SHQ as this has proven to be sufficient for the use of HQ staff and will also accommodate the slight increase in numbers resulting from the MACC relocation.
15. Recently, Merseyside Police have expressed an interest in using the gym. As a consequence a complete review of the design of the gym and associated locker rooms and showers is underway, with Merseyside Police funding the majority of the redesign fees. The design brief is to increase the floor area to approximately 130m<sup>2</sup> and provide double the number of pod-style showers.
16. Design options together with budget costs will be available for consideration early in the New Year and at this point informed decisions can be taken. Any net additional cost (after police contribution) is not expected to be major and it is recommended that delegated authority be granted to the DCE in consultation with the Chair to agree any variations to the scheme arising from the final design, up to a value of 5% of the total project cost.

#### New Reception

17. As site design developed it became apparent that the optimum location for SHQ/JCC reception should be close to and accessible from the Visitor car park, accessed from the new vehicle entrance at the South West end of the site. This has the added appeal of releasing space in the existing location for storage and offices for representative bodies and the Sports & Social Club. In addition, the re-design presents the opportunity to generate additional revenue savings and efficiencies by :
  - Co-locate reprographics with reception and post-room and in so doing ensure optimum staff working arrangements and efficiencies
  - Explore alternative accessible pedestrian access arrangements for site visitors
18. A design is yet to be finalised but the scheme will require additional invest to save funding (see Financial Implications section)

#### Community Engagement

19. Pulse Regeneration was appointed by Kier Construction to act as the Community Engagement Champion on the project. During the pre-construction period this role has included consultation with key partners in order to develop a community engagement plan for the project to ensure that the local and wider community within Sefton benefits from the scheme in the longer term.
20. As at 20<sup>th</sup> December 2013, the following progress has been made in relation to providing 8 young people opportunities in building trade related apprenticeship schemes:
  - 4 apprenticeships secured

- One trainee directly employed
- The final three apprenticeship positions will be secured early in the New Year

21. Records are maintained of the use of local subcontractors -83% of companies employed are located within a 20 mile radius and 60% of companies have an "L" postcode.

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#### **Equality and Diversity Implications**

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22. The design of the JCC will comply in full with the requirements of the Equality Act 2011 and current Building Regulations.

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#### **Staff Implications**

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23. MACC staff currently located at the Derby Road site in Bootle will have to re-locate to Bridle Road, a distance of 4.2 miles by road. Bus routes run along Bridle Road and there are bus stops within 100m in both directions. Aintree train station is less than 1 mile away.

24. The re-location is not expected to cause staff any undue travel difficulties. It is expected that a negotiated solution would be reached with staff around a small amount of support for transport cost increases (for those suffering an increase) in line with Authority policy on relocation.

25. The new site will provide much improved facilities and working environment for staff.

26. The new JCC will form part of the Critical National Infrastructure. As such, it will be necessary to ensure that all staff and contractors that have access to the facility are vetted by the police to level 3 clearance. MFRA staff affected includes the MACC and Operational Planning teams together with cleaners, estates and ICT/Telent who will, on occasion, have to enter to maintain the building. A security protocol detailing access levels and management responsibilities has been agreed with Merseyside Police.

27. A series of communication workshops are underway during which police staff responsible for vetting will explain the process to affected MFRA staff. MFRA HR Department is currently considering policies to meet all eventualities including the management and support arrangements required should any issues or concerns arise from the vetting process.

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**Legal Implications**

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- 28. A Development Agreement has been signed by MFRA and the PCC which covers the cost apportionment and responsibilities during the design and build phases of the project.
- 29. The Development Agreement includes an agreement for lease clause which obliges MFRA to grant a lease and the PCC to enter into a lease on practical completion of the project.
- 30. The risk of a Judicial Review of the planning decision ceased on 3<sup>rd</sup> July 2013.
- 31. The form of lease is attached to the Development Agreement and will be signed in substantially the same form as that attached to the Development Agreement. The lease will deal with the terms of PCC's occupation of the JCC including a service charge for utilities, maintenance and services.
- 32. An amendment to the Development Agreement will be required if police belatedly decide to use the gym and the request can be accommodated.

## Financial Implications & Value for Money

33. The currently approved budget for the project overall including all elements and the ICT upgrades and improvements to MACC equipment totals £11.4m as set out in the table below. The Merseyside element being £6.3m.

| <b>Currently Approved Budget</b>   |  |                       |                |                |
|------------------------------------|--|-----------------------|----------------|----------------|
|                                    |  | <b>Current Budget</b> | <b>Split</b>   |                |
|                                    |  | <b>Total</b>          | <b>MP</b>      | <b>MFRA</b>    |
|                                    |  | <b>£'000</b>          | <b>£'000</b>   | <b>£'000</b>   |
| <b>Key Build Elements</b>          |  |                       |                |                |
| Main JCC Project                   |  | 9,679.6               | 5,053.0        | 4,626.6        |
| Training Tower                     |  | 185.0                 |                | 185.0          |
| Museum                             |  | 150.0                 |                | 150.0          |
| Workshops                          |  | 350.0                 |                | 350.0          |
| <b>Key Merseyside ICT Elements</b> |  |                       |                |                |
| JCC Airwave Solution               |  | 667.0                 |                | 667.0          |
| JCC Specialist IT                  |  | 244.0                 |                | 244.0          |
| JCC Conference Room Refresh        |  | 58.0                  |                | 58.0           |
| New back up Control                |  | 16.0                  |                | 16.0           |
|                                    |  | <b>11,349.6</b>       | <b>5,053.0</b> | <b>6,296.6</b> |
| <b>Funded by</b>                   |  |                       |                |                |
| Government Grant                   |  | 1,800.0               |                | 1,800.0        |
| Borrowing                          |  | 726.6                 |                | 726.6          |
| Reserves                           |  | 2,995.0               |                | 2,995.0        |
| PCC/MPA                            |  | 5,053.0               | 5,053.0        | 0.0            |
| Capital Receipt Derby Road         |  | 700.0                 |                | 700.0          |
| External Contribution to museum    |  | 75.0                  |                | 75.0           |
|                                    |  | <b>11,349.6</b>       | <b>5,053.0</b> | <b>6,296.6</b> |

34. As discussed above there have been some minor variations and innovations to the project as delivery has progressed. Notably the proposal to invest additionally in the reception design to deliver long term revenue efficiencies which has an invest to save cost of approximately £110k.
35. In addition there have been other variations, for example the diverse power solution, which have further increased costs but many of these are related to police requirements where they meet the cost. The total increase in the capital budget overall is £328,000, of which £166,000 is attributable to MFRA (Including the reception relocation). Members will recall that they established a capital reserve to cover such unforeseen variations and to manage the risks associated with major capital projects. It is there therefore recommended that £163,000 is allocated from that reserve to cover this cost.



36. The overall project cost will now therefore be £11.7m.

37. There remain a number of smaller items/risks outstanding on the project which may lead to smaller variations in cost overall including the potential for gym design amendments as discussed in the body of the report. These are not expected to be major variations (Less than 1% of scheme total). A number of items have been identified as either providing scheme enhancements or are required to resolve existing building-related issues including:

- Access Control
- Gym
- Furniture & Fittings (Fire only)
- 1:50 Changes (new drawings)
- Switch Room
- Front Reception Entrance
- Temporary Reception
- Generator move
- Cashless Payment System

38. This report seeks approval to allow the DCE to amend the capital budget for any finalised variations (in consultation with the chair) if any minor variations do materialise and to fund these from the capital reserve that members have set aside for this purpose already (capped at 5% of project budget).

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#### **Risk Management, Health & Safety, and Environmental Implications**

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39. In order to provide adequate controls and management of risk a PRinCE2 project management approach has been employed in line with other major projects run in recent times by the Authority. The organisational structure spans all partners. A Steering Group comprising of Elected Members and Principle Officers sits at the top of the organisational structure. A conventional PRinCE2 Project Board manages the day-day issues and risks.

40. The design team have been briefed to incorporate construction measures which will result in a BREEAM standard of at least "Very Good"

41. The design team have liaised with the counter-terrorism unit to ensure appropriate safeguards are provided to the site.

42. The Construction (Design Management) Regulations 2007 will be fully complied with at the construction phase of the project and independent consultants will be appointed to advise.

43. Suitable arrangements will be made for business continuity and in particular fall back arrangements for MACC whilst building and decant take place. Once relocated the fall back arrangements for MACC are intended to be provided at the TDA

- 44. Increased public perception and re-assurance that the emergency services collaboration leads to a more effective response.
- 45. Local knowledge and experienced control personnel enabling a speedier response to incidents (in comparison to regional centres)
- 46. Co-location of Fire, Police, and NWS Operational Planning Teams with Local Authority Emergency Planning Teams will foster cross-pollination of ideas and greater understanding and appreciation of service-specific issues in the context of multi-agency planning.
- 47. Sharing of information, e.g., gazetteer building in command and control for potential 'risk sites i.e., COMAH Sites'.
- 48. Potential for reduction in response times through multi agency approach.
- 49. Enhanced staff training opportunities, which will accrue through a single, seamless approach.

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| <b>BACKGROUND PAPERS</b> |
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**CFO/081/13**

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| <b>GLOSSARY OF TERMS</b> |
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|--------------|--|
| <b>NWAS</b>  | North West Ambulance Service                                   |
| <b>JCC</b>   | Joint Control Centre   |
| <b>MACC</b>  | Mobilising & Communication Centre                              |
| <b>ICCS</b>  | Integrated Command & Communication System                      |
| <b>SAN H</b> | Service Access Node H (Airwave Ground Base Network Fibre Feed) |