

AWARD RECOMMENDATION REPORT

PROVISION OF EMERGENCY SERVICES FUEL CARDS

CCPF18A01

CONTRACT FOR

SURREY AND SUSSEX POLICE CONSTABULARIES

Award Recommendation Report Provision of Emergency Services Fuel Cards CCPF18A01

1. EXECUTIVE SUMMARY

Procurement Route:	CCS Commercial Agreement RM6000 – Fuel Card and Associated Services
Contract Term:	4 th March 2019 to 22 nd March 2021. Options to extend:
	 (i) 23rd March 2021 to 22nd March 2023. (ii) 23rd March 2023 to 22nd March 2024.
	Extension option (i) above is exercisable under the existing Commercial Agreement RM6000 terms and conditions. This is on the basis that Call Off contracts operated via Commercial Agreement RM6000 can continue for up to two years following the Commercial Agreement expiry date (currently 22 nd March 2021).
	Extension option (ii) above can only be exercised if CCS exercise the Commercial Agreement RM6000 one year extension option (i.e. 22 nd March 2021 to 22 nd March 2022).
Contract Value:	Allstar Fuel Cards £1,836,038 during the initial 25 month Contract term (£881,298 per annum).
	Total Contract (Fuel Cards & Fuel Usage) inclusive of Option periods is up to £500,000,000 (inclusive of VAT).
Budget:	Up to £500,000,000 (inclusive of VAT).
Savings:	a. Total Guaranteed Fuel Card Contract saving of £220,329 during the initial 25 month Contract term (£105,758 per annum) due to reduced monthly card fees.
	b. Additional savings of £404,156 during the initial 25 month Contract term (£193,995 per annum):
	 £96,033 during the initial 25 month Contract term (£46,096 per annum) resulting from Allstar calculation of reduced monthly card fees (£151,854 - £105,758 per annum).
	• £308,123 during the initial 25 month Contract term (£147,899 per annum) due to the change to discount diesel mid-cif rate and the new discount on all fuel types at all fuel sites.
	c. Stretch Target savings of £4,296,223 during the initial 25 month Contract term (£2,062,187 per annum) may be achieved during contract period arising from:
	Maximum of £922,921 during the initial 25 month Contract

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	 term (£443,002 per annum) resulting from (a) the removal of unused cards, (b) identification of contingency cards and (c) no card fees for unused contingency cards. Maximum of £3,373,302 during the initial 25 month Contract term (£1,619,185 per annum) resulting in all fuel going through discount diesel sites and all other fuels receiving 0.4 pence per litre (ppl) discount.
Procurement Duration:	102 working days.

2. INTRODUCTION

- 2.1. The purpose of this document is to describe the procurement event and inform Surrey and Sussex Police Constabularies (Lead Customer) of the results of the Invitation to Tender (ITT) evaluation for Provision of Emergency Services Fuel Cards. In addition this report makes recommendation and seeks approval for formal award of contract. This report is written in accordance with the requirements of Chapter 4, Records and Reports, specifically paragraph 84 (reporting and documentation requirements) of the Public Contracts Regulations 2015.
- 2.2. The Contract is also available to be utilised on a Contract Share basis by all Emergency Service Organisations and council organisations listed at Annex 1 of this document.
- 2.3. This procurement event has been conducted under the Public Contracts Regulations 2015.
- 2.4. This procurement event was conducted as per Crown Commercial Service's Standard Operating Procedures (SOPs) and lean working practices to ensure a fully compliant procurement process.
- 2.5. All approvals are in place for each required milestone as defined within annex A Procurement Strategy Report.

3. BACKGROUND

- 3.1. CCS acted as the 'Agent' in undertaking a procurement event for Surrey and Sussex Police Constabularies to source a Supplier to provide Fuel Cards to UK Emergency Services Organisations. The procurement event therefore sought to appoint a contracted provider following expiry of existing Emergency Service Organisations' specific contracts for provision of Fuel Card services.
- 3.2. This process included the following steps:
 - 3.2.1. Route to Market Recommendation Analysis
 - 3.2.2. Document Preparation
 - 3.2.3. Issuing the ITT
 - 3.2.4. Holding a clarification period
 - 3.2.5. Submission of bids

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- 3.2.6. Evaluation of bids
- 3.2.7. Award of contract
- 3.3. The requirement was not sub-divided into Lots as the UK Emergency Service Organisations wished to secure bulk discount savings across the entire fuel spend of the Police, Fire and Rescue and Ambulance services.
- 3.4. The contract will be for an initial 25 month period with options to extend in 2 further increments reviewed on an annual basis. (25 months + 2 years + 1 year).
- 3.5. The total estimated contract value is £500,000,000 (inclusive of VAT). This is based on the Emergency Service Organisations' anticipated spend on diesel and unleaded between the Contract Award date and the final expiry date. The value does not take into account general fuel price increases and additional increases arising from the United Kingdom's exit from the European Union.

Stakeholder Name	Organisation	Role	
Jonathan Bloomer	Crown Commercial Service.	Procurement Lead/Commercial Evaluator.	
Steve Lewis	Crown Commercial Service.	Procurement Lead/Commercial Evaluator.	
Jon Lloyd	Crown Commercial Service.	Procurement Evaluator.	
Darren Blundell	Surrey & Sussex Police.	Lead Customer Contact / Evaluator – Joint Procurement Unit for Surrey & Sussex Police.	
Kim Alliband	Metropolitan Police Service.	Lead Customer Contact / Evaluator – Joint Procurement Unit for Metropolitan Police Service.	
Sarah Keeping	South West Police Procurement Department.	Evaluator.	
Chris Malkin	Police Fleet Manager, Lancashire Constabulary.	Evaluator.	
James Richards	AmbulanceNationalAmbulanceProcurementDelivery Manager.	Lead Customer Contact / Evaluator – for UK Ambulance Services Organisations.	
Sarah Wood	Strategic Head of Transport for Fire and Police, Staffordshire.	Lead Customer Contact/Evaluator – for UK Fire and Rescue Services.	
Pete Aighton	Procurement Officer, Devon and Somerset Fire and Rescue Service.	Evaluator.	
Ron Wright	Transport and Technical Manager, Northumberland Fire and Rescue Service.	Evaluator.	
Tim Sykes	Head of Fleet Services, Cheshire Constabulary.	Evaluator.	

3.6. The stakeholder group for the procurement was as follows:

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4. PROCUREMENT STRATEGY

- 4.1. Following the review of the requirement, various procurement routes were considered, of which Commercial Agreement RM6000 Fuel Card and Associated Services was considered to be the best option. Further details can be found at Annex A Procurement Strategy Report.
- 4.2. The specification was agreed on 6th September 2018 and the proposed award date was 20th September 2018.
- 4.3. The expected duration of the procurement was initially 18 working days. This was discussed and agreed with the Authority's representative and recorded within the Procurement Strategy Report.
- 4.4. The tender was launched on 6th September 2018 with a deadline of 20th September 2018. Due to requests from bidders to extend the deadline, it was initially put back to 24th September 2018 and then again to 4th October 2018. The timetable was therefore due to operate as follows:

DATE	ACTIVITY
Thursday 6 th September 2018	Publication of ITT inclusive of Launch of e-Sourcing event.
Thursday 6 th September 2018	Clarification period starts.
Thursday 20 th September @ 1800 hours	Clarification period closes ("Tender Clarifications Deadline").
Tuesday 25 th September 2018 @ 1800 hours	Deadline for the publication of responses to Tender Clarification questions.
Thursday 4 th October 2018 @ midday	Deadline for submission of Tenders to the Agent ("Tender Submission Deadline").
Thursday 4 th October 2018 to Wednesday 10 th October 2018	Evaluation Process.
Thursday 11 th October 2018	Tender Evaluation Panel Consensus Meeting.
Tuesday 16 th October 2018	Proposed Award Date of Contract.
Thursday 18 th October 2018	Expected execution (signature) date for Contract.
Friday 19 th October 2018	Expected commencement date for Contract.

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DATE	ACTIVITY
Friday 19 th October 2018 to Friday 30 th November 2018	Two to six weeks mobilisation for implementation of the new Contract.

4.5. The revised expected duration of the procurement was 29 working days, which is more than the initial target days, as a result of the reasons outlined in section 4.4. However, due to matters originating from the Tender Evaluation Panel Meeting held on 11th October 2018 (detailed in Section 9 of this document) and an extended post evaluation clarification period, the expected contract award date is now 29th January 2019. This is a total of 102 working days.

5. CLARIFICATION PERIOD

- 5.1. Following the publication of the ITT, a clarification period was held for Potential Providers to submit any questions that arose after viewing the procurement documentation.
- 5.2. The questions that were submitted were generally regarding:
 - Extensions to the deadline for return of tenders.
 - Pence Per Litre (PPL) Discount.
 - Breakdown of Emergency Service Organisations' timings for payment of invoices.
 - Covert fuel cards.
 - Whether fuel card spend included VAT.
 - Whether a single fuel card should be provided per user that works for at least 70% of UK fuel sites.
 - Scenarios in which fuel cards would need to be enabled to work overseas and whether Emergency Service Organisations would be prepared to hold pre-enabled cards for such usage.
 - Details of how many queries from Emergency Service Organisations are likely to be "out of hours."
- 5.3. Maxol Oil Ltd also submitted a letter via email and also via the e-Sourcing Suite (received after the deadline for receipt of clarification questions), asking if CCS would divide the requirement into regional Lots. This was because they are based in Northern Ireland and only service public sector organisations who operate there. Maxol also referred to the requirement for UK–wide 70% fuel site coverage as being unachievable by most Potential Providers within RM6000. CCS responded to advise that (as in previous discussion regarding a separate Lot for Northern Ireland), this would undermine savings based on the entire UK Emergency Services' fuel spend which we were seeking to achieve. CCS also said that 6 of the 9 Potential Providers in RM6000 had confirmed acceptance of the tender, which suggested they could meet the 70% coverage requirement.
- 5.4. The full set of clarification responses can be found at Annex B Clarification Reponses.

6. PROCUREMENT EVENT CLOSURE – TENDER RESPONSES RECEIVED

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6.1. In total, 9 Potential Providers were invited to participate in this procurement event. Tender submissions were received as follows:

	Potential Provider Name	Bid Status (declined/accepted/bid)
1.	Allstar Business Solutions Ltd	Accepted / Bid
2.	Barclays Bank PLC / TA	Accepted / Did not bid.
	Barclaycard	
3.	BP Oil UK Limited	Accepted / Bid
4.	Certas Energy UK Ltd	Accepted / Bid
5.	fuelGenie (Worldline IT Services	No response.
	UK Ltd)	
6.	Fuelmate Ltd (Rix Petroleum (Hull)	No response.
	Ltd)	
7.	Maxol Oil Ltd	No response.
8.	Shell U.K. Oil Products Ltd	Accepted / Bid
9.	UK Fuels Ltd	Accepted / Bid

6.2. The following Potential Providers did not submit a tender response of which the reasons for this have been captured.

	Potential Provider Name	Reason
1.	Barclays Bank PLC / TA Barclaycard	Had compiled a bid, but on re-examining the Appendix B - Statement of Requirements Barclays were not 100% confident they could deliver every element. They said there "was no opportunity for a meeting to discuss what would have been acceptable to the Emergency Service Organisations." However, there would have been no leeway to remove elements from the specification as it had been compiled following careful consideration by all organisations involved. So stating opportunity for a meeting would have improved their ability to bid was erroneous in any event.
2.	Maxol Oil Ltd	Sent a letter via email and also via the e-Sourcing Suite after the deadline for clarification questions had elapsed. Details of the letter and their reason for not bidding are provided in 5.3, above.

7. EVALUATION PROCESS

- 7.1. To ensure that the skills, background and experience of the evaluation team were appropriate for this procurement, each evaluator completed a competency and conflict of interest declaration. No conflicts of interest were declared.
- 7.2. Evaluator training was held on the 27th September and on the 3rd October 2018 and was offered to each member of the evaluation team. The purpose of this training was to review the e-Sourcing Suite processes and methodology and the evaluation guidance to be applied to Potential Providers' responses.



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- 7.3. Following closure of the tender, the Procurement Lead conducted an initial compliance/validation check. All Potential Providers had successfully passed this verification enabling the evaluation panel to commence their independent evaluation.
- 7.4. Each questionnaire/question was scored individually, applying the criteria specific to that question within each of the questionnaires as detailed within the ITT Appendix D Response Guidance.
- 7.5. Consensus scoring was applied in accordance with the procedures set out in the Invitation to Tender in line with the CCS Service Definitions. The Procurement Lead on 11th October 2018 facilitated a consensus face-to-face meeting with all evaluation panel members present.
- 7.6. The price evaluation was conducted by the Procurement Lead and shared with the evaluation panel following their completion of the technical evaluation. At no point prior to completion of the technical evaluation did members of the evaluation panel have sight of costs offered.

8. EVALUATION SCORES

8.1. The scores (weighted Questionnaire Scores) are:

Potential Provider	Covert Fuel Cards (10%)	Service Methodology / Account Management (10%)	Savings (5%)	Transition / Implementation (20%)	Coverage (10%)	Altern ative Fuels (5%)	Price (40%)	Total Weighted Score out of 100
Allstar Business Solutions Ltd	7.00	7.50	3.75	15.00	10.00	2.50	40.00	85.75
BP Oil UK Limited	0.00	1.25	0.00	0.00	10.00	0.00	0.00*	11.25
Certas Energy UK Ltd	0.00	0.00	1.25	1.25	0.00	1.25	0.00*	3.75
Shell U.K. Oil Products Ltd	5.00	2.75	2.50	10.00	0.00	2.50	0.00*	22.75
UK Fuels Ltd	7.00	2.75	2.50	10.00	0.00	0.00	0.00*	22.25

*Pricing score not included in evaluation as bidder failed to achieve the minimum score of 50% for some of their question responses.

8.2. The full breakdown of the scores/rationale can be found within Annex D – Consensus Evaluation and Annex E – Price Evaluation.

9. PROCUREMENT ISSUES AND RISKS

- 9.1. Only the incumbent Supplier, Allstar Business Solutions Ltd, submitted a compliant bid. All other bidders did not achieve the minimum score of 50% for certain aspects of their question responses. These bidders' pricing was therefore excluded from the evaluation and default score of zero was provided to all of these Potential Providers as a result.
- 9.2. Maxol Oil Ltd's letter received 25th September 2018 suggested that only Allstar Business Solutions Ltd would be able to win the tender due to the requirement for inclusion of at least 70% of fuel sites on a UK wide basis. CCS has not heard further from Maxol since responding to their letter. Paragraph 5.3 above refers. The Statement of Requirements needed to reflect Emergency Service Organisations' operational needs and should not have been based on what the market may or may not be able to provide.
- 9.3. BP Oil UK Ltd, Certas Energy UK Ltd and UK Fuels Ltd did not achieve the minimum score (50%) for all of the question responses, so were deemed non-compliant. The procurement team has detailed Evaluator comments to support the individual and consensus scores. As a result of not achieving the minimum score the bidders submission was not taken forward to the price evaluation.
- 9.4. Shell U.K. Oil Products Ltd did not provide a clear response when unequivocally asked if they could achieve the requirement for at least 70% of all UK fuel sites to be included under contract. Shell provided a lot of information, but could not demonstrate 70% coverage existed. The Evaluators were content that despite a request to clarify their response appropriate coverage was not confirmed. Shell also scored 25% against Service Methodology/Account Management, so were deemed non-compliant for more than one element of the requirement.
- 9.5. Following the conclusion of the Evaluator assessments and the consensus meeting, Allstar Business Solutions Ltd (incumbent) were the only bidder to submit a compliant bid. However, Allstar's pricing was difficult to understand and clarification meetings were held with Allstar on 30th October 2018, 23rd November 2018, 11th December 2018 and 18th January 2019. These meetings were held to enable Evaluators to gain a clear understanding of the Allstar pricing model, the cost efficiencies that will be delivered through the single contract for all Emergency Service Organisations and the distribution spread of the savings across individual Emergency Service Organisations. Allstar presented their responses to these clarifications in PowerPoint slides; all Evaluator clarifications were resolved during the meeting on 18th January 2019. CCS considered it appropriate to invite Allstar Business Solutions Ltd to attend such meetings on the basis that they had submitted the only compliant bid and it was the most expedient way of resolving the clarification questions on the financial model prior to commencing the approval process.
- 9.6. Further to 9.7 above, although the new contract delivers an overall cost saving there are some Emergency Service Organisations listed at Annex 1 of this document that will incur slightly higher costs compared to their existing Fuel Cards contract. This is due to two

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primary reasons (a) User organisations previously had a range of diesel-only discounts (pump minus 2.1ppl to 3.2ppl) which has now been changed to a single 2.4ppl discount, and (b) Morrisons Supermarket are no longer included as a discount fuel site within the Supplier's contracts. Morrisons have replaced all their payment terminals with "chip and pin/dip" models and no longer operate "chip and signature" terminals as required by the Emergency Service Organisations.

9.7. Due to the number and scope of Bidder Clarification Questions received (as detailed at 5.2), CCS recommends a ten (10) day stand still period is implemented to allow the unsuccessful bidders time to assimilate their debrief feedback before the contract commences.

10. RECOMMENDATION

- 10.1. Following an open and fair procurement competition, it is recommended that the award is made to Allstar Business Solutions Ltd for the provision of Emergency Services Fuel Cards to Surrey and Sussex Constabularies and the Emergency Service Organisations listed at Annex 1 of this document.
- 10.2. The recommended Supplier's submission has met the requirement and demonstrated 'Value for Money' by being the only compliant bid received and with a pricing model that demonstrates that it meets all the requirements.
- 10.3. The contract will be for an initial 25 month period between 29th January 2019 and 22nd March 2021. There are options to extend the contract for the following periods:
 - 23rd March 2021 to 22nd March 2023.
 - 23rd March 2023 to 22nd March 2024 (subject to Commercial Agreement RM6000 itself being extended following its expiry on 22nd March 2021).
- 10.4. The awarded contract value shall be a nominal **£500,000,000**.00 (inclusive of VAT).
- 10.5. Based on the Supplier's pricing model a guaranteed saving of **£220,329** will be achieved over the initial 25 month contract term (**£105,758** per annum).
- 10.6. Additional savings of **£404,156** will be achieved during the initial 25 month Contract term (**£193,995** per annum) resulting from the following:
 - 10.6.1. £96,033 during the initial 25 month Contract term (£46,096 per annum) resulting from Allstar calculation of reduced monthly card fees (£151,854 £105,758 per annum).
 - 10.6.2. £308,123 during the initial 25 month Contract term (£147,899 per annum) due to the change to discount diesel mid-cif rate and the new discount on all fuel types at all fuel sites.
- 10.7. Stretch Target savings of up to £4,296,223 during the initial 25 month Contract term (£2,062,187 per annum) resulting from the following:



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- 10.7.1. £922,921 during the initial 25 month Contract term (£443.002 per annum) Allstar and the Emergency Service Organisations listed at Annex 1 of this document work together to jointly identify (i) Fuel cards with low usage / zero usage which could be switched off to remove monthly card fees and (ii) Identify the contingency fuel cards which won't incur a monthly card fee until actually used, and then only during months in which usage occurs.
- 10.7.2. £3,373,302 during the initial 25 month Contract term (£1.619, 185 per annum) Fuel card holders change behaviour to use Allstar's designated Discount Diesel sites, details of which have been provided by Allstar. Diesel discount at designated sites is 4.1 pence per litre.
- 10.7.3. Should demand for unleaded fuel increase across the Supplier's customer based to the point where the Supplier can justify purchasing its own unleaded (as it already does with diesel), the associated bulk discount savings will be passed to Emergency Service Organisations.
- 10.8. The procurement will have taken a total of 102 working days which is more than the original target of 18 working days.

11. TIMETABLE OF NEXT ACTIONS

- 11.1. Award Timetable
 - 11.1.1.The table below sets out the timetable for the further actions required to ensure a contract is placed with the recommended Supplier. Any delay to these stages will impact on the ability to place the contract by the required date. In addition, the post award actions are detailed below.

Activity	Deadline
Award Recommendation Report approved	12 th February 2019
Outcome Letters and Contract issued	15 th February 2019
Standstill Period	18 th February 2019 to 1 st March 2019
Contract agreed with Supplier and Customer	4 th March 2019
Transparency (including redactions)	w/c 11 th March 2019

12. APPROVALS



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Activity	Name	Signature	Date
Produced By (CCS Customer	Jonathan	J. P. Bloomy	Friday 25 th
Operations Procurement Lead)	Bloomer		January 2019
Authorised By	Darren	Darren Thompson	Monday 11 th
(Internal CCS delegated officer)	Thompson		February 2019
Agreed By (Customer)	Darren Blundell		

Annex 1 – UK Police Authorities; UK Fire and Rescue Services; UK Ambulance Services and Local Councils that are nominated users of the Contract:

UK P	OLICE AUTHORITIES
1	Metropolitan Police Service
2	Chiltern Transport Consortium
3	Surrey Police
4	National Crime Agency
5	Essex Police
6	Lancashire Constabulary
7	Kent Police Authority
8	Devon and Cornwall Police
9	West Yorkshire Police
10	West Midlands Police
11	Hampshire Constabulary
12	Leicestershire Police Authority
13	South Wales Police
14	North Yorkshire Police
15	Cheshire Police Authority
16	Cambridgeshire Constabulary
17	British Transport Police Authority
18	Norfolk Constabulary
19	Derbyshire Constabulary
20	North Wales Police
21	Staffordshire Police
22	Northumbria Police Authority

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1	
23	Avon and Somerset Police
24	Heddlu Gwent Police
25	Dyfed Powys Police
26	West Mercia Constabulary
27	Cumbria Constabulary
28	Sussex Police
29	Police Scotland
30	Gloucestershire Constabulary
31	Cleveland Constabulary
32	Suffolk Constabulary
33	Warwickshire Police
34	Police Service of Northern Ireland
35	Dorset Police
36	Merseyside Police
37	Durham Constabulary
38	Lincolnshire Police Authority
39	Greater Manchester Police
40	City of London Police
41	South Yorkshire Police
42	Wiltshire Constabulary
43	Northamptonshire Police
44	Nottingham Constabulary

UK FIRE AND RESCUE SERVICES

All as listed in the National Fire Chiefs' Council:

https://www.nationalfirechiefs.org.uk/Fire-and-Rescue-Services

South Western Region		
1	TBC	
2	TBC	
3	Devon and Somerset	
4	Dorset and Wiltshire	
5	Gloucestershire	
6	Guernsey	
7	Jersey	
South Eastern Region		
8	Buckinghamshire	
9	East Sussex	
10	Hampshire	

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11	Isle of Wight	
12	Kent	
13	Oxfordshire	
14	Royal Berkshire	
15	Surrey	
16	West Sussex – Including West Sussex County Council (which is the legal entity of West Sussex Fire and Rescue Service)	
North Eastern Region		
17	Cleveland	
18	Durham	
19	Northumberland	
20	Tyne and Wear	
Yorkshire and Humberside Region		
21	Humberside	
22	North Yorkshire	
23	South Yorkshire	
24	West Yorkshire	
North	Western Region	
25	Cheshire	
26	Cumbria	
27	Isle of Man	
28	Lancashire	
29	Greater Manchester	
30	Merseyside	
31	Northern Ireland	
Easter	n Region	
32	Bedfordshire	
33	Cambridgeshire	
34	Essex	
35	Hertfordshire	
36	Norfolk	
37	Suffolk	
East N	lidlands	
38	Derbyshire	
39	Leicestershire	
40	Lincolnshire	
41	Nottinghamshire	
42	Northamptonshire	
West I	West Midlands	
43	Hereford and Worcester	
44	Shropshire	
45	Staffordshire	

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46	Warwickshire	
47	West Midlands	
Wales		
48	Mid and West Wales	
49	North Wales	
50	South Wales	
London		
51	London Fire Brigade	
Scotland		
52	Scottish Fire and Rescue Service	

UK AMBULANCE SERVICES ORGANISATIONS		
1	South Western Ambulance Service NHS Foundation Trust	
2	South Central Ambulance Service NHS Foundation Trust	
3	South East Coast Ambulance Service NHS Foundation Trust	
4	London Ambulance Service NHS Trust	
5	East of England Ambulance Service NHS Trust	
6	East Midlands Ambulance Service NHS Trust	
7	Yorkshire Ambulance Service NHS Trust	
8	North East Ambulance Service NHS Foundation Trust	
9	North West Ambulance Service NHS Trust	
10	West Midlands Ambulance Service NHS Foundation Trust	
11	Welsh Ambulance Service NHS Trust	
12	Northern Ireland Ambulance Service Health and Social Care Trust	
13	Scottish Ambulance Service NHS Trust	
14	Isle of Wight NHS Trust (Isle of Wight Ambulance Service)	
15	South Central Fleet Services Limited	
16	North East Ambulance Service Unified Solutions	

COUNCIL ORGANISATIONS

1 Manchester City Council