



NOTTINGHAMSHIRE
Fire & Rescue Service
Creating Safer Communities

Nottinghamshire and City of Nottingham
Fire and Rescue Authority
Policy and Strategy Committee

COLLABORATIVE ESTATE FEASIBILITY STUDY

Report of the Chief Fire Officer

Date: 28 April 2017

Purpose of Report:

To propose a joint feasibility study of the estate, involving Nottinghamshire Police, East Midlands Ambulance Service and Nottinghamshire Fire and Rescue Service to explore the potential for collaboration in the short, medium and longer term.

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1. BACKGROUND

- 1.1 The Policing and Crime Act 2017 has placed a statutory duty on the Fire Authority in regards to collaboration:

A relevant emergency service in England must keep under consideration whether entering into a collaboration agreement with one or more other relevant emergency services in England could be in the interests of the efficiency or effectiveness of that service and those other services.

(Policing and Crime Act 2017, Chapter 3, Part 1)

- 1.2 For a number of years the Authority has shared elements of its estate, however this has generally been small scale and opportunistic in nature with partners when potential arises.
- 1.3 Around the country there are a number of emerging examples where larger scale projects are producing significant longer terms savings and providing the catalyst for further collaboration opportunities. In the East Midlands alone, Derbyshire, Northamptonshire and Lincolnshire all have joint Police and Fire headquarters, in Leicestershire the fire headquarters are shared with the Ambulance Service.

2. REPORT

- 2.1 The estates leads for Nottinghamshire Fire and Rescue Service (NFRS), East Midlands Ambulance Service (EMAS) and Nottinghamshire Police (NP) have been meeting informally for a number of years. In 2015 the then Chief Constable chaired the group to strengthen relationships and develop greater understanding of the individual organisations' particular needs. This structure is still in place today.
- 2.2 Within NFRS this supported the development of an Estates Strategy that has been adopted by the Authority and provides the guiding principles on which the estate is managed and developed going forward.
- 2.3 It is clear that Government have an expectation that where possible the estate is used to best effect and a number of projects have previously attracted transformational funding. Those projects are expected to deliver significant savings over time and are considered an enabler for greater collaboration in the future.
- 2.4 The estates leads have proposed that a strategic feasibility study is undertaken to develop options for a joint estates strategy across NFRS, NP and EMAS (Nottinghamshire area only), and that this work should be led by the Head of Procurement and Resources from NFRS.

- 2.5 Attached at Appendix A are the draft terms of reference for the work to be undertaken. These are wide enough to ensure all options can be considered, yet remain focused in terms of outcomes and deliverables.
- 2.6 The work will mainly involve the collation of data that already exists within the three organisations, however it is likely that expert assistance may be required for areas such as condition surveys, costings, valuations and investment appraisals. These costs would be minimal and will be covered by the existing estates budget.
- 2.7 The expectation is that the estate leads will develop the strategy and potential options under the guidance of the Chief Officers, who will then in turn present an organisational view through their own internal governance arrangements. In NFRS this is likely to involve informal presentations to Members prior to any draft proposals being presented through the committee stages. In any event, the sovereign decisions over the NFRS estate will remain with the Fire Authority.
- 2.8 The work is expected to take approximately six months with the potential delivery of a joint strategy by the end of the year. This would provide the opportunity to plan for and implement the strategy during the financial year 2018/19.

3. FINANCIAL IMPLICATIONS

There are potential financial implications in the region of £10-20k dependant on the amount of professional support that may be required to undertake the analysis. This will be drawn from the existing estates budget for professional services. It is anticipated that this cost will be shared between all three Services.

4. HUMAN RESOURCES AND LEARNING AND DEVELOPMENT IMPLICATIONS

There are no direct human resources or learning and development implications arising from this report, however care will be needed to manage the internal communications as this is likely to be a sensitive area of concern for staff.

5. EQUALITIES IMPLICATIONS

An equality impact assessment has not been undertaken because this report does not seek to change policy or service delivery provisions.

6. CRIME AND DISORDER IMPLICATIONS

There are no crime and disorder implications arising from this report.

7. LEGAL IMPLICATIONS

The Policing and Crime Act 2017 places a statutory duty on the Fire Authority with regards to collaboration with both Police and Ambulance Services. This work will create a strategic basis on which to identify current and future opportunities.

8. RISK MANAGEMENT IMPLICATIONS

It is clear that Government expects authorities to lead on fire reform and conform to existing legislation. This work provides a positive opportunity to demonstrate the Authority's commitment to this agenda and will be transparent within any future inspection process.

9. COLLABORATION IMPLICATIONS

The whole concept of this work is to identify opportunities to collaborate, not just in terms of the estate but also in broader areas where the estate can act as an enabling tool. The terms of reference are broad with a tight focus on outcomes that will ensure the benefits for the communities we serve are at the centre of any activity undertaken.

10. RECOMMENDATIONS

That Members endorse the commencement of a feasibility study, and agree to receive a future report on the outcome and any potential options.

11. BACKGROUND PAPERS FOR INSPECTION (OTHER THAN PUBLISHED DOCUMENTS)

None.

John Buckley
CHIEF FIRE OFFICER

**TERMS OF REFERENCE FOR A FEASIBILITY STUDY AND OPTION APPRAISAL
FOR THE JOINT ESTATES STRATEGY BETWEEN
NOTTINGHAMSHIRE POLICE, THE EAST MIDLANDS AMBULANCE SERVICE
AND NOTTINGHAMSHIRE FIRE AND RESCUE SERVICE**

PURPOSE

The purpose of these terms of reference is to establish the principles and scope for a feasibility study and option appraisal into the development of the Joint Estates Strategy (the Strategy) between Nottinghamshire Police (NP), East Midlands Ambulance Service (EMAS) and Nottinghamshire Fire and Rescue Service (NFRS).

The Strategy is to encompass the estates of all three organisations present and future specifically within the county boundary of Nottinghamshire.

The purpose of the development and implementation of a long term estates strategy is to act as a catalyst for change and as a driver to promote organisational collaboration.

Effective collaboration between the three organisations has the potential to have a significant and a positive impact on the services delivered to the people of Nottinghamshire, our Community. The positive outcome for our Community must be the main purpose of the Strategy.

BACKGROUND

With the introduction of the Policing and Crime Act in 2017 (the Act) it has provided a greater emphasis on the duty to collaborate between the Police, the Fire and Rescue Service and the Ambulance Service. For Nottinghamshire, the Act has effectively provided the enabler to formalise and actively promote the process for collaboration across the three organisations including their estates.

The current situation is that, Nottinghamshire Police, East Midlands Ambulance Service and Nottinghamshire Fire and Rescue Service have been collaborating together through their estates functions in an informal way since 2012. This collaboration has been in the provision of mutual assistance where opportunities have arisen, mainly in the sharing of buildings and properties where surplus space has been identified across the three estates.

AIMS AND OBJECTIVES

The overriding aims and objectives are to identify areas where collaboration can be effectively achieved by using the estate as a driver for change.

Through a feasibility study and option appraisal, the aims and objectives in the development of a Joint Estates Strategy are to identify where and when collaboration can be effectively achieved. This is to include:

- Opportunities for collaboration that are available immediately and that can be achieved within short timescales where the tangible benefits that can be gained using the existing estate.
- Medium term collaboration where there are clear opportunities that can be developed and put into place within 2 to 3 years.
- The longer term strategy providing collaborative and integrated working for 50 years and beyond. This timescale is to harness the harmonisation of key elements of the organisations where the implementation can be carried out within the next 5 years. These long term objectives are likely to have the greatest and longest lasting impact for collaboration between Police, Ambulance and Fire. This objective will be crucial in developing a shared vision, ethos and culture for the delivery of services to our Community.

MEASUREMENT CRITERIA

The aims and objective must be measurable and must clearly show the benefits of collaboration. This must ultimately demonstrate it meets the needs of the Communities of Nottinghamshire; the measurement criteria for collaboration must include:

- The efficiency.
- The effectiveness.
- The economic impact.
- The long term sustainability.
- The tangible benefits to the Communities of Nottinghamshire.

GOVERNANCE AND MEMBERSHIP

The lead organisation for the development of the Joint Estates Strategy is to be Nottinghamshire Fire and Rescue Service reporting through a Joint Estates Board. The Joint Estates Board is to be made up of:

- The Chief Constable, Nottinghamshire Police.
- The Chief Executive, East Midlands Ambulance Service.
- The Chief Fire Officer, Nottinghamshire Fire and Rescue Service.
- The head of estates function, Nottinghamshire Police.
- The head of estates function, East Midlands Ambulance Service.
- The head of estates function, Nottinghamshire Fire and Rescue Service.

The Joint Estates Board will provide the overall governance for the development of the Joint Estate Strategy.

From the Joint Estates Board the Chief Constable, the Chief Executive and the Chief Fire Officer will report into their own respective organisation's governance arrangements.

METHODOLOGY

For the development of a Joint Estates Strategy there is a requirement to engage external professional services to carry out a detailed feasibility study and option appraisal; this is to include, but not limited to:

- The assessment of all essential estates data from the existing estate portfolios across the three organisations (the estate).
- The space utilisation of the current estate.
- The function and use of the existing estate and each of its component parts.
- A high level understanding and appreciation of the needs and priorities of each organisation in the delivery of services to the Community.
- Identification of the cultural drivers needed for collaboration.
- Identification of the areas where collaboration through the estate will have the greatest effect.
- Understanding of the geographical distribution of the estate in relation to the services delivered to the Community.
- The identification of options for the collaborative development of the estate and timescales for the short, medium and long term strategy.
- Funding requirements, costings, opportunities and investment appraisal.
- Any other relevant information needed for the development of a Joint Estates Strategy.
- Conclusions and recommendations for a Joint Estates Strategy.

The feasibility study and option appraisal is expected to take up to six months to complete with up to a further two months to develop and complete the Joint Estates Strategy for presentation to the Joint Estates Board and the governing bodies of NP, EMAS and NFRS.

INFORMATION SHARING AND CONFIDENTIALITY

The timely, open and free sharing of all relevant information between Nottinghamshire Police, East Midlands Ambulance Service and Nottinghamshire Fire and Rescue Service will be a critical success factor in the development of a Joint Estates Strategy; this must be given a high priority by each organisation.

During the development and up to final acceptance of the Joint Estates Strategy this information must be kept confidential between the Police, Ambulance, Fire and any third party organisation involved with the Strategy.

It must also be noted that until the Joint Estates Strategy is accepted by the Police, the East Midlands Ambulance Service and Nottinghamshire Fire and Rescue Service it remains confidential under the Freedom of Information Act 2000, specifically Sections 22 and 41.