

REQUEST FOR DMPC DECISION – PCD 235

Title: Blue Light Collaboration

Executive Summary:

The MPS is seeking to improve collaboration with the London Ambulance Service and the London Fire Brigade. The Estates departments for each service are working together to identify opportunities for efficiencies to support both operational excellence and cost efficiencies. It recognises the very different needs and complexities of each estate and identifies areas where there could be potential collaborative opportunities and aims to explore these further.

Recommendation:

The Deputy Mayor for Policing and Crime is asked to

1. Note and approve the overall strategic approach to the Estates Blue Light Collaboration and agree the prioritisation of the following collaborative projects:
 - The preparation by the MPS Property Services Directorate of an Outline Business Case for the redevelopment of Kentish Town Police and Fire Stations onto a single unified site. The London Ambulance Service (LAS) is giving consideration for colocation onto the same site (consideration will be given for redevelopment on the existing Police or Fire sites or a third party site). Capital funding has been allocated as part of the Capital Projects Budget. The London Fire Brigade (LFB) will fund their share of the project. The project, if approved, will be led by MPS.
 - The LFB and LAS to consider whether they have space for the provision of Dedicated Ward Officer (DWO) Hubs in fire or ambulance stations. MPS have provided both Services a list of locations where there are operational gaps. Fit out costs have been allocated as part of the Capital Projects Budget.
 - The MPS and LAS to review the use of Hendon for a shared training facility for paramedics and driver training – this will be based on using existing under-used space. The training teams to consider whether there are additional efficiencies in terms of the use of trainers.
 - The LAS have requested 130 workstations in one of the MPS or LFB Command and Control Centres. This work will be informed by the One Met Model work,

which is seeking to reduce from three to two locations and the wider blue light collaboration work with respect to joint command and control.

- Other projects identified in the paper will be considered either as a second priority or when opportunities arise.

Deputy Mayor for Policing And Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Stephen Hendon

Date

21/07/17

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

- 1.1. The MPS's Directorate of Property Services is working with the London Ambulance Service and the London Fire Brigade estates directorates to develop collaborative working opportunities where this is appropriate. The estates directorates have identified a number of collaborative working projects which will provide opportunities for co-location and improved working.

2. Issues for consideration

- 2.1. The LAS is currently developing its estate strategy to determine the LAS's future requirements. It is likely the LAS will reduce the number of their sites in order to improve quality and provide appropriate facilities.

3. Financial Comments

- 3.1 All of the estates collaboration projects will be funded from existing revenue and capital projects and will be at least cost neutral from an MPS budget perspective. Where possible the MPS will seek to secure cost benefits from any collaboration.

4. Legal Comments

- 4.1. There are no legal implications arising from this report.

5. Equality Comments

- 5.1. There are no direct equality or diversity implications arising from this report

6. Background/supporting papers

- 6.1. Briefing note.

Public access to information

Information in this form is subject to the Freedom of Information Act 2000 (FOIA) and other legislation. Part 1 of this form will be made available on the MOPAC website within 1 working day of approval. Any facts/advice/recommendations that should not be made automatically available on request should not be included in Part 1 but instead on the separate Part 2 form. Deferment is only applicable where release before that date would compromise the implementation of the decision being approved.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred ? NO

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **part 2** form – No

If yes, for what reason:

ORIGINATING OFFICER DECLARATION:

Head of Unit: The Chief Financial Officer has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
Legal Advice: The MPS legal team has been consulted on the proposal.	✓
Financial Advice: The Chief Financial Officer has been consulted on this proposal.	✓
Equalities Advice: No Equality and Diversity issues identified.	✓

OFFICER APPROVAL

Chief Executive Officer

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature *R. Lawrence*

Date *21/7/17*

PART 1

Estates Blue Light Collaboration

**Investment Advisory Board
6th July 2017**

Report by Matthew Punshon on behalf of the Director of Commercial & Finance

EXECUTIVE SUMMARY

The purpose of this briefing note is to set out how the estates teams for each service will work together to identify opportunities for efficiencies to support both operational excellence and cost efficiencies. It recognises the very different needs and complexities of each estate and identifies areas where there could be potential collaborative opportunities that will be further explored.

A. RECOMMENDATIONS - That

The DMPC is asked to note the contents of the attached paper (as Appendix A) and approve the overall strategic approach and agree the prioritisation of the following collaborative working projects:

1. The preparation by PSD of an Outline Business Case for the redevelopment of Kentish Town Police and Fire Stations onto a single unified site – LAS is giving consideration for colocation onto the same site (consideration will be given for redevelopment on the existing Police or Fire sites or a third party site). Capital funding has been allocated as part of the Capital Projects' Budget – LFB will fund their share of the project. The project, if approved, will be led by MPS.
2. LFB and LAS to consider whether they have space for the provision of DWO Hubs in fire or ambulance stations. MPS have provided both Services a list of locations where there are operational gaps. Fit out costs have been allocated as part of the Capital Projects' Budget.
3. MPS and LAS to review the use of Hendon for a shared training facility for paramedics and driver training – this will be based on using existing under-used space. The training teams to consider whether there are additional efficiencies in terms of the use of trainers.
4. LAS have requested 130 workstations in one of the MPS or LFB CCCs – this work will be informed by the OMM work looking to reduce from 3 to 2 locations (due to report to PIB in September) and the wider blue light collaboration work with respect to joint command and control.
5. Other projects identified in the paper will be considered either as a second priority or when opportunities arise

B. SUPPORTING INFORMATION

1. The attached Estates Blue Light Collaboration paper has been developed jointly by the three heads of estate for MPS, LFB and LAS. The same paper is being submitted to each of the Management Boards.

Not Protectively Marked

2. All estates collaboration projects will be funded from existing revenue and capital projects and will be at least cost neutral from a Police budget perspective, i.e. they will cost no more than if there was no collaboration and, where possible, will provide cost benefits to the police and/or the other blue light organisation.

Report author: Matthew Punshon, Director of Property Services, MPS.

Background papers: Appendix A: Estates Blue Light Collaboration paper

Investment Advisory Board

6 July 2017

Estates Blue Light Collaboration: Appendix A

MPS, LFB and LAS ESTATES' BLUELIGHT COLLABORATION BRIEFING NOTE

Date: 23 March 2017
To: Blue Light Collaboration Teams
From: Heads of Estates from MPS, LFB and LAS
Topic: Approach to Estates Collaboration

Summary

This Briefing Note has been prepared jointly by the Heads of Estates for the Metropolitan Police Service (MPS), London Ambulance Service (LAS) and the London Fire Brigade (LFB).

Its purpose is to set out how the estates teams for each service will work together to identify opportunities for efficiencies to support both operational excellence and cost efficiencies. It recognises the very different needs and complexities of each estate and identifies areas where there could be potential collaborative opportunities that will be further explored.

It is underpinned by objectives set out in the Strategic Intent document attached at Appendix 1

Summary of Each Service Estate

Direct Costs to Individual Properties

Direct costs are those costs that are directly attributable to individual properties and exclude any management employed within each Service. The table below shows the size of the respective estates and the strategy in numerical terms

All costs at 2014/15 prices		MPS		LFB		LAS	
		Current	By 2021	Current	By 2021	Current	By 2021
1	Number of freehold/valuable leasehold sites (running costs)	137 (£80m)	62 (£46m)	99	Not known	57	Not known
2	Number of leasehold sites (running costs)	313 (£49 m)	31 (£13m)	9	Not known	29 (£2.8m rent and service charge)	Not known

3	Number of PFI sites (running costs)	5 (£31m)	5 (£31m)	9 £3.0m	9 £3.0m	0	0
2	Number of shared 'partner' locations*	90	200+	0	Not known	4	Not known
3	Annual running cost (end 15/16 and 20/21)**	£160m	£95m	£27.7m	Not known	£11m (including rent and service charge)	Not known
4	Expected capital expenditure 2016 – 20***	n/a	£707m	n/a	£84m	n/a	Not known

* A partner location is where the Service occupies space usually on an informal basis at a nominal or no charge.

** Annual running costs include all costs associated with the building incl: rent, rates, FM (incl. cleaning, reactive and planned maintenance, security, landscape, waste etc), energy but not life cycle replacement (forward maintenance)

*** Capital expenditure includes IT core building infrastructure (cabling) but does not include IT equipment

Indirect costs

These are the costs attributable to the management of the estates function. This is a complex area as each estates team delivers and manages their estate differently. Both MPS and LFB share FM services through a framework contract for Integrator FM services such that some indirect costs may be considered to be direct costs. This is an area of future clarification for the estates teams.

Summary Estate Objectives for Each Service

Metropolitan Police Service (MPS) – Estate Transformation Plan

The summary strategy for the MPS is to substantially reduce the number of buildings within the estate whilst improving the quality of the accommodation. The reduction will be delivered primarily by:

- The roll out of mobile technology to enable all users to work from any location – this will enable officers to respond more effectively out in the field.
- The sale of surplus assets to fund the improvement of the retained estate.
- To provide Dedicated Ward based Officers (DWOs) that will be located within or close to their Wards delivered through small locker facilities in shared 'partner' locations.
- To consolidate all command and HQ locations into fewer better quality locations.

London Fire Brigade (LFB) - Asset Management Plan (2017) The approved Asset Management Plan (2017) has established priorities for investment in the fire station estate based on an interlinked strategy of:

- 1) Delivering improvements in attendance times,
- 2) Property improvement (condition, functionality), and
- 3) Releasing the latent financial value of existing fire station sites

It also considers whether the location of a station might be taken into account in any decision to improve or develop that site in consultation with the local community. This is likely to provide the opportunity for a collaborative approach with the other emergency services for collocation or use of any spare capacity.

Over the next 5 years the AMP has identified 11 fire stations for replacement if an appropriate site can be found, 7 fire stations for refurbishment or rebuild and a further 11 for redevelopment to release capital value.

London Ambulance Service (LAS) – to be updated

The London Ambulance service are currently developing their estate strategy to determine future requirements. It is likely that the number of sites will reduce in order to improve quality and to provide appropriate facilities.

What the joint Heads of Estates plan to do

- 1) A single data set has been developed which shows each of the Services' property portfolios, their use/capability and a consideration of utilisation/vacancy. This will review in particular:
 - Neighbouring sites – where at least two services share a boundary.
 - Sites that are located within 100m, 250m, 500m and 750m of each other
 - Fuel storage
 - Opportunities to co-locate
- 2) Analysis will also be made of each services' capital programmes to see where there may be opportunities for collaboration and co-location.
- 3) Analysis of high risk areas for each service to identify priorities for delivering projects which will have the most benefit from a collaborative approach.
- 4) Support operational collaboration activities including call centres, training centres, fleet management facilities; this is being led by other workstreams.

Opportunities for Collaboration by Service

The heads of the three estate departments have met and agreed the following potential opportunities could be considered:

1. New Buildings – (MPS with LFB and LAS)

- The MPS/LFB has undertaken an initial review and four facilities could be considered for co-location at Kentish Town, Plumstead, Harrow and Hounslow/Polar Park. They may also be potential opportunities for tri-service locations.
- The most immediate is Kentish Town – LFB/MPS indicated that they need to replace both the fire station and police station. LAS indicated that they have a large site locally.
- There is an opportunity to consider one or other of the sites as a shared location or explore a third location.
- LFB and LAS have very poor space at Heathrow rented from BAA. MPS have a good quality location which is fully funded by BAA to secure the airport, however, it will need to be replaced as part of the third runway development. LFB very keen to explore options.
- Additional opportunities might be considered at Limehouse and Belvedere.
- Co-location should explore shared welfare facilities with separate secure area for MPS and sleeping quarters for LFB.

ACTION:

- a. *LFB to instruct feasibility study to establish the criteria for a site search for a tri service facility to replace the existing Heathrow facilities (noting that the MPS facility is impacted by the third runway) and to prepare a business plan to consider whether there is an opportunity to collocate on an alternative site if one can be found. LAS and MPS to provide a high level user requirement.*
- b. *MPS to instruct feasibility study on Kentish Town. LAS to consider whether there is an opportunity to consolidate onto the MPS site and reduce their footprint. LFB to provide a high level user requirement for Kentish Town.*
- c. *MPS to keep potential requirement of LFB when looking at LimeHouse redevelopment.*

2. Shared locations – MPS/LFB/LAS

- There are a number of locations where facilities are either neighbouring or very close together where some form of sharing could enable value to be created (either revenue reduction or capital release or both)
- A desk top review of opportunities has been undertaken – the following opportunities have been identified:
 - Wembley
 - Edmonton*
 - Deptford* (noting MPS building is PFI)
 - Marlowe House
 - West Hampstead* (noting that MPS building is stables)
 - Acton*
 - Coulston (LAS/LFB)
 - Bromley* (noting MPS building is PFI)
 - Wandsworth

- A further review will be undertaken for each site with a priority for the locations marked with an asterisk.

Action: Consideration will be given by the Heads of Estates as to the opportunities and benefits with the aim of assessing whether this is a priority area. LFB to take the lead.

3. Dedicated Ward Police Officers (MPS)

- The MPS are looking to locate Ward based Police officers closer to their Wards in small facilities of around 10 lockers with welfare (could be shared)
- There is an opportunity to look at using blue light facilities.

ACTION: Data analytics to indicate where underused space maybe in LAS/LFB on a traffic light basis and estimate areas available. Some areas may be substantial such as LFB at Hammersmith). MPS to look at gaps and look at specific sites following analysis of where buildings may be required. LFB/LAS to consider whether providing space is practical/possible. MPS to send list to LFB/LAS by end of May.

4. MPS Emergency Response and Patrol (ERPT)

- Vehicle based requirement with 20 parking spaces and c200 lockers plus welfare

ACTION: Data analytics to look at MPS ERPT sites (not at Police Stations) and identify locations where consideration could be given for sharing sites (eg Wandsworth LFB/LAS might be used for MPS ERPT to replace Battersea. Possible locations in the east of London)

5. Shared Welfare (LAS)

- Once the LAS have finalised their estate strategy there may be a potential requirement for standby points for operational vehicles that are on active area cover, if the number of LAS sites reduces. The stand-by point will provide staff with access to rest facilities and prevent them from having to travel back to their base – the challenge is whether security implications can be overcome. Everyone within the secure areas in a police facility must be CTC cleared.

ACTION: LAS to look at LFB mapping to consider opportunity for pop-in. MPS to consider keeping Welfare areas outside secure areas to enable sharing without having security clearance. This is a low priority project as benefits seen to be low.

6. 999 Control Centres (LAS)

- LAS has the need for 130 desks
- They are likely to be using LFB's Merton facility but need a secondary location – they would consider Hendon
- This would be on the basis of co-location before full collaboration.

ACTION: Awaiting Transformation Fund application response. MPS CCC team to consider how space can be made available as they consider the consolidation of three to two sites. Once proven, MPS to provide a cost to LAS based on a share of

the running cost and depreciation of the capital within the building. LAS to prepare a paper for agreement from their Board

7. Training Centres

- LAS has a requirement for training centres in the North of London. Could Peel House be used?
- LFB and MPS have fitness testing requirements – LAS confirming whether they do. There may be an opportunity for joint service certification of fitness enabling any officer to certify at any location.
- MPS also require 'dojo' gyms of Officer Safety Training
- Driver training facilities could be combined. MPS building a new driver training facility at Hendon. Is there an option to provide driver training to LAS/LFB?

ACTION: LAS to look at their training requirements. MPS to look at utilisation of Peel House and consider availability. LAS reviewing their driver training requirements. Data analytics to plot where all the fitness testing locations are (this is not weight training rooms)

8. Agile Working

- There is an opportunity to share experiences – LAS are particularly focused on personalised desks. MPS moving to 19,000 desks (from 37,000 desks) for 44,000 people but is at a very early stage of challenging working cultures. LFB HQ are achieving 8 desks per 10 staff.

ACTION: LAS/LFB/MPS to consider whether there is a joint working lessons learned opportunity.

9. Marine (LFB and MPS)

- LFB and MPS both have separate marine facilities and service contracts. This is more an operational question than property.

ACTION: Estates teams to have a watching brief. Operational teams to consider working synergies.

10. Fuel Tanks (LFB and MPS)

- LFB and MPS both have separate diesel fuel tanks and service contracts. This is again more an operational question than property.
- All organisations working on Electric and Hydrogen Vehicles with respective charging/fuelling points.

ACTION: Estates teams to have a watching brief. Operational teams to consider working synergies.

Challenges to Overcome

There are three primary challenges to overcome:

1. Culture and working practices – there is a significant clash of working practices between MPS and LFB.

2. Security issues – all MPS officers and staff are CTC (Counter Terrorism Clearance) vetted. All buildings are secure (i.e. all non-vetted people must be escorted).
3. Vehicles – parking is at a premium for all services.
4. Cost charging for shared facilities – the basic principle is that no excess will be charged against running costs. The challenge relates to identifying costs: i.e. actual day-to-day running costs plus contribution to depreciation of the capital asset. Heads of Estates propose creating an annual pot which looks at notional payments for space used with an end year reconciliation to be proposed to Heads of Service to agree any cross charging payments.
5. Decision making between respective Management Boards and Political Masters.

Next steps

Key next steps:

1. Submission of approach to the Heads of Services meeting
2. Data analytics and mapping of the three estates to be completed (MPS)
3. Actions as outlined above (MPS/LFB/LAS) – particular focus on items 1, 2 and 3.
4. Priorities will need to be agreed identifying which opportunities have the greatest benefit set against limited resource availability.

